DRAFT

Impact Fee Study

Prepared for:

Port St. Lucie, Florida

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EXECUTIVE SUMMARY

Port St. Lucie, Florida, contracted with TischlerBise to update its impact fees pursuant to Florida Statutes § 163.31801. Local governments in Florida may assess impact fees to offset infrastructure costs necessitated by future growth. Impact fees are one-time payments used to construct system improvements needed to accommodate future development. The fee represents future development's proportionate share of infrastructure costs. Impact fees may be used for infrastructure improvements or debt service for growth-related infrastructure. In contrast to general taxes, impact fees may not be used for operations, maintenance, replacement, or correcting existing deficiencies.

FLORIDA IMPACT FEE ENABLING LEGISLATION

The authority for Florida counties to adopt and collect impact fees to offset the demands future development creates for new infrastructure is well established. St. Johns County v. Northeast Florida Builders Association (583 So. 2d 635, 638 Fla. 1991) states, "The use of impact fees has become an accepted method of paying for public improvements that must be constructed to serve new growth."[1] State statutes specifically "encourage the use of innovative land development regulations which include provisions such as […] impact fees," and Florida courts have upheld local government's authority to adopt fees under general home rule and police power theories.[2]

In 2006, the Florida legislature passed the "Florida Impact Fee Act," which recognized impact fees as "an outgrowth of the home rule power of a local government to provide certain services within its jurisdiction." § 163.31801(2), Fla. Stat. The statute – concerned mostly with procedural and methodological limitations – did not expressly allow or disallow any particular public facility type from being funded with impact fees. The Act did specify procedural and methodological prerequisites, most of which were common to the practice already. Subsequent amendments to the Act, in 2009, removed prior notice requirements for impact fee reductions (but not increases) and purported to elevate the standard of judicial review. Under Florida law, impact fees must comply with the "dual rational nexus" test, which requires "a reasonable connection, or rational nexus, between the need for additional capital facilities and the growth in service units generated by new development. In addition, the government must show a reasonable connection, or rational nexus, between the expenditures of the funds collected and the benefits accruing to the subdivision," St. Johns County, 583 So.2d at 637 (quoting Hollywood, Inc. 431 So. 2d at 611-12). Impact fee calculation studies, generally speaking, establish the pro rata, or proportionate, "need" for new infrastructure and implementing ordinances to ensure that new growth paying the fees receive a pro rata "benefit" from their expenditure.

Port St. Lucie is updating its impact fees related to law enforcement, park and recreation, and public buildings to fund capital facilities needed to meet the demand created by future development. The need for these services, and the infrastructure necessary to provide them, is driven by development; therefore, as vacant lands within Port St. Lucie develop, or as existing uses expand, the demand imposed upon Port St. Lucie for additional capital facilities increases proportionately.

[1] Citing Home Builders & Contractors Association v. Palm Beach City., 446 So.2d 140 (Fla. 4th DCA 1984); Hollywood, Inc. v. Broward County, 431 So.2d 606 (Fla. 4th DCA 1983).
[2] See §163.3202(3), Fla. Stat.; see also Home Builders & Contractors Association, 446 So.2d 140.

The need for additional capacity for future development is further shown through an established level-of-service standard and Port St. Lucie's existing capital improvement plan. Hollywood, Inc., 431 So.2d at 611 (holding that a plan for providing facilities at a reasonable level of service demonstrates "a reasonable connection between the need for additional park facilities and the growth in population"). Capital facilities necessary to provide this infrastructure have been provided by Port St. Lucie to date; however, Port St. Lucie will need to provide new residents and visitors with the same levels of service. The expenditures required to maintain existing levels of service are not necessitated by existing development, but rather by future development.

Furthermore, through the implementation of Port St. Lucie's capital improvement plans, future development paying impact fees will receive a pro rata benefit from new facilities built with those fees. In addition, Port St. Lucie's impact fee ordinance, including any amendments necessary to implement the fees recommended in this study, earmarks impact fees solely for capital facilities necessary to accommodate future development.

Finally, there are several steps Port St. Lucie will take to ensure ongoing compliance with applicable Florida laws related to impact fees. First, it will continue to update and implement plans for expending impact fee revenues on the types of facilities TischlerBise has used to develop the fees in this study. In Florida, this is typically satisfied through the Capital Improvement Plan (CIP) and Capital Improvements Element (CIE) framework. Also, Port St. Lucie will update its existing impact fee ordinance to ensure compliance with the approach used here and any developments in statutory and case law since Port St. Lucie's fees were last updated. This update will address, among other things, earmarking of impact fee revenues, limitations on the use of revenues, revisions related to developer credits, and ongoing compliance with other city and state law requirements.

CONCEPTUAL DEVELOPMENT FEE CALCULATION

In contrast to project-level improvements, impact fees fund growth-related infrastructure that will benefit multiple development projects, or the entire service area (usually referred to as system improvements). The first step is to determine an appropriate demand indicator for the particular type of infrastructure. The demand indicator measures the number of service units for each unit of development. For example, an appropriate indicator of the demand for parks is population growth and the increase in population can be estimated from the average number of persons per housing unit. The second step in the impact fee formula is to determine infrastructure improvement units per service unit, typically called level-of-service (LOS) standards. In keeping with the park example, a common LOS standard is improved park acres per person. The third step in the impact fee formula is the cost of various infrastructure units. To complete the park example, this part of the formula would establish a cost per acre for land acquisition and/or park improvements.

GENERAL METHODOLOGIES

Impact fees for the capital improvements made necessary by new development must be based on the same level of service provided to existing development in the service area. There are three basic methodologies used to calculate impact fees that examine the past, present, and future status of infrastructure. The objective of evaluating these different methodologies is to determine the best measure of the demand created by new development for additional infrastructure capacity. Each methodology has advantages and disadvantages in a particular situation and can be used simultaneously for different capital improvements.

Reduced to its simplest terms, the process of calculating impact fees involves two main steps: (1) determining the cost of development-related capital improvements and (2) allocating those costs equitably to various types of development. In practice, though, the calculation of impact fees can become quite complicated because of the many variables involved in defining the relationship between development and the need for facilities within the designated service area. The following paragraphs discuss basic methodologies for calculating impact fees and how those methodologies can be applied.

- **Cost Recovery** (past improvements) - The rationale for recoupment, often called cost recovery, is that new development is paying for its share of the useful life and remaining capacity of facilities already built, or land already purchased, from which new development will benefit. This methodology is often used for utility systems that must provide adequate capacity before new development can take place.

- **Incremental Expansion** (concurrent improvements) - The incremental expansion methodology documents current LOS standards for each type of public facility, using both quantitative and qualitative measures. This approach assumes there are no existing infrastructure deficiencies or surplus capacity in infrastructure. New development is only paying its proportionate share for growth-related infrastructure. Revenue will be used to expand or provide additional facilities, as needed, to accommodate new development. An incremental expansion methodology is best suited for public facilities that will be expanded in regular increments to keep pace with development.

- **Plan-Based** (future improvements) - The plan-based methodology allocates costs for a specified set of improvements to a specified amount of development. Improvements are typically identified in a long-range facility plan and development potential is identified by a land use plan. There are two basic options for determining the cost per demand unit: (1) total cost of a public facility can be divided by total demand units (average cost), or (2) the growth-share of the public facility cost can be divided by the net increase in demand units over the planning timeframe (marginal cost).

Evaluation of Credits

Regardless of the methodology, a consideration of credits is integral to the development of a legally defensible impact fee. There are two types of credits that should be addressed in impact fee studies and ordinances. The first is a revenue credit due to possible double payment situations, which could occur when other revenues may contribute to the capital costs of infrastructure covered by the impact fee. This type of credit is integrated into the fee calculation, thus reducing the fee amount. The second is a site-specific credit or developer reimbursement for dedication of land or construction of system improvements. This type of credit is addressed in the administration and implementation of the impact fee program. For ease of administration, TischlerBise normally recommends developer reimbursements for system improvements.

Impact Fee Components

Figure 1 summarizes service areas, methodologies, and infrastructure components for each fee category. There is a single, citywide service area for all impact fees.

Figure 1: Proposed Impact Fee Service Areas, Methodologies, and Cost Components

Fee Category	Service Area	Cost Recovery	Incremental Expansion	Plan-Based	Cost Allocation
Law Enforcement	Citywide	N/A	Facilities, Vehicles	Training Facility, Equipment	Population, Vehicle Trips
Parks and Recreation	Citywide	N/A	N/A	Park Improvements	Population
Public Buildings	Citywide	N/A	Public Buildings	Public Works Facility	Population, Jobs

Rounding

Calculations throughout this report are based on an analysis conducted using Excel software. Most results are discussed in the report using two, three, and four decimal places, which represent rounded figures. However, the analysis itself uses figures carried to their ultimate decimal places; therefore, the sums and products generated in the analysis may not equal the sum or product if the reader replicates the calculation with the factors shown in the report (due to the rounding of figures shown, not in the analysis).

Inflation

All costs in the impact fee calculations represent current dollars with no assumed inflation rate over time.

CURRENT IMPACT FEES

Current impact fees for residential development are assessed per dwelling unit, based on the type of unit, and nonresidential fees are assessed per 1,000 square feet of floor area, based on the land use. Figure 2 does not include mobility fees updated in 2022.

Figure 2: Current Impact Fees

Residential Fees per Unit				
Development Type	Law Enforcement	Parks and Recreation	Public Buildings	Total
Single Family	$205	$782	$406	$1,393
Multi-Family	$167	$636	$330	$1,133
Mobile Residence	$205	$782	$406	$1,393

Nonresidential Fees per 1,000 Square Feet				
Development Type	Law Enforcement	Parks and Recreation	Public Buildings	Total
Commercial	$56	$0	$116	$172
Research & Development Ctr.	$16	$0	$169	$185
Office	$22	$0	$192	$214
Nursing Home	$15	$0	$135	$150
Hospital	$26	$0	$170	$196
Day Care (per student)	$4	$0	$9	$13
University/College (per student)	$3	$0	$11	$14
Secondary School	$18	$0	$37	$55
Elementary School	$20	$0	$56	$76
Lodging (per room)	$11	$0	$25	$36
Assisted Living (per bed)	$5	$0	$39	$44
Mini-Warehouse	$5	$0	$2	$7
Warehousing	$7	$0	$53	$60
Manufacturing	$7	$0	$103	$110
Light Industrial	$14	$0	$134	$148

MAXIMUM JUSTIFIABLE IMPACT FEES

Impact fees for residential development will be assessed per dwelling unit, based on the type of unit, and nonresidential fees will be assessed per 1,000 square feet of floor area, unless otherwise noted, based on the land use. Port St. Lucie may adopt fees that are less than the maximum justifiable fees shown below; however, a reduction in impact fee revenue will necessitate an increase in other revenues, a decrease in planned capital improvements, and/or a decrease in Port St. Lucie's LOS standards. All costs in the Impact Fee Study represent current dollars with no assumed inflation rate over time.

Figure 3: Maximum Justifiable Impact Fees

Residential Fees per Unit				
Development Type	Law Enforcement	Parks and Recreation	Public Buildings	Total
Single Family	$366	$3,141	$516	$4,023
Multi-Family	$236	$2,054	$337	$2,627
Mobile Residence	$306	$2,539	$417	$3,262

Nonresidential Fees per 1,000 Square Feet				
Development Type	Law Enforcement	Parks and Recreation	Public Buildings	Total
Commercial	$814	$0	$565	$1,379
Research & Development Ctr.	$367	$0	$877	$1,244
Office	$358	$0	$869	$1,227
Nursing Home	$133	$0	$544	$677
Hospital	$348	$0	$763	$1,111
Day Care (per student)	$146	$0	$51	$197
University/College (per student)	$54	$0	$48	$102
Secondary School	$312	$0	$168	$480
Elementary School	$440	$0	$248	$688
Lodging (per room)	$88	$0	$35	$123
Assisted Living (per bed)	$48	$0	$163	$211
Mini-Warehouse	$49	$0	$387	$436
Warehousing	$58	$0	$91	$149
Manufacturing	$160	$0	$504	$664
Light Industrial	$165	$0	$419	$584

PROPOSED IMPACT FEES

The Florida Impact Fee Act, updated in 2021, places limitations on how much local governments, school districts, or special districts may increase an impact fee. An increase to a current impact fee rate of not more than 25 percent of the current rate must be implemented in two equal annual increments beginning with the date on which the increased fee is adopted. An increase to a current impact fee rate which exceeds 25 percent but is not more than 50 percent of the current rate must be implemented in four equal installments beginning with the date the increased fee is adopted. An impact fee increase in excess of 50 percent of the current impact fee rate must be demonstrated by the extraordinary circumstances necessitating the need to exceed the phase-in limitations.

Due to the extraordinary circumstances related to law enforcement and parks and recreation outlined in Appendix C, Port St. Lucie plans to adopt the maximum justifiable fees related to law enforcement and parks and recreation. Residential public buildings fees represent an overall decrease, Port St. Lucie plans to adopt the maximum justifiable fees for residential development. For nonresidential public buildings fees, Port St. Lucie plans to phase the fees up to the statutory limit. The following figures represent the proposed impact fees for the first four years from the date the increased fees are adopted.

Figure 4: Proposed Impact Fees Year 1

Residential Fees per Unit						
Development Type	Law Enforcement	Parks and Recreation	Public Buildings	Proposed Fees Year 1	Current Fees	Increase / (Decrease)
Single Family	$366	$3,141	$516	$4,023	$1,393	$2,630
Multi-Family	$236	$2,054	$337	$2,627	$1,133	$1,494
Mobile Residence	$306	$2,539	$417	$3,262	$1,393	$1,869

Nonresidential Fees per 1,000 Square Feet						
Development Type	Law Enforcement	Parks and Recreation	Public Buildings	Proposed Fees Year 1	Current Fees	Increase / (Decrease)
Commercial	$814	$0	$131	$944	$172	$772
Research & Development Ctr.	$367	$0	$190	$558	$185	$373
Office	$358	$0	$216	$574	$214	$360
Nursing Home	$133	$0	$152	$285	$150	$135
Hospital	$348	$0	$191	$539	$196	$343
Day Care (per student)	$146	$0	$10	$156	$13	$143
University/College (per student)	$54	$0	$12	$66	$14	$52
Secondary School	$312	$0	$42	$354	$55	$299
Elementary School	$440	$0	$63	$503	$76	$427
Lodging (per room)	$88	$0	$28	$116	$36	$80
Assisted Living (per bed)	$48	$0	$44	$92	$44	$48
Mini-Warehouse	$49	$0	$2	$51	$7	$44
Warehousing	$58	$0	$60	$117	$60	$57
Manufacturing	$160	$0	$116	$276	$110	$166
Light Industrial	$165	$0	$151	$316	$148	$168

Figure 5: Proposed Impact Fees Year 2

Residential Fees per Unit						
Development Type	Law Enforcement	Parks and Recreation	Public Buildings	Proposed Fees Year 2	Current Fees	Increase / (Decrease)
Single Family	$360	$3,141	$516	$4,017	$1,393	$2,624
Multi-Family	$231	$2,054	$337	$2,622	$1,133	$1,489
Mobile Residence	$302	$2,539	$417	$3,258	$1,393	$1,865

Nonresidential Fees per 1,000 Square Feet						
Development Type	Law Enforcement	Parks and Recreation	Public Buildings	Proposed Fees Year 2	Current Fees	Increase / (Decrease)
Commercial	$806	$0	$145	$951	$172	$779
Research & Development Ctr.	$367	$0	$211	$579	$185	$394
Office	$358	$0	$240	$598	$214	$384
Nursing Home	$133	$0	$169	$302	$150	$152
Hospital	$346	$0	$213	$558	$196	$362
Day Care (per student)	$146	$0	$11	$157	$13	$144
University/College (per student)	$54	$0	$14	$67	$14	$53
Secondary School	$312	$0	$46	$359	$55	$304
Elementary School	$440	$0	$70	$510	$76	$434
Lodging (per room)	$85	$0	$30	$115	$36	$79
Assisted Living (per bed)	$48	$0	$49	$97	$44	$53
Mini-Warehouse	$49	$0	$3	$51	$7	$44
Warehousing	$58	$0	$66	$124	$60	$64
Manufacturing	$159	$0	$129	$287	$110	$177
Light Industrial	$164	$0	$168	$331	$148	$183

Figure 6: Proposed Impact Fees Year 3

Residential Fees per Unit						
Development Type	Law Enforcement	Parks and Recreation	Public Buildings	Proposed Fees Year 3	Current Fees	Increase / (Decrease)
Single Family	$353	$3,141	$516	$4,010	$1,393	$2,617
Multi-Family	$227	$2,054	$337	$2,618	$1,133	$1,485
Mobile Residence	$298	$2,539	$417	$3,254	$1,393	$1,861

Nonresidential Fees per 1,000 Square Feet						
Development Type	Law Enforcement	Parks and Recreation	Public Buildings	Proposed Fees Year 3	Current Fees	Increase / (Decrease)
Commercial	$798	$0	$160	$957	$172	$785
Research & Development Ctr.	$367	$0	$232	$600	$185	$415
Office	$358	$0	$264	$622	$214	$408
Nursing Home	$133	$0	$186	$319	$150	$169
Hospital	$344	$0	$234	$578	$196	$382
Day Care (per student)	$146	$0	$12	$158	$13	$145
University/College (per student)	$54	$0	$15	$69	$14	$55
Secondary School	$312	$0	$51	$363	$55	$308
Elementary School	$440	$0	$77	$517	$76	$441
Lodging (per room)	$81	$0	$33	$114	$36	$78
Assisted Living (per bed)	$48	$0	$54	$101	$44	$57
Mini-Warehouse	$49	$0	$3	$52	$7	$45
Warehousing	$58	$0	$73	$131	$60	$71
Manufacturing	$157	$0	$142	$299	$110	$189
Light Industrial	$162	$0	$184	$346	$148	$198

Figure 7: Proposed Impact Fees Year 4

Residential Fees per Unit						
Development Type	Law Enforcement	Parks and Recreation	Public Buildings	Proposed Fees Year 4	Current Fees	Increase / (Decrease)
Single Family	$347	$3,141	$516	$4,004	$1,393	$2,611
Multi-Family	$223	$2,054	$337	$2,614	$1,133	$1,481
Mobile Residence	$294	$2,539	$417	$3,250	$1,393	$1,857

Nonresidential Fees per 1,000 Square Feet						
Development Type	Law Enforcement	Parks and Recreation	Public Buildings	Proposed Fees Year 4	Current Fees	Increase / (Decrease)
Commercial	$790	$0	$174	$964	$172	$792
Research & Development Ctr.	$367	$0	$254	$621	$185	$436
Office	$358	$0	$288	$646	$214	$432
Nursing Home	$133	$0	$203	$336	$150	$186
Hospital	$343	$0	$255	$598	$196	$402
Day Care (per student)	$146	$0	$14	$159	$13	$146
University/College (per student)	$54	$0	$17	$70	$14	$56
Secondary School	$312	$0	$56	$368	$55	$313
Elementary School	$440	$0	$84	$524	$76	$448
Lodging (per room)	$78	$0	$35	$113	$36	$77
Assisted Living (per bed)	$48	$0	$59	$106	$44	$62
Mini-Warehouse	$49	$0	$3	$52	$7	$45
Warehousing	$58	$0	$80	$137	$60	$77
Manufacturing	$156	$0	$155	$310	$110	$200
Light Industrial	$161	$0	$201	$362	$148	$214

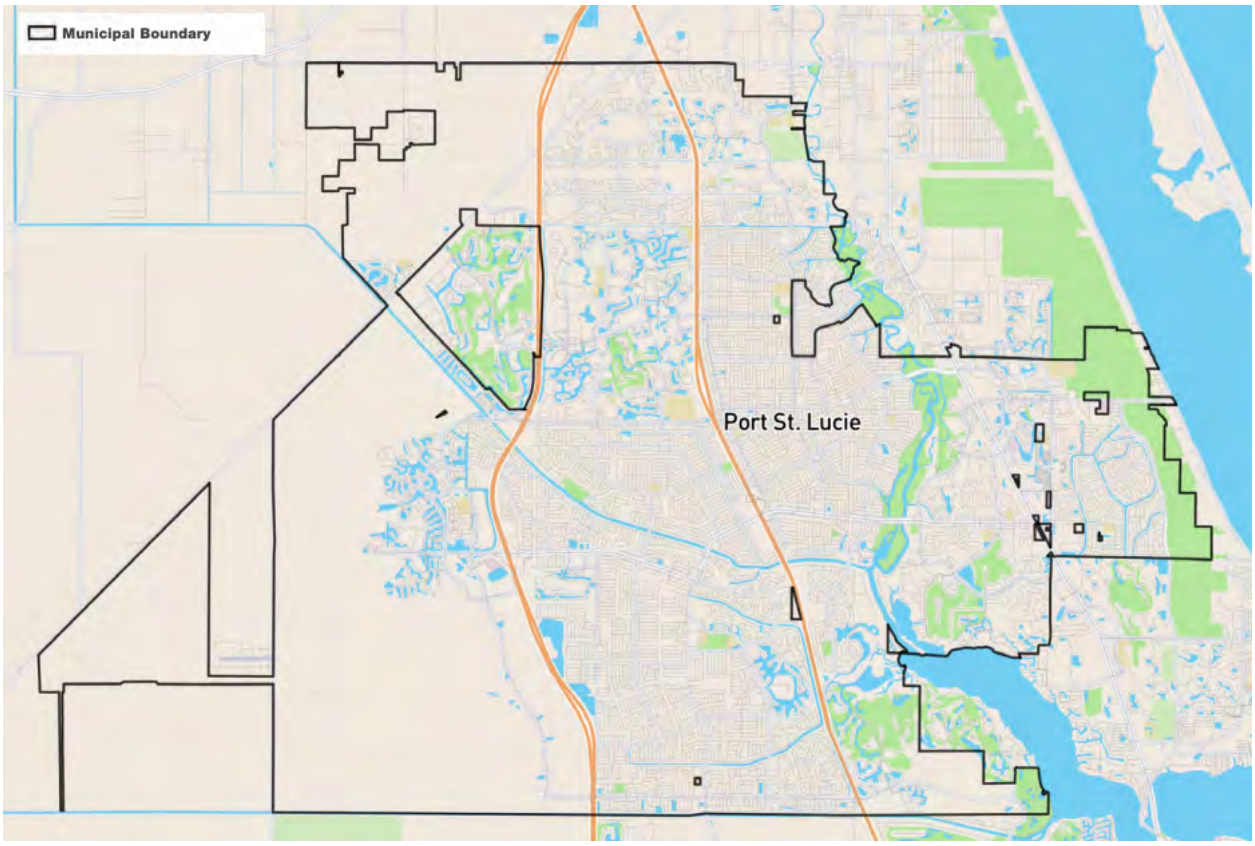
LAW ENFORCEMENT IMPACT FEES

METHODOLOGY

The law enforcement impact fees include components for a law enforcement training facility, law enforcement facilities, law enforcement vehicles, and law enforcement equipment. The plan-based methodology is used for the law enforcement training facility and law enforcement equipment, and the incremental expansion methodology is used for law enforcement facilities and law enforcement vehicles.

SERVICE AREA

Port St. Lucie plans to provide a uniform level of service citywide; therefore, the law enforcement impact fees will be assessed in a citywide service area.



PROPORTIONATE SHARE

Impact fees should not exceed a proportionate share of the capital cost needed to provide capital facilities to the development. The law enforcement impact fees allocate the cost of capital facilities between residential and nonresidential development using functional population. Based on 2019 estimates from the U.S. Census Bureau's OnTheMap web application, residential development accounts for approximately 81 percent of functional population and nonresidential development accounts for the remaining 19 percent.

Figure LE1: Proportionate Share

Demand Units in 2019					
Residential				Demand Hours/Day	Person Hours
Population	191,898				
Residents Not Working		116,897		20	2,337,940
Employed Residents		75,001			
Employed in Port St. Lucie, FL			13,624	14	190,736
Employed outside Port St. Lucie, FL			61,377	14	859,278
				Residential Subtotal	3,387,954
				Residential Share	81%
Nonresidential					
Non-working Residents		116,897		4	467,588
Jobs Located in Port St. Lucie, FL		32,258			
Residents Employed in Port St. Lucie, FL			13,624	10	136,240
Non-Resident Workers (inflow commuters)			18,634	10	186,340
				Nonresidential Subtotal	790,168
				Nonresidential Share	19%
				Total	4,178,122

Source: Florida Estimates of Population, Bureau of Economic and Business Research, University of Florida (Population); U.S. Census Bureau, OnTheMap 6.8.1 Application and LEHD Origin-Destination Employment Statistics (employment), 2019.

The proportionate share of costs attributable to residential development will be allocated to population and then converted to an appropriate amount by type of housing unit, based on housing unit type. Since nonresidential calls for service were unavailable by specific nonresidential use (i.e., retail, office, industrial, etc.), TischlerBise recommends using average weekday nonresidential vehicle trips as the best demand indicator for law enforcement impact fees. Trip generation rates are highest for commercial development, such as a shopping center, and lowest for industrial development. Office and institutional trip rates fall between the other two categories. This ranking of trip rates is consistent with the relative demand for law enforcement services from nonresidential development. Other possible nonresidential demand indicators, such as employment or floor area, do not accurately reflect the demand for law enforcement services. If the analysis used employees per 1,000 square feet of floor area as the demand indicator, law enforcement impact fees would be too high for office and institutional development.

LEVEL-OF-SERVICE ANALYSIS

Law Enforcement Training Facility – Plan-Based

Port St. Lucie plans to construct a training facility to serve all development. The cost of the training facility is $24,762,712 to construct 39,673 square feet. Port St. Lucie will retire debt related to the training facility in 2051, so the analysis allocates the cost of the training facility to all development in 2051.

To allocate the proportionate share of demand to residential and nonresidential development, this analysis uses daytime population outlined in Figure LE1. Port St. Lucie's planned level of service for residential development is 0.6717 square feet per person (39,673 square feet X 81 percent residential share / 521,661 persons). For nonresidential development, the planned LOS is 0.0428 square feet per vehicle trip (39,673 square feet X 19 percent nonresidential share / 175,316 vehicle trips).

Based on costs provided by the Port St. Lucie Police Department, this analysis uses a construction cost of $624 per square foot ($24,762,712 / 39,673 square feet). For the law enforcement training facility, the cost is $38.50 per person (0.0617 square feet per person X $624 per square foot) and $27.70 per vehicle trip (0.0428 square feet per vehicle trip X $624 per square foot).

Figure LE2: Planned Level of Service

Cost Factors	
Training Facility & Shooting Range Cost	$24,762,712
Planned Square Feet	39,673
Cost per Square Foot	$624

Level-of-Service (LOS) Standards	
2051 Square Feet	39,673
Residential	
Residential Share	81%
2051 Population	521,661
Square Feet per Person	0.0617
Cost per Person	$38.50
Nonresidential	
Nonresidential Share	19%
2051 Vehicle Trips	175,316
Square Feet per Vehicle Trip	0.0428
Cost per Vehicle Trip	$26.70

Source: Port St. Lucie Police Department

Law Enforcement Facilities – Incremental Expansion

Future development in Port St. Lucie will maintain current levels of service by incrementally expanding law enforcement facilities. Port St. Lucie's existing inventory includes 44,018 square feet of law enforcement facilities. To allocate the proportionate share of demand to residential and nonresidential development, this analysis uses daytime population outlined in Figure LE1. Port St. Lucie's existing level of service for residential development is 0.1509 square feet per person (44,018 square feet X 81 percent residential share / 236,597 persons). For nonresidential development, the existing LOS is 0.0593 square feet per vehicle trip (44,018 square feet X 19 percent nonresidential share / 140,409 vehicle trips).

Based on construction estimates provided by the Port St. Lucie Police Department, this analysis uses a construction cost of $525 per square foot. For law enforcement facilities, the cost is $79.21 per person (0.1509 square feet per person X $525 per square foot) and $31.11 per vehicle trip (0.0593 square feet per vehicle trip X $525 per square foot).

Figure LE3: Existing Level of Service

Description	Square Feet
Police Headquarters	44,018
Total	44,018

Cost Factors	
Cost per Square Foot	$525

Level-of-Service (LOS) Standards	
Existing Square Feet	44,018
Residential	
Residential Share	81%
2023 Population	236,597
Square Feet per Person	0.1509
Cost per Person	$79.21
Nonresidential	
Nonresidential Share	19%
2023 Vehicle Trips	140,409
Square Feet per Vehicle Trip	0.0593
Cost per Vehicle Trip	$31.11

Source: Port St. Lucie Police Department

Law Enforcement Vehicles – Incremental Expansion

Future development in Port St. Lucie will maintain current levels of service by incrementally expanding its existing fleet of 267 law enforcement vehicles. To allocate the proportionate share of demand to residential and nonresidential development, this analysis uses daytime population outlined in Figure LE1. Port St. Lucie's existing level of service for residential development is 0.00092 units per person (267 units X 81 percent residential share / 236,597 persons). For nonresidential development, the existing LOS is 0.00036 units per vehicle trip (267 units X 19 percent nonresidential share / 140,409 vehicle trips).

Based on recent vehicle acquisitions provided by the Port St. Lucie Police Department, the weighted average cost of the existing fleet is $56,599 per vehicle – this includes the cost of the vehicle and any equipment needed to place the vehicle into service (i.e., decals, lights, radios, computers, etc.). For law enforcement vehicles, the cost is $51.80 per person (0.00092 units per person X $56,599 per unit) and $20.34 per vehicle trip (0.00036 units per vehicle trip X $56,599 per unit).

Figure LE4: Existing Level of Service

Description	Units	Unit Cost	Total Cost
Patrol Vehicle	221	$62,000	$13,702,000
Patrol Motorcycle	8	$25,000	$200,000
Administrative Vehicle	22	$39,000	$858,000
Van	16	$22,000	$352,000
Total	267	$56,599	$15,112,000

Cost Factors	
Weighted Average per Vehicle	$56,599

Level-of-Service (LOS) Standards	
Existing Vehicles	267
Residential	
Residential Share	81%
2023 Population	236,597
Units per Person	0.00092
Cost per Person	$51.80
Nonresidential	
Nonresidential Share	19%
2023 Vehicle Trips	140,409
Units per Vehicle Trip	0.00036
Cost per Vehicle Trip	$20.34

Source: Port St. Lucie Police Department

Law Enforcement Equipment – Plan-Based

Port St. Lucie will acquire 620 body cameras over the next 10 years at a cost of $1,533,880. Since the Port St. Lucie Police Department does not currently have body cameras, and to ensure existing development pays its fair share of costs, the total cost of body cameras is allocated to all development in 2033. To allocate the proportionate share of demand to residential and nonresidential development, this analysis uses daytime population outlined in Figure LE1. Port St. Lucie's planned level of service for residential development is 0.00143 units per person (620 units X 81 percent residential share / 351,769 persons). For nonresidential development, the planned LOS is 0.00077 units per vehicle trip (620 units X 19 percent nonresidential share / 152,876 vehicle trips).

Based on costs provided by the Port St. Lucie Police Department, the planned cost for body cameras is $2,474 per unit. For law enforcement equipment, the cost is $3.54 per person (0.00143 units per person X $2,474 per unit) and $1.90 per vehicle trip (0.00077 units per vehicle trip X $2,474 per unit).

Figure LE5: Planned Level of Service

Cost Factors	
Planned Body Camera Cost	$1,533,880
Planned Body Camera Units	620
Cost per Unit	$2,474

Level-of-Service (LOS) Standards	
Planned Units	620
Residential	
Residential Share	81%
2033 Population	351,769
Units per Person	0.00143
Cost per Person	$3.54
Nonresidential	
Nonresidential Share	19%
2033 Vehicle Trips	152,876
Units per Vehicle Trip	0.00077
Cost per Vehicle Trip	$1.90

Source: Port St. Lucie Police Department

PROJECTED DEMAND FOR SERVICES AND COSTS

Law Enforcement Training Facility – Plan-Based

Port St. Lucie plans to construct a law enforcement training facility to serve all development in 2051 (final year of debt payment). Based on a projected population increase of 285,064 persons, future residential development demands approximately 17,582 square feet (285,064 additional persons X 0.0617 square feet per person). With projected nonresidential vehicle trip growth of 34,907 vehicle trips, future nonresidential development demands approximately 1,493 square feet (34,907 additional vehicle trips X 0.0428 square feet per vehicle trip). Future development demands approximately 19,075 square feet of the planned training facility at a cost of $11,906,078 (19,075 square feet X $624 per square foot). Existing development's share of $12,856,634 may not be funded with impact fees.

Figure LE6: Projected Demand for the Law Enforcement Training Facility

Type of Infrastructure	Level of Service	Demand Unit	Cost per Unit
Training Facility & Shooting Range	0.0617 Square Feet	per Person	$624
	0.0428 Square Feet	per Vehicle Trip	

Demand for Training Facility & Shooting Range					
Year	Population	Vehicle Trips	Square Feet		
			Residential	Nonresidential	Total
2023	236,597	140,409	14,592.7	6,005.2	20,598.0
2024	248,114	141,656	15,303.1	6,058.5	21,361.6
2025	259,631	142,902	16,013.4	6,111.9	22,125.3
2026	271,149	144,149	16,723.8	6,165.2	22,889.0
2027	282,666	145,396	17,434.1	6,218.5	23,652.7
2028	294,183	146,643	18,144.5	6,271.8	24,416.3
2029	305,700	147,889	18,854.8	6,325.2	25,180.0
2030	317,218	149,136	19,565.2	6,378.5	25,943.7
2031	328,735	150,383	20,275.6	6,431.8	26,707.3
2032	340,252	151,629	20,985.9	6,485.1	27,471.0
2033	351,769	152,876	21,696.3	6,538.4	28,234.7
2034	361,208	154,123	22,278.4	6,591.8	28,870.2
2035	370,646	155,369	22,860.5	6,645.1	29,505.6
2036	380,085	156,616	23,442.7	6,698.4	30,141.1
2037	389,523	157,863	24,024.8	6,751.7	30,776.5
2038	398,961	159,109	24,607.0	6,805.0	31,412.0
2043	446,154	165,343	27,517.7	7,071.6	34,589.3
2048	493,346	171,576	30,428.4	7,338.2	37,766.6
2051	521,661	175,316	32,174.8	7,498.2	39,673.0
28-Yr Increase	285,064	34,907	17,582.1	1,493.0	19,075.0

Growth-Related Expenditures	$10,974,212	$931,866	$11,906,078
Existing Development Expenditures	$9,108,347	$3,748,286	$12,856,634
Total Expenditures	$20,082,559	$4,680,153	$24,762,712

Law Enforcement Facilities – Incremental Expansion

Port St. Lucie plans to maintain its existing level of service for law enforcement facilities over the next 10 years. Based on a projected population increase of 115,172 persons, future residential development demands approximately 17,378 square feet of law enforcement facilities (115,172 additional persons X 0.1509 square feet per person). With projected nonresidential vehicle trip growth of 12,467 vehicle trips, future nonresidential development demands approximately 739 square feet of law enforcement facilities (12,467 additional vehicle trips X 0.0593 square feet per vehicle trip). Future development demands approximately 18,116 square feet of law enforcement facilities at a cost of $9,511,041 (18,116.3 square feet X $525 per square foot).

Figure LE7: Projected Demand for Law Enforcement Facilities

Type of Infrastructure	Level of Service	Demand Unit	Cost per Unit
Law Enforcement Facilities	0.1509 Square Feet	per Person	$525
	0.0593 Square Feet	per Vehicle Trip	

Demand for Law Enforcement Facilities					
Year	Population	Vehicle Trips	Square Feet		
			Residential	Nonresidential	Total
2023	236,597	140,409	35,698.6	8,319.4	44,018.0
2024	248,114	141,656	37,436.4	8,393.3	45,829.6
2025	259,631	142,902	39,174.1	8,467.1	47,641.3
2026	271,149	144,149	40,911.9	8,541.0	49,452.9
2027	282,666	145,396	42,649.6	8,614.9	51,264.5
2028	294,183	146,643	44,387.4	8,688.7	53,076.1
2029	305,700	147,889	46,125.2	8,762.6	54,887.8
2030	317,218	149,136	47,862.9	8,836.5	56,699.4
2031	328,735	150,383	49,600.7	8,910.3	58,511.0
2032	340,252	151,629	51,338.4	8,984.2	60,322.6
2033	351,769	152,876	53,076.2	9,058.1	62,134.3
10-Yr Increase	115,172	12,467	17,377.6	738.7	18,116.3

Growth-Related Expenditures	$9,123,236	$387,806	$9,511,041

Law Enforcement Vehicles – Incremental Expansion

Port St. Lucie plans to maintain its existing level of service for law enforcement vehicles over the next 10 years. Based on a projected population increase of 115,172 persons, future residential development demands approximately 105 law enforcement vehicles (115,172 additional persons X 0.00092 units per person). With projected nonresidential vehicle trip growth of 12,467 vehicle trips, future nonresidential development demands approximately five law enforcement vehicles (12,467 additional vehicle trips X 0.00036 units per vehicle trip). Future development demands approximately 110 law enforcement vehicles at a cost of $6,219,543 (109.9 units X $56,599 per unit).

Figure LE8: Projected Demand for Law Enforcement Vehicles

Type of Infrastructure	Level of Service	Demand Unit	Cost per Unit
Law Enforcement Vehicles	0.00092 Units	per Person	$56,599
	0.00036 Units	per Vehicle Trip	

Demand for Law Enforcement Vehicles					
Year	Population	Vehicle Trips	Units		
			Residential	Nonresidential	Total
2023	236,597	140,409	216.5	50.5	267.0
2024	248,114	141,656	227.1	50.9	278.0
2025	259,631	142,902	237.6	51.4	289.0
2026	271,149	144,149	248.2	51.8	300.0
2027	282,666	145,396	258.7	52.3	311.0
2028	294,183	146,643	269.2	52.7	321.9
2029	305,700	147,889	279.8	53.2	332.9
2030	317,218	149,136	290.3	53.6	343.9
2031	328,735	150,383	300.9	54.0	354.9
2032	340,252	151,629	311.4	54.5	365.9
2033	351,769	152,876	321.9	54.9	376.9
10-Yr Increase	115,172	12,467	105.4	4.5	109.9

Growth-Related Expenditures	$5,965,946	$253,597	$6,219,543

Law Enforcement Equipment – Plan-Based

Port St. Lucie plans to acquire 620 body cameras over the next 10 years at a cost of $1,533,880. Based on a projected population increase of 115,172 persons, future residential development demands approximately 165 units (115,172 additional persons X 0.00143 units per person). With projected nonresidential vehicle trip growth of 12,467 vehicle trips, future nonresidential development demands approximately 10 units (12,467 additional vehicle trips X 0.00077 units per vehicle trip). Future development demands approximately 174 units of law enforcement equipment at a cost of $430,930 (174.2 units X $2,474 per unit). To reach the planned level of service, Port St. Lucie must acquire approximately 446 units of law enforcement equipment to serve existing development. Existing development's share of law enforcement equipment equals $1,102,950 (445.8 units X $2,474 per unit) and must be funded with revenues other than impact fees.

Figure LE9: Projected Demand for Law Enforcement Equipment

Type of Infrastructure	Level of Service	Demand Unit	Cost per Unit
Law Enforcement Equipment	0.00143 Units	per Person	$2,474
	0.00077 Units	per Vehicle Trip	

Demand for Law Enforcement Equipment					
Year	Population	Vehicle Trips	Units		
			Residential	Nonresidential	Total
2023	236,597	140,409	338.2	107.6	445.8
2024	248,114	141,656	354.7	108.6	463.2
2025	259,631	142,902	371.1	109.5	480.7
2026	271,149	144,149	387.6	110.5	498.1
2027	282,666	145,396	404.0	111.4	515.5
2028	294,183	146,643	420.5	112.4	532.9
2029	305,700	147,889	437.0	113.4	550.3
2030	317,218	149,136	453.4	114.3	567.7
2031	328,735	150,383	469.9	115.3	585.2
2032	340,252	151,629	486.4	116.2	602.6
2033	351,769	152,876	502.8	117.2	620.0
10-Yr Increase	115,172	12,467	164.6	9.6	174.2

Growth-Related Expenditures	$407,288	$23,641	$430,930
Existing Development Expenditures	$836,688	$266,262	$1,102,950
Total Expenditures	$1,243,977	$289,903	$1,533,880

CREDITS

Debt Credit

In 2021, Port St. Lucie issued Capital Improvement and Refunding Revenue Bonds with a principal balance of $45,665,000 that included $11,322,400 for construction of Phase II and Phase III of the law enforcement training facility. To prevent future development from paying for the planned facility through the impact fee and through the debt service shown below, the analysis includes a credit for future debt service. To allocate the proportionate share of debt service payments to residential and nonresidential development, this analysis uses daytime population outlined in Figure LE10. Annual principal payments are divided by projected population and vehicle trips to determine annual principal payments per person or per vehicle trip. To account for the time value of money, annual principal payments are discounted using a net present value formula based on a discount rate of 4.20 percent. The net present value of future principal payments is $14.84 per person and $7.46 per vehicle trip.

Figure LE10: Law Enforcement Training Facility Debt Credit

Year	Principal Due	Residential Share	Population	Payment per Person	Nonresidential Share	Vehicle Trips	Payment per Veh Trip
2022	$647,136	$524,827	224,916	$2.33	$122,309	139,162	$0.88
2023	$673,170	$545,941	236,597	$2.31	$127,229	140,409	$0.91
2024	$190,918	$154,834	248,114	$0.62	$36,083	141,656	$0.25
2025	$198,356	$160,867	259,631	$0.62	$37,489	142,902	$0.26
2026	$207,034	$167,905	271,149	$0.62	$39,129	144,149	$0.27
2027	$214,472	$173,937	282,666	$0.62	$40,535	145,396	$0.28
2028	$223,150	$180,975	294,183	$0.62	$42,175	146,643	$0.29
2029	$234,308	$190,024	305,700	$0.62	$44,284	147,889	$0.30
2030	$246,705	$200,078	317,218	$0.63	$46,627	149,136	$0.31
2031	$259,102	$210,132	328,735	$0.64	$48,970	150,383	$0.33
2036	$323,568	$262,414	380,085	$0.69	$61,154	156,616	$0.39
2041	$394,232	$319,722	427,277	$0.75	$74,510	162,849	$0.46
2046	$478,533	$388,091	474,469	$0.82	$90,443	169,083	$0.53
2051	$582,670	$472,546	521,661	$0.91	$110,125	175,316	$0.63
Total	$11,322,400	$9,182,466		$24.88	$2,139,934		$13.51
		Credit per Person		$14.84	Credit per Job		$7.46

County Law Enforcement Impact Fee Credit

Port St. Lucie receives 20 percent of the St. Lucie County law enforcement impact fee revenue collected within Port St. Lucie to purchase vehicles and equipment for new officers. To prevent future development from paying for vehicles and equipment through the city impact fee and through the county impact fee, the analysis includes a credit for 20 percent of the St. Lucie County law enforcement impact fee revenue collected within Port St. Lucie. Shown below, Figure LE11 includes the County law enforcement fee and the related credit to be included in Port St. Lucie's law enforcement impact fee. Since St. Lucie County will phase in some of its law enforcement fees over four years, some of the credits will increase over the next four years.

Figure LE11: County Law Enforcement Impact Fee Credit

Residential Fees per Unit				
Development Type	County Law Enforcement Fee			
	Year 1	Year 2	Year 3	Year 4
Single Family	$277	$308	$338	$369
Multi-Family	$197	$219	$241	$263
Mobile Residence	$172	$191	$210	$230

Residential Fees per Unit			
Law Encorcement Impact Fee Credit			
Year 1	Year 2	Year 3	Year 4
$55	$62	$68	$74
$39	$44	$48	$53
$34	$38	$42	$46

Nonresidential Fees per 1,000 Square Feet				
Development Type	County Law Enforcement Fee			
	Year 1	Year 2	Year 3	Year 4
Commercial	$366	$406	$447	$488
Research & Development Center	$173	$173	$173	$173
Office	$173	$173	$173	$173
Nursing Home	$558	$558	$558	$558
Hospital	$217	$225	$233	$242
Day Care (per student)	$12	$12	$12	$12
University/College (per student)	$16	$16	$16	$16
Secondary School	$123	$123	$123	$123
Elementary School	$140	$140	$140	$140
Lodging (per room)	$168	$186	$204	$222
Assisted Living (per bed)	$231	$231	$231	$231
Mini-Warehouse	$21	$21	$21	$21
Warehousing	$21	$21	$21	$21
Manufacturing	$61	$68	$74	$81
Light Warehouse	$61	$68	$74	$81

Nonresidential Fees per 1,000 Square Feet			
Law Encorcement Impact Fee Credit			
Year 1	Year 2	Year 3	Year 4
$73	$81	$89	$98
$35	$35	$35	$35
$35	$35	$35	$35
$112	$112	$112	$112
$43	$45	$47	$48
$2	$2	$2	$2
$3	$3	$3	$3
$25	$25	$25	$25
$28	$28	$28	$28
$34	$37	$41	$44
$46	$46	$46	$46
$4	$4	$4	$4
$4	$4	$4	$4
$12	$14	$15	$16
$12	$14	$15	$16

PROPOSED LAW ENFORCEMENT IMPACT FEES

Maximum Justifiable Law Enforcement Impact Fees

Infrastructure components and cost factors for law enforcement impact fees are summarized in the upper portion of Figure LE12. The cost for law enforcement impact fees is $158.21 per person and $72.59 per vehicle trip before including the credit for St. Lucie County law enforcement fees. **The maximum justifiable fees shown in Figure LE12 do not include the required credit. The fee schedule is included only to aid the reader in calculating the maximum justifiable fees.** The proposed fees, including the required credit, are shown in Figure LE13.

Law enforcement impact fees for residential development are assessed according to the number of persons per housing unit. The single-family fee of $421 is calculated using a cost of $158.21 per person multiplied by 2.66 persons per single-family unit.

Law enforcement impact fees for nonresidential development are assessed according to the number of vehicle trips generated per 1,000 square feet of floor area. The commercial fee of $887 per 1,000 square feet is calculated using a cost of $72.59 per vehicle trip multiplied by 12.21 vehicle trips per 1,000 square feet of commercial square feet.

Figure LE12: Maximum Justifiable Law Enforcement Impact Fees

Fee Component	Cost per Person	Cost per Vehicle Trip
Law Enforcement Training Facility	$38.50	$26.70
Law Enforcement Facilities	$79.21	$31.11
Law Enforcement Vehicles	$51.80	$20.34
Law Enforcement Equipment	$3.54	$1.90
Debt Credit	($14.84)	($7.46)
Total	$158.21	$72.59

Residential Fees per Unit						
Development Type	Persons per Housing Unit[1]	Maximum Justifiable	Current Fees	Statutory Limit[2]	Proposed Fees	Increase / (Decrease)
Single Family	2.66	$421	$205	$308	**$421**	$216
Multi-Family	1.74	$275	$167	$251	**$275**	$108
Mobile Residence	2.15	$340	$205	$308	**$340**	$135

Nonresidential Fees per 1,000 Square Feet						
Development Type	AWVT per 1,000 Sq Ft[1]	Maximum Justifiable	Current Fees	Statutory Limit[2]	Proposed Fees	Increase / (Decrease)
Commercial	12.21	$887	$56	$84	**$887**	$831
Research & Development Ctr.	5.54	$402	$16	$24	**$402**	$386
Office	5.42	$393	$22	$33	**$393**	$371
Nursing Home	3.38	$245	$15	$23	**$245**	$230
Hospital	5.39	$391	$26	$39	**$391**	$365
Day Care (per student)	2.05	$148	$4	$6	**$148**	$144
University/College (per student)	0.78	$57	$3	$5	**$57**	$54
Secondary School	4.64	$337	$18	$27	**$337**	$319
Elementary School	6.44	$468	$20	$30	**$468**	$448
Lodging (per room)	4.00	$290	$11	$17	**$290**	$279
Assisted Living (per bed)	1.30	$94	$5	$8	**$94**	$89
Mini-Warehouse	0.73	$53	$5	$8	**$53**	$48
Warehousing	0.86	$62	$7	$11	**$62**	$55
Manufacturing	2.38	$172	$7	$11	**$172**	$165
Light Industrial	2.44	$177	$14	$21	**$177**	$163

1. See Land Use Assumptions
2. This represents the maximum allowable increase (50 percent) to the current fees without proving extraordinary circumstances

Proposed Law Enforcement Impact Fees

Port St. Lucie receives 20 percent of the St. Lucie County law enforcement impact fee revenue collected within Port St. Lucie to purchase vehicles and equipment for new officers. To prevent future development from paying for vehicles and equipment through the city impact fee shown in Figure LE12 and through the county impact fee shown in Figure LE11, the analysis includes a credit for 20 percent of the St. Lucie County law enforcement impact fee revenue collected within Port St. Lucie. Figure LE11 includes the credit to be included in Port St. Lucie's law enforcement impact fee. Since St. Lucie County will phase in some of its law enforcement fees over four years, some of the credits will increase over the next four years. Figure LE13 includes the proposed law enforcement impact fees.

The proposed fees in Figure LE13 exceed the statutory limit described in the Florida Impact Fee Act. As explained in Appendix C, the clear need for law enforcement improvements to accommodate future extraordinary growth, the clear benefit provided by those improvements, and the significant growth-related capital expenditures demonstrate the extraordinary circumstances necessitating the need to exceed the phase-in limitations of the Florida Impact Fee Act.

Figure LE13: Proposed Law Enforcement Impact Fees

Residential Fees per Unit				
Development Type	Proposed Law Enforcement Fee with County Credit			
	Year 1	Year 2	Year 3	Year 4
Single Family	$366	$360	$353	$347
Multi-Family	$236	$231	$227	$223
Mobile Residence	$306	$302	$298	$294

Nonresidential Fees per 1,000 Square Feet				
Development Type	Proposed Law Enforcement Fee with County Credit			
	Year 1	Year 2	Year 3	Year 4
Commercial	$814	$806	$798	$790
Research & Development Center	$367	$367	$367	$367
Office	$358	$358	$358	$358
Nursing Home	$133	$133	$133	$133
Hospital	$348	$346	$344	$343
Day Care (per student)	$146	$146	$146	$146
University/College (per student)	$54	$54	$54	$54
Secondary School	$312	$312	$312	$312
Elementary School	$440	$440	$440	$440
Lodging (per room)	$88	$85	$81	$78
Assisted Living (per bed)	$48	$48	$48	$48
Mini-Warehouse	$49	$49	$49	$49
Warehousing	$58	$58	$58	$58
Manufacturing	$160	$159	$157	$156
Light Warehouse	$165	$164	$162	$161

PROJECTED LAW ENFORCEMENT IMPACT FEE REVENUE

Projected fee revenue shown below is based on the development projections in Appendix B and the maximum justifiable law enforcement impact fees shown in Figure LE12. If development occurs at a more rapid rate than projected, the demand for infrastructure will increase and impact fee revenue will increase at a corresponding rate. If development occurs at a slower rate than projected, the demand for infrastructure will also decrease, along with impact fee revenue. Over the next 10 years, projected impact fee revenues (including St. Lucie County law enforcement impact fee revenue) equal $19.13 million and projected expenditures equal $30.70 million after debt credit. Existing development's share of $7.13 million must be funded with revenues other than impact fees.

Figure LE14: Projected Law Enforcement Impact Fee Revenue

Fee Component	Growth Share		Existing Share	Total
	Years 1-10	Years 11-28		
Law Enforcement Training Facility	$4,766,629	$7,139,449	$12,856,634	$24,762,712
Law Enforcement Facilities	$9,511,041	$0	$0	$9,511,041
Law Enforcement Vehicles	$6,219,543	$0	$0	$6,219,543
Law Enforcement Equipment	$430,930	$0	$1,102,950	$1,533,880
Debt Credit	($1,621,598)	($2,868,199)	($6,832,604)	($11,322,400)
Total	$19,306,545	$4,271,251	$7,126,980	$30,704,776

		Single Family $421 per unit	Multi-Family $275 per unit	Industrial $62 per KSF	Commercial $887 per KSF	Office $393 per KSF	Institutional $245 per KSF
Year		Hsg Unit	Hsg Unit	KSF	KSF	KSF	KSF
Base	2023	86,860	8,288	3,463	7,709	6,841	1,752
Year 1	2024	91,074	8,465	3,477	7,780	6,900	1,762
Year 2	2025	95,288	8,642	3,490	7,852	6,960	1,772
Year 3	2026	99,502	8,819	3,503	7,924	7,019	1,782
Year 4	2027	103,716	8,996	3,516	7,996	7,079	1,792
Year 5	2028	107,930	9,173	3,529	8,068	7,139	1,802
Year 6	2029	112,144	9,350	3,542	8,139	7,198	1,812
Year 7	2030	116,358	9,527	3,555	8,211	7,258	1,822
Year 8	2031	120,572	9,704	3,568	8,283	7,317	1,832
Year 9	2032	124,786	9,881	3,581	8,355	7,377	1,842
Year 10	2033	129,000	10,058	3,594	8,427	7,437	1,852
10-Year Increase		42,140	1,770	131	718	596	100
Projected Revenue		$17,734,453	$487,264	$8,131	$636,595	$234,505	$24,501

Projected Fee Revenue (Years 1-10)	$19,125,448
Projected Fee Revenue (Years 11-28)	$4,451,367
Total Expenditures	$30,704,776

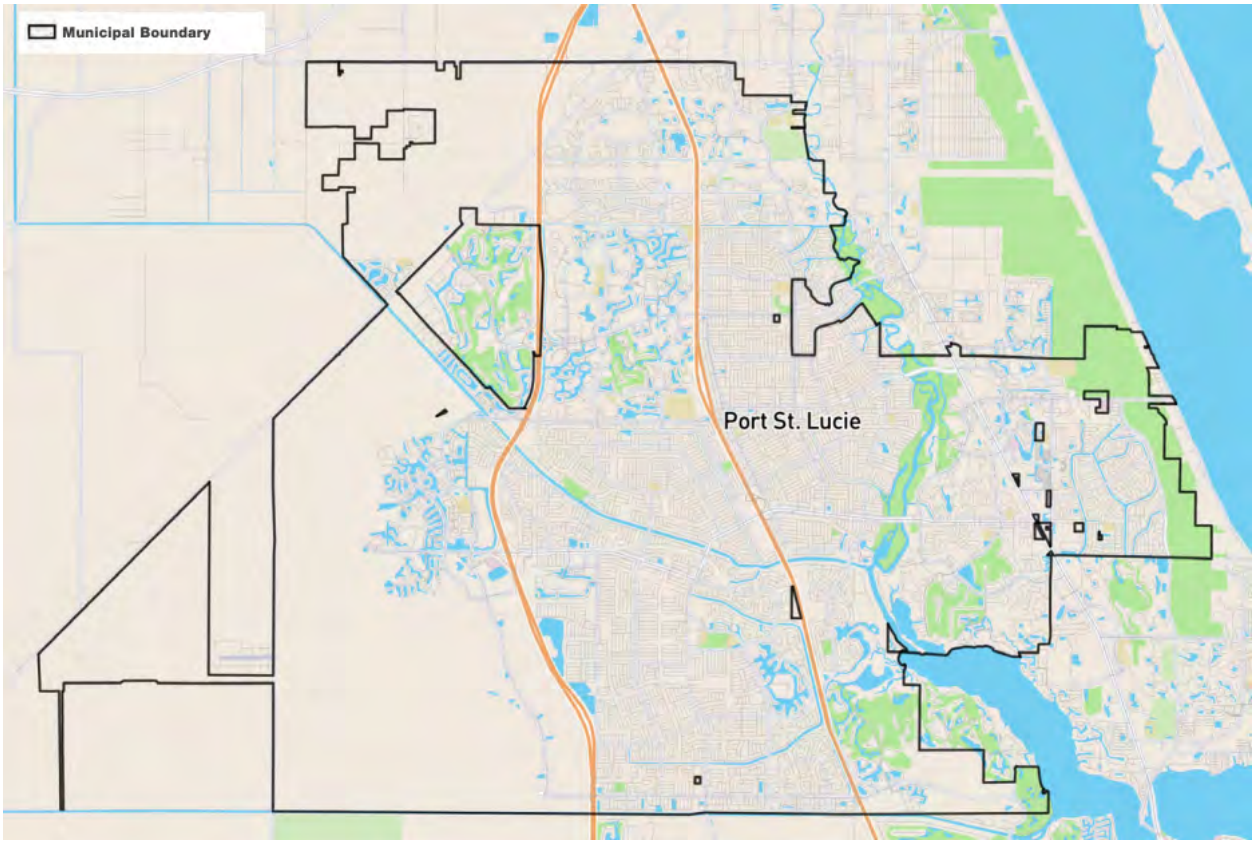
PARKS AND RECREATION IMPACT FEES

METHODOLOGY

The parks and recreation impact fees include growth-related components referenced in Port St. Lucie's Parks and Recreation System Master Plan. The analysis uses a plan-based methodology for all components.

SERVICE AREA

Port St. Lucie plans to provide a uniform level of service and equal access to parks within the city limits; therefore, the parks and recreation impact fees will be assessed in a citywide service area.



PROPORTIONATE SHARE

Impact fees should not exceed a proportionate share of the capital cost needed to provide capital facilities to the development. The parks and recreation impact fees allocate 100 percent of the cost of capital facilities to residential development. The proportionate share of costs attributable to residential development will be allocated to population and then converted to an appropriate amount by type of housing unit, based on housing unit type.

PARKS AND RECREATION SYSTEM MASTER PLAN

Port St. Lucie adopted the Parks and Recreation Master Plan in 2019, and Figure PR1 includes the estimated costs in 2019 dollars.

Figure PR1: Port St. Lucie Parks and Recreation Master Plan Costs (2019)

Description	Units		Unit Cost	Total Cost	Ineligible Cost	Eligible Cost
Deferred Maintenance	1	lump sum	$13,000,000	$13,000,000	$13,000,000	$0
Greenways and Trails Master Plan	1	each	$150,000	$150,000	$150,000	$0
Trailhead Improvements	10	each	$25,000	$250,000	$0	$250,000
Water Park	1	each	$5,000,000	$5,000,000	$5,000,000	$0
Sports Complex	1	each	$30,000,000	$30,000,000	$15,000,000	$15,000,000
Adventure Park	1	each	$5,000,000	$5,000,000	$5,000,000	$0
Community Center Gymnasium	15,000	square feet	$200	$3,000,000	$0	$3,000,000
Minsky Gym Expansion	50,000	square feet	$200	$10,000,000	$0	$10,000,000
Recreation Centers (x 3)	180,000	square feet	$250	$45,000,000	$0	$45,000,000
Park Land	188	acres	$100,000	$18,800,000	$0	$18,800,000
Ball Fields	16	each	$500,000	$8,000,000	$0	$8,000,000
Multi-Purpose Paths	25	each	$200,000	$5,000,000	$0	$5,000,000
Dog Parks	4	each	$250,000	$1,000,000	$0	$1,000,000
Picnic Shelters, Grills, and Tables	15	each	$100,000	$1,500,000	$0	$1,500,000
Site Furnishings	40	each	$25,000	$1,000,000	$0	$1,000,000
Splash Pads	4	each	$500,000	$2,000,000	$0	$2,000,000
Subtotal				**$148,700,000**	**$38,150,000**	**$110,550,000**
Design and Permitting Fees			10%	$14,870,000	$3,815,000	$11,055,000
Contingency Fees			25%	$37,175,000	$9,537,500	$27,637,500
Total				**$200,745,000**	**$51,502,500**	**$149,242,500**

Source: Port St. Lucie Parks and Recreation System Master Plan (2019)

COST ALLOCATION

Park Improvements – Plan-Based

As outlined in the Parks and Recreation Master Plan, future development in Port St. Lucie will demand additional park improvements during the master plan timeframe of 2019 to 2039. Shown below, Figure PR2 shows the unit costs from the master plan inflated to current dollars based on the Engineering News Record Construction Cost Index. The total cost is $328,218,950 and the cost of eligible improvements used in the calculation of impact fees is $262,273,340. This analysis allocates 100 percent of eligible costs to residential growth during the master plan timeframe of 2019 to 2039. For park improvements, the cost is $1,211.44 per person ($262,273,340 eligible cost / 216,497 population growth). Although the analysis allocates eligible costs to population growth from 2019 to 2039, impact fees will not fund growth-related costs related to recent population growth from 2019 to 2023.

Figure PR2: Cost Allocation

Description	Units		Unit Cost[1]	Total Cost	Ineligible Cost	Eligible Cost
Deferred Maintenance	1	lump sum	$16,761,600	$16,761,600	$16,761,600	$0
Greenways and Trails Master Plan	1	each	$193,400	$193,400	$193,400	$0
Trailhead Improvements	10	each	$32,200	$322,000	$0	$322,000
Water Park	1	each	$6,446,800	$6,446,800	$6,446,800	$0
Sports Complex	1	each	$38,680,500	$38,680,500	$19,000,000	$19,680,500
Adventure Park	1	each	$6,446,800	$6,446,800	$6,446,800	$0
Community Center Gymnasium	15,000	square feet	$260	$3,900,000	$0	$3,900,000
Minsky Gym Expansion	50,000	square feet	$260	$13,000,000	$0	$13,000,000
Recreation Centers (x 3)	180,000	square feet	$320	$57,600,000	$0	$57,600,000
Park Land	188	acres	$407,800	$76,666,400	$0	$76,666,400
Ball Fields	16	each	$644,700	$10,315,200	$0	$10,315,200
Multi-Purpose Paths	25	each	$228,118	$5,702,949	$0	$5,702,949
Dog Parks	4	each	$322,300	$1,289,200	$0	$1,289,200
Picnic Shelters, Grills, and Tables	15	each	$128,900	$1,933,500	$0	$1,933,500
Site Furnishings	40	each	$32,200	$1,288,000	$0	$1,288,000
Splash Pads	4	each	$644,700	$2,578,800	$0	$2,578,800
Subtotal				**$243,125,149**	**$48,848,600**	**$194,276,549**
Design and Permitting Fees			10%	$24,312,515	$4,884,860	$19,427,655
Contingency Fees			25%	$60,781,287	$12,212,150	$48,569,137
Total				**$328,218,950**	**$65,945,610**	**$262,273,340**

Cost Allocation	
Residential	
Residential Share	100%
2019 Population	191,903
2039 Population	408,400
20-Year Population Increase	216,497
Cost per Person	$1,211.44

1. Port St. Lucie Parks and Recreation System Master Plan unit cost inflated based on Engineering News Record Construction Cost Index, 2019-2022

CREDITS

In 2021, Port St. Lucie issued Capital Improvement and Refunding Revenue Bonds with a principal balance of $45,665,000 that included $19,000,000 for construction of Torino Regional Park and Tradition Regional Park. To prevent future development from paying for park improvements through the impact fee and through the debt service related to Tradition Regional Park and Torino Regional Park shown below, the analysis includes a credit for future debt service. To allocate the proportionate share of debt service payments to residential and nonresidential development, this analysis uses daytime population outlined in Figure PR3. Annual principal payments are divided by projected population to determine annual principal payments per person. To account for the time value of money, annual principal payments are discounted using a net present value formula based on a discount rate of 4.20 percent. The net present value of future principal payments is $30.70 per person.

Figure PR3: Parks and Recreation Debt Credit

Year	Principal Due	Residential Share	Population	Payment per Person
2022	$1,085,952	$1,085,952	224,916	$4.83
2023	$1,129,640	$1,129,640	236,597	$4.77
2024	$320,377	$320,377	248,114	$1.29
2025	$332,859	$332,859	259,631	$1.28
2026	$347,421	$347,421	271,149	$1.28
2027	$359,904	$359,904	282,666	$1.27
2028	$374,466	$374,466	294,183	$1.27
2029	$393,190	$393,190	305,700	$1.29
2030	$413,993	$413,993	317,218	$1.31
2031	$434,797	$434,797	328,735	$1.32
2036	$542,976	$542,976	380,085	$1.43
2041	$661,557	$661,557	427,277	$1.55
2046	$803,022	$803,022	474,469	$1.69
2051	$977,773	$977,773	521,661	$1.87
Total	$19,000,000	$19,000,000		$51.48

Credit per Person	$30.70

PROPOSED PARKS AND RECREATION IMPACT FEES

Infrastructure components and cost factors for parks and recreation impact fees are summarized in the upper portion of Figure PR4. The cost for parks and recreation impact fees is $1,180.74 per person, and Port St. Lucie will not assess parks and recreation impact fees to nonresidential development.

Parks and recreation impact fees for residential development are assessed according to the number of persons per housing unit. The single-family fee of $3,141 is calculated using a cost of $1,180.74 per person multiplied by 2.66 persons per single-family unit.

Shown below, the proposed fees in Figure PR4 exceed the statutory limit described in the Florida Impact Fee Act. As explained in Appendix C, the clear need for park and recreation improvements to accommodate future extraordinary growth, the clear benefit provided by those improvements, and the significant growth-related capital expenditures demonstrate the extraordinary circumstances necessitating the need to exceed the phase-in limitations of the Florida Impact Fee Act.

Figure PR4: Proposed Parks and Recreation Impact Fees

Fee Component	Cost per Person
Park Improvements	$1,211.44
Debt Credit	($30.70)
Total	$1,180.74

Residential Fees per Unit						
Development Type	Persons per Housing Unit[1]	Maximum Justifiable	Current Fees	Statutory Limit[2]	Proposed Fees	Increase / (Decrease)
Single Family	2.66	$3,141	$782	$1,173	**$3,141**	$2,359
Multi-Family	1.74	$2,054	$636	$954	**$2,054**	$1,418
Mobile Residence	2.15	$2,539	$782	$1,173	**$2,539**	$1,757

1. See Land Use Assumptions
2. This represents the maximum allowable increase (50 percent) to the current fees without proving extraordinary circumstances

PROJECTED PARKS AND RECREATION IMPACT FEE REVENUE

Projected fee revenue shown below is based on the development projections in Appendix B and the proposed parks and recreation impact fees shown on the previous page. If development occurs at a more rapid rate than projected, the demand for infrastructure will increase and impact fee revenue will increase at a corresponding rate. If development occurs at a slower rate than projected, the demand for infrastructure will also decrease, along with impact fee revenue. Over the next 10 years, projected impact fee revenue equals $135.99 million and projected expenditures equal $309.22 million. Existing development's share of $109.84 million may not be paid with impact fees.

The unfunded capital expenditures of $309,218,950 – $199,377,315 for future development and $109,841,635 for existing development – are significant and demonstrate the extraordinary circumstances necessitating the need to exceed the phase-in limitations. It is important to note that the 2019 Master Plan included $9,600,000 in funding from the St. Lucie County Municipal Services Taxing Unit (MSTU) beginning in FY 2023-2024, however, MSTU funding is no longer available.

Figure PR5: Projected Parks and Recreation Impact Fee Revenue

Fee Component	Growth Share		Existing Share	Total
	Years 1-10	Years 11-28		
Park Improvements	$139,524,210	$68,604,739	$120,090,002	$328,218,950
Debt Credit	($3,182,265)	($5,569,369)	($10,248,366)	($19,000,000)
Total	$136,341,945	$63,035,370	$109,841,635	$309,218,950

Year		Single Family $3,141 per unit	Multi-Family $2,054 per unit	Industrial $0 per KSF	Commercial $0 per KSF	Office & Other $0 per KSF	Institutional $0 per KSF
		Hsg Unit	Hsg Unit	KSF	KSF	KSF	KSF
Base	2023	86,860	8,288	3,463	7,709	6,841	1,752
Year 1	2024	91,074	8,465	3,477	7,780	6,900	1,762
Year 2	2025	95,288	8,642	3,490	7,852	6,960	1,772
Year 3	2026	99,502	8,819	3,503	7,924	7,019	1,782
Year 4	2027	103,716	8,996	3,516	7,996	7,079	1,792
Year 5	2028	107,930	9,173	3,529	8,068	7,139	1,802
Year 6	2029	112,144	9,350	3,542	8,139	7,198	1,812
Year 7	2030	116,358	9,527	3,555	8,211	7,258	1,822
Year 8	2031	120,572	9,704	3,568	8,283	7,317	1,832
Year 9	2032	124,786	9,881	3,581	8,355	7,377	1,842
Year 10	2033	129,000	10,058	3,594	8,427	7,437	1,852
10-Year Increase		42,140	1,770	131	718	596	100
Projected Revenue		$132,351,919	$3,636,441	$0	$0	$0	$0

Projected Fee Revenue (Years 1-10)	$135,988,360
Projected Fee Revenue (Years 11-28)	$63,388,955
Total Expenditures	$309,218,950

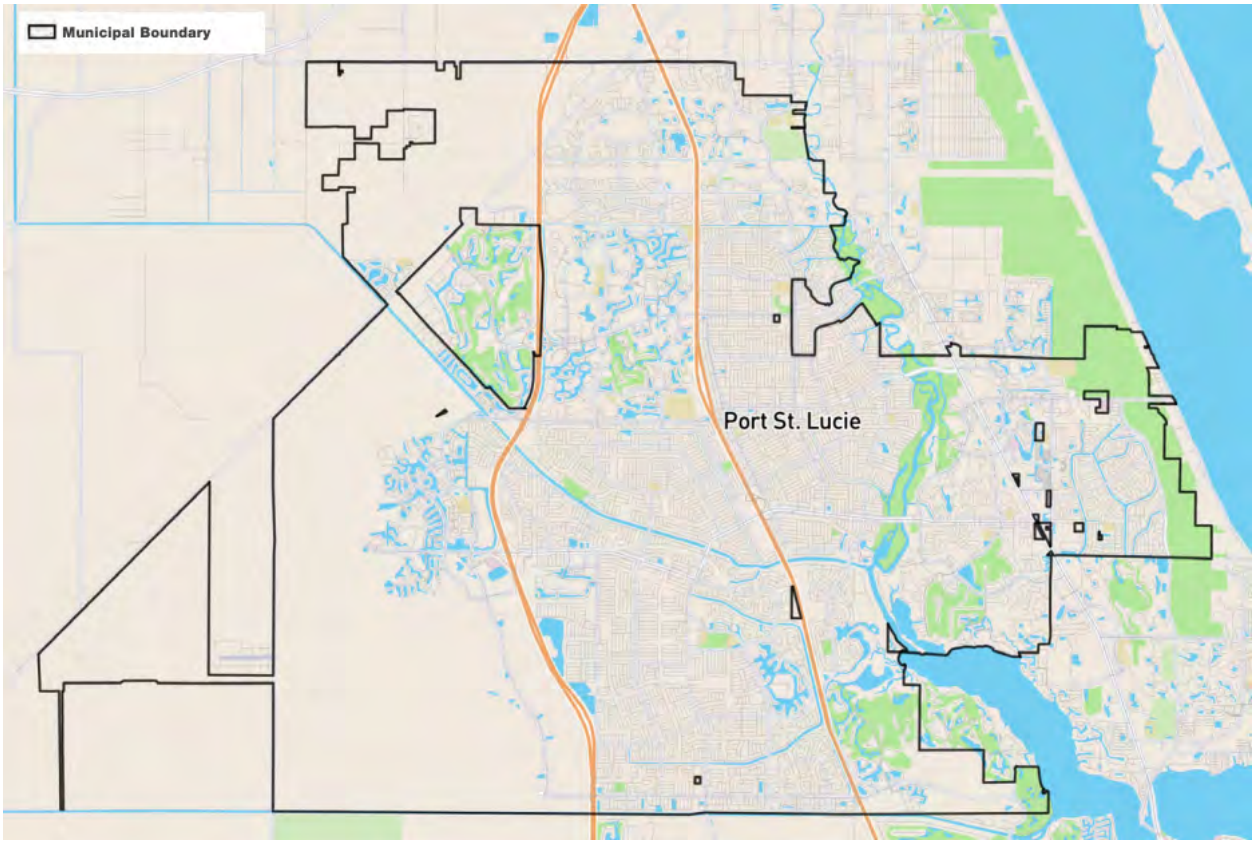
PUBLIC BUILDINGS IMPACT FEES

METHODOLOGY

The public buildings impact fees include components for a public works facility and public buildings. The plan-based methodology is used for the public works facility, and the incremental expansion methodology is used for the public buildings component.

SERVICE AREA

Port St. Lucie plans to provide a uniform level of service citywide; therefore, the public buildings impact fees will be assessed in a citywide service area.



PROPORTIONATE SHARE

Impact fees should not exceed a proportionate share of the capital cost needed to provide capital facilities to the development. The public buildings impact fees allocate the cost of capital facilities between residential and nonresidential development using functional population. Based on 2019 estimates from the U.S. Census Bureau's OnTheMap web application, residential development accounts for approximately 81 percent of functional population and nonresidential development accounts for the remaining 19 percent.

Figure PB1: Proportionate Share

Demand Units in 2019					
Residential				Demand Hours/Day	Person Hours
Population	191,898				
Residents Not Working		116,897		20	2,337,940
Employed Residents		75,001			
Employed in Port St. Lucie, FL			13,624	14	190,736
Employed outside Port St. Lucie, FL			61,377	14	859,278
				Residential Subtotal	3,387,954
				Residential Share	81%
Nonresidential					
Non-working Residents		116,897		4	467,588
Jobs Located in Port St. Lucie, FL		32,258			
Residents Employed in Port St. Lucie, FL			13,624	10	136,240
Non-Resident Workers (inflow commuters)			18,634	10	186,340
				Nonresidential Subtotal	790,168
				Nonresidential Share	19%
				Total	4,178,122

Source: Florida Estimates of Population, Bureau of Economic and Business Research, University of Florida (Population); U.S. Census Bureau, OnTheMap 6.8.1 Application and LEHD Origin-Destination Employment Statistics (employment), 2019.

The proportionate share of costs attributable to residential development will be allocated to population and then converted to an appropriate amount by type of housing unit, based on housing unit type. Since demand for service was unavailable by specific nonresidential use (i.e., retail, office, industrial, etc.), TischlerBise recommends using employees per 1,000 square feet of floor area as the best demand indicator for public buildings impact fees. Employment density is highest for office development and lowest for industrial development. Commercial and institutional employment densities fall between the other two categories. This ranking of employment is consistent with the relative demand for city services from nonresidential development.

LEVEL-OF-SERVICE ANALYSIS

Public Works Facility – Plan-Based

Port St. Lucie plans to construct a public works facility that will benefit all development through 2051. Based on November 2022 cost estimates, Port St. Lucie plans to spend $15,000,000 to construct 29,782 square feet. To allocate the proportionate share of demand to residential and nonresidential development, this analysis uses daytime population outlined in Figure PB1. Port St. Lucie's planned level of service for residential development is 0.0463 square feet per person (29,782 square feet X 81 percent residential share / 521,661 persons). For nonresidential development, the planned LOS is 0.1056 square feet per job (29,782 square feet X 19 percent nonresidential share / 53,285 jobs).

Based on November 2022 cost estimates, this analysis uses a construction cost of $504 per square foot. For the public works facility, the cost is $23.32 per person (0.0463 square feet per person X $504 per square foot) and $53.20 per job (0.1056 square feet per job X $504 per square foot).

Figure PB2: Planned Level of Service

Cost Factors	
Public Works Facility Cost	$15,000,000
Public Works Facility Square Feet	29,782
Cost per Square Foot	$504

Level-of-Service (LOS) Standards	
2051 Square Feet	29,782
Residential	
Residential Share	81%
2051 Population	521,661
Square Feet per Person	0.0463
Cost per Person	$23.32
Nonresidential	
Nonresidential Share	19%
2051 Jobs	53,285
Square Feet per Job	0.1056
Cost per Job	$53.20

Source: Port St. Lucie Facilities Maintenance Department

Public Buildings – Incremental Expansion

Future development in Port St. Lucie will maintain current levels of service by incrementally expanding public buildings. Port St. Lucie's existing inventory includes 111,008 square feet of public buildings. To allocate the proportionate share of demand to residential and nonresidential development, this analysis uses daytime population outlined in Figure PB1. Port St. Lucie's existing level of service for residential development is 0.3805 square feet per person (111,008 square feet X 81 percent residential share / 236,597 persons). For nonresidential development, the existing LOS is 0.4918 square feet per job (111,008 square feet X 19 percent nonresidential share / 42,657 jobs).

Based on construction estimates provided by the Port St. Lucie Facilities Maintenance Department, this analysis uses a construction cost of $500 per square foot. For public buildings, the cost is $190.25 per person (0.3805 square feet per person X $500 per square foot) and $245.92 per job (0.4918 square feet per job X $500 per square foot).

Figure PB3: Existing Level of Service

Description	Square Feet
City Hall A (Council & Administration)	73,680
City Hall B (Building & Engineering)	37,328
Total	111,008

Cost Factors	
Cost per Square Foot	$500

Level-of-Service (LOS) Standards	
Existing Square Feet	111,008
Residential	
Residential Share	81%
2023 Population	236,597
Square Feet per Person	0.3805
Cost per Person	$190.25
Nonresidential	
Nonresidential Share	19%
2023 Jobs	42,657
Square Feet per Job	0.4918
Cost per Job	$245.92

Source: Port St. Lucie Facilities Maintenance Department

PROJECTED DEMAND FOR SERVICES AND COSTS

Public Works Facility – Plan-Based

Port St. Lucie plans to construct a public works facility at a cost of $15,000,000 to serve all development through 2051 (the final year of debt repayment). Based on a projected population increase of 285,064 persons, future residential development demands approximately 13,199 square feet (285,064 additional persons X 0.0463 square feet per person). With projected employment growth of 10,628 jobs, future nonresidential development demands approximately 1,123 square feet (10,628 additional jobs X 0.1056 square feet per job). Future development demands approximately 14,321 square feet of the planned public works facility at a cost of $7,213,102 (14,321.4 square feet X $504 per square foot).

Based on the planned level-of-service standards, existing development's share of the planned public works facility is approximately 10,955 square feet for residential development (236,597 existing persons X 0.0463 square feet per person) and approximately 4,506 square feet for nonresidential development (42,657 existing jobs X 0.1056 square feet per job). Existing development's share of $7,786,898 (15,460.6 square feet X $504 per square foot) may not be paid with impact fee revenue.

Figure PB4: Projected Demand for Public Works Facility

Type of Infrastructure	Level of Service	Demand Unit	Cost per Unit
Public Works Facility	0.0463 Square Feet	per Person	$504
	0.1056 Square Feet	per Job	

Demand for Public Works Facility					
Year	Population	Jobs	Square Feet		
			Residential	Nonresidential	Total
2023	236,597	42,657	10,954.6	4,506.1	15,460.6
2024	248,114	43,036	11,487.8	4,546.2	16,034.0
2025	259,631	43,416	12,021.1	4,586.3	16,607.3
2026	271,149	43,795	12,554.3	4,626.4	17,180.7
2027	282,666	44,175	13,087.6	4,666.4	17,754.0
2028	294,183	44,555	13,620.8	4,706.5	18,327.4
2029	305,700	44,934	14,154.1	4,746.6	18,900.7
2030	317,218	45,314	14,687.3	4,786.7	19,474.1
2031	328,735	45,693	15,220.6	4,826.8	20,047.4
2032	340,252	46,073	15,753.8	4,866.9	20,620.8
2033	351,769	46,452	16,287.1	4,907.0	21,194.1
2038	398,961	48,350	18,472.1	5,107.5	23,579.7
2043	446,154	50,248	20,657.2	5,308.0	25,965.2
2048	493,346	52,146	22,842.2	5,508.5	28,350.7
2051	521,661	53,285	24,153.2	5,628.8	29,782.0
28-Yr Increase	285,064	10,628	13,198.6	1,122.7	14,321.4

Growth-Related Expenditures	$6,647,623	$565,479	$7,213,102
Existing Development Expenditures	$5,517,377	$2,269,521	$7,786,898
Total Expenditures	$12,165,000	$2,835,000	$15,000,000

Public Buildings – Incremental Expansion

Port St. Lucie plans to maintain its existing level of service for public buildings over the next 10 years. Based on a projected population increase of 115,172 persons, future residential development demands approximately 43,824 square feet of public buildings (115,172 additional persons X 0.3805 square feet per person). With projected employment growth of 3,796 jobs, future nonresidential development demands approximately 1,867 square feet of public buildings (3,796 additional jobs X 0.4918 square feet per job). Future development demands approximately 45,691 square feet of public buildings at a cost of $22,845,569 (45,691.1 square feet X $500 per square foot).

Figure PB5: Projected Demand for Public Buildings

Type of Infrastructure	Level of Service	Demand Unit	Cost per Unit
Public Buildings	0.3805 Square Feet	per Person	$500
	0.4918 Square Feet	per Job	

Demand for Public Buildings					
Year	Population	Jobs	Square Feet		
			Residential	Nonresidential	Total
2023	236,597	42,657	90,027.5	20,980.5	111,008.0
2024	248,114	43,036	94,409.9	21,167.2	115,577.1
2025	259,631	43,416	98,792.3	21,353.9	120,146.2
2026	271,149	43,795	103,174.7	21,540.6	124,715.3
2027	282,666	44,175	107,557.2	21,727.3	129,284.5
2028	294,183	44,555	111,939.6	21,914.0	133,853.6
2029	305,700	44,934	116,322.0	22,100.7	138,422.7
2030	317,218	45,314	120,704.4	22,287.4	142,991.8
2031	328,735	45,693	125,086.8	22,474.1	147,560.9
2032	340,252	46,073	129,469.2	22,660.8	152,130.0
2033	351,769	46,452	133,851.6	22,847.5	156,699.1
10-Yr Increase	115,172	3,796	43,824.2	1,867.0	45,691.1
Growth-Related Expenditures			$21,912,078	$933,491	$22,845,569

CREDITS

In 2021, Port St. Lucie issued Capital Improvement and Refunding Revenue Bonds with a principal balance of $45,665,000 that included $15,000,000 for construction of the Public Works Facility. Port St. Lucie will issue debt to fund construction of the planned public works facility. To prevent future development from paying for the planned facility through the impact fee and through the planned debt service shown below, the analysis includes a credit for future debt service. To allocate the proportionate share of debt service payments to residential and nonresidential development, this analysis uses daytime population outlined in Figure PB1. Annual principal payments are divided by projected population and jobs to determine annual principal payments per person and per job. To account for the time value of money, annual principal payments are discounted using a net present value formula based on a discount rate of 4.20 percent. The net present value of future principal payments is $19.66 per person and $32.50 per job.

Figure PB6: Public Works Facility Debt Credit

Year	Principal Due	Residential Share	Population	Payment per Person	Nonresidential Share	Jobs	Payment per Job
2022	$857,331	$695,295	224,916	$3.09	$162,035	42,277	$3.83
2023	$891,821	$723,267	236,597	$3.06	$168,554	42,657	$3.95
2024	$252,929	$205,125	248,114	$0.83	$47,804	43,036	$1.11
2025	$262,783	$213,117	259,631	$0.82	$49,666	43,416	$1.14
2026	$274,280	$222,441	271,149	$0.82	$51,839	43,795	$1.18
2027	$284,134	$230,433	282,666	$0.82	$53,701	44,175	$1.22
2028	$295,631	$239,757	294,183	$0.81	$55,874	44,555	$1.25
2029	$310,413	$251,745	305,700	$0.82	$58,668	44,934	$1.31
2030	$326,837	$265,065	317,218	$0.84	$61,772	45,314	$1.36
2031	$343,261	$278,384	328,735	$0.85	$64,876	45,693	$1.42
2036	$428,665	$347,648	380,085	$0.91	$81,018	47,591	$1.70
2041	$522,282	$423,571	427,277	$0.99	$98,711	49,489	$1.99
2046	$633,965	$514,145	474,469	$1.08	$119,819	51,387	$2.33
2051	$771,926	$626,032	521,661	$1.20	$145,894	53,285	$2.74
Total	$15,000,000	$12,165,000		$32.96	$2,835,000		$58.92
		Credit per Person		$19.66	Credit per Job		$32.50

PROPOSED PUBLIC BUILDINGS IMPACT FEES

Infrastructure components and cost factors for public buildings impact fees are summarized in the upper portion of Figure PB7. The cost for public buildings impact fees is $193.92 per person and $266.62 per job.

Public buildings impact fees for residential development are assessed according to the number of persons per housing unit. The single-family fee of $516 is calculated using a cost of $193.92 per person multiplied by 2.66 persons per single-family unit.

Public buildings impact fees for nonresidential development are assessed according to the number of jobs per 1,000 square feet of floor area. The commercial fee of $565 per 1,000 square feet is calculated using a cost of $266.62 per job multiplied by 2.12 jobs per 1,000 square feet of commercial square feet. The nonresidential fees exceed the statutory limit, and Port St. Lucie will phase in the proposed fees.

Figure PB7: Proposed Public Buildings Impact Fees

Fee Component	Cost per Person	Cost per Job
Public Buildings	$190.25	$245.92
Public Works Facility	$23.32	$53.20
Debt Credit	($19.66)	($32.50)
Total	$193.92	$266.62

Residential Fees per Unit						
Development Type	Persons per Housing Unit[1]	Maximum Justifiable	Current Fees	Statutory Limit[2]	Proposed Fees	Increase / (Decrease)
Single Family	2.66	$516	$406	$609	**$516**	$110
Multi-Family	1.74	$337	$330	$495	**$337**	$7
Mobile Residence	2.15	$417	$406	$609	**$417**	$11

Nonresidential Fees per 1,000 Square Feet						
Development Type	Jobs per 1,000 Sq Ft[1]	Maximum Justifiable	Current Fees	Statutory Limit[2]	Proposed Fees	Increase / (Decrease)
Commercial	2.12	$565	$116	$174	**$174**	$58
Research & Development Ctr.	3.29	$877	$169	$254	**$254**	$85
Office	3.26	$869	$192	$288	**$288**	$96
Nursing Home	2.04	$544	$135	$203	**$203**	$68
Hospital	2.86	$763	$170	$255	**$255**	$85
Day Care (per student)	0.19	$51	$9	$14	**$14**	$5
University/College (per student)	0.18	$48	$11	$17	**$17**	$6
Secondary School	0.63	$168	$37	$56	**$56**	$19
Elementary School	0.93	$248	$56	$84	**$84**	$28
Lodging (per room)	0.13	$35	$25	$38	**$35**	$10
Assisted Living (per bed)	0.61	$163	$39	$59	**$59**	$20
Mini-Warehouse	1.45	$387	$2	$3	**$3**	$1
Warehousing	0.34	$91	$53	$80	**$80**	$27
Manufacturing	1.89	$504	$103	$155	**$155**	$52
Light Industrial	1.57	$419	$134	$201	**$201**	$67

1. See Land Use Assumptions

2. This represents the maximum allowable increase (50 percent) to the current fees without proving extraordinary circumstances

PROJECTED PUBLIC BUILDINGS IMPACT FEE REVENUE

Projected fee revenue shown below is based on the development projections in Appendix B and the proposed public buildings impact fees shown on the previous page. If development occurs at a more rapid rate than projected, the demand for infrastructure will increase and impact fee revenue will increase at a corresponding rate. If development occurs at a slower rate than projected, the demand for infrastructure will also decrease, along with impact fee revenue. Over the next 10 years, projected impact fee revenues equal $22.66 million and projected expenditures equal $31.90 million. Existing development's share of $7.79 million for the public works facility may not be paid with impact fees.

Figure PB8: Projected Public Buildings Impact Fee Revenue

Fee Component	Growth Share		Existing Share	Total
	Years 1-10	Years 11-28		
Public Buildings	$22,845,569	$0	$0	$22,845,569
Public Works Facility	$2,887,741	$4,325,362	$7,786,898	$15,000,000
Debt Credit	($2,387,256)	($3,561,561)	$0	($5,948,817)
Total	$23,346,054	$763,800	$7,786,898	$31,896,752

Year		Single Family $516 per unit	Multi-Family $337 per unit	Industrial $80 per KSF	Commercial $174 per KSF	Office $288 per KSF	Institutional $203 per KSF
		Hsg Unit	Hsg Unit	KSF	KSF	KSF	KSF
Base	2023	86,860	8,288	3,463	7,709	6,841	1,752
Year 1	2024	91,074	8,465	3,477	7,780	6,900	1,762
Year 2	2025	95,288	8,642	3,490	7,852	6,960	1,772
Year 3	2026	99,502	8,819	3,503	7,924	7,019	1,782
Year 4	2027	103,716	8,996	3,516	7,996	7,079	1,792
Year 5	2028	107,930	9,173	3,529	8,068	7,139	1,802
Year 6	2029	112,144	9,350	3,542	8,139	7,198	1,812
Year 7	2030	116,358	9,527	3,555	8,211	7,258	1,822
Year 8	2031	120,572	9,704	3,568	8,283	7,317	1,832
Year 9	2032	124,786	9,881	3,581	8,355	7,377	1,842
Year 10	2033	129,000	10,058	3,594	8,427	7,437	1,852
10-Year Increase		42,140	1,770	131	718	596	100
Projected Revenue		$21,736,758	$597,229	$10,415	$124,932	$171,648	$20,250

Projected Fee Revenue (Years 1-10)	$22,661,232
Projected Fee Revenue (Years 11-28)	$667,955
Total Expenditures	$31,896,752

APPENDIX A: LAND USE DEFINITIONS

RESIDENTIAL DEVELOPMENT

As discussed below, residential development categories are based on data from the U.S. Census Bureau, American Community Survey. Port St. Lucie will collect impact fees from all new residential units. One-time impact fees are determined by site capacity (i.e., number of residential units).

Single-Family Units:

1. Single-family detached is a one-unit structure detached from any other house, that is, with open space on all four sides. Such structures are considered detached even if they have an adjoining shed or garage. A one-family house that contains a business is considered detached as long as the building has open space on all four sides.
2. Single-family attached (townhouse) is a one-unit structure that has one or more walls extending from ground to roof separating it from adjoining structures. In row houses (sometimes called townhouses), double houses, or houses attached to nonresidential structures, each house is a separate, attached structure if the dividing or common wall goes from ground to roof.

Multi-Family Units:

1. 2+ units (duplexes and apartments) are units in structures containing two or more housing units, further categorized as units in structures with "2, 3 or 4, 5 to 9, 10 to 19, 20 to 49, and 50 or more apartments."

Mobile Residence Units:

1. Mobile home includes both occupied and vacant mobile homes, to which no permanent rooms have been added. Mobile homes used only for business purposes or for extra sleeping space and mobile homes for sale on a dealer's lot, at the factory, or in storage are not counted in the housing inventory.
2. Boat, RV, Van, etc. includes any living quarters occupied as a housing unit that does not fit the other categories (e.g., houseboats, railroad cars, campers, and vans). Recreational vehicles, boats, vans, railroad cars, and the like are included only if they are occupied as a current place of residence.

NONRESIDENTIAL DEVELOPMENT

As discussed below, the nonresidential development categories are defined by Trip Generation, Institute of Transportation Engineers, 11th Edition (2021). Port St. Lucie will collect impact fees from all new nonresidential development. One-time impact fees are determined by site capacity (i.e., square feet).

Commercial: Establishments primarily selling merchandise, eating/drinking places, and entertainment uses. By way of example, *commercial* includes shopping centers, supermarkets, pharmacies, restaurants, bars, nightclubs, automobile dealerships, and movie theaters.

Research & Development Center: A research and development center is a facility or group of facilities devoted almost exclusively to research and development activities. Research and development centers may contain offices and light fabrication areas.

Office: Establishments providing management, administrative, professional, and business services. By way of example, *office & other services* includes banks, business offices, medical offices, and veterinary clinics.

Nursing Home: A nursing home is a facility whose primary function is to provide care for persons who are unable to care for themselves. Examples include rest homes, chronic care, and convalescent homes.

Hospital: A hospital is any institution where medical or surgical care and overnight accommodations are provided to non-ambulatory and ambulatory patients. I

Day Care: A day care center is a facility where care for pre-school age children is provided, normally during daytime hours. A day care facility generally includes classrooms, offices, eating areas, and playgrounds. A center may also provide after-school care for school-age children.

University/College: This land use includes 2-year junior, community, and technical colleges, and 4-year universities or colleges that may or may not offer graduate programs.

Secondary School: A middle or junior high school is a school that serves students who have completed elementary school and have not yet entered high school.

Elementary School: An elementary school is a school that typically serves students attending kindergarten through the fifth or sixth grade.

Lodging: A place of lodging that provides sleeping accommodations and may or may not provide supporting facilities such as a full-service restaurant, cocktail lounge, meeting rooms, banquet room, and convention facilities.

Assisted Living: A residential setting that provides either routine general protective oversight or assistance with activities necessary for independent living to persons with mental or physical limitations.

Mini-Warehouse: A mini-warehouse is a building in which a number of storage units or vaults are rented for the storage of goods. They are typically referred to as “self-storage” facilities.

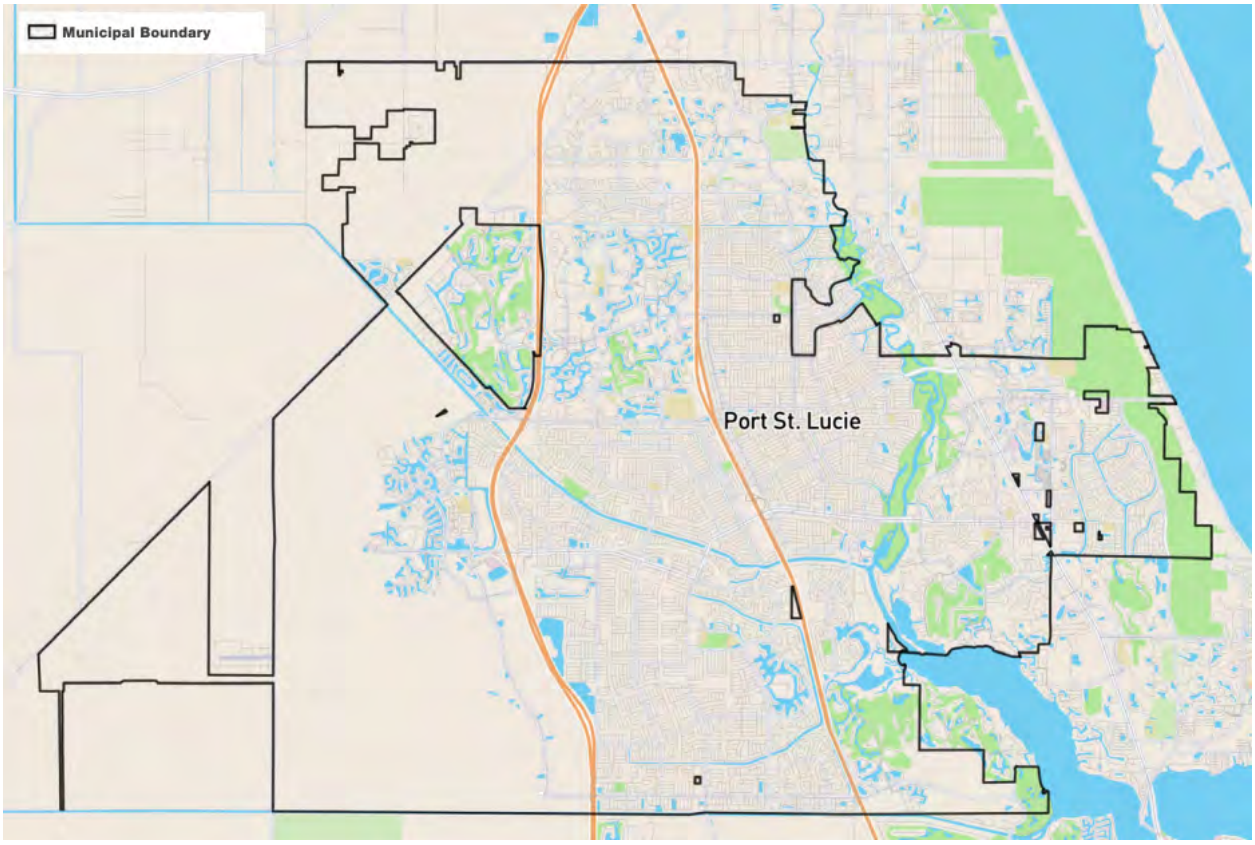
Warehousing: A warehouse is primarily devoted to the storage of materials, but it may also include office and maintenance areas.

Manufacturing: A manufacturing facility is an area where the primary activity is the conversion of raw materials or parts into finished products. Size and type of activity may vary substantially from one facility to another. In addition to the actual production of goods, a manufacturing facility typically has an office and may provide space for warehouse, research, and associated functions.

Light Industrial: A light industrial facility is a free-standing facility devoted to a single use. The facility has an emphasis on activities other than manufacturing and typically has minimal office space. Typical light industrial activities include printing, material testing, and assembly of data processing equipment. I

APPENDIX B: LAND USE ASSUMPTIONS

This section includes estimates and projections of development for areas within the boundaries of Port St. Lucie, Florida. The map below illustrates Port St. Lucie's Impact Fee Service Area.



SUMMARY OF GROWTH INDICATORS

Key land use assumptions for the Port St. Lucie Impact Fee Study are population, housing units, employment, and nonresidential floor area. Based on discussions with staff, TischlerBise projects housing units based on residential building permit data from FY 2020 through FY 2022. For population, TischlerBise applies occupancy factors derived from American Community Survey 2016-2020 5-Year Estimates to housing unit projections. For nonresidential development, TischlerBise uses floor area projections outlined in Technical Memorandum #2 related to the Southern Grove Master Plan (2020). These floor area projections are converted to employment using employment density factors published in Trip Generation, Institute of Transportation Engineers, 11th Edition (2021).

Complete development projections are summarized in Figure B11. These projections will be used to estimate impact fee revenue and to indicate the anticipated need for growth-related infrastructure. However, impact fee methodologies are designed to reduce sensitivity to development projections in the determination of the proportionate share fee amounts. If actual development is slower than projected, fee revenue will decline, but so will the need for growth-related infrastructure. In contrast, if development occurs faster than anticipated, fee revenue will increase, but Port St. Lucie will need to accelerate infrastructure improvements to keep pace with the actual rate of development. Over the next 10 years, development projections indicate an average increase of approximately 4,391 housing units per year and approximately 155,000 square feet of nonresidential development per year.

RESIDENTIAL DEVELOPMENT

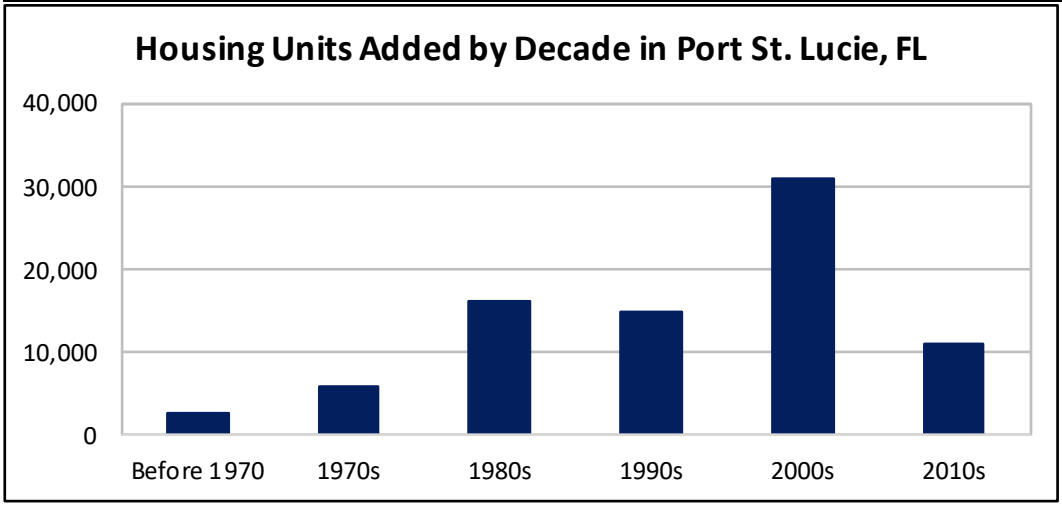
This section details current estimates and future projections of residential development including population and housing units.

Recent Residential Construction

Impact fees require an analysis of current levels of service. For residential development, current levels of service are determined using estimates of population and housing units. Shown below, Figure B1 indicates the estimated number of housing units added by decade according to data obtained from the U.S. Census Bureau. Port St. Lucie experienced moderate growth from 2010 to 2020, when housing inventory increased by an average of 1,110 units per year.

Figure B1: Housing Units by Decade

Census 2010 Housing Units	70,877	Port St. Lucie added an average of 1,110 housing units per year from 2010 to 2020.
Census 2020 Housing Units	81,975	
New Housing Units 2010 to 2020	11,098	



Source: U.S. Census Bureau, Census 2020 Summary File 1, Census 2010 Summary File 1, 2016-2020 5-Year American Community Survey (for 2000s and earlier, adjusted to yield total units in 2010).

Residential permit data from FY 2020 – FY 2022 averaged 4,391 units per year – 4,214 single-family units and 177 multi-family units. As directed by staff, TischlerBise will project future housing unit growth using the average annual increase from FY 2020 – FY 2022.

Figure B2: Recent Residential Permits

Fiscal Year	Single Family	Multi-Family	Total
2020	3,379	34	3,413
2021	5,125	110	5,235
2022	4,138	387	4,525
Total	12,642	531	13,173
Average	4,214	177	4,391

Source: Building Permit Data, Port St. Lucie, Florida

Occupancy Factors

According to the U.S. Census Bureau, a household is a housing unit occupied by year-round residents. Impact fees often use per capita standards and persons per housing unit (PPHU) or persons per household (PPH) to derive proportionate share fee amounts. When PPHU is used in the fee calculations, infrastructure standards are derived using year-round population. When PPH is used in the fee calculations, the impact fee methodology assumes a higher percentage of housing units will be occupied, thus requiring seasonal or peak population to be used when deriving infrastructure standards. TischlerBise recommends Port St. Lucie impose impact fees for residential development according to the number of persons per housing unit.

Occupancy calculations require data on population and the types of units by structure. The 2020 census did not obtain detailed information using a "long-form" questionnaire. Instead, the U.S. Census Bureau switched to a continuous monthly mailing of surveys, known as the American Community Survey (ACS), which has limitations due to sample-size constraints. For example, data on detached housing units are combined with attached single units (commonly known as townhouses, which share a common sidewall, but are constructed on an individual parcel of land). For impact fees in Port St. Lucie, detached, stick-built units and attached units are included in the "single-family" category. The "multi-family" category includes duplexes, structures with two or more units on an individual parcel of land, mobile homes, boats, RVs, and vans.

Figure B3 below shows the occupancy factors for Port St. Lucie. Based on 2016-2020 American Community Survey 5-Year Estimates (the most recent data available), single-family units averaged 2.66 persons per housing unit and multi-family units averaged 1.74 persons per housing unit.

Figure B3: Occupancy Factors

Housing Type	Persons	Households	Persons per Household	Housing Units	Persons per Housing Unit	Housing Mix	Vacancy
Single-Family Units[1]	182,626	62,803	2.91	68,581	2.66	90.5%	8.40%
Multi-Family Units[2]	12,454	5,438	2.29	7,168	1.74	9.5%	24.10%
Total	195,080	68,241	2.86	75,749	2.58	100.0%	9.90%

Source: U.S. Census Bureau, 2016-2020 American Community Survey 5-Year Estimates.

1. Includes detached and attached (i.e. townhouses) units.
2. Includes dwellings in structures with two or more units, mobile homes, and all other units.

Residential Estimates

According to Bureau of Economic and Business Research (BEBR) estimates, Port St. Lucie's population increased from 204,851 persons in 2020 to 224,916 persons in 2022. TischlerBise estimates there were 90,623 housing units in 2022 by adding the 8,648 housing units permitted in FY 2020 through FY 2021 to the 2020 U.S. Census Bureau estimate of 81,975 housing units. TischlerBise estimates a 2023 total of 95,148 housing units by adding 4,138 single-family housing units and 387 multi-family units permitted in FY 2022 to the 2022 housing unit estimate. TischlerBise calculates the 2023 population equal to 236,597 persons by multiplying the additional housing units by the occupancy factors shown on the previous page.

Residential Projections

Population and housing unit projections are used to illustrate the possible future pace of service demands, revenues, and expenditures. To the extent these factors change, the projected need for infrastructure will also change. If development occurs at a more rapid rate than projected, the demand for infrastructure will increase at a corresponding rate. If development occurs at a slower rate than is projected, the demand for infrastructure will also decrease.

Based on discussions with Port St. Lucie staff, the analysis uses recent residential permit data shown in Figure B2 to project housing units over the next 10 years – 4,214 single-family units per year and 177 multi-family units per year. Based on recent trends, this analysis projects an additional 43,910 housing units over the next 10 years. For this study, the analysis assumes the occupancy factors shown in Figure B3 will remain constant. Converting projected housing units to population results in a 10-year population increase of 115,172 persons. For comparison, Port St. Lucie'

Figure B4: Residential Projections

Port St. Lucie, Florida	2023	2024	2025	2026	2027	2028	2033	10-Year
	Base Year	1	2	3	4	5	10	Increase
Resident Population								
Single Family	222,595	233,804	245,013	256,223	267,432	278,641	334,687	112,092
Multi-Family	14,002	14,310	14,618	14,926	15,234	15,542	17,082	3,080
Total	**236,597**	**248,114**	**259,631**	**271,149**	**282,666**	**294,183**	**351,769**	**115,172**
Housing Units								
Single Family	86,860	91,074	95,288	99,502	103,716	107,930	129,000	42,140
Multi-Family	8,288	8,465	8,642	8,819	8,996	9,173	10,058	1,770
Total	**95,148**	**99,539**	**103,930**	**108,321**	**112,712**	**117,103**	**139,058**	**43,910**

NONRESIDENTIAL DEVELOPMENT

This section details current estimates and future projections of nonresidential development including jobs and nonresidential floor area.

Nonresidential Demand Units

In Figure B5, gray shading indicates the nonresidential development prototypes used by TischlerBise to derive employment densities and average weekday vehicle trip ends. For nonresidential development, TischlerBise uses data published in Trip Generation, Institute of Transportation Engineers, 11th Edition (2021). The prototype for industrial development is Warehousing (ITE 150) which generates 1.71 average weekday vehicle trip ends per 1,000 square feet of floor area and has 2,953 square feet of floor area per employee. Institutional development uses Hospital (ITE 610) and generates 10.77 average weekday vehicle trip ends per 1,000 square feet of floor area and has 350 square feet of floor area per employee. For office & other services development, the proxy is General Office (ITE 710); it generates 10.84 average weekday vehicle trip ends per 1,000 square feet of floor area and has 307 square feet of floor area per employee. The prototype for commercial development is Shopping Center (ITE 820) which generates 37.01 average weekday vehicle trips per 1,000 square feet of floor area and has 471 square feet of floor area per employee.

Figure B5: Nonresidential Demand Units

ITE Code	Land Use / Size	Demand Unit	Wkdy Trip Ends Per Dmd Unit[1]	Wkdy Trip Ends Per Employee[1]	Emp Per Dmd Unit	Sq Ft Per Emp
110	Light Industrial	1,000 Sq Ft	4.87	3.10	1.57	637
130	Industrial Park	1,000 Sq Ft	3.37	2.91	1.16	864
140	Manufacturing	1,000 Sq Ft	4.75	2.51	1.89	528
150	Warehousing	1,000 Sq Ft	1.71	5.05	0.34	2,953
254	Assisted Living	bed	2.60	4.24	0.61	na
310	Hotel	room	7.99	14.34	0.56	na
520	Elementary School	student	2.27	22.50	0.10	na
525	High School	student	1.94	21.95	0.09	na
540	Community College	student	1.15	14.61	0.08	na
550	University/College	student	1.56	8.89	0.18	na
565	Day Care	student	4.09	21.38	0.19	na
610	Hospital	1,000 Sq Ft	10.77	3.77	2.86	350
620	Nursing Home	bed	3.06	3.31	0.92	na
710	General Office (avg size)	1,000 Sq Ft	10.84	3.33	3.26	307
720	Medical-Dental Office	1,000 Sq Ft	36.00	8.71	4.13	242
730	Government Office	1,000 Sq Ft	22.59	7.45	3.03	330
750	Office Park	1,000 Sq Ft	11.07	3.54	3.13	320
760	Research & Dev Center	1,000 Sq Ft	11.08	3.37	3.29	304
770	Business Park	1,000 Sq Ft	12.44	4.04	3.08	325
820	Shopping Center (avg size)	1,000 Sq Ft	37.01	17.42	2.12	471

1. Trip Generation, Institute of Transportation Engineers, 11th Edition (2021).

Nonresidential Estimates

TischlerBise uses the term jobs to refer to employment by place of work. Shown below in Figure B6, Esri Business Analyst estimates 2022 employment equal to 42,277 jobs. TischlerBise estimates 2022 nonresidential floor area equals 19,609,660 square feet. To estimate nonresidential floor area and employment in the 2023 base year, TischlerBise projects nonresidential floor area based on recent nonresidential development trends outlined in Technical Memorandum #2 related to the Southern Grove Master Plan (2020) of approximately 154,500 square feet per year. As shown at the bottom of Figure B6, the 2023 estimate includes 19,764,160 square feet of nonresidential floor area. Applying the employment multipliers shown in Figure B5 to the additional floor area results in an employment increase of 380 jobs. The 2023 base year employment estimate equals 42,657 jobs (42,277 jobs in 2022 + 380 additional jobs).

Figure B6: Nonresidential Estimates

Nonresidential Category	2022 Jobs[1]	Percent of Total Jobs	2022 Estimated Floor Area[2]
Industrial[3]	5,095	12%	3,450,331
Commercial[4]	13,228	31%	7,636,711
Office & Other Services[5]	18,978	45%	6,781,018
Institutional[6]	4,976	12%	1,741,600
Total	42,277	100%	19,609,660

1. Esri Business Analyst, 2022.
2. TischlerBise calculation.
3. Major sectors are Wholesale Trade; Transportation & Warehousing.
4. Major sectors are Retail Trade; Accommodation and Food Services.
5. Major sectors are Health Care; Professional, Scientific & Tech Services.
6. Major sectors are Educational Services; Public Administration.

Nonresidential Category	2023 Jobs[1]	Percent of Total Jobs	2023 Estimated Floor Area[1]
Industrial[2]	5,099	12%	3,463,431
Commercial[3]	13,380	31%	7,708,511
Office & Other Services[4]	19,172	45%	6,840,618
Institutional[5]	5,005	12%	1,751,600
Total	42,657	100%	19,764,160

1. TischlerBise calculation.
2. Major sectors are Wholesale Trade; Transportation & Warehousing.
3. Major sectors are Retail Trade; Accommodation and Food Services.
4. Major sectors are Health Care; Professional, Scientific & Tech Services.
5. Major sectors are Educational Services; Public Administration.

Nonresidential Projections

To project future nonresidential development in each year of the development projections, the analysis uses recent nonresidential development trends outlined in Technical Memorandum #2 related to the Southern Grove Master Plan (2020). The annual increase of 154,500 square feet includes 13,100 square feet of industrial development, 71,800 square feet of commercial development, 59,600 square feet of office and other services development, and 10,000 square feet of institutional development. Shown below in Figure B7, this results in a 10-year increase of 1,545,000 square feet of nonresidential floor area.

To project employment, TischlerBise divides the projected nonresidential floor area by the square feet per employee factors shown in Figure B5. Over the next 10 years, Port St. Lucie is projected to gain 3,796 jobs and 1,545,000 square feet of nonresidential floor area.

Figure B7: Nonresidential Projections

Port St. Lucie, Florida	2023	2024	2025	2026	2027	2028	2033	10-Year
	Base Year	1	2	3	4	5	10	Increase
Employment								
Industrial	5,099	5,104	5,108	5,113	5,117	5,122	5,144	44
Commercial	13,380	13,533	13,685	13,838	13,990	14,143	14,905	1,524
Office & Other Services	19,172	19,366	19,560	19,755	19,949	20,143	21,114	1,941
Institutional	5,005	5,033	5,062	5,090	5,119	5,147	5,290	286
Total	**42,657**	**43,036**	**43,416**	**43,795**	**44,175**	**44,555**	**46,452**	**3,796**
Nonres. Floor Area (x1,000)								
Industrial	3,463	3,477	3,490	3,503	3,516	3,529	3,594	131
Commercial	7,709	7,780	7,852	7,924	7,996	8,068	8,427	718
Office & Other Services	6,841	6,900	6,960	7,019	7,079	7,139	7,437	596
Institutional	1,752	1,762	1,772	1,782	1,792	1,802	1,852	100
Total	**19,764**	**19,919**	**20,073**	**20,228**	**20,382**	**20,537**	**21,309**	**1,545**

AVERAGE WEEKDAY VEHICLE TRIPS

Port St. Lucie will use average weekday vehicle trips (AWVT) for nonresidential Law Enforcement Impact Fees. Components used to determine average weekday vehicle trips include trip generation rates and adjustments for pass-by trips.

Nonresidential Demand Units

In Figure B8, gray shading indicates the nonresidential development prototypes used by TischlerBise to derive average weekday vehicle trip ends. For nonresidential vehicle trips, TischlerBise uses data published in Trip Generation, Institute of Transportation Engineers, 11th Edition (2021). The prototype for industrial development is Warehousing (ITE 150) which generates 1.71 average weekday vehicle trip ends per 1,000 square feet of floor area. Institutional development uses Hospital (ITE 610) and generates 10.77 average weekday vehicle trip ends per 1,000 square feet of floor area. For office & other services development, the proxy is General Office (ITE 710); it generates 10.84 average weekday vehicle trip ends per 1,000 square feet of floor area. The prototype for commercial development is Shopping Center (ITE 820) which generates 37.01 average weekday vehicle trips per 1,000 square feet of floor area.

Figure B8: Nonresidential Demand Units

ITE Code	Land Use / Size	Demand Unit	Wkdy Trip Ends Per Dmd Unit[1]	Wkdy Trip Ends Per Employee[1]	Emp Per Dmd Unit	Sq Ft Per Emp
110	Light Industrial	1,000 Sq Ft	4.87	3.10	1.57	637
130	Industrial Park	1,000 Sq Ft	3.37	2.91	1.16	864
140	Manufacturing	1,000 Sq Ft	4.75	2.51	1.89	528
150	Warehousing	1,000 Sq Ft	1.71	5.05	0.34	2,953
254	Assisted Living	bed	2.60	4.24	0.61	na
310	Hotel	room	7.99	14.34	0.56	na
520	Elementary School	student	2.27	22.50	0.10	na
525	High School	student	1.94	21.95	0.09	na
540	Community College	student	1.15	14.61	0.08	na
550	University/College	student	1.56	8.89	0.18	na
565	Day Care	student	4.09	21.38	0.19	na
610	Hospital	1,000 Sq Ft	10.77	3.77	2.86	350
620	Nursing Home	bed	3.06	3.31	0.92	na
710	General Office (avg size)	1,000 Sq Ft	10.84	3.33	3.26	307
720	Medical-Dental Office	1,000 Sq Ft	36.00	8.71	4.13	242
730	Government Office	1,000 Sq Ft	22.59	7.45	3.03	330
750	Office Park	1,000 Sq Ft	11.07	3.54	3.13	320
760	Research & Dev Center	1,000 Sq Ft	11.08	3.37	3.29	304
770	Business Park	1,000 Sq Ft	12.44	4.04	3.08	325
820	Shopping Center (avg size)	1,000 Sq Ft	37.01	17.42	2.12	471

1. Trip Generation, Institute of Transportation Engineers, 11th Edition (2021).

Trip Rate Adjustments

To calculate impact fees, trip generation rates require an adjustment factor to avoid double counting each trip at both the origin and destination points. Therefore, the basic trip adjustment factor is 50 percent. As discussed further below, the impact fee methodology includes additional adjustments to make the fees proportionate to the infrastructure demand for particular types of development.

Adjustment for Pass-By Trips

For commercial and institutional development, the trip adjustment factor is less than 50 percent since these types of development attract vehicles as they pass by on arterial and collector roads. For example, when someone stops at a convenience store on the way home from work, the convenience store is not the primary destination. For an average shopping center, ITE data indicate 34 percent of the vehicles that enter are passing by on their way to another primary destination. The remaining 66 percent of attraction trips have the commercial site as their primary destination. Since attraction trips are half of all trips, the trip adjustment factor is 66 percent multiplied by 50 percent – approximately 33 percent of trip ends.

Average Weekday Vehicle Trips

Shown in Figure B9 are the demand indicators for nonresidential land uses related to average weekday vehicle trips (AWVT) generated per 1,000 square feet of floor area. To calculate average weekday vehicle trips, multiply average weekday vehicle trip ends by the trip rate adjustment factor. For example, the industrial demand unit of 0.86 average weekday vehicle trips per 1,000 square feet of floor area is the sum of 1.71 average weekday vehicle trip ends per 1,000 square feet of floor area multiplied by a trip rate adjustment factor of 50 percent. Figure B10 includes nonresidential vehicle trips in the 2023 base year.

Figure B9: Average Weekday Vehicle Trips (AWVT) by Development Type

Nonresidential Development			
Development Type	AWVTE per 1,000 Sq Ft[1]	Trip Rate Adjustment	AWVT per 1,000 Sq Ft
Industrial - Warehouse	1.71	50%	0.86
Industrial - General	4.87	50%	2.44
Commercial	37.01	33%	12.21
Office & Other Services	10.84	50%	5.42
Institutional	10.77	33%	3.55

1. See Land Use Assumptions

Figure B10: Nonresidential Vehicle Trips

Development Type	Dev Unit	ITE Code	AWVTE Factor	Trip Adjustment	2023 Dev Units	2023 AWVT
Industrial	KSF	150	1.71	50%	3,463	2,961
Commercial	KSF	820	37.01	33%	7,709	94,146
Office & Other Services	KSF	710	10.84	50%	6,841	37,076
Institutional	KSF	610	10.77	33%	1,752	6,225
Total						140,409

DEVELOPMENT PROJECTIONS

Provided below are summaries of development projections used in the Impact Fee Study. Development projections are used to illustrate a possible future pace of demand for infrastructure and cash flows resulting from revenues and expenditures associated with those demands.

Figure B11: Development Projections

Port St. Lucie, Florida	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	10-Year
	Base Year	1	2	3	4	5	6	7	8	9	10	Increase
Resident Population												
Single Family	222,595	233,804	245,013	256,223	267,432	278,641	289,850	301,060	312,269	323,478	334,687	112,092
Multi-Family	14,002	14,310	14,618	14,926	15,234	15,542	15,850	16,158	16,466	16,774	17,082	3,080
Total	**236,597**	**248,114**	**259,631**	**271,149**	**282,666**	**294,183**	**305,700**	**317,218**	**328,735**	**340,252**	**351,769**	**115,172**
Housing Units												
Single Family	86,860	91,074	95,288	99,502	103,716	107,930	112,144	116,358	120,572	124,786	129,000	42,140
Multi-Family	8,288	8,465	8,642	8,819	8,996	9,173	9,350	9,527	9,704	9,881	10,058	1,770
Total	**95,148**	**99,539**	**103,930**	**108,321**	**112,712**	**117,103**	**121,494**	**125,885**	**130,276**	**134,667**	**139,058**	**43,910**
Employment												
Industrial	5,099	5,104	5,108	5,113	5,117	5,122	5,126	5,130	5,135	5,139	5,144	44
Commercial	13,380	13,533	13,685	13,838	13,990	14,143	14,295	14,448	14,600	14,752	14,905	1,524
Office & Other Services	19,172	19,366	19,560	19,755	19,949	20,143	20,337	20,531	20,725	20,919	21,114	1,941
Institutional	5,005	5,033	5,062	5,090	5,119	5,147	5,176	5,205	5,233	5,262	5,290	286
Total	**42,657**	**43,036**	**43,416**	**43,795**	**44,175**	**44,555**	**44,934**	**45,314**	**45,693**	**46,073**	**46,452**	**3,796**
Nonres. Floor Area (x1,000)												
Industrial	3,463	3,477	3,490	3,503	3,516	3,529	3,542	3,555	3,568	3,581	3,594	131
Commercial	7,709	7,780	7,852	7,924	7,996	8,068	8,139	8,211	8,283	8,355	8,427	718
Office & Other Services	6,841	6,900	6,960	7,019	7,079	7,139	7,198	7,258	7,317	7,377	7,437	596
Institutional	1,752	1,762	1,772	1,782	1,792	1,802	1,812	1,822	1,832	1,842	1,852	100
Total	**19,764**	**19,919**	**20,073**	**20,228**	**20,382**	**20,537**	**20,691**	**20,846**	**21,000**	**21,155**	**21,309**	**1,545**

Provided below are summaries of nonresidential vehicle trip projections used in the Impact Fee Study.

Figure B12: Nonresidential Vehicle Trip Projections

Port St. Lucie, Florida		Base	1	2	3	4	5	6	7	8	9	10	10-Year Increase
		2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	
Development	Industrial KSF	3,463	3,477	3,490	3,503	3,516	3,529	3,542	3,555	3,568	3,581	3,594	131
	Commercial KSF	7,709	7,780	7,852	7,924	7,996	8,068	8,139	8,211	8,283	8,355	8,427	718
	Office & Other Services KSF	6,841	6,900	6,960	7,019	7,079	7,139	7,198	7,258	7,317	7,377	7,437	596
	Institutional KSF	1,752	1,762	1,772	1,782	1,792	1,802	1,812	1,822	1,832	1,842	1,852	100
AWVT	Industrial Trips	2,961	2,972	2,984	2,995	3,006	3,017	3,028	3,040	3,051	3,062	3,073	112
	Commercial Trips	94,146	95,023	95,900	96,777	97,654	98,531	99,408	100,285	101,162	102,039	102,916	8,769
	Office & Other Services Trips	37,076	37,399	37,722	38,045	38,368	38,691	39,014	39,337	39,660	39,983	40,306	3,230
	Institutional Trips	6,225	6,261	6,296	6,332	6,368	6,403	6,439	6,474	6,510	6,545	6,581	355
	Nonresidential Trips	140,409	141,656	142,902	144,149	145,396	146,643	147,889	149,136	150,383	151,629	152,876	12,467

APPENDIX C: EXTRAORDINARY CIRCUMSTANCES

The Florida Impact Fee Act, updated in 2021, places limitations on how much local governments, school districts, or special districts may increase an impact fee. An increase to a current impact fee rate of not more than 25 percent of the current rate must be implemented in two equal annual increments beginning with the date on which the increased fee is adopted. An increase to a current impact fee rate which exceeds 25 percent but is not more than 50 percent of the current rate must be implemented in four equal installments beginning with the date the increased fee is adopted. An impact fee increase in excess of 50 percent of the current impact fee rate must be demonstrated by the extraordinary circumstances necessitating the need to exceed the phase-in limitations.

The City of Port St. Lucie's 2023 Impact Fee Study demonstrates a clear "need" for improvements to accommodate future extraordinary growth and a clear "benefit" provided by those improvements, as required by the dual rational nexus test. As discussed further in this section, the City is currently operating at a deficient level of service related to law enforcement and parks and recreation, and if the City uses the phase-in approach, the City will operate at an even more deficient level of service due to reduced impact fee revenue collections. The statutory cap will not cure the deficiency level in a time frame consistent with meeting evidenced needs and planned projects, and without adopting the proposed law enforcement and parks and recreation impact fees, the City will be perpetually underserving residents or creating a burden on existing residents by increasing the tax rate to meet unserved needs. As shown below, the statutory cap will increase unserved needs in excess of $39,000,000 over the next four years.

Projected Fee Revenue - Proposed Fees					
Fee Category	Year 1	Year 2	Year 3	Year 4	Total
Law Enforcement	$1,914,017	$1,914,017	$1,914,017	$1,914,017	$7,656,068
Parks and Recreation	$13,599,732	$13,599,732	$13,599,732	$13,599,732	$54,398,928
Total	$15,513,749	$15,513,749	$15,513,749	$15,513,749	$62,054,996

Projected Fee Revenue - Statutory Limit					
Fee Category	Year 1	Year 2	Year 3	Year 4	Total
Law Enforcement	$1,011,605	$1,124,006	$1,236,406	$1,348,807	$4,720,823
Parks and Recreation	$3,833,910	$4,259,900	$4,685,890	$5,111,880	$17,891,580
Total	$4,845,515	$5,383,906	$5,922,296	$6,460,687	$22,612,403

Projected Fee Revenue - Difference between Proposed Fees and Statutory Limit					
Fee Category	Year 1	Year 2	Year 3	Year 4	Total
Law Enforcement	($902,412)	($790,012)	($677,611)	($565,211)	($2,935,245)
Parks and Recreation	($9,765,822)	($9,339,832)	($8,913,842)	($8,487,852)	($36,507,348)
Total	($10,668,234)	($10,129,844)	($9,591,453)	($9,053,063)	($39,442,593)

Appendix B of the 2023 Impact Fee Study provides further detail related to the significant increase in population growth of approximately 115,000 residents during the next 10 years compared to an increase of approximately 40,000 residents from the 2010 Census to the 2020 Census. The law enforcement and parks and recreation sections of the report outline the significant cost of the improvements needed to serve future development.

LAW ENFORCEMENT

The City of Port St. Lucie currently operates at a deficient level of service related to law enforcement, and if the City uses the phase-in approach, the City will operate at an even more deficient level of service due to reduced impact fee revenue collections. The national level-of-service standard is 2.1 police officers per 1,000 persons, the Port St. Lucie City Council Budgetary Policy is 1.6 police officers per 1,000 persons, and the City currently provides 1.2 police officers per 1,000 persons. Based on projected population growth of approximately 115,000 residents during the next 10 years, the City will need 138 additional officers to maintain the existing level of service. Due to limited revenue sources, and the need to use General Fund revenue for operations and personnel expenditures, the City needs to increase the law enforcement impact fees to fund growth-related capital expenditures. Increasing the law enforcement impact fees will allow Port St. Lucie to focus its limited General Fund revenues on operations and personnel. The statutory cap will not cure the deficiency level in a time frame consistent with meeting evidenced needs and planned projects, and without adopting the proposed law enforcement impact fees, the City will be perpetually underserving residents or creating a burden on existing residents by increasing the tax rate to meet unserved needs.

The City of Port St. Lucie's 2013 Impact Fee Study included costs related to law enforcement facilities and law enforcement vehicles. For facilities, the 2023 construction cost of $525 per square foot represents an increase of 775 percent when compared to the 2013 construction cost of $60 per square foot. For vehicles, the 2023 cost of $56,599 per vehicle represents an increase of 16 percent when compared to the 2013 cost of $49,000 per vehicle. The 2023 study uses the incremental expansion methodology for facilities and vehicles which is meant to maintain the existing level of service. The statutory cap will not allow the City to maintain its already deficient level of service during this time of extraordinary growth and inflation.

The proposed law enforcement fees include a new component for the law enforcement training facility. As documented in Port St. Lucie's FY 2022-23 Budget "In order to keep pace with the City's growth (ranked 7th within FL), PSLPD is in need of a Training Facility. Of the top 15 populated cities in FL, PSLPD is the only agency without a training facility (nor a shooting range). Currently, any in-house training provided to sworn personnel is limited by space or has to be done in Fort Pierce at the IRSC complex based on advanced scheduling for firearms qualification." This study allocates the cost of the law enforcement training facility to all development in the final year of debt repayment to ensure future development pays only its proportionate share of costs. Including the new law enforcement training facility and the new law enforcement equipment (body worn cameras), both needed to serve future development, increases the proposed law enforcement fee beyond the statutory limit of 50 percent imposed by the Florida Impact Fee Act.

As shown below, the law enforcement components include $42,027,176 in capital expenditures. In 2021, The City of Port St. Lucie issued Capital Improvement and Refunding Revenue Bonds with a principal balance of $45,665,000 that included $11,322,400 for construction of Phase II and Phase III of the new law enforcement training facility. The unfunded capital expenditures of $30,704,776 – $23,577,796 for future development and $7,126,980 for existing development – are significant and demonstrate the extraordinary circumstances necessitating the need to exceed the phase-in limitations.

Fee Component	Growth Share		Existing Share	Total
	Years 1-10	Years 11-28		
Law Enforcement Training Facility	$4,766,629	$7,139,449	$12,856,634	$24,762,712
Law Enforcement Facilities	$9,511,041	$0	$0	$9,511,041
Law Enforcement Vehicles	$6,219,543	$0	$0	$6,219,543
Law Enforcement Equipment	$430,930	$0	$1,102,950	$1,533,880
Subtotal	$20,928,143	$7,139,449	$13,959,584	$42,027,176
Debt Credit	($1,621,598)	($2,868,199)	($6,832,604)	($11,322,400)
Total	$19,306,545	$4,271,251	$7,126,980	$30,704,776

PARKS AND RECREATION

In 2019, the City of Port St. Lucie adopted the Parks and Recreation System Master Plan that outlines Phase I (FY 2019-2029) and Phase II (FY 2029-2039) capital improvements. The total cost of $328,218,950 represents the 2019 cost of $200,745,000 inflated to current dollars and includes growth-related improvements and improvements to serve existing development. The 2023 study excludes any park improvements identified in the master plan as deferred maintenance or to be funded / constructed by private, County, or other partners. The cost of eligible projects included in the parks and recreation impact fees equal $262,273,340, and the analysis allocates the cost of these improvements to population growth from 2019 to 2039. This analysis uses a 2019 estimate of 191,903 persons and a 2039 projected population of 408,400 persons. To ensure future development pays only its proportionate share of costs, the growth share does not include costs related to population growth from 2019 to 2023.

According to the analysis in the 2019 Parks and Recreation System Master Plan, the City of Port St. Lucie currently operates at a deficient level of service when compared to National Recreation and Park Association (NRPA) benchmarks for cities with a similar population and density. The master plan included a 2020 level of service of 7.2 acres of developable land per 1,000 residents. Based on projected population growth of approximately 115,000 residents during the next 10 years, the City will need 829 additional acres of developed park land to maintain the existing level of service. If the City uses the phase-in approach, the City will operate at an even more deficient level of service due to reduced impact fee revenue collections. Increasing the parks and recreation impact fees will allow Port St. Lucie to focus its limited General Fund revenues on operations, personnel, and deferred maintenance. According to the 2019 Parks and Recreation System Master Plan, Port St. Lucie spends less per capita on operations and maintenance than five benchmark cities and National Recreation and Park Association (NRPA) benchmarks for cities with a similar population and density. In addition to being one of the cities that spends the least on parks and recreation services in comparison to the benchmarks, the City of Port St. Lucie also has one of the lowest staffing levels. The statutory cap will not cure the deficiency level in a

time frame consistent with meeting evidenced needs and planned projects, and without adopting the proposed parks and recreation impact fees, the City will be perpetually underserving residents or creating a burden on existing residents by increasing the tax rate to meet unserved needs.

The City of Port St. Lucie's 2013 Impact Fee Study included costs related to park improvements and recreation facilities. For park improvements, the 2023 cost of $200,000 per acre represents an increase of 80 percent when compared to the 2013 cost of $111,000 per acre. For recreation facilities, the 2023 construction cost of $260 per square foot to $320 per square foot represents an increase of 15 percent and 42 percent, respectively, when compared to the 2013 construction cost of $226 per square foot. The statutory cap will not allow the City to fully fund growth-related parks and recreation infrastructure during this time of extraordinary growth and inflation.

It is important to note the previous impact fee study did not include land acquisition for parks. Due to the rapid pace of recent growth, and the scarcity of larger parcels for future parks, it is important to include land acquisition in the parks and recreation impact fee to prevent the further decline in Port St. Lucie's level-of-service standards. The current land acquisition cost exceeds $400,000 per acre. In combination, increased costs and the inclusion of a land acquisition component increase the proposed parks and recreation fees beyond the statutory limit of 50 percent imposed by the Florida Impact Fee Act.

As shown below, the parks and recreation components include $328,218,950 in capital expenditures. In 2021, the City of Port St. Lucie issued Capital Improvement and Refunding Revenue Bonds with a principal balance of $45,665,000 that included $19,000,000 for construction of Torino Regional Park and Tradition Regional Park. The unfunded capital expenditures of $309,218,950 – $199,377,315 for future development and $109,841,635 for existing development – are significant and demonstrate the extraordinary circumstances necessitating the need to exceed the phase-in limitations. It is important to note that the 2019 Master Plan included $9,600,000 in funding from the St. Lucie County Municipal Services Taxing Unit (MSTU) beginning in FY 2023-2024, however, MSTU funding is no longer available.

Fee Component	Growth Share		Existing Share	Total
	Years 1-10	Years 11-28		
Park Improvements	$139,524,210	$68,604,739	$120,090,002	$328,218,950
Debt Credit	($3,182,265)	($5,569,369)	($10,248,366)	($19,000,000)
Total	$136,341,945	$63,035,370	$109,841,635	$309,218,950