DRAFT

Public Buildings Impact Fee Study

Prepared for:

Port St. Lucie, Florida

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TABLE OF CONTENTS

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EXECUTIVE SUMMARY

Port St. Lucie, Florida, contracted with TischlerBise to update its public buildings 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 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
Public Buildings	Citywide	Public Works Facilities, Parking Facilities	Administrative Facilities	N/A	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.

PROPOSED IMPACT FEES

Port St. Lucie will assess residential impact fees per dwelling unit, based on the type of unit, and nonresidential impact fees per development unit, based on the type of development. The Florida Impact Fee Act 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. According to Florida's Impact Fee Act, an impact fee may not be increased more than once every four years. Port St. Lucie adopted the current public buildings impact fees in 2023. The proposed nonresidential public buildings impact fees in the 2023 impact fee study represented an increase compared to the previous nonresidential public buildings impact fees, so the proposed nonresidential public buildings impact fees below represent the statutory limit until 2027.

Figure 2: Proposed Impact Fees

Residential Fees per Development Unit						
Development Type	Development Unit	Maximum Justifiable	Current Fees[1]	Statutory Limit[2]	Proposed Fees	Increase / (Decrease)
Single Family	Housing Unit	$615	$516	$774	$615	$99
Multi-Family	Housing Unit	$440	$337	$506	$440	$103
Mobile Residence	Housing Unit	$533	$417	$626	$533	$116

Nonresidential Fees per Development Unit						
Development Type	Development Unit	Maximum Justifiable	Current Fees[1]	Statutory Limit[3]	Proposed Fees	Increase / (Decrease)
Commercial	1,000 Sq Ft	$609	$160	$174	$174	$14
Research & Dev. Center	1,000 Sq Ft	$945	$232	$254	$254	$22
Office	1,000 Sq Ft	$936	$264	$288	$288	$24
Nursing Home	1,000 Sq Ft	$586	$186	$203	$203	$17
Hospital	1,000 Sq Ft	$822	$234	$255	$255	$21
Day Care	Student	$55	$12	$14	$14	$2
University/College	Student	$52	$15	$17	$17	$2
Secondary School	1,000 Sq Ft	$181	$51	$56	$56	$5
Elementary School	1,000 Sq Ft	$267	$77	$84	$84	$7
Lodging	Room	$37	$33	$35	$35	$2
Assisted Living	Bed	$175	$54	$59	$59	$5
Mini-Warehouse	1,000 Sq Ft	$417	$3	$3	$3	$0
Warehousing	1,000 Sq Ft	$98	$73	$80	$80	$7
Manufacturing	1,000 Sq Ft	$543	$142	$155	$155	$13
Light Industrial	1,000 Sq Ft	$451	$184	$201	$201	$17

1. Current fees as of July 1, 2025.
2. This represents the maximum allowable increase (50 percent) to the current fees without extraordinary circumstances.
3. 2023 Impact Fee Study statutory limit. The Florida Impact Fee Act says "an impact fee may not be increased more than once every 4 years.

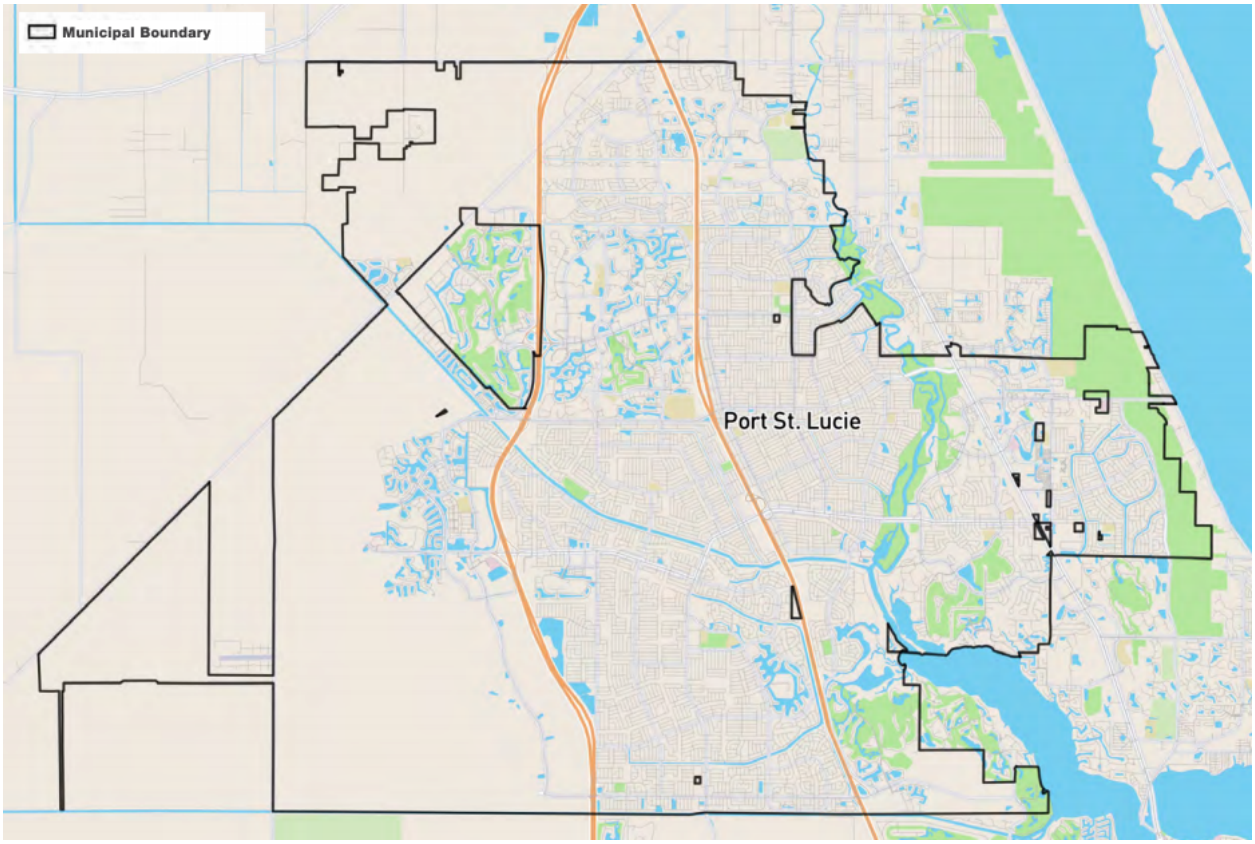
PUBLIC BUILDINGS IMPACT FEES

METHODOLOGY

The public buildings impact fees include components for administrative facilities, public works facilities, and parking facilities. The analysis uses the incremental expansion methodology for the administrative facilities component and the cost recovery methodology for public works facilities and parking facilities components.

SERVICE AREA

Port St. Lucie plans to provide a uniform level of service citywide; therefore, the public buildings impact fees use a citywide service area. The map below illustrates the public buildings impact fee service area. If the boundaries of the city are expanded by annexation action these fees will then apply to all lands within the revised/expanded boundary.



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 2022 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 2022					
Residential				Demand Hours/Day	Person Hours
Population	224,916				
Residents Not Working		139,495		20	2,789,900
Employed Residents		85,421			
Employed in Port St. Lucie, FL			14,707	14	205,898
Employed outside Port St. Lucie, FL			70,714	14	989,996
				Residential Subtotal	3,985,794
				Residential Share	81%
Nonresidential					
Non-working Residents		139,495		4	557,980
Jobs Located in Port St. Lucie, FL		35,424			
Residents Employed in Port St. Lucie, FL			14,707	10	147,070
Non-Resident Workers (inflow commuters)			20,717	10	207,170
				Nonresidential Subtotal	912,220
				Nonresidential Share	19%
				Total	4,898,014

Source: Florida Estimates of Population, Bureau of Economic and Business Research, University of Florida (Population); U.S. Census Bureau, OnTheMap 6.25.1 Application and LEHD Origin-Destination Employment Statistics (employment), 2022.

The analysis allocates the proportionate share of costs attributable to residential development to population and then converts the cost per person to an appropriate amount by type of housing unit. 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.

DEMAND INDICATORS

Shown below, Figure PB2 displays the demand indicators for residential and nonresidential land uses. For residential development, the table displays the number of persons per development unit according to data published by the U.S. Census Bureau. For nonresidential development, the table displays the number of employees per development unit according to data published by the Institute of Transportation Engineers.

Figure PB2: Demand Units per Development Unit

Residential Development		
Development Type	Development Unit	Persons per Unit[1]
Single Family	Housing Unit	2.84
Multi-Family	Housing Unit	2.03
Mobile Residence	Housing Unit	2.46

Nonresidential Development		
Development Type	Development Unit	Jobs per Unit[2]
Commercial	1,000 Sq Ft	2.12
Research & Dev. Center	1,000 Sq Ft	3.29
Office	1,000 Sq Ft	3.26
Nursing Home	1,000 Sq Ft	2.04
Hospital	1,000 Sq Ft	2.86
Day Care	Student	0.19
University/College	Student	0.18
Secondary School	1,000 Sq Ft	0.63
Elementary School	1,000 Sq Ft	0.93
Lodging	Room	0.13
Assisted Living	Bed	0.61
Mini-Warehouse	1,000 Sq Ft	1.45
Warehousing	1,000 Sq Ft	0.34
Manufacturing	1,000 Sq Ft	1.89
Light Industrial	1,000 Sq Ft	1.57

1. U.S. Census Bureau, 2019-2023 American Community Survey 5-Year Estimates.
2. Trip Generation, Institute of Transportation Engineers, 11th Edition (2021).

LEVEL-OF-SERVICE ANALYSIS

Administrative Facilities – Incremental Expansion

Port St. Lucie currently provides 112,965 square feet of administrative facilities to existing development and will incrementally expand these facilities to serve future development. To allocate the proportionate share of demand for administrative facilities to residential and nonresidential development, this analysis uses functional population outlined in Figure PB1. Port St. Lucie's existing level of service for residential development is 0.3402 square feet per person (112,965 square feet X 81 percent residential share / 269,002 persons). For nonresidential development, the existing level of service is 0.4398 square feet per job (112,965 square feet X 19 percent nonresidential share / 48,801 jobs).

Based on construction cost estimates provided by the Port St. Lucie Facilities Maintenance Department, the future City Hall expansion will cost $16,386,300 to construct 31,212 square feet of administrative facilities. This analysis uses the City Hall expansion construction cost of $525 per square foot ($16,386,300 City Hall expansion cost / 31,212 square feet) as a proxy for future construction costs. Port St. Lucie can use impact fees for the City Hall expansion project or for other growth-related administrative facilities. The growth-related cost of administrative facilities is $178.58 per person (0.3402 square feet per person X $525 per square foot) and $230.90 per job (0.4398 square feet per job X $525 per square foot).

Figure PB3: Existing Level of Service and Cost Factors

Description	Square Feet
City Hall - A (Council & Admin)	73,680
City Hall - B (Building & Engineering)	37,328
City Hall - Clinic	1,957
Total	112,965

Cost Factors	
City Hall Expansion	$16,386,300
Square Feet	31,212
Cost per Square Foot	$525

Level-of-Service (LOS) Standards	
Existing Square Feet	112,965
Residential	
Residential Share	81%
2025 Population	269,002
Square Feet per Person	0.3402
Cost per Person	$178.58
Nonresidential	
Nonresidential Share	19%
2025 Jobs	48,801
Square Feet per Job	0.4398
Cost per Job	$230.90

Source: Port St. Lucie Facilities Maintenance Department

Public Works Facilities – Cost Recovery

Port St. Lucie currently provides 31,009 square feet of public works facilities to existing development and plans to construct additional public works facilities to serve future development.

Figure PB4: Existing Public Works Facilities

Description	Square Feet
Public Works - 1 (Administration)	4,448
Public Works - 2 (Warehouse 1 & 2)	7,237
Public Works - 3 (Traffic)	4,702
Maintenance Garage	14,622
Total	31,009

Source: Port St. Lucie Facilities Maintenance Department

Port St. Lucie plans to construct new public works facilities to serve existing and future development. As shown below, these facilities include 71,576 square feet at a cost of $46,752,592, and the analysis uses the average cost of $653 per square foot ($46,752,592 total cost / 71,576 square feet) in the impact fee calculation. In 2021, Port St. Lucie issued Capital Improvement and Refunding Revenue Bonds with a principal balance of $45,665,000 that included $14,393,465 for construction of Phase I of the Public Works Facility (approximately 30,000 square feet). The current project scope for Phase I includes 45,000 square feet and a total cost of $29,393,465. This includes additional bond financing of $15,000,000, and this analysis uses 2055 as the final year of repayment for the proposed bond.

Figure PB5: Planned Public Works Facilities

Description	Square Feet	Cost	Cost per Sq Ft
Public Works Facility - Phase I	45,000	$29,393,465	$653
Public Works Facility - Phase II	10,973	$7,167,433	$653
Public Works Facility - Phase III	15,603	$10,191,694	$653
Total	71,576	$46,752,592	$653

Source: Port St. Lucie Facilities Maintenance Department

As discussed on the previous page, Port St. Lucie plans to construct new public works facilities to serve existing and future development. Phase I includes 45,000 square feet and will replace 6,536 square feet of existing facilities, Phase II includes 10,973 square feet and will replace 9,851 square feet of existing facilities, and Phase III includes 15,603 square feet and will replace 14,622 square feet of existing facilities. The planned public works facilities include 71,576 square feet; however, replacement of existing facilities equals 31,009 square feet. As shown below, planned public works facilities represent a net increase of 40,567 square feet (71,576 square feet – 31,009 square feet).

Port St. Lucie can only use impact fees to construct or acquire additional public works facilities, so replacement of existing facilities is ineligible for impact fees. As shown in Figure PB10, projected demand from future development does not exceed 40,567 square feet of planned public works facilities.

Figure PB6: Net New Public Works Facilities Square Feet

Description	Phase I	Phase II	Phase III	Total
Subtotal, Planned	45,000	10,973	15,603	71,576
Public Works - 1 (Administration)	-4,448	0	0	-4,448
Public Works - 2 (Warehouse 1 & 2)	0	-7,237	0	-7,237
Public Works - 3 (Traffic)	-2,088	-2,614	0	-4,702
Maintenance Garage	0	0	-14,622	-14,622
Subtotal, Replacement	-6,536	-9,851	-14,622	-31,009
Total, Net New	38,464	1,122	981	40,567

Source: Port St. Lucie Facilities Maintenance Department

Port St. Lucie plans to construct 71,576 square feet of public works facilities. The planned facilities will replace 31,009 square feet of existing facilities, so Port St. Lucie will provide 71,576 square feet of public works facilities to all development in 2055.

To allocate the proportionate share of demand to residential and nonresidential development, this analysis uses functional population outlined in Figure PB1. Port St. Lucie's planned level of service for residential development is 0.1375 square feet per person (71,576 square feet X 81 percent residential share / 421,629 persons). For nonresidential development, the planned level of service is 0.1919 square feet per job (71,576 square feet X 19 percent nonresidential share / 70,861 jobs).

The total cost of planned public works facilities is $46,752,592, so this analysis uses a construction cost of $653 per square foot. For public works facilities, the cost is $89.82 per person (0.1375 square feet per person X $653 per square foot) and $125.36 per job (0.1919 square feet per job X $653 per square foot).

Figure PB7: Planned Level of Service and Cost Factors

Description	Square Feet
Existing Square Feet	31,009
Planned Square Feet	71,576
Replacement Square Feet	-31,009
Total	71,576

Cost Factors	
Public Works Facilities Cost	$46,752,592
Planned Square Feet	71,576
Cost per Square Foot	$653

Level-of-Service (LOS) Standards	
Planned Square Feet	71,576
Residential	
Residential Share	81%
2055 Population	421,629
Square Feet per Person	0.1375
Cost per Person	$89.82
Nonresidential	
Nonresidential Share	19%
2055 Jobs	70,861
Square Feet per Job	0.1919
Cost per Job	$125.36

Source: Port St. Lucie Facilities Maintenance Department

Parking Facilities – Cost Recovery

Port St. Lucie plans to construct a parking garage with 525 spaces within the City Hall Complex to serve existing and future development through 2055. According to estimates provided by the Facilities Maintenance Department, the planned parking garage will cost $15,750,000 ($30,000 per parking space). Port St. Lucie will issue bonds to fund construction of the parking garage, and this analysis uses 2055 as the final year of repayment for the proposed bond.

To allocate the proportionate share of demand to residential and nonresidential development, this analysis uses functional population outlined in Figure PB1. Port St. Lucie's planned level of service for residential development is 0.0010 parking spaces per person (525 parking spaces X 81 percent residential share / 421,629 persons). For nonresidential development, the planned level of service is 0.0014 parking spaces per job (525 parking spaces X 19 percent nonresidential share / 70,861 jobs).

The total cost of planned parking facilities is $15,750,000, so this analysis uses a construction cost of $30,000 per parking space. For parking facilities, the cost is $30.26 per person (0.0010 parking spaces per person X $30,000 per parking space) and $42.23 per job (0.0014 parking spaces per job X $30,000 per parking space).

Figure PB8: Planned Level of Service and Cost Factors

Cost Factors	
Main Parking Garage Cost	$15,750,000
Parking Spaces	525
Cost per Space	$30,000

Level-of-Service (LOS) Standards	
2055 Parking Spaces	525
Residential	
Residential Share	81%
2055 Population	421,629
Parking Spaces per Person	0.0010
Cost per Person	$30.26
Nonresidential	
Nonresidential Share	19%
2055 Jobs	70,861
Parking Spaces per Job	0.0014
Cost per Job	$42.23

Source: Port St. Lucie Facilities Maintenance Department

PROJECTED DEMAND FOR SERVICES AND COSTS

As shown in Appendix B, projected development during the next 10 years includes residential growth of 61,795 persons and nonresidential growth of 7,995 jobs. To serve future development, Port St. Lucie plans to construct administrative facilities, public works facilities, and parking facilities during the next 10 years. The following pages include a more detailed projection of demand for public buildings.

Administrative Facilities – Incremental Expansion

Port St. Lucie plans to maintain its existing level of service for administrative facilities during the next 10 years. Based on a projected population increase of 61,795 persons, future residential development demands approximately 21,020 square feet of administrative facilities (61,795 additional persons X 0.3402 square feet per person). With projected employment growth of 7,995 jobs, future nonresidential development demands approximately 3,516 square feet of administrative facilities (7,995 additional jobs X 0.4398 square feet per job). Future development demands approximately 24,536 square feet of administrative facilities at a cost of $12,881,317 (24,535.8 square feet X $525 per square foot).

Figure PB9: Projected Demand for Administrative Facilities

Type of Infrastructure	Level of Service	Demand Unit	Cost per Unit
Administrative Facilities	0.3402 Square Feet	per Person	$525
	0.4398 Square Feet	per Job	

Demand for Administrative Facilities					
Year	Population	Jobs	Square Feet		
			Residential	Nonresidential	Total
2025	269,002	48,801	91,501.7	21,463.4	112,965.0
2026	275,520	49,697	93,718.9	21,857.3	115,576.2
2027	282,039	50,593	95,936.1	22,251.2	118,187.4
2028	288,557	51,489	98,153.4	22,645.2	120,798.6
2029	295,076	52,384	100,370.6	23,039.1	123,409.8
2030	301,593	53,280	102,587.6	23,433.1	126,020.6
2031	307,435	53,983	104,574.7	23,742.3	128,317.0
2032	313,276	54,686	106,561.4	24,051.6	130,613.0
2033	319,116	55,390	108,548.2	24,360.9	132,909.1
2034	324,957	56,093	110,534.9	24,670.2	135,205.1
2035	330,797	56,796	112,521.4	24,979.5	137,500.8
10-Yr Increase	61,795	7,995	21,019.7	3,516.1	24,535.8

Growth-Related Expenditures	$11,035,349	$1,845,968	$12,881,317

Public Works Facilities – Cost Recovery

Port St. Lucie plans to construct public works facilities at a cost of $46,752,592 to serve all development through 2055 (the final year of debt repayment). Based on a projected population increase of 152,627 persons, future residential development demands approximately 20,987 square feet (152,627 additional persons X 0.1375 square feet per person). With projected employment growth of 22,059 jobs, future nonresidential development demands approximately 4,234 square feet (22,059 additional jobs X 0.1919 square feet per job). Future development demands approximately 25,221 square feet of the planned public works facilities at a cost of $16,473,828 (25,220.6 square feet X $653 per square foot).

Based on the planned level-of-service standards, existing development's share of the planned public works facilities is approximately 36,990 square feet for residential development (269,002 existing persons X 0.1375 square feet per person) and approximately 9,366 square feet for nonresidential development (48,801 existing jobs X 0.1919 square feet per job). Existing development's share of $30,278,764 (46,355.4 square feet X $653 per square foot) may not be paid with impact fee revenue.

Figure PB10: Projected Demand for Public Works Facilities

Type of Infrastructure	Level of Service	Demand Unit	Cost per Unit
Public Works Facilities	0.1375 Square Feet	per Person	$653
	0.1919 Square Feet	per Job	

Demand for Public Works Facilities					
Year	Population	Jobs	Square Feet		
			Residential	Nonresidential	Total
2025	269,002	48,801	36,989.5	9,365.9	46,355.4
2026	275,520	49,697	37,885.8	9,537.8	47,423.6
2027	282,039	50,593	38,782.1	9,709.7	48,491.8
2028	288,557	51,489	39,678.4	9,881.6	49,560.0
2029	295,076	52,384	40,574.7	10,053.5	50,628.2
2030	301,593	53,280	41,470.9	10,225.4	51,696.3
2031	307,435	53,983	42,274.2	10,360.4	52,634.6
2032	313,276	54,686	43,077.4	10,495.3	53,572.7
2033	319,116	55,390	43,880.5	10,630.3	54,510.8
2034	324,957	56,093	44,683.7	10,765.3	55,448.9
2035	330,797	56,796	45,486.7	10,900.2	56,386.9
2040	356,376	60,312	49,003.9	11,575.0	60,579.0
2045	380,092	63,828	52,265.0	12,249.8	64,514.9
2050	401,843	67,344	55,255.9	12,924.6	68,180.6
2055	421,629	70,861	57,976.6	13,599.4	71,576.0
30-Yr Increase	152,627	22,059	20,987.1	4,233.5	25,220.6

Growth-Related Expenditures	$13,708,524	$2,765,304	$16,473,828
Existing Development Expenditures	$24,161,076	$6,117,688	$30,278,764
Total Expenditures	$37,869,600	$8,882,993	$46,752,592

Parking Facilities – Cost Recovery

Port St. Lucie plans to construct a parking garage at a cost of $15,750,000 to serve all development through 2055 (the final year of debt repayment). Based on a projected population increase of 152,627 persons, future residential development demands approximately 154 parking spaces (152,627 additional persons X 0.0010 parking spaces per person). With projected employment growth of 22,059 jobs, future nonresidential development demands approximately 31 parking spaces (22,059 additional jobs X 0.0014 parking spaces per job). Future development demands approximately 185 parking spaces of the planned parking garage at a cost of $5,549,699 (185 parking spaces X $30,000 per parking space).

Based on the planned level-of-service standards, existing development's share of the planned parking garage is approximately 271 parking spaces for residential development (269,002 existing persons X 0.0010 parking spaces per person) and approximately 69 parking spaces for nonresidential development (48,801 existing jobs X 0.0014 parking spaces per job). Existing development's share of $10,200,301 (340 parking spaces X $30,000 per parking space) may not be paid with impact fee revenue.

Figure PB11: Projected Demand for Parking Facilities

Type of Infrastructure	Level of Service	Demand Unit	Cost per Unit
Parking Facilities	0.0010 Parking Spaces	per Person	$30,000
	0.0014 Parking Spaces	per Job	

Demand for Parking Facilities					
Year	Population	Jobs	Parking Spaces		
			Residential	Nonresidential	Total
2025	269,002	48,801	271.3	68.7	340.0
2026	275,520	49,697	277.9	70.0	347.8
2027	282,039	50,593	284.5	71.2	355.7
2028	288,557	51,489	291.0	72.5	363.5
2029	295,076	52,384	297.6	73.7	371.4
2030	301,593	53,280	304.2	75.0	379.2
2031	307,435	53,983	310.1	76.0	386.1
2032	313,276	54,686	316.0	77.0	392.9
2033	319,116	55,390	321.9	78.0	399.8
2034	324,957	56,093	327.7	79.0	406.7
2035	330,797	56,796	333.6	80.0	413.6
2040	356,376	60,312	359.4	84.9	444.3
2045	380,092	63,828	383.4	89.9	473.2
2050	401,843	67,344	405.3	94.8	500.1
2055	421,629	70,861	425.3	99.8	525.0
30-Yr Increase	152,627	22,059	153.9	31.1	185.0

Growth-Related Expenditures	$4,618,124	$931,575	$5,549,699
Existing Development Expenditures	$8,139,376	$2,060,925	$10,200,301
Total Expenditures	$12,757,500	$2,992,500	$15,750,000

CREDITS

Existing Debt

In 2021, Port St. Lucie issued Capital Improvement and Refunding Revenue Bonds with a principal balance of $45,665,000 that included $14,393,465 for construction of the Public Works Facility. To prevent future development from paying once through the impact fee and a second time through future debt service payments, 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 functional population outlined in Figure PB1. Annual principal payments are divided by projected population or jobs during the year of each payment to determine annual principal payments per person or per job. To account for the time value of money, annual principal payments are discounted using a net present value formula based on the average discount rate of 4.2 percent. The net present value of future principal payments is $20.19 per person and $27.25 per job. The analysis does not include a credit for future interest payments since impact fee calculations only include principal costs.

Figure PB12: Existing Debt Credit

Year	Principal Due	Residential Share	Population	Payment per Person	Nonresidential Share	Jobs	Payment per Job
2022	$822,664	$666,358	231,485	$2.88	$156,306	42,277	$3.70
2023	$855,759	$693,165	246,652	$2.81	$162,594	42,656	$3.81
2024	$242,702	$196,588	261,376	$0.75	$46,113	45,984	$1.00
2025	$252,157	$204,248	269,002	$0.76	$47,910	48,801	$0.98
2026	$263,189	$213,183	275,520	$0.77	$50,006	49,697	$1.01
2027	$272,645	$220,843	282,039	$0.78	$51,803	50,593	$1.02
2028	$283,677	$229,779	288,557	$0.80	$53,899	51,489	$1.05
2029	$297,861	$241,267	295,076	$0.82	$56,594	52,384	$1.08
2030	$313,621	$254,033	301,593	$0.84	$59,588	53,280	$1.12
2031	$329,381	$266,798	307,435	$0.87	$62,582	53,983	$1.16
2032	$345,141	$279,564	313,276	$0.89	$65,577	54,686	$1.20
2033	$362,476	$293,606	319,116	$0.92	$68,871	55,390	$1.24
2034	$379,812	$307,648	324,957	$0.95	$72,164	56,093	$1.29
2035	$395,572	$320,413	330,797	$0.97	$75,159	56,796	$1.32
2036	$411,332	$333,179	335,914	$0.99	$78,153	57,499	$1.36
2037	$427,092	$345,944	341,029	$1.01	$81,147	58,203	$1.39
2038	$444,428	$359,986	346,145	$1.04	$84,441	58,906	$1.43
2039	$463,339	$375,305	351,260	$1.07	$88,034	59,609	$1.48
2040	$480,675	$389,347	356,376	$1.09	$91,328	60,312	$1.51
2041	$501,163	$405,942	361,119	$1.12	$95,221	61,015	$1.56
2042	$520,075	$421,261	365,862	$1.15	$98,814	61,719	$1.60
2043	$542,139	$439,132	370,606	$1.18	$103,006	62,422	$1.65
2044	$562,626	$455,727	375,349	$1.21	$106,899	63,125	$1.69
2045	$584,690	$473,599	380,092	$1.25	$111,091	63,828	$1.74
2046	$608,330	$492,747	384,442	$1.28	$115,583	64,532	$1.79
2047	$633,546	$513,172	388,792	$1.32	$120,374	65,235	$1.85
2048	$658,761	$533,597	393,143	$1.36	$125,165	65,938	$1.90
2049	$685,553	$555,298	397,493	$1.40	$130,255	66,641	$1.95
2050	$712,345	$576,999	401,843	$1.44	$135,346	67,344	$2.01
2051	$740,713	$599,977	405,800	$1.48	$140,735	68,048	$2.07
Total	$14,393,465	$11,658,707		$35.21	$2,734,758		$47.97
4.2%	Interest Rate	Credit per Person		$20.19	Credit per Job		$27.25

Future Debt

Port St. Lucie will issue bonds with a principal balance of $47,136,300 for construction of future public buildings. This includes $16,386,300 for the City Hall expansion, $15,000,000 for Phase I of the Public Works facility, and $15,750,000 for the parking garage. To prevent future development from paying once through the impact fee and a second time through future debt service payments, the analysis includes a credit for future debt service payments. To allocate the proportionate share of debt service payments to residential and nonresidential development, this analysis uses functional population outlined in Figure PB1. Annual principal payments are divided by projected population or jobs during the year of each payment to determine annual principal payments per person or 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 4.0 percent. The net present value of future principal payments is $61.87 per person and $83.98 per job. The analysis does not include a credit for future interest payments since impact fee calculations only include principal costs.

Figure PB13: Future Debt Credit

Year	Principal Due	Residential Share	Population	Payment per Person	Nonresidential Share	Jobs	Payment per Job
2026	$2,694,093	$2,182,215	275,520	$7.92	$511,878	49,697	$10.30
2027	$2,802,476	$2,270,005	282,039	$8.05	$532,470	50,593	$10.52
2028	$794,809	$643,795	288,557	$2.23	$151,014	51,489	$2.93
2029	$825,776	$668,878	295,076	$2.27	$156,897	52,384	$3.00
2030	$861,903	$698,142	301,593	$2.31	$163,762	53,280	$3.07
2031	$892,870	$723,225	307,435	$2.35	$169,645	53,983	$3.14
2032	$928,997	$752,488	313,276	$2.40	$176,510	54,686	$3.23
2033	$975,447	$790,112	319,116	$2.48	$185,335	55,390	$3.35
2034	$1,027,058	$831,917	324,957	$2.56	$195,141	56,093	$3.48
2035	$1,078,669	$873,722	330,797	$2.64	$204,947	56,796	$3.61
2036	$1,130,280	$915,527	335,914	$2.73	$214,753	57,499	$3.73
2037	$1,187,052	$961,512	341,029	$2.82	$225,540	58,203	$3.88
2038	$1,243,824	$1,007,498	346,145	$2.91	$236,327	58,906	$4.01
2039	$1,295,435	$1,049,303	351,260	$2.99	$246,133	59,609	$4.13
2040	$1,347,046	$1,091,108	356,376	$3.06	$255,939	60,312	$4.24
2041	$1,398,657	$1,132,912	361,119	$3.14	$265,745	61,015	$4.36
2042	$1,455,429	$1,178,898	365,862	$3.22	$276,532	61,719	$4.48
2043	$1,517,363	$1,229,064	370,606	$3.32	$288,299	62,422	$4.62
2044	$1,574,135	$1,275,049	375,349	$3.40	$299,086	63,125	$4.74
2045	$1,641,229	$1,329,395	380,092	$3.50	$311,833	63,828	$4.89
2046	$1,703,162	$1,379,561	384,442	$3.59	$323,601	64,532	$5.01
2047	$1,775,417	$1,438,088	388,792	$3.70	$337,329	65,235	$5.17
2048	$1,842,512	$1,492,434	393,143	$3.80	$350,077	65,938	$5.31
2049	$1,914,767	$1,550,961	397,493	$3.90	$363,806	66,641	$5.46
2050	$1,992,183	$1,613,669	401,843	$4.02	$378,515	67,344	$5.62
2051	$2,074,761	$1,680,556	405,800	$4.14	$394,205	68,048	$5.79
2052	$2,157,339	$1,747,444	409,757	$4.26	$409,894	68,751	$5.96
2053	$2,245,077	$1,818,513	413,714	$4.40	$426,565	69,454	$6.14
2054	$2,332,816	$1,889,581	417,671	$4.52	$443,235	70,157	$6.32
2055	$2,425,716	$1,964,830	421,629	$4.66	$460,886	70,861	$6.50
Total	$47,136,300	$38,180,403		$107.27	$8,955,897		$147.00

4.0%	Interest Rate	Credit per Person	$61.87	Credit per Job	$83.98

PROPOSED PUBLIC BUILDINGS IMPACT FEES

Infrastructure components and cost factors for public buildings impact fees are summarized in the upper portion of Figure PB14. The cost is $216.59 per person and $287.26 per job.

Public buildings impact fees for residential development are assessed according to the number of persons per development unit. The single-family fee of $615 is calculated using a cost of $216.59 per person multiplied by 2.84 persons per single-family unit.

Public buildings impact fees for nonresidential development are assessed according to the number of jobs per development unit. The commercial fee of $609 per 1,000 square feet is calculated using a cost of $287.26 per job multiplied by 2.12 jobs per 1,000 square feet of commercial floor area. According to Florida's Impact Fee Act, an impact fee may not be increased more than once every four years. Port St. Lucie adopted the current public buildings impact fees in 2023. The proposed nonresidential public buildings impact fees in the 2023 impact fee study represented an increase compared to the previous nonresidential public buildings impact fees, so the proposed nonresidential public buildings impact fees shown in Figure PB14 represent the statutory limit until 2027.

Figure PB14: Proposed Public Buildings Impact Fees

Fee Component	Cost per Person	Cost per Job
Administrative Facilities	$178.58	$230.90
Public Works Facilities	$89.82	$125.36
Parking Facilities	$30.26	$42.23
Debt Credit - Existing	($20.19)	($27.25)
Debt Credit - Future	($61.87)	($83.98)
Total	$216.59	$287.26

Residential Fees per Development Unit							
Development Type	Development Unit	Persons per Unit[1]	Maximum Justifiable	Current Fees[2]	Statutory Limit[3]	Proposed Fees	Increase / (Decrease)
Single Family	Housing Unit	2.84	$615	$516	$774	$615	$99
Multi-Family	Housing Unit	2.03	$440	$337	$506	$440	$103
Mobile Residence	Housing Unit	2.46	$533	$417	$626	$533	$116

Nonresidential Fees per Development Unit							
Development Type	Development Unit	Jobs per Unit[1]	Maximum Justifiable	Current Fees[2]	Statutory Limit[4]	Proposed Fees	Increase / (Decrease)
Commercial	1,000 Sq Ft	2.12	$609	$160	$174	$174	$14
Research & Dev. Center	1,000 Sq Ft	3.29	$945	$232	$254	$254	$22
Office	1,000 Sq Ft	3.26	$936	$264	$288	$288	$24
Nursing Home	1,000 Sq Ft	2.04	$586	$186	$203	$203	$17
Hospital	1,000 Sq Ft	2.86	$822	$234	$255	$255	$21
Day Care	Student	0.19	$55	$12	$14	$14	$2
University/College	Student	0.18	$52	$15	$17	$17	$2
Secondary School	1,000 Sq Ft	0.63	$181	$51	$56	$56	$5
Elementary School	1,000 Sq Ft	0.93	$267	$77	$84	$84	$7
Lodging	Room	0.13	$37	$33	$35	$35	$2
Assisted Living	Bed	0.61	$175	$54	$59	$59	$5
Mini-Warehouse	1,000 Sq Ft	1.45	$417	$3	$3	$3	$0
Warehousing	1,000 Sq Ft	0.34	$98	$73	$80	$80	$7
Manufacturing	1,000 Sq Ft	1.89	$543	$142	$155	$155	$13
Light Industrial	1,000 Sq Ft	1.57	$451	$184	$201	$201	$17

1. See Land Use Assumptions.
2. Current fees as of July 1, 2025.
3. This represents the maximum allowable increase (50 percent) to the current fees without extraordinary circumstances.
4. 2023 Impact Fee Study statutory limit. The Florida Impact Fee Act says "an impact fee may not be increased more than once every 4 years."

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 $14,331,516 and projected expenditures equal $75,383,909 before debt credits. Existing development's share of $40,479,065 for the Public Works facilities and parking facilities may not be paid with impact fees.

Figure PB15: Projected Public Buildings Impact Fee Revenue

Fee Component	Growth Share		Existing Share	Total
	Years 1-10	Years 11-30		
Administrative Facilities	$12,881,317	$0	$0	$12,881,317
Public Works Facilities	$6,552,470	$9,921,358	$30,278,764	$46,752,592
Parking Facilities	$2,207,394	$3,342,304	$10,200,301	$15,750,000
Gross Expenditures	$21,641,181	$13,263,662	$40,479,065	$75,383,909
Debt Credit - Existing	($1,465,691)	($1,821,154)	$0	($3,286,845)
Debt Credit - Future	($4,494,500)	($6,800,668)	$0	($11,295,168)
Net Expenditures	$15,680,990	$4,641,840	$40,479,065	$60,801,896

Year		Single Family $615 per unit	Multi-Family $440 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	2025	90,992	12,985	7,677	8,485	7,188	4,681
Year 1	2026	93,062	13,300	8,388	8,602	7,293	4,704
Year 2	2027	95,132	13,616	9,100	8,718	7,398	4,726
Year 3	2028	97,201	13,931	9,811	8,835	7,503	4,749
Year 4	2029	99,271	14,246	10,522	8,951	7,609	4,772
Year 5	2030	101,341	14,562	11,234	9,068	7,714	4,794
Year 6	2031	103,196	14,844	11,596	9,185	7,796	4,817
Year 7	2032	105,050	15,127	11,958	9,301	7,879	4,839
Year 8	2033	106,905	15,410	12,321	9,418	7,961	4,862
Year 9	2034	108,759	15,692	12,683	9,534	8,043	4,885
Year 10	2035	110,614	15,975	13,045	9,651	8,126	4,907
10-Year Increase		19,622	2,990	5,369	1,166	938	226
Projected Revenue		$12,067,530	$1,315,600	$429,480	$202,884	$270,144	$45,878

Projected Fee Revenue (Years 1-10)	$14,331,516
Projected Fee Revenue (Years 11-30)	$1,292,434
Total Expenditures	$60,801,896

APPENDIX A: LAND USE DEFINITIONS

RESIDENTIAL DEVELOPMENT

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

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.

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.

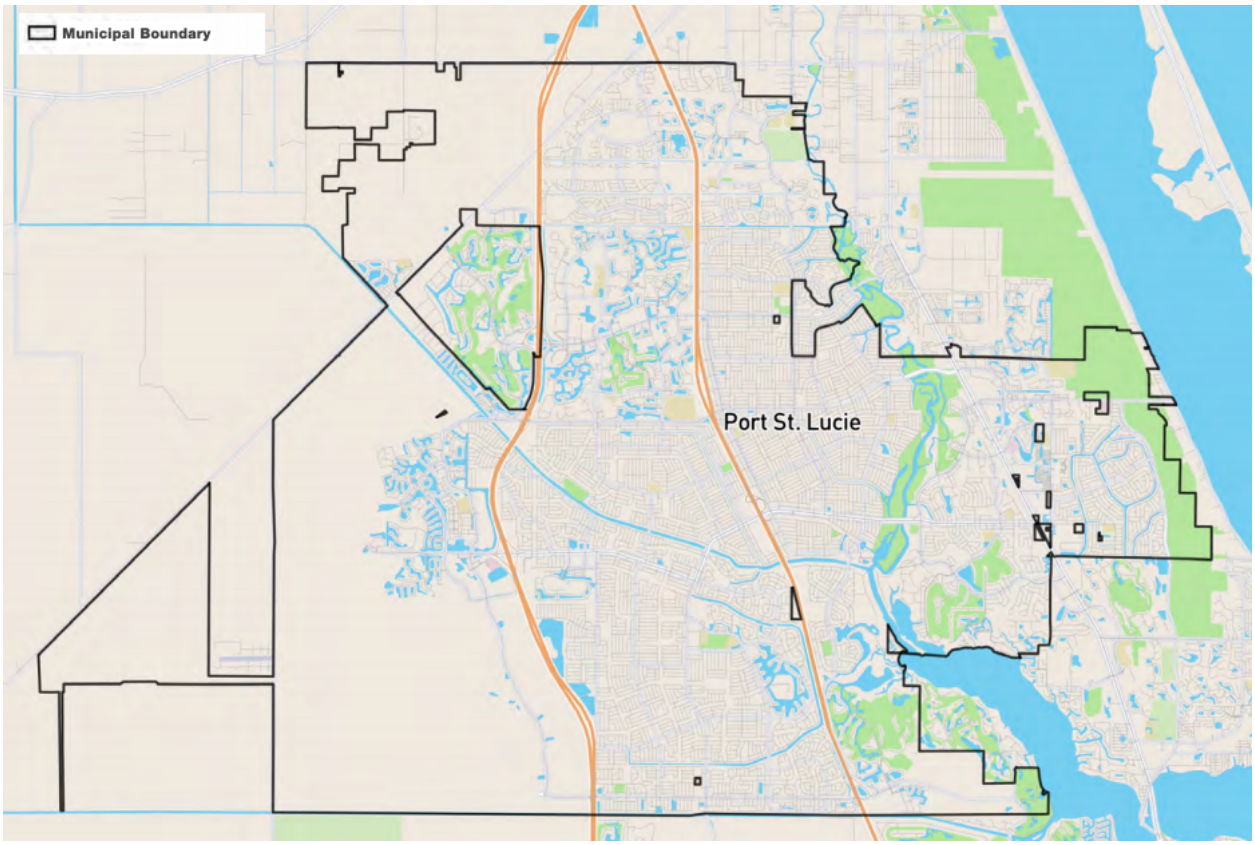
Warehousing: A warehouse is primarily devoted to the storage of materials, but it may also include office and maintenance areas.

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. If the boundaries of the city are expanded by annexation action these fees will then apply to all lands within the revised/expanded boundary.



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. The analysis uses population projections from the 2025 City of Port St. Lucie Comprehensive Plan Update. For housing units, TischlerBise applies occupancy factors derived from American Community Survey 2019-2023 5-Year Estimates to population projections. For nonresidential development, TischlerBise uses recent building per data to project nonresidential floor area. 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 B10. 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 2,261 housing units per year and approximately 770,000 square feet of nonresidential development per year.

RESIDENTIAL DEVELOPMENT

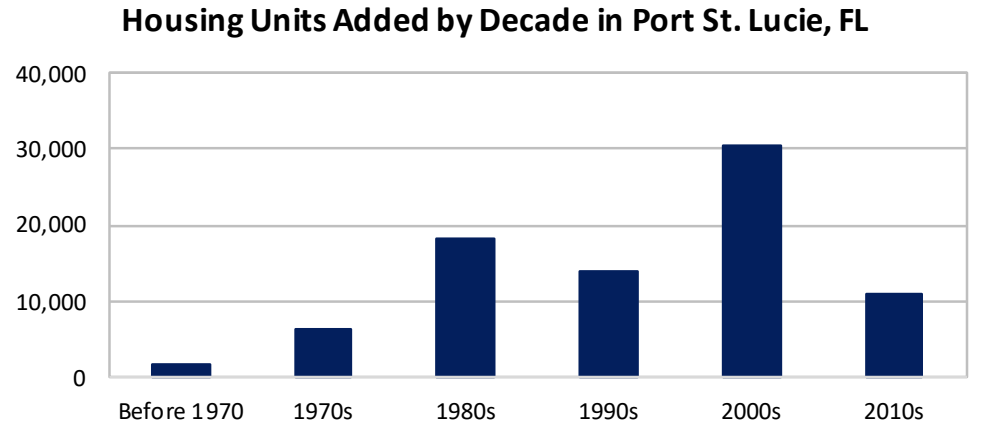
This section details current estimates and future projections of residential development including population and housing units.

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, 2019-2023 5-Year American Community Survey (for 2000s and earlier, adjusted to yield total units in 2010).

Residential permit data from 2021 through 2024 averaged 5,092 units per year – 4,419 single-family units and 673 multi-family units. During this time, single-family units represent 86.8 percent of residential permits and multi-family units represent 13.2 percent of residential permits.

Figure B2: Recent Residential Permits

Year	Single Family	Multi-Family	Total
2021	2,250	828	3,078
2022	3,877	1,444	5,321
2023	8,024	166	8,190
2024	3,523	255	3,778
Total	17,674	2,693	20,367
Average	4,419	673	5,092

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 household.

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, single-family units include detached, stick-built units and attached units, multi-family units include structures with two or more units on an individual parcel of land, and mobile home units include mobile homes and RVs.

Figure B3 below shows the occupancy factors for Port St. Lucie. Based on 2019-2023 American Community Survey 5-Year Estimates (the most recent data available), single-family units averaged 2.84 persons per household, multi-family units averaged 2.03 persons per household, and mobile homes averaged 2.46 persons per household.

Figure B3: Occupancy Factors

Housing Type	Persons	Households	Persons per Household	Housing Units	Persons per Housing Unit	Housing Mix	Vacancy
Single-Family Units[1]	204,931	72,278	2.84	77,543	2.64	89.8%	6.80%
Multi-Family Units[2]	11,814	5,811	2.03	7,342	1.61	8.5%	20.90%
Mobile Home Units	2,698	1,096	2.46	1,513	1.78	1.8%	27.60%
Total	219,443	79,185	2.77	86,398	2.54	100.0%	8.30%

Source: U.S. Census Bureau, 2019-2023 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.
3. Includes mobile homes and all other units.

Residential Estimates

As shown below from Port St. Lucie's 2025 Comprehensive Plan Update, Port St. Lucie's 2024 population includes 253,959 permanent residents and 7,417 seasonal residents, for a total (peak) population of 261,376 persons. Port St. Lucie projects future population growth using the medium-high projections shown below, based on the average of medium projections and high projections published by the Bureau of Economic and Business Research (BEBR). As shown below, Port St. Lucie's projected population in 2025 includes 261,368 permanent residents and 7,634 seasonal residents, for a total (peak) population of 269,002 persons.

The 2025 Comprehensive Plan Update includes a 2024 housing unit estimate of 101,187 housing units – 88,571 single-family units and 12,616 multi-family units. To estimate 2025 housing units, TischlerBise converts the projected population increase from 2024 to 2025 using the housing mix shown in Figure B2 and the occupancy factors shown in Figure B3. The 2024 to 2025 population increase of 7,626 persons equals 2,790 additional housing units (2,421 single-family units and 369 multi-family units). For 2025, TischlerBise estimates a total of 103,977 housing units.

Figure B4: Port St. Lucie Comprehensive Plan Update

	St. Lucie County	Port St. Lucie		
Year	Permanent	Permanent	Seasonal	Total
2020	329,226	204,851	5,983	210,834
2021	340,060	214,514	6,265	220,779
2022	350,518	224,916	6,569	231,485
2023	368,628	239,653	6,999	246,652
2024	385,746	253,959	7,417	261,376
Medium Projections				
2025	385,400	253,731	7,411	261,142
2030	423,900	279,078	8,151	287,229
2035	456,800	300,738	8,783	309,521
2040	484,200	318,777	9,310	328,087
2045	508,800	334,973	9,783	344,756
Medium-High Projections				
2025	397,000	**261,368**	**7,634**	**269,002**
2030	445,100	**293,035**	**8,558**	**301,594**
2035	488,200	**321,410**	**9,387**	**330,798**
2040	525,950	**346,263**	**10,113**	**356,376**
2045	560,950	**369,306**	**10,786**	**380,092**
High Projections				
2025	408,600	269,005	7,857	276,862
2030	466,300	306,992	8,966	315,958
2035	519,600	342,083	9,991	352,074
2040	567,700	373,750	10,916	384,666
2045	613,100	403,639	11,789	415,428

Source: City of Port St. Lucie Comprehensive Plan Update Population Projections, 2025

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.

As shown below in yellow, the analysis uses the medium-high projections from the 2025 Comprehensive Plan Update shown in Figure B4 to project population during the next 10 years. For interim years, the analysis uses an equal allocation in each year. To project future housing units, TischlerBise converts the projected population increase using the housing mix shown in Figure B2 (86.8 percent single-family units and 13.2 percent multi-family units) and the occupancy factors shown in Figure B3. For this study, the analysis assumes the housing mix and the occupancy factors will remain constant.

The 2025 Comprehensive Plan Update projects a 2035 peak population of 330,797 persons, and this represents an increase of 61,795 persons during the next 10 years. Converting the projected population increase to housing units results in a 10-year increase of 22,612 housing units. This includes 19,622 single-family units and 2,990 multi-family units, or an average annual increase of 1,962 single-family units and 299 multi-family units. This is less than the 2021 through 2024 average of 4,419 single-family units and 673 multi-family units shown in Figure B2.

Figure B5: Residential Projections

Port St. Lucie, Florida	2025	2026	2027	2028	2029	2030	2035	10-Year
	Base Year	1	2	3	4	5	10	Increase
Population								
Permanent	261,368	267,701	274,035	280,368	286,702	293,035	321,410	60,042
Seasonal	7,634	7,819	8,004	8,189	8,374	8,558	9,387	1,753
Peak	**269,002**	**275,520**	**282,039**	**288,557**	**295,076**	**301,593**	**330,797**	**61,795**
Housing Units								
Single Family	90,992	93,062	95,132	97,201	99,271	101,341	110,614	19,622
Multi-Family	12,985	13,300	13,616	13,931	14,246	14,562	15,975	2,990
Total	**103,977**	**106,362**	**108,747**	**111,132**	**113,518**	**115,903**	**126,589**	**22,612**

NONRESIDENTIAL DEVELOPMENT

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

Nonresidential Demand Units

In Figure B6, gray shading indicates the nonresidential development prototypes used by TischlerBise to derive employment densities. 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 has 2,953 square feet of floor area per employee. Institutional development uses Hospital (ITE 610) and has 350 square feet of floor area per employee. For office & other services development, the proxy is General Office (ITE 710); and has 307 square feet of floor area per employee. The prototype for commercial development is Shopping Center (ITE 820) and has 471 square feet of floor area per employee.

Figure B6: 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	Square Feet 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
320	Motel	room	3.35	25.17	0.13	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	1,000 Sq Ft	6.75	3.31	2.04	490
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
760	Research & Dev Center	1,000 Sq Ft	11.08	3.37	3.29	304
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 B7, Esri Business Analyst estimates 2024 employment equal to 45,984 jobs. Using a combination of estimates from the 2020 Southern Grove Master Plan (Technical Memorandum #2, Market Conditions & Development Potentials) and building permit data since 2020, TischlerBise estimates 2024 nonresidential floor area equals 26,173,948 square feet and 2025 nonresidential floor area equals 28,030,559 square feet

To estimate employment in the 2025 base year, TischlerBise converts the projected nonresidential floor area increase from 2024 to 2025, by development type, using the employment density factors shown in Figure B6. For example, the industrial increase of 890,637 square feet (7,676,787 square feet in 2025 – 6,786,150 square feet in 2024) divided by the industrial ITE employment density factor of 2,953 square feet per employee equals 302 additional industrial jobs. The 2025 base year estimate includes 48,801 jobs.

Figure B7: Nonresidential Estimates

Development Type	2024 Jobs[1]	Percent of Total Jobs	2024 Estimated Floor Area[2]
Industrial[3]	5,557	12%	6,786,150
Commercial[4]	13,387	29%	8,008,215
Office & Other Services[5]	21,643	47%	6,923,450
Institutional[6]	5,397	12%	4,456,133
Total	45,984	100%	26,173,948

1. Esri Business Analyst, 2024.
2. TischlerBise calculation.
3. Major sectors are Manufacturing; Transportation & Warehousing.
4. Major sectors are Retail Trade; Accommodation & Food Services.
5. Major sectors are Health Care; Professional, Scientific & Tech Services.
6. Major sectors are Educational Services; Public Administration.

Development Type	2025 Jobs[1]	Percent of Total Jobs	2025 Estimated Floor Area[1]
Industrial[2]	5,859	12%	7,676,787
Commercial[3]	14,399	30%	8,484,901
Office & Other Services[4]	22,504	46%	7,187,738
Institutional[5]	6,040	12%	4,681,133
Total	48,801	100%	28,030,559

1. TischlerBise calculation.
2. Major sectors are Manufacturing; Transportation & Warehousing.
3. Major sectors are Retail Trade; Accommodation & 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, the analysis uses a combination of trends from the 2020 Southern Grove Master Plan (Technical Memorandum #2, Market Conditions & Development Potentials) and building permit data since 2020. Shown below in Figure B8, nonresidential development grew by 154,500 square feet per year from 2015 through 2020 and by 955,800 square feet per year from 2020 through 2024. The average from 2015 through 2024 was 555,200 square feet per year.

Figure B8: Recent Nonresidential Construction

	Average Annual Square Feet		
Development Type	2015-20[1]	2020-24[2]	2015-2024
Industrial	13,100	711,400	362,300
Commercial	71,800	116,600	94,200
Office & Other Services	59,600	105,200	82,400
Institutional	10,000	22,600	16,300
Total	154,500	955,800	555,200

1. WTL+a, Technical Memorandum #2, Market Conditions & Development Potentials, Southern Grove Master Plan, June 2020

2. Building Permit Data, Port St. Lucie, Florida

For commercial and institutional development, the analysis projects future floor area using the 2020 through 2024 average annual increase of 116,600 square feet and 22,600 square feet, respectively. For industrial and office development, the analysis projects future floor area during the first five years of the projection period using the 2020 through 2024 average annual increase of 711,400 square feet and 105,200 square feet, respectively. For projections beyond 2030, the analysis uses the 2015 through 2024 average annual increase of 362,300 square feet of industrial development and 82,400 square feet of office development. Shown below in Figure B9, this results in a 10-year increase of 7,699,000 square feet of nonresidential floor area. To project employment, TischlerBise divides the projected nonresidential floor area by the employment density factors shown in Figure B6. Over the next 10 years, employment projections include an additional 7,995 jobs.

Figure B9: Nonresidential Projections

Port St. Lucie, Florida	2025	2026	2027	2028	2029	2030	2035	10-Year
	Base Year	1	2	3	4	5	10	Increase
Employment								
Industrial	5,859	6,100	6,340	6,581	6,822	7,063	7,677	1,818
Commercial	14,399	14,647	14,894	15,142	15,389	15,637	16,875	2,476
Office & Other Services	22,504	22,847	23,189	23,532	23,875	24,217	25,559	3,055
Institutional	6,040	6,104	6,169	6,234	6,298	6,363	6,686	646
Total	**48,801**	**49,697**	**50,593**	**51,489**	**52,384**	**53,280**	**56,796**	**7,995**
Nonres. Sq Ft (x1,000)								
Industrial	7,677	8,388	9,100	9,811	10,522	11,234	13,045	5,369
Commercial	8,485	8,602	8,718	8,835	8,951	9,068	9,651	1,166
Office & Other Services	7,188	7,293	7,398	7,503	7,609	7,714	8,126	938
Institutional	4,681	4,704	4,726	4,749	4,772	4,794	4,907	226
Total	**28,031**	**28,986**	**29,942**	**30,898**	**31,854**	**32,810**	**35,729**	**7,699**

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 B10: Development Projections

Port St. Lucie, Florida	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2045	2055	10-Year Increase	20-Year Increase	30-Year Increase
	Base Year	1	2	3	4	5	6	7	8	9	10	20	30			
Population																
Permanent	261,368	267,701	274,035	280,368	286,702	293,035	298,710	304,385	310,060	315,735	321,410	369,306	409,663	60,042	107,938	148,295
Seasonal	7,634	7,819	8,004	8,189	8,374	8,558	8,725	8,891	9,056	9,222	9,387	10,786	11,966	1,753	3,152	4,332
Peak	**269,002**	**275,520**	**282,039**	**288,557**	**295,076**	**301,593**	**307,435**	**313,276**	**319,116**	**324,957**	**330,797**	**380,092**	**421,629**	**61,795**	**111,090**	**152,627**
Housing Units																
Single Family	90,992	93,062	95,132	97,201	99,271	101,341	103,196	105,050	106,905	108,759	110,614	126,266	139,455	19,622	35,274	48,463
Multi-Family	12,985	13,300	13,616	13,931	14,246	14,562	14,844	15,127	15,410	15,692	15,975	18,360	20,370	2,990	5,375	7,385
Total	**103,977**	**106,362**	**108,747**	**111,132**	**113,518**	**115,903**	**118,040**	**120,177**	**122,314**	**124,452**	**126,589**	**144,626**	**159,825**	**22,612**	**40,649**	**55,848**
Employment																
Industrial	5,859	6,100	6,340	6,581	6,822	7,063	7,186	7,309	7,431	7,554	7,677	8,903	10,130	1,818	3,045	4,272
Commercial	14,399	14,647	14,894	15,142	15,389	15,637	15,884	16,132	16,380	16,627	16,875	19,350	21,826	2,476	4,951	7,427
Office & Other Services	22,504	22,847	23,189	23,532	23,875	24,217	24,486	24,754	25,022	25,291	25,559	28,243	30,927	3,055	5,739	8,423
Institutional	6,040	6,104	6,169	6,234	6,298	6,363	6,427	6,492	6,556	6,621	6,686	7,331	7,977	646	1,291	1,937
Total	**48,801**	**49,697**	**50,593**	**51,489**	**52,384**	**53,280**	**53,983**	**54,686**	**55,390**	**56,093**	**56,796**	**63,828**	**70,861**	**7,995**	**15,027**	**22,059**
Nonres. Sq Ft (x1,000)																
Industrial	7,677	8,388	9,100	9,811	10,522	11,234	11,596	11,958	12,321	12,683	13,045	16,668	20,291	5,369	8,992	12,615
Commercial	8,485	8,602	8,718	8,835	8,951	9,068	9,185	9,301	9,418	9,534	9,651	10,817	11,983	1,166	2,332	3,498
Office & Other Services	7,188	7,293	7,398	7,503	7,609	7,714	7,796	7,879	7,961	8,043	8,126	8,950	9,774	938	1,762	2,586
Institutional	4,681	4,704	4,726	4,749	4,772	4,794	4,817	4,839	4,862	4,885	4,907	5,133	5,359	226	452	678
Total	**28,031**	**28,986**	**29,942**	**30,898**	**31,854**	**32,810**	**33,393**	**33,977**	**34,561**	**35,145**	**35,729**	**41,568**	**47,407**	**7,699**	**13,538**	**19,377**