



Public Buildings Impact Fees

City Council Meeting
Port St. Lucie, Florida
April 24, 2023

Bethesda, MD | 301.320.6900

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Orange
County

Polk County

Stuart



What are Impact Fees?

- **One-time payment for growth-related infrastructure**
- **Not for operations, maintenance, or replacement**
- **Not a tax, but a contractual arrangement to build growth-related infrastructure**



Impact Fee Requirements

- **Must meet growth-related infrastructure needs**
 - Provide infrastructure as growth occurs
 - System-level improvements, not project-level improvements
- **Represent new development's proportionate share of capital cost for system improvements**
 - Demographic analysis and development projections
 - Infrastructure needs and cost analysis
- **Fee payers must receive a benefit**
 - Geographic service areas
 - Accounting and expenditure controls

- **Cost Recovery Approach (Past)**

- Future development is “buying in” to the cost the community has already incurred to provide growth-related capacity
- Common in communities approaching buildout

- **Incremental Expansion Approach (Present)**

- Formula-based approach based on existing levels of service
- Fee is based on the current cost to replicate existing levels of service (i.e., replacement cost)

- **Plan-Based Approach (Future)**

- Usually reflects an adopted CIP or master plan
- Growth-related costs are more refined



Evaluate Need for Credits

- **Site specific**
 - Developer constructs a capital facility included in fee calculations
- **Debt service**
 - Avoid double payment due to existing or future bonds
- **Dedicated revenues**
 - Property tax, local option sales tax, gas tax

- **Impact fee increase limits**
 - An increase of not more than 25% must be implemented in two equal annual increments
 - An increase between 25% and 50% must be implemented in four equal increments
 - An impact fee increase may not exceed 50% of the current rate
- **Fee increase can exceed the phase-in limitations if**
 - Conduct an analysis demonstrating “extraordinary circumstances”
 - Two publicly noticed workshops
 - Increase must be approved by at least two-thirds vote of the governing body
- **Fee may not be increased more than once every 4 years**

Development Projections

Residential Growth: Based on 2020-2022 average annual construction trends
(4,214 single-family units per year and 177 multi-family units per year)

Nonresidential Growth: Based on Technical Memorandum #2 related to the Southern Grove Master Plan (2020)

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

46,000 units approved and currently in development pipeline. SW annexation area only 30% built out.



Public Buildings

- **Service Area: Citywide**
- **Components**
 - Public Buildings (incremental)
 - Public Works Facility (plan-based)

Public Buildings – Incremental Expansion

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

To maintain the existing level of service, you need to construct 45,691 square feet of facilities.

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
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Public Works Facility – Plan-Based

Impact fees cover approximately 48 percent of planned costs. The remaining 52 percent must be funded with other revenues.

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

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

Debt Credit

To prevent future development from paying twice for the public works facility (impact fee and annual debt payments), we include a credit to the impact fee.

Year	Principal Due
2022	\$857,331
2023	\$891,821
2024	\$252,929
2025	\$262,783
2026	\$274,280
2027	\$284,134
2028	\$295,631
2029	\$310,413
2030	\$326,837
2031	\$343,261
2036	\$428,665
2041	\$522,282
2046	\$633,965
2051	\$771,926
Total	\$15,000,000

Residential Share	Population	Payment per Person
\$695,295	224,916	\$3.09
\$723,267	236,597	\$3.06
\$205,125	248,114	\$0.83
\$213,117	259,631	\$0.82
\$222,441	271,149	\$0.82
\$230,433	282,666	\$0.82
\$239,757	294,183	\$0.81
\$251,745	305,700	\$0.82
\$265,065	317,218	\$0.84
\$278,384	328,735	\$0.85
\$347,648	380,085	\$0.91
\$423,571	427,277	\$0.99
\$514,145	474,469	\$1.08
\$626,032	521,661	\$1.20
\$12,165,000		\$32.96

Nonresidential Share	Jobs	Payment per Job
\$162,035	42,277	\$3.83
\$168,554	42,657	\$3.95
\$47,804	43,036	\$1.11
\$49,666	43,416	\$1.14
\$51,839	43,795	\$1.18
\$53,701	44,175	\$1.22
\$55,874	44,555	\$1.25
\$58,668	44,934	\$1.31
\$61,772	45,314	\$1.36
\$64,876	45,693	\$1.42
\$81,018	47,591	\$1.70
\$98,711	49,489	\$1.99
\$119,819	51,387	\$2.33
\$145,894	53,285	\$2.74
\$2,835,000		\$58.92

Credit per Person

\$19.66

Credit per Job

\$32.50

Proposed Public Buildings 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

The maximum justifiable fee may not exceed the current fee by more than 50 percent (statutory limit). The proposed fee represents the maximum fee Port St. Lucie can adopt.

Current residential fees do not include \$1,821 per unit related to debt retired in FY 2023.

Proposed fees represent a decrease compared to impact fee ordinance.

An increase from 25 percent to 50 percent must be implemented in four equal increments

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

Percent Increase	
Maximum Justifiable	Proposed Fees
27%	27%
2%	2%
3%	3%

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

Percent Increase	
Maximum Justifiable	Proposed Fees
387%	50%
419%	50%
353%	50%
303%	50%
349%	50%
467%	50%
336%	50%
354%	50%
343%	50%
40%	40%
318%	50%
19250%	50%
72%	50%
389%	50%
213%	50%

1. See Land Use Assumptions

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

Fee Summary

Current City fees for residential development do not include \$1,821 per unit related to Public Buildings fee debt retired in FY 2023.

Residential Fees per Unit					
Development Type	Current City Fees ¹	Current County Fees	Current Total Fees	Proposed Fees	Proposed w/ County
Single Family	\$4,233	\$12,410	\$16,643	\$6,863	\$19,273
Multi-Family	\$4,643	\$8,017	\$12,660	\$6,137	\$14,154

Nonresidential Fees per 1,000 Square Feet					
Development Type	Current City Fees ¹	Current County Fees	Current Total Fees	Proposed Fees	Proposed w/ County
Commercial	\$4,222	\$3,973	\$8,195	\$5,014	\$8,987
Office	\$3,064	\$2,710	\$5,774	\$3,496	\$6,207
Lodging (per room)	\$1,806	\$3,383	\$5,189	\$1,883	\$5,265
Warehousing	\$540	\$409	\$949	\$617	\$1,026
Manufacturing	\$888	\$669	\$1,557	\$1,050	\$1,719

1. Includes Mobility Fee

Residential Fee Comparison

Port St. Lucie “other” includes Public Buildings and County fees.

Single-Family Detached	Fire	Library	Park	Police	School	Street / Mobility	Other	Total
St Cloud, FL	\$902	\$0	\$2,865	\$1,029	\$0	\$6,442	\$25,618	\$36,856
Kissimmee, FL	\$0	\$0	\$1,200	\$0	\$0	\$3,567	\$25,618	\$30,385
Orlando, FL	\$0	\$0	\$966	\$0	\$0	\$4,123	\$21,608	\$26,697
Osceola County, FL	\$391	\$0	\$2,305	\$0	\$12,923	\$9,999	\$0	\$25,618
Orange County, FL	\$346	\$0	\$1,785	\$510	\$8,829	\$10,138	\$0	\$21,608
Hillsborough County, FL	\$335	\$0	\$2,145	\$0	\$8,227	\$9,183	\$0	\$19,890
Port St. Lucie, FL (proposed)	\$0	\$0	\$3,141	\$366	\$0	\$2,840	\$12,926	\$19,273
Port St. Lucie, FL (current)	\$0	\$0	\$782	\$205	\$0	\$2,840	\$12,816	\$16,643
Manatee County, FL	\$289	\$287	\$1,298	\$536	\$6,127	\$6,574	\$134	\$15,245
Martin County, FL	\$599	\$537	\$1,972	\$760	\$5,567	\$2,815	\$1,307	\$13,557
Lake County, FL	\$390	\$191	\$222	\$0	\$8,927	\$2,706	\$100	\$12,536
St. Lucie County, FL	\$650	\$306	\$1,920	\$277	\$6,786	\$2,060	\$411	\$12,410
Lee County, FL	\$821	\$0	\$844	\$0	\$3,016	\$5,498	\$0	\$10,179
Indian River County, FL	\$278	\$0	\$819	\$196	\$1,310	\$6,632	\$415	\$9,650
Fort Myers, FL	\$393	\$0	\$1,122	\$0	\$2,879	\$5,248	\$0	\$9,642
Vero Beach, FL	\$278	\$0	\$0	\$0	\$1,310	\$6,632	\$415	\$8,635
Cape Coral, FL	\$575	\$0	\$1,115	\$597	\$2,879	\$3,347	\$0	\$8,513
Stuart, FL	\$0	\$0	\$151	\$948	\$0	\$732	\$0	\$1,831



Questions / Comments