

# Parks and Recreation Impact Fees

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

Bethesda, MD | 301.320.6900

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# 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**

- **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

- **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 Increase
	Base Year	1	2	3	4	5	6	7	8	9	10	
<b>Resident Population</b>												
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
<b>Total</b>	<b>236,597</b>	<b>248,114</b>	<b>259,631</b>	<b>271,149</b>	<b>282,666</b>	<b>294,183</b>	<b>305,700</b>	<b>317,218</b>	<b>328,735</b>	<b>340,252</b>	<b>351,769</b>	<b>115,172</b>
<b>Housing Units</b>												
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
<b>Total</b>	<b>95,148</b>	<b>99,539</b>	<b>103,930</b>	<b>108,321</b>	<b>112,712</b>	<b>117,103</b>	<b>121,494</b>	<b>125,885</b>	<b>130,276</b>	<b>134,667</b>	<b>139,058</b>	<b>43,910</b>
<b>Employment</b>												
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
<b>Total</b>	<b>42,657</b>	<b>43,036</b>	<b>43,416</b>	<b>43,795</b>	<b>44,175</b>	<b>44,555</b>	<b>44,934</b>	<b>45,314</b>	<b>45,693</b>	<b>46,073</b>	<b>46,452</b>	<b>3,796</b>
<b>Nonres. Floor Area (x1,000)</b>												
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
<b>Total</b>	<b>19,764</b>	<b>19,919</b>	<b>20,073</b>	<b>20,228</b>	<b>20,382</b>	<b>20,537</b>	<b>20,691</b>	<b>20,846</b>	<b>21,000</b>	<b>21,155</b>	<b>21,309</b>	<b>1,545</b>

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



# Existing Parks

Park Name	Park Type	Acres
Jessica Clinton Park	Community	20.00
Lyngate Park & Dog Park	Community	16.00
McChesney Park & Dog Park	Community	24.50
Sandhill Crane Park	Community	19.00
Sportsman's Park	Community	16.00
Sportsman's Park West	Community	13.00
Swan Park	Community	6.50
Whispering Pines Park	Community	37.00
Mariposa Cane Slough Preserve	Nature Preserve	19.75
Midport Lake	Nature Preserve	12.00
O.L. Peacock, Sr. Park/Lake	Nature Preserve	110.00
Oak Hammock Park	Nature Preserve	48.70
McCarty Ranch Preserve	Nature Preserve	600.00
Botanical Gardens	Special Purpose	20.19
Canal Park	Special Purpose	9.00
Community Center	Special Purpose	4.90
MIDFLORIDA Event Center Recreation & Fitness	Special Purpose	10.11
Minsky Gym	Special Purpose	1.00
Saints Golf Course	Special Purpose	185.00
Ravenswood/Racquetball Courts	Special Purpose	1.00
Veterans Memorial Park	Special Purpose	2.50
Veterans Park at Rivergate	Special Purpose	21.50
Wilderness Park	Undeveloped Open Space	85.00
<b>Subtotal</b>		<b>1,282.65</b>

Park Name	Park Type	Acres
Gulf Stream Park	Mini	8.50
Harborview park	Mini	4.80
Ian T. Zook Park	Mini	3.50
Loyalty Park	Mini	0.70
Milner Tot Lot	Mini	0.50
Apache Park	Neighborhood	13.90
Charles Ray Park	Neighborhood	8.70
Doat Street Park	Neighborhood	2.40
Fred Cook Park	Neighborhood	5.50
Girl Scout Friendship Park	Neighborhood	8.40
Jaycee Park & YMCA Branch	Neighborhood	6.20
Kiwanis Park	Neighborhood	3.80
Mary Ann Cernuto Park/Plaza	Neighborhood	0.88
Port St. Lucie Elks Lodge #2658	Neighborhood	3.50
River Place Park	Neighborhood	7.75
Rotary Park & PAL	Neighborhood	8.50
Sandpiper Bay Park	Neighborhood	11.50
Tom Hooper Family Park	Neighborhood	2.60
Turtle Run Park	Neighborhood	10.00
Whitmore Park	Neighborhood	4.40
Winterlakes Park	Neighborhood	28.00
Woodland Trails Park	Neighborhood	13.00
Woodstock Trail	Neighborhood	75.00
<b>Subtotal</b>		<b>232.03</b>
<b>Total</b>		<b>1,514.68</b>

# Parks Level of Service

The current level of service is 6.4 acres per 1,000 residents.

Park Type	Acres
Community	152.00
Nature Preserve	790.45
Special Purpose	255.20
Undeveloped Open Space	85.00
Mini	18.00
Neighborhood	214.03
Total	1,514.68

	Existing LOS	Maintain LOS		Planned LOS	
	2023	2039	Change	2039	Change
Park Acres	1,514.68	2,614.55	1,099.87	2,223.68	709.00
Population	236,597	408,400	171,803	408,400	171,803
Acres per 1,000 persons	6.4	6.4	0.0	5.4	(1.0)

If you maintain the current LOS, you need to acquire 1,100 acres (includes 521 acres from DRI requirements).

If you acquire only 709 acres (188 master plan + 521 DRI requirements), your LOS will decline to 5.4 acres per 1,000 residents.

# Park Improvements – Plan-Based

Description	Units	Unit Cost <sup>1</sup>	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
<b>Subtotal</b>			<b>\$243,125,149</b>	<b>\$48,848,600</b>	<b>\$194,276,549</b>
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
<b>Total</b>			<b>\$328,218,950</b>	<b>\$65,945,610</b>	<b>\$262,273,340</b>

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

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

# Debt Credit

To prevent future development from paying twice for Tradition Regional Park and Torino Regional Park (impact fee and annual debt payments), we include a credit to the impact fee.

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
<b>Total</b>	<b>\$19,000,000</b>	<b>\$19,000,000</b>		<b>\$51.48</b>

Credit per Person | \$30.70

# Proposed Parks and Recreation Fees

Fee Component	Cost per Person
Park Improvements	\$1,211.44
Debt Credit	(\$30.70)
<b>Total</b>	<b>\$1,180.74</b>

**Residential Fee Calculation:**  
 \$1,180.74 per person  
 X 2.66 persons per housing unit  
 = \$3,141 per single-family unit

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

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 <sup>1</sup>	Current County Fees	Current Total Fees	Proposed Fees	Proposed w/ County
Single Family	\$4,233	\$12,410	\$16,643	\$6,863	<b>\$19,273</b>
Multi-Family	\$4,643	\$8,017	\$12,660	\$6,137	<b>\$14,154</b>

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

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
<b>Port St. Lucie, FL (proposed)</b>	<b>\$0</b>	<b>\$0</b>	<b>\$3,141</b>	<b>\$366</b>	<b>\$0</b>	<b>\$2,840</b>	<b>\$12,926</b>	<b>\$19,273</b>
<b>Port St. Lucie, FL (current)</b>	<b>\$0</b>	<b>\$0</b>	<b>\$782</b>	<b>\$205</b>	<b>\$0</b>	<b>\$2,840</b>	<b>\$12,816</b>	<b>\$16,643</b>
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

- **Population Growth**

- 2010 - 2020: +40,000 residents
- 2020 - 2023: +31,700 residents (79% of previous decade)
- 2023 - 2033: +115,000 residents
- Comp Plan projections (BEBR) conservative (exceed 2025 population)
- 2025 County projections (BEBR) adjusted +30,300 since 2020

- **Inflation**

- Facilities:
  - 2013: \$226 per square foot
  - 2023: \$320 per square foot (+42%)
- Improvements:
  - 2013: \$111K per acre
  - 2023: \$200K per acre (+80%)



- **Level of Service**

- National Recreation and Park Association Standard
  - Similar Population: 8.5 dev. acres per 1,000 residents
  - Similar Density: 11.8 dev. acres per 1,000 residents
- Port St. Lucie
  - Current: 6.4 dev. acres per 1,000 residents
  - Future\*: 5.4 dev. acres per 1,000 residents

\*Future includes  
188 acres (master plan)  
521 acres (future development)  
709 additional acres

- **New Fee Component:** Land Acquisition: \$407,800 / acre

- **Lost Revenue**

- MSTU expiration: \$9.6 million included in master plan
- Impact Fees: \$36.5 million over next 4 years w/ statutory limit fees



# Questions / Comments