



ST. LUCIE COUNTY IMPACT FEE STUDY 2022 UPDATE - Final

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I. Introduction and Legal Standard

St. Lucie County is located along the “Treasure Coast” of southern Florida. Its beaches and state parks attract new residents and visitors. The County has been very active in the development of new employment centers, enhancing the demand for new residential development. As such, several new master-planned communities have developed to support the demand for new housing. St. Lucie County has also benefitted from the job growth in Palm Beach County. The real estate prices in neighboring Martin County and Palm Beach County act as a funnel for residents seeking more moderate housing prices. This development has generated an average annual population growth rate of approximately 1.85 percent over the past ten years. The County’s successful economic development efforts and the many planned housing communities will continue to foster population and job growth within the county.

Impact fees are one-time charges levied against new development. Impact fees are designed to cover the cost of providing the capital infrastructure required by the new development.

Impact fees are a primary revenue source available to the County to fund the infrastructure needs created by new development. St. Lucie County was one of the first Florida counties to adopt impact fees. The County’s first impact fees were implemented in 1986 and have been updated periodically as necessary. The most recent update for fees other than roads and schools was completed and adopted in 2016. The County’s roads impact fee was updated in 2018. Over the years, the type of development within the County and the cost of infrastructure have changed. The County retained PFM Group Consulting LLC (PFM) to prepare a technical study to update the impact fee rates for library, parks and recreation, public buildings, and law enforcement.

These updates continue the County’s compliance with Florida Statute (F.S.) 163.31801 requirements and other related case law. One of the requirements of the Statute is the use of most recent and local data. The outcome of this study provides the County with the current capital cost that new development to the County generates.

The Florida Impact Fee Act as amended states the following:

The Legislature finds that impact fees are an important source of revenue for a local government to use in funding the infrastructure necessitated by new growth. The Legislature further finds that impact fees are an outgrowth of the home rule power of a local government to provide certain services within its jurisdiction. Due to the growth of impact fee collections and local governments’ reliance on impact fees, it is the intent of the Legislature to ensure that, when a county or municipality adopts an impact fee by ordinance or a special district adopts an impact fee by resolution, the governing authority complies with this section.

It was the intent of the Legislature to ensure certain standards were met when impact fees are imposed. The certain standards each impact fee must meet are listed below.

At a minimum, an impact fee adopted by ordinance of a county or municipality or by resolution of a special district must satisfy all of the following conditions:

(a) Ensure that the calculation of the impact fee is based on the most recent and localized data.



(b) *Provide for accounting and reporting of impact fee collections and expenditures and account for the revenues and expenditures of such impact fee in a separate accounting fund.*

(c) *Limit administrative charges for the collection of impact fees to actual costs.*

(d) *Provide notice at least 90 days before the effective date of an ordinance or resolution imposing a new or increased impact fee. A local government is not required to wait 90 days to decrease, suspend, or eliminate an impact fee. Unless the result is to reduce the total mitigation costs or impact fees imposed on an applicant, new or increased impact fees may not apply to current or pending permit applications submitted before the effective date of a new or increased impact fee.*

(e) *Ensure that collection of the impact fee may not be required to occur earlier than the date of issuance of the building permit for the property that is subject to the fee.*

(f) *Ensure that the impact fee is proportional and reasonably connected to, or has a rational nexus with, the need for additional capital facilities and the increased impact generated by the new residential or commercial construction.*

(g) *Ensure that the impact fee is proportional and reasonably connected to, or has a rational nexus with, the expenditures of the funds collected and the benefits accruing to the new residential or nonresidential construction.*

(h) *Specifically earmark funds collected under the impact fee for use in acquiring, constructing, or improving capital facilities to benefit new users.*

(i) *Ensure that revenues generated by the impact fee are not used, in whole or in part, to pay existing debt or for previously approved projects, unless the expenditure is reasonably connected to, or has a rational nexus with, the increased impact generated by the new residential or nonresidential construction.*

When adopted in 2006, the Act was historic in that the State had never had any legislative statutes regarding impact fee standards. Unlike other states that have always had specific state statutes regarding impact fees, Florida has relied upon the courts to determine the legality of impact fees.

Impact fees in Florida are based upon local government's broad "home rule" and regulatory powers to protect the health, safety, and welfare of the community.¹ Lacking any statutory authority the Florida courts gradually articulated the legal guidelines for valid impact fees. The dual rational nexus test is as follows. First, there must be a demonstrable connection between the need for public capital facilities and the new development that will be required to pay the fee. In other words, the fee payor must create the need for any of the additional facilities that his fee

¹ Contractors and Builders Association of Pinellas County v. County of Dunedin, 329 So. 2d 314 (Fla 1976) and Homebuilders and Contractors Association of Palm Beach County v. Board of County Commissioners of Palm Beach County, 446 So. 2d 140 (Fla 4th DCA 1983)



will pay for. Second, the fee payor must receive a direct benefit or have a reasonable connection to the capital facilities paid for by the impact fee proceeds.

Drawing on the dual rational nexus test, Florida courts have determined that impact fees can only be charged for that portion of the cost for new facilities directly caused by the need to accommodate new growth. Impact fees may not be used to pay for costs associated with remedying deficiencies, or back log needs, in existing facilities. The liability for backlog is with the existing development and cannot be imposed on new growth.

Furthermore, to assure that fee payors receive benefit from their payments, courts have required that the fees be expended in a reasonable amount of time to create the new capital facilities. Impact fees must also be segregated from other funds. They are held in trust for the benefit of the fee payors and can only be used to expand capacity to serve new growth.

More recent legislation has imposed additional restrictions and requirements on local government's impact fees including the following: There must be a credit given for any impact fees and mitigation paid for concurrency compliance. Impact fees may not be used for funding existing debt service or for projects previously approved unless the expenditure is reasonably connected to the increased impact generated by the new residential and/or commercial development.

The most recent legislation places limits on the amount an impact fee can be increased. An increase of not more than 25 percent must be implemented in two annual increments. An impact fee which increases by more than 25 percent, but not more than 50 percent, must be implemented in four installments. Legislation in 2021 limits the amount a County may increase its impact fees to no more than 50 percent absent a finding of extraordinary circumstances in accordance with Section 163.31801, Florida Statutes. Upon a finding of extraordinary circumstances after two public workshops, a local government can exceed these limitations. Finally, impact fees may not be increased more frequently than every four years.

This study continues the consumption-based impact fee methodology used in the County's prior impact fee updates and complies with the legal requirements imposed by the State Legislature. This methodology charges new development based upon the demand and the proportionate fair-share cost of required capital facilities from each land use. The capital demand components for libraries, parks and recreation, public buildings, and law enforcement impact fees are measured in terms of the population per land use. The consumption-based impact fee charges new growth the proportionate share of the cost of providing additional infrastructure available for use by new growth. The methodology calculation includes a credit, a reduction in the fee, for any future contributions toward capital facilities that will be paid by new development. The contributions used



to calculate the credit component of the impact fee include non-impact fee revenues generated by the new development that are used toward capacity expansion projects, debt service payments and other governmental capital funding sources. This credit ensures that the new development will not be charged twice for the same capital facilities and is required by law.

The major elements associated with the development of impact fees determined in this report include:

- Capital Asset Inventory
- Service Area and Functional Population
- Capital Facility Level of Service (LOS)
- Capital Costs per LOS
- Credits per LOS
- Calculated Maximum Impact Fee Schedule
- Impact Fee Schedule Comparison

The following sections of this technical report study document the methodology components for each of the impact fees. Each section provides the current capital facility inventory, the current level of service (LOS) for each capital facility, the capital cost and projected credit, and the demand for each capital facility by land use. Information supporting this analysis was obtained from the County and other indicated sources.

All data sources used herein are the most recent, local data available as of the date of this report. All cited sources are incorporated herein as if set forth in their entirety.



II. St. Lucie County Population

This section identifies population estimates and projections for the St. Lucie County along with the sources and assumptions. These projections include estimates of permanent residents, seasonal residents, full-time equivalent visitors, and functional population estimates.

Population Estimates

The impact fee programs require the use of population data in calculating current levels of service and the establishment of performance standards. This impact fee study uses a few types of population in the calculations dependent upon who benefits from a particular capital facility. These populations include: 1) permanent resident population; 2) weighted resident population (includes seasonal residents and a full-time equivalent visitors); and 3) functional population which includes all residents, visitors, and workers. Detailed calculations of the County’s populations are included in Appendix A, Tables A-1 and A-9.

Table II-1 presents the historical permanent population for the St. Lucie County. Despite the setbacks resulting from the Great Recession (2007-2008), St. Lucie County has experienced stable population growth. Between 2010 and 2020, the county’s population has experienced an average annual population increase of 1.85 percent. The University of Florida’s “medium” population projections for 2045 indicate that the permanent resident population is expected to continue to increase by an average of 1.38 percent each year. This population growth drives the demand for additional capital facilities and is the basic rationale for the County’s implementation of impact fees.

Table II-1: Seasonal Population and Estimates

Year	Permanent Population	Year	Permanent Population
2010	277,789	2028	373,200
2011	279,781	2029	379,000
2012	281,773	2030	384,800
2013	283,765	2031	389,340
2014	285,757	2032	393,880
2015	287,749	2033	398,420
2016	296,044	2034	402,960
2017	304,340	2035	407,500
2018	312,635	2036	411,280
2019	320,931	2037	415,060
2020	329,226	2038	418,840
2021	334,541	2039	422,620
2022	339,856	2040	426,400
2023	345,170	2041	429,740
2024	350,485	2042	433,080
2025	355,800	2043	436,420
2026	361,600	2044	439,760
2027	367,400	2045	443,100

Source: Appendix Table A-1



III. Library

Library impact fees fund the capital construction and expansion of library-related land, facilities, capital equipment, and materials collections required to support the additional demand generated by new residential growth. The development of the library impact fee follows the methodological elements outlined in Section I.

Service Area, Population and Expenditure Districts

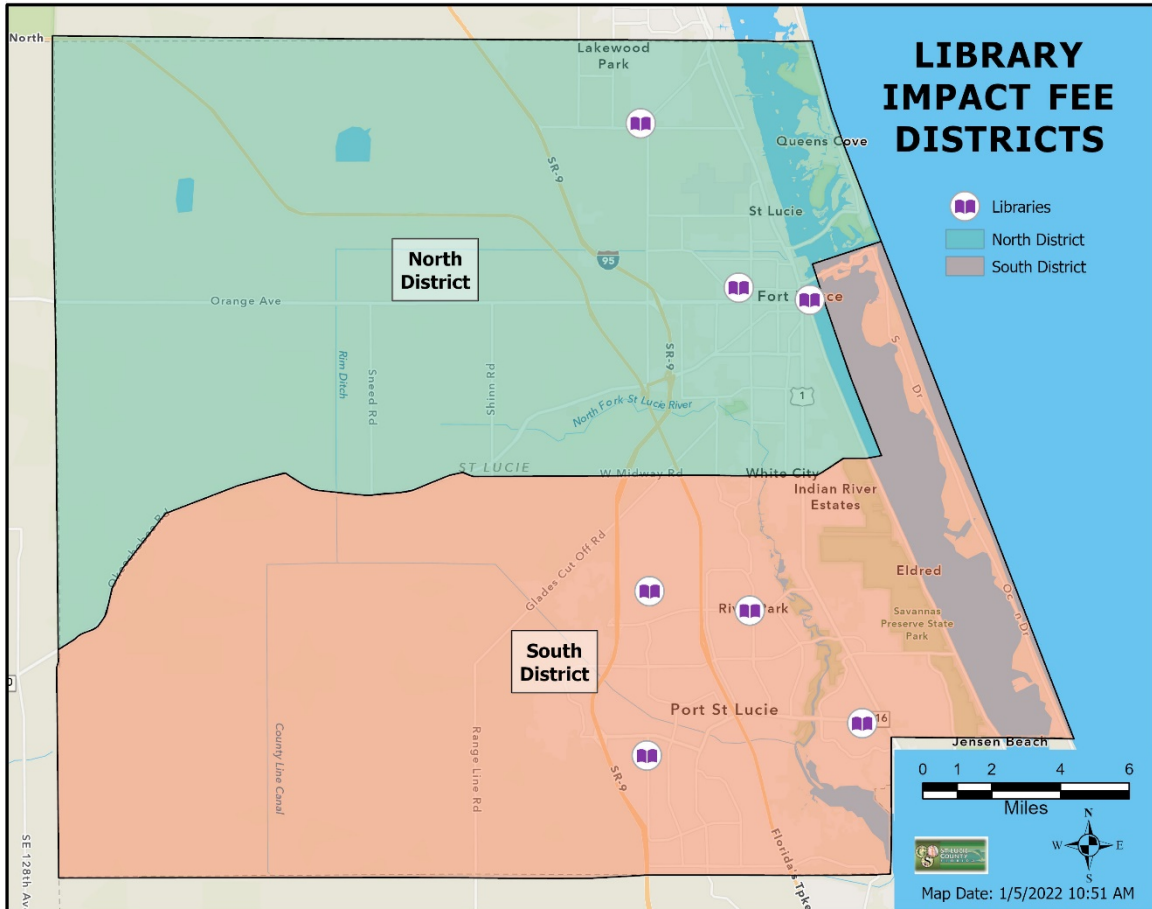
The St. Lucie County Public Libraries provide services to all residents of the county. Therefore, the library service area encompasses the entire county, as all facilities, book and materials are available to everyone. The permanent, countywide residential population is used as the basis for cost allocation, (Table II-1).

The County's population has grown by 51,437 between 2010 and 2020 and robust growth is projected for the foreseeable future. This new growth will generate additional demand for libraries and library services. Approximately five years ago, the County converted a jail building into the Paula A Lewis Library to help meet the demand from population growth. The southeast Port St. Lucie, and the southwest Tradition areas in particular, continue to experience high population growth. The demand for additional library resources to support this growth is a priority for the County. A new, approximately 11,000 square foot library is already planned for the Port St. Lucie area which will replace the existing 4,400 square foot library at the same location.

The County has created two expenditure districts to ensure that the impact fees collected are spent in an area most proximate to the new development. Due to the strong population growth in the southern portions of the county and the expanding municipal city boundaries, the County is planning on changing the expenditure districts to those presented in Figure III-1. With library loans and the inter-related nature of the library system, districts are not legally necessary, but the County can maintain them if desired.



Figure III-1: Library Expenditure Districts



Inventory and Value of Capital Assets

The St. Lucie County Library Department has six libraries throughout the county for a total of 86,700 square foot of building space on a total of 10.67 acres as their headquarters. Table III-1 shows a summary of the library building and land inventory. The current values of the land are based on the St. Lucie County Property Appraiser's valuations (detailed in Appendix B). The building values are the projected cost of new construction based on comparable library construction (Table B-1). The total building and land value is \$34.5 million, with an average cost of \$398.63 per square foot and a cost per resident of \$104.98.



Table III-1: Library Building Inventory

Library	Sq. Ft. (1)	Acreage (1)	Improvements Value (2)	Land Value (3)	Total Value
Susan B. Kilmer Branch Library	23,000	0.42	\$8,860,788	\$351,780	\$9,212,568
Zora Neale Hurston Branch Library	9,500	2.06	\$3,659,891	\$99,000	\$3,758,891
Lakewood Park Branch	10,000	1.64	\$3,852,516	\$152,900	\$4,005,416
Morningside Branch Library	19,000	2.74	\$7,319,781	\$72,050	\$7,391,831
Port St. Lucie Branch	4,400	0.58	\$1,695,107	\$98,230	\$1,793,337
Paula A. Lewis Branch Library	20,800	3.23	\$8,013,234	\$385,770	\$8,399,004
Total All Libraries	86,700	10.67	\$33,401,317	\$1,159,730	\$34,561,047
Value per Building Square Foot			\$385.25	\$13.38	\$398.63
Population Served (Residents) (4)					329,226
Floor Area per Capita - Level of Service	0.2633				
Building Cost per Capita					\$104.98

(1) Source: St. Lucie County

(3) Property Appraiser plus selling costs of 10%

(2) Value per Sq. Ft. from Appendix Table B-1

(4) Source: Table II-1

The library's collection materials and capital equipment inventories are provided in Table III-2. The library collection and capital equipment are valued at \$12.9 million, a cost of \$39.45 per person. This inventory does not include the library's electronic collection materials and subscriptions which are leased and not owned. This materials and capital inventory also does not include some of the IT, communication and security equipment nor the furniture and fixtures (FFE) required. These costs add \$16.19 per person to the cost of libraries. The total materials, capital equipment and FFE is \$55.63 per person.

Level of Service

The library's current level of service (LOS) per resident is: 0.263 square feet of library space; 0.827 books; 0.027 reference materials; 0.119 audio/visual materials and 0.001 public-use computers. Tables III-1 and III-2 provide the calculation of the current LOS for library buildings, books, materials and equipment. Revenue generated from library impact fees provides the funds required to build new library facilities and the additional books, materials, computers and equipment required to maintain the current LOS for new residents.



Table III-2: Library Materials and Equipment Inventory

Inventory Item (1)	Number	Cost per Item	Total Cost
Books	272,311	\$36.25	\$9,871,274
Reference Materials	9,000	\$120.00	\$1,080,000
Audio/visual Materials	39,196	\$45.00	\$1,763,820
Computer Equipment-Public Use	183	\$1,328.00	\$243,024
Public Printers	7	\$800.00	\$5,600
Wi-Fi Access Points for Public Use	24	\$1,000.00	\$24,000
Total Replacement Value			\$12,987,718
Population Served (2)			329,226
Materials Cost Per Capita			\$39.45
Furniture, Fixtures, Equipment (3)			
FFE Expenditure/sq.ft.		\$50.00	
IT Expenditure/sq.ft.		\$11.46	
Sq.Ft. per Capita	0.2633		
FFE Cost per Capita			\$16.19
Total Materials + FFE Cost Per Capita			\$55.63
Items per Capita - Level of Service			
Library Building Sq.Ft.	0.263		
Books	0.827		
Reference Materials	0.027		
Audio/Visual Materials	0.119		
Computer Equipment-Public Use	0.001		

(1) Source: St. Lucie County Library Dept.

(2) Source: Table II-1

(3) Source: St. Lucie County Library Dept. (FFE & IT equipment not in Materials inventory)

Cost Component

The impact fee cost component includes the capital costs of buildings, land, collection materials, and equipment. Table III-1 shows that the building and land components are \$104.98 per person. Table III-2 shows that the collection materials and equipment totals are \$55.63 per person. Combined, the total capital cost of the library system is \$160.61 per person.

Credit Component

Credits need to be calculated for any future payments that development will pay toward purchasing additional capital facilities and collection materials for the library that are funded with non-impact fee funds. This includes purchases made with General Fund revenues, including grants and operating fees. This avoids overcharging new development for capital facilities that are paid using



other non-impact fee revenue sources. A review of the capital financing program for the library was conducted with the library staff to determine any potential revenue credits that should be considered for revenues generated by new development that could be used for capital facilities, land, collection materials and equipment expansion for the library system. Capital expenditures typically vary from year-to-year, so an average over time is used to calculate an average capital expenditure.

Most of the Library Department’s capital capacity expenditures are covered using impact fees and do not use general funds. Since there are no significant, planned capital expansion expenditures to be funded using general revenues, this study uses the historical and current expenditures to calculate the non-impact fee revenue credit. Table III-3 shows the library’s recent and projected capital expenditures from non-impact fee funds. The total capital expenditures equal \$2.2 million for the period 2016 through 2022 for an average annual expenditure of \$319,780. This equates to an average annual credit of \$1.00 per person.

Table III-3: Capital Expenditure Credit

Description	2016	2017	2018	2019	2020	2021	2022	Total
New Facilities (1)	\$12,980	\$370,200	\$116,820					\$500,000
New Equipment (1)	\$13,337	\$7,681	\$8,839	\$13,228	\$5,046	\$3,351		\$51,482
Collection (allowable expense) (1)	\$142,457	\$262,972	\$267,281	\$266,947	\$238,650	\$255,673	\$253,000	\$1,686,980
Total Library Non-Impact Fee	\$168,774	\$640,853	\$392,940	\$280,175	\$243,696	\$259,024	\$253,000	\$2,238,462
Average Library Capital Expansion Expenditures per Year:								\$319,780
Average Resident Population (2)								319,653
Annual Library Capital Expansion Credit per Resident.								\$1.00

1) Source: St. Lucie County Library Department

2) Source: Table II-1 (average 2016-2022)

Electronic volumes are not included in the inventory, so no credit is calculated for those expenditures.

The County does not have any outstanding debt associated with the Library Department. Therefore, no credit was calculated for debt service. The County does fund some electronic media through other revenue sources, but since these media are not owned, they were not included in the capital inventory as “capital expenditures,” these expenses and revenues are not included either as a cost or as a credit.

Net Library Impact Cost

The total Library capital cost is \$160.61 per resident. Using the County’s current cost of debt as a capitalization factor, the \$1.00 per person per year revenue credit is calculated to have a capitalized value of \$15.60 per resident (Table III-4). The credit component is subtracted from the cost component to determine the net impact fee per resident.

The net impact cost per resident is the difference between the total cost and the total revenue credit. The result is a net impact cost of \$145.02 per resident.



Table III-4: Net Impact Cost Per Resident

Table III-4: Net Impact Cost Per Resident		
Total Cost per Resident		
Building & Land Value per Resident (1)	\$104.98	
Materials & Equipment per Resident (2)	\$55.63	
Total Cost per Resident	\$160.61	\$160.61
Capital Expenditure Credit		
Capital Expenditure per Resident (3)	\$1.00	
Capitalization Rate (4)	2.50%	
Capitalization Period (years)	20	
Capital Expenditure Credit per Resident	\$15.60	\$15.60
Debt Service Credit (5)	\$0.00	\$0.00
Net Library Cost per Resident		\$145.02

(1) Table III-1 (2) Table III-2 (3) Table III-3

(4) Current bond interest rate

(5) No outstanding library debt

Calculated Library Impact Fee Schedule

The maximum calculated library impact fee and the total impact fee with the statutory cap are provided in Table III-5. The percent change from the current fee to the new proposed fee is also provided. Recent legislation limits the amount any impact fee increase may be assessed to a maximum 50 percent increase (unless there are extraordinary circumstances), but any decrease in fee can be implemented without proration.

Table III-5: Library Impact Fee Calculation

Land Use	Unit	Occupancy per Dwelling	Current Impact Fee	Maximum Calculated Impact Fee	Total Impact Fee w/ Statutory Cap (1)	Percent Change
Single Family	DU	2.73	\$276.00	\$395.89	\$395.89	43.4%
Condominium	DU	2.57	\$276.00	\$372.69	\$372.69	35.0%
Multifamily (1-2 stories)	DU	2.40	\$192.00	\$348.04	\$288.00	50.0%
Multifamily (3+ stories)	DU	2.57	\$197.00	\$372.69	\$295.50	50.0%
Mobile Home	DU	1.75	\$174.00	\$253.78	\$253.78	45.8%
Other Residential (2)	Bed	0.89	\$276.00	\$129.06	\$129.06	-53.2%

(1) Amount that may be imposed absent a finding of extraordinary circumstances (Section 163.31801, F.S.) and in accordance with phasing schedule provided in Table III-6

(2) Dormitories, rooming houses, congregate living facilities

Increases in fees up to 25 percent must be implemented in equal amounts over a 2-year period. Increases over 25 percent must be implemented in four equal installments. The resulting impact fee phasing schedule is provided in Table III-6, assuming the County does not find that extraordinary circumstances exist to exceed the statutory limits.



Table III-6: Library Impact Fee Phasing Schedule

Land Use	Unit	Current Impact Fee	Total Impact Fee w/ Statutory Cap	Proposed FY'22 Impact Fee	Proposed FY'23 Impact Fee	Proposed FY'24 Impact Fee	Proposed FY'25 Impact Fee
Single Family	DU	\$276.00	\$395.89	\$305.97	\$335.95	\$365.92	\$395.89
Condominium	DU	\$276.00	\$372.69	\$300.17	\$324.35	\$348.52	\$372.69
Multifamily (1-2 stories)	DU	\$192.00	\$288.00	\$216.00	\$240.00	\$264.00	\$288.00
Multifamily (3+ stories)	DU	\$197.00	\$295.50	\$221.63	\$246.25	\$270.88	\$295.50
Mobile Home	DU	\$174.00	\$253.78	\$193.94	\$213.89	\$233.83	\$253.78
Other Residential	Bed	\$276.00	\$129.06	\$129.06	\$129.06	\$129.06	\$129.06

Library Impact Fee Schedule Comparison

A final review of the reasonableness of the methodology and resulting impact fee is made by comparing the County's calculated impact fee schedule to the adopted fees to those in similar, nearby jurisdictions. Table III-7 presents this comparison. St. Lucie County's Library proposed impact fee is reasonable and moderate when compared to other counties with library impact fees.

Table III-7: Library Impact Fee Comparison

Land Use	St Lucie County (1)	St Lucie County (2)	Martin County (3)	Palm Beach County (4)	Brevard County (5)	Collier County (6)
Single Family	\$396	\$306	\$537	\$243	\$64	\$336
Condominium	\$373	\$300	\$537	\$243	\$56	\$160
Multifamily (1-2 stories)	\$288	\$216	\$471	\$212	\$38	\$160

(1) Total Impact Fee with statutory cap; increases phased in over 4 years.

(2) Impact Fee amount proposed for FY'22

(3) Impact Fee based on 2016 fee update implemented @ 100%

(4) Impact Fee based on 2018 fee update implemented @ 100%

(5) Impact Fee based on 2007 fee update implemented @ 100%

(6) Impact Fee based on 2019 fee update implemented @ 100%



IV. Parks & Recreation

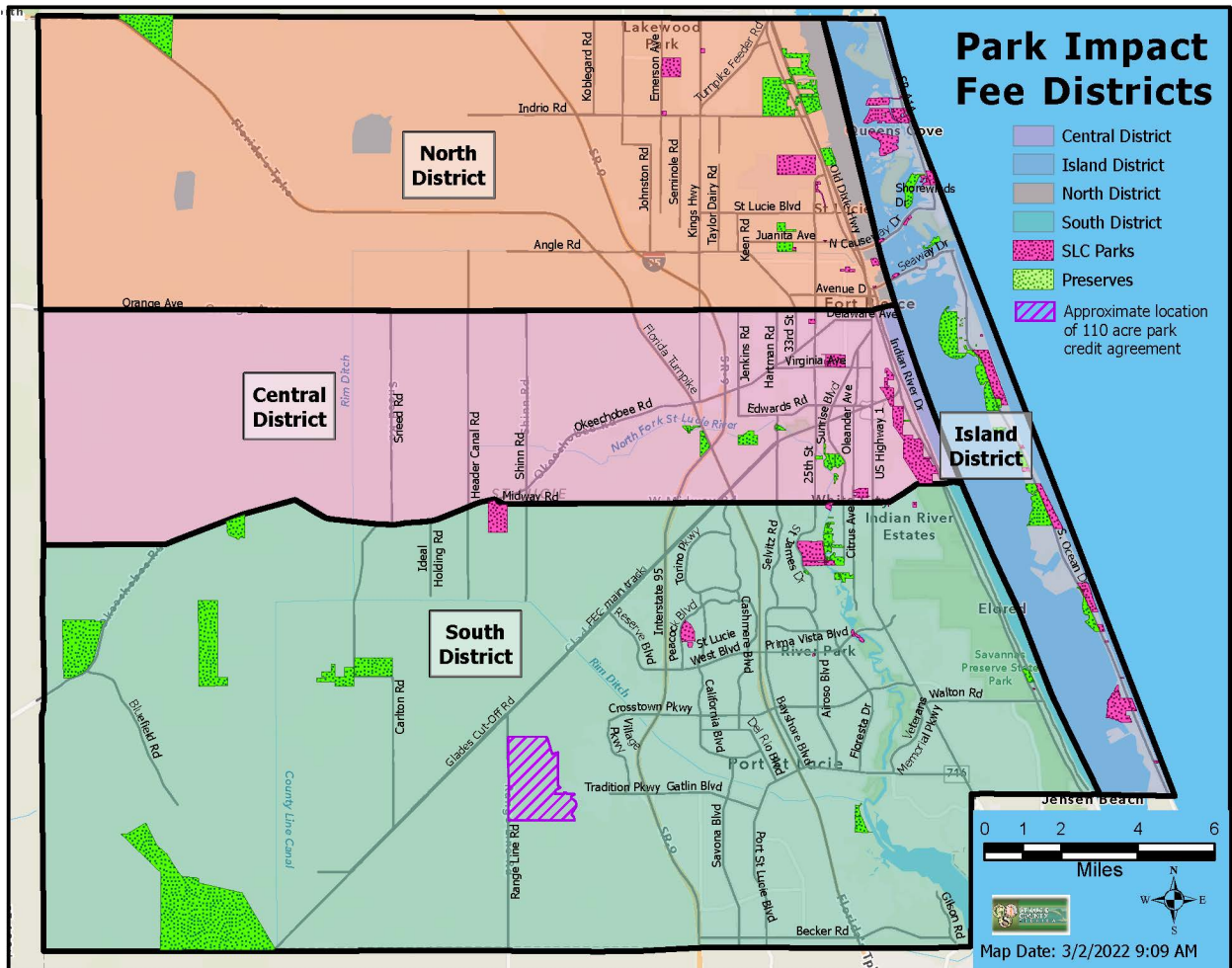
St. Lucie County provides park facilities and recreation services to all residents and visitors of St. Lucie County. This analysis includes all County parks and recreation facilities located within the County. Information supporting this analysis was obtained from the St. Lucie County Parks and Recreation Department and other sources as indicated. The development of parks and recreation fees follows the methodological elements provided in Section I.

Service Area, Population and Expenditure Districts

St. Lucie County provides parks and recreation facilities and services to all county residents and visitors. The population used in the parks impact fee calculation is the entire countywide resident population including seasonal residents plus the full-time equivalent (“FTE”) visitors. This population is referred to as the “weighted” residential population in this study. St. Lucie County has parks and recreational facilities throughout the entire county and has a countywide service area. The County currently has two expenditure districts for parks impact fees. The County is in process of increasing the number to four districts to accommodate the growth patterns of both the population and municipal boundaries. These additional expenditure districts will further ensure that the impact fees collected are spent in the area most proximate to the new development. Figure IV-1 shows the four planned districts.



Figure IV-1: Parks Impact Fee Expenditure Districts



Appendix Table A-9 provides the current and projected weighted population through 2045. Appendix Table A-2 provides the average people per housing unit by residential land use. These two tables provide the population framework for the calculation of the parks and recreation impact fee analysis.

Inventory of Capital Assets

St. Lucie County has three different types of parks: community, regional, and resource parks. The parks and facilities within the community and regional parks are included in the Parks and Recreation capital inventory and form the basis of the impact fee calculation. Resource parks are large, environmentally important properties which are relatively undeveloped and are not managed by the County Parks Department. Resource Parks are not included in the impact fee calculation.



Table IV-1 provides the inventory of the community and regional parks and recreation facilities that are owned or partially owned by St. Lucie County and that are included in the impact fee analysis. This parks and recreation inventory is used as the basis for the impact fee analysis and includes 40 parks and recreational areas totaling 1,747.5 acres under County ownership and valued at \$90.4 million (Property Appraiser valuation).

Table IV-2 provides a list of the recreational facilities that are available at each park location along with their replacement cost. The current value of recreational facilities is \$82.0 million.

St. Lucie County has experienced robust population growth over many years that has increased the demand for additional parks and recreational facilities. The Parks and Recreation Master Plan, (August 2021), determined that the County would have to purchase 405 acres of land in the unincorporated areas just to maintain its current LOS in 2030. The County is currently looking for additional land for park and recreation development to meet the demand from new growth. The priority focus is currently on the purchase of regional park land. The Parks Department is also continuously making capital improvements and adding capacity to its existing facilities. For example, new restrooms and an animal barn were added to the facilities at the Fairgrounds. Recreation fields, parking, restrooms, picnic tables and pavilions, and trails are some of the capital facilities required to meet the parks and recreation services demand from new growth.



Table IV-1: Parks & Recreation Park Inventory

PARK	Park Type	Acres	Building Value (1)	Total Value (1)	Owner- ship	% STL	St Lucie Acres	St Lucie Building Value	St Lucie Total Value
Blind Creek Beachside-South	Regional	7.6	\$9680	\$273,130	SLC	100%	7.6	\$9,680	\$273,130
Blue Heron Beach	Regional	13.9	\$0	\$1,928,960	SLC	100%	13.9	\$0	\$1,928,960
Bryn Mawr Beach Access	Community	1.3	\$0	\$2,028,730	SLC	100%	1.3	\$0	\$2,028,730
Collins Park	Community	0.6	\$2640	\$86,790	SLC	100%	0.6	\$2,640	\$86,790
Dollman Park Riverside (Jane Murray)	Regional	126.7	\$5,610	\$9,362,540	SLC	100%	126.7	\$5,610	\$9,362,540
Elks Park	Community	12.4	\$299,750	\$726,000	SLC	100%	12.4	\$299,750	\$726,000
Fairgrounds	Regional	237.5	\$3,291,700	\$6,712,300	SLC	100%	237.5	\$3,291,700	\$6,712,300
Frederick Douglass Mem. Park	Regional	18.0	\$22,000	\$3,821,400	SLC	100%	18.0	\$22,000	\$3,821,400
Harbour Pointe	Regional	21.0	\$0	\$6,919,220	SLC	100%	21.0	\$0	\$6,919,220
Hermans Bay Beach	Regional	1.4	\$0	\$1,086,580	SLC	100%	1.4	\$0	\$1,086,580
Horatio Grisby Park	Regional	6.1	\$103,840	\$413,050	SLC	100%	6.1	\$103,840	\$413,050
Ilois Ellis Park	Regional	16.1	\$307,890	\$854,590	SLC	100%	16.1	\$307,890	\$854,590
Indrio Road Park & School House	Regional	7.5	\$16,390	\$641,300	SLC	100%	7.5	\$16,390	\$641,300
John Brooks Park Sports Complex	Regional	85.4	\$5,518,590	\$7,289,590	SLC	100%	85.4	\$5,518,590	\$7,289,590
John Brooks Park Beachside	Regional	120.3	\$3960	\$7,967,630	State & SLC	12%	14.4	\$475	\$956,116
Kings Island Tract	Regional	2.3	\$105,160	\$106,370	SLC	100%	2.3	\$105,160	\$106,370
Lakewood Park	Community	7.2	\$25,520	\$700,700	SLC	100%	7.2	\$25,520	\$700,700
Lakewood Regional Park	Regional	156.8	\$942,150	\$4,045,800	SLC	100%	156.8	\$942,150	\$4,045,800
Middle Cove Beach	Regional	4.0	\$0	\$732,050	SLC	100%	4.0	\$0	\$732,050
Museum Point Park	Regional	12.6	\$972,510	\$11,121,990	SLC	100%	12.6	\$972,510	\$11,121,990
Normandy Beach	Regional	1.1	\$0	\$936,430	SLC	100%	1.1	\$0	\$936,430
North Causeway Island Park & Boat Ramp	Regional	5.0	\$112,200	\$202,730	SLC	100%	5.0	\$112,200	\$202,730
Ocean Bay East and West	Regional	527.8	\$0	\$1,022,990	SLC	100%	527.8	\$0	\$1,022,990
Palm Lake Park	Community	9.0	\$3960	\$36,410	SLC	100%	9.0	\$3,960	\$36,410
Paradise Park	Community	1.7	\$150,480	\$255,310	SLC	100%	1.7	\$150,480	\$255,310
Pepper Park & Seal Museum	Regional	29.9	\$1,273,580	\$13,375,230	State & SLC	32%	9.6	\$407,546	\$4,280,074
Pepper Park Riverside	Regional	15.1	\$173,800	\$992,970	State & SLC	68%	10.3	\$118,184	\$675,220
Queens Island East and West	Regional	123.2	\$0	\$7,977,200	SLC	100%	123.2	\$0	\$7,977,200
Ravenswood Community Pool	Regional	1.2	\$215,710	\$551,980	SLC	100%	1.2	\$215,710	\$551,980
River Park Marina	Regional	14.0	\$7,821	\$2,025,881	SLC	100%	14.0	\$7,821	\$2,025,881
Savannas Park & Campground	Regional	229.0	\$296,010	\$549,120	State, SLC & Ft Pierce	13%	29.8	\$38,481	\$71,386
Sheraton Plaza Rec. Area	Community	5.0	\$19,910	\$139,700	SLC	100%	5.0	\$19,910	\$139,700
South County Sports Complex	Regional	10.3	\$307,450	\$2,527,690	SLC	100%	10.3	\$307,450	\$2,527,690
Stan Blum Boat Ramp	Regional	171.3	\$188,210	\$5,583,710	SLC	100%	171.3	\$188,210	\$5,583,710
Walton Rocks Beach	Regional	26.8	\$0	\$316,470	SLC	100%	26.8	\$0	\$316,470
Walton Community Center	Regional	0.9	\$22,990	\$239,690	SLC	100%	0.9	\$22,990	\$239,690
Waveland Beach Park	Regional	3.6	\$55,990	\$2,487,210	SLC	100%	3.6	\$55,990	\$2,487,210
Weldon B Lewis Park	Regional	13.9	\$40590	\$386,430	SLC	100%	13.9	\$40,590	\$386,430
White City Park	Regional	16.8	\$5,940	\$746,900	SLC	100%	16.8	\$5,940	\$746,900
Airport Greenway X34 Park	Community	13.5	\$0	\$181,060	SLC	100%	13.5	\$0	\$181,060
GRAND TOTAL		2,077.8	\$14,502,031	\$107,353,831			1,747.5	\$13,319,367	\$90,451,676
Weighted Population Served (2)		337,168							337,168
					Cost per Capita ("weighted"):			\$39.50	\$268.27

(1) St Lucie County Parks Department; SLC Property Appraiser

(2) Source: Appendix Table A-9 Weighted Population



Table IV-2: Parks & Recreation Park Inventory

Recreation Facilities	Number (1)	Cost per Unit (1)	Extension
Ball Fields – Lit	29	\$275,000	\$7,975,000
Ball Fields – Unlit	39	\$180,000	\$7,020,000
Basketball Courts	13	\$45,000	\$585,000
Beach Access with Parking	14	\$300,000	\$4,200,000
Boat Ramp Lanes	14	\$125,000	\$1,750,000
Camping/Ten/RV	157	\$15,000	\$2,355,000
Covered Equestrian Area	1	\$1,250,000	\$1,250,000
Disc Golf	1	\$50,000	\$50,000
Dog Parks	3	\$25,000	\$75,000
Equipped Playgrounds	18	\$100,000	\$1,800,000
Fishing Areas/Docks	13	\$100,000	\$1,300,000
Fitness Trails	3	\$100,000	\$300,000
Football Stadium	2	\$9,000,000	\$18,000,000
Kyack/Canoe Launch	6	\$100,000	\$600,000
Large Pavilions	7	\$35,000	\$245,000
Outdoor Fitness Equipment	3	\$100,000	\$300,000
Pickleball Courts	5	\$25,000	\$125,000
Picnic Tables/facilities	103	\$2,500	\$257,500
Pools	3	\$2,000,000	\$6,000,000
Recreation Center (Small less than 5,000 FT ²)	3	100 per FT ²	\$800,000
Regional Recreation Center (Hurricane Shelter)	1	200 per FT ²	\$14,000,000
Rest Rooms	37	\$250,000	\$9,250,000
Shuffle/Handball/Racquetball Courts	15	\$25,000	\$375,000
Skate Park	1	\$1,000,000	\$1,000,000
Small Pavilions	68	\$15,000	\$1,020,000
Track & Field	1	\$500,000	\$500,000
Tennis Courts	22	\$40,000	\$880,000
Facilities Total			\$82,012,500

(1) Parks & Recreation Dept

Level of Service

St. Lucie County has a stated level of service (LOS) for parks and recreation facilities of 5 acres of community parks per 1,000 unincorporated residents, and 2.5 acres of regional parks per 1,000 countywide residents. The County also has a LOS standard of 21.2 acres of resource parks per 1,000 countywide residents, but these are not included in the Parks impact fee as they are managed by the County’s Environmental Resource Department. Since the County parks are used by permanent residents, seasonal residents and vacation visitors, this impact fee calculation is based on the County’s current achieved community and regional parks LOS for the “weighted” population (permanent and seasonal residents plus full-time equivalent visitors). Using the parks inventory as provided by the County, St. Lucie County’s overall achieved level of service (LOS)



for community and regional parks is 5.18 acres per 1,000 countywide residents, seasonal residents, and full-time equivalent visitors.

Table IV-3 presents the calculation of the current LOS for park acreage included in the inventory.

Table IV-3: Parks Levels of Service

	LOS
Population Served (1)	337,168
Community Parks Acres (2)	50.7
Community LOS (Acres/1,000 Residents)	0.15
Regional Parks Acres (2)	1459.3
Regional LOS (Acres/1,000 Residents)	4.33
Total Parks Acreage (2)	1,747.52
Current Level of Service (Acres/1,000 Residents)	5.18

1) Appendix Table A-9 (Residents + Seasonal + FTE Visitors)

2) Table IV-1

Cost Component

The total cost per resident for parks and recreation facilities consists of two components: the cost of purchasing and developing land for each park and the cost of facilities and capital equipment located at each park.

The cost of park land varies by location, size, and zoning. The costs of land improvements needed for parks development also vary by site and include site preparation, drainage, utilities, landscaping, and irrigation. Recent vacant land sales data for residential, commercial and grazing land was used to determine an average purchase price per acre (See Appendix Table B-2). Table IV-4 uses a percentage of the average of grazing land and the land acquisition comparables as determined in Appendix B (\$142,869 per acre). This cost per acre is very conservative as it does not include the cost of design, site preparation, landscaping, parking, and other significant land development costs.

The \$13.3 million building value from Table IV-1 was added to the park facilities and equipment value of \$82.0 million to yield a total building and facilities cost of \$95.3 million. The current projected cost for the parks facilities and equipment is estimated based on recent cost estimates provided by the County's Parks Department.

Table IV-4 identifies the total average cost of parks development on a per acre basis and on a "weighted" per capita basis. The land, building, and facilities combined average value/cost is \$197,421 per acre. The net parks and recreation impact cost per weighted resident is \$1,023.22.



Table IV-4: Total Parks Capital Cost Per Resident

Land Value / Acre (1)	\$142,869
Building Total (2)	\$13,319,367
Facilities Total (3)	\$82,012,500
Total Building & Facilities Value	\$95,331,867
St. Lucie Parks Acres (2)	1,747.52
Parks Building+Fixtures Value / Acre	\$54,553
Parks Land+Building+Fixtures Value / Acre	\$197,421
LOS Acres (Weighted Population) (4)	5.18
Total Cost per Weighted Resident	\$1,023.22

(1) Appendix Table B-2 (3) Table IV-2
(2) Table IV-1 (4) Table IV-3

Credit Component

Impact fee credits are included in the overall calculation to prevent new development from overpaying their fair share of capital costs. Credits are derived from two primary sources: future debt service payments and capital purchases made from general revenues. A review of capital purchases and the capital financing program for the parks and recreation program was completed. The purpose of this review was to determine whether any general revenues may be generated by new development that have been or will be used to fund capital facilities, land and equipment related to St. Lucie County’s parks and recreation program over the next several years.

Capital Expansion Expenditures Credit

Unlike the library, some parks capital capacity expenditures are planned using non-impact fee revenues. These expenditures require a credit against the total capital cost in the impact fee calculation. Capital expenditure credits per resident were calculated based on the general revenue (non-impact fee) expenditures planned for capital expansion projects for 2021 through 2025 as detailed in the County’s 5-year Capital Improvement Program. Since capital expenditures may not be made in certain years, the methodology calls for the use of both current and future projected expenditures to obtain an average annual spending that is likely to repeat over the foreseeable future. The capital expenditure per resident was calculated by taking the average capital expansion expenditures per year and dividing by the average residents for the same period, Table IV-5.

During the study period, \$2.29 million of general funds revenue is projected to be spent on capital expansion, resulting in an average annual capital expansion expenditure of \$458,000. The average annual capital expansion expenditure per resident, based on this period, is \$1.30 per resident.



Table IV-5: Parks Capital Expansion Credit Per Resident

Description (1)	2021	2022	2023	2024	2025	Total
New Buildings						\$0
Facilities Replacement, Equipment, Vehicles	\$1,640,000	\$360,000	\$170,000	\$100,000	\$20,000	\$2,290,000
Total Parks & Recreations	\$1,640,000	\$360,000	\$170,000	\$100,000	\$20,000	\$2,290,000
Average Parks & Recreations Capital Expansion Expenditures per Year (2):						\$458,000
Average Weighted Population (3)						353,498
Annual Parks & Recreations Capital Expansion Credit per Resident.						\$1.30

1) Source: St. Lucie County Parks & Recreation Department

2) Capital expansion expenditures from CIP

3) Appendix Table A-9, (2021-2025)

Parks Debt Service Credit

The County has two parks related debt obligations currently outstanding totaling \$1.34 million. Both are set to be paid off within the next two years. Table IV-6 provides the annual debt service and the calculation of its related credit. The credit per resident is provided for each year of the outstanding financing period totaling \$3.86. Using the annual debt service per resident and the County's current debt interest rate, the debt service credit is equal to the present value of these annual credits, essentially the same \$3.86 per resident.

Table IV-6: Parks Capital Expansion Debt Credit Per Resident

	Capital Improvement Refunding #129	South County Stadium Revenue Note #210	Total Principal	Weighted Population	Credit per Capita Weighted
2022	\$1,040,000	\$150,000	\$1,190,000	347,988	\$3.42
2023		\$155,000	\$155,000	353,493	\$0.44
Total			\$1,345,000		\$3.86
Present Value of Credits:					\$3.86

Present Value/Bond interest rate: 2.60%

Source: St. Lucie County

Net Parks and Recreation Impact Cost

The net impact fee per resident is the Cost Component minus the Credit Component. Table IV-7 provides the calculation of the net parks and recreation impact cost per weighted resident of \$1,023.22 less credits of \$23.87 equals \$999.36 per weighted resident.



Table IV-7: Net Parks Cost Per Weighted Resident

Total Cost per Weighted Resident:	\$1,023.22
<u>Capital Expenditure Credit (1)</u>	
Capital Expenditure per Weighted Resident	\$1.30
Capitalization Rate (2)	2.60%
Capitalization Period (years)	<u>20</u>
Capital Expenditure Credit per Weighted Resident	<u>\$20.01</u>
<u>Debt Service Credit per Weighted Resident (3)</u>	<u>\$3.86</u>
Total Credits per Weighted Resident	\$23.87
Net Parks & Recreations Cost per Weighted Resident (4)	\$999.36

- (1) Table IV-4
- (2) County's current cost of debt financing
- (3) Table IV-5
- (4) Total Cost - Total Credits = Net Cost

Calculated Parks and Recreation Impact Fee Schedule

The parks and recreation maximum calculated impact fee and the total impact fee with the statutory cap are provided in Table IV-8. The table also shows the difference between the current and the proposed fees. The "Total Impact Fee with Statutory Cap" column provides the new impact fee using the current legislative limits.

Table IV-8: Parks and Recreation Impact Fee

Residential Land Use	Unit	Occupancy per Dwelling	Current Impact Fee	Maximum Calculated Impact Fee	Total Impact Fee w/ Statutory Cap (1)	Percent Change
Single Family	DU	2.73	\$1,707.00	\$2,728.24	\$2,560.50	50.0%
Condominium	DU	2.57	\$1,707.00	\$2,568.35	\$2,560.50	50.0%
Multifamily (1-2 stories)	DU	2.40	\$1,523.00	\$2,398.46	\$2,284.50	50.0%
Multifamily (3+ stories)	DU	2.57	\$1,523.00	\$2,568.35	\$2,284.50	50.0%
Mobile Home	DU	1.75	\$1,118.00	\$1,748.87	\$1,677.00	50.0%
Other Residential (2)	Bed	0.89	\$1,707.00	\$889.43	\$889.43	-47.9%
Hotel (3)	Room	1.96	\$1,141.00	\$1,956.24	\$1,711.50	50.0%
Motel (3)	Room	1.48	\$1,142.00	\$1,477.30	\$1,477.30	29.4%
Bed & Breakfast (4)	Guest Room	1.21	\$1,141.00	\$1,205.22	\$1,205.22	5.6%

- (1) Amount that may be imposed absent a finding of extraordinary circumstances (Section 163.31801, F.S.) and in accordance with phasing schedule provided in Table IV-9
- (2) Dormitories, rooming houses, congregate living facilities
- (3) Appendix Table A-7; 2.9 persons/hotel room; 2.19 persons/motel room at 67% occupancy (STR- Smith Travel)
- (4) 1.8 persons/room at 67% occupancy (PFM estimate)



The recent legislation limits the amount any impact fee increase may be assessed to a maximum 50 percent increase, unless there is a finding of extraordinary circumstances, but any decrease in fee can be implemented without proration. Any increases up to 25 percent must be implemented over two years and increases over 25 percent must be implemented using four increases. The resulting impact fee phasing schedule is provided in Table IV-9, assuming the County does not find that extraordinary circumstances exist to exceed the statutory limits.

Table IV-9: Parks and Recreation Impact Fee Phasing Schedule

Land Use	Unit	Current Impact Fee	Total Impact Fee w/ Statutory Cap (1)	Proposed FY'22 Impact Fee	Proposed FY'23 Impact Fee	Proposed FY'24 Impact Fee	Proposed FY'25 Impact Fee
Single Family	DU	\$1,707.00	\$2,560.50	\$1,920.38	\$2,133.75	\$2,347.13	\$2,560.50
Condominium	DU	\$1,707.00	\$2,560.50	\$1,920.38	\$2,133.75	\$2,347.13	\$2,560.50
Multifamily (1-2 stories)	DU	\$1,523.00	\$2,284.50	\$1,713.38	\$1,903.75	\$2,094.13	\$2,284.50
Multifamily (3+ stories)	DU	\$1,523.00	\$2,284.50	\$1,713.38	\$1,903.75	\$2,094.13	\$2,284.50
Mobile Home	DU	\$1,118.00	\$1,677.00	\$1,257.75	\$1,397.50	\$1,537.25	\$1,677.00
Other Residential	Bed	\$1,707.00	\$889.43	\$889.43	\$889.43	\$889.43	\$889.43
Hotel	Room	\$1,141.00	\$1,711.50	\$1,283.63	\$1,426.25	\$1,568.88	\$1,711.50
Motel	Room	\$1,142.00	\$1,477.30	\$1,225.82	\$1,309.65	\$1,393.47	\$1,477.30
Bed & Breakfast	Guest Room	\$1,141.00	\$1,205.22	\$1,173.11	\$1,205.22	\$1,205.22	\$1,205.22

(1) Amount that may be imposed absent a finding of extraordinary circumstances (Section 163.31801, F.S.)

Parks and Recreation Impact Fee Schedule Comparison

To complete the review of the calculated impact fees as reasonable and accurate, a comparison of parks and recreation impact fee schedules was completed for nearby and similar jurisdictions. Table IV-10 presents the comparison of parks and recreation impact fees in St. Lucie County and other selected jurisdictions. If the proposed impact fee is implemented at 100 percent, St. Lucie County's new parks and recreation impact fee will be higher than those imposed in some nearby counties but will take four years to reach that level.

Table IV-10: Parks and Recreation Impact Fee Comparison

Land Use	St Lucie County (1)	St Lucie County (2)	Indian River County (3)	Martin County (4)	Palm Beach County (5)	Osceola County (6)	Volusia County (7)	St Johns County (8)
Single Family	\$2,561	\$1,920	\$819	\$1,972	\$860	\$2,305	\$596	\$1,513
Condominium	\$2,561	\$1,920	\$468	\$1,972	\$788	\$1,118	\$596	\$1,513
Multifamily (1-2 stories)	\$2,285	\$1,713	\$468	\$1,377	\$788	\$1,118	\$596	\$1,215
Hotel (per room)	\$1,712	\$1,284	\$0	\$1,058	\$273	\$0	\$0	\$177

(1) Total Impact Fee with statutory cap; increases phased in over 4 years.

(2) Impact Fee amount proposed for FY22

(3) Impact Fee based on 2020 fee update implemented @ 100%

(4) Impact Fee based on 2016 fee update implemented @ 100%

(5) Impact Fee based on 2018 fee update implemented @ 100%

(6) Impact Fee based on 2017 fee update implemented @ 100%

(7) Impact Fee based on 2018 fee update implemented @ 100%

(8) Impact Fee based on 2018 fee update implemented @ 100%



V. Public Buildings

St. Lucie County provides services to all residents of the county. These services include county management, jail, court system, emergency operations center, economic development and many others. These services are housed in public buildings throughout the county. This analysis includes the public buildings and facilities not included in the other impact fee categories. Information supporting this analysis was obtained from the St. Lucie County Facilities Department, St. Lucie County Property Appraiser and other sources as indicated. The development of the Public Buildings impact fee follows the methodological elements outlined in Section I.

Service Area and Population

St. Lucie County provides community services to all county permanent residents, seasonal residents, workers, and visitors in the county. For this reason, the service area for Public Buildings used in the impact fee calculations covers the entire county and uses the countywide functional population to develop the impact fee costs for each land use. Appendix A provides the methodology and calculation of the functional population. Appendix Table A-9 provides the current and projected population through 2045 and the projected functional population for the county. This table provides the population framework for the calculation of the public buildings impact fee analysis.

The consistent population and employment growth within St. Lucie County has generated demand for additional County services. The County has responded to this demand by constructing new facilities, adding on to existing facilities and renovating facilities in efforts to meet the increasing demand for services from population growth. New construction for capital expansion examples includes the new Tax Collector building, a new airport hangar and the added capacity to the Clerk of the Court building. The County also purchased a building and converted it to a walk-in health clinic to meet the increased human services demands of population growth. The County must also periodically purchase additional vehicles, computers and other equipment required by new staff brought on to help service the new residential and commercial populations.

Inventory of Capital Assets

The St. Lucie County has two different types of public buildings: primary and support buildings. Table V-1 provides the inventory of public buildings and facilities that are owned by the County and that are included in the impact fee analysis. The County's public buildings inventory includes approximately 1,492,821 square feet of primary buildings and 86,867 square feet of support buildings on 727.8 acres with a total value of \$381.3 million.



Table V-1: Public Buildings Capital Inventory

Building Description	Sq. Ft. (1)	Acreage (1)	Building Value (2)	Land Value (3)	Total Value
Primary Buildings					
Administration Building	154,697	25.4	\$36,295,055	\$4,250,290	\$40,545,345
Courthouse & Annex	235,518	6.4	\$55,257,302	\$3,084,290	\$58,341,592
Jail	313,203	68.8	\$73,483,780	\$1,229,800	\$74,713,580
Emergency Operations Centers	222,381	235.3	\$52,175,095	\$3,762,660	\$55,937,755
South Second Street	113,245	2.4	\$26,569,575	\$1,164,130	\$27,733,705
Agriculture Department	331,439	353.5	\$77,762,315	\$5,180,340	\$82,942,655
Health Department	122,338	1.6	\$28,702,977	\$1,407,340	\$30,110,317
Subtotal-Primary Buildings	1,492,821	693.3	\$350,246,100	\$20,078,850	\$370,324,950
Support Buildings					
Inmate Work Farm	11,602	9.8	\$1,282,648	\$259,820	\$1,542,468
Facilities	51,611	17.3	\$5,705,804	\$925,540	\$6,631,344
Data House	12,847	6.6	\$1,420,288	\$175,780	\$1,596,068
Community Services	10,807	0.9	\$1,194,757	\$42,130	\$1,236,887
Subtotal-Support Buildings	86,867	34.6	\$9,603,497	\$1,403,270	\$11,006,767
Total All Buildings	1,579,688	727.8	\$359,849,597	\$21,482,120	\$381,331,717
Unit Cost (sq.ft., acre, sq.ft.)			\$228	\$29,515	\$241

(1) Source: St. Lucie County Property Appraiser (Appendix B)

(2) Source: Appendix Table B-3 Building Cost X Square Feet

(3) Source: St. Lucie County Property Appraiser (Appendix B)

Level of Service and Total Capital Cost per Resident

The County does not have a LOS standard for public buildings. This study used the current, achieved LOS for the functional population to ensure that the new development is properly charged.

Table V-2 presents the calculation of the current LOS for the public buildings included in the inventory. The current LOS for public buildings is 4.9684 square feet per functional resident. The public building plus land average value is \$241.40 per square foot. This equates to a cost of \$1,199.37 per functional resident.

Table V-2: Public Buildings Levels of Service

	Functional Population
Population Served (1)	317,949
Total Acres	727.8
Acres per functional resident	0.0023
Public Buildings Square Feet (2)	1,579,688
Current LOS (Sq.Ft./Functional Resident)	4.9684
Total Building & Land Value (3)	\$381,331,717
Building & Land Value / Bldg. Sq.Ft	\$241.40
Current LOS (Sq.Ft./Functional Resident)	4.9684
Total Cost per Functional Resident	\$1,199.37

(1) Source: Appendix Table A-6

(2) & (3) Table V-1



Credit Component

Impact fee credits are included in the overall impact fee calculation to prevent new development from overpaying their share of capital costs. Credits are derived from two primary sources: future debt service payments; and capital purchases made from general revenues. A review of capital purchases and the capital financing program for the Public Buildings program was completed. The purpose of this review was to determine whether any general revenues may be generated by new development that have been or will be used to fund capital facilities, land and equipment related to St. Lucie County's Public Buildings program over the next several years.

Capital Expansion Expenditures Credit

The capital expenditure credits per functional resident were calculated based on the general revenue (non-impact fee) expenditures planned for capital expansion projects for 2021 through 2025. Since capital expenditures may vary year-to-year, the methodology calls for the use of current and future projected expenditures to obtain an average annual spending that is likely to repeat over the foreseeable future. The capital expenditure per resident was calculated by taking the average capital expansion expenditures per year and dividing by the average number of functional residents for the same period. The County's current CIP does not include any capital expansion expenditures, but it does include capital maintenance and replacement expenditures. In an effort to calculate a conservative net impact fee, a credit was included for the capital maintenance and replacement expenditures, Table V-3.

During the study period, \$9.3 million of general fund revenue will be spent on capital maintenance and replacement, resulting in an average annual capital expansion expenditure of \$1.8 million. The average annual capital expansion expenditure per functional resident is \$5.61.

Table V-3: Public Buildings Capital Expansion Credit Per Functional Resident

Description (1)	2021	2022	2023	2024	2025	Total
New Buildings	\$0	\$0	\$0	\$0	\$0	\$0
Facilities Replacement/Maintenance, Equipment	\$2,184,787	\$1,780,818	\$1,755,818	\$1,655,818	\$1,975,818	\$9,353,059
Total Public Buildings	\$2,184,787	\$1,780,818	\$1,755,818	\$1,655,818	\$1,975,818	\$9,353,059
Average Public Buildings Capital Expansion Expenditures per Year (2):						\$1,870,612
Average Functional Population (3)						333,347
Annual Public Buildings Capital Expansion Credit per Resident.						\$5.61

(1) Source: St. Lucie County

(2) Non-Impact Fee Capital expansion/maintenance expenditures from CIP

(3) Appendix Table A-9 (average of years 2021-2025)



Public Buildings Debt Service Credit

The County has two public building related debt obligations outstanding. The Series 2013 Sales Tax Refunding bonds were used to increase the capacity of the jail and courthouse. The Series 2016 Capital Improvement Revenue Bonds were for upgrades to the jail security system. Table V-4 provides the annual debt service and the calculation of the related credit. This bond debt has a 12-year debt service period remaining. The credit per resident is provided for each year of the outstanding financing period and totals \$61.91. Using the annual debt service per functional resident and the County's current debt interest rate, the debt service credit is equal to the present value of these annual credits, \$47.59 per functional resident.

Table V-4: Capital Expansion Credit Per Functional Resident

Year	Series 2013 (1)	Series 2016 (2)	Total Principal	Functional Population (3)	Credit per Functional Resident
2022	\$1,372,229	\$220,000	\$1,592,229	328,214	\$4.851
2023	\$1,373,964	\$225,000	\$1,598,964	333,347	\$4.797
2024	\$1,369,964	\$230,000	\$1,599,964	338,480	\$4.727
2025	\$1,371,208	\$235,000	\$1,606,208	343,613	\$4.674
2026	\$1,523,830	\$240,000	\$1,763,830	349,214	\$5.051
2027	\$1,522,253	\$250,000	\$1,772,253	354,815	\$4.995
2028	\$1,524,742	\$255,000	\$1,779,742	360,417	\$4.938
2029	\$1,523,298	\$260,000	\$1,783,298	366,018	\$4.872
2030	\$1,521,132	\$270,000	\$1,791,132	371,619	\$4.820
2031	\$1,520,652		\$1,520,652	376,004	\$4.044
2032	\$1,525,531		\$1,525,531	380,388	\$4.010
2033	\$1,524,039		\$1,524,039	384,773	\$3.961
Present Value of Credits (4):					\$47.59

(1) St. Lucie County Sales Tax Refunding Revenue Bonds, Series 2013 A

This is the Principal portion paid with general revenues

(2) St Lucie County Capital Improvement Revenue Bonds Series 2016

(3) Table A-9

(4) Present Value Discount Rate (Current Bond Interest Rate): 2.60%

Net Public Buildings Impact Cost

The net impact fee per resident is the Cost Component minus the Credit Component. Table V-5 provides the calculation of the net Public Buildings impact cost per functional resident. The total cost minus the credits equals the net cost per functional resident. The total cost is \$1,199.37. The capital expenditure credit is the present value of the \$5.61 annual credit and equals \$86.66. The capital expenditure credit plus the capital debt credit of \$47.59 equals a total credit of \$134.25 per functional resident. The public buildings net cost is \$1,065.12 per functional resident.



Table V-5: Net Public Buildings Cost Per Functional Resident

Total Cost per Functional Resident (1)	\$1,199.37
Capital Expenditure Credit (2)	
Capital Expenditure per Functional Resident	\$5.61
Capitalization Rate (3)	2.60%
Capitalization Period (years)	20
Capital Expenditure Credit per Functional Resident	\$86.66
Capital Debt Credit per Functional Resident (4)	\$47.59
Total Capital Credits per Functional Resident	\$134.25
Net Public Buildings Cost per Functional Resident	\$1,065.12

(1) Table V-2 (3) County's current cost of debt financing

(2) Table V-3 (4) Table V-4

Calculated Public Buildings Impact Fee Phasing Schedule

The public buildings maximum calculated impact fee and total impact fee with statutory cap are provided in Table V-6. The table also shows the difference between the current and proposed fees. Due to the higher costs of land and construction materials, impact fees for most land uses have increased since the 2016 impact fee calculation. Legislation in 2021 limits the amount a County may increase its impact fees to no more than 50 percent, absent a finding of extraordinary circumstances in accordance with Section 163.31801, Florida Statutes. The "Total Impact Fee with Statutory Cap" column in Table V-6 provides the new impact fee using the current legislative guidelines, assuming the County does not find that extraordinary circumstances exist to exceed the statutory limits.



Table V-6: Public Buildings Proposed Impact Fee

Land Use	Unit	Functional Residents Coefficient	Current Impact Fee	Maximum Calculated Impact Fee	Total Impact Fee w/ Statutory Cap (1)	Percent Change
Single Family	DU	2.00	\$365.00	\$2,127.37	\$547.50	50.0%
Condominium	DU	1.88	\$365.00	\$2,002.69	\$547.50	50.0%
Multifamily (1-2 stories)	DU	1.76	\$327.00	\$1,870.22	\$490.50	50.0%
Multifamily (3+ stories)	DU	1.88	\$327.00	\$2,002.69	\$490.50	50.0%
Mobile Home	DU	1.28	\$240.00	\$1,363.70	\$360.00	50.0%
Other Residential (2)	Bed	0.97	\$365.00	\$1,027.84	\$547.50	50.0%
Hotel	room	1.19	\$247.00	\$1,266.16	\$370.50	50.0%
Motel	room	0.79	\$247.00	\$839.18	\$370.50	50.0%
Nursing Home/ACLF	bed	1.24	\$328.00	\$1,315.42	\$492.00	50.0%
Office & Financial						
General Office	1,000 SqFt	0.924	\$323.00	\$984.55	\$484.50	50.0%
Medical Office	1,000 SqFt	1.440	\$605.00	\$1,533.82	\$907.50	50.0%
Retail						
Under 100,000 Sq.Ft.	1,000 SqFt	2.087	\$476.00	\$2,222.81	\$714.00	50.0%
100,000 - 499,999 Sq.Ft.	1,000 SqFt	2.809	\$547.00	\$2,992.24	\$820.50	50.0%
500,000 + Sq.Ft.	1,000 SqFt	1.559	\$436.00	\$1,660.60	\$654.00	50.0%
Gasoline Services						
Service Station	per position	1.453	\$105.00	\$1,547.31	\$157.50	50.0%
Industrial						
Warehouse	1,000 SqFt	0.111	\$47.00	\$118.72	\$70.50	50.0%
Truck Terminal	1,000 SqFt	0.189	\$110.00	\$201.24	\$165.00	50.0%
General Industrial	1,000 SqFt	0.489	\$74.00	\$520.54	\$111.00	50.0%
Institutional						
School - Elementary	per Student	0.153	\$488.00	\$163.32	\$163.32	-66.5%
School - Middle, High	per Student	0.092	\$485.00	\$98.01	\$98.01	-79.8%
Day Care	1,000 SqFt	0.778	\$317.00	\$828.51	\$475.50	50.0%
Church/Fraternal Organization	1,000 SqFt	0.408	\$0.00	\$434.70		
Hospital	1,000 SqFt	1.292	\$388.00	\$1,376.13	\$582.00	50.0%
Library	1,000 SqFt	2.613	\$494.00	\$2,783.33	\$741.00	50.0%
Recreational						
Park (public)	per acre	0.038	\$149.00	\$40.38	\$40.38	-72.9%
Recreation Facility	1,000 SqFt	2.419	\$149.00	\$2,576.78	\$223.50	50.0%
Golf Course	per hole	0.835	\$296.00	\$889.77	\$444.00	50.0%
Movie Theater	per seat	0.058	\$56.00	\$61.67	\$61.67	10.1%

- (1) Amount that may be imposed absent a finding of extraordinary circumstances (Section 163.31801, F.S.) and in accordance with phasing schedule provided in Table V-7
- (2) Dormitories, rooming houses, congregate living facilities



The recent legislation also limits the amount any impact fee increase may be assessed. Increases of 25 percent or less must be implemented in two equal increases. Increases of more than 25 percent must be implemented in four increases. The resulting impact fee phasing schedule is provided in Table V-7.

Table V-7: Public Buildings Proposed Impact Fee Phasing Schedule

Land Use	Unit	Current Impact Fee	Total Impact Fee w/ Statutory Cap (1)	Proposed FY'22 Impact Fee (2)	Proposed FY'23 Impact Fee (2)	Proposed FY'24 Impact Fee (2)	Proposed FY'25 Impact Fee (2)
Single Family	DU	\$365.00	\$547.50	\$410.63	\$456.25	\$501.88	\$547.50
Condominium	DU	\$365.00	\$547.50	\$410.63	\$456.25	\$501.88	\$547.50
Multifamily (1-2 stories)	DU	\$327.00	\$490.50	\$367.88	\$408.75	\$449.63	\$490.50
Multifamily (3+ stories)	DU	\$327.00	\$490.50	\$367.88	\$408.75	\$449.63	\$490.50
Mobile Home	DU	\$240.00	\$360.00	\$270.00	\$300.00	\$330.00	\$360.00
Other Residential (2)	Bed	\$365.00	\$547.50	\$410.63	\$456.25	\$501.88	\$547.50
Hotel	room	\$247.00	\$370.50	\$277.88	\$308.75	\$339.63	\$370.50
Motel	room	\$247.00	\$370.50	\$277.88	\$308.75	\$339.63	\$370.50
Nursing Home/ACLF	bed	\$328.00	\$492.00	\$369.00	\$410.00	\$451.00	\$492.00
Office & Financial							
General Office	1,000 SqFt	\$323.00	\$484.50	\$363.38	\$403.75	\$444.13	\$484.50
Medical Office	1,000 SqFt	\$605.00	\$907.50	\$680.63	\$756.25	\$831.88	\$907.50
Retail							
Under 100,000 Sq.Ft.	1,000 SqFt	\$476.00	\$714.00	\$535.50	\$595.00	\$654.50	\$714.00
100,000 - 499,999 Sq.Ft.	1,000 SqFt	\$547.00	\$820.50	\$615.38	\$683.75	\$752.13	\$820.50
500,000 + Sq.Ft.	1,000 SqFt	\$436.00	\$654.00	\$490.50	\$545.00	\$599.50	\$654.00
Gasoline Services							
Service Station	per position	\$105.00	\$157.50	\$118.13	\$131.25	\$144.38	\$157.50
Industrial							
Warehouse	1,000 SqFt	\$47.00	\$70.50	\$52.88	\$58.75	\$64.63	\$70.50
Truck Terminal	1,000 SqFt	\$110.00	\$165.00	\$123.75	\$137.50	\$151.25	\$165.00
General Industrial	1,000 SqFt	\$74.00	\$111.00	\$83.25	\$92.50	\$101.75	\$111.00
Institutional							
School - Elementary	per Student	\$488.00	\$163.32	\$163.32	\$163.32	\$163.32	\$163.32
School - Middle, High	per Student	\$485.00	\$98.01	\$98.01	\$98.01	\$98.01	\$98.01
Day Care	1,000 SqFt	\$317.00	\$475.50	\$356.63	\$396.25	\$435.88	\$475.50
Church/Fraternal Organization	1,000 SqFt	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
Hospital	1,000 SqFt	\$388.00	\$582.00	\$436.50	\$485.00	\$533.50	\$582.00
Library	1,000 SqFt	\$494.00	\$741.00	\$555.75	\$617.50	\$679.25	\$741.00
Recreational							
Park (public)	per acre	\$149.00	\$40.38	\$40.38	\$40.38	\$40.38	\$40.38
Recreation Facility	1,000 SqFt	\$149.00	\$223.50	\$167.63	\$186.25	\$204.88	\$223.50
Golf Course	per hole	\$296.00	\$444.00	\$333.00	\$370.00	\$407.00	\$444.00
Movie Theater	per seat	\$56.00	\$61.67	\$58.84	\$61.67	\$61.67	\$61.67



Public Buildings Impact Fee Schedule Comparison

To complete the review of the calculated impact fees as reasonable and accurate, a comparison of public buildings impact fee schedules was completed for nearby and similar jurisdictions. Table V-8 presents the comparison of Public Buildings impact fees in St. Lucie County and other selected jurisdictions. St. Lucie County's new public buildings impact fees are moderate in comparison to the other counties.

Table V-8: Public Buildings Impact Fee Comparison

Land Use	St Lucie County (1)	St Lucie County (2)	Indian River County (3)	Martin County (4)	Palm Beach County (5)	St Johns County (6)	Collier County (7)
Single Family	\$548	\$411	\$415	\$646	\$223	\$710	\$934
Condominium	\$548	\$411	\$225	\$646	\$223	\$710	\$444
Multifamily	\$491	\$368	\$225	\$469	\$195	\$710	\$444
Office	\$485	\$363	\$121	\$316	\$131	\$608	\$620
Medical Office	\$908	\$681	\$163	\$238	\$278	\$797	\$864
Retail	\$714	\$536	\$205	\$616	\$327	\$1,304	\$1,275
Warehouse	\$71	\$53	\$15	\$98	\$36	\$136	\$146
Hotel	\$371	\$278	\$137	\$394	\$57	\$332	\$422

(1) Total Impact Fee with statutory cap; increases phased in over 4 years.

(2) Impact Fee amount proposed for FY22

(3) Impact Fee based on 2020 fee update implemented @ 100%

(4) Impact Fee based on 2016 fee update implemented @ 100%

(5) Impact Fee based on 2018 fee update implemented @ 100%

(6) Impact Fee based on 2018 fee update implemented @ 100%

(7) Impact Fee based on 2019 fee update implemented @ 100%



VI. Law Enforcement

Law enforcement impact fees fund the capital construction and expansion of law enforcement related facilities, land and the capital equipment required to support the additional service demand generated by the county's new growth. The development of the law enforcement impact fee follows the methodological elements outlined in Section I.

Service Area and Population

The St. Lucie County Sheriff Department provides law enforcement services to all county residents, workers, and visitors. The Sheriff's service area encompasses the entire County, making a single, countywide benefit district. The countywide, 24-hour functional population is used in this analysis, (Appendix Table A-9).

St. Lucie County has experienced robust and consistent population and employment growth in recent decades. This growth has generated an increased demand for additional law enforcement and associated services. Part of this additional demand is created by the increase in the number of school resource officers required throughout the county. The demand for additional patrol deputies, investigators, and resource officers generates demand for additional patrol and service vehicles, computers, equipment, office space, and evidence storage all partially supported through impact fee revenue.

Inventory and Value of Capital Assets

The St. Lucie County Sheriff's Department is using buildings totaling approximately 112,836 square feet for offices, detention, training, storage and other law enforcement activities. Table VI-1 shows a summary of the building and land inventory. The current values of the building and land is based on the projected replacement cost of comparable public buildings at 75 percent of total value (Appendix B, Table B-3). The total valuation of law enforcement buildings and land is \$20.9 million with an average unit cost of \$185.60 per building square foot.

Table VI-1 (cont.) provides the vehicle and capital equipment inventory. The capital equipment and vehicles are valued at \$48.7 million. The total capital inventory including buildings, land, equipment and vehicles is \$69.7 million.



Table VI-1: Law Enforcement Building and Land Inventory

Building Description	Sq. Ft. (1)	Acreage (1)	Building Value (2)	Land Value (1)	Total Value
Sheriff Department Buildings					
Midway Administration & Garage	48,557	9.54	\$11,392,458	\$669,900	\$12,062,358
Aviation Hangar/Offices	12,375	1.26	\$2,903,426	\$134,750	\$3,038,176
Hover Substation	6,996	0.52	\$1,641,404	\$17,160	\$1,658,564
Firing Range	9,808	13.41	\$813,235	\$459,250	\$1,272,485
Covered Storage	27,000	0.00	\$2,238,719	\$0	\$2,238,719
Metal Building	8,100	0.00	\$671,616	\$0	\$671,616
Subtotal-Buildings	112,836	24.73	\$19,660,858	\$1,281,060	\$20,941,918
Unit Cost (per sq.ft. of building)			\$174.24		\$185.60

(1) Source: St. Lucie County Property Appraiser

(2) Source: Value/SqFt from Appendix Table B-3

Table VI-1 (cont.): Law Enforcement Vehicles and Equipment Inventory

Vehicles & Equipment (3)			Total Value
EDP Hardware			\$4,200,000
EDP Software			\$3,700,000
Communications Equipment:			
Antennas Towers			\$7,800,000
Radios			\$3,590,000
Vehicle Fleet	Number	Unit Cost	
Patrol Cruiser	237	\$47,000	\$11,139,000
Fire Private Passenger	154	\$36,000	\$5,544,000
Other Private Passenger	1	\$210,000	\$210,000
Buses	15	\$40,000	\$600,000
Light Trucks & Vans	37	\$75,000	\$2,775,000
Medium Trucks	36	\$25,000	\$900,000
Heavy Trucks	2	\$15,000	\$30,000
Motorcycles	16	\$20,688	\$331,008
Trailers	150	\$2,794	\$419,100
Bomb Vehicle	1	\$375,000	\$375,000
Documents Imaging System			\$250,000
Message Switching Enhancement			\$100,000
Forward Looking Infrared			\$331,000
Epix Imaging System			\$30,000
EOD Field Imaging System			\$30,000
Video Enhancement System			\$15,000
Miscellaneous Equipment			\$6,421,680
Subtotal-Equipment & Vehicles			48,790,788
Total Capital (Buildings + Vehicles + Equipment)			\$69,732,706

(1) Source: St. Lucie County Property Appraiser

(2) Source: Value/SqFt from Appendix Table B-3

(3) Source: St. Lucie Sheriff's Department



Level of Service

The St. Lucie County Sheriff's Department has a level of service (LOS) standard of 2.96 sworn Law Enforcement officers per 1,000 residents. The County's current level of service (LOS) is closer to 0.78 sworn officers per 1,000 residents. Table VI-2 presents the calculation of the current LOS. To avoid any potential of overpayment for a LOS that is higher than the existing LOS, the impact fee will be calculated based on the current, existing LOS for functional residents.

Because the Sheriff provides services to residents, visitors and businesses alike, the LOS needs to be calculated in terms of officers per 1,000 functional residents. The current LOS is 0.8084 sworn officers per 1,000 functional residents (Table VI-2).

Table VI-2: Law Enforcement Level of Service (LOS)

	Resident Population	Functional Population
Population Served (1)	329,226	317,949
Number of Officers (2)	257	257
Level of Service (Officers/1,000 Resident)	0.7807	0.8084

(1) Table II-1, Table A-9

(2) St Lucie County Sheriff's Department

Cost Component

The LOS is calculated based on the number of sworn officers, but the actual impact fee cost component is based on the capital costs of buildings, land, vehicles, and equipment. These costs are then allocated on a per sworn officer basis. Table VI-3 shows that the capital replacement costs for land, buildings, vehicles and equipment total \$69.7 million, which is \$271,333 per sworn law enforcement officer.

The cost per functional resident was calculated as the total capital cost of \$271,333 per officer multiplied by the LOS of 0.8084 officers per 1,000 functional residents divided by 1,000. The total impact cost per functional resident is \$219.35 for law enforcement capital facilities.

Table VI-3: Asset Value per Functional Resident

	Functional Population
Total Building, Land, Vehicle & Equipment Value (1)	\$69,732,705.54
Number of Sworn Officers (2)	257
Total Asset Value per Officer	\$271,333.48
LOS (Officers/1,000 Functional Residents) (3)	0.8084
Total Cost per Functional Resident (4)	\$219.35

(1) Table VI-1 (2) Table VI-2 (3) Table VI-2

(4) $(\text{LOS} \times \text{Sq.Ft/Functional Resident} \times \text{Asset Value/Officer}) / 1,000$



Credit Component

Credits need to be calculated for any future payments that development will pay toward purchasing additional capital facilities for law enforcement using general revenue sources. These credits are applied against the total capital to get the net cost. This avoids charging new development twice for the capital facilities that are paid for by general revenues. A review of the capital financing program for law enforcement services was conducted with County staff to determine any potential credits that should be considered for revenues generated by new development that could be used for capital facilities, land, and equipment expansion for the law enforcement program. Capital expenditures typically vary from year-to-year, so an average over time is used to calculate an average capital expenditure. The County's 5-Year Capital Improvement Program was used for the capital expenditure credit calculation.

Table VI-4 shows that for the study period, \$3.49 million in capital expenditures will be made from non-impact fee funds providing for an annual credit of \$2.09 per functional resident.

Table VI-4: Law Enforcement Capital Expenditure Credit

Description	2021	2022	2023	2024	2025	Total
New Buildings (1)		\$2,500,000	\$0	\$0	\$0	\$2,500,000
Facilities & Equipment (1)		\$360,000	\$210,000	\$210,000	\$210,000	\$990,000
Total Law Enforcement Expenditures	\$0	\$2,860,000	\$210,000	\$210,000	\$210,000	\$3,490,000
Average Law Enforcement Capital Expansion Expenditures per Year:						\$698,000
Average Functional Population (2)						333,347
Annual Law Enforcement Capital Expansion Credit per Functional Resident.						\$2.09

(1) Capital expansion expenditures from St. Lucie County Capital Improvement Program

(2) Average calculated from Appendix Table A-9 (average for years 2021-2025)

The County does not have any outstanding debt associated with the Sheriff's law enforcement departments. Therefore, no credit was calculated for debt service. (note: the outstanding Jail and Jail Security bond debt is included in the Public Buildings section).

Net Law Enforcement Impact Cost

The total Law Enforcement capital cost is \$219.35 per functional resident (Table VI-5). The \$2.09 annual revenue credit is calculated to have a present value of \$32.33 per functional resident. The credit component is subtracted from the cost component to determine the net impact fee per functional resident. The result is a net impact cost of \$187.02 per functional resident.



Table VI-5: Law Enforcement Net Impact Cost Per Functional Resident

Total Cost per Functional Resident (1)	\$219.35
Capital Expenditure Credit	
Annual Capital Expenditure per Functional Resident (2)	\$2.09
Capitalization Rate (3)	2.60%
Capitalization Period (years)	<u>20</u>
Capital Expenditure Credit per Functional Resident	<u>\$32.33</u>
Net Law Enforcement Cost per Functional Resident	\$187.02

(1) Table VI-3

(2) Table VI-4

(3) County's current cost of debt financing

Calculated Law Enforcement Impact Fee Phasing Schedule

The law enforcement maximum calculated impact fee and the total impact fee with statutory cap are provided in Table VI-6. New legislation in 2021 disallows local governments from implementing impact fees that are more than 50 percent higher than their current impact fees absent a finding of extraordinary circumstances. With this requirement in mind, the proposed impact fee is within the new legislative guidelines. The total impact fee with statutory cap and its percentage change from the old fee are presented in the last two columns of Table VI-6.

Recent legislation also restricts how much impact fees can be increased each year. Fees which have an increase of up to 25 percent must be increased in two installments. Fees which are calculated to increase more than 25 percent, but no more than 50 percent must be increased in four equal installments. Table VI-7 provides the proposed impact fee phasing schedule for the next four years showing the proposed installments required by law, assuming the County does not find that extraordinary circumstances exist to exceed the statutory limits.



Table VI-6: Law Enforcement Maximum Impact Fee Calculation

Land Use	Unit	Functional Resident Coefficient	Current Impact Fee	Maximum Calculated Impact Fee	Total Impact Fee w/ Statutory Cap (1)	Percent Change
Single Family	DU	2.00	\$246.00	\$373.54	\$369.00	50.0%
Condominium	DU	1.88	\$246.00	\$351.65	\$351.65	42.9%
Multifamily (1-2 stories)	DU	1.76	\$171.00	\$328.39	\$256.50	50.0%
Multifamily (3+ stories)	DU	1.88	\$175.00	\$351.65	\$262.50	50.0%
Mobile Home	DU	1.28	\$153.00	\$239.45	\$229.50	50.0%
Other Residential (2)	Bed	0.97	\$246.00	\$180.48	\$180.48	-26.6%
Hotel	room	1.19	\$150.00	\$222.32	\$222.32	48.2%
Motel	room	0.79	\$150.00	\$147.35	\$147.35	-1.8%
Nursing Home/ACLF	bed	1.24	\$270.00	\$230.97	\$230.97	-14.5%
Office & Financial						
General Office	1,000 SqFt	0.924	\$187.00	\$172.88	\$172.88	-7.6%
Medical Office	1,000 SqFt	1.440	\$342.00	\$269.32	\$269.32	-21.3%
Retail						
Under 100,000 Sq.Ft.	1,000 SqFt	2.087	\$262.00	\$390.30	\$390.30	49.0%
100,000 - 499,999 Sq.Ft.	1,000 SqFt	2.809	\$325.00	\$525.40	\$487.50	50.0%
500,000 + Sq.Ft.	1,000 SqFt	1.559	\$260.00	\$291.58	\$291.58	12.1%
Gasoline Services						
Service Station	per position	1.453	\$73.00	\$271.69	\$109.50	50.0%
Industrial						
Warehouse	1,000 SqFt	0.111	\$31.00	\$20.85	\$20.85	-32.8%
Truck Terminal	1,000 SqFt	0.189	\$55.00	\$35.34	\$35.34	-35.8%
General Industrial	1,000 SqFt	0.489	\$54.00	\$91.40	\$81.00	50.0%
Institutional						
School - Elementary	per Student	0.153	\$268.00	\$28.68	\$28.68	-89.3%
School - Middle, High	per Student	0.092	\$190.00	\$17.21	\$17.21	-90.9%
Day Care	1,000 SqFt	0.778	\$188.00	\$145.48	\$145.48	-22.6%
Church/Fraternal Organization	1,000 SqFt	0.408	\$209.00	\$76.33	\$76.33	-63.5%
Hospital	1,000 SqFt	1.292	\$209.00	\$241.63	\$241.63	15.6%
Library	1,000 SqFt	2.613	\$312.00	\$488.72	\$468.00	50.0%
Recreational						
Park (public)	per acre	0.038	\$65.00	\$7.09	\$7.09	-89.1%
Recreation Facility	1,000 SqFt	2.419	\$76.00	\$452.45	\$114.00	50.0%
Golf Course	per hole	0.835	\$142.00	\$156.23	\$156.23	10.0%
Movie Theater	per seat	0.058	\$43.00	\$10.83	\$10.83	-74.8%

(1) Amount that may be imposed absent a finding of extraordinary circumstances (Section 163.31801, F.S.) and in accordance with phasing schedule provided in Table VI-7

(2) Dormitories, rooming houses, congregate living facilities



Table VI-7: Law Enforcement Impact Fee Phasing Schedule

Land Use	Unit	Current Impact Fee	Total Impact Fee w/ Statutory Cap	Proposed FY'22 Impact Fee	Proposed FY'23 Impact Fee	Proposed FY'24 Impact Fee	Proposed FY'25 Impact Fee
Single Family	DU	\$246.00	\$369.00	\$276.75	\$307.50	\$338.25	\$369.00
Condominium	DU	\$246.00	\$351.65	\$272.41	\$298.82	\$325.24	\$351.65
Multifamily (1-2 stories)	DU	\$171.00	\$256.50	\$192.38	\$213.75	\$235.13	\$256.50
Multifamily (3+ stories)	DU	\$175.00	\$262.50	\$196.88	\$218.75	\$240.63	\$262.50
Mobile Home	DU	\$153.00	\$229.50	\$172.13	\$191.25	\$210.38	\$229.50
All Other Residential	Bed	\$246.00	\$180.48	\$180.48	\$180.48	\$180.48	\$180.48
Hotel	room	\$150.00	\$222.32	\$168.08	\$186.16	\$204.24	\$222.32
Motel	room	\$150.00	\$147.35	\$147.35	\$147.35	\$147.35	\$147.35
Nursing Home/ACLF	bed	\$270.00	\$230.97	\$230.97	\$230.97	\$230.97	\$230.97
Office & Financial							
General Office	1,000 SqFt	\$187.00	\$172.88	\$172.88	\$172.88	\$172.88	\$172.88
Medical Office	1,000 SqFt	\$342.00	\$269.32	\$269.32	\$269.32	\$269.32	\$269.32
Retail							
Under 100,000 Sq.Ft.	1,000 SqFt	\$262.00	\$390.30	\$294.08	\$326.15	\$358.23	\$390.30
100,000 - 499,999 Sq.Ft.	1,000 SqFt	\$325.00	\$487.50	\$365.63	\$406.25	\$446.88	\$487.50
500,000 + Sq.Ft.	1,000 SqFt	\$260.00	\$291.58	\$267.90	\$275.79	\$283.69	\$291.58
Gasoline Services							
Service Station	per position	\$73.00	\$109.50	\$82.13	\$91.25	\$100.38	\$109.50
Industrial							
Warehouse	1,000 SqFt	\$31.00	\$20.85	\$20.85	\$20.85	\$20.85	\$20.85
Truck Terminal	1,000 SqFt	\$55.00	\$35.34	\$35.34	\$35.34	\$35.34	\$35.34
General Industrial	1,000 SqFt	\$54.00	\$81.00	\$60.75	\$67.50	\$74.25	\$81.00
Institutional							
School - Elementary	per Student	\$268.00	\$28.68	\$28.68	\$28.68	\$28.68	\$28.68
School - Middle, High	per Student	\$190.00	\$17.21	\$17.21	\$17.21	\$17.21	\$17.21
Day Care	1,000 SqFt	\$188.00	\$145.48	\$145.48	\$145.48	\$145.48	\$145.48
Church/Fraternal Organization	1,000 SqFt	\$209.00	\$76.33	\$76.33	\$76.33	\$76.33	\$76.33
Hospital	1,000 SqFt	\$209.00	\$241.63	\$217.16	\$225.32	\$233.47	\$241.63
Library	1,000 SqFt	\$312.00	\$468.00	\$351.00	\$390.00	\$429.00	\$468.00
Recreational							
Park (public)	per acre	\$65.00	\$7.09	\$7.09	\$7.09	\$7.09	\$7.09
Recreation Facility	1,000 SqFt	\$76.00	\$114.00	\$85.50	\$95.00	\$104.50	\$114.00
Golf Course	per hole	\$142.00	\$156.23	\$145.56	\$149.12	\$152.67	\$156.23
Movie Theater	per seat	\$43.00	\$10.83	\$10.83	\$10.83	\$10.83	\$10.83

Law Enforcement Impact Fee Schedule Comparison

A final review of the reasonableness of the methodology and resulting impact fee is made by comparing the County's calculated impact fee schedule to the adopted fees to those in similar, nearby jurisdictions. Table VI-8 presents this comparison. When compared to nearby counties, St. Lucie County's proposed Law Enforcement impact fee is slightly above the average for some land uses and slightly below the average for some other land uses.



Table VI-8: Law Enforcement Impact Fee Comparison

Land Use	St Lucie County (1)	St Lucie County (2)	Indian River County (3)	Martin County (4)	Palm Beach County (5)	St Johns County (6)
Single Family	\$369	\$277	\$195	\$760	\$128	\$331
Condominium	\$352	\$272	\$112	\$760	\$70	\$331
Multifamily (1-2 stories)	\$257	\$192	\$112	\$363	\$70	\$331
Office	\$173	\$173	\$108	\$274	\$10	\$283
Medical Office	\$269	\$269	\$146	\$310	\$10	\$372
Retail	\$390	\$294	\$184	\$534	\$57	\$609
Warehouse	\$21	\$21	\$13	\$86	\$21	\$63
Hotel	\$222	\$168	\$123	\$341	\$82	\$155

(1) Total Impact Fee with statutory cap; increases phased in over 4 years.

(2) Impact Fee amount proposed for FY22

(3) Impact Fee based on 2020 fee update implemented @ 100%

(4) Impact Fee based on 2016 fee update implemented @ 100%

(5) Impact Fee based on 2018 fee update implemented @ 100%

(6) Impact Fee based on 2018 fee update implemented @ 100%



Appendix A—Supplemental Population Data



Appendix A: Population

Impact fee calculations require the use of population data to calculate existing levels of service and the related performance standards as well as to calculate the demand and appropriate credits. Although many performance standards are based upon the residential population, other municipal services are also provided to seasonal residents, workers and visitors. Parks and the beaches provide facilities and services to both residents and visitors. The full-time equivalent (FTE) seasonal residents and FTE visitors are added to the residential population to form the “weighted” population used in the Parks impact fee calculation (Tables A-1 and A-2). The functional population used for law enforcement includes residents, visitors and employees.

The residents, seasonal residents, visitors and workers within the County are all converted into a “functional” population which is based upon the amount of time each spends within the County. The functional population is essentially the number of people in the County on a 24-hour/7-day week basis and provides the effective population that needs to be served.

The functional population for residential land uses is based on the amount of time spent at the residence. The non-residential functional population (workers) is based upon trip generation data from the Institute of Transportation Engineers’ Trip Generation Manual 11th Edition (ITE), and FDOT trip and occupancy data.

The FTE visitor population is calculated using the total number of hotel rooms in the county (STR -Smith Travel Research) multiplied by the average annual occupancy (STR) and then multiplied by the average occupancy per room. This calculation provides the average number of visitors staying in the county each day negating seasonality.

The methodology for the calculation of the functional population follows.

Table A-1 shows the population growth that occurred between 2010 and 2020. The table also provides the anticipated population growth through 2045 as projected by the University of Florida BEBR. St. Lucie County has experienced a relatively high rate of population growth since the 2000’s.



Table A-1: Population Projections

Year	Permanent Population		Year	Permanent Population
2010	277,789		2028	373,200
2011	279,781		2029	379,000
2012	281,773		2030	384,800
2013	283,765		2031	389,340
2014	285,757		2032	393,880
2015	287,749		2033	398,420
2016	296,044		2034	402,960
2017	304,340		2035	407,500
2018	312,635		2036	411,280
2019	320,931		2037	415,060
2020	329,226		2038	418,840
2021	334,541		2039	422,620
2022	339,856		2040	426,400
2023	345,170		2041	429,740
2024	350,485		2042	433,080
2025	355,800		2043	436,420
2026	361,600		2044	439,760
2027	367,400		2045	443,100

US Census 2020; UF BEBR Population Projections 2020-2045
 For 2025 through 2045 Medium-level projections
 interim years interpolated

Apportionment of Demand by Residential Unit Type and Size

The residential land uses used in these impact fee calculations include:

- Single Family
- Condominiums/Townhouse
- Multi-Family 1-2 stories
- Multi-Family 3+ stories
- Mobile Home
- Other Residential (dormitories, congregant living, rooming houses)

Table A-2 presents the number of residents per housing unit for the residential categories identified above in the St. Lucie County. This analysis includes all occupied and seasonal housing units.



Table A-2: Residents Per Housing Unit

Housing Type	Housing Units (1)	Ratio (2)	Population per Housing Unit (3)
Single Family	105,282	77.4%	2.73
Single Family Attached (Townhome)	4,480	3.3%	2.73
Condominium	14,488	10.7%	2.57
Multifamily 1-2 Stories	6,334	4.7%	2.40
Multifamily 3+Stories	391	0.3%	2.57
Mobile Home, RV, Boat	4,965	3.7%	1.75
Total, Weighted Average	135,940		2.66

(1) PFM, St. Lucie County GIS, Property Appraiser database

(2) Ratios based on total housing units

(3) Business Analyst & ESRI data for St. Lucie County

Functional Population

The calculation of the functional population tries to capture the presence of all people within the county, whether residents, workers, or visitors, to determine the total estimate of effective population needing to be served. By estimating the functional and weighted seasonal population per unit for each major land uses in the county, an estimate of the demand for law enforcement and parks and recreation capital facilities and services can be calculated.

Functional population is an expression of the full-time equivalent that people reside, work, or visit the county on a 24-hours-per-day, 7-days-per-week basis. A person living and working in the county will have a functional population of “1”. A person living in the county but working elsewhere may spend only 16 hours per day in the county on weekdays and 24 hours per day on weekends equating to a functional population coefficient of 0.76 (128-hour presence divided by 168 hours in one week). A person commuting into the county to work five days per week would have a functional population coefficient of 0.30 (50-hour presence divided by 168 hours in one week).

The library services are assumed to be used by residents, so the library impact fees are charged to the residential land uses only. The parks and recreational facilities are available to and used by all residents and visitors, so parks impact fees are charged to residential, and hospitality land uses.

Public buildings and law enforcement services are used by all residents, visitors and employees within the county. Therefore, their impact fees are charged to the functional population for both residential and non-residential land uses. The total functional population is used as the basis of current and future demand for public buildings and law enforcement facilities as residents, workers and visitors all impact the demand for these services.



Residential Functional Population

The residential component of the County's functional population based upon the amount of time each resident spends within the County. Using U.S. Census data, the residents were divided into groups: working residents, non-working residents, and school-age residents (Table A-3).

Table A-3: Population and Employment Characteristics

Variable	Amount
Workers living in County (1)	149,585
US Census Population (2020) (2)	329,226
Workers as a percent of population (3)	45.4%
School age population (5-17 years) (2016) (4)	55,639
School age population as a percent of population (5)	16.9%
Other population net of workers and school age (6)	124,002
Other population as a percent of total	37.7%

(1) U.S. Census Table S2406

(2) US Census 2020

(3) Workers divided by ACS Population estimate

(4) Calculated from Census estimates

(5) ACS Census Population estimate

(6) Population less workers and school age population

An analysis of the County's population and employment characteristics was conducted to determine the amount of time each type of resident spends within the County. The weighted average of these provides the overall functional residential population (Table A-4). Based on this analysis, using an overall weighted average, residents spend 17.6 hours, or approximately 73.2 percent, of each 24-hour day at their place of residence and the other 26.8 percent away from home.

This 73.2 percent from Table A-4 is the residential coefficient for the 24-hour functional population.



Table A-4: Residential Coefficient for Functional Population

Population	Hours at Residence (1)	Percent of Population (2)	Effective Hours (3)
Worker Residents	14	45.4%	6.4
Student Residents	15	16.9%	2.5
Non-working Residents	23	37.7%	8.7
Total Hours at Residence			17.6
Residential Functional Population Coefficient (4)			73.2%

1) PFM Estimate

2) Source: Table II-3

3) Hours at residence multiplied by percent of population

4) Sum of effective hours divided by 24

Nonresidential Functional Population

This impact fee update follows the methodology that uses trip generation data from the current Institute of Transportation Engineers' (ITE) Trip Generation Manual (11th Edition Draft), information on passengers per vehicle, workers per vehicle, length of time spent at the land use, and other variables. Table A-5 provides the functional population coefficients for nonresidential general employment categories in St. Lucie County.



Table A-5: General Functional Population Coefficients

Population/Employment Category	Employee Hours in Place (1)	Trips per Employee (2)	One-Way Trips per Employee (3)	Journey to Work Occupants per Trip (4)	Daily Occupants per Trip (5)	Visitors per Employee (6)	Visitor Hours per Trip (1)	Days per Week (7)	Functional Population Coefficient (8)
Resident Population	N/A	N/A	N/A	N/A	N/A	N/A	N/A	7	0.732
Seasonal Population	N/A	N/A	N/A	N/A	N/A	N/A	N/A	7	0.045
FTE Visitors (9)	N/A	N/A	N/A	N/A	2.9	N/A	14	7	0.583
Natural Resources	9.0	3.05	1.53	1.1	1.38	0.427	1.0	7	0.393
Construction	9.0	3.10	1.55	1.1	1.38	0.434	1.0	5	0.281
Manufacturing	9.0	2.51	1.26	1.1	1.38	0.351	1.0	5	0.278
Transportation, Communication, Utilities	9.0	4.87	2.44	1.1	1.38	0.682	1.0	5	0.288
Wholesale Trade	9.0	5.05	2.53	1.1	1.38	0.707	1.0	5	0.289
Retail Trade	9.0	65.38	32.69	1.1	1.79	22.558	1.5	7	1.785
Finance, Insurance, Real Estate	9.0	3.63	1.81	1.1	1.865	1.387	1.0	5	0.309
Services (10)	9.0	28.38	14.19	1.1	1.865	10.855	1.0	6	0.709
Government	9.0	7.45	3.73	1.1	1.73	2.347	1.0	7	0.473

(1) PFM Estimate

(2) Institute of Transportation Engineers ITE Trip Generation 11th Edition; 2021)

	ITE Trip Rate	St. Lucie Total Sq.Ft.	Weighted Trips	Weighted Trip Generation
Neighborhood (< 100 sq.ft.)	54.45	9,938,304	72.7%	39.58
Community/Regional (100K - 499K sq.ft.)	94.49	3,733,854	27.3%	25.81
Super Regional (500K+ sq.ft.)	37.01	-	0.0%	
Total		13,672,158	100.0%	65.38

(3) Trip per employee multiplied by 0.5

(4) Source: 2017 Nationwide Travel Survey (FHWA); FDOT Florida Transportation Trends and Conditions

(5) Source: 2017 Nationwide Travel Survey (FHWA); FDOT Florida Transportation Trends and Conditions

(6) (Daily occupant per trip multiplied by one-way trips per employee) - (Journey to work occupants per trip multiplied by one-way trips per employee)

(7) Assumed number of day per week each industry provides services

(8) Residential from Appendix Table A-1; Seasonal assumes 16 weeks residence; Non-residential calculated as:

$$\frac{((\text{Day per Week} \times \text{Employee Hours in Place}) + (\text{Visitors per Employee} \times \text{Visitor Hours per Trip} \times \text{Days per Week}))}{(24 \text{ hours per Day} \times 7 \text{ Days per Week})}$$

(9) Visitors per Employee = FTE Visitors/Actual Hotel Employment (St. Lucie Tourism; Fl. Dept of Labor Statistics)

(10) Trips per employee for the Services category is the average trips per employee for the following categories: quality restaurant, high-turnover restaurant, supermarket, hotel, motel, elementary school, middle school, high school, hospital, medical office and church. Trip data from ITE, 11th edition as available

The functional population coefficients in Table A-5 were used to estimate the County's functional population in Table A-6. The total residential, visitor and employee functional population is 317,949.



Table A-6: St. Lucie County Functional Population

Population Category	St Lucie County Pop & Employment Q4, 2019 (1)	Functional Resident Coefficient (2)	Functional Population (3)
Resident Population			
2020 Resident Population	329,226	0.732	240,867
Seasonal Population (4)	18,729	0.045	843
FTE Visitors (5)	7,099	0.583	4,141
Worker Population (6)			
Natural Resources	1,494	0.393	587
Construction	5,500	0.281	1,544
Manufacturing	3,575	0.278	995
Transportation, Communication, Utilities	2,977	0.288	858
Wholesale Trade	2,761	0.289	798
Retail Trade	22,475	1.785	40,115
Finance, Insurance, Real Estate	4,727	0.309	1,461
Services & Misc.	38,133	0.709	27,041
Government	6,007	0.473	2,840
Total Worker Functional Population	87,649	0.870	76,238
Total Functional Population			317,949

(1) Source: Table A-1 for population and ESRI (Infogroup, Jan. 2020) for employment data

(2) Source: Table A-7

(3) Functional population = Employment X functional resident coefficient

(4) Seasonal Population = 12,486 Seasonal Units (ESRI Housing Profile) X 1.5 Persons per Household
 Census Transportation Planning Package (CTTP), 2012-2016 (5-Year)

(5) Full time Equivalent Visitors (hotel); Smith Travel Research (STR), CoStar

(6) Source: ESRI Business Summary

Functional Residents by Specific Land Use Category

The legislation enabling impact fees require that the fees be in line with the actual impacts generated by a given development requiring that a calculation of the anticipated impact is needed for each land use. This section presents functional population estimates by the residential and non-residential land uses currently used by St. Lucie County impact fees.

Residential and Transient/Assisted/Group Land Uses

The average number of persons per housing unit in the St. Lucie County was calculated for several residential categories: single family, condominiums, multifamily 1-2 stories, multifamily 3+ stories, mobile homes, and other residential. The averages were determined from information from the 2020 U.S. Census using ESRI databases and GIS mapping. The transient/assisted/group living land uses include hotels, motels, and nursing homes. Secondary



sources, such as the St. Lucie County Convention and Visitors Bureau, STR (Smith Travel) and the Florida Department of Elderly Affairs, were used to determine the persons per unit and occupancy rates for these land uses. The residential land use coefficients are displayed in Table A-7.

Table A-7 Functional Population – Residential Land Uses

Residential Land Use	Unit	Residents/Visitors per Unit (1)	Occupancy Rate (2)	Adjusted Residents per Unit (3)	Visitor Hours at Place (4)	Workers per Unit (5)	Work Day Hours (6)	Days per Week (7)	Functional Residents per Unit (8)
Single Family (detached)	DU	2.73							2.00
Single Family (attached, Townhome)	DU	2.73							2.00
Condominium	DU	2.57							1.88
Multifamily (1-2 stories)	DU	2.40							1.76
Multifamily (3+ stories)	DU	2.57							1.88
Mobile Home	DU	1.75							1.28
Other Residential (9)	bed	1.00	89.0%	0.890	24	0.2	9.0	7	0.97
Hotel	room	2.90	67.5%	1.958	12	0.56	9.0	7	1.19
Motel	room	2.19	67.5%	1.478	12	0.13	9.0	7	0.79
Nursing Home/ACLF	bed	1.00	89.0%	0.890	24	0.92	9.0	7	1.24

(1) Estimates from UF BEBR, ESRI and Smith Travel

(2) Sources: Smith Travel, Chamber of Commerce, FI Department of Elderly Affairs

(3) Residents per unit times occupancy rate

(4), (6), (7) PFM estimates

(5) Adapted from ITE Trip Generation Handbook, 11th Edition

(8) Residential = Residents per unit times Residential Functional Coefficient (Table A-4)

$$\text{Transient and Nursing Home} = \left(\frac{\text{Adjusted Residents/Unit} \times \text{Hours at Place} \times \text{Days/Week}}{24 \text{ Hours} \times 7 \text{ Days/Week}} \right) + \left(\frac{\text{Workers/Unit} \times \text{hours/day} \times \text{Days/Week}}{24 \text{ Hours} \times 7 \text{ Days/Week}} \right)$$

(9) Dormitories, rooming houses, congregate living facilities

Nonresidential Land Uses

The same methodology was used for the calculation to estimate functional residents for nonresidential land uses. Table A-8 reports basic assumptions and calculations, such as trips per unit, trips per employee, employees per impact unit, one-way trips per impact unit, worker hours, occupants per vehicle trip, visitors (patrons, etc.) per impact unit, visitor hours per trip, and days per week for nonresidential land uses. The last column in the tables shows the calculated functional resident coefficients by land use. These coefficients by land use create the demand component for the public buildings and law enforcement facilities and are used in the calculation of the impact fee for each land use category in the fee schedule.



Table A-8 Functional Population – Non-Residential Land Uses

Land Use	ITE Code (1)	Impact Unit	Trips per Unit (1)	Trips per Employee (1)	Employees per Unit (2)	One-Way Trips @ 50% (3)	Worker Hours (4)	Occupants per Trip (5)	Visitors (6)	Visitor Hours per Trip (7)	Days per Week (8)	Functional Resident Coefficient (9)
Office & Financial												
General Office	710	1,000 SqFt	12.6	3.87	2.97	5.75	9	1.27	4.33	1.00	5	0.924
Medical Office	720	1,000 SqFt	22	5.32	4.00	10.64	9	1.54	12.39	1.00	5	1.440
Retail												
Under 100,000 Sq.Ft.	822	1,000 SqFt	54.45	30.01	2.34	35.11	9	1.72	58.05	0.50	7	2.087
100,000 - 499,999 Sq.Ft.	821	1,000 SqFt	94.49	30.01	3.15	47.27	9	1.72	78.15	0.50	7	2.809
500,000 + Sq.Ft.	820	1,000 SqFt	37.01	17.42	2.34	20.38	9	1.72	32.72	0.50	7	1.559
Gasoline Services												
Service Station	944	per position	172.01	275.78	0.62	85.49	9	1.72	146.43	0.20	7	1.453
Industrial												
Warehouse	150	1,000 SqFt	1.71	5.05	0.34	0.86	9	1.46	0.91	0.75	5	0.111
Truck Terminal/Fulfillment Center	155	1,000 SqFt	1.81	2.77	0.65	0.90	9	1.46	0.86	0.75	5	0.189
General Industrial	110	1,000 SqFt	4.87	3.1	1.60	2.48	9	1.46	2.02	1.00	5	0.489
Institutional												
School - Elementary, Middle (private)	530	per Student	4.11	40.11	0.10	2.01	9	1.11	2.13	2.00	5	0.153
School - High (private)	534	per Student	2.17	15.12	0.13	0.98	9	1.11	0.96	2.00	5	0.092
Day Care	565	1,000 SqFt	47.62	21.38	2.23	23.84	9	1.79	40.44	0.15	5	0.778
Church/Fraternal Organization	560	1,000 SqFt	7.6	20.64	0.37	3.82	9	1.79	6.46	1.00	7	0.408
Hospital	610	1,000 SqFt	10.77	3.79	2.84	5.38	9	1.54	5.45	1.00	7	1.292
Library	590	1,000 SqFt	72.05	55.64	1.29	35.89	9	1.46	51.11	1.00	7	2.613
Recreational												
Park (public)	411	per acre	0.78	59.53	0.01	0.30	9	1.87	0.55	1.50	7	0.038
Recreation Facility	492	1,000 SqFt	34.5	27.25	1.27	17.30	9	1.87	31.09	1.50	7	2.419
Golf Course	430	per acre	4.97	20.52	1.48	15.18	9	1.87	26.92	0.25	7	0.835
Movie Theater	444	per seat	1.10	0.354	0.0144	0.003	9	1.87	0.60	2.10	7	0.058

(1) Land Use Code used in the Institute of Transportation Engineers (ITE) Trip Generation Handbook, 11th Edition, 2021

(2) Trips per impact unit divided by trips per person. When data was unavailable, employee per unit is estimated.

(3) Trips per unit multiplied by 50 percent.

(4), (7), (8) PFM Estimate

(5) FDOT FI Transportation Trends and Conditions, August 2011

(6) (One-way trips/Unit X Occupants/Trip - Employees)

(9) ((Workers X Hours/Day X Days/Week) + (Visitors X Hours/Visit X Days/Week)) / (24 Hours X 7 Days)

Table A-9 provides the residential, weighted seasonal, full-time equivalent visitor populations along with projected functional population for the County.



Table A-9: St. Lucie County Population (210-2045)

Year	Permanent Population Countywide (1)	Weighted Seasonal Population (2)	Full-Time Equivalent Visitor Population (3)	Total Weighted Population	Functional Population (4)
2010	277,789	803	3,395	281,987	268,274
2011	279,781	807	3,395	283,983	270,198
2012	281,773	811	3,351	285,935	272,121
2013	283,765	815	3,469	288,049	274,045
2014	285,757	819	3,747	290,323	275,969
2015	287,749	823	4,075	292,647	277,893
2016	296,044	827	4,119	300,991	285,904
2017	304,340	831	4,340	309,511	293,915
2018	312,635	835	4,277	317,747	301,926
2019	320,931	839	4,201	325,971	309,938
2020	329,226	843	7,099	337,168	317,949
2021	334,541	847	7,099	342,487	323,082
2022	339,856	851	7,281	347,988	328,214
2023	345,170	856	7,467	353,493	333,347
2024	350,485	860	7,658	359,003	338,480
2025	355,800	864	7,854	364,518	343,613
2026	361,600	869	8,055	370,524	349,214
2027	367,400	873	8,261	376,534	354,815
2028	373,200	877	8,473	382,550	360,417
2029	379,000	882	8,690	388,571	366,018
2030	384,800	886	8,912	394,598	371,619
2031	389,340	891	9,140	399,371	376,004
2032	393,880	895	9,374	404,149	380,388
2033	398,420	899	9,614	408,933	384,773
2034	402,960	904	9,860	413,724	389,157
2035	407,500	908	10,112	418,521	393,542
2036	411,280	913	10,371	422,564	397,192
2037	415,060	918	10,637	426,614	400,843
2038	418,840	922	10,909	430,671	404,493
2039	422,620	927	11,188	434,735	408,144
2040	426,400	931	11,475	438,806	411,794
2041	429,740	936	11,768	442,444	415,020
2042	433,080	941	12,069	446,090	418,245
2043	436,420	945	12,378	449,744	421,471
2044	439,760	950	12,695	453,405	424,697
2045	443,100	955	13,020	457,075	427,922

(1) Permanent population and 5, 10, 15 20-year projections from U.F. BEBR; interim year projections interpolated 2020 Population from U.S. Census 2020

(2) 2020 Seasonal population from Table A-6; projections include minor adjustments (PFM estimates)

(3) FTE Hotel Visitors SMR Travel: Number of Rooms X Occupancy X 1.8 persons/room

(4) Functional population for 2020 from Table A-6; projections based upon current ratio to permanent population



Appendix B—Supplemental Building & Land Values



Appendix B: Building & Land Values

As new growth demands additional parks, libraries, public buildings and law enforcement capital facilities, the County will need to purchase additional land and construct new buildings. This Appendix provides a summation of how these values were calculated. The starting point is a review of the St. Lucie County Property Appraiser's valuations for each of the County's facilities. The Property Appraiser's valuations do not necessarily reflect the true market value of the land and buildings. At the very least the values do not include the any marketing, commission, or selling costs and buildings are often depreciated. Unless the property was recently sold, the Property Appraiser's value will typically be much lower than market values. Other data used to analyze current land prices and construction costs came from current land sales and construction cost data from similar projects.

The following provides the background data and calculation for each service area.

Library

The cost of land for libraries varies widely depending upon location. Some libraries are located in residential neighborhoods while others are located in commercial districts with significantly higher land costs. The Property Appraiser's library land values vary significantly by location, but average about \$108,691 per acre after a conservative 10 percent selling cost adjustment is added for commissions and other selling/closing costs. This value is also conservative for the two high growth areas most likely to receive a new library: southwest county (Tradition area) and southeast county (Port St. Lucie).

Building costs from several sources were analyzed to develop a cost for new construction. The Property Appraiser's average building value of \$77.64 per square foot is not a feasible construction cost of any type of public building (Table B-1). However, the County does have a conceptual plan for a new library in Port St. Lucie. The proposed library has a projected cost of \$4.2 million (\$420 per square foot), not including contingency, soft costs and site work (Table B-1). Miami-Dade County has some new library construction underway. The construction costs for these facilities were found in their Capital Improvement Plan. Finally, a national database, Design Cost Data, provided cost information for nine libraries, three of which are in Florida. This database, established in 1958, is able to project the cost of projects using historic information for both inflation and location factors. The data provided projected costs as of March 2022 and located in Port St. Lucie (Table B-1). The values per square foot range from \$317.69 to \$765.48. The average of these values per square foot is \$513.67. To be very conservative in the impact fee cost projections, PFM is using only 75 percent of the average value per square foot of the library construction comparables. The result is a building construction cost per square foot of \$385.25.



Table B-1: Library Construction Comparables

Library Building Value Source	Building Sq. Ft.	Building Value	Value/SqFt
Property Appraiser Libraries (1)	86,700	\$6,731,100	\$77.64
Port St. Lucie Library Proposed New Construction (2)	10,000	\$4,200,000	\$420.00
Miami-Dade Pezoldt Branch CIP New Construction (3)	6,000	\$3,309,000	\$551.50
Miami-Dade Hialeah Branch CIP New Construction (3)	13,500	\$10,334,000	\$765.48
National Library New Construction Comparables (4)	128,853	\$40,935,814	\$317.69
Average Value			\$513.67
Average Value @ 75%			\$385.25

(1) Source: St. Lucie County Property Appraiser

(2) Source: Song and Associates, St. Lucie Library Dept.

(3) Source: Miami-Dade Library Capital Improvement Plan 5-Year

(4) Source: Design Cost Data for public buildings using St. Lucie County pricing matrix for 2022

Parks & Recreation

Park land values vary greatly depending upon location and size. The cost of new park land is further affected by the existing zoning (residential vs. commercial vs. agriculture) and how it is developed (trails vs. beach vs. recreation).

The Property Appraiser’s valuation of park land ranges from \$1,005 to \$1.4 million per acre (Table B-2). After removing the high valued, beach parks which can’t be duplicated, the average park land value is \$102,202 per acre. Because the Property Appraiser values do not include selling costs, PFM increased the valuations by a modest 10 percent to account for commissions and other selling costs. This brings the park land average up to \$112,422 (Table B-2).

The Property Appraiser’s database was also scanned for current vacant land sales (2019-2020) that can provide further insight into current park land valuations. Residential land ranged in value from \$25,000 to \$132,000 per acre with an average of \$78,137 (Table B-2). Vacant commercial land ranged from \$35,000 to \$637,000 per acre and averaged \$292,724. Vacant grazing land ranged from \$25,00 to \$273,000 per acre and averaged \$138,089. The parcel size and cost of the vacant grazing land make it the most likely average cost for new park land purchases.

The County’s land acquisition team provided some parcels which it has been interested in purchasing for park land. The larger parcel, suitable for a regional park was under contract for \$138,169 per acre. The smaller, community park sized parcel has an asking price of \$147,649 per acre. The weighted average price per acre is \$147,649. The land price used in this analysis is \$142,869 which is the average of the vacant grazing land (\$138,089 per acre) and the parks acquisition comparables (\$147,649).



Table B-2: Park Land Valuation

Land Value Source	Acreage	Value Range	Average Value/Acre
Property Appraiser Park Land Values (1)			
All Parks and County Beaches		\$1.0K - \$1.4 million	\$200,485
All Parks Without County Beaches		\$1.0K - \$679K	\$112,422
Property Appraiser Vacant Land Sales 2019-21 (1)			
Vacant Residential Land		\$25K - \$132K	\$78,137
Vacant Commercial Land		\$35K - \$637K	\$292,724
Vacant Grazing Land		\$25K - \$273K	\$138,089
County Acquisition Data			
County Comparables (2)	57.90	\$8,000,000	\$138,169
County Comparables (3)	4.41	\$1,200,000	\$272,109
Average Value			\$147,649
Parks Land Price used in this study			
			\$142,869

(1) Source: St. Lucie County Property Appraiser

(2) Source: St. Lucie County Property Acquisition (sales contract)

(3) Source: St. Lucie County Property Acquisition (ask price)

Public Buildings

The cost of new public buildings varies greatly by type of building and finish. The Property Appraiser data for each of the buildings in the County’s inventory was reviewed. These valuations were found to be well short of any current construction cost (\$48/square foot), much less for a heavily used public building (Table B-3).

Comparable construction provides a better cost to build than the Property Appraiser values. Design Cost Data (“DCD”) has a nationwide depository for construction costs for all types of buildings. Established in 1958, DCD has been able to provide changes in cost data over time and by location. PFM used this database to analyze the costs associated with construction of city halls, courthouses, and other public buildings. The data provided was specific to March 2022 pricing and Port St. Lucie area pricing. The eight projects used as comparables had an average construction cost of \$312.83 (Table B-3).

To further qualify the construction cost from DCD, the impact fee study for Indian River County was reviewed. In this 2020 study, Tindale-Oliver determined that an appropriate cost of public buildings was \$240 per square foot.



Table B-3: Government Building Valuation

Government Building Value Source	Building Sq. Ft.	Building Value	Value/SqFt
Property Appraiser Primary Buildings (1)	1,492,821	\$71,673,100	\$48.01
Property Appraiser Support Buildings (1)	86,867	\$2,620,300	\$30.16
City Hall/Courthouse/Public Bldg Comparables (2)	505,503	\$158,135,016	\$312.83
Indian River County Impact Fee Value (3)			\$240.00
Average Value			\$276.41
Value @ 75%			\$234.62
Support Building : Primary Building Ratio (4)	62.8%		
Support Building : Primary Building Ratio @75%	47.1%		\$110.55

(1) Source: St. Lucie County Property Appraiser

(2) Source: Design Cost Data for public buildings using St. Lucie County pricing matrix

(3) Source: Indian River County Impact Fee Update Study, February 13, 2020; Tindale Oliver

(4) Source: St. Lucie County Property Appraiser government building data

The average of the public buildings cost (\$312.86 per square foot) and the Indian River impact fee cost (\$240.00 per square foot) is \$276.41 per square foot. To be conservative in the impact fee calculation, PFM used this average construction cost at 75 percent (\$234.62 per square foot) in this study. This valuation is lower than both the DCD and the Tindale-Oliver valuation and is believed to be a very conservative estimate of replacement costs for the County's public buildings.

The public buildings inventory also includes some support buildings which are not finished to the same standards as the primary buildings. Using the Property Appraiser data, it was determined that support buildings were valued at 62.8 percent of the primary buildings. To remain conservative, PFM used 75 percent of the 62.8 percent ratio to value support buildings at 47.1 percent, or \$110.55 per square foot.

Law Enforcement

Law enforcement buildings were calculated using the same data as the other public buildings. The Property Appraiser valuations were well below construction costs, so the DCD construction valuations for courthouses and justice centers was used. The same reduction in cost per square foot from the DCD average cost was applied to the calculation. Law enforcement primary buildings were valued at \$234.62 per square foot, the same as other public buildings.