### City of Palm Coast, Florida Agenda Item

Agenda Date: May 27, 2025

DepartmentCOMMUNITY DEVELOPMENTAmDivisionPLANNINGAcc	nount count #
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Subject: ORDINANCE 2025-XX AMENDING CHAPTER 29 IMPACT FEES, ARTICLE II TRANSPORTATION IMPACT FEES, CODE OF ORDINANCES OF THE CITY OF PALM COAST, TO ADJUST RATES BASED ON A COMPREHENSIVE STUDY INCLUDING AN EXTRAORDINARY CIRCUMSTANCES STUDY

#### Presenter: Phong Nguyen, Senior Planner

#### Attachments:

- 1. Presentation
- 2. Ordinance
- 3. Technical Report
- 4. Extraordinary Circumstances
- 5. Business Impact Estimate

#### Background:

A transportation impact fee is a one-time assessment on new development on residential and non-residential development to fund the proportionate share of the costs of capital transportation improvements created by impact-generating development. A Transportation impact fee will be imposed by the City of Palm Coast (City) on impact-generating development proposed within the corporate boundaries of the City at the time of building permit application and are to be paid at the time a building permit is issued by the City.

The City last updated its transportation impact fee in 2018. This update is being undertaken to ensure that the City's transportation impact fee is based on the most recent and localized data as required by Florida Statute Section 163.31801 (3)(a). The "City of Palm Coast Transportation Impact Fee Technical Report Update" report dated April 2025, and the "City of Palm Coast Extraordinary Circumstances Study" report dated May 2025 prepared by LTG, Inc. and NUE Urban Concepts LLC, provide the rational nexus to justify transportation impact fee assessment and meet Statutory requirements for using the "most recent and localized data."

The City Council has four (4) options as it considers whether to vote for the finding of extraordinary circumstances to adopt the fully calculated Transportation Impact Fee rates:

(1) Accept the Technical Report. Do not vote for a finding of extraordinary circumstances. Phase-in increases consistent with Florida Statute. Limit overall increases to 50%.

(2) Amend the Road Improvements. Identify additional funding, amend or remove needed projects. Increasing funding or lowering the cost will result in a decrease in Transportation Impact Fee rates.

(3) Accept the Technical Report analysis and the finding of extraordinary circumstances. Then develop an alternative phase-in to the fully calculated rates, even-those over 50%, so that by the time of the next update, the adopted fees reflect fully calculated rates. Assuming the legislature does not limit local governments from doing so as part of amendments to the Impact Fee Act.

(4) Accept the Technical Report analysis and finding of Extraordinary Circumstances Study, adopting the calculated Transportation Impact Fee rates at 100%.

Once City Council provides direction to staff regarding the four (4) options or another option, staff will present the draft at the first hearing for the proposed changes to the ordinance. This Ordinance will require at least two-thirds (2/3) vote of the governing body if including the extraordinary circumstances in the Ordinance.

#### **Recommended Action:**

ADOPT ORDINANCE 2025-XX AMENDING CHAPTER 29 IMPACT FEES, ARTICLE II TRANSPORTATION IMPACT FEES, CODE OF ORDINANCES OF THE CITY OF PALM COAST, TO ADJUST RATES BASED ON A COMPREHENSIVE STUDY INCLUDING AN EXTRAORDINARY CIRCUMSTANCES STUDY PREPARED BY LTG, INC., AND NUE URBAN CONCEPTS, LLC

# CITY OF PALM COAST TRANSPORTATION IMPACT FEE UPDATE & EXTRAORDINARY CIRCUMSTANCES STUDY CITY COUNCIL WORKSHOP

May 27, 2025

Kady Dearing, PE

Phong Nguyen, PTP

LTG Engineering & Planning



Jonathan B. Paul, AICP



# **TRANSPORTATION IMPACT FEE UPDATE**

- Last updated in 2018
- Been adjusted by roughly 2.7% a year for inflation
- Last adjustment occurred beginning of 2025
- Conservative adjustments based on historic inflation
- One way in which new development mitigates traffic impacts
- Based on road capacity needs between 2025 and 2045
- Update based on most recent and localized data

# **COVID 19 & INFLATION**

- Transportation Inflation before Covid: 2.5% to 3.5% a year
- National Transportation Inflation since Covid: 13% to 15% a year
- State Transportation Inflation: 20% to 25% a year
- Cost per mile of road capacity in 2018: roughly \$7 million
- Cost per mile of road capacity in 2025: roughly \$14 million
- 2025 could be even higher, no cost assumed for right-of-way & reduced cost for engineering from 35% to 25% of construction

# DATA SOURCES UPDATED SINCE 2018

- National Household Travel Survey: 2017 to 2022
- ITE Trip Generation Manual: 10<sup>th</sup> Edition to 11<sup>th</sup> Edition
- Long Range Transportation Plan: 2040 to 2045
- Regional Travel Demand Model: 2040 to 2050
- FDOT Generalized Capacity Tables: 2012 to 2023
- All the data sources we rely on for fees have been updated
- Each data source contributes to the overall increased fees

City of Palm Coast Transportation Impact Fee Technical Report Update

April 2025

**Prepared By:** 



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May 2025

Prepared By:



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# **STATUTORY LIMITS ON IMPACT FEE UPDATES**

- Enacted by Legislature in 2021
- Intent: limit increases in fee updates for local governments who had not updated their impact fees in a number of years
- Limits increase in fee updates to 50% above current rates
- Requires increase in fees be phased-in over 4 years
- Allows for extraordinary circumstances to adopt fully rates

# EXTRAORDINARY CIRCUMSTANCES

- Requires study for finding of extraordinary circumstances
- Requires two public workshops
- Requires super majority vote of elected officials
- Allows for adoption of updates greater than 50%
- Allows for alternative phase-in of updates
- Could adopt full increase over a multi-year period
- Jan 1, 2026: requires unanimous vote & phase-in over 2 years
- Could be further restricted or eliminated in future

# **POPULATION GROWTH**

### **TABLE 1. POPULATION GROWTH**

Local Government	2020	2024	2050
City of Palm Coast	89,258	106,193	157,883
Flagler County	115,378	136,310	196,600

**Source:** Population data was obtained from the Bureau of Economic and Business Research (BEBR) for 2020 and 2024. The 2030 population projection for Flagler County is based on the medium projections prepared by BEBR. The 2050 population projection for Flagler County uses an annual growth rate of 1.42% based on the projected increase in population between 2024 and 2050 ((196,600/136,310)^(1/26)-1) = 1.42%. The increase is population within Palm Coast is based on data provided by the City. The annual growth rate for the City between 2024 and 2050 is ((157,883 / 106,193)^(1/26)-1) = 1.54%.

# **VEHICLE MILES OF TRAVEL GROWTH**

### TABLE 2. VEHICLE MILES OF TRAVEL GROWTH (VMTg)

Facilities	2023	2050	VMT Growth
Arterials, Collectors, and Major Locals	1,374,309	2,267,344	893,037
Limited Access (I-95)	1,377,288	2,088,945	711,657
VMT increase (2023 to 2050)	2,751,598	4,356,289	1,604,694

**Source:** Traffic Characteristics Data obtained from the City of Palm Coast and compiled by LTG, Inc. **(Appendix B)**. The VMT data were calculated based on applying the annual growth rate per segment based on the most recently adopted regional travel demand model. The projected increase in VMT for arterials, collectors and major locals is projected to increase by 65% between 2023 and 2050 (2,267,344 - 1,374,309) = 893,037; (893,037 / 1,374,309) = 0.649%.

# **EXISTING TRAFFIC & SYSTEM LEVEL ROAD CAPACITY**

Functional Classification	Length (miles)	2023 VMT	2023 VMC	VMT to VMC Ratio
Major Local	12.20	5,680	21,056	0.27
Major Collector	5.10	2,566	10,097	0.25
Major Collector	39.73	29,801	88,051	0.34
Minor Arterial	22.21	17,673	62,264	0.28
Principal Arterial	38.89	71,198	143,304	0.50
Limited Access	18.7	169,523	206,635	0.82
Total	136.83	296,441	531,406	0.56

### TABLE 3. 2023 EXISTING CONDITIONS EVALUATION (ECE)

**Source:** Existing conditions is based on Traffic Characteristics Data provided by the City of Palm Coast and compiled by LTG, INC **(Appendix B)**. The road capacity in the data was provided by the City of Palm Coast. VMT is based on AADT x length of a road segment. VMC is based on the daily capacity x length of a road segment.

### **PROPOSED ROADWAY IMPROVEMENTS**

### TABLE 5. 2050 ROAD IMPROVEMENT SUMMARY

Road: (From & To Limits)	Existing Lanes	Future Lanes
BELLE TERRE PKWY: E. HAMPTON BLVD to ROYAL PALMS PKWY	Four (4) Lanes	Six (6) Lanes
BELLE TERRE PKWY: PARKVIEW DR (S) to PINE LAKES PKWY	Four (4) Lanes	Four (4) Lanes
BELLE TERRE PKWY: PINE LAKES PKWY to CYPRESS POINT PKWY	Four (4) Lanes	Six (6) Lanes
MATANZAS WOODS PKWY: US 1 to BIRDS OF PARADISE DR	Two (2) Lanes	Four (4) Lanes
MATANZAS WOODS PKWY: BIRDS OF PARADISE DR to I-95 SB	Two (2) Lanes	Six (6) Lanes
MATANZAS WOODS PKWY: I-95 SB to OLD KING RD EXTENSION	Two (2) Lanes	Four (4) Lanes
PALM COAST PKWY: CYPRESS POINT PKWY to I-95 SB RAMPS	Six (6) Lanes	Eight (8) Lanes
SR 100: PALM COAST CITY LIMIT to BULLDOG DRIVE	Four (4) Lanes	Six (6) Lanes
SR 100: BULLDOG DRIVE to OLD KINGS ROAD	Four (4) Lanes	Eight (8) Lanes
SR 100: OLD KINGS RD to COLBERT LANE	Four (4) Lanes	Six (6) Lanes
US HWY 1: WHITEVIEW PARKWAY to ESPANOLA ROAD	Four (4) Lanes	Six (6) Lanes
Source: 2050 Road and Intersection Improvements (Appendix C).		

## **ROAD CAPACITY INCREASE**

### TABLE 6. 2050 ROAD CAPACITY INCREASE

Road: (From & To Limits)	Existing Capacity	Future Capacity
BELLE TERRE PKWY: E. HAMPTON BLVD to ROYAL PALMS PKWY	32,940	48,690
BELLE TERRE PKWY: PARKVIEW DR (S) to PINE LAKES PKWY	32,940	32,940
BELLE TERRE PKWY: PINE LAKES PKWY to CYPRESS POINT PKWY	32,940	48,690
MATANZAS WOODS PKWY: US 1 to BIRDS OF PARADISE DR	15,190	35,250
MATANZAS WOODS PKWY: BIRDS OF PARADISE DR to I-95 SB	15,190	48,690
MATANZAS WOODS PKWY: I-95 SB to OLD KING RD EXTENSION	15,190	32,940
PALM COAST PKWY: CYPRESS POINT PKWY to I-95 SB RAMPS	54,100	64,200
SR 100: PALM COAST CITY LIMIT to BULLDOG DRIVE	30,700	47,700
SR 100: BULLDOG DRIVE to I-95	30,700	64,000
SR 100: I-95 to OLD KINGS RD	36,600	64,200
SR 100: OLD KINGS RD to COLBERT LANE	36,600	54,100
US HWY 1: WHITEVIEW PARKWAY to ESPANOLA ROAD	36,600	54,100
Source: FDOT 2023 Generalized Service Volumes (Appendix D). Daily Road Capacity per	r improvement (Appe	ndix E).

### **VEHICLE MILES OF CAPACITY INCREASE**

### TABLE 7. 2050 VEHICLE MILES OF CAPACITY INCREASE

Road: (From & To Limits)	Length (Mile)	Capacity Increase	VMC Increase
BELLE TERRE PKWY: E. HAMPTON BLVD to ROYAL PALMS PKWY	0.52	15,750	8,190
BELLE TERRE PKWY: PARKVIEW DR (S) to PINE LAKES PKWY	-	-	-
BELLE TERRE PKWY: PINE LAKES PKWY to CYPRESS POINT PKWY	0.27	15,750	4,253
MATANZAS WOODS PKWY: US 1 to BIRDS OF PARADISE DR	1.86	20,060	37,312
MATANZAS WOODS PKWY: BIRDS OF PARADISE DR to I-95 SB	0.10	33,500	3,350
MATANZAS WOODS PKWY: I-95 SB to OLD KING RD EXTENSION	0.52	17,750	9,230
PALM COAST PKWY: CYPRESS POINT PKWY to I-95 SB RAMPS	0.27	10,100	2,727
SR 100: PALM COAST CITY LIMIT to BULLDOG DRIVE	1.68	17,000	28,560
SR 100: BULLDOG DRIVE to I-95	0.89	33,300	29,637
SR 100: I-95 to OLD KINGS RD	0.49	27,600	13,524
SR 100: OLD KINGS RD to COLBERT LANE	1.53	17,500	26,775
US HWY 1: WHITEVIEW PARKWAY to ESPANOLA ROAD	2.85	17,500	49,875
Total	10.98		213,432
Source: Daily Road Capacity per improvement (Appendix E).			

# **ROAD IMPROVEMENT COST**

#### TABLE 8. 2050 ROAD IMPROVEMENT COST

Road: (From & To Limits)	Total Estimated Improvement Cost
BELLE TERRE PKWY: E. HAMPTON BLVD to ROYAL PALMS PKWY	\$6,196,862
BELLE TERRE PKWY: PARKVIEW DR (S) to PINE LAKES PKWY	\$40,000
BELLE TERRE PKWY: PINE LAKES PKWY to CYPRESS POINT PKWY	\$3,439,717
MATANZAS WOODS PKWY: US 1 to BIRDS OF PARADISE DR	\$27,139,536
MATANZAS WOODS PKWY: BIRDS OF PARADISE DR to I-95 SB	\$2,747,779
MATANZAS WOODS PKWY: I-95 SB to OLD KING RD EXTENSION	\$7,461,591
PALM COAST PKWY: CYPRESS POINT PKWY to I-95 SB RAMPS	\$3,852,620
SR 100: PALM COAST CITY LIMIT to BULLDOG DRIVE	\$19,536,016
SR 100: BULLDOG DRIVE to I-95	\$23,498,815
SR 100: I-95 to OLD KINGS RD	\$12,839,797
SR 100: OLD KINGS RD to COLBERT LANE	\$17,791,729
US HWY 1: WHITEVIEW PARKWAY to ESPANOLA ROAD	\$33,141,456
Total	\$157,685,919
Source: Road Improvements Cost (Appendix F).	

# **VEHICLE MILES OF CAPACITY RATE**

### TABLE 10. VEHICLE MILES OF CAPACITY RATE (VMCr)

\$157,685,919	Road Improvement Cost (RIC)
\$25,000,000	Reasonably Anticipated Funding (AF)
\$132,685,919	Attributable Road Improvement Cost (RICa)
1.00	Existing Conditions Evaluation Factor (ECEf)
1.00	New Growth Evaluation Factor (NGEf)
\$132,685,919	Assignable Cost (AC)
213,432	Increase in Vehicle Miles of Capacity (VMCi)
\$621.68	Vehicle Miles of Capacity Rate (VMCr)
or (Table 4) New Growth Evaluation factor	Source: 2050 Road Improvement Cost (Table 8) Existing Conditions Evaluation factor

**Source:** 2050 Road Improvement Cost (Table 8). Existing Conditions Evaluation factor (Table 4). New Growth Evaluation factor (Table 9). Assignable Cost (Table 10). Vehicle Miles of Capacity increase (Table 7). The Vehicle Miles of Capacity Rate (VMCr) are calculated per Figure 5.

### **TRANSPORTATION IMPACT FEE CALCULATIONS**

### FIGURE 7. VEHICLE TRAVEL DEMAND PER USE (VTDu)

Vehicle Travel De	emand per la	and use (VTDu)
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VMTu = ((((TG x NT) x VTl) x LAEf) x ODf)

#### Where:

- VMTu = Vehicle Miles of Travel per land use (Appendix H)
  - TG = Trip Generation (Appendix G)
  - NT = Percent of New Trips (Appendix H)
- VTl = Vehicle Trip Length by Trip Purpose (Appendix H)
- LAEf = Limited Access Evaluation factor of 0.50 (Table 11)
- ODf = Origin and Destination Factor of 0.50 (Appendix H)

Prepared by NUE Urban Concepts, LLC

### FIGURE 8. TRANSPORTATION IMPACT FEE PER USE (TIFu)



City of Palm Coast Transportation Impact Fee Technical Report Update

April 2025

Prepared By:



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Appendix J. Updated Transportation Impact Fee Schedule (2025)	Unit of Measure	Updated Impact Fee (2025)
Residential Use		
Single Family Detached / Mobile Home	Dwelling Unit	\$8,295
Vested Single Family Platted Lot *	Dwelling Unit	\$5,101
Single Family Attached (includes Duplex, Townhomes, Villas, Condominiums)	Dwelling Unit	\$6,334
Vested Duplex Platted Lot *	Dwelling Unit	\$4,124
Multi-Family Apartment	Dwelling Unit	\$5,287
Active Adult & Independent Living (55+) (Attached or Detached Units)	Dwelling Unit	\$3,941
Institutional Use		
Adult Congregate Living Facility	Bed	\$1,895
Cemetery	Acre	\$6,418
Day Care	1,000 sq. ft.	\$12,478
Places of Worship	1,000 sq. ft.	\$5,672
Private School (Pre K-12)	1,000 sq. ft.	\$4,693
Private College or University	1,000 sq. ft.	\$7,835
Industrial Use		
Manufacturing / Warehousing / Production	1,000 sq. ft.	\$4,305
Retail Fulfillment / Distribution	1,000 sq. ft.	\$7,050
Mini-Warehouse / Boat / RVs & Other Outdoor Storage <sup>1</sup>	1,000 sq. ft.	\$896
Entertainment, Recreation & Lodging Use		
Movie Theater / Performing Arts	per Seat	\$770
Marina (including dry storage)	per Berth	\$2,109
Golf Course	per Hole	\$26,819
Outdoor Commercial Recreation <sup>2</sup>	per Acre	\$14,766
Multi-Purpose Commercial Recreation	1,000 sq. ft.	\$4,371
Health Club / Fitness / Gym	1,000 sq. ft.	\$24,177
Recreational Vehicle (RV) Park	per Space	\$2,456
Hotel / Motel / Lodging	Room / Unit	\$5,439
Community Center / Civic / Gallery / Lodge	1,000 sq. ft.	\$10,570
Office Use		
Office / Office Park / Medical / Clinic / Bank / Financial	1,000 sq. ft.	\$10,023

# TRANSPORTATION IMPACT FEE SCHEDULE "REFERENCE PURPOSES"

Appendix J. Updated Transportation Impact Fee Schedule (2025)	Unit of Measure	Updated Impact Fee (2025)
Retail Use		
Multi-Tenant Retail Center <sup>3</sup>	1,000 sq. ft.	\$11,215
Pharmacy (Free Standing)	1,000 sq. ft.	\$17,778
Pharmacy Drive-Thru (fee is in addition to fee per 1,000 sq. ft. for pharmacy)	per lane	\$19,091
General Retail (Free Standing)	1,000 sq. ft.	\$16,437
Furniture / Mattress Store (Free Standing)	1,000 sq. ft.	\$4,347
Supermarket / Grocery Store (Free Standing)	1,000 sq. ft.	\$26,915
Sit Down Restaurant <sup>4</sup> (Retail Center, Free Standing or Outparcel)	1,000 sq. ft.	\$32,498
Fast Food / Fast Casual Restaurant $^4$ (Retail Center, Free Standing or Outparcel)	1,000 sq. ft.	\$55,816
Restaurant Drive-Thru <sup>4</sup> (based on number of lanes at point of ordering)	per lane	\$59,924
Discount Superstore (Free Standing) <sup>1</sup>	1,000 sq. ft.	\$27,773
Home Improvement / Building Materials / Garden Center <sup>1</sup>	1,000 sq. ft.	\$18,229
Nursery (Wholesale or Retail) <sup>2</sup>	per Acre	\$19,001
Bank Drive-Thru Lane, Free Standing ATM or ATM Drive-Thru Lane <sup>5</sup>	per drive thru lane and / or per ATM	\$31,498
Vehicle & Boat - Sales or Dealership	1,000 sq. ft.	\$16,390
Vehicle & Boat - Service / Repair / Parts	1,000 sq. ft.	\$20,236
Vehicle & Boat - Cleaning / Detailing / Wash	1,000 sq. ft.	\$36,042
Convenience Store <sup>6</sup>	1,000 sq. ft.	\$64,528
Vehicle Fueling Position <sup>6</sup>	per Vehicle Fueling Position	\$38,386
Personal Services	1,000 sq. ft.	\$9,194

# **RESIDENTIAL TRANSPORTATION IMPACT FEE RATES**

- **Update:** Single Family: \$8,295 Single Family: Current: \$3,502 **Percent increase:** 137% **Multi-Family: Update:** \$5,287 **Multi-Family: Current:** \$2,018
- Percent increase: 162%

# **INSTITUTIONAL TRANSPORTATION IMPACT FEE RATES**

Update:Place of Worship:\$5,672Current:Place of Worship:\$2,503Percent increase:124%

Update:Private Education:\$4,693Current:Private Education:\$2,747Percent increase:71%

# **INDUSTRIAL TRANSPORTATION IMPACT FEE RATES**

Update: Manufacturing: \$4,305

Current: Manufacturing: \$1,978

Percent increase: 118%

# LODGING TRANSPORTATION IMPACT FEE RATES

Update:Hotel:\$5,439Current:Hotel:\$2,066

**Percent increase:** 

163%

# **OFFICE TRANSPORTATION IMPACT FEE RATES**

- Update: Office: \$10,023
- Current: Office: \$4,237
- Percent increase: 137%

# **RETAIL TRANSPORTATION IMPACT FEE RATES**

- Update: Multi-Tenant: \$11,215
- Current: Multi-Tenant: \$5,337
- Percent increase: 110%

### **RETAIL TRANSPORTATION IMPACT FEE RATES**

Update:General Retail (Free-Standing):\$16,437Current:General Retail (Free-Standing):\$7,738Percent increase:112%

Update: Fast-Food: \$55,816

Current: Fast-Food: \$23,185

Percent increase:

141%

# SUMMARY OF FINDINGS OF EXTRAORDINARY CIRCUMSTANCES

- (1) Prior growth in population is at a higher rate than the State of Florida;
- (2) Projected growth in population rates will be higher than the State of Florida;
- (3) Inflation has significantly increased the cost of road and intersection improvements;
- (4) Statewide inflation for transportation facilities over the past six years exceeded 100%;
- (5) National inflation for transportation facilities over the past six years exceeded 80%;
- (6) \$25 million in reasonably anticipated funding to off-set calculated impact fee; and
- (7) Increases due to updates in trip lengths, trip generation, and vehicle travel demand.

# 1<sup>st</sup> Finding: Extraordinary Historic Population Growth

TABLE 1. HISTORIC POPULATION GROWTH COMPARISON					
GOVERNMENT	2014	2024	INCREASE	% GROWTH	
State of Florida	19,507,369	23,014,551	3,507,182	17.98%	
Flagler County	99,121	136,310	37,189	37.52%	
City of Palm Coast	78,046	106,193	28,147	36.06%	
GOVERNMENT	2010	2020	INCREASE	% GROWTH	
State of Florida	18,801,332	21,538,187	2,736,855	14.56%	
Flagler County	95,696	115,378	19,682	20.57%	
City of Palm Coast	75,180	89,258	14,078	18.73%	
GOVERNMENT	2000	2010	INCREASE	% GROWTH	
State of Florida	15,982,824	18,801,310	2,818,486	17.63%	
Flagler County	49,832	95,696	45,864	92.04%	
City of Palm Coast	32,732	75,180	42,448	129.68%	
GOVERNMENT	1990	2000	INCREASE	% GROWTH	
State of Florida	12,937,926	15,982,824	3,044,898	23.53%	
Flagler County	28,701	49,832	21,131	73.62%	
City of Palm Coast	14,287	32,732	18,445	129.10%	
Source: Bureau of Econom	ic and Business Researcl	h (BEBR).			

# 2<sup>nd</sup> Finding: Extraordinary Future Growth in Population

TABLE 2. PROJECTED POPULATION GROWTH COMPARISON					
MEDIUM PROJECTIONS	2024	2050	INCREASE	% GROWTH	
State of Florida	23,014,551	28,065,000	5,050,449	21.94%	
Flagler County	136,310	196,600	60,290	44.23%	
City of Palm Coast	106,193	157,833	51,690	48.68%	

Source: Bureau of Economic and Business Research (BEBR). The BEBR medium projections were used for the State of Florida and City of Palm Coast. The City of Palm Coast projected population growth based on a rate of 1.54% per table 2 of the Palm Coast Transportation Impact Fee Technical Report, dated April 2025.

# 3<sup>rd</sup> Finding: Extraordinary Inflation of Road Improvements

TABLE 3. ROAD AND INTERSECTION IMPROVEMENT COST					
IMPROVEMENTS	2018	2025	CHANGE	% CHANGE	
Total Miles of Improvements	21.88	10.98	(-10.90)	-49.8%	
Total Cost of Improvements	\$161,522,924	\$157,685,919	(-\$3,837,005)	-2.38%	
Cost per Mile of Improvements	\$7,382,218	\$14,361,195	\$6,978,977	94.5%	
Source: The City of Palm Coast Transportation Impact Fee Technical Report dated April 2025. The City of Palm Coast					

Transportation Impact Fee Technical Report March 2018.

# 4<sup>th</sup> Finding: Extraordinary State Level Inflation

TABLE 4. FDOT COMPARISON OF LONG RANGE ESTIMATES					
Facility Type	2018	2024	INCREASE	% INCREASE	
Urban Cross-Sections	\$42,583,734.03	\$92,747,279.17	\$50,163,545.14	118%	
Rural Cross-Sections	\$13,080,841.61	\$31,276,225.07	\$18,195,383.46	139%	
Multimodal Facilities	\$572,665.75	\$1,316,524.77	\$743,859.02	130%	
Total	\$56,237,241.39	\$125,340,029.01	\$69,102,787.62	123%	
Source: Florida Department of Transportation (Appendix A).					

# 5<sup>th</sup> Finding: Extraordinary Inflation at National Level

National Highway Construction Cost Index (NHCCI) U.S. Department of Transportation Federal Highway Administration Select Series: Select Year and Quarter: NHCCI 2018 Q1 to 2024 Q2 Seasonally Adjusted NHCCI and Null values 3.20 3.00 2.80 2.60 2.40 2.20 ଞ୍ଚଁ 2.00 1.80 1 736 1.60 1.40 1.20 1.00 2023 Q4 2024 02 2018 Q2 2018 04 2019 Q2 2019 Q4 2020 Q2 2020 04 2021 Q2 2021 Q4 2022 Q2 2022 Q4 2023 Q2 Year and Quarte

# Typical Inflation: 2008 to 2018

0.66% a year

# Average Inflation last 6 years:

13.4% a year

80.4% 2018 to 2024

6<sup>th</sup> Finding: Reasonably Anticipated Funding

City funding from various sources: \$700,000 per year

Last 6 years

Anticipated annual funding: \$1,000,000 per year

\$25 million over 25 years

As funding increases, impact fee decreases If funding reduced, impact fee increases

# 7<sup>th</sup> Finding: Travel Demand Increase

- National Household Travel Survey: 2017 to 2022
- ITE Trip Generation Manual: 10<sup>th</sup> Edition to 11<sup>th</sup> Edition
- Long Range Transportation Plan: 2040 to 2045
- Regional Travel Demand Model: 2040 to 2050
- FDOT Generalized Capacity Tables: 2012 to 2023
- All the data sources we rely on for fees have been updated
- Each data source contributes to the overall increased fees

# **CITY COUNCIL OPTIONS**

- (1) Accept the Technical Report. Do not vote for a finding of extraordinary circumstances. Phase-in increases consistent with Florida Statute. Limit overall increases to 50%.
- (2) Amend the Road Improvements. Identify additional funding, amend or remove needed projects. Increasing funding or lowering the cost will result in a decrease in Transportation Impact Fee rates.
- (3) Accept the Technical Report analysis and the finding of extraordinary circumstances. Then develop an alternative phase-in to the fully calculated rates, even-those over 50%, so that by the time of the next update, the adopted fees reflect fully calculated rates. Assuming the legislature does not limit local governments from doing so as part of amendments to the Impact Fee Act. The legislature has added retroactive provisions in existing statute.
- (4) Accept the Technical Report analysis and finding of Extraordinary Circumstances Study, adopting the calculated Transportation Impact Fee rates at 100%.

# FINDINGS OF EXTRAORDINARY CIRCUMSTANCES

- (1) The City of Palm Coast over the past 30 years has experienced extraordinary population growth that has exceeded the extraordinary population growth of the State of Florida;
- (2) The City of Palm Coast is projected to continue experiencing extraordinary population growth by 2050 at a rate that will exceed the projected growth for the State of Florida;
- (3) The overall cost per mile of improvements between the 2018 Transportation Impact Fees and the 2025 Transportation Impact Fees increased roughly 100% due to inflation;
- (4) The Florida Department of Transportation (FDOT) Long Range Estimates for per mile construction cost of transportation facilities has increased by 123% between 2018 and 2024 due to inflation, which equates to roughly 20.5% per year, or 17.5% a year higher than historic annual inflation rates of roughly 3.0% used by FDOT;

## FINDINGS OF EXTRAORDINARY CIRCUMSTANCES, CONTINUED

- (5) The National Highway Construction Cost Index (NHCCI) has increased by 80.4% between 2018 and 2024 due to inflation, which equates to roughly 13.4% per year, or almost 13% a year higher than national inflation rates between 2008 and 2018;
- (6) The 2025 Transportation Impact Fee rate includes \$25 million in reasonably anticipated funding to off-set the increase; even though the \$25 million is not currently programmed for funding;
- (7) The ITE Trip Generation Manual and the National Household Travel Survey have been updated between 2018 and 2025, resulting in increases in trip generation rates, vehicle trip lengths, and vehicle travel demand for a number of land uses and a subsequent increase in Transportation Impact Fees;
The City of Palm Coast Transportation Impact Fee Technical Report dated April 2025 documents the need for road and intersection improvements to accommodate future travel demand. The calculation for the Transportation Impact Fee update is based on the most recent and localized data as of 2025. Limiting increases in fees will impact the ability of the City to fund improvements to ensure new development mitigates its transportation impacts. The Technical Report and this Study serves as the basis for the findings of extraordinary circumstances in support of adoption of the Transportation Impact Fee at 100% of the calculated rates.

# **CITY OF PALM COAST** TRANSPORTATION IMPACT FEE UPDATE & EXTRAORDINARY CIRCUMSTANCES STUDY **CITY COUNCIL WORKSHOP COMMENTS & QUESTIONS**

Kady Dearing, PE

Phong Nguyen, PTP

LTG Engineering & Planning



Jonathan B. Paul, AICP



#### ORDINANCE 2025-\_\_\_\_ AMENDING TRANSPORTATION IMPACT FEES

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF PALM COAST, FLORIDA AMENDING CHAPTER 29 IMPACT FEES, ARTICLE II TRANSPORTATION IMPACT FEES, CODE OF ORDINANCES OF THE CITY OF PALM COAST, TO ADJUST **RATES BASED ON A COMPREHENSIVE STUDY INCLUDING** AN EXTRAORDINARY CIRCUMSTANCES **STUDY:** PROVIDING FOR **APPLICABILITY;** PROVIDING FOR **SEVERABILITY;** PROVIDING FOR **CODIFICATION;** PROVIDING FOR CONFLICTS; AND PROVIDING FOR AN **EFFECTIVE DATE.** 

**WHEREAS**, the City of Palm Coast (the "City") is a municipal corporation lawfully established and organized under the laws of Florida; and

WHEREAS, pursuant to Article VIII of the 1968 Florida Constitution, as amended, and Sections 163 and 166, Florida Statutes, the City Council of Palm Coast has the authority to fix, impose, and provide for the collection of transportation impact fees to finance, in whole or in part, the capital costs of public works, improvements, and facilities required to accommodate new impact-generating development; and

WHEREAS, the City Council has studied the necessity for and implications of the adoption of transportation impact fees for various transportation facilities and has retained LTG Engineering and Planning, and, by subcontract, NUE Urban Concepts, LLC (hereinafter, together, the "Consultants") to prepare a transportation impact fee report to determine the proportionate demand new development generates for additional capital transportation improvements, and the Consultants have prepared a transportation impact fee report, titled "The City of Palm Coast Transportation Impact Fee – Technical Report," dated April 2025 and "The City of Palm Coast Extraordinary Circumstances Study" dated May 2025 (hereinafter the "Reports"); and

WHEREAS, the Reports have been presented to and reviewed by the City Council, which has determined (1) that a transportation impact fee is necessary to offset the costs associated with meeting future capital transportation improvement demands pursuant to the projections set forth in the report; (2) that the transportation impact fees adopted by this

Ordinance 2025-\_\_\_\_ Page 1 of 5 Ordinance bear a reasonable relationship to the burden imposed upon the City to provide capital transportation improvements to new residents, employees, and businesses; and transportation impact fees provide a direct benefit to such new residents, employees, and businesses reasonably related to the transportation impact fees assessed; (3) that an "essential nexus" exists between the projected new development and the need for additional capital transportation improvements to be funded with transportation impact fees, and between the transportation impact fee and the benefits that accrue to new development paying the fee; and (4) that the amount of the transportation impact fees is "roughly proportional" to the pro rata share of the additional capital transportation improvements needed to serve new residential and non-residential development, while maintaining the level of service (LOS) standard currently provided to City residents, employees, and businesses; and

WHEREAS, the City annually develops a capital budget to ensure new development is adequately provided with capital transportation improvements necessary to serve new development at the growth rates projected in the transportation impact fee report; and

WHEREAS, this Ordinance contains administrative provisions to ensure that the benefit of capital transportation improvements funded with impact fee funds will accrue proportionately to new development paying the fee; and

WHEREAS, it is not the intent of this Ordinance to impose or collect any transportation impact fees from new development that are in excess of new development's proportionate demand on capital transportation improvements; and

WHEREAS, based on the population, housing unit, and land use projections as well as the capital transportation improvement needs associated with the projected level of growth, the City Council has determined that transportation impact fees are a reasonable, appropriate, and necessary technique, to be used in conjunction with other financing techniques, to ensure that transportation facilities are available and adequate for new development; and

WHEREAS, the City Council has determined that transportation impact fees are necessary for adequate capital transportation improvements sufficient to protect the public

health, safety, and general welfare of future residents and employees generated by new development; and

WHEREAS, the Consultants reviewed the existing demand for capital transportation improvements, including, where appropriate, land acquisition, road improvements, and construction costs; the existing inventory of same; and the method of financing same; and

WHEREAS, all funds collected from transportation impact fees will be deposited in a segregated, interest-bearing account to ensure that transportation impact fee funds are spent only for the reasonable benefit of the new development paying the fee; and

WHEREAS, any interest or other income earned on funds deposited in said interestbearing account will be credited to the transportation impact fee account; and

WHEREAS, the City has determined and will determine that the payment of the transportation impact fees and their expenditure for needed capital transportation improvements will result in a reasonable benefit to the development on which it is imposed in a manner not shared by those not paying the fee; and

WHEREAS, the City Council has developed and adopted a schedule of transportation impact fees by land use classification; and

WHEREAS, the City Council has provided a credit mechanism in cases where the proposed new development dedicates public sites and/or capital improvements for which transportation impact fees are being imposed; and

WHEREAS, this Ordinance is consistent with and implements the City of Palm Coast 2050 Comprehensive Plan, including the Capital Improvements Element and Capital Improvements Program therein, and with Fla. Stat. 163.31801.

WHEREAS, words with <u>underlined</u> type shall constitute additions to the original text and strike through shall constitute deletions to the original text, and asterisks (\*\*\*) indicate that text shall remain unchanged from the language existing prior to adoption of this Ordinance.

# NOW, THEREFORE, IT IS HEREBY ORDAINED BY THE CITY OF PALM COAST, FLORIDA:

Ordinance 2025-\_\_\_\_ Page 3 of 5 **SECTION 1. LEGISLATIVE AND ADMINISTRATIVE FINDINGS.** The above recitals (whereas clauses) are hereby adopted as the legislative and administrative findings of the City Council.

### SECTION 2. AMENDMENT TO CHAPTER 29 IMPACT FEES, ARTICLE II TRANSPORTATION IMPACT FEES OF THE CODE OF CITY ORDINANCES.

Chapter 29 Impact Fees, Article II Transportation Impact Fees of the *Code of Ordinances* of the City of Palm Coast is amended, as attached hereto and incorporated herein by reference as Exhibit "A."

**SECTION 3. APPLICABILITY.** This ordinance shall apply to any Impact-Generating Development for which a building permit application is filed on or after the effective date of this Ordinance.

**SECTION 4. SEVERABILITY.** It is hereby declared to be the intention of the City Council that the sections, paragraphs, sentences, clauses and phrases of this Ordinance are severable, and if any phrase, clause, sentence, paragraph or section of this Ordinance shall be declared unconstitutional by the valid judgment or decree of a court of competent jurisdiction, such unconstitutionality shall not affect any of the remaining phrases, clauses, sentences, paragraphs and sections of this Ordinance.

**SECTION 5. CODIFICATION.** It is the intention of the City Council of the City of Palm Coast, Florida, and it is hereby ordained that the provisions of this Ordinance shall become and be made a part of the Code of Ordinances of the City of Palm Coast, Florida; that the Sections of this Ordinance may be renumbered or re-lettered to accomplish such intention; that the word, "Ordinance" may be changed to "Section," "Article," or other appropriate word.

**SECTION 6. CONFLICTS.** All ordinances or parts of ordinances in conflict with this Ordinance are hereby repealed.

**SECTION 7. EFFECTIVE DATE.** This Ordinance will become effective immediately, except that the fees will be effective as provided in this Section. For developments where the impact fee will decrease under this Ordinance, the decrease will become effective 30 days after adoption of this Ordinance. For developments where the

impact fees will increase, the developers must pay the impact fees that apply September 17, 2025, unless the developer obtains a building permit before April 1, 2026, in which case the lesser fees will apply.

**APPROVED** on first reading this 3<sup>rd</sup> day of June 2025.

**ADOPTED** on second reading after due public notice and hearing this 17<sup>th</sup> day of June 2025.

ATTEST:

CITY OF PALM COAST

KALEY COOK, CITY CLERK

MICHAEL NORRIS, MAYOR

APPROVED AS TO FORM AND LEGALITY

MARCUS DUFFY, CITY ATTORNEY

Attachment: Exhibit "A" – Chapter 29, Article II

Ordinance 2025-\_\_\_\_ Page 5 of 5

#### Sec. 29-31. Purpose and intent.

The purpose and intent of this article are:

- A. To establish uniform procedures for the imposition, calculation, collection, expenditure, and administration of transportation impact fees imposed on impact-generating development;
- B. To assure that impact-generating development contributes its fair and proportionate share towards the costs of capital transportation improvements reasonably necessitated by such impact-generating development;
- C. To ensure that impact-generating development benefits from the provision of the capital transportation improvements provided with the proceeds of transportation impact fees;
- D. To ensure that impact fees collected pursuant to this article are expended only on capital transportation improvements the demand for which is generated by the impact-generating development against which the fees are assessed;
- E. To ensure that impact fees assessed pursuant to this article are proportionate in amount to the degree of demand impact-generating development creates for new capital transportation improvements; and
- F. To ensure that all applicable legal standards and criteria are properly incorporated in these procedures.

#### Sec. 29-32. Transportation impact fee report.

The City Council has reviewed and accepted, and incorporates into this article by reference, the transportation impact fee reports, titled, "City of Palm Coast 2018-Transportation Impact Fee Technical Report Update," dated April 2025 and "City of Palm Coast Extraordinary Circumstances Study" dated May 2025 March 2018, and prepared by LTG Inc., and NUE Urban Concepts, LLC, which establishes the need for impact fees for capital transportation improvements and sets forth a reasonable methodology and analysis for the determination of the impact fees for capital transportation improvements.

#### Sec. 29-33. Definitions.

In this article words and terms have the meanings set forth in this section. Words and terms not specifically defined herein have the meanings set forth in the City Code, as amended:

Applicant means any person who files an application with the City for a building permit to undertake impactgenerating development within the City.

Appropriation means to obligate funds for use by the City. Appropriation includes inclusion of a capital transportation improvement in the annual City budget, execution of a contract or other legal encumbrance for construction or acquisition of a capital transportation improvement using transportation impact fee funds in whole or in part; and/or the expenditure or transfer of transportation improvements that provides or will provide a reasonable benefit to impact-generating development.

*Building permit* means evidence of the City's approval to undertake impact-generating development pursuant to the City's building code.

*Capital improvements program* means a schedule of capital transportation improvements to be undertaken by the City as determined from time to time by the City Council or as set forth in the capital budget and/or the comprehensive plan.

*Capital transportation improvement* means the planning, design, engineering, surveying, land acquisition, permitting, and construction costs of all features and facilities necessary for road construction projects including

those relied upon in the transportation impact fee report, the need for which is created by and the provision of which will reasonably benefit impact-generating development.

City means the City of Palm Coast, Florida.

*City Code* means the City Code of the City of Palm Coast, Florida, as amended from time to time.

City Council means the Mayor and City Council of the City of Palm Coast, Florida.

City Manager means the City Manager for the City of Palm Coast, Florida.

*Comprehensive plan* means the City of Palm Coast <u>Adopted 2035</u>-Comprehensive Plan, as amended from time to time.

Department means the Community Development Department of the City of Palm Coast, Florida.

*Director* means the Director of the Community Development Department of the City of Palm Coast, Florida or the Director's designee.

*Director of Financial Services* means the Director of the Financial Services Department of the City of Palm Coast, Florida.

*Existing land use* means the most intense lawful use of land within the twelve (12) months prior to the time of payment of the impact fee pursuant to this article.

*Fee schedule* means the list of transportation impact fees set forth in Exhibit A to this article. [Located at the end of this article.]

*Group fee* means transportation impact fee codes that are grouped together with the same fee amount and is under one classification category.

*Impact-generating development* means any construction, reconstruction, redevelopment, rehabilitation, structural alteration, structural enlargement, structural extension, or use undertaken pursuant to a building permit issued after the effective date of this ordinance, which attracts or produces vehicular trips over and above that produced by the existing land use.

Non-residential means a use or development that is not a residential use.

*Post-incorporation structures* means structures with a certificate of occupancy on or after the City of Palm Coast's incorporation on December 31, 1999.

*Pre-incorporation structures* means structures with a certificate of occupancy prior to the City of Palm Coast's incorporation on December 31, 1999.

Residential means a use or development that includes or results in the creation of a dwelling unit.

*Transportation impact fee* means an impact fee imposed on residential and non-residential development to fund the proportionate share of the costs of capital transportation improvements created by impact-generating development for capital transportation improvements.

*Transportation impact fee report* means a report titled, "City of Palm Coast 2018-Transportation Impact Fee Technical Report\_Update," dated <u>April 2025 and a report titled, "City of Palm Coast Extraordinary Circumstances</u> <u>Study" dated May 2025</u>March 2018, and prepared by LTG, Inc. and NUE Urban Concepts, LLC, which sets forth the methodology and rational basis for the transportation impact fees and the mechanisms for ensuring that a rational nexus exists between the fee amount and the impact of impact-generating development on capital transportation impact fee.

#### Sec. 29-34. Applicability.

A. *Term.* This article and the procedures established herein shall remain in effect unless and until repealed, amended, or modified by the City Council in accordance with applicable state law and the City Code.

- B. *Affected area.* Transportation impact fees will be imposed by the City on impact-generating development proposed within the corporate boundaries of the City.
- C. *Type of development affected.* Except as provided in D. below, this ordinance applies to all impact-generating development.
- D. *Type of development not affected; exemptions.* This articles does not apply to:
  - 1. *Previously-issued building permits.* No additional transportation impact fee may be imposed on impactgenerating development for which a building permit has been issued prior to the effective date of this article, except that if such building permit expires, the development will be treated as impactgenerating development and be subject to the provisions of this amended article.
  - 2. No net increase in floor area. Provided there is no intensification of use, no transportation impact fee may be imposed on an impact-generating development that does not result in the creation of additional floor area, unless the Director makes a written determination that the impact-generating development increases the demand for capital transportation improvements for which transportation impact fees are being imposed.
  - 3. *Replacements*. No transportation impact fee may be imposed on the replacement of a destroyed or partially destroyed building or structure, provided that there is no change in use and no net increase in the number of dwelling units or amount of floor area.
  - 4. *Temporary uses.* No transportation impact fee may be imposed on a temporary use.
  - 5. Development agreements. No transportation impact fee may be imposed on impact-generating development that is the subject of a duly executed and lawful development agreement entered into prior to the effective date of this article, which agreement contains provisions in conflict or inconsistent with this article, but only to the extent of the conflict or inconsistency.
  - 6. *Public education*. No transportation impact fee may be imposed on impact-generating development related to a public education use constructed by a district school board or a community college district board of trustees, pursuant to Section 1013.371(1)(a), Florida Statutes or related to a charter school facility, pursuant to Section 1002.33(18)(d), Florida Statutes.
  - 7. *Other uses.* No transportation impact fee may be imposed on a use, development, project, structure, building, fence, sign or other activity, whether or not a building permit is required, which does not result in an increase in the demand for capital transportation improvements.
  - 8. *Pre-incorporation structures.* No transportation impact fee shall be imposed on changes of use within a pre-incorporation structure where no additional square feet are added, however the exemption does not apply to any other post-incorporation impact-generating development as defined in section 29-33 of this article.
- E. Effect of payment of transportation impact fees on other regulations.
  - 1. The payment of transportation impact fees shall not entitle the applicant to a building permit unless all applicable land use, zoning, planning, dedication, platting, subdivision, or other related requirements, standards, and conditions of the city code have been met. Such other requirements, standards, and conditions are independent of the requirement for payment of a transportation impact fee.
  - 2. This article shall not affect, in any manner, the permissible use of property, density/intensity of development, design and improvement standards, or other applicable standards or requirements of the City Code, which shall remain operative and in full force and effect without limitation.
- F. *Amendments.* This article may be amended from time to time by the City Council; provided, however, that no such amendment may be adopted without a written report detailing the reasons and need for the transportation impact fee revision nor without proper notice and public hearing as required by state law and the City Code.

# Sec. 29-35. Procedures for imposition, calculation, collection, reimbursement, and credit of transportation impact fees.

- A. *Generally.* The Director must calculate the applicable transportation impact fee and administrative fee at the time of application for a building permit. The City may not issue a certificate of occupancy until the applicant has paid all transportation impact fees and administrative fees due pursuant to this article.
- B. *Early payment incentive.* Administrative fee set forth in subsection C. shall be waived when transportation impact fee is paid at the time of building permit issuance.
- C. Calculation.
  - Upon receipt of an application for a building permit, the Director must determine whether the proposed development is an impact-generating development; the specific category of residential or non-residential use proposed; and the amount of additional residential dwelling unit or non-residential square footage associated with the proposed use.
  - 2. If the application for a building permit involves a change in use, the Director is required to base the transportation impact fee on the incremental increase in capital transportation improvement capacity created by the proposed change in use.
  - 3. After making these determinations, the Director must calculate the applicable transportation impact fee by multiplying the amount of additional residential based on dwelling unit or non-residential square footage proposed by the amount of the applicable transportation impact fee per unit of development, incorporating any applicable exemptions or credits, based on the impact fees in effect at the time of building permit application.
  - 4. The fee schedule is intended to consolidate a number of non-residential land uses into broad land use categories defined in section 29-33. The Director, in consultation with other City staff and consultants, as necessary, shall determine the closest applicable land use based on the definitions in section 29-33 and a comparison of trip generation rates with the rates established in the Transportation Impact Fee Report; or the Director may calculate the transportation impact fee based on an independent impact analysis pursuant to subsection D. below.
  - 5. The calculation of transportation impact fees due from a multiple-use impact-generating development must reflect the aggregated demand for capital transportation improvements generated by each land use type within the proposed impact-generating development.
  - 6. The calculation of transportation impact fees due from a phased impact-generating development must reflect the demand generated by each land use type within the phase of development for which a separate building permit is requested.
  - 7. An administrative fee not to exceed actual cost to administer the transportation impact fee program may be assessed by the Director for the expenses of collecting and administering this article. The Director may develop application and review fees that reflect actual cost to review special studies and requests for credits, or to reconsider an applicable land use designation.
- D. Independent impact analysis.
  - 1. *Criteria for use of an independent impact analysis.* The impact fee may be computed by the use of an independent impact analysis if:
    - a. The Director determines that the proposed impact-generating development is not one of the land use types listed on the fee schedule; or
    - b. The applicant chooses to have the amount of the fee determined by the use of an independent impact analysis; or

- c. The Director determines that the nature, timing, or location of the proposed impact-generating development makes it likely to generate impacts costing substantially more or less to mitigate than the amount of the fee that would be generated by the use of the fee schedule.
- 2. Preparation of independent impact analysis.
  - a. The applicant is responsible for preparation of the independent impact analysis if the applicant chooses to conduct the analysis. The Director is responsible for preparation of the independent impact analysis if the proposed impact-generating development is interpreted not to be one of those types listed in the fee schedule or analysis of the proposed impact-generating development indicates that the nature, timing, or location of the proposed land use make it likely to generate impacts costing substantially more or less than the amount of the fee generated by the use of the fee schedule.
  - b. The person who prepares the independent impact analysis is required to be a qualified professional in the preparation of impact analyses, and is required to be approved by the Director on the basis of professional training and experience. If the Director is responsible for preparation of the independent impact analysis, the Director may request the applicant prepare the analysis, and credit the cost of the preparation against the impact fee due.
- 3. Independent impact analysis standard. The independent impact analysis is required to be based on the same standards and unit costs for transportation capital improvements used in the transportation impact fee report. The applicant has the burden of demonstrating that the assumptions, unit costs, or other data used in the independent impact analysis are more accurate than those used in the transportation impact fee report and reflected in the fee schedule.
- 4. Independent impact analysis procedure.
  - a. *Submission of application.* An independent impact analysis may be undertaken through the submission of a form provided by the City or upon the Director's determination that an independent impact analysis is appropriate as described above.
  - b. Determination of completeness. Within 20 days of receipt of an application, the Director is required to determine if the application is complete. If it is determined that the application is not complete, a written statement is required to be sent to the applicant, by mail, specifying the deficiencies. If no deficiencies are specified the Director is required to deem the application complete. The Director may not take further action on the application until it is deemed complete.
  - c. Review of application.
    - i. Within 30 days of the date the application is determined complete, the Director will render a written decision on (a) whether the transportation impact fee should be modified based on the independent impact analysis, and if so, the amount of the fee due or (b) what fee should be charged based on a proposed use not listed on the fee schedule. If the independent impact analysis fails to satisfy the requirements of this section, the fee established in the fee schedule applies.
    - ii. If, based on generally-recognized principles of transportation impact analysis, the Director determines that the proposed impact-generating development will create impacts upon capital transportation improvements substantially different than those assumed under the transportation impact fee report and fee schedule or if the proposed use is not listed in the fee schedule, the fee established pursuant to the independent impact analysis is to be imposed.
- E. *Non-binding transportation impact fee estimate.* An applicant may request a non-binding estimate of transportation impact fees due for a particular impact-generating development by filing a request on a form provided for that purpose; provided, however, that the estimate may be subject to change when a formal

application for a building permit for impact-generating development is made. Non-binding estimates are for the sole benefit of the prospective applicant and neither bind the City nor preclude it from making amendments or revisions to any provisions of this article. No vested rights, legal entitlements, or equitable estoppel accrue by reason of a non-binding estimate. A non-binding fee estimate does not constitute a final decision and may not be appealed pursuant to section 29-377 of this article.

- F. Reimbursements and credits.
  - 1. Eligibility for a reimbursement. The City may reimburse transportation impact fee funds paid by an applicant in exchange for the dedication or construction of capital transportation improvements made necessary by impact-generating development and upon which transportation impact fee funds may be appropriated pursuant to subsection 29-36B. Transportation impact fees may be reimbursed only at or reasonably close to the time the proffered transportation capital improvement is scheduled for construction or completion in the City's capital budget or capital improvements program. Reimbursements are appropriate only where the proffered transportation capital improvement adds capacity made necessary by and to be provided for the reasonable benefit of impact-generating development. The City and an applicant may enter into a development agreement to facilitate the acceptance by the City of proffered capital transportation improvements and reimbursements to the applicant.
  - 2. Additional provisions.
    - a. In order to be eligible for a reimbursement, the applicant must receive approval by the Director pursuant to the provisions of this article, prior to the issuance of a building permit.
    - b. The City may not reimburse the applicant in an amount exceeding the amount of the transportation impact fee due pursuant to this article.
    - c. The City may not reimburse the applicant until a proffered land dedication is finalized or the construction project is at least 50 percent complete, as determined by the City. Reimbursement may then occur based on the percent completion of the project.
    - d. As provided in subsection F.4., below, if an applicant proposes to dedicate or construct a capital transportation improvement valued at an amount greater than the amount of the transportation impact fee due, then the applicant may be reimbursed by future developers for costs incurred over and above those reimbursed by the City.
  - 3. *Calculation of the value of dedication or construction.* The amount of the reimbursement to be paid by the City is to be calculated as follows:
    - a. *Construction of facilities.* The reimbursement must be equal to the actual cost of construction as evidenced by receipts and other sufficient documentation or the amount of transportation impact fees due pursuant to this ordinance, whichever is less.
    - b. Dedication of land. At the option of the applicant, the reimbursement is to be based on either the assessed value of the proffered land, based on the most recent appraisal by the Flagler County Property Appraiser, or the fair market value of the land as determined by a certified property appraiser hired and paid for by the applicant. If the latter option is chosen and the City rejects the applicant's appraisal, the City may hire and pay for a second appraiser to appraise the property. If either party rejects the second appraisal, a third appraisal may be performed by an appraiser chosen by the first and second appraisers, the costs of which are to be shared equally by the City and the applicant. The third appraisal is binding on both parties. All appraisals must be consistent with generally-accepted appraisal techniques and the date of valuation must be the date of transfer to the City.
  - 4. Eligibility for credits for excessive dedication or construction.
    - a. *Generally*. An applicant may be given a credit against a transportation impact fee upon demonstration that, after the date of this article, a capital transportation facility was dedicated or

constructed by a previous applicant with sufficient excess capacity to offset the impacts of the applicant's proposed impact-generating development. In order for a credit to be accepted, the applicant must demonstrate that the dedicated or constructed capital transportation improvement will reduce the overall need for capital transportation improvements and that the applicant has secured from the previous applicant a contractual right to an allocation of capacity equal to the transportation impact fee due pursuant to the fee schedule. Any approved credit must be consistent with the City's capital budget, capital improvements program, comprehensive plan, and the transportation impact fee report.

- b. *Transferability.* Credit for contributions, payments, construction or dedications of a capital transportation improvement may not be applied to impact fees due for a capital facility other than transportation, although credit against a transportation impact fee may be transferred within the same subdivision, site plan, development of regional impact, or planned unit development or an adjacent subdivision, site plan, development of regional impact, or planned unit development in common ownership.
- c. *Calculation of credit.* No credit may exceed the total amount of the transportation impact fee imposed in the fee schedule.
- G. *Collection.* The Director must collect all transportation impact fees in the amounts set forth in this ordinance prior to the issuance of a certificate of occupancy and must issue a receipt to the applicant for such payment unless:
  - 1. The applicant is not subject to the payment of a transportation impact fee;
  - 2. The applicant has filed an appeal as required by Section 29-37 of this article and has filed a bond or other surety in the amount of the transportation impact fee as calculated by the Director and approved by the City Attorney and Director of Financial Services;
  - 3. The applicant has received a credit as provided in subsection F., above; or
  - 4. An independent impact analysis has been approved as provided in subsection D., above.

## Sec. 29-36. Establishment of a transportation impact fee account; use and appropriation of transportation impact fee funds; and refunds.

- A. Establishment of transportation impact fee account. The Director of Financial Services is required to establish a designated transportation impact fee account for transportation impact fees. The account must be identified clearly and distinctly as the transportation impact fee account. All transportation impact fee funds collected by the City must be deposited into the transportation impact fee account and all interest earned on monies deposited must be credited to and considered funds of the transportation impact fee account. Transportation impact fee funds must be capable of being accounted for separately from all other City funds. The Director of Financial Services must establish and implement necessary accounting controls to ensure that transportation impact fee funds are properly deposited, accounted for, and appropriated in accordance with this article and other applicable legal requirements.
- B. Use of transportation impact fee funds.
  - 1. *Generally.* Transportation impact fee funds may be appropriated only for:
    - a. Capital transportation improvements, the need for which is created by and the provision of which will reasonably benefit impact-generating development;
    - b. The payment of principal, interest, and other financing costs on contracts, bonds, notes, or other obligations issued by or on behalf of the City to finance capital transportation improvements as provided above;
    - c. Financing of reimbursements as set forth in subsection 5.E.;

- d. Financing of refunds as set forth in subsection 6.D.;
- e. Financing the costs of updating this ordinance and the transportation impact fee report.
- 2. *Restrictions on use.* Transportation impact fee funds may not be appropriated for repair or maintenance of capital transportation improvements, or for operational or personnel expenses associated with the provision of capital transportation improvements. Additionally, transportation impact fees must be appropriated within six (6) years of the beginning of the City's fiscal year immediately succeeding the date of collection, unless such time period is extended as provided in subsection 3 below. Transportation impact fee funds must be spent on a first in/first out basis.
- 3. *Extension of time for appropriation.* Notwithstanding the provisions of subsection 2. above, transportation impact fee funds may be appropriated beyond six (6) years from the beginning of the City's fiscal year immediately succeeding the date of collection, if the appropriation is for a capital transportation improvement that requires more than six (6) years to plan, design, and construct. The City must document compliance with the provisions of this paragraph.
- 4. *Benefit district.* The extent of current City limits shall form the boundaries of the transportation impact fee benefit district. All fees collected within the limits of the benefit district shall be expended within the boundaries of the district to ensure that the entities paying the fee receive the benefit from improvements constructed by the fee. The limits of the benefit district shall extend to areas annexed into the City, unless a new benefit district is established by the City for the annexed areas. The need for updated benefit district boundaries shall be evaluated during updates of the transportation impact fee.
- 5. *New benefit districts.* The City may establish new benefit districts for an area within the City where a development agrees to fund and construct significant capital transportation improvements, and the City elects to reimburse the development with future transportation impact fees paid by the owners of other land uses within the development. The City shall have sole discretion regarding establishing the limits of any new benefit district.
- C. *Capital improvements program.* Each year, the City will update its five-year capital improvements program to include capital transportation improvements to be funded in full or in part with transportation impact fee funds.
- D. Refunds.
  - 1. Eligibility.
    - a. *Expiration or revocation of building permit*. On a form provided by the City, an applicant who has paid a transportation impact fee for an impact-generating development for which construction has not begun, and the necessary building permit has expired or has been revoked, may apply for a refund of impact fees paid.
    - b. *Failure to make timely appropriation.* On a form provided by the City, a current property owner may apply for a refund of transportation impact fee funds paid by an applicant if the City has failed to appropriate the transportation impact fee funds collected from the applicant within the time limit established in subsection B.2. above.
    - c. Abandonment of impact-generating development. An applicant who has paid an impact fee for an impact-generating development for which a building permit has been issued and pursuant to which construction has been initiated but abandoned prior to issuance of a certificate of occupancy is eligible for a refund if the partially constructed building is demolished.
  - 2. Administrative fee. The City may deduct an administrative fee equivalent to the cost to process a refund from the total amount of any refund, to defray the administrative expenses associated with processing a refund application.
  - 3. Processing of refund applications.

- a. Application made to the Director. Applications for a refund must be made on a form provided by the Director for such purposes. Upon receipt of a complete application for a refund, the Director must review the application and documentary evidence submitted by the applicant, as well as such other information and evidence as may be deemed relevant, and must make a final decision to approve or deny the proposed refund.
- b. Due to expiration or revocation. Applications for refunds due to expiration or revocation of a building permit must be made on forms provided by the City and made within sixty (60) days following expiration or revocation of the building permit. Failure to apply for a refund within sixty (60) days following expiration or revocation of the building permit constitutes a waiver of entitlement to a refund. In order for the refund application to be deemed complete, the applicant must submit: (a) evidence that the person applying for the refund was the initial applicant who paid the fee, or the authorized agent of the initial applicant, (b) the amount of the transportation impact fees paid and receipts evidencing such payments, and (c) documentation evidencing the expiration or revocation of the building permit. No interest must be paid by the City in calculating the amount of a refund pursuant to this paragraph.
- c. Due to timeliness. Applications for refunds, including interest earned, due to the failure of the City to appropriate transportation impact fees collected from the applicant within the time limits established in subsection B.2. above must be made on forms provided by the Director and must be made within one (1) year following the expiration of such time limit. Failure to apply for a refund within one (1) year following expiration of the time limit constitutes a waiver of entitlement to a refund. In order for the refund application to be deemed complete, the applicant must submit: (a) evidence that the applicant is the current property owner or the authorized agent of the current property owner, (b) the amount of the transportation impact fees paid and receipts evidencing such payments, and (c) a description and documentation of the City's failure to appropriate transportation impact fee funds pursuant to subsection B.2. above.
- d. *Due to abandonment*. Applications for refunds due to abandonment of an impact-generating development prior to completion must be on a form provided by the Director and made within sixty (60) days following the date of abandonment. Failure to apply for a refund within sixty (60) days following the date of abandonment constitutes a waiver of entitlement to a refund. The application must include: (a) evidence that the person applying for the refund is the initial applicant who paid the fee, or the authorized agent of the initial applicant, (b) the amount of the transportation impact fees paid and receipts evidencing such payments, and (c) documentation evidencing the demolition of the building partially constructed pursuant to payment of the impact fees to be refunded. No interest must be paid by the City in calculating the amount of the refund pursuant to this paragraph.

#### Sec. 29-37. Appeals.

- A. *Generally.* An applicant may appeal from a decision of the Director or other City official under this ordinance, to the City Manager, by filing an appeal in writing, with the City Manager, within thirty (30) calendar days of the decision being appealed from. The appeal must include a written notice stating and specifying the grounds of the appeal. Within thirty (30) days of the filing of an appeal, the City Manager shall determine the reasonableness of the decision of the Director or other City official, and shall sustain, reverse, or modify the decision being appealed from.
- B. *City Council*. If the applicant does not agree with the determination of the City Manager, the applicant may file within thirty (30) days of the post date of the decision of the City Manager, a written request to have the appeal heard by the City Council. Upon such request, the City Manager shall place the appeal on the City Council's agenda and forward the record of the matter to the City Council for a hearing.
- C. *Record.* The record considered by the City Manager and the City Council must be limited to the record related to the decision being appealed from.

- D. *Notice.* The City Manager must provide the applicant at least fifteen (15) calendar days notice of the appeal before the City Council by mail or hand delivery.
- E. *Hearing on appeal.* At the hearing on the appeal before the City Council, the City Council must provide the appellant an opportunity to identify the grounds for the appeal and the basis for the Director's or other City official's error on the decision, based on the record. To the extent relevant, the Director or a representative, other City staff involved in the decision, and the appellant must be allowed to respond, based on the record. After the presentations, the City Council may hear from any other person it deems appropriate, and then based on the testimony heard at the hearing and the record affirm, modify, or reverse the decision of the Director or other City official based on the standards in F. below.
- F. *Standards.* To reverse a decision of the Director or other City official, the City Council must find that there is a clear and demonstrable error in the application of the facts in the record to the standards for review of the decision being appealed from. If the City Council reverses or modifies the decision, it must provide the Director or other City official clear direction on the proper decision. In no case may the City Council negotiate the amount of the transportation impact fees or waive the fees. The decision of the City Council will be final.
- G. *Form of decision.* The City Council's decision on the appeal must be in writing, and include findings of fact and the application of those facts to the relevant standards.
- H. Effect of appeal on building permit eligibility. The filing of an appeal does not stay the imposition or the collection of the transportation impact fee as calculated by the Director unless a cash bond or other sufficient surety has been provided. If the appeal form is accompanied by a cash bond or letter of credit, in a form satisfactory to the City Attorney and the Director of Financial Services, in an amount equal to the transportation impact fee calculated to be due, a building permit may be issued to the applicant pending resolution of the appeal.

#### Sec. 29-38. Annual adjustments fiveFour-year update; and impact fee schedule.

- A. Annual adjustments. The City will increase the transportation impact fees to keep pace with inflation. In August of each year, the City will review the projected rate of inflation for the upcoming calendar year as determined by the most recent FDOT Transportation Cost Report Construction Cost Inflation Factors. If inflation is projected to increase, the City will provide notice of the corresponding increase in the transportation impact fees no later than September 30, in the manner required by law. The impact fee increase will go into effect on January 1st of the following year.
- B. The annual notice referenced in subsection A is provided as a courtesy. The notice of this Code amendment is intended to provide notice of the inflationary adjustments and satisfy the requirement in F.S. § 163.31801 that notice be provided 90 days prior to an increase in an impact fee.
- C. *FiveFour-year update.* At least once every four years beginning in 2022, the Director, after consultation with appropriate providers of capital transportation improvements, is required to recommend to the City Council whether changes to this section or the fee schedule are necessary, due to changes in facility needs, land use characteristics, cost assumptions, projected growth, and impacts on capital transportation improvements. The update should be completed within <u>fivefour</u>-years from date of adoption of the last fee update...\_\_\_\_\_not counting the annual inflation adjustment. The purpose of the <u>fivefour</u>-year update is to ensure that impact generating development does not pay more than its proportionate share for the costs of growth-induced capital transportation improvements.
- D. *Fee schedule*. The Transportation Impact Fee Schedule is provided in Table 3-1 below. For non-residential uses, the fees are illustrated per 1,000 square feet, but calculated on a gross square footage (floor area) basis. All other fees are assessed based on an applicable unit of measure.
- E. Additive fees. The transportation impact fee schedule includes separate fees for pharmacy drive-thru lane(s), bank drive-thru lane(s), restaurant drive-thru lane(s), ATM drive-thru lanes, fueling positions and free standing ATM's. The fees for these uses are additive to any fees assessed for a pharmacy, bank, restaurant, convenience store, or retail uses. For example, a bank would pay per gross square foot based on the

applicable fee rate for each bank and/or ATM drive-thru lane. Likewise, a 5,000-square foot convenience store with eight gas pumps would pay a fee per square foot for the convenience market, and a fee per vehicle fueling position (eight pumps × two vehicle fueling positions = 16 vehicle fueling positions). The fee schedule contains applicable notations for additive fees.

F. Conversions. Several land uses require the calculation of useable acreage or gross floor area that includes unenclosed acreage. For example, a home improvement store would include all areas used for sale, storage or display of goods (includes all outside garden center areas), plus all areas under roof in the calculation of gross floor area. The acreage for a golf course or outdoor commercial recreation use would be the acreage for all structures along with all acreage used to carry out the primary function on the land use. For example, the area for a golf driving range would include the acreage for any buildings, concessions, sale of merchandise, bathrooms, clubhouse or areas devoted to customer service, along with all acreage used for the driving range. The gross acreage would exclude parking areas.

Table 18. Palm Coast Transportation Impact Fee Schedule	Unit of	Proposed
	Measure	Impact
		Fee
Residential Use		
Single Family Detached/Mobile Home	<b>Dwelling</b>	<del>\$ 2,981</del>
	Unit	
Vested Single Family Platted Lot <sup>*</sup>	Dwelling	<del>\$ 1,632</del>
	Unit	
Single Family Attached (includes Duplex, Townhomes, Villas,	Dwelling	<del>\$ 2,311</del>
Condominiums)	Unit	
Vested Duplex Platted Lot*	Dwelling	<del>\$ 1,266</del>
	Unit	
Multi-Family Apartment	Dwelling	<del>\$ 1,718</del>
	Unit	
Active Adult & Independent Living (55+) (Attached or Detached Units)	Dwelling	<del>Ş 1,260</del>
	Unit	
Institutional Use		4 70 0
Adult Congregate Living Facility	Bed	<del>\$ 796</del>
Cemetery	Acre	<del>\$ 2,085</del>
Day Care	<del>1,000 sq. ft.</del>	<del>\$ 4,863</del>
Places of Worship	<del>1,000 sq. ft.</del>	<del>\$ 2,155</del>
Private School (Pre K-12)	<del>1,000 sq. ft.</del>	<del>\$ 2,340</del>
Private College or University	<del>1,000 sq. ft.</del>	<del>\$ 3,988</del>
Industrial Use		
Manufacturing/Warehousing/Production	<del>1,000 sq. ft.</del>	<del>\$ 1,684</del>
Retail Fulfillment/Distribution	<del>1,000 sq. ft.</del>	<del>\$ 3,240</del>
Mini-Warehouse/Boat/RVs & Other Outdoor Storage <sup>1</sup>	<del>1,000 sq. ft.</del>	<del>\$ 429</del>
Entertainment, Recreation & Lodging Use		
Movie Theater/Performing Arts	<del>per Seat</del>	<del>\$ 245</del>
Marina (including dry storage)	<del>per Berth</del>	<del>\$ 670</del>
Golf Course	<del>per Hole</del>	<del>\$ 8,450</del>
Outdoor Commercial Recreation <sup>2</sup>	<del>per Acre</del>	<del>\$ 3,982</del>
Multi-Purpose Commercial Recreation	<del>1,000 sq. ft.</del>	<del>\$ 1,395</del>
Health Club/Fitness/Gym	<del>1,000 sq. ft.</del>	<del>\$ 8,893</del>
Recreational Vehicle (RV) Park	per Space	<del>\$ 758</del>
Hotel/Motel/Lodging	Room/Unit	<del>\$ 1,759</del>
Community Center/Civic/Gallery/Lodge	<del>1,000 sq. ft.</del>	<del>\$ 3,235</del>
Office Use		
Office/Office Park/Medical/Clinic/Bank/Financial	<del>1,000 sq. ft.</del>	<del>\$ 3,608</del>
Retail Use		
Multi-Tenant Retail Center <sup>3</sup>	<del>1,000 sq. ft.</del>	<del>\$ 4,266</del>
Pharmacy (Free Standing)	<del>1,000 sq. ft.</del>	\$ 7,635
Pharmacy Drive-Thru (fee is in addition to fee per 1,000 sq. ft. for	<del>per lane</del>	<del>\$ 7,547</del>
pharmacy)		

General Retail (Free Standing)     •       Furniture/Mattress Store (Free Standing)     •				
Furniture/Mattress Store (Free Standing)	<del>1,000 sq. ft.</del>	<del>\$ 6,589</del>		
	<del>1,000 sq. ft.</del>	\$ 1,780		
Supermarket/Grocery Store (Free Standing)	<del>1,000 sq. ft.</del>	<del>\$ 11,169</del>		
Sit Down Restaurant <sup>4</sup> (Retail Center, Free Standing or Outparcel)	<del>1,000 sq. ft.</del>	<del>\$ 12,034</del>		
Fast Food/Fast Casual Restaurant <sup>4</sup> (Retail Center, Free Standing or	<del>1,000 sq. ft.</del>	<del>\$ 19,740</del>		
Outparcel)				
Restaurant Drive-Thru <sup>4</sup> (based on number of lanes at point of ordering)	<del>per lane</del>	<del>\$ 21,889</del>		
Discount Superstore (Free Standing) <sup>1</sup>	<del>1,000 sq. ft.</del>	<del>\$ 14,324</del>		
Home Improvement/Building Materials/Garden Center <sup>1</sup>	<del>1,000 sq. ft.</del>	<del>\$ 8,903</del>		
Nursery (Wholesale or Retail) <sup>2</sup>	per Acre	\$ 7,090		
Bank Drive-Thru Lane. Free Standing ATM or ATM Drive-Thru Lane <sup>5</sup>	<del>per drive</del>	\$ <u>11.674</u>		
	thru lane	+/07		
	and/or per			
	ATM			
Vehicle & Boat - Sales or Dealership	<del>1.000 sa. ft.</del>	<u>\$ 8.725</u>		
Vehicle & Boat - Service/Repair/Parts (current fee under industrial use)	<del>1.000 sq. ft.</del>	\$ 8.810		
Vehicle & Boat - Cleaning/Detailing/Wash (current fee per bay)	<u>1 000 sq. ft</u>	\$ <u>13.605</u>		
Convenience Store <sup>6</sup>	<u>1 000 sq. ft</u>	\$ 22 637		
Vahicle Fueling Position <sup>6</sup>	ner Vehicle	\$ 12 673		
	Fueling	φ <u>1</u> 2,075		
	Position			
Personal Services	<u>1 000 sa_ft</u>	<u>\$ 2 211</u>		
*Residential lot with final plat approval as of December 30, 1977	2,000 34.11.	<i>v s</i> , <i>s</i> ±±		
<sup>1</sup> Acreage for any upenclosed material and vehicle storage, sales and displa	v shall he con	verted to		
gross floor area	y shan be con			
<sup>2</sup> The gross floor area for any huildings shall be converted to acreage				
<sup>3</sup> Excludes all outparcels. The fee for any outparcel shall be based on the an	plicable land			
excludes any type of drive thru, vehicle fueling positions or free-standing A	TM which are	additive		
fees in addition to the fee for the multi-tenant retail center		cudultive		
<sup>4</sup> Areas for outdoor seating shall be converted to gross floor area. Any drive	-thru associat	ed with a		
restaurant will be an additive fee to the fee per square foot for the restaura	ant The numb	per of drive-		
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thru lanes will be based on the number of lanes present when an individua	restaurant drive-thru rate applies for any building, whether a multi-tenant, free standing or			
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# City of Palm Coast Transportation Impact Fee Technical Report Update

April 2025

**Prepared By:** 



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April 28th, 2025

Phong Nguyen, PTP Senior Planner 160 Lake Avenue Palm Coast, FL 32164

#### Re: City of Palm Coast Transportation Impact Fee Technical Report Update (2025)

Dear Phong:

Enclosed is the City of Palm Coast Transportation Impact Fee Technical Report Update dated April 2025 and prepared by LTG, Inc. and NUE Urban Concepts, LLC. LTG and NUE Urban prepared the last update of the City's Transportation Impact Fee in 2018. The Transportation Impact Fee update is based on road and intersection improvements needed to accommodate projected growth in travel by 2050. This Technical Report has been prepared for consideration by the City Council.

In 2021, the Florida Legislature amended Florida Statute that established a threshold that updated impact fees cannot be increased by more than 50% over the existing impact fee rates. The amendments also require that any increase be phased-in equal increments over a multi-year period. The transportation impact fee update results in Florida Statute that allows a local government to make a finding of extraordinary circumstances to adopt impact fees at their fully calculated rates or to allowing a phasing of the increasing the differs from statutory requirements.

A separate study has been prepared to demonstrate the findings of extraordinary circumstances that would allow the City to adopt the fully calculated transportation impact fee rates. There will be two public workshops that will be held to review the finding of extraordinary circumstances. Florida Statute requires that a super majority of the City Council must approve the finding of extraordinary circumstances to adopt impact fee rates that differ from the threshold and phasing requirements of Florida Statute.

The City has experienced significant cost increases since the fee was last updated in 2018. The overall cost per mile of the needed improvements has increased from roughly \$7 million in 2018 to \$14 million in 2025. The updated transportation impact fee reflects changes in trip generation rates, trip lengths, and calculations for road capacity have occurred between 2018 and 2025. The increase in cost and changes to travel for land uses are factors that have resulted in increased transportation impact fee rates. The Palm Coast Transportation Impact Fee update, documented in the enclosed Technical Report, is consistent with legal and statutory requirements and meets the dual rational nexus test and the rough proportionality test, consistent with Florida Statute Section 163.31801. The LTG and NUE Urban Concepts team looks forward to continuing to work with City staff to finalize the Transportation Impact Fee update, consistent with direction provided by the City Council.

Sincerely Jonathan B. Paul, AICP Principal

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Cc: Kady Dearing, PE, LTG, Inc.



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- Appendix I. National Household Travel Survey
- Appendix J. Updated Transportation Impact Fee Schedule (2025)
- Appendix K. Transportation Impact Fee Comparison
- Appendix L. Transportation Impact Fee Phasing



### **EXECUTIVE SUMMARY**

The City of Palm Coast transportation impact fee was last updated in 2018. Prior to 2018, the transportation impact fee had been updated in 2004 and 2011. The 2018 update was a marked transition away from a generalized consumption based fee towards an improvements driven fee based on the need for road and intersection capacity improvements to accommodate new development *(aka growth)*. The 2018 transportation impact fee update also included revisions to the schedule of land uses to more accurately reflect the **travel demand impact** *(aka traffic impact)* of a given land use. The transportation impact fee has been annually adjusted for inflation at a rate of roughly 2.5% a year.

The updated 2025 transportation impact fee continues to be an improvements driven fee, based on the need for road and intersection capacity improvements between 2025 and 2050, to accommodate the projected travel demand impact from new development. The transportation impact fee schedule of land uses was also evaluated to determine the need for updates. However, many of the emerging market trends identified in 2018 are now occurring and at this time, it was determined that the current land use schedule sufficiently addresses current development patterns.

The updated 2025 transportation impact fee is substantially higher than the existing 2025 fee. There are two primary reasons for the increase. *First,* the per lane mile cost for road improvements has gone from roughly \$7 million a mile to roughly \$14 million a mile: an 100% increase in cost. *Second,* as part of the 2018 update, a substantial credit was provided for road and intersection capacity projects that were identified in the 2040 Long Range Transportation Plan. Currently, none of the identified road and intersection capacity improvements have funding that has been specifically programmed. However, the mobility fee reasonably anticipates that \$25 million of funding from local, federal and state sources will be available over the next 25 years. This is roughly equivalent to funding of \$1 million a year. The City has averaged \$700,000 a year in funding from various sources since the last update.

In 2021, the Florida Legislature amended Florida Statute Section 163.31801, "The Impact Fee Act", that established phasing requirements and thresholds for increases in existing impact fees. The maximum an existing impact fee can increase for a given land use is 50%. That 50% increase would then be phased-in equal increments over a four (4) year period, unless the City adopts a finding of extraordinary circumstances. Two public workshops will be held to review a separate study has been prepared documenting a finding of extraordinary circumstances. A super majority vote of the City Council is required to approve the fully calculated transportation impact fees rates.

The City of Palm Coast Transportation Impact Fee Technical Report, dated April 2025, documents future growth, the "need" for road and intersection capacity improvements, the data and methodology used to update the transportation impact fee, and the continued implementation of a "benefit" district. The fully calculated transportation impact fee update meets legally established dual rational nexus requirements for "need" and "benefit" and the transportation impact fees are rough proportionality to the impact of new development. The Transportation Impact Fee Technical Report has been developed consistent with the requirements of Florida Statute Section 163.31801.

Transportation Impact Fee Schedule	Unit of Measure	Updated Impact Fee (2025)	
Residential Use	-	-	
Single Family Detached / Mobile Home	Dwelling Unit	\$8,295	
Vested Single Family Platted Lot *	Dwelling Unit	\$5,101	
Single Family Attached (includes Duplex, Townhomes, Villas, Condominiums)	Dwelling Unit	\$6,334	
Vested Duplex Platted Lot *	Dwelling Unit	\$4,124	
Multi-Family Apartment	Dwelling Unit	\$5,287	
Active Adult & Independent Living (55+) (Attached or Detached Units)	Dwelling Unit	\$3,941	
Institutional Use			
Adult Congregate Living Facility	Bed	\$1,895	
Cemetery	Acre	\$6,418	
Day Care	1,000 sq. ft.	\$12,478	
Places of Worship	1,000 sq. ft.	\$5,672	
Private School (Pre K-12)	1,000 sq. ft.	\$4,693	
Private College or University	1,000 sq. ft.	\$7,835	
Industrial Use			
Manufacturing / Warehousing / Production	1,000 sq. ft.	\$4,305	
Retail Fulfillment / Distribution	1,000 sq. ft.	\$7,050	
Mini-Warehouse / Boat / RVs & Other Outdoor Storage <sup>1</sup>	1,000 sq. ft.	\$896	
Entertainment, Recreation & Lodging Use			
Movie Theater / Performing Arts	per Seat	\$770	
Marina (including dry storage)	per Berth	\$2,109	
Golf Course	per Hole	\$26,819	
Outdoor Commercial Recreation <sup>2</sup>	per Acre	\$14,766	
Multi-Purpose Commercial Recreation	1,000 sq. ft.	\$4,371	
Health Club / Fitness / Gym	1,000 sq. ft.	\$24,177	
Recreational Vehicle (RV) Park	per Space	\$2,456	
Hotel / Motel / Lodging	Room / Unit	\$5,439	
Community Center / Civic / Gallery / Lodge	1,000 sq. ft.	\$10,570	
Office Use			
Office / Office Park / Medical / Clinic / Bank / Financial	1,000 sq. ft.	\$10,023	
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Transportation Impact Fee Schedule	Unit of Measure	Updated Impact Fee (2025)
Retail Use		
Multi-Tenant Retail Center <sup>3</sup>	1,000 sq. ft.	\$11,215
Pharmacy (Free Standing)	1,000 sq. ft.	\$17,778
Pharmacy Drive-Thru (fee is in addition to fee per 1,000 sq. ft. for pharmacy)	per lane	\$19,091
General Retail (Free Standing)	1,000 sq. ft.	\$16,437
Furniture / Mattress Store (Free Standing)	1,000 sq. ft.	\$4,347
Supermarket / Grocery Store (Free Standing)	1,000 sq. ft.	\$26,915
Sit Down Restaurant <sup>4</sup> (Retail Center, Free Standing or Outparcel)	1,000 sq. ft.	\$32,498
Fast Food / Fast Casual Restaurant <sup>4</sup> (Retail Center, Free Standing or Outparcel)	1,000 sq. ft.	\$55,816
Restaurant Drive-Thru <sup>4</sup> (based on number of lanes at point of ordering)	per lane	\$59,924
Discount Superstore (Free Standing) <sup>1</sup>	1,000 sq. ft.	\$27,773
Home Improvement / Building Materials / Garden Center <sup>1</sup>	1,000 sq. ft.	\$18,229
Nursery (Wholesale or Retail) <sup>2</sup>	per Acre	\$19,001
Bank Drive-Thru Lane, Free Standing ATM or ATM Drive-Thru Lane <sup>5</sup>	per drive thru lane and / or per ATM	\$31,498
Vehicle & Boat - Sales or Dealership	1,000 sq. ft.	\$16,390
Vehicle & Boat - Service / Repair / Parts	1,000 sq. ft.	\$20,236
Vehicle & Boat - Cleaning / Detailing / Wash	1,000 sq. ft.	\$36,042
Convenience Store <sup>6</sup>	1,000 sq. ft.	\$64,528
Vehicle Fueling Position <sup>6</sup>	per Vehicle Fueling Position	\$38,386
Personal Services	1,000 sq. ft.	\$9,194
* Residential lot with final plat approval as of December 30, 1977.	-	
<sup>1</sup> Acreage for any unenclosed material and vehicle storage, sales and display shall be converted to gross floor area		
<sup>2</sup> The gross floor area for any buildings shall be converted to acreage		
<sup>3</sup> Excludes all outparcels. The fee for any outparcel shall be based on the applicable land use. Also excludes any typ standing ATM, which are additive fees in addition to the fee for the multi-tenant retail center.	e of drive-thru, vehicle fueliı	ng positions or free-
<sup>4</sup> Areas for outdoor seating shall be converted to gross floor area. Any drive-thru associated with a restaurant will be an additive fee to the fee per square foot for the restaurant. The number of drive-thru lanes will be based on the number of lanes present when an individual places an order. The restaurant drive-thru rate applies for any building, whether a multi-tenant, free standing or convenience land use.		
<sup>5</sup> Bank building square footage falls under office and is an additive fee beyond the fee due for bank/ATM drive-thru lanes or free standing ATM's. These rates are per drive-thru lane for the bank and per drive-thru lane with an ATM. The free standing ATM is for an ATM only and not an ATM within or part of another non-financial building, such as an ATM within a grocery store.		
<sup>6</sup> Convenience Store rates are separate and an additive fee beyond the fee due for vehicle fueling positions. Rates per vehicle fueling position also apply to gas stations and service stations with fuel pumps. The fee for any restaurant square footage or restaurant drive-thru in a convenience store will be based on the individual fee rate for the land use, not the convenience store rate.		

LTG, Inc. & NUE Urban Concepts, LLC

### **INTRODUCTION**

The City of Palm Coast is undertaking an update of its transportation impact fee based on roadway improvements needed by 2050 to accommodate the travel demand impacts on new development. The City last updated its transportation impact fee in 2018. The last update in 2018 resulted in a significant change in the land uses assessed a transportation impact fee. This update is being undertaken to ensure that the City's transportation impact fee is based on the most recent and localized data as required by Florida Statute Section 163.31801.

**Transportation Impact Fees are not:** (1) a reoccurring tax; (2) assessed to existing residential or non-residential property; (3) used for road maintenance; or (4) deposited into general revenue funds to be used as needed by the City.

**Transportation Impact Fees are: (1)** a one-time assessment on new development; (2) intended to offset the traffic impact of new development; (3) used to fund road and intersection capacity improvements for vehicles; (4) deposited into special revenue funds specifically for transportation impact fees to only be expended within the City on road and intersection capacity improvements; and (5) subject to annual reporting and certification requirements by the State of Florida.

The updated transportation impact fee will continue to be assessed citywide at a uniform rate per land use established on the transportation impact fee schedule. The transportation impact fee will continue to be assessed at the time of building permit application and are to be paid at the time a building permit is issued by the City. When transportation impact fees are paid by new development, they will be deposited into a special revenue fund established by the City. Transportation impact fees are legally and statutorily required to be spent on road and intersection capacity projects that provide a transportation capacity benefit to new development that paid the impact fees. The City Council shall determine how transportation impact fee revenues are allocated and expended through its annual Capital Improvements Program (CIP).

In 2021, the Florida Legislature established statutory requirements that established thresholds for increases and phasing requirements for those increases. The 2025 update results in all transportation impact fee rates increasing by more than 50%. Per statutory requirements, the increase in the transportation impact fees would be capped at 50% above existing rates and would be phased-in equal increments over a four year period, unless the City makes a finding of extraordinary circumstances. The City has prepared a separate Study to document the finding of extraordinary circumstances to adopt the fully calculated rates. This technical report documents the data and methodology used to calculate the updated transportation impact fees rates.

### THE IMPACT FEE ACT & CASE LAW OVERVIEW

Local governments through-out Florida began adopting road impact fees in the late 70's and early 80's as a means for new development to pay for its traffic impact and provide local governments with revenues to fund transportation infrastructure improvements. Counties, especially Charter Counties, began to require that municipalities collect road impact fees on their behalf to fund improvements to the county road system. Throughout the 1980's, 1990's, and 2000's, municipalities through-out Florida challenged the ability of counties to compel municipalities to collect road impact fees for new development. The opposition stemmed in part from an unintended consequence of transportation concurrency which was that it essentially stopped development in urban areas (aka "municipalities"). Both municipalities and development activity were constrained in their ability to add road capacity due to cost of acquiring developed land and fierce opposition from existing residents concerned about increased traffic and the impact new road capacity would have on their homes.

The inability of development activity in urban areas to meet transportation concurrency resulted in development moving to suburban and rural areas (aka "urban sprawl") where fewer residents would come out in opposition to new road capacity improvements and road capacity was either available or was cheaper to construct. Municipalities found themselves in the unenviable position of sending road impact fees to counties, when development activity did meet concurrency, only to see those road impact fees being spent on new road capacity projects outside of urban areas that made it even easier for development activity to continue to sprawl outside municipalities.

Further, the courts frequently sided with counties, as municipalities that did challenge the legality of counties compelling them to collect impact fees did not offer alternatives to show how they would address the traffic impacts from new development. These challenges all occurred prior to the Florida Legislature adopting the "Impact Fee Act" through Florida Statute 163.31801.

Before the Florida "Impact Fee Act" was adopted, many local governments had already developed impact fees through their home rule powers. In 2006, the Legislature adopted the "Impact Fee Act" to provide process requirements for the adoption of impact fees and formally recognized the authority of local governments to adopt impact fees. Prior to 2006, the Florida Legislature, unlike many States throughout the U.S. that had adopted enabling legislation, elected to defer to the significant case law that had been developed in both Florida and throughout the U.S. to provide guidance to local governments to adopt impact fees.

In 2009, the Legislature made several changes to the "Impact Fee Act", the most significant of which was placing the burden of proof on local governments, through a preponderance of the evidence, that the imposition of the fee meets legal precedent and the requirements of Florida Statute Section 163.31801. Prior to the 2009 amendment, Courts generally deferred to local governments as to the validity of an imposed impact fee and placed the burden of proof, that an imposed impact fee was invalid or unconstitutional on the plaintiff.

In 2019, the Legislature, through HB 207 and HB 7103, made several changes to the "Impact Fee Act", the most significant of which was the requirement that fees not be collected before building permit. The changes also expanded on the requirements of the dual rational nexus test, the collection and expenditure of fees, credits for improvements and administrative cost.

In 2020, the Legislature, through SB 1066, made several additional changes to the Impact Fee Act to clarify that new or updated impact fees cannot be assessed on a permit if the permit application was pending prior to the new or updated fee. The bill also made credits assignable and transferable to third parties.

In 2021, the Legislature, through HB 337 made significant amendments to the "Impact Fee Act". The amendments require that impact fees be based on planned improvements and that there is a clear nexus between the need for improvements and the impact from new development. The amendments in 2021 have a significant impact on the ability of Palm Coast to increase its existing transportation impact fee. The amendments require that increases in fees be limited to no more than 50% above the existing impact fee rates. Further, any increase less than 25% has to be phased-in over two years and increases between 25% and 50% have to be phased-in over a four year period. The amendments do include provisions that allow a local government to adopt impact fee increases at the fully calculated rate, based on a finding of extraordinary circumstances. The findings are a separate study that requires documentation to support the adoption of rates at their fully calculated rates. Further, there is a requirement to hold to public hearings on extraordinary circumstances and a requirement that the increases be approved by a super majority approval of elected officials.

In 2024, the Legislature, through HB 479 made amendments to the "Impact Fee Act" that requires fee studies be completed and adopted within 12 months from the date of initiation of the study. The amendment also stipulated that data used in fee studies should not be older than four years. The amendment also requires alternative transportation systems recognize transportation or road impact fee credits granted prior to adoption of the alternative transportation systems. The most recently enacted version of Florida Statute Section 163.31801 is provided in Appendix A.

One of the purposes of this Technical Report, consistent with Florida Statute Section 163.31801(4)(f) and (g), is to demonstrate that City of Palm Coast transportation impact fee is proportional and reasonably connected to, or has a rational nexus with, both the "need" for road and intersection capacity improvements and the "benefits" provided to those who pay the fee, otherwise known as the "dual rational nexus test", herein further described as:

# The "Need" for additional (new) capital facilities (projects) to accommodate the increase in demand (traffic impact) from growth (new development), and

# The "Benefit" that the new growth (new development) receives from the payment and expenditure of fees to construct (new) capital facilities (road and intersection improvements).

In addition to the "dual rational nexus test", the U.S. Supreme Court in Dolan v. Tigard also established a "rough proportionality test" to address the relationship between the amount of a fee imposed on development activity and the impact of the development activity. The "rough proportionality test" requires that there be a reasonable relationship (proportional and reasonably connected) between the impact fee and the impact of development activity based upon the applicable unit of measure for residential and non-residential uses. The "rough proportionality test" further requires that the variables used to calculate a fee are reasonably assignable and attributable to the impact of development activity.

The Courts recognized the authority of a municipality to impose "impact fees" in Florida occurred in 1975 in the case of City of Dunedin v. Contractors and Builders Association of Pinellas County, 312 So.2d 763 (2d DCA. Fla., 1975), where the court held: "that the so-called impact fee did not constitute taxes but was a charge using the utility services under Ch. 180, F. S." The Court set forth the following criteria to validate the establishment of an impact fee:

"...where the growth patterns are such that an existing water or sewer system will have to be expanded in the near future, a municipality may properly charge for the privilege of connecting to the system a fee which is in excess of the physical cost of connection, if this fee does not exceed a proportionate part of the amount reasonably necessary to finance the expansion and is earmarked for that purpose." 312 So.2d 763, 766, (1975).

The case was appealed to the Florida Supreme Court and a decision rendered in the case of Contractors and Builders Association of Pinellas County v. City of Dunedin 329 So.2d 314 (Fla. 1976), in which the Second District Court's decision was reversed. The Court held that "impact fees" did not constitute a tax; that they were user charges analogous to fees collected by privately owned utilities for services rendered.

However, the Court reversed the decision, based on the finding that the City did not create a separate fund where impact fees collected would be deposited and earmarked for the specific purpose for which they were collected, finding:

"The failure to include necessary restrictions on the use of the fund is bound to result in confusion, at best. City personnel may come and go before the fund is exhausted, yet there is nothing in writing to guide their use of these moneys, although certain uses, even within the water and sewer systems, would undercut the legal basis for the fund's existence. There is no justification for such casual handling of public moneys, and we therefore hold that the ordinance is defective for failure to spell out necessary restrictions on the use of fees it authorizes to be collected. Nothing we decide, however prevents Dunedin from adopting another sewer connection charge ordinance, incorporating appropriate restrictions on use of the revenues it produces. Dunedin is at liberty, moreover, to adopt an ordinance restricting the use of moneys already collected. We pretermit any discussion of refunds for that reason." 329 So.2d 314 321, 322 (Fla. 1976)

The case tied impact fees directly to growth and recognized the authority of a local government to impose fees to provide capacity to accommodate new growth and basing the fee on a proportionate share of the cost of the needed capacity. The ruling also established the need for local government to create a separate account to deposit impact fee collections to help ensure those funds are expended on infrastructure capacity.

The Utah Supreme Court had ruled on several cases related to the imposition of impact fees by local governments before hearing Banberry v. South Jordan. In the case, the Court held that: "the fair contribution of the fee-paying party should not exceed the expense thereof met by others. To comply with this standard a municipal fee related to service like water and sewer must not require newly developed properties to bear more than their equitable share of the capital costs in relation to the benefits conferred" (Banberry Development Corporation v. South Jordan City, 631 P. 2d 899 (Utah 1981). To provide further guidance for the imposition of impact fees, the court articulated seven factors which must be considered (Banberry Development Corporation v. South Jordan City, 631 P. 2d 904 (Utah 1981):

#### *"(1) the cost of existing capital facilities;*

- (2) the manner of financing existing capital facilities (such as user charges, special assessments, bonded indebtedness, general taxes or federal grants);
- (3) the relative extent to which the newly developed properties and the other properties in the municipality have already contributed to the cost of existing capital facilities (by such means as user charges, special assessments, or payment from the proceeds of general taxes);
- (4) the relative extent to which the newly developed properties in the municipality will contribute to the cost of existing capital facilities in the future;

- (5) the extent to which the newly developed properties are entitled to a credit because the municipality is requiring their developers or owners (by contractual arrangement or otherwise) to provide common facilities (inside or outside the proposed development) that have been provided by the municipality and financed through general taxation or other means (apart from user fees) in other parts of the municipality;
- (6) extraordinary costs, if any, in servicing the newly developed properties; and

#### (7) the time-price differential inherent in fair comparisons of amounts paid at different times."

The Court rulings in Florida, Utah and elsewhere in the U.S. during the 1970's and early 1980's led to the first use of what ultimately became known as the "dual rational nexus test" in Hollywood, Inc. v. Broward County; which involved a Broward County ordinance that required a developer to dedicated land or pay a fee for the County park system. The Florida Fourth District Court of Appeal found to establish a reasonable requirement for dedication of land or payment of an impact fee that:

"... the local government must demonstrate a reasonable connection, or rational nexus between the need for additional capital facilities and the growth of the population generated by the subdivision. In addition, the government must show a reasonable connection, or rational nexus, between the expenditures of the funds collected and the benefits accruing to the subdivision. In order to satisfy this latter requirement, the ordinance must specifically earmark the funds collected for the use in acquiring capital facilities to benefit new residents." (Hollywood, Inc. v. Broward County, 431 So. 2d 606 (Fla. 4th DCA), rev. denied, 440 So. 2d 352 (Fla. 1983).

In 1987, the first of two major cases were heard before the U.S. Supreme Court that have come to define what is now commonly referred to as the "dual rational nexus test". The first case was Nollan v. California Coastal Commission which involved the Commission requiring the Nollan family to dedicate a public access easement to the beach in exchange for permitting the replacement of a bungalow with a larger home which the Commission held would block the public's view of the beach.

Justice Scalia delivered the decision of the Court: "The lack of nexus between the condition and the original purpose of the building restriction converts that purpose to something other than what it was...Unless the permit condition serves the same governmental purpose as the development ban, the building restriction is not a valid regulation of land use but an out-and-out plan of extortion (Nollan v. California Coastal Commission, 483 U. S. 825 (1987)". The Court found that there must be an essential nexus between an exaction and the government's legitimate interest being advanced by that exaction (Nollan v. California Coastal Commission, 483 U. S. 836, 837 (1987).

The second case, Dolan v. Tigard, heard by the U.S. Supreme Court in 1994 solidified the elements of the "dual rational nexus test". The Petitioner Dolan, owner, and operator of a Plumbing & Electrical Supply store in the City of Tigard, Oregon, applied for a permit to expand the store and

pave the parking lot of her store. The City Planning Commission granted conditional approval, dependent on the property owner dedicating land to a public greenway along an adjacent creek and developing a pedestrian and bicycle pathway to relieve traffic congestion. The decision was affirmed by the Oregon State Land Use Board of Appeal and the Oregon Supreme Court. The U.S. Supreme Court overturned the ruling of the Oregon Supreme Court and held:

"Under the well-settled doctrine of "unconstitutional conditions," the government may not require a person to give up a constitutional right in exchange for a discretionary benefit conferred by the government where the property sought has little or no relationship to the benefit. In evaluating Dolan's claim, it must be determined whether an "essential nexus" exists between a legitimate state interest and the permit condition. Nollan v. California Coastal Commission, 483 U. S. 825, 837. If one does, then it must be decided whether the degree of the exactions demanded by the permit conditions bears the required relationship to the projected impact of the proposed development." Dolan v. City of Tigard, 512 U.S. 383, 386 (1994)

The U.S. Supreme Court in addition to upholding the "essential nexus" requirement from Nollan also introduced the "rough proportionality" test and held that:

"In deciding the second question-whether the city's findings are constitutionally sufficient to justify the conditions imposed on Dolan's permit-the necessary connection required by the Fifth Amendment is "rough proportionality." No precise mathematical calculation is required, but the city must make some sort of individualized determination that the required dedication is related both in nature and extent to the proposed development's impact. This is essentially the "reasonable relationship" test adopted by the majority of the state courts. Dolan v. City of Tigard, 512 U.S. 388, 391 (1994)"

An often-overlooked component of Dolan v. City of Tigard is the recognition that while multimodal facilities may off-set traffic congestion there is a need to demonstrate or quantify how the dedication of a pedestrian / bicycle pathway would offset the traffic demand generated. per the following excerpt from the opinion of the Court delivered by Chief Justice Rehnquist:

"The city made the following specific findings relevant to the pedestrian/bicycle pathway: "In addition, the proposed expanded use of this site is anticipated to generate additional vehicular traffic thereby increasing congestion on nearby collector and arterial streets. Creation of a convenient, safe pedestrian/bicycle pathway system as an alternative means of transportation could offset some of the traffic demand on these nearby streets and lessen the increase in traffic congestion." We think a term such as "rough proportionality" best encapsulates what we hold to be the requirement of the Fifth Amendment. No precise mathematical calculation is required, but the city must make some sort of individualized determination that the required dedication is related both in nature and extent to the impact of the proposed development.

With respect to the pedestrian/bicycle pathway, we have no doubt that the city was correct in finding that the larger retail sales facility proposed by petitioner will increase traffic on the streets of the Central Business District. The city estimates that the proposed development would generate roughly 435 additional trips per day. Dedications for streets, sidewalks, and other public ways are generally reasonable exactions to avoid excessive congestion from a proposed property use. But on the record

before us, the city has not met its burden of demonstrating that the additional number of vehicle and bicycle trips generated by the petitioner's development reasonably relate to the city's requirement for a dedication of the pedestrian/bicycle pathway easement. The city simply found that the creation of the pathway "could offset some of the traffic demand . . . and lessen the increase in traffic congestion."

"As Justice Peterson of the Supreme Court of Oregon explained in his dissenting opinion, however, "[t]he findings of fact that the bicycle pathway system could offset some of the traffic demand' is a far cry from a finding that the bicycle pathway system will, or is likely to, offset some of the traffic demand." 317 Ore., at 127, 854 P. 2d, at 447 (emphasis in original). No precise mathematical calculation is required, but the city must make some effort to quantify its findings in support of the dedication for the pedestrian/bicycle pathway beyond the conclusory statement that it could offset some of the traffic demand generated." Dolan v. City of Tigard, 512 U.S. 687 (1994).

The U.S. Supreme Court recently affirmed, through Koontz vs. St. Johns River Water Management District, that the "dual rational nexus" test equally applies to monetary exactions in the same manner as a governmental regulation requiring the dedication of land. Justice Alito described:

"Our decisions in Nollan v. California Coastal Commission, 483 U. S. 825 (1987), and Dolan v. City of Tigard, 512 U. S. 374 (1994), provide important protection against the misuse of the power of land-use regulation. In those cases, we held that a unit of government may not condition the approval of a landuse permit on the owner's relinquishment of a portion of his property unless there is a "nexus" and "rough proportionality" between the government's demand and the effects of the proposed land use. In this case, the St. Johns River Water Management District (District) believes that it circumvented Nollan and Dolan because of the way in which it structured its handling of a permit application submitted by Coy Koontz, Sr., whose estate is represented in this Court by Coy Koontz, Jr. The District did not approve his application on the condition that he surrender an interest in his land. Instead, the District, after suggesting that he could obtain approval by signing over such an interest, denied his application because he refused to yield." Koontz v. St. Johns River Water Management District 1333 S. Ct. 2586 (2013).

"That carving out a different rule for monetary exactions would make no sense. Monetary exactions particularly, fees imposed "in lieu" of real property dedications—are "commonplace" and are "functionally equivalent to other types of land use exactions." To subject monetary exactions to lesser, or no, protection would make it "very easy for land-use permitting officials to evade the limitations of Nollan and Dolan." Furthermore, such a rule would effectively render Nollan and Dolan dead letters "because the government need only provide a permit applicant with one alternative that satisfies the nexus and rough proportionality standard, a permitting authority wishing to exact an easement could simply give the owner a choice of either surrendering an easement or making a payment equal to the easement's value." Koontz v. St. Johns River Water Management District 1333 S. Ct. 2599 (2013).

The Florida First District Court of Appeals recently affirmed, through The BoCC of Santa Rosa County vs. the Builders Association of West Florida, that impact fees are required to meet the "dual rational nexus" test to avoid being found to be an unconstitutional tax. The Court cited the following sections of Florida Statute:
"Second, the Florida Impact Fee Act sets forth the minimum statutory requirements for a valid impact fee. § 163.31801(3), Fla. Stat. (2019). The Act requires impact fees to be based on the "most recent and localized data." § 163.31801(3)(a), Fla. Stat." The Board of County Commissioners v. Home Builders Assoc. of West Florida, Inc., 325 So. 3d 981, 985 (Fla. Dist. Ct. App. 2021).

The Court cited expert testimony that the County's school impact fee did not recognize differences in growth or needs that would be the basis for different fees based on geographic location and needs due to new growth:

"the impact fees failed the dual rational nexus test because they did not account for the differences between the northern and southern parts of the county. This resulted in impact fees that were disproportionate to the growth in these geographical regions." The Board of County Commissioners v. Home Builders Assoc. of West Florida, Inc., 325 So. 3d 981, 985 (Fla. Dist. Ct. App. 2021).

The U.S. Supreme Court in April 2024 issued a unanimous decision in Sheetz v. County of El Dorado, California (144 S.Ct. 893) where the Court narrowly determined that legislatively enacted impact fees are not exempt from the requirements set forth in two previous property rights cases (Nollan v. California Coastal Commission and Dolan v. City of Tigard, Oregon). Thus, local governments that impose impact fees will now be subjected to a standard requiring them to demonstrate the relationship and relative impact of the development on the community. Specifically, local governments will have to show that conditions (impact fees) to obtain a land-use permit have an "essential nexus" (relationship) to the government's land-use interest and a "rough proportionality" between the weight on the property owner and the development's effects of the proposed land use.

The Impact Fee Act already requires imposed impact fees demonstrate an "essential nexus" between the fee and the impact from development activity. The Supreme Court ruling reinforces prior impact fee case law that the amount of impact fees imposed must be "rough proportionality" to the impact from development activity. The ruling also stipulated that required monetary payments in the form of impact fees are an exaction just like requiring development activity to dedicate land for a governmental purpose and could be subject to a takings claim if the impact fees imposed do not demonstrate an "essential nexus" between the amount and imposition and the impact from development activity.

### **POPULATION GROWTH**

The first requirement of the "dual rational nexus" for the City's Transportation Impact Fee is to demonstrate that there is a need for road and intersection capacity improvements to accommodate projected growth in person travel demand. An evaluation of the existing and projected population was conducted for the City of Palm Coast and Flagler County. The data was obtained from the Bureau of Economic and Business Research (BEBR) at the University of Florida.

The City of Palm Coast grew by 19% between 2020 and 2024. The projected population growth for 2050 is based on an annual growth rate of 1.54% for the City of Palm Coast. The BEBR population projections for future years are only provided at the County level. Palm Coast has historically been growing faster than the County. Thus, the growth rate used for the City is slightly higher than the County between 2024 and 2050. The population of the City of Palm Coast could add 51,690 residents by 2050 **(Table 1)**. Palm Coast is projected to remain one of the fastest growing cities within Florida for the foreseeable future.

Local Government 2020 2024 2050		2050	
City of Palm Coast 89,258 106,193		157,883	
Flagler County	115,378	136,310	196,600
<b>Source:</b> Population data was obtained from the Bureau of Economic and Business Research (BEBR) for 2020 and 2024. The 2030 population projection for Flagler County is based on the medium projections prepared by BEBR. The 2050 population projection for Flagler County uses an annual growth rate of $1.42\%$ based on the projected increase in population between 2024 and 2050 ((196,600/136,310)^(1/26)-1) = $1.42\%$ . The increase is population within Palm Coast is based on data provided by the City. The annual growth rate for the City between 2024 and 2050 is ((157,883 / 106,193)^(1/26)-1) = $1.54\%$ .			

#### TABLE 1. POPULATION GROWTH

### VEHICLE MILES OF TRAVEL (VMT)

The growth in vehicle miles of travel (VMT) is one of the factors evaluated to determine the need for future roadway improvements within the City. The projection of future growth is also used to demonstrates that new growth would not be assessed more than its attributable share of future transportation needs. The growth in VMT includes City, County, and State Roads. The growth rates used for road segments was obtained from the most recently adopted version of the regional travel demand model used by the Volusia-Flagler Transportation Planning Organization (TPO). The evaluation of future vehicle miles of travel (VMT) is based on major local roads, collectors, and arterials within the City of Palm Coast (Appendix B). The calculation for determining the growth in VMT between 2023 and 2050 is based on the following (Figure 1):

#### FIGURE 1. VEHICLE MILES OF TRAVEL GROWTH (VMTg)



The projection in VMT growth on arterials, collectors, and major local roads within Palm Coast is **893,037** between 2023 and 2050 **(Table 2)**. The projected vehicle miles of travel (PMT) increase of **893,037** demonstrates that there are future vehicle miles of travel demand projected by 2050 that will result in the **"need"** for transportation improvements to accommodate the increase in vehicle travel demand **(Table 2)**. The increase in VMT and the identification of needed roadway improvements is used to demonstrate **"need"**, consistent with the **dual rational nexus test**.

### TABLE 2. VEHICLE MILES OF TRAVEL GROWTH (VMTg)

Facilities	2023	2050	VMT Growth
Arterials, Collectors, and Major Locals	1,374,309	2,267,344	893,037
Limited Access (I-95)	1,377,288	2,088,945	711,657
VMT increase (2023 to 2050)	2,751,598	4,356,289	1,604,694
<b>Source:</b> Traffic Characteristics Data obtained from the City of Palm Coast and compiled by LTG, Inc. <b>(Appendix B)</b> . The VMT data were calculated based on applying the annual growth rate per segment based on the most recently adopted regional travel demand model. The projected increase in VMT for arterials, collectors and major locals is projected to increase by 65% between 2023 and 2050 (2,267,344 - 1,374,309) = 893,037; (893,037 / 1,374,309) = 0.649%.			

The VMT data for limited access facilities (i.e., Interstate 95) will be used to adjust the travel demand for the land uses in the transportation impact fee schedule. Travel on limited access facilities is excluded from the transportation impact fee calculation as limited access facilities serve both intercity and regional travel. Further, improvements to Interstate 95 are funded primarily through federal and state gas tax revenues.

## **EXISTING CONDITIONS EVALUATION (ECE)**

Florida Statute prohibits local governments from charging new development for existing transportation deficiencies (aka over capacity or backlogged roads). An existing conditions evaluation has been conducted to ensure that new development is not being charged for existing system wide transportation deficiencies. The evaluation includes a system-wide analysis of all arterials, collectors, major locals, and I-95 within the City (Appendix B).

The existing conditions evaluation (ECE) is achieved by dividing the vehicle miles of travel (VMT) by the vehicle miles of capacity (VMC). A VMT/VMC ratio greater than **1.00** indicates that there are system-wide deficiencies. The VMT/VMC ratio in 2023 is **0.56** based on the existing conditions evaluation **(Table 3)**. Thus, **there are no system-wide deficiencies** for which new development would be assessed.

Functional Classification	Length (miles)	2023 VMT	2023 VMC	VMT to VMC Ratio
Major Local	12.20	5,680	21,056	0.27
Major Collector	5.10	2,566	10,097	0.25
Major Collector	39.73	29,801	88,051	0.34
Minor Arterial	22.21	17,673	62,264	0.28
Principal Arterial	38.89	71,198	143,304	0.50
Limited Access	18.7	169,523	206,635	0.82
Total	136.83	296,441	531,406	0.56

#### TABLE 3. 2023 EXISTING CONDITIONS EVALUATION (ECE)

**Source:** Existing conditions is based on Traffic Characteristics Data provided by the City of Palm Coast and compiled by LTG, INC (Appendix B). The road capacity in the data was provided by the City of Palm Coast. VMT is based on AADT x length of a road segment. VMC is based on the daily capacity x length of a road segment.

The transportation impact fee calculation includes an existing conditions evaluation factor (ECEf) to adjust the cost for system-wide deficiencies for the arterials, collectors, and major locals within the City. The existing conditions evaluation factor (ECEf) is determined by dividing the vehicle miles of capacity (VMC) by the vehicle miles of travel (VMT) as illustrated in Figure 2.

#### FIGURE 2. EXISTING CONDITIONS EVALUATION FACTOR (ECEf)

Existing Conditions Evaluation factor (ECEf)
ECEf = (VMC / VMT)
$\Sigma$ VMC = (Σ ML VMC + Σ MiC VMC + Σ MaC VMC + Σ MiA VMC + Σ PA VMC)
$\Sigma$ VMT = (Σ ML VMT + Σ MiC VMT + Σ MaC VMT + Σ MiA VMT + Σ PA VMT)
If ECEf > 1.00, then the ECEf is set at 1.00
Where:
VMC = Vehicle Miles of Capacity (Appendix B)
VMT = Vehicle Miles of Travel (Appendix B)
ML = Major Local
MiC = Minor Collector
MaC = Major Collector
MiA = Minor Arterial
PA = Principal Arterial
ECEf = Existing Conditions Evaluation factor (Table 4)
Prepared by NUE Urban Concepts, LLC

A VMC/VMT ratio greater than **1.00** indicates that the current system has adequate capacity to accommodate existing traffic. The VMC/VMT ratio is **2.56** based on the existing conditions evaluation **(Table 4)**. Thus, development activity is not being assessed for any system-wide deficiencies. For the transportation impact fee calculation, the ECEf will be set to **1.00**.

Functional Classification	Length (miles)	2023 VMC	2023 VMT	VMC / VMT
Major Local	12.20	21,056	5,680	3.71
Major Collector	5.10	10,097	2,566	3.94
Major Collector	39.73	88,051	29,801	2.95
Minor Arterial	22.21	62,264	17,673	3.52
Principal Arterial	38.89	143,304	71,198	2.01
Total	118.13	324,771	126,917	2.56
Source: Existing conditions is based on Traffic Characteristics Data (Appendix B).				

#### TABLE 4. EXISTING CONDITIONS EVALUATION FACTOR (ECEf)

### **2050 ROAD IMPROVEMENTS**

The major roadway network for the City was evaluated for 2050 conditions as part of this transportation impact fee update and an update of the City's Comprehensive Plan. The 2050 capacity analyses evaluated the need for several road improvements (Table 5). Belle Terre Parkway from Parkview Drive to Pine Lakes Parkway is being proposed for monitoring of road capacity as the road will be approaching its capacity by 2050 (Table 5).

Road: (From & To Limits)	Existing Lanes	Future Lanes
BELLE TERRE PKWY: E. HAMPTON BLVD to ROYAL PALMS PKWY	Four (4) Lanes	Six (6) Lanes
BELLE TERRE PKWY: PARKVIEW DR (S) to PINE LAKES PKWY	Four (4) Lanes	Four (4) Lanes
BELLE TERRE PKWY: PINE LAKES PKWY to CYPRESS POINT PKWY	Four (4) Lanes	Six (6) Lanes
MATANZAS WOODS PKWY: US 1 to BIRDS OF PARADISE DR	Two (2) Lanes	Four (4) Lanes
MATANZAS WOODS PKWY: BIRDS OF PARADISE DR to I-95 SB	Two (2) Lanes	Six (6) Lanes
MATANZAS WOODS PKWY: I-95 SB to OLD KING RD EXTENSION	Two (2) Lanes	Four (4) Lanes
PALM COAST PKWY: CYPRESS POINT PKWY to I-95 SB RAMPS	Six (6) Lanes	Eight (8) Lanes
SR 100: PALM COAST CITY LIMIT to BULLDOG DRIVE	Four (4) Lanes	Six (6) Lanes
SR 100: BULLDOG DRIVE to OLD KINGS ROAD	Four (4) Lanes	Eight (8) Lanes
SR 100: OLD KINGS RD to COLBERT LANE	Four (4) Lanes	Six (6) Lanes
US HWY 1: WHITEVIEW PARKWAY to ESPANOLA ROAD	Four (4) Lanes	Six (6) Lanes
Source: 2050 Road and Intersection Improvements (Appendix C).		

#### TABLE 5. 2050 ROAD IMPROVEMENT SUMMARY

### **2050 ROAD CAPACITY INCREASE**

One of the factors in the transportation impact fee calculation is the increase in daily road capacity. The FDOT 2023 Quality and Level of Service Handbook Generalized Service Volume Tables were used to establish existing capacity and future capacity with improvements (Appendix D). The capacities are based on a Level of Service (LOS) Standard of "D" for all roads except for SR 100 from the Palm Coast City limit to I-95, which has a LOS Standard of "C" (Appendix E). A capacity increase is not provided for Belle Terre Parkway from Parkview Drive to Pine Lakes Parkway as volume monitoring does not result in an increase in road capacity (Table 6).

Road: (From & To Limits)	Existing Capacity	Future Capacity
BELLE TERRE PKWY: E. HAMPTON BLVD to ROYAL PALMS PKWY	32,940	48,690
BELLE TERRE PKWY: PARKVIEW DR (S) to PINE LAKES PKWY	32,940	32,940
BELLE TERRE PKWY: PINE LAKES PKWY to CYPRESS POINT PKWY	32,940	48,690
MATANZAS WOODS PKWY: US 1 to BIRDS OF PARADISE DR	15,190	35,250
MATANZAS WOODS PKWY: BIRDS OF PARADISE DR to I-95 SB	15,190	48,690
MATANZAS WOODS PKWY: I-95 SB to OLD KING RD EXTENSION	15,190	32,940
PALM COAST PKWY: CYPRESS POINT PKWY to I-95 SB RAMPS	54,100	64,200
SR 100: PALM COAST CITY LIMIT to BULLDOG DRIVE	30,700	47,700
SR 100: BULLDOG DRIVE to I-95	30,700	64,000
SR 100: I-95 to OLD KINGS RD	36,600	64,200
SR 100: OLD KINGS RD to COLBERT LANE	36,600	54,100
US HWY 1: WHITEVIEW PARKWAY to ESPANOLA ROAD 36,600		54,100
Source: FDOT 2023 Generalized Service Volumes (Appendix D). Daily Road Capacity per	r improvement (Appe	ndix E).

#### TABLE 6. 2050 ROAD CAPACITY INCREASE

To calculate the transportation impact fee per land use, the increase in daily capacities is calculated based on the existing and future capacity (Table 6). The increase in daily road capacity is converted into a vehicle miles of capacity (VMC) for each improvement (Table 7). The increase in capacity is multiplied by the length of the road improvement to determine the increase in VMC (Figure 3).

#### FIGURE 3. VEHICLE MILES OF CAPACITY INCREASE (VMCi)



Road: (From & To Limits)	Length (Mile)	Capacity Increase	VMC Increase
BELLE TERRE PKWY: E. HAMPTON BLVD to ROYAL PALMS PKWY	0.52	15,750	8,190
BELLE TERRE PKWY: PARKVIEW DR (S) to PINE LAKES PKWY			
BELLE TERRE PKWY: PINE LAKES PKWY to CYPRESS POINT PKWY	0.27	15,750	4,253
MATANZAS WOODS PKWY: US 1 to BIRDS OF PARADISE DR	1.86	20,060	37,312
MATANZAS WOODS PKWY: BIRDS OF PARADISE DR to I-95 SB	0.10	33,500	3,350
MATANZAS WOODS PKWY: I-95 SB to OLD KING RD EXTENSION	0.52	17,750	9,230
PALM COAST PKWY: CYPRESS POINT PKWY to I-95 SB RAMPS	0.27	10,100	2,727
SR 100: PALM COAST CITY LIMIT to BULLDOG DRIVE	1.68	17,000	28,560
SR 100: BULLDOG DRIVE to I-95	0.89	33,300	29,637
SR 100: I-95 to OLD KINGS RD	0.49	27,600	13,524
SR 100: OLD KINGS RD to COLBERT LANE	1.53	17,500	26,775
US HWY 1: WHITEVIEW PARKWAY to ESPANOLA ROAD	2.85	17,500	49,875
Total	10.98		213,432
Source: Daily Boad Canacity per improvement (Appendix F)			

#### **TABLE 7. 2050 VEHICLE MILES OF CAPACITY INCREASE**

urce: Daily Road Capacity per improvement (Appendix E).

## **2050 ROAD IMPROVEMENT COST**

The cost of roadway improvements has increased dramatically since the transportation impact fee was last updated in 2018. The average cost for road improvements in 2018 was roughly \$7 million per mile. In 2024, the average per mile cost for road improvements is roughly \$14 million per mile. That represents roughly a 100% increase during that time frame. The total estimated cost of \$157,685,919 includes construction, design, survey, inspection, and intersection cost (Table 8). The cost for design, engineering, and construction inspection is 25% of overall construction cost. The overall cost also includes \$150,000 to upgrade signals or turn lanes at major intersections. These cost are very conservative. Typical transportation impact fee cost includes design rates of 25%, rightof-way (ROW) rates of 30% to 50% of construction cost, 10% for stormwater management, 15% for construction and engineering inspection, 5% for utility relocation, and 10% for hardscape, landscape and lighting. Traffic signals are costing close to \$1 million per intersection. If typical transportation impact fee cost factors were included, overall cost could reasonably be 75% to 100% higher.

Road: (From & To Limits)	Total Estimated Improvement Cost
BELLE TERRE PKWY: E. HAMPTON BLVD to ROYAL PALMS PKWY	\$6,196,862
BELLE TERRE PKWY: PARKVIEW DR (S) to PINE LAKES PKWY	\$40,000
BELLE TERRE PKWY: PINE LAKES PKWY to CYPRESS POINT PKWY	\$3,439,717
MATANZAS WOODS PKWY: US 1 to BIRDS OF PARADISE DR	\$27,139,536
MATANZAS WOODS PKWY: BIRDS OF PARADISE DR to I-95 SB	\$2,747,779
MATANZAS WOODS PKWY: I-95 SB to OLD KING RD EXTENSION	\$7,461,591
PALM COAST PKWY: CYPRESS POINT PKWY to I-95 SB RAMPS	\$3,852,620
SR 100: PALM COAST CITY LIMIT to BULLDOG DRIVE	\$19,536,016
SR 100: BULLDOG DRIVE to I-95	\$23,498,815
SR 100: I-95 to OLD KINGS RD	\$12,839,797
SR 100: OLD KINGS RD to COLBERT LANE	\$17,791,729
US HWY 1: WHITEVIEW PARKWAY to ESPANOLA ROAD	\$33,141,456
Total	\$157,685,919

#### TABLE 8. 2050 ROAD IMPROVEMENT COST

Source: Road Improvements Cost (Appendix F).

### **REASONABLY ANTICIPATED FUNDING**

The availability of funding for the 2050 roadway improvements could come from a variety of funding sources. These sources include the City, the federal government, Flagler County, and the State of Florida. However, for purposes of the transportation impact fee calculations, none of the road improvements are currently programmed for funding. While Flagler County and Palm Cost could allocate a portion of gas taxes for improvements, gas taxes are primarily used to maintain the current transportation system. Transportation impact fees cannot be used for maintenance and operations of the transportation system. Further, gas taxes have been declining locally, statewide, and nationally as vehicles have become more fuel efficient and the percentage of electric vehicles and hybrid vehicles increase. The federal government has not raised gas taxes in a number of years. The State of Florida annually adjust gas taxes on the first day of the year based on the prior year Consumer Price Index to adjust for inflation. Flagler County does not currently have an infrastructure sales tax to fund transportation improvements.

The Volusia-Flagler TPO has already allocated available federal and state funding through the 2045 Cost Feasible Long Range Transportation Plan (LRTP). A large portion of projected funding is allocated towards improvements on the Strategic Intermodal System (SIS), with a significant amount of the funds allocated toward Interstate 95.

Historically, the Volusia-Flagler TPO has several funding opportunities through grants and various pool of funds identified in the LRTP to allocate towards road improvements. Available funding for roadway improvements have largely been allocated towards exiting projects. Funding for road improvements could be allocated through future updates of the LRTP or the five year FDOT Transportation Improvement Program (TIP).

The transportation impact fee does not include any of the road improvements that are currently programmed for construction. Road projects currently under construction or that are programmed are anticipated to be funded for various sources. Over the past 10 years the City has received an average of \$700,000 a year in transportation funding from various sources. As the City continues to grow rapidly, those funds should increase. To address some of the increase in cost, the mobility fee will include \$25 million in anticipated funding, or an average of \$1 million a year over the next 25 years from local, federal, and state sources.

## **New GROWTH EVALUATION (NGE)**

A new growth evaluation has been conducted to ensure that new development is not paying for more than its attributable share of the cost of the 2050 road improvements, as required by case law and Florida Statute. The new growth evaluation factor (NGEf) is based on the growth in vehicle miles of travel (VMTg) and the increase in vehicle miles of capacity (VMCi) consistent with the calculations illustrated in Figure 4.

#### FIGURE 4. NEW GROWTH EVALUATION FACTOR (NGEf)



The new growth evaluation factor (NGEf) is 4.18 (Table 9). A NGEf ratio that is less than 1.00 indicated that more capacity is being provided than what is needed to meet future demand. The NGEf ration is greater than 1.00. Thus, the 2050 roadway improvements are not assessing new development for more vehicle miles of capacity (VMC) than is what is needed to accommodate projected increases in vehicle miles of travel (VMT). For purposes of the calculation of the transportation impact fee rate, the new growth evaluation factor (NGEf) is set to 1.00.

TABLE 9. NEW GROWTH EVALUATION (NGE)
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Growth in Vehicle Miles of Travel (VMTg)	893,037
Increase in Vehicle Miles of Capacity (VMCi)	213,432
New Growth Evaluation factor (NGEf)	4.18
<b>Source:</b> The growth in vehicle miles of travel is based on <b>Table 2</b> . The increase in vehicle miles of capacity The new growth evaluation calculation is based on the formula in <b>Figure 4</b> .	ty is based on <b>Table 7</b> .

## VEHICLE MILES OF CAPACITY RATE (VMCR)

The first component for calculating a transportation impact fee is the calculation of a vehicle miles of capacity rate (VMCr). The attributable road improvement cost (RICa) is calculated by subtracting reasonably anticipated funding (AF) from road improvement cost (RIC). The assignable cost (AC) is determined by multiplying the attributable road improvement cost (RICa) by the existing conditions evaluation factor (ECEf) and the new growth evaluation factor (NGEf). The assignable cost (AC) is then divided by the increase in vehicle miles of capacity (VMCi) to determine the vehicle miles of capacity rate (VMCr) as illustrated in Figure 5.

Vehicle Miles of C	apa	tity rate (VMCr)
RICa	=	(RIC - AF)
AC	=	((RICa x ECEf) x NGEf)
VMCr	=	(AC / VMCi)
Where:		
RIC	=	Road Improvement Cost (Table 8)
AF	=	Reasonably Anticipated Funding (Table 10)
RICa	=	Attributable Road Improvement Cost (Table 10)
ECEf	=	Existing Conditions Evaluation factor of 1.00 (Table 4)
NGEf	=	New Growth Evaluation factor of 1.00 (Table 9)
AC	=	Assignable Cost of Road Improvements (Table 10)
VMCi	=	Vehicle Miles of Capacity increase (Table 7)
VMCr	=	Vehicle Miles of Capacity Rate (Table 10)
Prepared by NUE Urban Concep	rts, LL	c

### EICHDE E VEHICI E MILES OF CADACITY DATE (VMC-)

With an assignable cost (AC) of \$132,685,919 and a vehicle miles of capacity increase (VMCi) of 213,432, the calculated vehicle miles of capacity rate (VMCr) is \$621.68 (Table 10). The VMCr will be multiplied by the vehicle travel demand (VTD) to calculate transportation impact fee rates.

\$157,685,919	Road Improvement Cost (RIC)
\$25,000,000	Reasonably Anticipated Funding (AF)
\$132,685,919	Attributable Road Improvement Cost (RICa)
1.00	Existing Conditions Evaluation Factor (ECEf)
1.00	New Growth Evaluation Factor (NGEf)
\$132,685,919	Assignable Cost (AC)
213,432	Increase in Vehicle Miles of Capacity (VMCi)
\$621.68	Vehicle Miles of Capacity Rate (VMCr)

#### TABLE 10. VEHICLE MILES OF CAPACITY RATE (VMCr)

*Source:* 2050 Road Improvement Cost (*Table 8*). Existing Conditions Evaluation factor (*Table 4*). New Growth Evaluation factor (*Table 9*). Assignable Cost (*Table 10*). Vehicle Miles of Capacity increase (*Table 7*). The Vehicle Miles of Capacity Rate (VMCr) are calculated per Figure 5.

## VEHICLE TRAVEL DEMAND PER USE (VTDU)

The second component for calculating a transportation impact fee is the calculation of vehicle travel demand (VTD) for each use. The factors utilized in the calculation of person travel demand (PTD) for each use are the principal means to achieve the "rough proportionality" test established by the courts and Florida Statute 163.31801.

#### Trip Generation (TG)

Trip generation rates are based on daily trip information published in the *Institute of Transportation Engineers' (ITE) Trip Generation Manual, 11<sup>th</sup> edition.* The detail for the daily trip generation rates for each land use is included in **Appendix G**. For uses where daily trips are not provided or there are only a few samples, the AM and PM Peak hours of adjacent street traffic were averaged and divided by a peak-to-daily ratio to derive daily trips.

The trip generation rate analysis includes the trip generation rates utilized in 2018 to provide a comparison of the difference in trip generation rates. The simplest way to calculate the daily trip generation rate for a use, where trip generation is based on multiple trip generation rates, would be to simply average the trip rates.

The issue with a simple average is that the ITE Manual may only have one (1) or two (2) studies for a given land use and 50 studies for another use. Generally, the greater the number of studies, the more accurate the trip generation rate is for a given use. To ensure that a trip generation rate based on one (1) study does not have the same weight as a trip generation rate based on 30 studies, a weighted trip generation rate is calculated for each land use where daily trips are based on more than one ITE land use code.

#### % New Trips (NT)

The percentage of new trips is based on a combination of the various pass-by analyses provided in ITE's Trip Generation Handbook, 3rd edition and various traffic studies conducted throughout Florida. The percentage of new trips differs slightly from the commonly used pass-by trip term as it is the percentage difference in trips after pass-by trips are deducted. The concept is better understood based on the following example:

#### (10 trips x (100% - 30% pass-by rate)) = 7 trips or 70% new trips).

While ITE's Trip Generation Handbook does not recognize pass-by rates for uses other than retail, pass-by rates are utilized for uses such as medical offices, day care, entertainment, and recreation use to reflect how people move about the community. A pass-by trip is a trip that is traveling and stops at another land use between an origin point (commonly a dwelling) and a destination (place of employment). The detail for the % new trips is included in Appendix H.

#### Vehicle Trip Length (VTl)

The vehicle trip length (VTI) is used to calculate the vehicle travel demand for land uses. Vehicle trip lengths are based on the 2022 National Household Travel Survey (NHTS). The NHTS vehicle trip length data is based on travel surveys collected for the South Atlantic Region of the U.S., which includes Florida.

The travel surveys are from metropolitan statistical areas with a population of less than 1,000,000 people (Appendix I). Vehicle trip lengths vary by trip purpose. Several trip purposes have been combined to more accurately reflect trip characteristics of the uses established in the transportation impact fee schedule. Average vehicle trip lengths are based on all trips per trip purpose of 15 miles or less. For vested platted lots, average vehicle trip lengths are based on all trips per trip purpose of 10 miles or less.

#### Limited Access Evaluation Factor (LAEf)

Travel on Interstate 95, which is a limited access facility, is excluded from transportation impact fee calculations as the Interstate System is principally funded and maintained by the Federal Government in coordination with FDOT. To ensure that new development is not charged for travel on I-95, a limited access factor was calculated to determine the share of daily travel that occurs on I-95 within Palm Coast Figure 6. Non-limited access segments include all arterial, collector and major local roads within the City of Palm Coast (Appendix B).

#### FIGURE 6. LIMITED ACCESS EVALUATION FACTOR (LAEf)



The calculated limited access evaluation factor (LAEf) factor is **0.50 (Table 11)**. The limited access factor utilized for the 2018 transportation impact fee was **0.51**. The limited access factor is applied as part of the vehicle travel demand (VTD) to account for the 50% of travel occurring on I-95 in 2023. The 2050 road improvements do not include I-95 or the interchanges with I-95. Travel at interchanges with I-95 would be captured in the VMT for non-limited access road segments.

#### TABLE 11. LIMITED ACCESS EVALUATION FACTOR (LAEf)

Functional Classification	2023 VMT
Limited Access (I-95) VMT	1,377,288
Non Limited Access VMT	1,374,309
Total VMT	2,751,598
Total VMT Limited Access Evaluation Factor (LAEf)	2,751,598

#### **Origin Destination Factor (ODf)**

Trip generation rates represent trip-ends at the site of a land use. Thus, a single origin trip from home to work counts as one trip-end for the residence and from work to the residence as one trip-end, for a total of two trip ends. This distributes the impact of travel between origins and destinations of trips based on the overall share of travel by trip purpose. The application of the origin and destination factor (ODf) eliminates double charging new development for the same trip. The ODf of **0.50** is used in the calculation of vehicle travel demand (VTD) per land use (Appendix H).

#### Vehicle Travel Demand per use (VTDu)

The vehicle travel demand per land use was calculated based on trip generation, percent new trips, vehicle trip length, the limited access evaluation factor, and the origin and destination factor (Figure 7). The resulting VTD per land use reflects projected vehicle travel during an average weekday for the various land uses in the transportation impact fee schedule (Appendix H).

FIGURE 7	. VEHICLE	TRAVEL	DEMAND	PER U	SE (VTDu)
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Vehicle Travel Demand per land use (VTDu)										
VMTu	= ((((TG x NT) x VTl) x LAEf) x ODf)									
Where:										
VMTu	= Vehicle Miles of Travel per land use (Appendix H)									
TG	= Trip Generation (Appendix G)									
NT	= Percent of New Trips (Appendix H)									
ντι	= Vehicle Trip Length by Trip Purpose (Appendix H)									
LAEf	= Limited Access Evaluation factor of 0.50 (Table 11)									
ODf	= Origin and Destination Factor of 0.50 (Appendix H)									
Prepared by NUE Urban Co	oncepts, LLC									

### **TRANSPORTATION IMPACT FEE ASSESSMENT AREA**

There are two kinds of geographic areas in transportation impact fee systems: assessment areas and benefit districts. Assessment areas are based on either a physical location, such as a downtown, or a type of development pattern, such as a traditional neighborhood development (TND) or vested platted residential lots.

New development within the City only pays the transportation impact fee rate applicable to the assessment area in which the new development is located. A benefit district is a geographic location within which transportation impact fees collected are earmarked for expenditure as required by the "benefits" test of the dual rational nexus test.

The establishment of different assessment areas is done in recognition that certain geographic locations or types of developments will result in shorter trips, more people walking and bicycling, and higher levels of internal capture; thus, minimizing impact to the external roadway network. Multiple assessment areas are established for transportation impact fees to reflect differences dues to internal capture or external distribution of trips.

The transportation impact fees feature a single assessment area for the City. Thus, all new development within the Assessment Area will pay the same transportation impact fee rate per the applicable land use and unit of measure. There are two exceptions: vested single family and vested duplex platted lots. The vehicle trip length for platted lots (4.49 miles) is slightly lower than for non-vested platted lots for similar residential land uses (5.66 miles).

The trip lengths for vested platted lots are based on average trips lengths for trips 10 miles or less in length, versus 15 miles or less in length for all other land uses included in the transportation impact fee schedule (Appendix I). A lower trip length was also recognized for vested platted lots in 2018. Thus, there is no shift from the current transportation impact fees in recognizing that vested platted lots have shorter overall trip lengths, as these residential units are located in close proximity to a mixture of non-residential land uses in the historic core of the City. In the future, as trip purpose and trip length data from sources as cell phones becomes more economical to obtain (current estimates at \$25k per City for limited duration use), the City may consider establishing a separate assessment area for the Town Center and areas along SR 100 and potentially for other mixed-use areas of the City.

### **TRANSPORTATION IMPACT FEE SCHEDULE**

To ensure the rough proportionality test is addressed, the vehicle travel demand of individual land uses is used to calculate the transportation impact fee rate per land use (TIFru) in the transportation impact fee schedule (Appendix J). The transportation impact fee rate is based on the vehicle travel demand for each land use (VTDu) listed on the transportation impact fee schedule multiplied by the vehicle miles of capacity rate (VMCr). The land uses on the 2025 transportation impact fee schedule are the same as those used for the current schedule.

The calculated vehicle travel demand for each use (VTDu) represents the full person travel demand impact of that land use within the City (Appendix H). The transportation impact fee has been calculated to fund the 2050 roadway improvements needed to address growth in vehicle miles of travel and future vehicle travel demand. Payment of the transportation impact fee assessed per land uses in the transportation impact fee schedule allows new development to equitably mitigate its impact to the City's transportation system.

The transportation impact fee schedule provides fee rates on either a per dwelling unit, per 1,000 square foot, or other applicable unit of measure basis (Appendix J). New development is assessed a transportation impact fee per use (TIFu) at the time of building permit application on a either a per dwelling unit, per 1,000 square foot, or other applicable unit of measure basis.

The calculation for determining the transportation impact fee is illustrated in Figure 8. The transportation impact fee assessed will be based on both the number of units and the unit of measure for each land use on the transportation impact fee schedule.



Transportation In	Transportation Impact Fee per use (TIFu)											
TIFru	= (VTDu x VMCr)											
TIFu	= (TIFru x UMu)											
Where:												
TIFru	= Transportation Impact Fee rate per use (Appendix J)											
VTDu	= Vehicle Travel Demand per use (Appendix H)											
VMCr	= Vehicle Miles of Capacity Rate (Table 10)											
TIFu	<ul> <li>Transportation Impact Fee assessed per use (calculated value)</li> </ul>											
UMu	= Unit of Measure per land use (Appendix J)											
Prepared by NUE Urban Concepts	,uc											

### **EXTRAORDINARY CIRCUMSTANCES**

The transportation impact fee has been calculated based on the projected cost of 2050 roadway improvements and the increase in road capacity. As of April 2025, there is currently no funding programmed for the identified 2050 roadway improvements. The results of the updated transportation impact fee reflect calculated impact fee rates that are substantially higher than the existing impact fee rates.

In 2021, the Florida Legislature amended Florida Statute 163.31801 "The Impact Fee Act", and established requirements that any increase in impact fees over existing adopted rates are to be phased-in over a multi-year period and that the overall increase cannot exceed 50% above currently adopted rates. The following is a summary of phase-in requirements per Florida Statute 163.31801(6):

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- For any increase in an existing impact fee rate between 1% and 25%, the increase is required to be phased-in equal increments over two (2) years.
- For any increase in an existing impact fee rate between 26% and 50%, the increase is required to be phased-in equal increments over four (4) years.
- Any increases in rates above 50% would require a finding of extraordinary circumstances.
- Extraordinary circumstances require a demonstrated need study, completed within 12 months from the date of adoption of the fee increase, justifying the increased fees. Two (2) publicly noticed workshops are required. A two-thirds vote of the City Council would be required to adopt extraordinary circumstances.

The legislative intent of the phase-in language is to limit increases based on the cost of improvements that serve as the basis for the impact fee calculations. A secondary intent of the legislature is to limit the amount a local government, who have not updated their impact fees over a multiyear period, can increase fees on new development.

A comparative analysis has been conducted that illustrates the updated 2025 impact fee based on the data and analyses included in this technical report, the existing (2018) transportation impact fee rates, and the City's current 2025 transportation impact fee rates **(Appendix K)**. The increase in calculated transportation impact fees rates exceeds 50% for all land uses on the transportation impact fee schedule. The vast majority of land uses are over a 100% increase between the existing transportation impact fees and the updated 2025 transportation impact fees.

The comparative analysis also includes the maximum transportation impact fee for each land use, based on the 50% threshold established by the legislature, along with the total increase in the fee, and the amount that the fee could be increased annually (Appendix L). Since all fees exceed the 50% threshold, the transportation impact fees are required to be phased in over a four (4) year period starting in 2025 and increasing by the same dollar amount in 2026, 2027, and 2028, unless the City approved the finding of extraordinary circumstances.

Florida Statute currently allows a local government to update impact fees every four years. Thus, the City could start an update of its transportation impact fee in 2027, adopt the updated fee by September 2028, for an effective date of January 1st, 2029. There is no guarantee that the Legislature will not further amend Florida Statute to stipulate when fees can and cannot be increased and to what extent the fees can be increased. The legislature has been amending "The Impact Fee Act" every two to three years since it was originally adopted in 2006. Thus, there are likely to be several amendments between 2025 and when the City updates the fee again.

The City has elected to explore a demonstrated finding of extraordinary circumstances. This requires a separate study from this technical report that describes the extraordinary circumstances that result in the need for the City to adopt the transportation impact fee rates at either their fully calculated rates or at a phasing schedule that differs from Florida Statute.

If there is a finding of extraordinary circumstances that is adopted, the City could adopt the fully calculated transportation impact fee rates, and those rates would be effective 90 days after adoption. The City would also have the flexibility to adopt the fully calculated rates over a multi-year period and not be limited to the 50% maximum. Similar to Florida Statute, the fully calculated fees could be phased in over a four year period, with the difference being at the end of four years, the fully calculated rates would be adopted, versus a 50% increase over the existing transportation impact fees. The City could also elect to phase-in the fully calculated rates over a two or a three year period, if the City demonstrates extraordinary circumstances.

In addition to a separate extraordinary circumstances study, that documents the factors and reasons why the City should adopt dates differently than as required by Florida Statute, there would be a need to hold two publicly advertised workshops that allow the public and development interest to review the extraordinary circumstances study and provide feedback and input. The two required public workshops are not public hearings, they would be similar to a neighborhood workshop. In addition to the study and workshop, the adoption of any increase based on a finding of extraordinary circumstances. There is no guarantee that the ability to make a documented finding of extraordinary circumstances will remain in Florida Statute.

The transportation impact fee schedule is based on the most recent and localized data as required by Florida Statute. The technical report includes the fully calculated 2025 transportation impact fee, a comparison with the existing (2025) transportation impact fee, and the amount of increases as permitted by Florida Statute (Appendix L). A transportation impact fee schedule for inclusion in the transportation impact fee ordinance that reflects the phasing and threshold requirements of Florida Statute has been prepared as part of this technical report (Appendix J).

## **TRANSPORTATION IMPACT FEE BENEFIT DISTRICT**

The benefit test of the dual rational nexus test requires that local governments establish defined areas or districts within which transportation impact fees collected are earmarked for expenditure. The current geographic limits of the benefit district are the current City boundary. The 2025 update does not include any recommended changes or the formation of any new benefit districts. If the City continues to grow at a rapid pace, it may wish to consider evaluating the establishment of additional

benefit districts. The City of Port St. Lucie, one of the few cities in Florida growing faster than Palm Coast, established six (6) benefit districts when it transitioned from a road impact fee to a mobility fee in 2021. These districts were established based on the geographic size of the City, the population exceeding 200,000 residents, the difference in needed multimodal improvements east and west of interstate 95, and in recognition of existing road impact fee credit agreements. Three (3) of the districts in Port St. Lucie are directly attributable to road impact fee credit agreements.

NUE Urban Concepts developed Port St. Lucie's Mobility Plan and Mobility Fee and is currently in the process of updating their Plan and Fee. Palm Coast and Port St. Lucie are the only two municipalities in the State with populations where city residents comprise more than 75% of all residents in their respective counties. In the future, the City of Palm Coast may also wish to consider transitioning to a mobility plan and mobility fee system.

To advance roadway projects and to form public / private partnerships, the City has the ability to establish a development specific transportation impact fee benefit district. A development specific benefit district would accommodate instances where new development advances roadway projects within a defined area. The benefit district could be a tool to collect transportation impact fees from various end users within a defined development and reimburse the new development that advanced the road project with transportation impact fees collected within the benefit district.

The benefit district could also include unaffiliated third party development activity within a defined area that would pay its transportation impact fees, and the City would reimburse the development that provided a roadway improvement benefit outside of the limits of its development boundary. Any development specific benefit district would be established through a developer agreement between the City and the new development. The City will be required to continue to maintain a separate transportation impact fee fund account to ensure that transportation impact fee is expended within the City and are appropriately accounted for to address annual State mandated audit requirements for impact fee collections and expenditures. Audit requirements also apply to any other impact fee collected by the City.

### DEFINITIONS

Active Adult & Independent Living (55+) shall mean age-restricted housing that is deed restricted for residents fifty-five (55) years or older. These communities are for independent living without common dining and on-site health facilities for residents that is not a general retail or commercial use open to the public. Active adult communities may include clubhouses, golf courses and active recreation uses. Any recreational facility such as golf courses, clubhouses, tennis courts or fitness clubs open to the public shall be assessed separate impact fees. The housing may consist of senior adult detached and attached units (ITE Trip Generation Manual uses #251 and #252).

Adult Congregate Living Facility shall mean a residential setting that provides either routine general protective oversight or assistance with activities necessary for assisted living to mentally or physically limited persons. This use includes nursing homes, congregate care facilities, and assisted living facilities that may be part of continuing care retirement communities.

Assessment Area means a geographic area of the City or a specific development pattern where transportation impact fees are assessed on new development.

Bank Drive-Thru Lane, Free Standing ATM or ATM Drive-Thru Lane shall mean any drive-thru lane used for banking purposes such as deposits, withdrawals, balance inquires, or bill pay. The drive-thru may include either a teller window or pneumatic device for transferring banking information or funds, or an Automated Teller Machine (ATM). This use also includes free standing bank drive-thru lanes and freestanding walk-up or drive-thru ATM machines. An ATM inside or attached to a building that has a use open to the public or end user and is not just a standalone ATM structure or building shall not be assessed a fee. The fee shall be based upon the total number of drive-thru lanes with a banking window, pneumatic device or ATM and/or the total number of free standing ATM's.

Benefit District shall mean an area designated in the applicable impact fee ordinance where fees that are paid by development are expended. The City shall feature a single Benefit District that shall be comprised on all land within current City limits and any future areas added to the City through subsequent annexations.

Cemetery shall mean a place for burying the deceased, possibly including accessory buildings used for funeral services, a mausoleum, and a crematorium.

Community Center / Civic / Gallery / Lodge shall mean a facility that is generally operated by a governmental entity, non-profit or foundation and can include uses such as YMCA, museum, art gallery or studio, community meeting spaces, library, or a fraternal or masonic lodge or club that participates in community and public activities and does not sell goods or products for profit.

Convenience Store shall mean facilities that sell, convenience foods, newspapers, lottery tickets and cards, magazines, beverages, snacks and often beer, wine and tobacco products. The use may also serve ice cream and prepared foods. The fee for any fueling positions, car wash, unaffiliated restaurant, or restaurant drive-thru shall be based on the separate fee for the use.

Day Care shall mean a facility where care for young children or for older adults is provided, normally during the daytime hours. Day care facilities generally include classrooms, offices, eating areas and playgrounds.

Discount Superstore (free standing) shall mean a large format retail store which sells products at prices that are lower than the typical market value. A full-line discount store or mass merchandiser may offer a wide assortment of goods with a focus on price rather than service, display and includes a grocery store that sells a complete assortment of food, food preparation and other household goods and that is usually operated on a self-service basis. The use may also offer various personal

services such as eyeglasses, banking, nail and salon and tire changing services for motor vehicles. Any fueling services associated with the Discount Superstore shall pay a separate fee per fueling position.

Dwelling Unit shall mean a room or connected rooms, constituting a separate, independent housekeeping entity, for owner occupancy or rental or lease on a daily, weekly, monthly, or longer basis, and physically separated from any other rooms or Dwelling Units which may be in the same structure and containing sleeping and sanitary facilities and one kitchen. The term "Dwelling Unit," as used in this Fee, shall be deemed to include mobile home dwellings.

Entertainment, Recreation and Lodging Use shall mean those public or quasi-public uses that serve a community's social, cultural, fitness, entertainment and recreational needs, including recreation vehicle parking spaces and limited period lodging and accommodations which include applicable land uses specified in the ITE Trip Generation Manual under Land Use Code Series 300, 400 and 500.

Fast Food / Fast Casual Restaurant shall mean a dining establishment where a person(s) orders their meal at either a counter, select individual items prepared in front of the person or serves themselves buffet style. A person(s) typically pays for their meal at a cashier before obtaining their food. A separate fee is required for uses with one or more drive-thru lanes.

Free Standing shall mean a building that is not part of a multi-tenant retail center and contains a single tenant. Free Standing buildings generally have defined parking areas and limited access connections either to an internal circulation route and/or an external road. Free standing buildings are typically oriented towards arterial or major collector roads and generally include separate signage for the use.

Furniture / Mattress Store (free standing) shall mean a building that is not part of a multi-tenant retail center, contains a single tenant and displays furniture for sale or sells mattress to the public. Furniture stores do not keep a significant amount of product for sale in store. The product is typically shipped to the desired location of the end user purchaser. Retail uses which sell home goods or small furniture for purchase and pick-up at the store would generally fall under multi-tenant retail centers or general retail. Mattress Stores only sell mattress and sometimes accessory bed frames or pillows for either pick-up in store or delivery.

General Retail (free standing) shall mean a building that is not part of a multi-tenant retail center, contains a single tenant and sells products to the public that is not otherwise defined as a separate and distinct land use in the transportation impact fee schedule. Variety, Department Specialty, and Dollar Stores are examples of general retail uses that are typically free standing when not part of a mall or multi-tenant retail center.

Golf Course shall mean an area design for the play of golf. Golf courses may include clubhouses, with a pro-shop, lounge and banquet facilities.

Health / Fitness / Gym shall mean facilities that primarily focus on individual or group fitness, training or exercise. The uses typically provide exercise, dance or cheerleading classes, weightlifting, yoga, pilates, cross-fit training, fitness and gymnastics equipment.

Home Improvement / Building Materials / Garden Center shall mean a facility where hardware, building materials, lumber, farming and gardening equipment, paint, plants and landscape are sold or rented. All outside areas, whether underroof or not, that are used for outdoor display, storage or sale shall be included in the overall square footage of the facility. Areas of storing and refilling propane shall also be included in the overall square footage. The rental or sale of large earthmoving equipment shall fall under vehicle sales.

Hotel / Motel / Lodging shall mean places of accommodations that provide places for sleeping and bathing and may include supporting facilities such as restaurants, cocktail lounges, meeting and banquet rooms or convention facilities, and limited recreational facilities (pool, fitness room) intended for primary use by guest.

Impact Fee shall mean a monetary exaction imposed at the time of issuance of a Certificate of Occupancy, Certificate of Completion, Special Use Permit or Construction Permit on a pro-rata basis in accordance with the average demand for public facilities created by growth and new development/redevelopment.

Improvements shall mean the roadway and intersection projects identified in the transportation impact fee technical report 2025. Improvements can include new or additional travel lanes and turn lanes, new or upgraded traffic signals, traffic synchronization, mobilization, maintenance of traffic, planning, survey, geotechnical and engineering, utilities, construction, engineering and inspection, utility relocation, right-of-way, easements, stormwater facilities, repayment of bonds used to front design and construction, local match for federal and state funded projects, and sidewalks, bike lanes, trails, paths, lighting and transit stops constructed as part of a road or intersection improvement.

Industrial Use shall mean those activities which are predominantly engaged in the assembly, finishing, processing, packaging, and/or storage, warehousing or distribution of products and which include those uses specified in the ITE Trip Generation Manual under Land Use Code Series 000 and 100 but excluding governmental uses.

Institutional Use shall mean those public or quasi-public uses that serve one or more community's social, educational, health, cultural, and religious needs and which include those uses specified in the ITE Trip Generation Manual under the Land Use Code Series 500, except for Adult Congregate Living Facility as defined.

ITE Trip Generation Manual shall mean and refer to the latest edition of the report entitled "Trip Generation" produced by the Institute of Transportation Engineers, and any official updates hereto, as approved by Public Works.

Manufacturing / Warehousing / Production shall mean a facility that is used for the storage of materials, goods and merchandise prior to the distribution to retail outlets, distribution centers or other warehouses. Manufacturing shall mean a facility where the primary activity is the conversion of raw materials or parts into finished products. Production shall mean a facility that has an emphasis on activities other than manufacturing, including brewing and distilling, and typically have ancillary office space and may have tap, sampling or tasting rooms.

Marina shall mean facilities that provide docks and berths for boats.

Mini-Warehouse / Boat / RVs & Other Outdoor Storage shall mean facilities or acreage in which one or more storage units or vaults are rented for the storage of goods and/or acreage is providing for the storage of boats, RVs, vehicle trailers and other physical items that are larger than what is typically stored within an enclosed structure. They are typically referred to as "self-storage" facilities and are typically access controlled where storage units or spaces are rented. The acreage for outdoor storage, excluding drive aisles, buffers and stormwater management areas, shall be converted to square footage for purposes of calculating the fee. This shall not include an individual's personal property where such items are stored by the owner of the land and not for commercial purposes, subject to allowance by land development and zoning regulations.

Mobile Home shall mean a detached Dwelling Unit with all the following characteristics: (1) designed for long term occupancy, and containing sleeping accommodations, a flush toilet, a tub or shower bath, and kitchen facilities, with plumbing and electrical connections provided for attachment to outside systems; (2) designed for transportation after fabrication on streets or highways on its own wheels; and (3) arriving at the site where it is to be occupied as a dwelling complete, including major appliances and furniture, and ready for occupancy except for minor and incidental unpacking and assembly operations, location on jacks or other temporary or permanent foundations, connection to utilities and the like. A travel trailer or Recreational Vehicle (RV) is not to be considered as a Mobile Home.

Movie Theater / Performing Arts shall mean a building with an area for audience seating, single or multiple screens or stages and auditoriums, a lobby and refreshment stand and shows either films or live performances.

Multi-family Apartment shall mean a single structure containing two or more Dwelling Units where Dwelling Units are rented or leased to occupants.

Multipurpose Recreational Facility shall mean a facility, generally enclosed within a building that includes uses such as bowling, pool, darts, arcades, video games, batting cages, trampolines, laser tag, bounce houses, skating, or climbing walls. Food and beverage may also be provided. The fee for outdoor recreation areas for uses such as batting cages or mini-golf would be calculated based upon the outdoor commercial recreation land use.

Multi-Tenant Retail Center shall mean retail uses in one or more buildings consisting of two or more individual, unaffiliated tenants. Multi-Tenant Retail Centers include shared access connections to external roads, shared internal circulation, parking and external signs and master stormwater management areas. Multi-Tenant Retail Centers do not include outparcels which are defined as having separate and distinct parking areas, generally landscaped along the perimeter, and separate access connections to internal circulation routes and /or external roads. Outparcels may include separate parcels for sale or lease to one or more end users. Any land use within a Multi-Tenant Retail Center that includes one or more drive-thru lanes shall pay the fee for the drive-thru lane in addition to the fee for square footage of the land-use. Freestanding ATMs not directly attached to or located within a separate land use shall pay the applicable fee for a freestanding ATM.

Nursery (Wholesale or Retail) shall mean an establishment that sells plants, trees, grasses, shrubs, landscape, gardening equipment, mulch, compost, gravel and stone. The applicable acreage of the nursery for purposes of calculating the fee shall include those areas with plants, landscape, greenhouses and landscape services that are primarily accessible to the public.

Outdoor Commercial Recreation shall mean a facility with land uses that may include miniature golf, batting cages, video arcade, bumper boats, go-carts, golf driving ranges, tennis, racquet or basketball courts, soccer, baseball and softball fields, paintball, skating, cycling or biking that require paid admittance, membership or some other type of fee for use. Buildings for refreshments, bathrooms, changing and retail may be included. The fee shall be based upon the total acreage of the facility, including buildings, primarily used to carry out the land use activity. Areas for parking, buffers and stormwater that are not active features of the land use are excluded from the fee acreage.

Office Use shall mean those businesses which provide professional services to individuals, businesses, or groups and which include those uses in the ITE Trip Generation Manual under Land Use Code Series 600 and 700.

Office / Office Park / Medical / Bank / Financial shall mean activities primarily involving the provision of professional or skilled services, including but not limited to legal, medical, dental, real estate, financial, engineering, architecture, accounting, and technology. Hospitals and Clinics are included under this land use. Banks are also included in this land use with a separate fee calculated per drive-thru lane or free-standing ATM with or without a drive-thru lane.

Personal Services shall mean any establishment that primarily sells services to the public that includes uses such as person or pet grooming, nail salon, hairdresser, spa, salon, tanning, massage, barber, waxing, funeral home, small appliance, device or computer repair or service, shipping, copying or printing service, dry cleaning, locksmith, laundry, tailor, embroidery, cobbler, watch repair, check cashing, money transfer, test taking, tutoring, musical lessons. These uses may also sell ancillary goods used in the primary function of the use.

Pharmacy (free standing) shall mean a retail facility that primarily sell prescription and nonprescription drugs. These facilities may also sell cosmetics, toiletries, medications, stationary personal care products, limited food products and general merchandise.

Pharmacy Drive-Thru shall mean one or more dedicated lanes where an individual will drop-off a prescription and pick-up the prescription. Some pharmacies will also sell general merchandise or medicine at the drive-thru windows as well. The fee for the pharmacy drive-thru is additive to the fee due for the pharmacy itself, as some pharmacies elect not to provide one or more drive-thru lanes. The fee is per drive-thru lane where a prescription can be dropped-off and picked-up.

Place of Worship shall mean a building in which worship services are held. Buildings or square footage used primarily for pre-school, private school or day care should be evaluated under those land uses and excluded from the buildings or square footage for place of worship.

Principal Use shall mean the carrying out of any building activity or the making of any material change in the use of a structure or land that requires the issuance of a Certificate of Occupancy, Certificate of Completion, Change of Use Permit, Construction Permit or Special Use Permit and which generates a demand or increase in vehicle trips over and above the existing use of the structure or land, excluding governmental uses.

Private School (Pre K-12) shall mean a building or buildings in which students are educated by a nongovernmental entity with grades ranging from pre-kindergarten to 12th grade. Private schools do not include Charter Schools which are exempt from local government fees per Florida Statute.

Recreational Vehicle (RV) Park shall mean a Park with spaces where RV's maybe parked for short or long term occupancy, and: (1) containing sleeping accommodations, a flush toilet, a tub or shower bath, and kitchen facilities; (2) include plumbing and electrical connections are provided by a battery or generator and maybe connected to an outside system; (3) are designed for transportation after fabrication on streets or highways on its own wheels. A space available for a travel trailer will be considered a space for an RV. This definition does not include Recreational Vehicles stored on a lot at a personal residence.

Restaurant Drive-Thru shall mean a drive-thru lane where an order for food is placed. The vehicle will proceed to one or more common pick-up windows after the order has been placed. The number of drive-thru's shall be based upon the total number of points where an order is taken, not the number of windows where an order is picked-up. Some drive-thru's may be opened longer than the walk-up restaurant is open. The fee per restaurant drive-thru is in addition to the fee assessed for the restaurant itself based upon the applicable unit of measure.

Residential Use shall mean a Dwelling Unit or Dwelling Units and shall include those uses specified in the ITE Trip Generation Manual under the Land Use Code Series 200.

Retail Use shall mean those commercial activities which provide for sale, lease or rent of products, services, accommodations or use of space to individuals, businesses, or groups and which include those uses specified in the ITE Trip Generation Manual under Land Use Code Series 800 and 900.

Retail Fulfillment / Distribution shall mean a facility designed primarily to process e-commerce products directly to end users that order the products over the internet or by phone. These facilities include both short term and longer term storage areas and are characterized by the external shipment of small packages.

Single-Family Attached shall mean a single family attached Dwelling Unit that has at least one other Dwelling Unit that is individually owned within the same building structure. Townhomes, duplexes, villas and condominiums are the most common type of single-family attached dwellings.

Single-Family Detached shall mean a structure containing only one Dwelling Unit.

Sit Down Restaurant shall mean a dining establishment where a person(s) sit down at a table, booth or bar and orders food or drinks from a server or bartender and has prepared food and /or drink delivered to the table or bar. A separate fee is required for uses with one or more drive-thru lanes.

Square feet shall mean the sum of the gross floor area (in square feet) of the area of each floor level, including cellars, basements, mezzanines, penthouses, corridors, lobbies, stores, and offices, that are within the principal outside faces of exterior walls, not including architectural setbacks or projections. Included are all areas that have floor surfaces with clear standing head room (six feet six inches, minimum) regardless of their use. If a ground level area, or part thereof, within or adjacent to the principal outside faces of the exterior walls is not enclosed and is determined to be a part of the principal use, this gross floor area is considered part of the overall square footage of the building.

Supermarket / Grocery Store shall mean a large retail store that sells a complete assortment of food, food preparation and other household goods and that is usually operated on a self-service basis. Discount superstores are identified as a separate land use.

Vested Single-family or Duplex Platted Lot shall mean a residential lot with final plat approval as of December 30, 1977. Such lots may be replated for infrastructure improvements without an increase in the total number of lots.

Vehicle & Boat – Sales or Dealership shall mean an establishment for the sale, rent or leasing of motor vehicles and boats. Services and parts sales maybe provided as well. This land use may include automobiles, trucks, recreational vehicles, boats, motorcycles, all-terrain vehicles, tractors and earth moving equipment. The square footage shall include all areas under roof used for the sale, service, display or cleaning of vehicles.

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Vehicle & Boat – Service / Repair / Parts shall mean an establishment for the sale of parts, tires, accessories or the service, maintenance, repair, repaint or body work of a vehicle or boat. The square footage shall include all areas under roof.

Vehicle & Boat – Cleaning / Detailing / Wash shall mean an establishment for the cleaning, detailing, vacuuming and / or washing of vehicles and boats. The square footage shall include all areas under roof, all stalls, bays, or areas for cleaning, detailing, vacuuming and / or washing of vehicles and boats.

Vehicle Fueling Position shall mean any paved area where a vehicle can be fueled. Typical fuel pumps include two vehicles fueling positions. Thus, a gas station or convenience market with eight pumps would have a total 16 vehicular fueling positions. The fee for number of fueling positions is in addition to the fee for any associated convenience store, market, station, superstore or wholesale use.

Vehicle Miles of Capacity (VMC) shall mean a unit to measure the road capacity provided to accommodate vehicle travel made by a private motor vehicle, such as an automobile, van, pickup truck, or motorcycle where each mile of road capacity is counted as one vehicle mile regardless of the number of persons in the vehicle. VMC is calculated by multiplying the length of a road segment by the capacity of the road based on its level of service standard and classification.

Vehicle Miles of Travel (VMT) shall mean a unit to measure vehicle travel made by a private motor vehicle, such as an automobile, van, pickup truck, or motorcycle where each mile traveled is counted as one vehicle mile regardless of the number of persons in the vehicle. VMT is calculated by multiplying the length of a road segment by the total number of vehicles on that road segment.

Vehicle Travel Demand (VTD) shall mean the total travel demand impact of a land uses based on trip generation, new trips, vehicle trip length, limited access evaluation and origin and destination factors.

Vehicle Trip shall mean a trip by one person driving a motor vehicle or a motorcycle.

### **FUTURE CONSIDERATIONS**

As communities across Florida begin to reach limits where adding road capacity becomes cost prohibitive or there is a desire in those communities to improve walking, bicycling, and transit, mobility plans, and mobility fees have become an alternative to transportation impact fees. In 2024, the Florida Legislature updated criteria under Florida Statute 163.3180, otherwise known as Concurrency, to adopt alternative transportation systems and formally adopted the following definitions under Florida Statute 163.3164:

(32) "Mobility fee" means a local government fee schedule established by ordinance and based on the projects included in the local government's adopted mobility plan.

(33) "Mobility plan" means an alternative transportation system mobility study developed by using a plan-based methodology and adopted into a local government comprehensive plan that promotes a compact, mixed use, and interconnected development served by a multimodal transportation system in an area that is urban in character, or designated to be urban in character, as defined in s. 171.031.

In 2022, FDOT adopted Context Classifications for Complete Streets (Figure 9). In 2023, FDOT incorporated these Context Classifications into its 2023 Quality & Level of Service Handbook and its maximum service volume tables. Increasingly, to receive funding on State Roads, FDOT is requiring local governments recognize these classifications and corresponding capacity thresholds. Prior to the next update or pursuit of a finding of extraordinary circumstances, the City should look to incorporate these classifications and capacities.



#### Figure 9. FDOT's Context Classification

### CONCLUSION

The City of Palm Coast's transportation impact fee update is based on needed roadway capacity improvements between 2025 and 2050. The future vehicle miles of travel provided in this Technical Report clearly demonstrates there is projected growth in vehicle miles of travels within the City by 2050. The City's transportation impact fee is one way for new development to continue to mitigate its impact to the transportation system.

The City has prepared a separate Study to document the finding of extraordinary circumstances. The finding of extraordinary circumstances would allow the City to adopt the transportation impact fees at the fully calculated rates or to phase-in the fully calculated rates over a multi-year period. If the City does not vote for extraordinary circumstances, the increase in transportation impact fee would be phased-in consistent with the requirements of Florida Statute Section 163.31801.

Roadway capacity improvements needed between 2025 and 2050 are based on the projected increase in traffic and vehicle miles of travel, consistent with the "needs" requirement of the dual rational nexus test. The transportation impact fee is based on the vehicle travel demands attributable to new development and is roughly proportional to the impact that new development has on the transportation system, consistent with Florida Statute Section 163.31801.

The continued implementation of a benefit district, where a transportation impact fee paid by new development is to be expended to fund road and intersection capacity improvements in the City, ensures that the transportation impact fee will meet the **"benefits"** requirement of the dual rational nexus test. The City's transportation impact fee will continue to be assessed on new development within City limits that results in an increase in vehicle travel demand.

The road capacity improvements provide the vehicle capacity "needed" to meet the travel demands of new development. The new growth evaluation demonstrates that new development is not being assessed more than its "attributable and assignable" share of the cost of the road capacity improvements.

The vehicle travel demand for each land use included in the transportation impact fee schedule meets the **"rough proportionality test"** established through case law. The continued implementation of a benefit district ensures that transportation impact fees will be expended to provide a **"benefit"** to new development.

Payment of the transportation impact fee addresses mitigation of the vehicle travel demand generated by new development within the City. The City of Palm Coast Transportation Impact Fee Technical Report meets the "dual rational nexus test" and is consistent with the requirements of Florida Statute Section 163.31801.

### **APPENDICES**

- Appendix A. Florida Statute Section 163.31801
- Appendix B. Traffic Characteristics Data
- Appendix C. 2050 Road and Intersection Improvements
- Appendix D. FDOT 2023 Generalized Service Volume Tables
- Appendix E. Daily Road Capacity
- Appendix F. Road Improvement Cost
- Appendix G. Trip Generation (TG)
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# **APPENDIX A**

Florida Statute Section 163.31801 (Impact Fee Act)

### THE FLORIDA SENATE



### **2024 Florida Statutes**

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Title XI COUNTY ORGANIZATION AND INTERGOVERNMENTAL RELATIONS

Chapter 163 INTERGOVERNMENTAL PROGRAMS

SECTION 31801 Impact fees; short title; intent; minimum requirements; audits; challenges.

163.31801 Impact fees; short title; intent; minimum requirements; audits; challenges.

(1) This section may be cited as the "Florida Impact Fee Act."

(2) 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.

(3) For purposes of this section, the term:

(a) "Infrastructure" means a fixed capital expenditure or fixed capital outlay, excluding the cost of repairs or maintenance, associated with the construction, reconstruction, or improvement of public facilities that have a life expectancy of at least 5 years; related land acquisition, land improvement, design, engineering, and permitting costs; and other related construction costs required to bring the public facility into service. The term also includes a fire department vehicle, an emergency medical service vehicle, a sheriff's office vehicle, a police department vehicle, a school bus as defined in s. 1006.25, and the equipment necessary to outfit the vehicle or bus for its official use. For independent special fire control districts, the term includes new facilities as defined in s. <u>191.009(4)</u>.

(b) "Public facilities" has the same meaning as in s. <u>163.3164</u> and includes emergency medical, fire, and law enforcement facilities.

(4) At a minimum, each local government that adopts and collects an impact fee by ordinance and each special district that adopts, collects, and administers an impact fee by resolution must:

(a) Ensure that the calculation of the impact fee is based on a study using the most recent and localized data available within 4 years of the current impact fee update. The new study must be adopted by the local government within 12 months of the initiation of the new impact fee study if the local government increases the impact fee.

(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.

(5)(a) Notwithstanding any charter provision, comprehensive plan policy, ordinance, development order, development permit, or resolution, the local government or special district that requires any improvement or contribution must credit against the collection of the impact fee any contribution, whether identified in a development order, proportionate share agreement, or any form of exaction related to public facilities or infrastructure, including monetary contributions, land dedication, site planning and design, or construction. Any contribution must be applied on a dollar-for-dollar basis at fair market value to reduce any impact fee collected for the general category or class of public facilities or infrastructure for which the contribution was made.

(b) If a local government or special district does not charge and collect an impact fee for the general category or class of public facilities or infrastructure contributed, a credit may not be applied under paragraph (a).

(6) A local government, school district, or special district may increase an impact fee only as provided in this subsection.

(a) An impact fee may be increased only pursuant to a plan for the imposition, collection, and use of the increased impact fees which complies with this section.

(b) An increase to a current impact fee rate of not more than 25 percent of the current rate must be implemented in two equal annual increments beginning with the date on which the increased fee is adopted.

(c) An increase to a current impact fee rate which exceeds 25 percent but is not more than 50 percent of the current rate must be implemented in four equal installments beginning with the date the increased fee is adopted.

(d) An impact fee increase may not exceed 50 percent of the current impact fee rate.

(e) An impact fee may not be increased more than once every 4 years.

(f) An impact fee may not be increased retroactively for a previous or current fiscal or calendar year.

(g) A local government, school district, or special district may increase an impact fee rate beyond the phase-in limitations established under paragraph (b), paragraph (c), paragraph (d), or paragraph (e) by establishing the need for such increase in full compliance with the requirements of subsection (4), provided the following criteria are met:

1. A demonstrated-need study justifying any increase in excess of those authorized in paragraph (b), paragraph (c), paragraph (d), or paragraph (e) has been completed within the 12 months before the adoption of the impact fee increase and expressly demonstrates the extraordinary circumstances necessitating the need to exceed the phase-in limitations.

2. The local government jurisdiction has held not less than two publicly noticed workshops dedicated to the extraordinary circumstances necessitating the need to exceed the phase-in limitations set forth in paragraph (b), paragraph (c), paragraph (d), or paragraph (e).

3. The impact fee increase ordinance is approved by at least a two-thirds vote of the governing body.

(h) This subsection operates retroactively to January 1, 2021.

(7) If an impact fee is increased, the holder of any impact fee credits, whether such credits are granted under s. 163.3180, s. 380.06, or otherwise, which were in existence before the increase, is entitled to the full benefit of the intensity or density prepaid by the credit balance as of the date it was first established. If a local government adopts an alternative transportation system pursuant to s. 163.3180(5)(i), the holder of any transportation or road impact fee credits granted under s. 163.3180 or s. 380.06 or otherwise that were in existence before the adoption of the alternative transportation system is entitled to the full benefit of the intensity and density prepaid by the credit balance as of the date the alternative transportation system was first established.

(8) A local government, school district, or special district must submit with its annual financial report required under s. 218.32 or its financial audit report required under s. 218.39 a separate affidavit signed by its chief financial officer or, if there is no chief financial officer, its executive officer attesting, to the best of his or her knowledge, that all impact fees were collected and expended by the local government, school district, or special district, or were collected and expended on its behalf, in full compliance with the spending period provision in the local ordinance or resolution, and that funds expended from each impact fee account were used only to acquire, construct, or improve specific infrastructure needs.

(9) In any action challenging an impact fee or the government's failure to provide required dollar-for-dollar credits for the payment of impact fees as provided in s. 163.3180(6)(h)2.b., the government has the burden of proving by a preponderance of the evidence that the imposition or amount of the fee or credit meets the requirements of state legal precedent and this section. The court may not use a deferential standard for the benefit of the government.

(10) Impact fee credits are assignable and transferable at any time after establishment from one development or parcel to any other that is within the same impact fee zone or impact fee district or that is within an adjoining impact fee zone or impact fee district within the same local government jurisdiction and which receives benefits from the improvement or contribution that generated the credits. This subsection applies to all impact fee credits regardless of whether the credits were established before or after June 4, 2021.

(11) A county, municipality, or special district may provide an exception or waiver for an impact fee for the development or construction of housing that is affordable, as defined in s. 420.9071. If a county, municipality, or special district provides such an exception or waiver, it is not required to use any revenues to offset the impact.

(12) This section does not apply to water and sewer connection fees.

(13) In addition to the items that must be reported in the annual financial reports under s. 218.32, a local government, school district, or special district must report all of the following information on all impact fees charged: (a) The specific purpose of the impact fee, including the specific infrastructure needs to be met, including, but not limited to, transportation, parks, water, sewer, and schools.

(b) The impact fee schedule policy describing the method of calculating impact fees, such as flat fees, tiered scales based on number of bedrooms, or tiered scales based on square footage.

(c) The amount assessed for each purpose and for each type of dwelling.

(d) The total amount of impact fees charged by type of dwelling.

(e) Each exception and waiver provided for construction or development of housing that is affordable.

History.—s. 9, ch. 2006-218; s. 1, ch. 2009-49; s. 5, ch. 2009-96; s. 5, ch. 2011-14; s. 1, ch. 2011-149; s. 1, ch. 2019-106; s. 5, ch. 2019-165; s. 5, ch. 2020-27; s. 1, ch. 2020-58; ss. 1, 2, ch. 2021-63; s. 3, ch. 2024-2 

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# **APPENDIX B**

**Traffic Characteristics Data** 

	Appendix B: Traffic Charateristics Data										DAILY					
		Length	2030/2050	Number		Turn	Lanes		Signals /	Speed	20	30 MODEL INFO				20501047
Link ID (City)	Facility	(miles)	Length (miles)	of Lanes	Divided	Left	Right	Signals	Mile	Limit	í	unctional Class	2023 AADT	2023 VMT	2050 AADT	2050 VMT
Belle Terre P	arkway															
1200	Matanzas Woods Parkway to Bird of Paradise Drive	1.86									Urban	Minor Arterial	7,814	14,534	13,500	25,110
1205	Bird of Paradise Drive to Pine Lakes Parkway (North)	0.71		4	Vec	Vec	Vec	-	1 2 9	45	Urban	Minor Arterial	16,208	11,508	19,500	13,845
1210	Pine Lakes Parkway (North) to Bellaire Drive	0.85		4	res	res	res	5	1.28	45	Urban	Minor Arterial	14,871	12,640	20,000	17,000
1215	Bellaire Drive to Palm Coast Parkway(WB)	0.48									Urban	Minor Arterial	18,724	8,988	24,500	11,760
1220	Palm Coast Parkway (WB) to Palm Coast Parkway (EB)	0.22									Urban	Principal Arterial	22,150	4,873	33,500	7,370
1225	Palm Coast Parkway (EB) to Cypress Point Parkway	0.13		4	Yes	Yes	Yes	5	8.06	45	Urban	Principal Arterial	21,694	2,820	31,000	4,030
1230	Cypress Point Parkway to Pine Lakes Parkway (South)	0.27									Urban	Principal Arterial	35,119	9,482	42,000	11,340
1240	Pine Lakes Parkway (South) to Parkview Drive	1.03									Urban	Principal Arterial	31,940	32.898	38,500	39.655
1245	Parkview Drive to White View Parkway	1.02									Urban	Principal Arterial	27.740	28,295	33,500	34,170
1250	White View Parkway to Rymfire Drive	0.92									Urban	Principal Arterial	28 101	25.853	34,000	31,280
1250	Rymfire Drive to Royal Palms Parkway	0.52		4	Yes	Yes	Yes	7	1.38	45	Urban	Principal Arterial	30 109	15 958	37,000	19.610
1252	Royal Palms Parkway to Fast Hampton Boulevard	0.53									Urban	Principal Arterial	30,528	15,938	41 500	21 580
1254	Fast Hampton Boulaverd to SD 100	1.04									Urban	Principal Arterial	35,028	26.410	41,500	21,380
1260	East Hampton Boulevard to SK 100	0.21				-					Urban	Aliner Arterial	25,594	20,410	30,300	31,720
1265		0.21									Urban	Minor Arterial	9,353	1,964	14,000	2,940
1265	Zebulas Irail to Zuna Irail	0.84		2	No	n.a.	n.a.	n.a.	n.a.	50	Urban	Minor Arterial	7,688	6,458	14,000	11,760
1270	Zuna Trail to Citation Parkway	1.37									Urban	Minor Arterial	5,297	7,257	13,500	18,495
1275	Citation Parkway to US 1	1.31									Urban	Minor Arterial	4,301	5,634	12,000	15,720
Bird of Parad	ise Drive															
2420	Matanzas Woods Parkway to Birchwood Drive	1.31		2	No	n.a.	n.a.	n.a.	n.a.	30	Urban	Local	4,494	5,887	5,500	7,205
2430	Birchwood Drive to Belle Terre Parkway	1.01			-			-			Urban	Local	7,069	7,140	8,600	8,686
<b>Bulldog Drive</b>																
4300	SR 100 to Central Avenue	0.54		2	No	No	No	1	1 1 1	25	Urban	Local	5,384	2,907	12,000	6,480
4310	Central Avenue to Lake Avenue	0.28		2	NO	NO	NO	1	1.11	25	Urban	Local	1,386	388	3,200	896
<b>Central Aven</b>	ue															
4400	Belle Terre Parkway to Market Avenue	0.35									Urban	Local	4,233	1,482	16,000	5,600
4410	Market Avenue to Lake Avenue	0.11		4	Yes	Yes	No	2	2.90	25	Urban	Local	4,777	525	16,500	1,815
4420	Lake Avenue to Landings Blvd.	0.23									Urban	Local	5,804	1,335	10,500	2,415
4430	Landings Blvd to Park Street	0.33									Urban	Local	4,233	1,397	8,200	2,706
4440	Park Street to Bulldog Drive	0.16			1						Urban	Local	4.777	764	8,200	1.312
4450	Bulldog Drive to Brookhaven Drive	0.29		2	no	no	no	0	0.00	20	Urban	Local	5.804	1.683	6,200	1.798
4460	Brookhaven Drive to Town Center Blvd	0.41									Urban	Local	3.084	1 264	7,000	2 870
Citation Bark		0.41									orbair	Local	5,004	1,204	7,000	2,070
3317	Relle Terre Parkway to Laguna Forest Lane	0.77								35	Urban	Minor Collector	1.687	1 200	5 200	4.004
2215	Sominale Weads Parkway to Sesame Roulevard (Laruna to Sominale)	0.77	1 2 2	2	No	n.a.	n.a.	n.a.	n.a.	40	Urban	Minor Collector	1,007	602	6,200	2 8 2 0
Ship Haves I	Seminole woods Parkway to Sesame Bodievard (Laguna to Seminole)	0.41	1.52							40	Orbail	WINDI CONECTOR	1,087	092	0,900	2,829
Club House		1.05							0.54	25			1.025	5.000	6.500	6.025
1200	Paim Harbor Pkwy to Casper Dr.	1.05		2	NO	Yes	NO	1	0.56	35	Urban	Local	4,825	5,066	6,500	6,825
1300	Casper Dr. to Paim Coast Parkway (WB)	0.60		2	No	Yes	No	1	0.56	35	Urban	Local	4,825	2,895	6,500	3,900
1310	Palm Coast Parkway (WB) to Palm Coast Parkway (EB)	0.15									Urban	LUCAI	3,293	494	4,500	675
Colbert Lane																
3105	Paim Coast Parkway (WB) to Paim Coast Parkway (EB)	0.20								30	Urban	Major Collector	4,167	833	8,000	1,600
3110	Palm Coast Parkway (EB) to Waterside Parkway (N)	1.70								45	Urban	Major Collector	9,199	15,638	13,000	22,100
3120	Waterside Parkway (N) to Waterside Park (S)	1.40		2	No	n.a.	n.a.	n.a.	n.a.		Urban	Major Collector	5,191	7,267	8,600	12,040
3125	Waterside Park (S) to South Park Road	0.60			_	-	-			55	Urban	Major Collector	5,788	3,473	15,000	9,000
3130	South Park Road to Roberts Road	1.87									Rural	Major Collector	6,371	11,914	15,500	28,985
3135	Roberts Road to SR 100	1.29									Rural	Major Collector	4,289	5,533	18,000	23,220
<b>Cypress Poin</b>	t Parkway															
4200	Belle Terre Parkway to Pine Cone Drive	0.22									Urban	Major Collector	18,853	4,148	24,500	5,390
4205	Pine Cone Drive to Cypress Edge (S)	0.29		4	Voc	Voc	No	2	2 80	25	Urban	Major Collector	17,801	5,162	23,000	6,670
4210	Cypress Edge (S) to Cypress Edge (N)	0.16		4	res	ies	NO	5	5.60	55	Urban	Major Collector	17,801	2,848	23,000	3,680
4215	Cypress Edge (N) to Palm Coast Parkway	0.12									Urban	Major Collector	20,966	2,516	28,000	3,360
Farmsworth	Drive															
2716	Old Kings Road to Florida Park Drive	0.90		2	No	n.a.	n.a.	n.a.	n.a.	30	Urban	Local	2,376	2,138	4,800	4,320
Farragut Driv	-															
2717	Old Kings Road to Florida Park Drive	0.97		2	No	n.a.	n.a.	n.a.	n.a.	30	Urban	Major Collector	1,045	1,014	1,700	1,649
Electwood D	rive															
2714	Old Kings Road to Florida Park Drive	0.94		2	No	n.a.	n.a.	n,a.	n.a.	30	Urban	Major Collector	2,329	2,189	3,600	3,384
Florida Park F	)rive			-						50	2.041		_,525	_,100	-,	2,301
2090	Palm Harbor Parkway to Forest Hill Drive	0.32									Urban	Major Collector	5.055	1.618	6,700	2,144
2100	Forest Hill Drive to Electwood Drive	0.64	1								Urban	Major Collector	7 1 2 2	4 552	9,400	6.016
2100	- Stest in Bive to neetwood Bive	0.04	1		1	1	1	I	1	1	Sibail	initigor collector	۲۲۲۲ /	-,550	5,400	0,010

2105	Fleetwood Drive to Farragut Drive	0.25		2	No	Yes	No	1	0.52	30	Urban	Major Collector	7,122	1,781	9,400	2,350
2110	Farragut Drive to Palm Coast Parkway (WB)	0.63				1					Urban	Major Collector	9,172	5,778	12,000	7,560
2120	Palm Coast Parkway (WB) to Palm Coast Parkway (EB)	0.08									Urban	Maior Collector	5.066	405	6,700	536
Forest Grove	Drive											.,	- /		.,	
4000	Old Kings Road (W) to Old Kings Road (E)	0.59		2	No	n.a.	n.a.	n.a.	n.a.	30	Urban	Maior Collector	1.704	1.005	2.600	1.534
Frontier Drive													,		,	
2712	Old Kings Road (E) to Palm Harbor Parkway	1.14		2	No	n.a.	n.a.	n.a.	n.a.	30	Urban	Local	3.657	4.169	5.600	6.384
Hargrove Gra	de Road					-			-				- /	,	.,	
3707	US 1 to RR Xing	1.00		2	No	n.a.	n.a.	n.a.	n.a.	35	Urban	Minor Collector	3.304	3.304	6.300	6.300
Lakeview Bou	levard								-				- /	-,	.,	.,
3925	London Drive to Matanzas Woods Parkway	1.33		2	No	n.a.	n.a.	n.a.	n.a.	45	Urban	Local	5.008	6.661	10.000	13.300
Landings Bou	levard								-				- /	.,	.,	.,
4500	SR 100 to Central Avenue	0.56		n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	Urban	Local	6.189	3.466	9.400	5.264
Lake Avenue				-									-,	.,		
4550	Market Avenue to Landings Blvd.	n.a.	0.36	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	Urban	Local	-	0	8.100	2.916
4560	Landings Blvd.to City Place Drive	n.a.	0.26	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	Urban	Local	-	0	8.300	2.158
4570	City Place Drive to Town Center Blvd	0.22	0.69	na	na	na	na	na	na	na	Urban	Local	1 6 2 2	357	6 400	4 4 1 6
Market Avenu		0.22	0.05		mai					man	orbair	Local	1,022	557	0,100	1,120
4600	Belle Terre Parkway to Central Avenue	0.28		2	No	na	na	na	na	25		Local	2 990	837	7 300	2 044
Matanzas Wo	ods Parkway	0.20		-	110					2.5		Local	2,550	007	7,000	2,011
2400	US 1 to Belle Terre Parkway	1.06									Urban	Princinal Arterial	6 5 1 4	6 905	27 500	29.150
2400	Belle Terre Parkway to Bird of Paradise Drive	0.80									Urban	Principal Arterial	10.120	8,096	34 500	27,600
2410	Bird of Paradise Drive to L95 SB	0.00									Urban	Principal Arterial	13 880	1 3 8 8	36,500	3 650
2413		0.10		2	No	Yes	No	3	0.33	45	Urban	Principal Arterial	12,000	2,588	30,300	5,030
2410		0.29									Urban	Principal Arterial	12,050	3,080	10,000	4 2 7 0
2417	Old Kings Rd Extension at Matanzas HS Entrance	0.23									Urban	Principal Arterial	0 200	2,755	13,000	4,370
2410		0.52									Urban	Principal Arteria	0,200	4,200	12,500	6,500
	a LIS 1 to Dringons Diago Droson o Entrongo	1.55									Dural	Minor Artorial	1 5 0 9	2 477	10 500	16.275
2700	DS 1 to Philicess Place Preserve Entrance	2.01								55	Rural	Minor Arterial	1,596	2,477	10,500	10,275
2702	Philicess Place Preserve Entrance to Polest Grove Drive	5.01								50	Kurdi	Minor Arterial	0,707	20,188	10,500	51,605
N/A	Miatanzas woods Parkway to Forest Grove Drive	0.54		2						50	Urban	Minor Arterial	7,405	3,999	11,500	6,210
2705	Forest Grove Drive to Farmsworth Drive	1.55		2	NO	n.a.	n.a.	n.a.	n.a.	45	Urban	Minor Arterial	7,405	11,478	11,500	17,825
2707	Farmsworth Drive to Frontier Drive	0.39									Urban	Minor Arterial	9,730	3,795	15,000	5,850
2710	Frontier Drive to Fleetwood Drive	0.46								35	Urban	Minor Arterial	12,513	5,756	19,000	8,740
2715	Fleetwood Drive to Farragut Drive	0.65									Urban	Minor Arterial	16,203	10,532	24,500	15,925
2720	Farragut Drive to Palm Coast Parkway	0.39		4	Yes	Yes	Yes	1	2.56	35	Urban	Minor Arterial	23,893	9,318	36,000	14,040
2730	Palm Coast Parkway to Utility Drive	0.63				1				35	Urban	Minor Arterial	15,971	10,062	24,000	15,120
2735	Utility Drive to Oak Trails Boulevard	0.25		2	No						Urban	Minor Arterial	9,556	2,389	14,500	3,625
2740	Oak Trails Boulevard to Hidden Lake Blvd	3.35				n.a.	n.a.	n.a.	n.a.	45	Urban	Minor Arterial	9,332	31,262	14,500	48,575
2743	Hidden Lake Blvd to Town Center Drive	0.20				ļ					Urban	Minor Arterial	9,645	1,929	15,000	3,000
2745	Town Center Boulevard to SR 100	1.61		4	Yes	ļ					Urban	Minor Arterial	9,891	15,925	15,500	24,955
2750	SR 100 to Palm Coast City Limit	0.30		2	No					50	Rural	Major Collector	9,422	2,827	14,000	4,200
Palm Coast Pa	irkway															
2800	US 1 to Pine Lakes Parkway	0.53		4	Yes	Yes	Yes	1	1.89	45	Urban	Principal Arterial	15,106	8,006	30,000	15,900
2815	Pine Lakes Parkway to Belle Terre Parkway - EB	1.22		2	One Way	Yes	No	2	1.06	45	Urban	Principal Arterial	13,199	16,103	22,500	27,450
2825	Belle Terre Parkway to Cypress Point Parkway - EB	0.66		3	- ,					40	Urban	Principal Arterial	19,308	12,743	25,000	16,500
2820	Cypress Point Parkway to Belle Terre Parkway - WB	0.65		3	One Wav	Yes	No	2	1.10	40	Urban	Principal Arterial	18,837	12,244	23,000	14,950
2810	Belle Terre Parkway to Pine Lakes Parkway - WB	1.16		2	,				-	45	Urban	Principal Arterial	12,729	14,766	22,000	25,520
2826	Cypress Point Parkway to I-95 South Bound Ramps	0.27									Urban	Principal Arterial	48,983	13,225	59,000	15,930
2827	I-95 South Bound Ramps to I-95 North Bound Ramps	0.39		6	Yes	Yes	Yes	3	3,33	40	Urban	Principal Arterial	40,003	15,601	51,000	19,890
2830	I-95 North Bound Ramps to Old Kings Road	0.24						5	0.00		Urban	Principal Arterial	48,084	11,540	58,000	13,920
2845	Old Kings Road to Florida Park Drive - EB	0.34									Urban	Principal Arterial	16,857	5,731	26,000	8,840
2855	Florida Park Drive to Club House Drive - EB	0.26		2	One Way	Yes	Yes	2	1.69	45	Urban	Principal Arterial	13,953	3,628	22,000	5,720
2865	Club House Drive to Colbert Lane - EB	0.25		-	Sile way	105	100	5	1.05		Urban	Principal Arterial	11,633	2,908	16,500	4,125
2875	Colbert Lane to Palm Harbor Parkway -EB	0.93									Urban	Principal Arterial	7,301	6,790	11,000	10,230
2870	Palm Harbor Parkway to Colbert Lane - WB	0.65								45	Urban	Principal Arterial	7,938	5,160	11,000	7,150
2860	Colbert Lane to Club House Drive - WB	0.32		2	One Way	Yes	No	2	1 90	-5	Urban	Principal Arterial	11,333	3,627	16,500	5,280
2850	Club House Drive to Florida Park Drive - WB	0.28		2	One way	105	NU	5	1.50	40	Urban	Principal Arterial	14,148	3,961	22,000	6,160
2840	Florida Park Drive to Old Kings Road - WB	0.33								40	Urban	Principal Arterial	18,891	6,234	27,000	8,910
2880	Palm Harbor Parkway to SR A1A	1.11		2	No	Yes	Yes	1	0.90	45	Urban	Principal Arterial	14,253	15,821	17,000	18,870
Palm Harbor I	Parkway															
2890	Matanzas HS Entrance to Cris Lane	0.60									Rural	Major Collector	6,731	4,039	10,000	6,000
2895	Cris Lane to Fellowship Lane	0.70		2	No			<b>n</b> -		45	Urban	Major Collector	6,916	4,841	10,500	7,350
2900	Fellowship Lane to Florida Park Drive	0.70		2	INU	n.a.	n.a.	n.a.	n.a.	45	Urban	Major Collector	7,727	5,409	12,000	8,400
2910	Florida Park Drive to Club House Drive	1.78						1		1	Urban	Major Collector	6,994	12,449	8,500	15,130
--------------------	---	-------	---	---	-----	------------	------------	------	------------	----	--------	--------------------	-----------	---------	---------	---------
2920	Club House Drive to Palm Coast Parkway	0.75		2	No	No	No	2	2.67	35	Urban	Major Collector	6,394	4,796	8,000	6,000
Pine Lakes Pa	rkwav											-				
3000	Belle Terre Parkway (N) to Palm Coast Parkway	1.21									Urban	Major Collector	5,585	6,758	10,500	12,705
3002	Palm Coast Parkway to Commerce Boulevard	0.15									Urban	Maior Collector	10.271	1.541	15,500	2.325
3010	Commerce Boulevard to White Mill Drive	1.85		2	No	Yes	Yes	2	0.40	45	Urban	Major Collector	10,752	19,891	16,000	29,600
3020	White Mill Drive to Belle Terre Parkway (S)	1.81									Urban	Maior Collector	13.192	23.878	16.000	28.960
Rave nwood I	Drive	-										.,	- / -		.,	-,
3911	White View Parkway to Rymfire Drive	0.56		2	No	n.a.	n.a.	n.a.	n.a.	45	Urban	Local	5.939	3.326	7.900	4.424
Royal Palms F	arkway								-	-			- ,		,	,
3200	US 1 to Rymfire Drive	0.68									Urban	Maior Collector	7.140	4.855	16.000	10.880
3210	Rymfire Drive to Belle Terre Parkway	2.05		2	No	Yes	No	1	0.23	55	Urban	Major Collector	5.412	11.095	15.000	30,750
3212	Belle Terre Parkway to Town Center Boulevard	1.57		_				_		45	Urban	Major Collector	8.824	13.854	17.000	26,690
Rymfire Drive													0,021		,	
3215	Roval Palms Parkway to Ravenwood Drive	1.71									Urban	Maior Collector	5.606	9,586	7.900	13,509
3225	Ravenwood Drive to Belle Terre Parkway	1 34		2	No	n.a.	n.a.	n.a.	0.00	45	Urban	Major Collector	11 401	15 277	16,000	21 440
Seminole Wo	ods Parkway	1.0 1									orbail	ingor concetor	11,101	10,277	10,000	21)110
3325	SR 100 to Illaturo Place	0.95									Urban	Major Collector	14 303	13 588	25.000	23 750
3300	Illature Place to Citation Parkway	1.45		4	Yes						Urban	Major Collector	12 272	17 794	25,000	36 250
3310	Citation Parkway to Secame Bouleyard	1.45				n.a.	n.a.	n.a.	n.a.	50	Urban	Major Collector	12,272	5 216	20,000	23 000
3302	Secame Boulevard to US 1	1 27		2	No						Urban	Major Collector	6 9 5 9	9 5 2 /	19 500	26,000
Soome Baula		1.57									orban		0,333	5,354	19,500	20,/15
Seame Boule	Seminale Woods Parkway to terminus	2.02		2	No	<b>P</b> 2	<b>P</b> 2	n 2	<b>n</b> 2	AE	Urban	Minor Collector	6 1 7 0	18.016	9,000	26.200
5320		2.92		2	INU	ii.d.	n.d.	n.d.	11.d.	45	orban	WIND CONECTOR	0,170	10,010	5,000	20,280
35.50	John Anderson Drive to Colhert Jane	1 1 7									Urban	Drincipal Artorial	22.062	26.082	22.000	27.440
3560		1.17			No.		N	2	0.74		Urban	Principal Arterial	25,002	20,985	32,000	37,440
3550	Coldert Lane to Tuscany Bivd.	0.46		4	res	res	NO	2	0.74	55	Urban	Principal Arterial	24,630	11,330	38,000	17,480
3540		1.07									Urban	Principal Arterial	24,346	26,050	42,000	44,940
3530	Uld Kings Road to 1-95	0.49								55	Urban	Principal Arterial	27,565	13,507	54,500	26,705
3525	I-95 to Memorial Medical Parkway	0.27									Urban	Principal Arterial	37,732	10,188	65,500	17,685
3520	Memorial Medical Pkwy to Seminole Woods Parkway	0.35								50	Urban	Principal Arterial	34,523	12,083	60,000	21,000
3515	Seminole Woods Pkwy to Bulldog Drive	0.27		4	Yes	Yes	No	6	1.96		Urban	Principal Arterial	34,279	9,255	54,000	14,580
3510	Bulldog Drive to Landings Blvd.	0.78								55	Urban	Principal Arterial	32,283	25,181	42,000	32,760
3505	Landings Blvd. to Belle Terre Parkway	0.45									Urban	Principal Arterial	28,600	12,870	38,000	17,100
3500	Belle Terre Parkway to Palm Coast City Limits	0.45									Urban	Principal Arterial	32,025	14,411	33,500	15,075
<b>Town Center</b>	Boulevard															
4100	SR 100 to Hospital Drive	0.29		4	Yes						Urban	Major Collector	7,242	2,100	16,500	4,785
4110	Hospital Drive to Central Avenue	0.39				ļ					Urban	Major Collector	7,129	2,780	17,000	6,630
4120	Central Avenue to Lake Avenue	0.30				n.a.	n.a.	n.a.	n.a.	25	Urban	Major Collector	6,810	2,043	11,000	3,300
4130	Lake Avenue to Royal Palm Parkway	0.59		2	No						Urban	Major Collector	6,409	3,781	11,000	6,490
4140	Royal Palm Parkway to Old Kings Road	0.25									Urban	Major Collector	10,206	2,552	17,500	4,375
US-1																
3700	St. Johns County Line to Old Kings Road	0.76								60	Rural	Principal Arterial	13,684	10,400	24,000	18,240
3702	Old Kings Road to Matanzas Woods Parkway	2.61								65	Rural	Principal Arterial	15,505	40,468	27,000	70,470
3705	Matanzas Woods Parkway to Palm Coast Parkway	3.65		А	Yee	Yes	No	2	0.25		Rural	Principal Arterial	18,687	68,208	36,500	133,225
3710	Palm Coast Parkway to White View Parkway	2.11		-	103	103	110	5	0.25		Urban	Principal Arterial	20,783	43,852	40,500	85,455
3720	White View Parkway to Royal Palms Parkway	1.78								60	Urban	Principal Arterial	22,118	39,370	37,500	66,750
3725	Royal Palms Parkway to Espanola Road	1.07									Urban	Principal Arterial	24,367	26,073	36,500	39,055
101	Palm Coast City Limit to Belle Terre Parkway	0.57									Urban	Principal Arterial	14,567	8,303	24,500	13,965
3750	Belle Terre Parkway to DuPont Road	0.9		A	Voc	Vor	No	2	0.60	60	Urban	Principal Arterial	17,288	15,559	30,500	27,450
3755	DuPont Road to Seminole Woods Parkway	1.04		4	res	res	NO	2	0.69	60	Urban	Principal Arterial	19,314	20,087	33,500	34,840
235	Seminole Woods Parkway to Palm Coast City Limit	0.37									Urban	Principal Arterial	18,084	6,691	32,000	11,840
White Mill Dr	ive															
3915	Pine Lakes Parkway to White View Parkway	0.39		2	No	n.a.	n.a.	n.a.	n.a.	40	Urban	Local	5,014	1,955	9,700	3,783
White View F	arkway															
3920	US 1 to White Mill Drive	0.88		4	Yes					45	Urban	Major Collector	8,964	7,888	15,500	13,640
3910	White Mill Drive to Belle Terre Parkway	1.53		-		Yes	No	1	0.28	50	Urban	Major Collector	8,446	12,922	14,000	21,420
3900	Belle Terre Parkway to Pritchard Drive	1.11		2	No					45	Urban	Major Collector	8,277	9,187	14,000	15,540
1-95						1	1	1							,	
251	Palm Coast City Limit to Matanzas Woods Parkway	4.05			1					1	Urban	Interstate	66,798	270.532	84,500	342,225
N/A	Matanzas Woods Parkway to Palm Coast Parkway	3.59	1								Urban	Interstate	66,798	239.805	106.000	380,540
292	Palm Coast Parkway to SR 100	5.80	1	6	Yes	n.a.	n.a.	n.a.	n.a.	70	Urban	Interstate	78,040	452.632	124.000	719,200
255	SR 100 to Old Dixie Highway	5.00									Urhan	Interstate	78 768	414 320	123,000	646 980
200	on zoo to old Divic Highway	5.20			1	1	1	1		1	U Dan	incostate	, 0, / 00	717,320	123,000	0-0,000



2050 Roadway & Intersection Improvements

	Appendix C: 2050 Road and Intersection Improvements									
10#	Destusy	Segr	ment	Adopted			Recommendation			
ID#	Roadway	From:	То:	LOS	From:	Length	To:			
		EAST HAMPTON BLVD	ROYAL PALMS PKWY	D	4LD	0.52	6LD			
1	1 BELLE TERRE PKWY	PARKVIEW DR (S)	PINELAKES PKWY (S)	D	4LD	-	Nearing Capacity - Volume Monitoring			
		PINE LAKES PKWY (S)	CYPRESS POINT PKWY	D	4LD	0.27	6LD			
		US 1	BELLE TERRE PKWY	D	2LU	1.06	4LD			
		BELLE TERRE PKWY	BIRDS OF PARADISE DR	D	2LU	0.8	4LD			
2	MATANZAS WOODS PKWY	BIRDS OF PARADISE DR	I-95 SB	D	2LU	0.1	6LD			
		I-95 SB	I-95 NB	D	2LU	0.29	4LD			
		I-95 NB	OLD KINGS RD EXTENSION	D	2LU	0.23	4LD			
3	PALM COAST PKWY	CYPRESS POINT PKWY	I-95 SB RAMPS	D	6LD	0.27	8LD			
		PALM COAST CITY LIMIT	BELLE TERRE PKWY	с	4LD	0.45	6LD			
		BELLE TERRE PKWY	LANDING BLVD	с	4LD	0.45	6LD			
		LANDING BLVD	BULLDOG DRIVE	с	4LD	0.78	6LD			
		BULLDOG DRIVE	SEMINOLE WOODS PKWY	с	4LD	0.27	8LD			
4	SR 100	SEMINOLE WOODS PKWY	MEMORIAL MEDICAL PKWY	с	4LD	0.35	8LD			
		MEMORIAL MEDICAL PKWY	I-95	с	4LD	0.27	8LD			
		I-95	OLD KINGS RD	D	4LD	0.49	8LD			
		OLD KINGS RD	TUSCANY BLVD	D	4LD	1.07	6LD			
		TUSCANY BLVD	COLBERT LN	D	4LD	0.46	6LD			
_	115.1		ROYAL PALMS PKWY	D	4LD	1.78	6LD			
5	03-1	ROYAL PALMS PKWY	ESPANOLA RD	D	4LD	1.07	6LD			
Sou	rce: LTG, Inc. based on most rece	nt travel demand model.								

### **APPENDIX D**

FDOT 2023 Generalized Service Volume Tables



# Appendix B: Florida's Generalized Service Volume Tables



## Limited Access

Freeway Generalized Service Volume Tables

F	Peak Hou	r Directio	onal			Peak Hou	ır Two-W	/ay			AADT				
		В	С	D	E		В	С	D	E		В	С	D	E
_	2 Lane	2,400	3,170	3,970	4,150	4 Lane	4,360	5,760	7,220	7,550	4 Lane	51,300	67,800	84,900	88,800
(Core	3 Lane	3,390	4,600	5,810	6,130	6 Lane	6,160	8,360	10,560	11,150	6 Lane	72,500	98,400	124,200	131,200
Urbanized)	4 Lane	4,340	6,060	7,700	8,170	8 Lane	7,890	11,020	14,000	14,850	8 Lane	92,800	129,600	164,700	174,700
_	5 Lane	5,480	7,450	9,680	10,390	10 Lane	9,960	13,550	17,600	18,890	10 Lane	117,200	159,400	207,100	222,200
	6 Lane	6,630	9,220	11,520	12,760	12 Lane	12,050	16,760	20,950	23,200	12 Lane	141,800	197,200	246,500	272,900
[		В	С	D	E		В	С	D	E		В	С	D	E
_	2 Lane	2,500	3,300	4,070	4,240	4 Lane	4,550	6,000	7,400	7,710	4 Lane	50,600	66,700	82,200	85,700
(Urbanized)	3 Lane	3,570	4,900	6,080	6,360	6 Lane	6,490	8,910	11,050	11,560	6 Lane	72,100	99,000	122,800	128,400
-	4 Lane	4,720	6,500	8,090	8,490	8 Lane	8,580	11,820	14,710	15,440	8 Lane	95,300	131,300	163,400	171,600
	5 Lane	5,790	8,020	10,020	10,610	10 Lane	10,530	14,580	18,220	19,290	10 Lane	117,000	162,000	202,400	214,300
		В	С	D	E		В	С	D	E		В	С	D	E
	2 Lane	2,430	3,180	3,790	3,910	4 Lane	4,420	5,780	6,890	7,110	4 Lane	45,100	59,000	70,300	72,600
Transitioning)	3 Lane	3,520	4,670	5,610	5,870	6 Lane	6,400	8,490	10,200	10,670	6 Lane	65,300	86,600	104,100	108,900
	4 Lane	4,630	6,170	7,440	7,830	8 Lane	8,420	11,220	13,530	14,240	8 Lane	85,900	114,500	138,100	145,300
	5 Lane	5,690	7,640	9,220	9,800	10 Lane	10,350	13,890	16,760	17,820	10 Lane	105,600	141,700	171,000	181,800
		В	С	D	E		В	С	D	E		В	С	D	E
(Rural)	2 Lane	2,010	2,770	3,270	3,650	4 Lane	3,650	5,040	5,950	6,640	4 Lane	34,800	48,000	56,700	63,200
(nulai)	3 Lane	2,820	3,990	4,770	5,470	6 Lane	5,130	7,250	8,670	9,950	6 Lane	48,900	69,000	82,600	94,800
	4 Lane	3,630	5,220	6,260	7,300	8 Lane	6,600	9,490	11,380	13,270	8 Lane	62,900	90,400	108,400	126,400

#### Adjustment Factors

Auxiliary Lanes Present in Analysis Direction Adjustment: +1,000 Ramp Metering Present Adjustment: Multiply by 1.05 Auxiliary Lanes Present in Analysis Direction Adjustment: +1,800 Ramp Metering Present Adjustment: Multiply by 1.05 Auxiliary Lanes Present in Analysis Direction Adjustment: +20,000 Ramp Metering Present Adjustment: Multiply by 1.05

This table does not constitute a standard and should be used only for general planning applications. The table should not be used for corridor or intersection design, where more refined techniques exist.



## **Limited Access**

Freeway Generalized Service Volume Tables

## Input Parameters Roadway Characteristics

	Core Urbanized	Urbanized	Transitioning	Rural
Number of Lanes (one direction)	2-6	2.5	2-5	2-4
Posted Speed (mph)	65	70	70	70
Auxiliary Lanes	No	No	No	No
Lane Width (feet)	12	12	12	12
Total Ramp Density (ramps/mile)	1.33	2.67	0.50	0.17
Facility Length (miles)	3	3	6	18
Terrain	Level	Level	Level	Level

#### **Traffic Characteristics**

	Core Urbanized	Urbanized	Transitioning	Rural
Planning Analysis Hour Factor (K)	0.085	0.090	0.098	0.105
Directional Distribution Factor (D)	0.55	0.55	0.55	0.55
Peak Hour Factor (PHF)	0.95	0.95	0.92	0.88
Base Free Flow Speed (mph)	70	75	75	75
Heavy Vehicle Percent (%)	4%	4%	9%	12%
Speed Adjustment Factor (SAF)	0.975	0.975	0.975	0.975
Capacity Adjustment Factor (CAF)	0.968	0.968	0.968	0.968



## C1 & C2

### Motor Vehicle Highway Generalized Service Volume Tables

#### **Peak Hour Directional**

W .					
		В	С	D	E
	1 Lane	240	430	730	1,490
	2 Lane	1,670	2,390	2,910	3,340
	3 Lane	2,510	3,570	4,370	5,010

#### Peak Hour Two-Way

	В	С	D	Е
2 Lane	440	780	1,330	2,710
4 Lane	3,040	4,350	5,290	6,070
6 Lane	4,560	6,490	7,950	9,110

AADT									
	В	С	D	E					
2 Lane	4,600	8,200	14,000	28,500					
4 Lane	32,000	45,800	55,700	63,900					
6 Lane	48,000	68,300	83,700	95,900					

#### C2-Rural) Adjustment Factors

(C1-Natural &

2 Lane Divided Roadway with Exclusive Left Turn Adjustment: Multiply by 1.05 Multilane Undivided Highway with Exclusive Left Turn Adjustment: Multiply by 0.95 Multilane Undivided Highway without Exclusive Left Turn Adjustment:: Multiply by 0.75



## C1 & C2

### Motor Vehicle Highway Generalized Service Volume Tables

# Input Parameters Roadway Characteristics

	C1	C2
Number of Lanes (one direction)	1	2-3
Posted Speed (mph)	55	55
Base Free Flow Speed (mph)	60	60
Median Type	Undivided	Divided
Shoulder Width (feet)	3	6
Lane Width (feet)	12	12
% No Passing Zone	20%	
Access-Point Density (access/mile)	2	2
Terrain	Level	Level

#### **Traffic Characteristics**

	C1	C2
Planning Analysis Hour Factor (K)	0.095	0.095
Directional Distribution Factor (D)	0.55	0.55
Peak Hour Factor (PHF)	0.88	0.88
Heavy Vehicle Percent (%)	5%	10%
Speed Adjustment Factor (SAF)	0.975	0.975
Capacity Adjustment Factor (CAF)	0.968	0.968



### C3C & C3R

### Motor Vehicle Arterial Generalized Service Volume Tables

#### **Peak Hour Directional**

#### Peak Hour Two-Way

AADT

- 1 M 1					
est.		В	С	D	E
	1 Lane	*	760	1,070	**
	2 Lane	*	1,520	1,810	**
	3 Lane	*	2,360	2,680	**
urban	4 Lane	*	3,170	3,180	**
reiel)					

	В	С	D	E
2 Lane	*	1,380	1,950	**
4 Lane	*	2,760	3,290	**
6 Lane	*	4,290	4,870	**
8 Lane	*	5,760	5,780	**

	В	С	D	E
2 Lane	*	15,300	21,700	**
4 Lane	*	30,700	36,600	**
6 Lane	*	47,700	54,100	**
8 Lane	*	64,000	64,200	**

(C3C-Suburbar Commercial)

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	В	С	D	E
1 Lane	*	970	1,110	**
2 Lane	*	1,700	1,850	**
3 Lane	*	2,620	2,730	**

	В	С	D	E
2 Lane	*	1,760	2,020	**
4 Lane	*	3,090	3,360	**
6 Lane	*	4,760	4,960	**

	В	С	D	E
2 Lane	*	19,600	22,400	**
4 Lane	*	34,300	37,300	**
6 Lane	*	52,900	55,100	**

(C3R-Suburban Residential)

#### **Adjustment Factors**

The peak hour directional service volumes should be adjust by multiplying by 1.2 for one-way facilities The AADT service volumes should be adjusted by multiplying 0.6 for one way facilities 2 Lane Divided Roadway with an Exclusive Left Turn Lane(s): Multiply by 1.05

2 lane Undivided Roadway with No Exclusive Left Turn Lane(s): Multiply by 0.80

Exclusive right turn lane(s): Multiply by 1.05 Multilane Undivided Roadway with an Exclusive Left Turn Lane(s): Multiply by 0.95 Multilane Roadway with No Exclusive Left Turn Lane(s): Multiply by 0.75 Non-State Signalized Roadway: Multiply by 0.90

This table does not constitute a standard and should be used only for general planning applications. The table should not be used for corridor or intersection design, where more refined techniques exist. \* Cannot be achieved using table input value defaults.

\*\* Not applicable for that level of service letter grade. For the automobile mode, volumes greater than level of service D become F because intersection capacities have been reached.



## C3C & C3R

### Motor Vehicle Arterial Generalized Service Volume Tables

### **Input Parameters**

### **Roadway Characteristics**

	C3C	C3R
Number of Lanes (one direction)	1-4	1-3
Posted Speed (mph)	45	45
Facility Length (miles)	3.98	2.57

### **Traffic Characteristics**

	C3C		C3	R
Planning Analysis Hour Factor (K)	0.0	)9	0.09	
Directional Distribution Factor (D)	0.5	55	0.5	5
Peak Hour Factor (PHF)	0.9	95	0.92	
Base Saturation Flow Rate	1,950		1,950	
Heavy Vehicle Percent (%)	4		4	
Lane Width	12	2	12	2
Median Type	Non Restrictive Restrictive (1 lane) (2,3,4 lanes)		Non Restrictive (1 lane)	Restrictive (2,3 lanes)
Roadway Edge Type	Curbed		Flu	sh
On-Street Parking	None		Noi	ne

#### **Control Characteristics**

	C	3C	C3R
Cycle Length	160		190
Major Street Through g/c	0.5 0.45 (1,2,3 lanes) (4 lanes)		0.5
Yellow Change Interval	5.1		5.1
Red Change Interval	2		2
Number of Signals	1	0	5



## C2T, C4, C5, & C6

### Motor Vehicle Arterial Generalized Service Volume Tables

(C2T-Rural

Town)

Peak Hour Directional						
	В	С	D	E		
1 Lane	*	720	940	**		
2 Lane	*	1,140	1,640	**		
3 Lane	*	2,120	2,510	**		

Peak Hour Two-Way					
	В	С	D	E	
2 Lane	*	1,310	1,710	**	
4 Lane	*	2,070	2,980	**	
6 Lane	*	3,850	4,560	**	

AADI					
	В	С	D	E	
2 Lane	*	13,800	18,000	**	
4 Lane	*	21,800	31,400	**	
6 Lane	*	40,500	48,000	**	



General)

	В	С	D	E
1 Lane	*	*	870	1,190
2 Lane	*	1,210	1,790	2,020
3 Lane	*	2,210	2,810	2,990
4 Lane	*	2,590	3,310	3,510

	В	С	D	E
2 Lane	*	*	1,580	2,160
4 Lane	*	2,200	3,250	3,670
6 Lane	*	4,020	5,110	5,440
8 Lane	*	4,710	6,020	6,380

	В	С	D	E
2 Lane	*	*	17,600	24,000
4 Lane	*	24,400	36,100	40,800
6 Lane	*	44,700	56,800	60,400
8 Lane	*	52,300	66,900	70,900

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		1	5	

(C5-Urban Center)

		В	С	D	E
	1 Lane	*	*	690	1,080
	2 Lane	*	1,290	1,900	2,130
	3 Lane	*	1,410	2,670	3,110
ø	4 Lane	*	2,910	3,560	3,640

	В	С	D	E
2 Lane	*	*	1,250	1,960
4 Lane	*	2,350	3,450	3,870
6 Lane	*	2,560	4,850	5,650
8 Lane	*	5,290	6,470	6,620

	В	С	D	E
2 Lane	*	*	13,900	21,800
4 Lane	*	26,100	38,300	43,000
6 Lane	*	28,400	53,900	62,800
8 Lane	*	58,800	71,900	73,600



		В	С	D	E
-	1 Lane	*	***	790	1,030
	2 Lane	*	***	1,490	1,920
	<sup>a</sup> 3 Lane	*	***	2,730	2,940
	4 Lane	*	***	3,250	3,490

	В	С	D	E
2 Lane	*	***	1,440	1,870
4 Lane	*	***	2,710	3,490
6 Lane	*	***	4,960	5,350
8 Lane	*	***	5,910	6,350

	В	С	D	E
2 Lane	*	***	16,000	20,800
4 Lane	*	***	30,100	38,800
6 Lane	*	***	55,100	59,400
8 Lane	*	***	65,700	70,600

#### **Adjustment Factors**

The peak hour directional service volumes should be adjust by multiplying by 1.2 for one-way facilities The AADT service volumes should be adjusted by multiplying 0.6 for one way facilities 2 Lane Divided Roadway with an Exclusive Left Turn Lane(s): Multiply by 1.05

2 lane Undivided Roadway with No Exclusive Left Turn Lane(s): Multiply by 0.80

Exclusive right turn lane(s): Multiply by 1.05

Multilane Undivided Roadway with an Exclusive Left Turn Lane(s): Multiply by 0.95 Multilane Roadway with No Exclusive Left Turn Lane(s): Multiply by 0.75 Non-State Signalized Roadway: Multiply by 0.90

This table does not constitute a standard and should be used only for general planning applications. The table should not be used for corridor or intersection design, where more refined techniques exist.

\*Cannot be achieved using table input value defaults. \*\*Not applicable for that level of service letter grade. For the automobile mode, volumes greater than level of service D become F because intersection capacities have been reached. \*\*\*LOS C thresholds are not applicable for C6 as C6 roadway facilities are neither planned nor designed to achieve automobile LOS C.



## C2T, C4, C5, & C6

### Motor Vehicle Arterial Generalized Service Volume Tables

### **Input Parameters**

#### **Roadway Characteristics**

	C2T	C4	C5	C6
Number of Lanes (one direction)	1-3	1-4	1-4	1-4
Posted Speed (mph)	40	45	35	30
Facility Length (miles)	0.78	1.83	1.18	0.74
Number of Signals	4	9	9	7

#### **Traffic Characteristics**

	C2T	C4	C5	C6
Planning Analysis Hour Factor (K)	0.095	0.09	0.09	0.09
Directional Distribution Factor (D)	0.55	0.55	0.55	0.55
Peak Hour Factor (PHF)	0.92	0.95	0.95	0.95
Base Saturation Flow Rate	1,700	1,950	1,950	1,950
Heavy Vehicle Percent (%)	5	3	2	2
Lane Width	11	11	10	10
Median Type	Non Restrictive	Non Restrictive	Non Restrictive	Non Restrictive
Roadway Edge Type	Curb	Curb	Curb	Curb
On-Street Parking	50%	100%	100%	100%

#### **Signal Characteristics**

	C2T	C	4	C	5	C6		
Cycle Length	90	17	70	15	0	120		
Major Street Through g/c	0.47	0.52 0.47 (1,2,3 lanes) (4 lanes)		0.55 (1,2,3 lanes)	0.48 (4 lanes)	0.52 (1,2,3 lanes)	0.46 (4 lanes)	
Yellow Change Interval	4.4	4.8		4		3.7		
Red Change Interval	2	2	)	2	2	2		

### **APPENDIX E**

**Daily Road Capacity** 

	Appendix E: Daily Road Capacity													
		Seg	ment	Adopted	Re	commenda	tion		Change in Ca	pacity (DAILY)				
ID#	Roadway	From:	To:	LOS	From:	То:	Length	Existing	Improved	in Capacity (DAILY) ved Increase 1 90 15,750 1 90 15,750 1 90 15,750 1 90 20,060 1 90 20,060 1 90 20,060 1 90 33,500 1 90 33,500 1 90 117,750 1 100 117,000 1 100 117,000 1 100 33,300 1 100 33,300 1 100 33,300 1 100 33,300 1 100 117,500 1 100 1 100 117,500 1 100 1 100 117,500 1 100 1 100 117,500 1 100 1 100 117,500 1 100 1 100 117,500 1 100 1	VMC Increase			
		EAST HAMPTON BLVD	ROYAL PALMS PKWY	D	4LD	6LD	0.52	32,940	48,690	15,750	8,190			
1	BELLE TERRE PKWY	PARKVIEW DR (S)	PINELAKES PKWY (S)	D	4LD	-	-	0	0	0				
		PINE LAKES PKWY (S)	CYPRESS POINT PKWY	D	4LD	6LD	0.27	32,940	48,690	15,750	4,253			
		US 1	BELLE TERRE PKWY	D	2LU	4LD	1.06	15,190	35,250	20,060	21,264			
		BELLE TERRE PKWY	BIRDS OF PARADISE DR	D	2LU	4LD	0.8	15,190	35,250	20,060	16,048			
2	MATANZAS WOODS PKWY	BIRDS OF PARADISE DR	I-95 SB	D	2LU	6LD	0.1	15,190	48,690	33,500	3,350			
		I-95 SB	I-95 NB	D	2LU	4LD	0.29	15,190	32,940	17,750	5,148			
		I-95 NB	OLD KINGS RD EXTENSION	D	2LU	4LD	0.23	15,190	32,940	17,750	4,083			
3	PALM COAST PKWY	CYPRESS POINT PKWY	I-95 SB RAMPS	D	6LD	8LD	0.27	54,100	64,200	10,100	2,727			
		PALM COAST CITY LIMIT	BELLE TERRE PKWY	с	4LD	6LD	0.45	30,700	47,700	17,000	7,650			
		BELLE TERRE PKWY	LANDING BLVD	с	4LD	6LD	0.45	30,700	47,700	17,000	7,650			
		LANDING BLVD	BULLDOG DRIVE	с	4LD	6LD	0.78	30,700	47,700	17,000	13,260			
		BULLDOG DRIVE	SEMINOLE WOODS PKWY	с	4LD	8LD	0.27	30,700	64,000	33,300	8,991			
4	SR 100	SEMINOLE WOODS PKWY	MEMORIAL MEDICAL PKWY	с	4LD	8LD	0.35	30,700	64,000	33,300	11,655			
		MEMORIAL MEDICAL PKWY	I-95	с	4LD	8LD	0.27	30,700	64,000	33,300	8,991			
		I-95	OLD KINGS RD	D	4LD	8LD	0.49	36,600	64,200	27,600	13,524			
		OLD KINGS RD	TUSCANY BLVD	D	4LD	6LD	1.07	36,600	54,100	17,500	18,725			
		TUSCANY BLVD	COLBERT LN	D	4LD	6LD	0.46	36,600	54,100	17,500	8,050			
E	115.1	WHITEVIEW PKWY	ROYAL PALMS PKWY	D	4LD	6LD	1.78	36,600	54,100	17,500	31,150			
3	03-1	ROYAL PALMS PKWY	ESPANOLA RD	D	4LD	6LD	1.07	36,600	54,100	17,500	18,725			
Sou	rce: Daily Road Capacity based on	2023 FDOT Generalized Service Volume	Tables (Appendix D). Vehicle Miles of Cap	acity (VMC) bas	ed on length	ofimprove	ement multip	olied by increa	nse.					

### **APPENDIX F**

**Road Improvement Cost** 

Appendix F: Road Improvement Cost												
ID#	Roadway	Seg	ment	Improvement Description	Roadway Length (mi)	FDOT Cost per Mile Model	Base Improvement Cost <sup>1</sup>	Design, CEI & Survey (25%)	Intersection Modification Cost <sup>2</sup>	Total Estimated Improvement		
		EAST HAMPTON BLVD	ROYAL PALMS PKWY	Widen 4 Lane Urban Divided Arterial to 6 Lane Divided (22' Median + 4' Bike Lanes)	0.52	\$9,302,865	\$4,837,490	\$1,209,372	\$150,000	Cost \$6,196,862		
1	BELLE TERRE PKWY	PARKVIEW DR (S)	PINELAKES PKWY (S)	Volume Monitoring	-	-	\$40,000	\$0	\$0	\$40,000		
		PINE LAKES PKWY (S)	CYPRESS POINT PKWY	Widen 4 Lane Urban Divided Arterial to 6 Lane Divided (22' Median + 4' Bike Lanes)	0.27	\$9,302,865	\$2,511,774	\$627,943	\$300,000	\$3,439,717		
		US 1	BELLE TERRE PKWY	Widen 4 Lane Urban Divided Arterial to 6 Lane Divided (22' Median + 4' Bike Lanes)	1.06	\$11,479,371	\$12,168,133	\$3,042,033	\$300,000	\$15,510,166		
		BELLE TERRE PKWY	BIRDS OF PARADISE DR	Widen 4 Lane Urban Divided Arterial to 6 Lane Divided (22' Median + 4' Bike Lanes)	0.80	\$11,479,371	\$9,183,496	\$2,295,874	\$150,000	\$11,629,371		
			1.05.58	Widen 4 Lane Urban Divided Arterial to 6 Lane Divided (22' Median + 4' Bike Lanes)	0.10	\$11,479,371	¢2 078 224	ČE10 556	¢150.000	\$3 747 770		
2	MATANZAS WOODS PKWY	BIRDS OF PARADISE DR	1-95 28	Widen 4 Lane Urban Divided Arterial to 6 Lane Divided (22' Median + 4' Bike Lanes)	0.10	\$9,302,865	\$2,078,224	\$51 <b>9,55</b> 6	\$150,000	\$2,141,119		
		I-95 SB	1-95 NB	Widen 4 Lane Urban Divided Arterial to 6 Lane Divided (22' Median + 4' Bike Lanes)	0.29	\$11,479,371	\$3,329,017	\$832,254	\$0	\$4,161,272		
		I-95 NB	OLD KINGS RD EXTENTION	Widen 4 Lane Urban Divided Arterial to 6 Lane Divided (22' Median + 4' Bike Lanes)	0.23	\$11,479,371	\$2,640,255	\$660,064	\$0	\$3,300,319		
3	PALM COAST PKWY	CYPRESS POINT PKWY	I-95 SB RAMPS	Widen 6 Lane Urban Divided Arterial to 8 Lane Divided (4' Bike Lanes)	0.27	\$11,415,171	\$3,082,096	\$770,524	\$0	\$3,852,620		
		PALM COAST CITY LIMIT	BELLE TERRE PKWY	Widen 4 Lane Urban Divided Arterial to 6 Lane Divided (22' Median + 4' Bike Lanes)	0.45	\$9,302,865	\$4,186,289	\$1,046,572	\$0	\$5,232,861		
		BELLE TERRE PKWY	LANDING BLVD	Widen 4 Lane Urban Divided Arterial to 6 Lane Divided (22' Median + 4' Bike Lanes)	0.45	\$9,302,865	\$4,186,289	\$1,046,572	\$0	\$5,232,861		
		LANDING BLVD	BULLDOG DRIVE	Widen 4 Lane Urban Divided Arterial to 6 Lane Divided (22' Median + 4' Bike Lanes)	0.78	\$9,302,865	\$7,256,235	\$1,814,059	\$0	\$9,070,293		
		BULLDOG DRIVE	SEMINOLE WOODS PKWY	Widen 4 Lane Urban Divided Arterial to 6 Lane Divided (22' Median + 4' Bike Lanes)	0.27	\$9,302,865	\$5,593,870	\$1,398,467	\$150.000	\$7,142,337		
				Widen 6 Lane Urban Divided Arterial to 8 Lane Divided (4' Bike Lanes)		\$11,415,171	+-))	Ţ_,,	+,	<i></i>		
		SEMINOLE WOODS PKWY	MEMORIAL MEDICAL PKWY	Widen 4 Lane Urban Divided Arterial to 6 Lane Divided (22' Median + 4' Bike Lanes)	0.35	\$9,302,865	\$7,251,313	\$1.812.828	\$150.000	\$9,214,141		
4	SR 100			Widen 6 Lane Urban Divided Arterial to 8 Lane Divided (4' Bike Lanes)		\$11,415,171						
		MEMORIAL MEDICAL PKWY	1-95	Widen 4 Lane Urban Divided Arterial to 6 Lane Divided (22' Median + 4' Bike Lanes)	0.27	\$9,302,865	\$5,593,870	\$1,398,467	\$150,000	\$7,142,337		
				Widen 6 Lane Urban Divided Arterial to 8 Lane Divided (4' Bike Lanes)		\$11,415,171						
		1-95	OLD KINGS RD	Widen 4 Lane Urban Divided Arterial to 6 Lane Divided (22' Median + 4' Bike Lanes)	0.49	\$9,302,865	\$10,151,838	\$2,537,959	\$150,000	\$12,839,797		
				Widen 6 Lane Urban Divided Arterial to 8 Lane Divided (4' Bike Lanes)		\$11,415,171						
		OLD KINGS RD	TUSCANY BLVD	Widen 4 Lane Urban Divided Arterial to 6 Lane Divided (22' Median + 4' Bike Lanes)	1.07	\$9,302,865	\$9,954,065	\$2,488,516	\$0	\$12,442,582		
		TUSCANY BLVD	COLBERT LN	Widen 4 Lane Urban Divided Arterial to 6 Lane Divided (22' Median + 4' Bike Lanes)	0.46	\$9,302,865	\$4,279,318	\$1,069,829	\$0	\$5,349,147		
5	US-1	WHITEVIEW PKWY	ROYAL PALMS PKWY	Widen 4 Lane Urban Divided Arterial to 6 Lane Divided (22' Median + 4' Bike Lanes)	1.78	\$9,302,865	\$16,559,099	\$4,139,775	\$0	\$20,698,874		
		ROYAL PALMS PKWY	ESPANOLA RD	Widen 4 Lane Urban Divided Arterial to 6 Lane Divided (22' Median + 4' Bike Lanes)	1.07	\$9,302,865	\$9,954,065	\$2,488,516	\$0	\$12,442,582		
TO Sou	TALS: rce: FDOT Long Range Cost Estimates (	2025). <sup>1</sup> Volume Monitoring valued at :	\$2,000 per year for 20-years. <sup>2</sup> Include:	an estimate of signal or intersection modifications (at \$150,000	10.98 per intersection)	 due to major street wideni	\$124,836,735 ing.	\$31,199,184	\$1,650,000	\$157,685,919		

### **APPENDIX G**

**Trip Generation** 

Appendix G. Trip Generation (TG)	Unit of Measure (2018 & 2024)	Trip Generation (2024)	ITE Land Use Codes (11th Edition)	Trip Generation (2018)
Residential Use				
Single Family Detached / Mobile Home	Dwelling Unit	9.43	ITE Land Use Code 210	9.44
Vested Single Family Platted Lot	Dwelling Unit	7.31	ITE Land Use Code 270	7.38
Single Family Attached (includes Duplex, Townhomes, Villas, Condominiums)	Dwelling Unit	7.20	ITE Land Use Code 215	7.32
Vested Duplex Platted Lot	Dwelling Unit	5.91	See Vested Duplex Platted Lot	5.72
Multi-Family Apartment	Dwelling Unit	6.01	See Multi-Family Residential	5.44
Active Adult & Independent Living (55+) (Attached or Detached Units)	Dwelling Unit	4.48	See Active Adult	3.99
Institutional Use				
Adult Congregate Living Facility	Bed	2.17	See Long Term Care	2.52
Cemetery	Acre	6.02	ITE Land Use Code 566	6.05
Day Care	1,000 sq. ft.	47.62	ITE Land Use Code 565	47.62
Places of Worship	1,000 sq. ft.	7.60	ITE Land Use Code 560	6.95
Private School (Pre K-12)	1,000 sq. ft.	10.90	See Private Education	13.58
Private College or University	1,000 sq. ft.	18.20	See Higher Education	23.15

Appendix G. Trip Generation (TG)	Unit of Measure (2018 & 2024)	Trip Generation (2024)	ITE Land Use Codes (11th Edition)	Trip Generation (2018)
Industrial Use				
Manufacturing / Warehousing / Production	1,000 sq. ft.	5.31	See Industrial	4.66
Retail Fulfillment / Distribution	1,000 sq. ft.	7.73	See Retail Fullfillment / Distribution	7.97
Mini-Warehouse / Boat / RVs & Other Outdoor Storage	1,000 sq. ft.	1.45	ITE Land Use Codes 151	1.51
Entertainment, Recreation & Lodging Use				
Movie Theater / Performing Arts	per Seat	1.76	ITE Land Use Code 445	1.76
Marina (including dry storage)	per Berth	2.41	ITE Land Use Code 420	2.41
Golf Course	per Hole	30.38	ITE Land Use Code 430	30.38
Outdoor Commercial Recreation	per Acre	33.75	See Outdoor Commercial Recreation	14.32
Multi-Purpose Commercial Recreation	1,000 sq. ft.	9.99	See Multi-Purpose Commercial Recreation	5.57
Health Club / Fitness / Gym	1,000 sq. ft.	30.27	See Health Club	35.53
Recreational Vehicle (RV) Park	per Space	3.49	See RV Park	2.40
Hotel / Motel / Lodging	Room / Unit	6.67	See Overnight Lodging	6.19
Community Center / Civic / Gallery / Lodge	1,000 sq. ft.	22.67	See Community Serving	14.54
Office Use				
Office / Office Park / Medical / Clinic / Bank / Financial	1,000 sq. ft.	14.13	See Office	11.41

Appendix G. Trip Generation (TG)	Unit of Measure (2018 & 2024)	Trip Generation (2024)	ITE Land Use Codes (11th Edition)	Trip Generation (2018)
Retail Use				
Multi-Tenant Retail Center	1,000 sq. ft.	39.39	See Multi-Tenant Retail Center	37.75
Pharmacy (Free Standing)	1,000 sq. ft.	129.40	See Pharmacy	90.08
Pharmacy Drive-Thru	per lane	138.95	See Pharmacy Drive-Thru	89.04
General Retail (Free Standing)	1,000 sq. ft.	59.55	See Generl Retail	58.30
Furniture / Mattress Store (Free Standing)	1,000 sq. ft.	6.30	ITE Land Use Code 890	6.30
Supermarket / Grocery Store (Free Standing)	1,000 sq. ft.	92.31	See Supermarket	98.83
Sit Down Restaurant (Retail Center, Free Standing or Outparcel)	1,000 sq. ft.	103.31	See Sit-Down Restaurant	98.01
Fast Food / Fast Casual Restaurant (Retail Center, Free Standing or Outparcel)	1,000 sq. ft.	354.87	See Fast Food	214.36
Restaurant Drive-Thru (based on number of lanes at point of ordering)	per lane	507.99	See Restaurant Drive-Thru	356.54
Discount Superstore (Free Standing)	1,000 sq. ft.	48.77	See Discount Superstore	50.70
Home Improvement / Building Materials / Garden Center	1,000 sq. ft.	33.02	See Home Improvement	31.51
Nursery (Wholesale or Retail)	per Acre	55.07	See Nursery	31.37
Bank Drive-Thru Lane, Free Standing ATM or ATM Drive-Thru Lane	per lane and / or per ATM	229.26	See Bank Drive-Thru	113.35
Vehicle & Boat - Sales or Dealership	1,000 sq. ft.	26.39	See Vehicle & Boat Sales	27.45
Vehicle & Boat - Service / Repair / Parts	1,000 sq. ft.	32.73	See Vehicle & Boat Service	38.02
Vehicle & Boat - Cleaning / Detailing / Wash	1,000 sq. ft.	262.33	See Vehicle & Boat Cleaning	264.20
Convenience Store	1,000 sq. ft.	885.25	See Convenience Store	801.21
Vehicle Fueling Position	per Vehicle Fueling Position	279.39	See Vehicle Fueling	250.98
Personal Services	1,000 sq. ft.	33.46	See Personal Services	32.15

VESTED DUPLEX PLATTED LOT														
ITE LAND USE	ITE LAND USE CODE	UNIT OF MEASURE	AM PEAK (7 to 9)	AM PEAK FACTOR	AM NUMBER OF STUDIES	PM PEAK (4 to 6)	PM PEAK FACTOR	PM NUMBER OF STUDIES	TOTAL NUMBER OF STUDIES (TS)	CALCULATED DAILY TRIPS (DT)	TRIP STUDIES (WEIGHTED) (TSW)	TRIP GENERATION (WEIGHTED) (TGW)		
SINGLE-FAMILY ATTACHED	215	DWELLING UNIT	0.48	0.079	46	0.57	0.094	51	97	6.07	0.47	2.87		
MULTIFAMILY (LOW-RISE)	220	DWELLING UNIT	0.40	0.065	49	0.51	0.095	59	108	5.76	0.53	3.04		
TOTAL		DWELLING UNIT	0.44	0.072	95	0.54	0.095	110	205	5.92	1.00	5.91		

**Notes:** Vested Duplex Platted Lot Trip Generation based on the AM and PM Peak of adjacent street traffic per room based on the 11th Edition of the ITE Trip Generation Manual due to the limited number of daily studies. The total number of studies (TS) conducted for the AM and PM Peaks are used to calculate a Trip Study Weight (TSW). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak factor and the PM Peak divided by the PM Peak factor. AM and PM Peak factors based on the 11th Edition ITE Trip Generation Manual Vehicle Time of Day Distribution for Vehicles. The Trip Generation Weight (TGW) is calculated based on daily trips multiplied by Trip Study Weighting. The total trips per room is the sum of the weighted Trip Generation (TGW). Multifamily (Low-Rise) Example: DT = ((0.40 / .065) + (0.51 / 0.095)) = 5.76; TSW = (108 / 205) = 0.53; TGW = (5.76 x 0.53) = 3.04. Vested Duplex Platted Lot Trip Generation: Sum (2.87 + 3.04) = 5.91. Average values in the last row are shown in italics for informational purposes only.

MULTI-FAMILY RESIDENTIAL TRIP GENERATION													
ITE LAND USE	ITE LAND USE CODE	UNIT OF MEASURE	DAILY TRIP GENERATION (TG)	TOTAL NUMBER OF STUDIES (TS)	TRIP STUDIED (WEIGHTED) (TSw)	TRIP GENERATION (WEIGHTED) (TGw)							
MULTI-FAMILY RESIDENTIAL (LOW-RISE)	220	DWELLING UNIT	6.74	22	0.667	4.49							
MULTI-FAMILY RESIDENTIAL (MID-RISE)	221	DWELLING UNIT	4.54	11	0.333	1.51							
Total		DWELLING UNIT	5.64	33	1.000	6.01							

**Notes:** Multi-Family Residential Trip Generation based on Daily Weekday Trip Generation per dwelling unit based on the 11th Edition of the ITE Trip Generation Manual. The total number of studies (TS) conducted are used to calculate a Weighted Trip Study (TSw). The Daily Trips (DT) generation is based on ITE Trip Generation Manual 11th edition. The Weighted Trip Generation (TGw) is calculated based on Daily Trips (DT) multiplied by the Weighted Trip Study (TSw). The total trips per dwelling unit is the sum of the Weighted Trip Generation (TGw). Multi-Family (low rise) example: TSw = (22 / 33) = 0.667; TGw =  $(6.74 \times 0.667) = 4.49$ . Multi-Family Residential Trip Generation is the sum of (4.49 + 1.51) = 6.01.

	ACTIVE ADULT (55+) TRIP GENERATION														
ITE LAND USE	ITE LAND USE CODE	UNIT OF MEASURE	AM PEAK (7 to 9)	AM PEAK FACTOR	AM NUMBER OF STUDIES	PM PEAK (4 to 6)	PM PEAK FACTOR	PM NUMBER OF STUDIES	TOTAL NUMBER OF STUDIES (TS)	CALCULATED DAILY TRIPS (DT)	TRIP STUDIED (WEIGHTED) (TSw)	TRIP GENERATION (WEIGHTED) (TGw)			
SENIOR ADULT HOUSING - SINGLE-FAMILY	251	DWELLING UNIT	0.34	0.075	24	0.39	0.079	24	48	4.74	0.71	3.34			
SENIOR ADULT HOUSING - MULTIFAMILY	252	DWELLING UNIT	0.29	0.075	10	0.30	0.078	10	20	3.86	0.29	1.13			
TOTAL		DWELLING UNIT	0.32	0.075	34	0.35	0.079	34	68	4.30	1.00	4.48			
Votes: Active Adult Trip Generation based on the AM and PM Peak of adjacent street traffic per dwelling unit based on the 11th Edition of the ITE Trip Generation Manual due to the limited number of daily studies. The total number of studies (TS) conducted for the AM and PM Peaks are used to calculate a Trip Study Weight (TSW). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak factor and the PM Peak divided by the PM Peak factor. AM and PM Peak factors based on the 11th Edition ITE Trip Generation Manual Vehicle Time of Day Distribution for Vehicles. The Trip Generation Weight (TGW) is calculated based on daily trips multiplied by Trip Study Weighting. The total trips per dwelling unit is the sum of the weighted Trip Generation (TGW). Senior Adult Housing Example: DT = ((0.34 / .075) + (0.39 / 0.079)) = 4.74; TSW = (48 / 68) = 0.71; TGW = (4.74 x 0.71) = 3.34. Senior Adult															

Housing Trip Generation: Sum (3.34 + 1.13) = 4.48. Average values in the last row are shown in italics for informational purposes only.

LONG TERM CARE TRIP GENERATION														
ITE LAND USE	ITE LAND USE CODE	VARIABLE	AM PEAK TRIPS (7 to 9)	AM PEAK FACTOR	AM NUMBER OF STUDIES	PM PEAK TRIPS (4 to 6)	PM PEAK FACTOR	PM NUMBER OF STUDIES	TOTAL NUMBER OF STUDIES (TS)	CALCULATED DAILY TRIPS (DT)	TRIP STUDIED (WEIGHTED) (TSW)	TRIP GENERATION (WEIGHTED) (TGW)		
ASSISTED LIVING	254	BEDS	0.18	0.093	14	0.24	0.088	14	28	2.33	0.64	1.48		
NURSING HOME	620	BEDS	0.14	0.075	8	0.14	0.074	8	16	1.88	0.36	0.68		
TOTAL / AVERAGE			0.16	0.084	22	0.19	0.081	22	44	2.11	1.00	2.17		

*Notes:* Long Term Care Trip Generation based on the AM and PM Peak of adjacent street traffic based on the 11th Edition of the ITE Trip Generation Manual due to the limited number of daily studies. The total number of studies (TS) conducted for the AM and PM Peaks are used to calculate a Trip Study Weight (TSW). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak factor and the PM Peak divided by the PM Peak factor. AM and PM Peak factors based on the 11th Edition ITE Trip Generation Manual Vehicle Time of Day Distribution for Vehicles. The Trip Generation Weight (TGW) is calculated based on daily trips multiplied by Trip Study Weighting. The total trips per 1,000 sq. ft. is the sum of the weighted Trip Generation (TGW).

Nursing Home Example: DT = ((0.14 / .075) + (0.14 / 0.074)) = 1.88; TSW = (16 / 44) = 0.36; TGW = (1.88 x 0.36) = 1.88. Long Term Care TG per bed: Sum(1.48 + 0.68) = 2.17.

Average values in the last row are shown in italics for informational purposes only.

PRIVATE EDUCATION TRIP GENERATION																	
ITE LAND USE	ITE LAND USE CODE	VARIABLE	AM PEAK OF GENERATOR	NUMBER OF STUDIES	PM PEAK OF GENERATOR	TOTAL NUMBER OF STUDIES	CALCULATED DAILY	TOTAL NUMBER OF STUDIES	TRIP STUDIED (WEIGHTED)	TRIP GENERATION (WEIGHTED)							
PRIVATE K-8	530	STUDENTS	1.01	14	0.60	12	2.42	26	0.62	1.50							
PRIVATE K-12	532	STUDENTS	0.80	5	0.53	3	2.00	8	0.19	0.38							
PRIVATE HIGH SCHOOL	534	STUDENTS	0.66	4	0.40	4	1.59	8	0.19	0.30							
TOTAL								42	1.00	2.18							
CALCULATED DAILY TRIP GENERATION RATE PER 1,000 SQ. FT. IS (2.18 x 5.0) = 10.90 PER 1,000 SQ. FT.																	
DAILY TRIP GENERATION RATE OF 13.08 PER 1,000	SQ. FT. BASED (	ON FIVE (5) STUDEN	TS PER 1,000 SQ. F	T. (2.18 X 5.00 = 10	DAILY TRIP GENERATION RATE OF 13.08 PER 1,000 SQ. FT. BASED ON FIVE (5) STUDENTS PER 1,000 SQ. FT. (2.18 X 5.00 = 10.90). TRIP GENERATION ROUNDED TO NEAREST 100TH PLACE. DAILY TRIPS BASED ON THE SUM (												

DAILY TRIP GENERATION RATE OF 13.08 PER 1,000 SQ. FT. BASED ON FIVE (5) STUDENTS PER 1,000 SQ. FT. (2.18 X 5.00 = 10.90). TRIP GENERATION ROUNDED TO NEAREST 100TH PLACE. DAILY TRIPS BASED ON THE SUM OF THE AM AND PM PEAK HOUR OF GENERATOR TIMES A PEAK-TO-DAILY FACTOR OF 1.5: (E.G., PRIVATE K-8 (1.01 + 0.60) = 1.61; (1.61 X 1.5 = 2.42). PEAK HOUR DATA HAD SIGNIFICANTLY MORE STUDIES THAN DAILY DATA. TRIP GENERATION DATA BASED ON THE ITE TRIP GENERATION MANUAL, 11TH EDITION.

HIGHER EDUCATION TRIP GENERATION														
ITE LAND USE	ITE LAND USE CODE	VARIABLE	AM PEAK (7 to 9)	AM PEAK FACTOR	AM NUMBER OF STUDIES	PM PEAK (4 to 6)	PM PEAK FACTOR	PM NUMBER OF STUDIES	TOTAL NUMBER OF STUDIES (TS)	CALCULATED DAILY TRIPS (DT)	TRIP STUDIED (WEIGHTED) (TSW)	TRIP GENERATION (WEIGHTED) (TGW)		
JUNIOR / COMMUNITY COLLEGE	540	STUDENT	0.11	0.083	13	0.11	0.087	12	25	1.29	0.61	0.79		
UNIVERSITY / COLLEGE	550	STUDENT	0.15	0.069	7	0.15	0.048	9	16	2.65	0.39	1.03		
TOTAL					20			21	41		1.00	1.82		
CALCULATED DAILY TRIP GENERATION RATE PER 1,000 SQ. FT. IS (1.82 x 10.0) = 18.20 PER 1,000 SQ. FT.														
<b>Notes:</b> Higher Education Trip Generation based on the AM and PM Peak of adjacent street traffic per room based on the 11th Edition of the ITE Trip Generation Manual due to the limited number of daily studies.														

The total number of studies (TS) conducted for the AM and PM Peaks are used to calculate a Trip Study Weight (TSW). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak factor and the PM Peak divided by the PM Peak factor. AM and PM Peak factors based on the 11th Edition ITE Trip Generation Manual Vehicle Time of Day Distribution for Vehicles. The Trip Generation Weight (TGW) is calculated based on daily trips multiplied by Trip Study Weighting. The total trips per student is the sum of the weighted Trip Generation (TGW). University / College Example: DT = ((0.15 / .069) + (0.15 / 0.048)) = 2.65; TSW = (16 / 41) = 0.39; TGW = (2.65 x 0.39) = 1.03. University / College Example Trip Generation: Sum (0.79 + 1.03) = 1.82. The trip generation rate of 1.82 per student is multiplied by 10 students per 1,000 sq. ft. to derive a trip generation rate of 18.20 trips per 1,000 sq. ft.

	INDUSTRIAL TRIP GENERATION													
ITE LAND USE	ITE LAND USE CODE	VARIABLE	AM PEAK (7 to 9)	AM PEAK FACTOR	AM NUMBER OF STUDIES	PM PEAK (4 to 6)	PM PEAK FACTOR	PM NUMBER OF STUDIES	TOTAL NUMBER OF STUDIES (TS)	CALCULATED DAILY TRIPS (DT)	WEIGHTED TRIP STUDY (TSw)	WEIGHTED TRIP GENERATION (TGw)		
LIGHT INDUSTRIAL	110	1,000 SQ. FT.	0.74	0.101	41	0.65	0.090	40	81	7.27	0.12	0.87		
INDUSTRIAL PARK	130	1,000 SQ. FT.	0.34	0.065	34	0.34	0.074	35	69	4.91	0.10	0.50		
MANUFACTURING	140	1,000 SQ. FT.	0.68	0.085	48	0.74	0.074	55	103	9.00	0.15	1.38		
WAREHOUSE	150	1,000 SQ. FT.	0.17	0.065	36	0.18	0.074	49	85	2.52	0.13	0.32		
HIGH CUBE TRANSLOAD	154	1,000 SQ. FT.	0.08	0.048	102	0.10	0.050	103	205	1.83	0.30	0.56		
HIGH CUBE FULFILLMENT - NON-SORT	155	1,000 SQ. FT.	0.15	0.113	22	0.16	0.102	22	44	1.45	0.07	0.09		
HIGH CUBE COLD STORAGE	157	1,000 SQ. FT.	0.11	0.113	5	0.12	0.102	5	10	1.07	0.01	0.02		
DATA CENTER	160	1,000 SQ. FT.	0.11	0.143	6	0.09	0.123	5	11	0.75	0.02	0.01		
UTILITY	170	1,000 SQ. FT.	2.33	0.143	13	2.16	0.123	14	27	16.93	0.04	0.68		
SPECIALTY TRADE	180	1,000 SQ. FT.	1.66	0.115	20	1.93	0.120	19	39	15.26	0.06	0.88		
TOTAL		1,000 SQ. FT.			327			347	674		1.00	5.31		

*Notes:* Industrial Trip Generation Trip Generation based on the AM and PM Peak of adjacent street traffic per 1,000 square feet (SQ. FT.) based on the 11th Edition of the ITE Trip Generation Manual. The total number of studies (TS) conducted for the AM and PM Peaks are used to calculate a Weighted Trip Study (TSw). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak factor and the PM Peak divided by the PM Peak factor. AM and PM Peak factors based on the closest 11th Edition ITE Trip Generation Manual Vehicle Time of Day Distribution for Vehicles. The Weighted Trip Generation (TGw) is calculated based on daily trips multiplied by Weighted Trip Study (TSw). The total trips per 1,000 SQ. FT. is the sum of the Weighted Trip Generation (TGw). High Cube Fulfillment Example: DT = ((0.15 / .113) + (0.16 / 0.103)) = 1.45; TSw = (44/ 674) = 0.07; TGw = (1.45 x 0.07) = 0.09. Industrial Weighted Trip Generation (TGw) is the sum of (0.87 + 0.50 + 1.38 + 0.32 + 0.56 + 0.09 + 0.02 + 0.01 + 0.68 + 0.88) = 5.31.

RETAIL FULFILLMENT / DISTRIBUTION												
ITE LAND USE	ITE LAND USE CODE	VARIABLE	AM PEAK (7 to 9)	AM PEAK FACTOR	AM NUMBER OF STUDIES	PM PEAK (4 to 6)	PM PEAK FACTOR	PM NUMBER OF STUDIES	TOTAL NUMBER OF STUDIES (TS)	CALCULATED DAILY TRIPS (DT)	WEIGHTED TRIP STUDY (TSw)	WEIGHTED TRIP GENERATION (TGw)
HIGH CUBE FULFILLMENT - SORT	155	1,000 SQ. FT.	0.87	0.113	3	1.20	0.102	3	6	9.73	0.43	4.17
HIGH CUBE PARCEL HUB	156	1,000 SQ. FT.	0.70	0.113	4	0.64	0.102	4	8	6.23	0.57	3.56
TOTAL					7			7	14			7.73
<i>Notes:</i> Retail Fulfillment / Distribution Trip Generation based on the AM and PM Peak of adjacent street traffic per 1,000 square feet (SQ. FT.) based on the 11th Edition of the ITE Trip Generation Manual. The total number of studies (TS) conducted for the AM and PM Peaks are used to calculate a Weighted Trip Study (TSw). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak factor and the PM Peak divided by the PM Peak factor. AM and PM Peak factors based on the closest 11th Edition ITE Trip Generation Manual Vehicle Time of Day Distribution for Vehicles. The Weighted Trip Generation (TGw) is calculated based on daily trips multiplied by Weighted Trip Study (TSw). The total trips per 1,000 SQ. FT. is the sum of the Weighted Trip Generation (TGw). High Cube Fulfillment Example: DT = ((0.87 /												

.0113) + (1.20 / 0.102)) = 9.73; TSw = (6 / 14) = 0.43; TGw = (9.73 x 0.43) = 4.17. Retail Fulfillment / Distribution Weighted Trip Generation (TGw) is the sum of (4.17 + 3.56) = 7.73.

	OUTDOOR COMMERCIAL RECREATION TRIP GENERATION													
ITE LAND USE	ITE LAND USE CODE	VARIABLE	AM PEAK TRIPS (7 to 9)	AM PEAK FACTOR	AM NUMBER OF STUDIES	PM PEAK TRIPS (4 to 6)	PM PEAK FACTOR	PM NUMBER OF STUDIES	TOTAL NUMBER OF STUDIES	CALCULATED DAILY	TRIP STUDIED (WEIGHTED)	TRIP GENERATION (WEIGHTED)		
GOLF DRIVING RANGE	432	TEES	0.08	0.029	1	0.18	0.072	1	2	2.63	0.13	0.33		
SOCCER COMPLEX	488	FIELDS	0.99	0.029	5	16.43	0.072	5	10	131.17	0.63	81.98		
TENNIS CLUB	490	COURTS				4.21	0.083	2	2	50.72	0.13	6.34		
RACQUET / TENNIS CLUB	491	COURTS				3.82	0.083	2	2	46.02	0.13	5.75		
TOTAL / AVERAGE					6			10	16	57.64	1.00	94.40		
OUTDOOR COMMERCIAL RECREATION TRIP GENERATIONPER ACRE														
PUBLIC PARK	410	ACRES	0.03	0.083	5	0.11	0.083	6	11	0.86	0.38	0.33		
GOLF DRIVING RANGE	432	ACRES	0.16	0.029	1	0.36	0.072	1	2	5.26	0.07	0.36		
AMUSEMENT PARK	480	ACRES	0.21	0.093	1	3.95	0.088	1	2	23.57	0.07	1.63		
SOCCER COMPLEX	488	ACRES	0.40	0.029	5	6.57	0.072	5	10	52.47	0.34	18.09		
TENNIS CLUB	490	ACRES				8.42	0.083	2	2	101.45	0.07	7.00		
RACQUET / TENNIS CLUB	491	ACRES				7.64	0.083	2	2	92.05	0.07	6.35		
TOTAL / AVERAGE		ACRES	0.26	0.050	12	4.51	0.080	17	29	45.94	1.00	33.75		

*Notes:* Outdoor Entertainment Trip Generation based on the AM and PM Peak of adjacent street traffic based on the 11th Edition of the ITE Trip Generation Manual due to the limited number of daily studies. The trip generation for golf driving ranges was converted from tees to acreage based on two (2) tees per acre. The trip generation for a soccer complex was converted from fields to acreage based on two and a half acres (2.5) per field. The trip generation for tennis courts and a request / tennis court was converted from courts to acreage based on two (2) courts per acre. The total number of studies (TS) conducted for the AM and PM Peak are used to calculate a Trip Study Weight (TSW). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak factor and the PM Peak divided by the PM Peak factor. AM and PM Peak factors based on the 11th Edition ITE Trip Generation Manual Vehicle Time of Day Distribution for Vehicles. The Trip Generation Weight (TGW) is calculated based on daily trips multiplied by Trip Study Weight. The total trips per acre is the sum of the weighted Trip Generation (TGW). Soccer Complex Example: DT = ((0.40 / .029) + (6.57 / 0.072)) = 52.47; TSW = (10 / 29) = 0.34; TGW = (52.47 × 0.34) = 18.09. Outdoor Commercial Recreation TG is equal to the sum of the following: (0.33 + 0.36 + 1.63 + 18.09 + 7.00 + 6.35) = 33.75. *Average values in the last row are shown in italies for informational purposes only.* 

MULTI-PURPOSE COMMERCIAL RECREATION TRIP GENERATION												
ITE LAND USE	ITE LAND USE CODE	VARIABLE	AM PEAK (7 to 9)	AM PEAK FACTOR	AM NUMBER OF STUDIES	PM PEAK (4 to 6)	PM PEAK FACTOR	PM NUMBER OF STUDIES	TOTAL NUMBER OF STUDIES	CALCULATED DAILY	TRIP STUDIED (WEIGHTED)	TRIP GENERATION (WEIGHTED)
ROCK CLIMBING GYM	434	1,000 SQ. FT.	1.40	0.068	1	1.64	0.123	1	2	16.96	0.10	1.70
MULTI-PURPOSE	435	1,000 SQ. FT.	0.00	0.068	0	3.58	0.123	3	3	14.55	0.15	2.18
TRAMPOLINE PARK	436	1,000 SQ. FT.	0.00	0.068	0	1.50	0.123	3	3	6.10	0.15	0.91
BOWLING ALLEY	437	1,000 SQ. FT.	0.81	0.068	1	1.16	0.123	5	6	10.67	0.30	3.20
ICE SKATING RINK	465	1,000 SQ. FT.	0.17	0.068	1	1.33	0.123	5	6	6.66	0.30	2.00
TOTAL				0.068	3		0.123	17	20		1.00	9.99

*Notes:* Multi-Purpose Commercial Recreation Trip Generation based on the AM and PM Peak of adjacent street traffic per 1,000 square feet (SQ. FT.) based on the 11th Edition of the ITE Trip Generation Manual due to the limited number of daily studies. The total number of studies (TS) conducted for the AM and PM Peaks are used to calculate a Trip Study Weight (TSW). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak factor and the PM Peak divided by the PM Peak factor. AM and PM Peak factors based on the 11th Edition ITE Trip Generation Manual Vehicle Time of Day Distribution for Vehicles for ITE Land Use Code 495 (Recreational Community Center). This was the only indoor recreational use with a reported daily trip distribution. The Trip Generation Weight (TGW) is calculated based on daily trips multiplied by Trip Study Weighting. The total trips per 1,000 SQ. FT. is the sum of the weighted Trip Generation (TGW). Bowling Alley Example: DT = ((0.81 / .068) + (1.16 / 0.123)) = 10.67; TSW = (6 / 20) = 0.30; TGW = (10.67 x 0.30) = 3.20. Multi-Purpose Commercial Recreation Trip Generation is the sum of (1.70 + 2.18 + 0.91 + 3.20 + 2.00) = 9.99.

HEALTH CLUB TRIP GENERATION												
ITE LAND USE	ITE LAND USE CODE	VARIABLE	AM PEAK (7 to 9)	AM PEAK FACTOR	AM NUMBER OF STUDIES	PM PEAK (4 to 6)	PM PEAK FACTOR	PM NUMBER OF STUDIES	TOTAL NUMBER OF STUDIES	CALCULATED DAILY	TRIP STUDIED (WEIGHTED)	TRIP GENERATION (WEIGHTED)
HEALTH / FITNESS	492	1,000 SQ. FT.	1.31	0.068	6	3.45	0.123	8	14	23.66	0.74	17.43
ATHLETIC CLUB	493	1,000 SQ. FT.	3.16	0.068	2	6.29	0.123	3	5	48.80	0.26	12.84
TOTAL				0.068	8		0.123	11	19		1.00	30.27

*Notes:* Health Club Trip Generation based on the AM and PM Peak of adjacent street traffic per 1,000 square feet (SQ. FT.) based on the 11th Edition of the ITE Trip Generation Manual due to the limited number of daily studies. The total number of studies (TS) conducted for the AM and PM Peaks are used to calculate a Trip Study Weight (TSW). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak factor and the PM Peak divided by the PM Peak factor. AM and PM Peak factors based on the 11th Edition ITE Trip Generation Manual Vehicle Time of Day Distribution for Vehicles for ITE Land Use Code 495 (Recreational Community Center). This was the only indoor recreational use with a reported daily trip distribution. The Trip Generation Weight (TGW) is calculated based on daily trips multiplied by Trip Study Weighting. The total trips per 1,000 SQ. FT. is the sum of the weighted Trip Generation (TGW). Health / Fitness Example: DT = ((1.31 / .068) + (3.45 / 0.123)) = 23.66; TSW = (14 / 19) = 0.74; TGW = (23.66 x 0.74) = 17.43. Health Club Trip Generation is the sum of (17.43 + 12.84) = 30.27.

RECREATIONAL VEHICLE (RV) PARK TRIP GENERATION												
ITE LAND USE	ITE LAND USE CODE	VARIABLE	AM PEAK (7 to 9)	AM PEAK FACTOR	AM NUMBER OF STUDIES	PM PEAK (4 to 6)	PM PEAK FACTOR	PM NUMBER OF STUDIES	TOTAL NUMBER OF STUDIES	CALCULATED DAILY	TRIP STUDIED (WEIGHTED)	TRIP GENERATION (WEIGHTED)
RV PARK	416	LOT	0.21	0.066	4	0.27	0.071	6	10	3.49	1.00	3.49
TOTAL					4			6	10		1.00	3.49
<b>Notes:</b> Recreational Vehicle Trip Generation based on the AM and PM Peak of adjacent street traffic per room based on the 11th Edition of the ITE Trip Generation Manual due to the limited number of daily studies. The total number of studies (TS) conducted for the AM and PM Peaks are used to calculate a Trip Study Weight (TSW). The Daily Trips (DT) generation is based on the												

number of daily studies. The total number of studies (TS) conducted for the AM and PM Peaks are used to calculate a Trip Study Weight (TSW). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the PM Peak divided by the PM Peak factor. AM and PM Peak factors based on the 11th Edition ITE Trip Generation Manual Vehicle Time of Day Distribution for Vehicles. The Trip Generation Weight (TGW) is calculated based on daily trips multiplied by Trip Study Weighting. The total trips per room is the sum of the weighted Trip Generation (TGW). RV Park Example: DT = ((0.21 / .066) + (0.27 / 0.071)) = 3.49; TSW = (10 / 10) = 1.00; TGW =  $(3.49 \times 1.00) = 3.49$ .

OVERNIGHT LODGING TRIP GENERATION												
ITE LAND USE	ITE LAND USE CODE	VARIABLE	AM PEAK (7 to 9)	AM PEAK FACTOR	AM NUMBER OF STUDIES	PM PEAK (4 to 6)	PM PEAK FACTOR	PM NUMBER OF STUDIES	TOTAL NUMBER OF STUDIES (NS)	CALCULATED DAILY	TRIP STUDIED (WEIGHTED)	TRIP GENERATION (WEIGHTED)
HOTEL	310	ROOM	0.46	0.053	28	0.59	0.077	31	59	8.17	0.30	2.46
ALL SUITES HOTEL	311	ROOM	0.34	0.052	9	0.36	0.077	10	19	5.61	0.10	0.54
BUSINESS HOTEL	312	ROOM	0.36	0.071	17	0.31	0.069	24	41	4.78	0.21	1.00
MOTEL	320	ROOM	0.35	0.066	15	0.36	0.071	20	35	5.19	0.18	0.93
RESORT HOTEL	330	ROOM	0.32	0.050	6	0.41	0.050	9	15	7.30	0.08	0.56
TIMESHARE	265	ROOM	0.40	0.060	14	0.63	0.060	13	27	8.58	0.14	1.18
TOTAL					89			107	196		1.00	6.67

**Notes:** Overnight Lodging Trip Generation based on the AM and PM Peak of adjacent street traffic per room based on the 11th Edition of the ITE Trip Generation Manual due to the limited number of daily studies. The total number of studies (TS) conducted for the AM and PM Peaks are used to calculate a Trip Study Weight (TSW). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak factor and the PM Peak divided by the PM Peak factor. AM and PM Peak factors based on the 11th Edition ITE Trip Generation Manual Vehicle Time of Day Distribution for Vehicles. The Trip Generation Weight (TGW) is calculated based on daily trips multiplied by Trip Study Weighting. The total trips per room is the sum of the weighted Trip Generation (TGW). Hotel Example: DT = ((0.46 / .053) + (0.59 / 0.077)) = 8.17; TSW = (59 / 196) = 0.30; TGW = (8.17 x 0.30) = 2.46. Hotel Trip Generation: Sum (2.46 + 0.54 + 1.00 + 0.93 + 0.56 + 1.18) = 6.67. **Average values in the last row are shown in italics for informational purposes only.** 

COMMUNITY SERVING TRIP GENERATION												
ITE LAND USE	ITE LAND USE CODE	VARIABLE	AM PEAK (7 to 9)	AM PEAK FACTOR	AM NUMBER OF STUDIES	PM PEAK (4 to 6)	PM PEAK FACTOR	PM NUMBER OF STUDIES	TOTAL NUMBER OF STUDIES (TS)	CALCULATED DAILY TRIPS (TG)	TRIP STUDIED (WEIGHTED) (TSW)	TRIP GENERATION (WEIGHTED) (TGW)
COMMUNITY CENTER	495	1,000 SQ. FT.	1.91	0.068	12	2.5	0.123	15	27	24.21	0.93	22.54
MUSEUM	580	1,000 SQ. FT.	0.28	0.070	1	0.18	0.07	1	2	3.29	0.07	0.23
TOTAL					13			16	29		1.00	22.76

**Notes:** Community Serving Trip Generation based on the AM and PM Peak of adjacent street traffic per room based on the 11th Edition of the ITE Trip Generation Manual due to the limited number of daily studies. The total number of studies (TS) conducted for the AM and PM Peaks are used to calculate a Trip Study Weight (TSW). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak factor. AM and PM Peak factors based on a peak to daily factor of 0.07. The Trip Generation Weight (TGw) is calculated based on daily trips multiplied by Trip Study Weight (TSw). The total trips per room is the sum of the weighted Trip Generation (TGw). Community Center Example: = ((1.91 / .0068) + (2.50 / 0.123)) = 24.21; TSw = (27 / 29) = 0.93; TGw = (24.21 x 0.93) = 22.54. Community Serving Trip Generation is the sum of the weighted trip generation (22.54 + 0.23) = 22.76.

	OFFICE TRIP GENERATION												
USE	ITE	VARIABLE	DAILY TRIPS (DT)	NUMBER OF STUDIES (TS)	WEIGHTED TRIP STUDY (TSw)	WEIGHTED TRIP GENERATION (TGw)							
HOSPITAL	610	1,000 SQ. FT.	10.77	7	0.04	0.44							
OFFICE	710	1,000 SQ. FT.	10.84	59	0.34	3.72							
SMALL OFFICE	712	1,000 SQ. FT.	14.39	21	0.12	1.76							
CORPORATE HEADQUATERS	714	1,000 SQ. FT.	7.95	7	0.04	0.32							
SINGLE TENANT	715	1,000 SQ. FT.	13.07	12	0.07	0.91							
MEDICAL OFFICE	720	1,000 SQ. FT.	36.00	18	0.10	3.77							
OFFICE PARK	750	1,000 SQ. FT.	11.07	10	0.06	0.64							
RESEARCH & DEVELOPMENT	760	1,000 SQ. FT.	11.08	22	0.13	1.42							
BUSINESS PARK	770	1,000 SQ. FT.	12.44	16	0.09	1.16							
TOTAL				172	1.00	14.13							

**Notes:** Office Trip Generation based on Daily Weekday Trip Generation per 1,000 squate feet (SQ. FT.) based on the 11th Edition of the ITE Trip Generation Manual. The total number of studies (TS) conducted are used to calculate a Weighted Trip Study (TSw). The Daily Trips (DT) generation is based on ITE Trip Generation Manual 11th edition. The Weighted Trip Generation (TGw) is calculated based on Daily Trips (DT) multiplied by the Weighted Trip Study (TSw). The total trips per 1,000 SQ. FT. is the sum of the Weighted Trip Generation (TGw). Office Example: TSw = (59 / 172) = 0.38; TGw =  $(10.84 \times 0.34) = 3.72$ . Office Trip Generation is the sum of (0.49 + 3.72 + 1.76 + 0.32 + 0.91 + 3.77 + 0.64 + 1.42 + 1.16) = 14.13.
MULTI-TENANT RETAIL CENTER TRIP GENERATION												
USE	ITE LAND USE CODE	UNIT OF MEASURE	DAILY TRIPS (DT)	NUMBER OF STUDIES (TS)	WEIGHTED TRIP STUDY (TSw)	WEIGHTED TRIP GENERATION (TGw)						
MULTI-TENANT GREATER THAN 150K	820	1,000 SQ. FT.	37.01	108	0.91	33.59						
MULTI-TENANT 40K to 150K WITHOUT SUPERMARKET	821	1,000 SQ. FT.	67.52	7	0.06	3.97						
MULTI-TENANT UNDER 40K	822	1,000 SQ. FT.	54.45	4	0.03	1.83						
TOTAL		1,000 SQ. FT.	52.99	119	1.00	39.39						

*Notes:* Multi-Tenant Retail Trip Generation based on Daily Weekday Trip (DT) Generation per 1,000 square feet (SQ. FT.) based on the 11th Edition of the ITE Trip Generation Manual. The simple average for daily trips is for information purposes only to illustrate the difference compared to weighted trips. The total number of studies (TS) conducted are used to calculate a Weighted Trip Study (TSw). The Weighted Trip Generation (TGw) is calculated based on Daily Trips (DT) multiplied by the Weighted Trip Study (TSw). The total trips per 1,000 SQ. FT. is the sum of the Weighted Trip Generation (TGw). Multi-Tenant greater than 150K Example: TSw = (108 / 119) = 0.91; TGw = (37.01 x 0.91) = 33.59. Retail Trip Generation is the sum of (33.59 + 3.97 + 1.83) = 39.39. *Average values in the last row are shown in italics for informational purposes only.* 

PHARMACY & DISPENSERY TRIP GENERATION												
USE	ITE LAND USE CODE	UNIT OF MEASURE	DAILY TRIPS (DT)	NUMBER OF STUDIES (TS)	WEIGHTED TRIP STUDY (TSw)	WEIGHTED TRIP GENERATION (TGw)						
PHARMACY WITH DRIVE-THRU 880 1,000 SQ. FT. 90.08 6 0.21 18.												
PHARMACY WITH DRIVE-THRU   881   1,000 SQ. FT.   108.4   16   0.55												
MARJUANA DISPENSARY	882	1,000 SQ. FT.	211.12	7	0.24	50.96						
TOTAL		1,000 SQ. FT.	136.53	29	1.00	129.40						
<i>Notes: Pharmacy &amp; Dispensery</i> Trip Generation based on Daily Weekday Trip (DT) Generation per 1,000 square feet (SQ. FT.) based on the 11th Edition of the ITE Trip Generation Manual. The simple average for daily trips is for information purposes only to illustrate the differance compared to weighted trips. The total number of studies (TS) conducted are used to calculate a Weighted Trip Study (TSw). The Weighted Trip Generation (TGw) is calculated based on Daily Trips (DT) multiplied by the Weighted Trip Study (TSw). The total trips per 1,000 SQ. FT. is the sum of the Weighted Trip Generation (TGw). Pharmacy with Drive-Thru Example: TSw = (16 / 29) = 0.55; TGw = (108.40 x 0.55) = 59.81. Pharmacy with Drive-Thru Trip Generation is the sum of (18.64 + 59.81 + 50.96) = 129.40.												

PHARMACY DRIVE-THRU TRIP GENERATION													
ITE LAND USE	ITE LAND USE CODE	VARIABLE	AM PEAK (7 to 9)	AM PEAK FACTOR	AM NUMBER OF STUDIES	PM PEAK (4 to 6)	PM PEAK FACTOR	PM NUMBER OF STUDIES	TOTAL NUMBER OF STUDIES (TS)	CALCULATED DAILY TRIPS (DT)	WEIGHTED TRIP STUDY (TSw)	WEIGHTED TRIP GENERATION (TGw)	
PHARMACY WITH-OUT DRIVE-THRU   880   1,000 SQ. FT.   2.94   0.033   7   8.51   0.094   13   20   89.81   0.25													
PHARMACY WITH DRIVE-THRU   881   1,000 SQ. FT.   3.74   0.033   21   10.25   0.094   39   60   111.19   0.75												83.39	
TOTAL		1,000 SQ. FT.	3.34	0.033	28	9.38	0.094	52	80	100.50	1.00	105.84	
NET TRIP GENERATION BASED ON PHARMACY W/ DRIVE-THRU (DT) N	NINUS PHARM	IACY W/O DRIVE-TH	IRU (DT) TIM	ES AVERAGE	PHARMACY SQ.	FT. PER 1,000	): (111.19 - 8	9.81 = 21.38); (13	3,000 / 1,000 = 1	3); (21.38 x 13	= 277.89)	277.89	
NET TRIP GENERATION BASED ON AVERAGE OF TWO DRIVE-THRU LANES PER PHARMACY: (277.89 / 2) = 138.95											138.95		
<b>Notes:</b> Drive-Thru Trip Generation based on the AM and PM Peak of adjacent street traffic per 1000 Sq Ft based on the 11th Edition of the ITE Trip Generation Manual due to the limited number of daily studies. The total number of studies (TS) co for the AM and PM Peaks are used to calculate a Weighted Trip Study (TSW). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak factor and the PM Peak divided by the PM Peak factor. AM and PM Peak here detected to the the 11th Feaks are used to calculate a Weighted Trip (DP). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak factor and the PM Peak factor. AM and PM Peak here detected the 11th Feaks are used to calculate a Weighted Trip (DP). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak factor. AM and PM Peak here detected the 11th Feaks are used to calculate a Weighted Trip (DP). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak factor and the PM Peak factor. AM and PM Peak here detected the 11th Feaks are used to calculate a Weighted Trip (DP). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak factor and the PM Peak factor. AM and PM Peak here detected the 11th Feaks are used to calculate a Weighted Trips (DT) generation is based on the average of the AM Peak factor. AM and PM Peak here detected the 11th Feaks are used to calculate a Weighted Trips (DT) generation is based on the average of the AM Peak factor and the PM Peak factor. AM and PM Peak here detected the 11th Feaks are used to calculate a Weighted Trips (DT) generation is based on the average of the AM Peak factor and the PM Peak factor and t											(TS) conducted M Peak factors		

Note: Drive information of the AM and PM Peak of adjacent transfer transfer bet added on the 11th Edition of the PM Peak divided by the AM Peak of adjacents (FS) conducted for the AM and PM Peaks are used to calculate a Weighted Trip Study (TSw). The Daily Trips (DT) generation is based on the 11th Edition of the AM Peak divided by the AM Peak divided by the PM Peak factor. AM and PM Peak factors based on the 11th Edition of the AM and PM Peaks are used to calculate a Weighted Trip Study (TSw). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak divided by the PM Peak divided by the PM Peak factor. AM and PM Peak factors based on the 11th Edition ITE Trip Generation Manual Veice Trime of Day Distribution for Vehicles. The Peak to Daily conversion is as follows: DT = ((3.74 / .033) + (10.25 / 0.094)) = 111.19. A trip generation per drive-thru was then calculated for pharmacies based on AM and PM peak hour trip generation for a pharmacy with and with-out a drive-thru was then calculated for a typically size pharmacy of 13,000 sq. feet. The net trip generation for a pharmacy drive-thru was then divided by two, to reflect that during the time trip generation data was collected, pharmacies typically had two drive-thru lanes. Average values in the last row are shown in italies for informational purposes only.

GENERAL RETAIL TRIP GENERATION												
USE	ITE LAND USE CODE	UNIT OF MEASURE	DAILY TRIPS (DT)	NUMBER OF STUDIES (TS)	WEIGHTED TRIP STUDY (TSw)	WEIGHTED TRIP GENERATION (TGw)						
VARIETY STORE	814	1,000 SQ. FT.	63.66	29	0.58	36.92						
FREE STANDING DISCOUNT STORE	815	1,000 SQ. FT.	53.87	21	0.42	22.63						
TOTAL		1,000 SQ. FT.	58.77	50	1.00	59.55						

**Notes:** General Retail Trip Generation based on Daily Weekday Trip (DT) Generation per 1,000 square feet (SQ. FT.) based on the 11th Edition of the ITE Trip Generation Manual. The simple average for daily trips is for information purposes only to illustrate the difference compared to weighted trips. The total number of studies (TS) conducted are used to calculate a Weighted Trip Study (TSw). The Weighted Trip Generation (TGw) is calculated based on Daily Trips (DT) multiplied by the Weighted Trip Study (TSw). The total trips per 1,000 SQ. FT. is the sum of the Weighted Trip Generation (TGw). Variety Store Example: TSw = (29 / 50) = 0.58; TGw = (63.66 x 0.58) = 36.92. Retail Trip Generation is the sum of (36.92 + 22.63) = 59.55. **Average values in the last row are shown in italics for informational purposes only.** 

SUPERMARKET TRIP GENERATION													
ITE LAND USE	ITE LAND USE CODE	VARIABLE	AM PEAK (7 to 9)	AM PEAK FACTOR	AM NUMBER OF STUDIES	PM PEAK (4 to 6)	PM PEAK FACTOR	PM NUMBER OF STUDIES	TOTAL NUMBER OF STUDIES (TS)	CALCULATED DAILY TRIPS (DT)	WEIGHTED TRIP STUDY (TSw)	WEIGHTED TRIP GENERATION (TGw)	
MULTI-TENANT 40K to 150K WITH SUPERMARKET	821	1,000 SQ. FT.	3.53	0.033	16	9.03	0.08	51	67	109.92	0.33	35.93	
SUPERMARKET	850	1,000 SQ. FT.	2.86	0.038	34	8.95	0.097	104	138	83.77	0.67	56.39	
TOTAL					50			155	205		1.00	92.31	

*Notes:* Supermarket Trip Generation based on the AM and PM Peak of adjacent street traffic per 1000 Sq. Ft based on the 11th Edition of the ITE Trip Generation Manual due to the limited number of daily studies. The total number of studies (TS) conducted for the AM and PM Peaks are used to calculate a Weighted Trip Study (TSw). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak factor and the PM Peak divided by the PM Peak factor. AM and PM Peak factors based on the 11th Edition ITE Trip Generation Manual Vehicle Time of Day Distribution for Vehicles for ITE Land Use Codes 821, 850 and 899. The Weighted Trip Generation Weight (TGw) is calculated based on Daily Trips multiplied by Weighted Trip Study. The total trips per 1000 Sq. Ft is the sum of the Weighted Trip Generation (WTG). Multi-Tenant 40k to 150K with Supermarket Example: DT = ((3.53/ 0.033) + (9.03/ 0.08)) = 109.92; TSw = (67/ 205) = 0.33; TGw = (109.92 x 0.33) = 35.93. Supermarket Trip Generation per 1000 Sq. ft is the sum of (35.93 + 56.39) = 92.31.

Average values in the last row are shown in italics for informational purposes only.

SIT DOWN TABLE SERVICE RESTAURANT TRIP GENERATION												
USE	ITE LAND USE CODE	UNIT OF MEASURE	CALCULATED DAILY TRIPS (DT)	TOTAL NUMBER OF STUDIES (TS)	WEIGHTED TRIP STUDY (TSw)	WEIGHTED TRIP GENERATION (TGw)						
FINE DINING RESTAURANT	931	1,000 SQ. FT.	83.84	10	0.17	13.97						
HIGH TURN OVER RESTAURANT	932	1,000 SQ. FT.	107.20	50	0.83	89.33						
TOTAL				60	1.00	103.31						

*Notes:* Sit Down Restaurant Trip Generation based on Daily Weekday Trip (DT) Generation per 1,000 square feet (SQ. FT.) based on the 11th Edition of the ITE Trip Generation Manual. The simple average for daily trips is for information purposes only to illustrate the difference compared to weighted trips. The total number of studies (TS) conducted are used to calculate a Weighted Trip Study (TSw). The Weighted Trip Generation (TGw) is calculated based on Daily Trips (DT) multiplied by the Weighted Trip Study (TSw). The total trips per 1,000 SQ. FT. is the sum of the Weighted Trip Generation (TGw). Fine Dining Restaurant Example: TSw = (10 / 79) = 0.13; TGw =  $(83.84 \times 0.13) = 10.61$ . Sit Down Restaurant Trip Generation is the sum of (10.61 + 67.85 + 2.91 + 1.56 + 10.99) = 93.92.

FAST FOOD RESTAURANT TRIP GENERATION													
ITE LAND USE	ITE LAND USE CODE	VARIABLE	AM PEAK (7 to 9)	AM PEAK FACTOR	AM NUMBER OF STUDIES	PM PEAK (4 to 6)	PM PEAK FACTOR	PM NUMBER OF STUDIES	TOTAL NUMBER OF STUDIES (TS)	CALCULATED DAILY TRIPS (DT)	WEIGHTED TRIP STUDY (TSw)	WEIGHTED TRIP GENERATION (TGw)	
FAST CASUAL RESTAURANT	930	1,000 SQ. FT.	1.43	0.015	1	12.55	0.074	15	16	132.46	0.03	4.53	
FAST FOOD WITHOUT DRIVE-THRU	933	1,000 SQ. FT.	43.18	0.019	3	33.21	0.064	8	11	1395.77	0.02	32.81	
FAST FOOD WITH DRIVE-THRU	934	1,000 SQ. FT.	44.61	0.035	96	33.03	0.067	190	286	883.78	0.61	540.09	
COFFEE DONUT WITHOUT DRIVE-THRU	936	1,000 SQ. FT.	93.08	0.1	25	32.29	0.044	16	41	832.33	0.09	72.92	
COFFEE DONUT WITH DRIVE-THRU	937	1,000 SQ. FT.	85.88	0.1	78	38.99	0.044	36	114	872.47	0.24	212.52	
TOTAL		1,000 SQ. FT.	53.64	0.054	203	30.01	0.059	265	468	823.36	1.00	862.86	
NET TRIP GENERATION (BASED ON TGW PER 1,000 SQ. FT. MINUS TGW PER DRIVE-THRU: (862-86 - 507.99) = 354.87												354.87	

*Notes:* Fast Food Restaurant Trip Generation based on the AM and PM Peak of adjacent street traffic per 1000 Sq Ft based on the 11th Edition of the ITE Trip Generation Manual due to the limited number of daily studies. The total number of studies (TS) conducted for the AM and PM Peaks are used to calculate a Weighted Trip Study (TSw). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak factor and the PM Peak divided by the PM Peak factors based on the 11th Edition ITE Trip Generation Manual Vehicle Time of Day Distribution for Vehicles for ITE Land Use Codes 930, 933, 934, 936 and 937. The Weighted Trip Generation Weight (TGw) is calculated based on Daily Trips multiplied by Weighted Trip Study. The total trips per 1000 Sq. Ft is the sum of the Weighted Trip Generation (WTG). Fast Casual Restaurant Example: DT = ((1.43/.015) + (12.55/0.074)) = 132.46; TSw = (16/468) = 0.03; TGw = (132.46 x 0.03) = 4.53. Fast Food Restaurant Trip Generation per 1000 Sq Ft is the sum of (4.53 + 32.81 + 540.09 + 72.92 + 212.52) = 862.86. The average trip generation associated with drive-thru lanes is 507.99 trips. **The net trip generation is equal to 862.86 minus 507.99 = 354.87**. *Average values in the last row are shown in italics for informational purposes only.* 

RESTAURANT DRIVE-THRU TRIP GENERATION													
ITE LAND USE	ITE LAND USE ITE LAND USE CODE VARIABLE AM PEAK (7 to 9) AM PEAK FACTOR OF STUDIES OF STUDIES PM PEAK (4 to 6) PM PEAK FACTOR OF STUDIES (5 TUDIES (5 TUDIES) (5 TUDI												
FAST FOOD WITH DRIVE-THRU NO INDOOR SEATING	935	PER DRIVE-THRU	43.00	0.035	1	59.50	0.067	6	7	1058.32	0.20	211.66	
COFFEE DONUT WITH DRIVE-THRU NO INDOOR SEATING	938	PER DRIVE-THRU	39.81	0.100	20	15.08	0.044	8	28	370.41	0.80	296.33	
TOTAL		PER DRIVE-THRU	41.41	0.07	21	37.29	0.06	14	35	714.36	1.00	507.99	

*Notes:* Restaurant Drive-Thru Trip Generation based on the AM and PM Peak of adjacent street traffic per 1000 Sq Ft based on the 11th Edition of the ITE Trip Generation Manual due to the limited number of daily studies. The total number of studies (TS) conducted for the AM and PM Peaks are used to calculate a Weighted Trip Study (TSw). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak factor and the PM Peak divided by the PM Peak factor. AM and PM Peak factors based on the 11th Edition ITE Trip Generation Manual Vehicle Time of Day Distribution for Vehicles for ITE Land Use Codes 934 and 937. The Weighted Trip Generation Weight (TGw) is calculated based on Daily Trips multiplied by Weighted Trip Study. The total trips per drive-thru is the sum of the Weighted Trip Generation (WTG). Fast Food with Drive-Thru Example: DT = ((43.00 / .035) + (59.50 / 0.067)) = 1058.32; TSw = (7 / 35) = 0.20; TGw = (1058.32 x 0.20) = 211.66. Restaurant Drive-Thru Trip Generation per lane is the sum of (211.66 + 296.33) = 507.99. *Average values in the last row are shown in italics for informational purposes only.* 

DISCOUNT SUPERSTORE TRIP GENERATION												
USE	ITE LAND USE CODE	UNIT OF MEASURE	DAILY TRIPS (DT)	NUMBER OF STUDIES (TS)	WEIGHTED TRIP STUDY (TSw)	WEIGHTED TRIP GENERATION (TGw)						
FREE STANDING DISCOUNT SUPERSTORE	813	1,000 SQ. FT.	50.52	72	0.78	39.54						
DISCOUNT CLUB	857	1,000 SQ. FT.	42.46	20	0.22	9.23						
TOTAL		1,000 SQ. FT.	46.49	92	1.00	48.77						

*Notes:* Discount Superstore Trip Generation based on Daily Weekday Trip (DT) Generation per 1,000 square feet (SQ. FT.) based on the 11th Edition of the ITE Trip Generation Manual. The simple average for daily trips is for information purposes only to illustrate the difference compared to weighted trips. The total number of studies (TS) conducted are used to calculate a Weighted Trip Study (TSw). The Weighted Trip Generation (TGw) is calculated based on Daily Trips (DT) multiplied by the Weighted Trip Study (TSw). The total trips per 1,000 SQ. FT. is the sum of the Weighted Trip Generation (TGw). Discount Superstore Example: TSw = (72 / 92) = 0.78; TGw = (50.52 x 0.78) = 39.54. Discount Superstore Trip Generation is the sum of (39.54 + 9.23) = 48.77. *Average values in the last row are shown in italics for informational purposes only.* 

HOME IMPROVEMENT TRIP GENERATION												
USE	ITE LAND USE CODE	UNIT OF MEASURE	DAILY TRIPS (DT)	NUMBER OF STUDIES (TS)	WEIGHTED TRIP STUDY (TSw)	WEIGHTED TRIP GENERATION (TGw)						
BUILDING MATERIALS & LUMBER	812	1,000 SQ. FT.	17.05	13	0.28	4.82						
HARDWARE / PAINT STORE	816	1,000 SQ. FT.	8.07	4	0.09	0.70						
NURSERY GARDEN CENTER	817	1,000 SQ. FT.	68.10	10	0.22	14.80						
HOME IMPROVEMENT	862	1,000 SQ. FT.	30.74	19	0.41	12.70						
TOTAL		1,000 SQ. FT.	30.99	46	1.00	33.02						

**Notes:** Home Improvement Trip Generation based on Daily Weekday Trip (DT) Generation per 1,000 square feet (SQ. FT.) based on the 11th Edition of the ITE Trip Generation Manual. The simple average for daily trips is for information purposes only to illustrate the difference compared to weighted trips. The total number of studies (TS) conducted are used to calculate a Weighted Trip Study (TSw). The Weighted Trip Generation (TGw) is calculated based on Daily Trips (DT) multiplied by the Weighted Trip Study (TSw). The total trips per 1,000 SQ. FT. is the sum of the Weighted Trip Generation (TGw). Home Improvement Example: TSw = (19 / 46) = 0.07; TGw = (63.66 x 0.07) = 4.39. Home Improvement Trip Generation is the sum of (4.82 + 0.70 + 14.80 + 12.70) = 33.02. *Average values in the last row are shown in italics for informational purposes only.* 

NURSERY TRIP GENERATION													
ITE LAND USE	ITE LAND USE CODE	VARIABLE	AM PEAK (7 to 9)	AM PEAK FACTOR	AM NUMBER OF STUDIES	PM PEAK (4 to 6)	PM PEAK FACTOR	PM NUMBER OF STUDIES	TOTAL NUMBER OF STUDIES (TS)	CALCULATED DAILY TRIPS (DT)	TRIP STUDIED (WEIGHTED) (TSW)	TRIP GENERATION (WEIGHTED) (TGW)	
NURSERY RETAIL	817	ACRES	2.82	0.089	11	8.06	0.089	11	22	61.12	0.667	40.75	
NURSERY WHOLESALE	818	ACRES	2.41	0.089	6	5.24	0.089	5	11	42.98	0.333	14.33	
TOTAL					17			16	33		1.000	55.07	

*Notes:* Nursery Trip Generation based on the AM and PM Peak of adjacent street traffic per room based on the 11th Edition of the ITE Trip Generation Manual due to the limited number of daily studies. The total number of studies (TS) conducted for the AM and PM Peaks are used to calculate a Trip Study Weight (TSW). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak factor and the PM Peak divided by the PM Peak factor. AM and PM Peak factors based on the 11th Edition ITE Trip Generation Manual Vehicle Time of Day Distribution for Building Materials & Lumber Store. The Trip Generation Weight (TGW) is calculated based on daily trips multiplied by Trip Study Weighting. The total trips per acre is the sum of the weighted Trip Generation (TGW). Nursery Wholesale Example: DT = ((0.241 / .089) + (5.24 / 0.089)) = 42.98; TSW = (11 / 33) = 0.333; TGW = (42.98 x 0.333) = 14.33. Nursery Trip Generation: Sum (40.75 + 14.33) = 55.07.

BANK DRIVE THRU TRIP GENERATION												
ITE LAND USE	ITE LAND USE CODE	VARIABLE	AM PEAK (7 to 9)	AM PEAK FACTOR	AM NUMBER OF STUDIES	PM PEAK (4 to 6)	PM PEAK FACTOR	PM NUMBER OF STUDIES	TOTAL NUMBER OF STUDIES	CALCULATED DAILY TRIPS (TG)	TRIP STUDIED (WEIGHTED)	TRIP GENERATION (WEIGHTED)
BANK	912	1,000 SF	9.95	0.063	44	21.01	0.102	114	158	181.96	0.52	94.88
BANK	912	DRIVE-THRU	8.54	0.063	36	27.07	0.102	109	145	200.47	0.48	95.94
TOTAL / AVERAGE			9.25	0.063	80	24.04	0.102	223	303	191.22	1.00	190.82
ITE LAND USE	ITE LAND USE CODE	VARIABLE	WEIGHTED AM PEAK (7 to 9)	WEIGHTED AM PEAK FACTOR	WEIGHTED AM NUMBER OF STUDIES	WEIGHTED PM PEAK (4 to 6)	WEIGHTED PM PEAK FACTOR	WEIGHTED PM NUMBER OF STUDIES	TOTAL NUMBER OF STUDIES	WEIGHTED PEAK HOUR TRIPS	WEIGHTED PEAK HOUR FACTOR	WEIGHTED DAILY TRIPS (DT)
BANK	912	1,000 SF	2.77	0.018	0.28	15.16	0.074	0.72	158	17.93	0.09	196.73
BANK	912	DRIVE-THRU	2.12	0.016	0.25	20.35	0.077	0.75	145	22.47	0.09	243.39
NET TRIP GENERATION TGW PER BANK DRIVE-THRU MINUS TGW FOR HIGH-IMPACT RETAIL (PER 1,000 SQ. FT.) (243.39 - 14.13) = 229.26											229.26	

*Notes:* Bank Drive-Thru Trip Generation based on the AM and PM Peak of adjacent street traffic per room based on the 11th Edition of the ITE Trip Generation Manual due to the limited number of daily studies. The total number of studies (TS) conducted for the AM and PM Peaks are used to calculate a Trip Study Weight (TSW). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak factor and the PM Peak divided by the PM Peak factor. Peak factors based on the 11th Edition ITE Trip Generation Manual Vehicle Time of Day Distribution for Vehicles for ITE Land Use Codes 912. The Trip Generation Weight (TGW) is calculated based on daily trips multiplied by Trip Study Weight (TSW). The total trips is the sum of the weighted Trip Generation (TGW). The trip generation per drive-thru is based on the weighted daily trips per drive-thru of 243.39 minus the daily trips per 1,000 sq. ft. for Office of 14.13 for a net trip generation of 229.26 (243.39 - 14.13 = 229.26). The mobility fee for the square footage of the Bank building is based on the trip generation for Bank and Financial Service land uses.

VEHICLE & BOAT SALES TRIP GENERATION												
ITE LAND USE	ITE LAND USE CODE	VARIABLE	AM PEAK (7 to 9)	AM PEAK FACTOR	AM NUMBER OF STUDIES	PM PEAK (4 to 6)	PM PEAK FACTOR	PM NUMBER OF STUDIES	TOTAL NUMBER OF STUDIES (TS)	CALCULATED DAILY TRIPS (DT)	WEIGHTED TRIP STUDY (TSw)	WEIGHTED TRIP GENERATION (TGw)
AUTO SALES NEW	840	1,000 SQ. FT.	1.86	0.083	35	2.42	0.082	50	85	25.96	0.71	18.54
AUTO SALES USED	841	1,000 SQ. FT.	2.13	0.05	8	3.75	0.11	14	22	38.35	0.18	7.09
RECREATIONAL VEHICLE SALES	842	1,000 SQ. FT.	0.46	0.063	5	0.77	0.10	7	12	7.50	0.10	0.76
TOTAL		1,000 SQ. FT.	1.48	0.065	48	2.31	0.097	71	119	23.24	1.00	26.39

**Notes:** Motor Vehicle of Boat Sales Trip Generation based on the AM and PM Peak of adjacent street traffic per Service Bay based on the 11th Edition of the ITE Trip Generation Manual due to the limited number of daily studies. The total number of studies (TS) conducted for the AM and PM Peaks are used to calculate a Weighted Trip Study (TSw). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak factor. AM and PM Peak factors based on the 11th Edition ITE Trip Generation Manual Vehicle Time of Day Distribution for Vehicles for ITE Land Use Codes 840 and 841. The Weighted Trip Generation Weight (TGw) is calculated based on Daily Trips multiplied by Weighted Trip Study. The total trips per 1,000 square feet is the sum of the Weighted Trip Generation (WTG). Auto Sales New example: DT = ((1.86 / .083) + (2.42 / .0.082)) = 25.96; TSw = (85 / 119) = 0.71; TGw = (25.96 x 0.71) = 18.54. Motor Vehicle or Boat Sales Trip Generation per 1,000 sq. ft. is the sum of (18.54 + 7.09 + 0.76) = 26.39. Average values in the last row are shown in italics for informational purposes only.

VEHICLE & BOAT SERVICE TRIP GENERATION													
ITE LAND USE	ITE LAND USE CODE	VARIABLE	AM PEAK (7 to 9)	AM PEAK FACTOR	AM NUMBER OF STUDIES	PM PEAK (4 to 6)	PM PEAK FACTOR	PM NUMBER OF STUDIES	TOTAL NUMBER OF STUDIES (TS)	CALCULATED DAILY TRIPS (DT)	WEIGHTED TRIP STUDY (TSw)	WEIGHTED TRIP GENERATION (TGw)	
AUTO PARTS SALES	843	1,000 SQ. FT.	2.51	0.052	14	4.90	0.089	16	30	51.66	0.18	9.39	
TIRE STORE	848	1,000 SQ. FT.	2.61	0.066	22	3.75	0.091	25	47	40.38	0.28	11.50	
TIRE SUPERSTORE	849	1,000 SQ. FT.	1.34	0.066	11	2.11	0.091	12	23	21.74	0.14	3.03	
AUTOMOBILE CARE CENTER	942	1,000 SQ. FT.	2.25	0.098	6	3.11	0.102	6	12	26.72	0.07	1.94	
AUTO PARTS AND SERVICE CENTER	943	1,000 SQ. FT.	1.91	0.098	26	2.06	0.102	27	53	19.84	0.32	6.37	
TOTAL		1,000 SQ. FT.	2.12	0.076	79	3.19	0.095	86	165	30.74	1.00	32.24	

**Notes:** Motor Vehicle Service Trip Generation based on the AM and PM Peak of adjacent street traffic per Service Bay based on the 11th Edition of the ITE Trip Generation Manual due to the limited number of daily studies. The total number of studies (TS) conducted for the AM and PM Peaks are used to calculate a Weighted Trip Study (TSw). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak factor and the PM Peak divided by the PM Peak factor. AM and PM Peak factors based on the 11th Edition ITE Trip Generation Manual Vehicle Time of Day Distribution for Vehicles for ITE Land Use Codes 848 and 941. The Weighted Trip Generation Weight (TGw) is calculated based on Daily Trips multiplied by Weighted Trip Study. The total trips per Service Bay is the sum of the Weighted Trip Generation (WTG). Tire Store Example: DT = ((2.10 / .066) + (3.42 / 0.091)) = 34.70; TSw = (19 / 55) = 0.35; TGw = (34.70 x 0.35) = 11.99. Motor Vehicle Service Trip Generation per bay is the sum of (11.99 + 13.65 + 7.83 + 0.68) = 34.15. **Average values in the last row are shown in italics for informational purposes only.** 

VEHICLE & BOAT CLEANING TRIP GENERATION												
ITE LAND USE	ITE LAND USE CODE	UNIT OF MEASURE	PM PEAK (4 to 6)	PM PEAK FACTOR	NUMBER OF STUDIES / UNITS	CALCULATED DAILY TRIPS (DT)	DAILY TRIPS PER 1,000 SQ. FT.	WEIGHTED TRIP STUDY (TSw)	WEIGHTED TRIP GENERATION (TGw)			
SELF SERVICE CAR WASH	947	STALL	5.54	0.087	6	63.68	206.95	0.60	124.17			
AUTOMATED CAR WASH	948	TUNNEL	77.50	0.087	3	890.80	356.32	0.30	106.90			
CAR WASH & DETAIL CENTER	949	STALL	13.60	0.087	1	156.32	312.64	0.10	31.26			
TOTAL					10			1.00	262.33			

*Notes:* Vehicle & Boat Trip Generation based on the PM Peak of adjacent street traffic per unit of measure based on the 11th Edition of the ITE Trip Generation Manual due to the limited number of daily studies. The total number of studies (TS) conducted for the PM Peak are used to calculate a Weighted Trip Study (TSw). The Daily Trips (DT) generation is based on the PM Peak divided by the PM Peak factor. PM Peak factors based on the 11th Edition ITE Trip Generation Manual Vehicle Time of Day Distribution for Vehicles for ITE Land Use Codes 949. The Weighted Trip Generation Weight (TGw) is calculated based on Daily Trips multiplied by Weighted Trip Study. The total trips is the sum of the Weighted Trip Generation (WTG). Self-Service Car Wash stall are typically 320 sq. ft. in size, thus to get a rate per 1,000 sq. ft., the DT is multiplied by 0.40. Car Wash & Detail Center Stalls are typically 500 sq. ft. in size, thus to get a rate per 1,000 sq. ft., the DT is multiplied by 0.40. Car Wash & Detail Center Stalls are typically 500 sq. ft. in size, thus to get a rate per 1,000 sq. ft., the DT is multiplied by 0.40. Car Wash & Detail Center Stalls are typically 500 sq. ft. in size, thus to get a rate per 1,000 sq. ft., the DT is multiplied by 2.0. Self-Service Car Wash Example: DT = ((5.54 / .087) = 63.68; DT per 1,000 = ((63.68 x 3.25) = 206.95; TSw = (6 / 10) = 0.60; TGw = (206.95 x 0.60) = 124.17. Vehicle & Boat Cleaning Trip Generation is the sum of (124.17 + 106.90 + 31.26) = 262.33.

CONVENIENCE STORE TRIP GENERATION												
USE	ITE LAND USE CODE	UNIT OF MEASURE	AM PEAK (7 to 9)	AM PEAK FACTOR	AM NUMBER OF STUDIES	PM PEAK (4 to 6)	PM PEAK FACTOR	PM NUMBER OF STUDIES	TOTAL NUMBER OF STUDIES (TS)	DAILY TRIPS (DT)	WEIGHTED TRIP STUDY (TSw)	WEIGHTED TRIP GENERATION (TGw)
CONVENIENCE STORE	851	1,000 SQ. FT.	62.54	0.062	39	49.11	0.060	39	78	913.60	0.23	205.96
CONVENIENCE STORE WITH GAS (2 TO 8 POSITIONS)	945	1,000 SQ. FT.	40.59	0.062	57	48.48	0.071	67	124	668.75	0.36	239.67
CONVENIENCE STORE WITH GAS (9 TO 15 POSITIONS)	945	1,000 SQ. FT.	56.52	0.065	34	54.52	0.068	39	73	835.65	0.21	176.31
CONVENIENCE STORE WITH GAS (16 TO 24 POSITIONS)	945	1,000 SQ. FT.	91.35	0.065	32	78.95	0.068	39	71	1283.21	0.21	263.32
TOTAL		1,000 SQ. FT.			162			184	346	925.30	1.00	885.25

*Notes:* Convenience Store Trip Generation based on Daily Weekday Trip (DT) Generation per 1,000 square feet (SQ. FT.) based on the 11th Edition of the ITE Trip Generation Manual. The simple average for daily trips is for information purposes only to illustrate the difference compared to weighted trips. The total number of studies (TS) conducted are used to calculate a Weighted Trip Study (TSw). The Weighted Trip Generation (TGw) is calculated based on Daily Trips (DT) multiplied by the Weighted Trip Study (TSw). The total trips per 1,000 SQ. FT. is the sum of the Weighted Trip Generation (TGw). Convenience Store Example: TSw = (78 / 348) = 0.23; TGw = (913.60 x 0.23) = 205.96. Convenience Store Trip Generation is the sum of (205.96 + 239.67 + 176.31 + 263.32) = 885.25.

VEHICLE FUELING TRIP GENERATION												
USE	ITE LAND USE CODE	UNIT OF MEASURE	AM PEAK (7 to 9)	AM PEAK FACTOR	AM NUMBER OF STUDIES	PM PEAK (4 to 6)	PM PEAK FACTOR	PM NUMBER OF STUDIES	TOTAL NUMBER OF STUDIES (TS)	DAILY TRIPS (DT)	WEIGHTED TRIP STUDY (TSw)	WEIGHTED TRIP GENERATION (TGw)
GASOLINE SERVICE STATION	944	PER FUEL POSITION	10.28	0.050	53	13.91	0.075	65	118	195.53	0.31	59.77
CONVENIENCE STORE WITH GAS (2-4K)	945	PER FUEL POSITION	16.06	0.062	76	18.42	0.071	93	169	259.23	0.44	113.50
CONVENIENCE STORE WITH GAS (4-5.5K)	945	PER FUEL POSITION	27.04	0.065	18	22.76	0.068	23	41	375.35	0.11	39.87
CONVENIENCE STORE WITH GAS (5.5-10K)	945	PER FUEL POSITION	31.60	0.065	29	26.90	0.068	29	58	440.87	0.15	66.24
TOTAL		PER FUEL POSITION	21.25	0.06	176	20.50	0.07	210	386	317.75	1.00	279.39

**Notes:** Motor Vehicle Fueling Trip Generation based on the AM and PM Peak of adjacent street traffic per the 11th Edition of the ITE Trip Generation Manual. The total number of studies (TS) conducted for the AM and PM Peaks are used to calculate a Weighted Trip Study (TSw). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak factor and the PM Peak divided by the PM Peak factors. AM and PM Peak factors based on the 11th Edition ITE Trip Generation Manual Vehicle Time of Day Distribution for Vehicles for applicable ITE Land Use Codes. The Weighted Trip Generation Weight (TGw) is calculated based on Daily Trips multiplied by Weighted Trip Study. The total trips per unit of measure is the sum of the Weighted Trip Generation (WTG). Gasoline Service Station Example: DT = ((10.28 / .050) + (13.91 / 0.075)) = 195.53; TSw = (118 / 386) = 0.31; TGw = (195.53 x 0.31) = 59.77. Motor Vehicle Fueling Trip Generation per 1,000 sq. ft. is the sum of (59.77 + 113.50 + 39.87 + 66.24) = 279.39. **Average values in the last row are shown in italics for informational purposes only.** 

	PERSONAL SERVICES TRIP GENERATION												
ITE LAND USE	ITE LAND USE CODE	VARIABLE	AM PEAK (7 to 9)	AM PEAK FACTOR	AM NUMBER OF STUDIES	PM PEAK (4 to 6)	PM PEAK FACTOR	PM NUMBER OF STUDIES	TOTAL NUMBER OF STUDIES (TS)	CALCULATED DAILY TRIPS (DT)	TRIP STUDIED (WEIGHTED) (TSW)	TRIP GENERATION (WEIGHTED) (TGW)	
HAIR SALON	918	1,000 SQ. FT.	1.21	0.087	1	1.45	0.089	1	2	15.10	0.222	3.36	
COPY, PRINT, EXPRESS	920	1,000 SQ. FT.	2.78	0.087	1	7.42	0.089	1	2	57.66	0.222	12.81	
OFFICE SUPPLY SUPERSTORE	867	1,000 SQ. FT.	0	0.089	0	2.77	0.089	5	5	31.12	0.556	17.29	
TOTAL					2			7	9		1.000	33.46	

**Notes:** Personal Services Trip Generation based on the AM and PM Peak of adjacent street traffic per room based on the 11th Edition of the ITE Trip Generation Manual due to the limited number of daily studies. The total number of studies (TS) conducted for the AM and PM Peaks are used to calculate a Trip Study Weight (TSW). The Daily Trips (DT) generation is based on the average of the AM Peak divided by the AM Peak factor and the PM Peak divided by the PM Peak factor. AM and PM Peak factors based on the 11th Edition ITE Trip Generation Manual Vehicle Time of Day Distribution for State DMV as an equivalent personal service / errand. The Trip Generation Weight (TGW) is calculated based on daily trips multiplied by Trip Study Weighting. The total trips per acre is the sum of the weighted Trip Generation (TGW). Hair Salon Example: DT = ((1.21 / .087) + (1.45 / 0.089)) = 15.10; TSW = (2 / 9) = 0.222; TGW = (15.10 \times 0.222) = 3.36. Personal Services Trip Generation: Sum (3.36 + 12.81 + 17.29) = 33.46.

# **APPENDIX H**

Vehicle Travel Demand per Land Use (VTDu)

Appendix H. Vehicle Travel Demand per Land Use (VTDu)	Unit of Measure (UM)	Trip Generation (TG)	% New Trips (NT)	Vehicle Trip Length (VTl)	Limited Access Evaluation Factor (LAEf)	Origin Destination Factor (ODf)	Vehicle Travel Demand (VTD) (2025)	Vehicle Travel Demand (VTD) (2018)	Vehicle Trip Length Code
Residential Use									
Single Family Detached / Mobile Home	Dwelling Unit	9.43	1.00	5.66	0.50	0.50	13.34	12.13	5
Vested Single Family Platted Lot	Dwelling Unit	7.31	1.00	4.49	0.50	0.50	8.21	6.64	1
Single Family Attached (includes Duplex, Townhomes, Villas, Condominiums)	Dwelling Unit	7.20	1.00	5.66	0.50	0.50	10.19	9.41	5
Vested Duplex Platted Lot	Dwelling Unit	5.91	1.00	4.49	0.50	0.50	6.63	5.15	1
Multi-Family Apartment	Dwelling Unit	6.01	1.00	5.66	0.50	0.50	8.50	6.99	5
Active Adult & Independent Living (55+) (Attached or Detached Units)	Dwelling Unit	4.48	1.00	5.66	0.50	0.50	6.34	5.13	5
Institutional Use									
Adult Congregate Living Facility	Bed	2.17	1.00	5.62	0.50	0.50	3.05	3.24	80
Cemetery	Acre	6.02	1.00	6.86	0.50	0.50	10.32	8.49	20
Day Care	1,000 sq. ft.	47.62	0.30	5.62	0.50	0.50	20.07	19.79	80
Places of Worship	1,000 sq. ft.	7.60	0.70	6.86	0.50	0.50	9.12	8.77	20
Private School (Pre K-12)	1,000 sq. ft.	10.90	0.50	5.54	0.50	0.50	7.55	9.52	85
Private College or University	1,000 sq. ft.	18.20	0.50	5.54	0.50	0.50	12.60	16.23	85
Industrial Use									
Manufacturing / Warehousing / Production	1,000 sq. ft.	5.31	0.80	6.52	0.50	0.50	6.92	6.85	10
Retail Fulfillment / Distribution	1,000 sq. ft.	7.73	0.90	6.52	0.50	0.50	11.34	13.19	10
Mini-Warehouse / Boat / RVs & Other Outdoor Storage	1,000 sq. ft.	1.45	0.90	4.42	0.50	0.50	1.44	1.75	15
Entertainment, Recreation & Lodging Use									
Movie Theater	per Seat	1.76	0.50	5.63	0.50	0.50	1.24	1.00	60
Marina (including dry storage)	per Berth	2.41	1.00	5.63	0.50	0.50	3.39	2.73	60
Golf Course	per Hole	30.38	1.00	5.68	0.50	0.50	43.14	34.40	75
Outdoor Commercial Recreation	per Acre	33.75	0.50	5.63	0.50	0.50	23.75	16.21	60
Multi-Purpose Commercial Recreation	1,000 sq. ft.	9.99	0.50	5.63	0.50	0.50	7.03	5.68	60
Health Club / Fitness / Gym	1,000 sq. ft.	30.27	0.90	5.71	0.50	0.50	38.89	36.20	55
Recreational Vehicle (RV) Park	per Space	3.49	0.80	5.66	0.50	0.50	3.95	3.08	5
Hotel / Motel / Lodging	Room / Unit	6.67	0.90	5.83	0.50	0.50	8.75	7.16	25
Community Center / Civic / Gallery / Lodge	1,000 sq. ft.	22.67	0.50	6.00	0.50	0.50	17.00	13.17	100
Office Use									
Office / Office Park / Medical / Clinic / Bank / Financial	1,000 sq. ft.	14.13	0.70	6.52	0.50	0.50	16.12	14.68	10

Appendix H. Vehicle Travel Demand per Land Use (VTDu)	Unit of Measure (UM)	Trip Generation (TG)	% New Trips (NT)	Vehicle Trip Length (VTI)	Limited Access Evaluation Factor (LAEf)	Origin Destination Factor (ODf)	Vehicle Travel Demand (VTD) (2025)	Vehicle Travel Demand (VTD) (2018)	Vehicle Trip Length Code
Retail Use									
Multi-Tenant Retail Center	1,000 sq. ft.	39.39	0.40	4.58	0.50	0.50	18.04	17.37	65
Pharmacy (Free Standing)	1,000 sq. ft.	129.40	0.20	4.42	0.50	0.50	28.60	31.08	15
Pharmacy Drive-Thru	per lane	138.95	0.20	4.42	0.50	0.50	30.71	30.72	15
General Retail (Free Standing)	1,000 sq. ft.	59.55	0.40	4.44	0.50	0.50	26.44	26.82	50
Furniture / Mattress Store (Free Standing)	1,000 sq. ft.	6.30	1.00	4.44	0.50	0.50	6.99	7.25	50
Supermarket / Grocery Store (Free Standing)	1,000 sq. ft.	92.31	0.40	4.69	0.50	0.50	43.29	45.46	70
Sit Down Restaurant (Retail Center, Free Standing or Outparcel)	1,000 sq. ft.	103.31	0.40	5.06	0.50	0.50	52.27	48.99	45
Fast Food / Fast Casual Restaurant (Retail Center, Free Standing or Outparcel)	1,000 sq. ft.	354.87	0.20	5.06	0.50	0.50	89.78	80.35	45
Restaurant Drive-Thru (based on number of lanes at point of ordering)	per lane	507.99	0.15	5.06	0.50	0.50	96.39	89.10	45
Discount Superstore (Free Standing)	1,000 sq. ft.	48.77	0.80	4.58	0.50	0.50	44.67	58.31	65
Home Improvement / Building Materials / Garden Center	1,000 sq. ft.	33.02	0.80	4.44	0.50	0.50	29.32	36.24	50
Nursery (Wholesale or Retail)	per Acre	55.07	0.50	4.44	0.50	0.50	30.56	28.86	50
Bank Drive-Thru Lane, Free Standing ATM or ATM Drive-Thru Lane	per lane and / or per ATM	229.26	0.20	4.42	0.50	0.50	50.67	47.52	15
Vehicle & Boat - Sales or Dealership	1,000 sq. ft.	26.39	0.90	4.44	0.50	0.50	26.36	35.51	50
Vehicle & Boat - Service / Repair / Parts	1,000 sq. ft.	32.73	0.90	4.42	0.50	0.50	32.55	35.86	15
Vehicle & Boat - Cleaning / Detailing / Wash	1,000 sq. ft.	262.33	0.20	4.42	0.50	0.50	57.97	55.38	15
Convenience Store	1,000 sq. ft.	885.25	0.10	4.69	0.50	0.50	103.80	92.14	70
Vehicle Fueling Position	per Vehicle Fueling Position	279.39	0.20	4.42	0.50	0.50	61.75	51.58	15
Personal Services	1,000 sq. ft.	33.46	0.40	4.42	0.50	0.50	14.79	13.48	15
Note: The Vehicle Trip Length Code corresponds to the National Household Travel Survey D	ata Code in Append	dix F							



## National Household Travel Survey

	APPENDIX I: NATIONAL HOUSEHOLD TRAVEL SURVEY (NHTS)											
VEHICLE TRIP LENGHT CODE	TRIP PURPOSE	PERSON TRIPS (PT)	PERSON TRIP FACTOR (PTf)	PERSON MILES OF TRAVEL (PMT)	PERSON MILES OF TRAVEL FACTOR (PMTf)	PERSON TRIP LENGHT (PTL)	VEHICLE TRIPS (VT)	VEHICLE MILES OF TRAVEL (VMT)	VEHICLE TRIP LENGHT (VTL)	VEHICLE OCCUPANCY (VO)		
1	HOME (10 Miles or Less)	5,716,091,706	1.50	23,943,605,135	1.40	4.19	3,821,418,425	17,161,537,850	4.49	1.23		
5	НОМЕ	6,624,199,495	1.48	35,285,186,340	1.39	5.33	4,481,465,384	25,369,936,263	5.66	1.23		
10	WORK	2,356,526,265	1.20	14,005,861,272	1.09	5.94	1,963,205,320	12,791,853,794	6.52	1.11		
15	PERSONAL ERRANDS	2,327,061,591	1.85	9,405,177,297	1.69	4.04	1,260,912,296	5,576,684,072	4.42	1.40		
20	COMMUNITY SERVING	327,996,315	1.68	2,278,360,799	1.70	6.95	195,014,877	1,338,131,292	6.86	0.95		
25	SOCIAL / VACATION	536,496,565	1.63	2,874,557,724	1.50	5.36	329,852,272	1,922,421,803	5.83	0.81		
30	SCHOOL	1,132,825,199	1.61	8,365,787,471	1.57	7.38	702,886,105	5,311,752,213	7.56	1.50		
35	FAMILY CARE	79,917,690	1.72	177,871,923	2.00	2.23	46,402,047	88,935,962	1.92	1.50		
40	MEDICAL / DENTAL	330,962,031	1.10	2,389,994,597	1.08	7.22	301,061,696	2,215,659,250	7.36	1.36		
45	BUYMEALS	1,296,017,136	1.47	6,312,093,174	1.41	4.87	882,552,649	4,467,855,320	5.06	1.65		
50	BUY GOODS	2,448,057,314	1.61	11,228,112,070	1.66	4.59	1,522,626,824	6,754,766,833	4.44	1.51		
55	EXERCISE	525,061,171	1.46	2,630,239,525	1.28	5.01	360,660,381	2,059,688,741	5.71	1.85		
60	RECREATION / ENTERTAINMENT	498,922,452	1.64	2,723,966,006	1.58	5.46	305,103,669	1,718,741,922	5.63	1.74		
65	BUY GOODS / MEALS / ERRANDS	6,071,136,041	1.66	26,945,382,542	1.60	4.44	3,666,091,770	16,799,306,225	4.58	1.52		
70	BUY MEALS/ERRANDS	3,623,078,726	1.69	15,717,270,471	1.56	4.34	2,143,464,945	10,044,539,392	4.69	1.52		
75	EXERCISE / RECREATION / ENTERTAINMENT	1,023,983,623	1.54	5,354,205,531	1.42	5.23	665,764,051	3,778,430,664	5.68	1.80		
80	HOME / FAMILY CARE	6,704,117,185	1.48	35,463,058,263	1.39	5.29	4,527,867,430	25,458,872,225	5.62	1.37		
85	SCHOOL / PERSONAL ERRANDS	3,459,886,789	1.76	17,770,964,768	1.63	5.14	1,963,798,401	10,888,436,285	5.54	1.45		
90	MEDICAL / DENTAL / WORK	2,687,488,295	1.19	16,395,855,869	1.09	6.10	2,264,267,016	15,007,513,045	6.63	1.23		
100	COMMUNITY / SOCIAL / RECREATION	1,363,415,332	1.64	7,876,884,529	1.58	5.78	829,970,819	4,979,295,017	6.00	1.17		
Source: 2022	National Household Travel Survey (NHTS). Summary of Trip Purpose for So	outh Atlantic MSA/CMSA lo	ess than 1 million popul	ation. Average of trips based	d on trip lengths of 15 Mile	es or Less.						

# **APPENDIX J**

Updated Transportation Impact Fee Schedule (2025)

Appendix J. Updated Transportation Impact Fee Schedule (2025)	Unit of Measure	Updated Impact Fee (2025)
Residential Use		
Single Family Detached / Mobile Home	Dwelling Unit	\$8,295
Vested Single Family Platted Lot *	Dwelling Unit	\$5,101
Single Family Attached (includes Duplex, Townhomes, Villas, Condominiums)	Dwelling Unit	\$6,334
Vested Duplex Platted Lot *	Dwelling Unit	\$4,124
Multi-Family Apartment	Dwelling Unit	\$5,287
Active Adult & Independent Living (55+) (Attached or Detached Units)	Dwelling Unit	\$3,941
Institutional Use		
Adult Congregate Living Facility	Bed	\$1,895
Cemetery	Acre	\$6,418
Day Care	1,000 sq. ft.	\$12,478
Places of Worship	1,000 sq. ft.	\$5,672
Private School (Pre K-12)	1,000 sq. ft.	\$4,693
Private College or University	1,000 sq. ft.	\$7,835
Industrial Use		
Manufacturing / Warehousing / Production	1,000 sq. ft.	\$4,305
Retail Fulfillment / Distribution	1,000 sq. ft.	\$7,050
Mini-Warehouse / Boat / RVs & Other Outdoor Storage <sup>1</sup>	1,000 sq. ft.	\$896
Entertainment, Recreation & Lodging Use		
Movie Theater / Performing Arts	per Seat	\$770
Marina (including dry storage)	per Berth	\$2,109
Golf Course	per Hole	\$26,819
Outdoor Commercial Recreation <sup>2</sup>	per Acre	\$14,766
Multi-Purpose Commercial Recreation	1,000 sq. ft.	\$4,371
Health Club / Fitness / Gym	1,000 sq. ft.	\$24,177
Recreational Vehicle (RV) Park	per Space	\$2,456
Hotel / Motel / Lodging	Room / Unit	\$5,439
Community Center / Civic / Gallery / Lodge	1,000 sq. ft.	\$10,570
Office Use		
Office / Office Park / Medical / Clinic / Bank / Financial	1,000 sq. ft.	\$10,023

Appendix J. Updated Transportation Impact Fee Schedule (2025)	Unit of Measure	Updated Impact Fee (2025)
Retail Use		
Multi-Tenant Retail Center <sup>3</sup>	1,000 sq. ft.	\$11,215
Pharmacy (Free Standing)	1,000 sq. ft.	\$17,778
Pharmacy Drive-Thru (fee is in addition to fee per 1,000 sq. ft. for pharmacy)	per lane	\$19,091
General Retail (Free Standing)	1,000 sq. ft.	\$16,437
Furniture / Mattress Store (Free Standing)	1,000 sq. ft.	\$4,347
Supermarket / Grocery Store (Free Standing)	1,000 sq. ft.	\$26,915
Sit Down Restaurant <sup>4</sup> (Retail Center, Free Standing or Outparcel)	1,000 sq. ft.	\$32,498
Fast Food / Fast Casual Restaurant <sup>4</sup> (Retail Center, Free Standing or Outparcel)	1,000 sq. ft.	\$55,816
Restaurant Drive-Thru <sup>4</sup> (based on number of lanes at point of ordering)	per lane	\$59,924
Discount Superstore (Free Standing) <sup>1</sup>	1,000 sq. ft.	\$27,773
Home Improvement / Building Materials / Garden Center <sup>1</sup>	1,000 sq. ft.	\$18,229
Nursery (Wholesale or Retail) <sup>2</sup>	per Acre	\$19,001
Bank Drive-Thru Lane, Free Standing ATM or ATM Drive-Thru Lane <sup>5</sup>	per drive thru lane and / or per ATM	\$31,498
Vehicle & Boat - Sales or Dealership	1,000 sq. ft.	\$16,390
Vehicle & Boat - Service / Repair / Parts	1,000 sq. ft.	\$20,236
Vehicle & Boat - Cleaning / Detailing / Wash	1,000 sq. ft.	\$36,042
Convenience Store <sup>6</sup>	1,000 sq. ft.	\$64,528
Vehicle Fueling Position <sup>6</sup>	per Vehicle Fueling Position	\$38,386
Personal Services	1,000 sq. ft.	\$9,194
* Residential lot with final plat approval as of December 30, 1977.		
<sup>1</sup> Acreage for any unenclosed material and vehicle storage, sales and display shall be converted to gross floor area		
<sup>2</sup> The gross floor area for any buildings shall be converted to acreage		
<sup>3</sup> Excludes all outparcels. The fee for any outparcel shall be based on the applicable land use. Also excludes any type standing ATM, which are additive fees in addition to the fee for the multi-tenant retail center.	of drive-thru, vehicle fueling	positions or free-
<sup>4</sup> Areas for outdoor seating shall be converted to gross floor area. Any drive-thru associated with a restaurant will be restaurant. The number of drive-thru lanes will be based on the number of lanes present when an individual places a for any building, whether a multi-tenant, free standing or convenience land use.	an additive fee to the fee pe n order. The restaurant drive	er square foot for the e-thru rate applies
<sup>5</sup> Bank building square footage falls under office and is an additive fee beyond the fee due for bank/ATM drive-thru l per drive-thru lane for the bank and per drive-thru lane with an ATM. The free standing ATM is for an ATM only and financial building, such as an ATM within a grocery store.	lanes or free standing ATM's not an ATM within or part of	5. These rates are f another non-

<sup>6</sup> Convenience Store rates are separate and an additive fee beyond the fee due for vehicle fueling positions. Rates per vehicle fueling position also apply to gas stations and service stations with fuel pumps. The fee for any restaurant square footage or restaurant drive-thru in a convenience store will be based on the individual fee rate for the land use, not the convenience store rate.



Transportation Impact Fee Comparison

Appendix K. Transportation Impact Fee Comparison	Unit of Measure	Transportation Impact Fee (2018)	Existing Transportation Impact Fee (2025)	Updated Transportation Impact Fee (2025)	Transportation Impact Fee Increase (%)
Residential Use					
Single Family Detached / Mobile Home	Dwelling Unit	\$2,981	\$3,502	\$8,295	137%
Vested Single Family Platted Lot *	Dwelling Unit	\$1,632	\$1,916	\$5,101	166%
Single Family Attached (includes Duplex, Townhomes, Villas, Condominiums)	Dwelling Unit	\$2,311	\$2,715	\$6,334	133%
Vested Duplex Platted Lot *	Dwelling Unit	\$1,266	\$1,487	\$4,124	177%
Multi-Family Apartment	Dwelling Unit	\$1,718	\$2,018	\$5,287	162%
Active Adult & Independent Living (55+) (Attached or Detached Units)	Dwelling Unit	\$1,260	\$1,481	\$3,941	166%
Institutional Use					
Adult Congregate Living Facility	Bed	\$796	\$935	\$1,895	103%
Cemetery	Acre	\$2,085	\$2,449	\$6,418	162%
Day Care	1,000 sq. ft.	\$4,863	\$5,771	\$12,478	116%
Places of Worship	1,000 sq. ft.	\$2,155	\$2,530	\$5,672	124%
Private School (Pre K-12)	1,000 sq. ft.	\$2,340	\$2,747	\$4,693	71%
Private College or University	1,000 sq. ft.	\$3,988	\$4,683	\$7,835	67%
Industrial Use					
Manufacturing / Warehousing / Production	1,000 sq. ft.	\$1,684	\$1,978	\$4,305	118%
Retail Fulfillment / Distribution	1,000 sq. ft.	\$3,240	\$3,804	\$7,050	85%
Mini-Warehouse / Boat / RVs & Other Outdoor Storage <sup>1</sup>	1,000 sq. ft.	\$429	\$503	\$896	78%
Entertainment, Recreation & Lodging Use					
Movie Theater / Performing Arts	per Seat	\$245	\$288	\$770	167%
Marina (including dry storage)	per Berth	\$670	\$785	\$2,109	169%
Golf Course	per Hole	\$8,450	\$9,924	\$26,819	170%
Outdoor Commercial Recreation <sup>2</sup>	per Acre	\$3,982	\$4,677	\$14,766	216%
Multi-Purpose Commercial Recreation	1,000 sq. ft.	\$1,395	\$1,638	\$4,371	167%
Health Club / Fitness / Gym	1,000 sq. ft.	\$8,893	\$10,444	\$24,177	131%
Recreational Vehicle (RV) Park	per Space	\$758	\$890	\$2 <i>,</i> 456	176%
Hotel / Motel / Lodging	Room / Unit	\$1,759	\$2,066	\$5,439	163%
Community Center / Civic / Gallery / Lodge	1,000 sq. ft.	\$3,235	\$3,799	\$10,570	178%
Office Use					
Office / Office Park / Medical / Clinic / Bank / Financial	1,000 sq. ft.	\$3,608	\$4,237	\$10,023	137%

Appendix K. Transportation Impact Fee Comparison	Unit of Measure	Transportation Impact Fee (2018)	Existing Transportation Impact Fee (2025)	Updated Transportation Impact Fee (2025)	Transportation Impact Fee Increase (%)
Retail Use					
Multi-Tenant Retail Center <sup>3</sup>	1,000 sq. ft.	\$4,266	\$5,337	\$11,215	110%
Pharmacy (Free Standing)	1,000 sq. ft.	\$7,635	\$8,968	\$17,778	98%
Pharmacy Drive-Thru (fee is in addition to fee per 1,000 sq. ft. for pharmacy)	per lane	\$7,547	\$8,863	\$19,091	115%
General Retail (Free Standing)	1,000 sq. ft.	\$6,589	\$7,738	\$16,437	112%
Furniture / Mattress Store (Free Standing)	1,000 sq. ft.	\$1,780	\$2,090	\$4,347	108%
Supermarket / Grocery Store (Free Standing)	1,000 sq. ft.	\$11,169	\$13,117	\$26,915	105%
Sit Down Restaurant <sup>4</sup> (Retail Center, Free Standing or Outparcel)	1,000 sq. ft.	\$12,034	\$14,134	\$32,498	130%
Fast Food / Fast Casual Restaurant <sup>4</sup> (Retail Center, Free Standing or Outparcel)	1,000 sq. ft.	\$19,740	\$23,185	\$55,816	141%
Restaurant Drive-Thru <sup>4</sup> (based on number of lanes at point of ordering)	per lane	\$21,889	\$25,708	\$59,924	133%
Discount Superstore (Free Standing) <sup>1</sup>	1,000 sq. ft.	\$14,324	\$16,822	\$27,773	65%
Home Improvement / Building Materials / Garden Center <sup>1</sup>	1,000 sq. ft.	\$8,903	\$10,455	\$18,229	74%
Nursery (Wholesale or Retail) <sup>2</sup>	per Acre	\$7,090	\$8,326	\$19,001	128%
Bank Drive-Thru Lane, Free Standing ATM or ATM Drive-Thru Lane <sup>5</sup>	per drive thru lane and / or per ATM	\$11,674	\$13,711	\$31,498	130%
Vehicle & Boat - Sales or Dealership	1,000 sq. ft.	\$8,725	\$10,248	\$16,390	60%
Vehicle & Boat - Service / Repair / Parts	1,000 sq. ft.	\$8,810	\$10,347	\$20,236	96%
Vehicle & Boat - Cleaning / Detailing / Wash	1,000 sq. ft.	\$13,605	\$15,979	\$36,042	126%
Convenience Store <sup>6</sup>	1,000 sq. ft.	\$22,637	\$26,587	\$64,528	143%
Vehicle Fueling Position <sup>6</sup>	per Vehicle Fueling Position	\$12,673	\$14,884	\$38,386	158%
Personal Services	1,000 sq. ft.	\$3,311	\$3,888	\$9,194	136%
* Residential lot with final plat approval as of December 30, 1977.					
<sup>1</sup> Acreage for any unenclosed material and vehicle storage, sales and display shall be converted to gross floor a	irea				
<sup>2</sup> The gross floor area for any buildings shall be converted to acreage					
<sup>3</sup> Excludes all outparcels. The fee for any outparcel shall be based on the applicable land use. Also excludes any type of drive-thru, vehicle fueling positions or free-standing ATM, which are additive fees in addition to the fee for the multi-tenant retail center.					
<sup>4</sup> Areas for outdoor seating shall be converted to gross floor area. Any drive-thru associated with a restaurant will be an additive fee to the fee per square foot for the restaurant. The number of drive-thru lanes will be based on the number of lanes present when an individual places an order. The restaurant drive-thru rate applies for any building, whether a multi-tenant, free standing or convenience land use.					
<sup>5</sup> Bank building square footage falls under office and is an additive fee beyond the fee due for bank/ATM drive-thru lanes or free standing ATM's. These rates are per drive-thru lane for the bank and per drive-thru lane with an ATM. The free standing ATM is for an ATM only and not an ATM within or part of another non-financial building, such as an ATM within a grocery store.					

<sup>6</sup> Convenience Store rates are separate and an additive fee beyond the fee due for vehicle fueling positions. Rates per vehicle fueling position also apply to gas stations and service stations with fuel pumps. The fee for any restaurant square footage or restaurant drive-thru in a convenience store will be based on the individual fee rate for the land use, not the convenience store rate.

# **APPENDIX L**

Transportation Impact Fee Phasing

Appendix L. Transportation Impact Fee Phasing	Unit of Measure	Updated Impact Fee (2025)	Existing Impact Fee (2025)	Transportation Impact Fee Increase (%)	Maximum Impact Fee (50%)	Maximum Amount of Increase	Annual Increase Amount	Transportation Impact Fee (2025)	Transportation Impact Fee (2026)	Transportation Impact Fee (2027)	Transportation Impact Fee (2028)
Residential Use											
Single Family Detached / Mobile Home	Dwelling Unit	\$8,295	\$3,502	137%	\$5,253	\$1,751	\$438	\$3,940	\$4,378	\$4,815	\$5,253
Vested Single Family Platted Lot *	Dwelling Unit	\$5,101	\$1,916	166%	\$2,874	\$958	\$240	\$2,156	\$2,395	\$2,635	\$2,874
Single Family Attached (includes Duplex, Townhomes, Villas, Condominiums)	Dwelling Unit	\$6,334	\$2,715	133%	\$4,073	\$1,358	\$339	\$3,054	\$3,394	\$3,733	\$4,073
Vested Duplex Platted Lot *	Dwelling Unit	\$4,124	\$1,487	177%	\$2,231	\$744	\$186	\$1,673	\$1,859	\$2,045	\$2,231
Multi-Family Apartment	Dwelling Unit	\$5,287	\$2,018	162%	\$3,027	\$1,009	\$252	\$2,270	\$2,523	\$2,775	\$3,027
Active Adult & Independent Living (55+) (Attached or Detached Units)	Dwelling Unit	\$3,941	\$1,481	166%	\$2,222	\$741	\$185	\$1,666	\$1,851	\$2,036	\$2,222
Institutional Use											
Adult Congregate Living Facility	Bed	\$1,895	\$935	103%	\$1,403	\$468	\$117	\$1,052	\$1,169	\$1,286	\$1,403
Cemetery	Acre	\$6,418	\$2,449	162%	\$3,674	\$1,225	\$306	\$2,755	\$3,061	\$3,367	\$3,674
Day Care	1,000 sq. ft.	\$12,478	\$5,771	116%	\$8,657	\$2,886	\$721	\$6,492	\$7,214	\$7,935	\$8,657
Places of Worship	1,000 sq. ft.	\$5,672	\$2,530	124%	\$3,795	\$1,265	\$316	\$2,846	\$3,163	\$3,479	\$3,795
Private School (Pre K-12)	1,000 sq. ft.	\$4,693	\$2,747	71%	\$4,121	\$1,374	\$343	\$3,090	\$3,434	\$3,777	\$4,121
Private College or University	1,000 sq. ft.	\$7,835	\$4,683	67%	\$7,025	\$2,342	\$585	\$5,268	\$5,854	\$6,439	\$7,025
Industrial Use											
Manufacturing / Warehousing / Production	1,000 sq. ft.	\$4,305	\$1,978	118%	\$2,967	\$989	\$247	\$2,225	\$2,473	\$2,720	\$2,967
Retail Fulfillment / Distribution	1,000 sq. ft.	\$7,050	\$3,804	85%	\$5,706	\$1,902	\$476	\$4,280	\$4,755	\$5,231	\$5,706
Mini-Warehouse / Boat / RVs & Other Outdoor Storage <sup>1</sup>	1,000 sq. ft.	\$896	\$503	78%	\$755	\$252	\$63	\$566	\$629	\$692	\$755
Entertainment, Recreation & Lodging Use											
Movie Theater / Performing Arts	per Seat	\$770	\$288	167%	\$432	\$144	\$36	\$324	\$360	\$396	\$432
Marina (including dry storage)	per Berth	\$2,109	\$785	169%	\$1,178	\$393	\$98	\$883	\$981	\$1,079	\$1,178
GolfCourse	per Hole	\$26,819	\$9,924	170%	\$14,886	\$4,962	\$1,241	\$11,165	\$12,405	\$13,646	\$14,886
Outdoor Commercial Recreation <sup>2</sup>	per Acre	\$14,766	\$4,677	216%	\$7,016	\$2,339	\$585	\$5,262	\$5,846	\$6,431	\$7,016
Multi-Purpose Commercial Recreation	1,000 sq. ft.	\$4,371	\$1,638	167%	\$2,457	\$819	\$205	\$1,843	\$2,048	\$2,252	\$2,457
Health Club / Fitness / Gym	1,000 sq. ft.	\$24,177	\$10,444	131%	\$15,666	\$5,222	\$1,306	\$11,750	\$13,055	\$14,361	\$15,666
Recreational Vehicle (RV) Park	per Space	\$2,456	\$890	176%	\$1,335	\$445	\$111	\$1,001	\$1,113	\$1,224	\$1,335
Hotel / Motel / Lodging	Room / Unit	\$5,439	\$2,066	163%	\$3,099	\$1,033	\$258	\$2,324	\$2,583	\$2,841	\$3,099
Community Center / Civic / Gallery / Lodge	1,000 sq. ft.	\$10,570	\$3,799	178%	\$5,699	\$1,900	\$475	\$4,274	\$4,749	\$5,224	\$5,699

Appendix L. Transportation Impact Fee Phasing	Unit of Measure	Updated Impact Fee (2025)	Existing Impact Fee (2025)	Transportation Impact Fee Increase (%)	Maximum Impact Fee (50%)	Maximum Amount of Increase	Annual Increase Amount	Transportation Impact Fee (2025)	Transportation Impact Fee (2026)	Transportation Impact Fee (2027)	Transportation Impact Fee (2028)
Office Use											
Office / Office Park / Medical / Clinic / Bank / Financial	1,000 sq. ft.	\$10,023	\$4,237	137%	\$6,356	\$2,119	\$530	\$4,767	\$5,296	\$5,826	\$6,356
Retail Use											
Multi-Tenant Retail Center <sup>3</sup>	1,000 sq. ft.	\$11,215	\$5,337	110%	\$8,006	\$2,669	\$667	\$6,004	\$6,671	\$7,338	\$8,006
Pharmacy (Free Standing)	1,000 sq. ft.	\$17,778	\$8,968	98%	\$13,452	\$4,484	\$1,121	\$10,089	\$11,210	\$12,331	\$13,452
Pharmacy Drive-Thru (fee is in addition to fee per 1,000 sq. ft. for pharmacy)	perlane	\$19,091	\$8,863	115%	\$13,295	\$4,432	\$1,108	\$9,971	\$11,079	\$12,187	\$13,295
General Retail (Free Standing)	1,000 sq. ft.	\$16,437	\$7,738	112%	\$11,607	\$3,869	\$967	\$8,705	\$9,673	\$10,640	\$11,607
Furniture / Mattress Store (Free Standing)	1,000 sq. ft.	\$4,347	\$2,090	108%	\$3,135	\$1,045	\$261	\$2,351	\$2,613	\$2,874	\$3,135
Supermarket / Grocery Store (Free Standing)	1,000 sq. ft.	\$26,915	\$13,117	105%	\$19,676	\$6,559	\$1,640	\$14,757	\$16,396	\$18,036	\$19,676
Sit Down Restaurant <sup>4</sup> (Retail Center, Free Standing or Outparcel)	1,000 sq. ft.	\$32,498	\$14,134	130%	\$21,201	\$7,067	\$1,767	\$15,901	\$17,668	\$19,434	\$21,201
Fast Food / Fast Casual Restaurant <sup>4</sup> (Retail Center, Free Standing or Outparcel)	1,000 sq. ft.	\$55,816	\$23,185	141%	\$34,778	\$11,593	\$2,898	\$26,083	\$28,981	\$31,879	\$34,778
Restaurant Drive-Thru <sup>4</sup> (based on number of lanes at point of ordering)	perlane	\$59,924	\$25,708	133%	\$38,562	\$12,854	\$3,214	\$28,922	\$32,135	\$35,349	\$38,562
Discount Superstore (Free Standing) <sup>1</sup>	1,000 sq. ft.	\$27,773	\$16,822	65%	\$25,233	\$8,411	\$2,103	\$18,925	\$21,028	\$23,130	\$25,233
Home Improvement / Building Materials / Garden Center <sup>1</sup>	1,000 sq. ft.	\$18,229	\$10,455	74%	\$15,683	\$5,228	\$1,307	\$11,762	\$13,069	\$14,376	\$15,683
Nursery (Wholesale or Retail) <sup>2</sup>	per Acre	\$19,001	\$8,326	128%	\$12,489	\$4,163	\$1,041	\$9,367	\$10,408	\$11,448	\$12,489
Bank Drive-Thru Lane, Free Standing ATM or ATM Drive-Thru Lane <sup>5</sup>	per drive thru lane and / or per ATM	\$31,498	\$13,711	130%	\$20,567	\$6,856	\$1,714	\$15,425	\$17,139	\$18,853	\$20,567
Vehicle & Boat - Sales or Dealership	1,000 sq. ft.	\$16,390	\$10,248	60%	\$15,372	\$5,124	\$1,281	\$11,529	\$12,810	\$14,091	\$15,372
Vehicle & Boat - Service / Repair / Parts	1,000 sq. ft.	\$20,236	\$10,347	96%	\$15,521	\$5,174	\$1,293	\$11,640	\$12,934	\$14,227	\$15,521
Vehicle & Boat - Cleaning / Detailing / Wash	1,000 sq. ft.	\$36,042	\$15,979	126%	\$23,969	\$7,990	\$1,997	\$17,976	\$19,974	\$21,971	\$23,969
Convenience Store <sup>6</sup>	1,000 sq. ft.	\$64,528	\$26,587	143%	\$39,881	\$13,294	\$3,323	\$29,910	\$33,234	\$36,557	\$39,881
Vehicle Fueling Position <sup>6</sup>	per Vehicle Fueling Position	\$38,386	\$14,884	158%	\$22,326	\$7,442	\$1,861	\$16,745	\$18,605	\$20 <i>,</i> 466	\$22,326
Personal Services	1,000 sq. ft.	\$9,194	\$3,888	136%	\$5,832	\$1,944	\$486	\$4,374	\$4,860	\$5,346	\$5,832
* Residential lot with final plat approval as of December 30, 1977.											
<sup>1</sup> Acreage for any unenclosed material and vehicle storage, sales and display shall be converted to gross floor and	ea										
<sup>2</sup> The gross floor area for any buildings shall be converted to acreage											
<sup>3</sup> Excludes all outparcels. The fee for any outparcel shall be based on the applicable land use. Also excludes any type of drive-thru, vehicle fueling positions or free-standing ATM, which are additive fees in addition to the fee for the multi-tenant retail center.											
<sup>4</sup> Areas for outdoor seating shall be converted to gross floor area. Any drive-thru associated with a restaurant will be an additive fee to the fee per square foot for the restaurant. The number of drive-thru lanes will be based on the number of lanes present when an individual places an order. The restaurant drive-thru rate applies for any building, whether a multi-tenant, free standing or convenience land use.											
<sup>5</sup> Bank building square footage falls under office and is an additive fee beyond the fee due for bank/ATM drive-thru lanes or free standing ATM's. These rates are per drive-thru lane for the bank and per drive-thru lane with an ATM. The free standing ATM is for an ATM only and not an ATM within or part of another non-financial building, such as an ATM within a grocery store.											
<sup>6</sup> Convenience Store rates are separate and an additive fee beyond the fee due for vehicle fueling positions. Rates per vehicle fueling position also apply to gas stations and service stations with fuel pumps. The fee for any restaurant square footage or restaurant drive-thru in a convenience store will be based on the individual fee rate for the land use, not the convenience store rate.											

This is the Last Page in the

City of Palm Coast Transportation Impact Fee Technical Report

April 2025

**Prepared By:** 





# City of Palm Coast Extraordinary Circumstances Study

May 2025

**Prepared By:** 



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#### **EXECUTIVE SUMMARY**

The City of Palm Coast transportation impact fee was last updated in 2018. The 2018 update was a marked transition away from a generalized consumption based fee towards an improvements driven fee based on the need for road and intersection capacity improvements to accommodate new development. The transportation impact fee has been annually adjusted for inflation at a conservative rate of roughly 2.5% a year. This rate was based on historic inflation rates that ranged between 2% and 3% per year.

The City's transportation impact fee was last adjusted for inflation in 2025. The updated 2025 transportation impact fee is substantially higher than the existing 2025 transportation impact fee primarily due to inflation rates running well above their historic norms. In 2018, the per lane mile cost for road and intersection improvements was roughly \$7 million a mile. In 2025, the per lane mile cost for road and intersection improvements was roughly \$14 million a mile: an 100% increase in cost. Further, in 2018, the Long Range Transportation Plan had funding for several roads that had been identified as future improvements.

Currently, none of the identified road and intersection capacity improvements have funding that has been specifically programmed. However, the updated mobility fee reasonably anticipates that \$25 million of funding from local, federal and state sources will be available over the next 25 years. This is roughly equivalent to funding of \$1 million a year. The City has averaged \$700,000 a year in funding from various sources since the last update.

In 2021, the Florida Legislature amended Florida Statute Section 163.31801, "The Impact Fee Act", that established phasing requirements and thresholds for increases in existing impact fees. The maximum an existing impact fee can increase for a given land use is 50%. That 50% increase would then be phased-in equal increments over a four (4) year period, unless the City adopts a finding of extraordinary circumstances. Two public workshops will be held to review this Extraordinary Circumstances Study. A super majority vote of the City Council is required to approve the fully calculated transportation impact fees rates.

The finding of extraordinary circumstances is based on the following: (1) Palm Coast has grown at a faster rate than the State of Florida over the past 30 years; (2) Palm Coast is projected to grow at a faster rate than the State of Florida over the past 25 years; (3) the cost per mile of road and intersection improvements has increased over 100%; (4) the construction cost per mile of road at a statewide level has increased over 120%; (5) national level inflation has increased over 80%; (6) \$25 million is reasonably anticipated to off-set the calculated increases; and (7) the travel characteristics used to calculate fees have all been updated since the transportation impact fee was last updated in 2018.


## **EXTRAORDINARY CIRCUMSTANCES**

The Florida Legislature amended Florida Statute 163.31801 in 2021 to include requirements for phasing in increases in impact fees over a multi-year period and limiting the amount impact fees could be increased over existing impact fee rates. The legislative intent is to limit increases in fees was to provide some certainty for new development related to mitigating traffic impacts. The following are the summarized phase-in and maximum percentage increase requirements per Florida Statute 163.31801(6):

- For any increase in an existing impact fee rates between 1% and 25%, the increase in impact fees is required to be phased-in over two (2) years.
- For any increase in an existing impact fee rates between 26% and 50%, the increase in impact fee rates is required to be phased-in over four (4) years.
- Any difference in phasing from above requires a finding of extraordinary circumstances.
- Increases are limited to 50% above existing impact fee rates.
- Any increases in existing impact fee rates above 50% requires a finding of extraordinary circumstances.

A finding of extraordinary circumstances requires: (1) a demonstrated need study, completed within 12 months from the date of adoption of the fee increase; (2) justification for the extraordinary circumstances that serve as a basis for a difference in phasing and an increase in fees above 50%; (3) two publicly noticed workshops to review extraordinary circumstances; and (4) a two-thirds vote of the City Council to approve extraordinary circumstances.

The data and analysis included in this Extraordinary Circumstances Study is used to demonstrate a finding of extraordinary circumstances for the updated Palm Coast Transportation Impact Fee. This Study was completed in May 2025 and adoption is projected for no later than July 2025. The updated Palm Coast Transportation Impact Fee is detailed in a separate Technical Report completed in April 2025 and prepared by LTG, Inc. and NUE Urban Concepts, LLC. The **Extraordinary Circumstances Study has been completed within the required 12-month time period required under the Impact Fee Act.** Two (2) publicly noticed workshops will be held to discuss the update and the finding of extraordinary circumstances. The City shall be required to publicly notice the workshops. **The finding of extraordinary circumstances will also require at least a two-thirds vote of the City Council, otherwise the Citywide Transportation Impact Fees will be phased-in and capped per Florida Statute.** 



The City of Palm Coast Transportation Impact Fee Technical Report, dated April 2025, documents the data and methodology used to update the Transportation Impact Fee. The update results in an increase greater than 50% for all land uses included in the currently adopted Transportation Impact Fee schedule. The increased impact fee rates are primarily due to the extraordinary increase in construction cost due to several years of inflation rates running high above historical averages. These increases are also due to updates in trip generation, trip lengths, and vehicle demand land uses.

The finding of extraordinary circumstances is undertaken to fund the road and intersection improvements needed in the City to accommodate the extraordinary growth that is occurring and is projected to continue. The phasing of the increase in Transportation Impact Fees would result in the City falling behind in providing the road capacity needed for new growth in an inflationary environment where cost and needs are consistently increasing for the City.

There are no assurances that Florida Statutes will not be further amended in the future to limit the ability of local governments to implement fully calculated impact fees. Given the continued preemption of land development regulations by the Florida Legislature, there is no guarantee, that the City will have the opportunity to ensure future Transportation Impact Fee updates will reflect localized conditions or the need for road capacity attributable to new growth. During the 2025 Legislative Session, there were several proposed statutory amendments that would place additional criteria and requirements for claiming extraordinary circumstances. They did not pass this session, but there are no assurances extraordinary circumstances will be allowed in the future. The findings of extraordinary circumstances, detailed further in following sections, is being claimed for the City Transportation Impact Fee based on the following:

- (1) Prior growth in population is at a higher rate than the State of Florida;
- (2) Projected growth in population rates will be higher than the State of Florida;
- (3) Inflation has significantly increased the cost of road and intersection improvements;
- (4) Statewide inflation for transportation facilities over the past six years exceeded 100%;
- (5) National inflation for transportation facilities over the past six years exceeded 80%;
- (6) \$25 million in reasonably anticipated funding to off-set calculated impact fee; and
- (7) Increases due to updates in trip lengths, trip generation, and vehicle travel demand.



A comprehensive review of population growth has been undertaken that looks at both past growth and future projections based on information published by the University of Florida Bureau of Economic and Business Research (BEBR), the statewide resource for population data and population projections used by the Florida Legislature and the State of Florida. Over the last 70 years, the State of Florida has been one of the fastest growing States in the U.S. and likely will continue to be over the next 30 years. The percentage (%) of growth in Florida population can be considered extraordinary. Local governments growing faster than the State are experiencing extraordinary growth that will result in an extraordinary need for capital improvements.

(1) The evaluation of historic population growth for the State of Florida, Flagler County, and the City of Palm Coast for the time period between 1990 and 2024 illustrates that that City has experienced population growth rates higher than Florida for each of the four time periods evaluated (Table 1):

TABLE 1. HISTORIC POPULATION GROWTH COMPARISON					
GOVERNMENT	2014	2024	INCREASE	% GROWTH	
State of Florida	19,507,369	23,014,551	3,507,182	17.98%	
Flagler County	99,121	136,310	37,189	37.52%	
City of Palm Coast	78,046	106,193	28,147	36.06%	
GOVERNMENT	2010	2020	INCREASE	% GROWTH	
State of Florida	18,801,332	21,538,187	2,736,855	14.56%	
Flagler County	95,696	115,378	19,682	20.57%	
City of Palm Coast	75,180	89,258	14,078	18.73%	
GOVERNMENT	2000	2010	INCREASE	% GROWTH	
State of Florida	15,982,824	18,801,310	2,818,486	17.63%	
Flagler County	49,832	95,696	45,864	92.04%	
City of Palm Coast	32,732	75,180	42,448	129.68%	
GOVERNMENT	1990	2000	INCREASE	% GROWTH	
State of Florida	12,937,926	15,982,824	3,044,898	23.53%	
Flagler County	28,701	49,832	21,131	73.62%	
City of Palm Coast	14,287	32,732	18,445	129.10%	
Source: Bureau of Economic and Business Research (BEBR).					



(2) The evaluation of projected population growth for the State of Florida, Flagler County, and the City of Palm Coast for the time period between 2024 and 2050 illustrates that that City is projected to experience population growth greater than the State of Florida. The analysis looked at both medium projections for the State of Florida and Flagler County based on BEBR data and projected population growth based on the latest travel demand model for the City of Palm Coast (Table 2):

TABLE 2. PROJECTED POPULATION GROWTH COMPARISON						
MEDIUM PROJECTIONS	ROJECTIONS 2024 2050 INCREASE % GROWT					
State of Florida	23,014,551	28,065,000	5,050,449	21.94%		
Flagler County	136,310	196,600	60,290	44.23%		
City of Palm Coast	106,193	157,833	51,690	48.68%		
Source: Bureau of Economic and Business Research (BEBR). The BEBR medium projections were used for the State of Florida and City of Palm Coast. The City of Palm Coast projected population growth based on a rate of 1.54% per table 2 of the Palm Coast Transportation Impact Fee Technical Report, dated April 2025.						

(3) The City, like most governmental entities, has experienced significant increases in cost related to the construction of road and intersection improvements. Inflation has substantially impacted all sectors of the economy. The overall attributable cost of the road and intersection improvements between 2018 and 2025 are similar. The overall per lane miles cost of roadway and intersection improvements attributable to new development has increased by roughly 100% between 2018 and 2025 (Table 3). In calculating the transportation impact fee, the reduction in lane miles of improvements reduces the overall increase in road capacity from those improvements. Thus, the cost per mile of road capacity increases as the amount of road capacity decreases, resulting in higher impact fees. It should also be noted that the 2025 cost include a reduction in cost for design and do not charge for ROW for planned improvements, otherwise cost would be even higher.

TABLE 3. ROAD AND INTERSECTION IMPROVEMENT COST						
IMPROVEMENTS	2018	2025	CHANGE	% CHANGE		
Total Miles of Improvements	21.88	10.98	(-10.90)	-49.8%		
Total Cost of Improvements	\$161,522,924	\$157,685,919	(-\$3,837,005)	-2.38%		
Cost per Mile of Improvements	\$7,382,218	\$14,361,195	\$6,978,977	94.5%		
Source: The City of Palm Coast Transportation Impact Fee Technical Report dated April 2025. The City of Palm Coast Transportation Impact Fee Technical Report March 2018.						



(4) The Florida Department of Transportation (FDOT) periodically publishes Long Range Estimates (LRE) for the per mile construction cost of transportation facilities. The data reflects a statewide average based on a roadway cross-section or transportation improvement. The cost per mile data is provided for urban cross-sections (i.e., curb and gutter, closed drainage), rural cross-sections (i.e., swales, open drainage), and free-standing multimodal facilities (i.e., trails, sidewalks). A comparative analysis was conducted for the average statewide construction cost in 2018 and 2024. The per mile construction cost data illustrates that urban facilities increased roughly 118%, rural facilities increased roughly 139%, and multimodal facilities increased 130% (Table 4). The overall average increase is roughly 123% for just construction cost, which is comparable to the per land miles cost increase between 2018 and 2025.

TABLE 4. FDOT COMPARISON OF LONG RANGE ESTIMATES					
Facility Type	2018	2024	INCREASE	% INCREASE	
Urban Cross-Sections	\$42,583,734.03	\$92,747,279.17	\$50,163,545.14	118%	
Rural Cross-Sections	\$13,080,841.61	\$31,276,225.07	\$18,195,383.46	139%	
Multimodal Facilities	\$572,665.75	\$1,316,524.77	\$743,859.02	130%	
Total	\$56,237,241.39	\$125,340,029.01	\$69,102,787.62	123%	
Source: Florida Department of Transportation (Appendix A).					

(5) During the time frame between the adoption of the Transportation Impact Fee update in 2018 and the update of the Transportation Impact Fee in 2025, the U.S. economy has experienced significant inflation. The Federal Highway Administration (FHWA) maintains the National Highway Construction Cost Index (NHCCI) to track overall inflation cost for the construction of Highways and Streets (Appendix B).

Between the second quarter of 2018 and the second quarter of 2024, the NHCCI has increased by 80.4%, or roughly 13.4% per year (Figure 1). For the ten year period between 2008 and 2018, the overall increase in construction cost was 6.6%, or roughly 0.66% per year (Figure 2). Data is reported quarterly and there is typically a six (6) month period between when the data is reported and the actual date of the data. While the overall cost of construction barely changed between 2008 and 2018: it almost doubled in the last six (6) years. The National Highway Construction Cost Index tracks multiple components of Highway and Street cost and provides an interactive platform to review different time periods to evaluate construction cost inflation.





## Figure 1. National Highway Construction Cost Index: 2018 to 2024



2024 Q2 index is preliminary. 2023 Q4 and 2024 Q1 indexes are revised

While the NHCCI is based on nationalized data, it does reflect the extraordinary increase in construction cost between the time frame when the Transportation Impact Fees were last updated. The overall level of inflation started to slightly level off by the 3<sup>rd</sup> quarter in 2023. However, ongoing discussions of tariff increases and fluctuations in the cost of oil could have significant impacts on the overall cost of Highway and Street construction. It should be noted that FDOT historically published data related to inflation. However, the last documentation of inflation available reported by FDOT on its website was from September of 2023.



## Figure 2. National Highway Construction Cost Index: 2008 to 2018



2024 Q2 index is preliminary. 2023 Q4 and 2024 Q1 indexes are revised

(6) The updated Transportation Impact Fee includes reasonably anticipated funding of \$25 million over the next 25 years; an average of \$1 million a year. The City has received an average of roughly \$700,000 a year in transportation funding from various local, federal, and state sources. None of the road or intersection improvements are currently funded or programmed for funding. As Flagler County and Palm Coast continue to grow, there may be increased opportunities to receive increased federal and state funds through the Volusia-Flagler Transportation Planning Organization (TPO). The anticipated funding does result in a lower calculated Transportation Impact Fee. Since the funds are not currently programmed, the City is not obligated to include anticipated funding.



(7) The updated Transportation Impact Fee has been prepared consistent with the requirements of Florida Statute Section 163.31801. Since the Transportation Impact Fee was last updated in 2018, the Institute of Transportation Engineers (ITE) has updated the Trip Generation Manual from the 10<sup>th</sup> edition to the 11<sup>th</sup> edition.

The 2018 Transportation Impact Fee was based on the 2017 National Household Travel Survey (NHTS). The NHTS was updated in 2022 and results in updated trip lengths by trip purpose. Trip generation and trip length are two of the biggest factors used to calculate vehicle travel demand for land uses.

With the update of the ITE Trip Generation Manual, the trip generation rates changed for the majority of land uses between 2018 and 2025. Some of the changes were relatively small, others were fairly significant (**Appendix C**). The most significant trip generation rate changes were for the following land uses:

Outdoor Commercial Recreation:	14.32 (2018)	33.75 (2025)
Multi-Purpose Commercial Recreation:	5.57 (2018)	9.99 (2025)
Community Center:	14.54 (2018)	22.67 (2025)
Office:	11.41 (2018)	14.13 (2025)
Pharmacy:	90.09 (2018)	129.40 (2025)
Pharmacy Drive-Thru:	89.04 (2018)	138.95 (2025)
Fast Food:	214.36 (2018)	354.87 (2025)
Restaurant Drive-Thru:	356.54 (2018)	507.99 (2025)
Nursery:	55.07 (2018)	31.37 (2025)
Bank Drive-Thru:	229.26 (2018)	113.35 (2025)

With the updated of the National Household Travel Survey in 2022, the trip lengths changed for the majority of land uses between 2018 and 2025. The trip length is multiplied by the trip generation rate to calculate a vehicle travel demand rate per land uses. Similar to the trip generation rates, some of the changes were relatively small, while others were fairly significant (Appendix D).

To off-set some of the more significant increases in fees, in excess of 200% and 300%, adjustments were made to pass-by rates for several land uses. The most significant vehicle travel demand rate changes were for the following land uses:



Golf Course:	34.40 (2018)	43.14 (2025)
Outdoor Commercial Recreation:	16.21 (2018)	23.75 (2025)
Multi-Purpose Commercial Recreation:	5.68 (2018)	7.03 (2025)
Community Center:	13.17 (2018)	17.00 (2025)
Fast Food:	80.35 (2018)	89.78 (2025)
Restaurant Drive-Thru:	89.10 (2018)	96.39 (2025)
Bank Drive-Thru:	47.52 (2018)	50.67 (2025)
Vehicle Fueling:	51.58 (2018)	61.75 (2025)

The updated of the Transportation Impact Fees for land uses is based on both the cost per vehicle mile of capacity and the vehicle travel demand of a given land uses. Factors such as trip generation, the percentage of new trips (aka pass-by trips) on the road, and trip length all factor into the final Transportation Impact Fee per land use based on the applicable unit of measure. The percentage increase for a given land use is the difference between the updated 2025 Transportation Impact Fee rates and the existing 2025 Transportation Impact Fee rates and the existing 2025 Transportation Impact Fee rates and the existing 2025 Transportation Impact Fee rates by 2.5% a year, which prior to the Covid-19 pandemic, was a fairly typical year over year inflation adjustment. As this Extraordinary Circumstances Study indicated, inflation has risen far more significantly than 2.5% a year.

The summary provided below indicates the range of increases for a given category of land uses. Caution is encouraged when revieing any one particular land uses in isolation based solely on the percentage increase. Land uses with a lower transportation impact fee rate are going to show a higher overall percentage increase, even-through the actual dollar amount of the increase is lower than a comparable land use. To better gauge the overall increase, the percentage increase along with the actual rates per land use needs to be looked at in conjunction. A higher percentage increase does not mean the overall dollar value assessed has increased more than a comparable land use.

### **Residential Uses**

The Transportation Impact Fees are calculated on a per dwelling unit basis and include a variety of residential land uses from single family to active adult (55+). The percentage increases fall within the following range:

Lowest: Single-Family Detached:	137%	\$3,502 (Existing)	\$8,295 (Update)
Highest: Vested Duplex Platted Lot:	177%	\$1,487 (Existing)	\$4,124 (Update)



### Institutional Uses

The Transportation Impact Fees are calculated on a per unit basis that varies based on the type of land use. The percentage increases fall within the following range:

Lowest: Private College (per 1,000 sq. ft.):	137%	\$4,683 (Existing)	\$7,835 (Update)
Highest: Cemetery (per acre):	162%	\$2,449 (Existing)	\$6,418 (Update)

### **Industrial Uses**

The Transportation Impact Fees are calculated on a per 1,000 sq. ft. basis that varies based on the type of land use. The percentage increases fall within the following range:

Lowest: Mini-Warehouse:	78%	\$503 (Existing)	\$896 (Update)
Highest: Manufacturing:	118%	\$1,978 (Existing)	\$4,305 (Update)

### Entertainment, Recreational & Lodging Uses

The Transportation Impact Fees are calculated on a per unit basis that varies based on the type of land use. The percentage increases fall within the following range:

Lowest: Health Club / Gym (per 1,000 sq. ft.): 131% \$10,444 (Existing) \$24,177 (Update) Highest: Outdoor Comm. Recreation (per acre): 216% \$4,677 (Existing) \$14,766 (Update)

### **Office Uses**

There is only one office land use. The following is the percentage increase:

Office: 137% \$4,237 (Existing) \$10,023 (Updated)

### **Retail Uses**

The Transportation Impact Fees are calculated on a per unit basis that varies based on the type of land use. The percentage increases fall within the following range:

Lowest: Vehicle & Boat Sales (per 1,000 sq. ft.): 60% \$10,248 (Existing) \$16,390 (Update Highest: Vehicle Fueling (per position): 158% \$14,884 (Existing) \$38,386 (Update)



The pursuit of the finding of extraordinary circumstances allows the City to adopt the updated Transportation Impact Fee rates at the fully calculated rates that will allow development to mitigate its impacts to City, County, and State Roads. There are no guarantees that the Florida Legislature will continue to allow for extraordinary circumstances in the future. There were two pending bills this past session (2025) that would have added additional criteria and requirements to make a finding of extraordinary circumstances.

## **CITY COUNCIL OPTIONS**

The City Council has four (4) options as it considers whether or not to vote for the finding of extraordinary circumstances to adopt the fully calculated Transportation Impact Fee rates:

- (1) Accept the Technical Report. Do not vote for a finding of extraordinary circumstances. Phase-in increases consistent with Florida Statute. Limit overall increases to 50%.
- (2) Amend the Road Improvements. Identify additional funding, amend or remove needed projects. Increasing funding or lowering the cost will result in a decrease in Transportation Impact Fee rates.
- (3) Accept the Technical Report analysis and the finding of extraordinary circumstances. Then develop an alternative phase-in to the fully calculated rates, even-those over 50%, so that by the time of the next update, the adopted fees reflect fully calculated rates. Assuming the legislature does not limit local governments from doing so as part of amendments to the Impact Fee Act. The legislature has added retroactive provisions in existing statute.
- (4) Accept the Technical Report analysis and finding of Extraordinary Circumstances Study, adopting the calculated Transportation Impact Fee rates at 100%.

## **FINDING OF EXTRAORDINARY CIRCUMSTANCES**

The updated Transportation Impact Fee will result in an increase in fees for land uses that exceed 50% of the existing Transportation Impact Fees. The City of Palm Coast Transportation Impact Fee Technical Report dated April 2025 identifies the need for future road capacity improvements to accommodate projected increases in travel demand and includes a detailed analysis documenting the calculation of the updated Transportation Impact Fee. The data and analysis from the Technical Report has been used to develop this Extraordinary Circumstances Study.



The following are the findings of the Extraordinary Circumstances Study for consideration by the City Council to adopt Transportation Impact Fee rates at the fully calculated rates:

- (1) The City of Palm Coast over the past 30 years has experienced extraordinary population growth that has exceeded the extraordinary population growth of the State of Florida;
- (2) The City of Palm Coast is projected to continue experiencing extraordinary population growth by 2050 at a rate that will exceed the projected growth for the State of Florida;
- (3) The overall cost per mile of improvements between the 2018 Transportation Impact Fees and the 2025 Transportation Impact Fees increased roughly 100% due to inflation;
- (4) The Florida Department of Transportation (FDOT) Long Range Estimates for per mile construction cost of transportation facilities has increased by 123% between 2018 and 2024 due to inflation, which equates to roughly 20.5% per year, or 17.5% a year higher than historic annual inflation rates of roughly 3.0% used by FDOT;
- (5) The National Highway Construction Cost Index (NHCCI) has increased by 80.4% between
  2018 and 2024 due to inflation, which equates to roughly 13.4% per year, or almost 13% a
  year higher than national inflation rates between 2008 and 2018;
- (6) The 2025 Transportation Impact Fee rate includes \$25 million in reasonably anticipated funding to off-set the increase; even though the \$25 million is not currently programmed for funding;
- (7) The ITE Trip Generation Manual and the National Household Travel Survey have been updated between 2018 and 2025, resulting in increases in trip generation rates, vehicle trip lengths, and vehicle travel demand for a number of land uses and a subsequent increase in Transportation Impact Fees;
- (8) The City of Palm Coast Transportation Impact Fee Technical Report dated April 2025 documents the need for road and intersection improvements to accommodate future travel demand. The calculation for the Transportation Impact Fee update is based on the most recent and localized data as of 2025. Limiting increases in fees will impact the ability of the City to fund improvements to ensure new development mitigates its transportation impacts. The Technical Report and this Study serves as the basis for the findings of extraordinary circumstances in support of adoption of the Transportation Impact Fee at 100% of the calculated rates.

# **City of Palm Coast Extraordinary Circumstances Study**

**Appendices** 

May 2025



## **Appendices**

- Appendix A. FDOT Long Range Estimates Cost Per Mile Models
- Appendix B. National Highway Construction Cost Index (NHCCI) Traffic
- Appendix C. Trip Generation
- Appendix D. Vehicle Travel Demand
- Appendix E. Transportation Impact Fee Comparison

**Extraordinary Circumstances Study** 



## **APPENDIX A**

## FDOT Long Range Estimates Cost Per Mile Models

APPENDIX A: LONG RANGE ESTIMATE (LRE) COST PER MILE MODELS: COMPARATIVE ANALYSIS				
URBAN CROSS-SECTION	2018	2024	INCREASE	% INCREASE
New Construction 2 Lane Undivided Urban Arterial with 4' Bike Lanes: U01	\$4,981,799.76	\$9,116,872.25	\$4,135,072.49	83%
New Construction 3 Lane Undivided Urban Arterial with Center Lane and 4' Bike Lanes: U02	\$4,703,744.99	\$10,231,945.36	\$5,528,200.37	118%
New Construction 4 Lane Urban Road with 22' Median and 4' Bike Lanes: U05	\$7,448,544.36	\$17,017,368.36	\$9,568,824.00	128%
New Construction 6 Lane Urban Road with 22' Median and 4' Bike Lanes: U08	\$8,215,377.84	\$18,549,372.01	\$10,333,994.17	126%
New Construction Extra Cost for Additional Lane on Urban Arterial: U10	\$1,815,381.97	\$4,420,437.82	\$2,605,055.85	143%
Mill and Resurface 2 Lane Urban Road with 4' Bike Lanes: U12	\$546,841.45	\$911,865.84	\$365,024.39	67%
Add 2 Lanes to Existing 2 Lane Undivided Arterial (1 Lane Each Side), with 4' Bike Lanes: U19	\$4,732,174.28	\$9,540,676.51	\$4,808,502.23	102%
Widen 2 Lane Urban Arterial to 4 Lane Divided with 22' Median, 4' Bike Lanes: U20	\$5,456,415.25	\$11,479,370.51	\$6,022,955.26	110%
Widen 4 Lane Urban Divided Arterial to 6 Lane Urban Divided with 22' Median and 4' Bike Lanes: U22	\$4,683,454.13	\$11,479,370.51	\$6,795,916.38	145%
Total	\$42,583,734.03	\$92,747,279.17	\$50,163,545.14	118%
RURAL CROSS-SECTION	2018	2024	INCREASE	% INCREASE
New Construction Undivided 2 Lane Rural Road with 5' Paved Shoulders: R01	\$2,202,091.07	\$5,549,319.13	\$3,347,228.06	152%
New Construction Divided 4 Lane Rural Road with 2' Paved Shoulders Inside and 5' Paved Shoulders Outside: R04	\$4,312,785.65	\$10,836,671.74	\$6,523,886.09	151%
New Construction Extra Cost for 1 Single Additional Lane on Rural Arterial: R09	\$531,724.42	\$1,168,629.05	\$636,904.63	120%
Mill and Resurface 2 Lane Rural Road with 5' Paved Shoulders: R11	\$237,430.20	\$799,143.09	\$561,712.89	237%
Widen Existing 2 Lane Arterial to 4 Lane Divided; Resurface Existing 2 Lanes; 5' Paved Shoulders Inside and Out: R22	\$2,862,158.41	\$6,735,486.04	\$3,873,327.63	135%
Widen Existing 4 Lane Divided Arterial to 6 Lane Divided; Resurface Existing 4 Lanes; 5' Paved Shoulders Inside and Out: R23	\$2,599,515.33	\$5,577,759.20	\$2,978,243.87	115%
Widen Divided Rural 4-Lane to Allow for Left Turn Lane, 300': R28	\$170,509.92	\$313,430.61	\$142,920.69	84%
Widen Divided Rural 4-Lane for Right Turn Lane, 300': R29	\$164,626.61	\$295,786.21	\$131,159.60	80%
Total	\$13,080,841.61	\$31,276,225.07	\$18,195,383.46	139%
MULTIMODAL FACILITIES	2018	2024	INCREASE	% INCREASE
Two Directional, 12' Shared Use Path: O01	\$285,525.80	\$681,822.62	\$396,296.82	139%
Sidewalk construction; 5' one side, 4-inch depth: O03	\$153,868.56	\$349,251.29	\$195,382.73	127%
Mid-Block Crossing: O05	\$133,271.39	\$285,450.86	\$152,179.47	114%
Total	\$572,665.75	\$1,316,524.77	\$743,859.02	130%
TRANSPORTATION FACILITIES	2018	2024	INCREASE	% INCREASE
Total	\$56,237,241.39	\$125,340,029.01	\$69,102,787.62	123%
Source: Florida Department of Transportation (FDOT) Long Range Estimates Cost Per Mile Models from 2018 and 2024. Calculations prepared by NUE Urban Concepts, LLC.				



## **Program Management**

Program Management / Estimates

Long Range Estimates (LRE)

## **Cost Per Mile Models**

Some Links below may require either Adobe PDF or Microsoft PowerPoint 2007 or higher. Free Adobe download. Free PowerPoint viewer download.

Disclaimer: These models are generic in nature, and not based on actual construction projects. They are for reference purposes only, and are not intended to predict or support future estimates.

Model Types/Groups: Rural, Urban, Suburban, Other, Bridges

Model	Cost per Mile	Composite Report
Rural		
New Construction Undivided 2 Lane Rural Road with 5' Paved Shoulders	\$2,202,091.07	Composite Report
New Construction Undivided 3 Lane Rural Road with 5' Paved Shoulders, Center Turn Lane	\$2,673,585.06	Composite Report
New Construction Undivided 4 Lane Rural Road with 5' Paved Shoulders	\$3,228,194.74	Composite Report
New Construction, 4 Lane Divided Rural Road with 2' Paved Shoulders Inside and 5' Paved Shoulders Outside	\$4,312,785.65	Composite Report
New Construction Divided Rural 4 Lane Interstate with Paved Shoulders 10' Outside and 4' Inside	\$5,369,732.32	Composite Report
New Construction Undivided 5 Lane Rural Road with 5' Paved Shoulders, Center Turn Lane	\$3,801,863.30	Composite Report
New Construction, 6 Lane Divided Rural Road with 5' Paved Shoulders Inside and Out	\$5,302,698.15	Composite Report
New Construction Divided Rural 6 Lane Interstate with 10' Paved Shoulders Inside and Out	\$6,383,391.16	Composite Report
New Construction Extra Cost for 1 Single Additional Lane on Rural Arterial	\$531,724.42	Composite Report
New Construction Extra Cost for 1 Single Additional Lane on a Rural Interstate	\$623,066.81	Composite Report
Milling and Resurfacing 2 Lane Rural Road with 5' Paved Shoulders	\$488,077.63	Composite Report
Milling and Resurfacing 3 Lane Rural Road with 5' Paved Shoulders and Center Turn Lane	\$676,706.22	Composite Report
Milling and Resurfacing 4 Lane Rural Road with 5' Paved Shoulders	\$1,042,198.20	Composite Report
Mill & Resurface 4 Lane Divided Rural Arterial with 5' Outside Shoulders and 2' Inside	\$1,098,117.96	Composite Report
Mill & Resurface 4 Lane Divided Rural Interstate with Paved Shoulders 10' Outside and 4' Inside	\$1,328,702.33	Composite Report



Program Management

Florida's Transportation Engineers

Milling and Resurfacing 5 Lane Rural Road with 5' Paved Shoulders and Center Turn Lane	\$1,252,635.99	Composite Report
Mill & Resurface 6 Lane Divided Rural Arterial with 5' Paved Shoulders Inside and Out	\$1,560,192.04	Composite Report
Mill & Resurface 6 Lane Divided Rural Interstate with 10' Paved Shoulders Inside and Out	\$1,889,539.49	Composite Report
Mill & Resurface 1 Additional Lane Rural Interstate	\$296,794.75	Composite Report
Mill & Resurface 1 Additional Lane Rural Arterial	\$237,430.20	Composite Report
Widen Existing 2 Lane Arterial to 4 Lanes Undivided;	¢0.040.007.70	Commonite Demont
Add 1 Lane to Each Side; 5' Paved Shoulders	\$2,313,327.76	Composite Report
Widen Existing 2 Lane Arterial to 4 Lane Divided; Resurface Existing 2 Lanes; 5' Paved Shoulders Inside & Out	\$2,862,158.41	Composite Report
Widen Existing 4 Lane Divided Arterial to 6 Lane Divided; Resurface Existing 4 Lanes; 5' Paved Shoulders Inside & Out	\$2,599,515.33	Composite Report
Widen 4 Lane Interstate to 6 Lanes (In Median); Mill & Resurface Existing; 10' Paved Shoulders Inside & Out	\$3,962,100.40	Composite Report
Widen 4 Lane Interstate to 6 Lanes (Outside); Mill & Resurface Existing; 10' Shoulders Outside; Widen Existing 4' Inside Shoulders to 10'	\$3,831,775.70	Composite Report
Widen Existing 6 Lane Divided Arterial to 8 Lane Divided; Resurface Existing 6 Lanes; 5' Paved Shoulders Inside & Out	\$2,879,092.37	Composite Report
Widen 6 Lane Interstate to 8 Lanes (in Median); Mill & Resurface Existing; 10' Paved Shoulders Inside and Out	\$4,455,258.89	Composite Report
Widen Divided Rural 4-Lane to Allow for Left Turn Lane (300')	\$170,509.92	Composite Report
Widen Divided Rural 4-Lane for Right Turn Lane (300')	\$164,626.61	Composite Report
Urban	-	
New Construction 2 Lane Undivided Urban Arterial with 4' Bike Lanes	\$4,981,799.76	Composite Report
New Construction 3 Lane Undivided Urban Arterial with Center Lane and 4' Bike Lanes	\$4,703,744.99	Composite Report
New Construction Undivided Urban Arterial with 4' Bike Lanes	\$5,094,313.12	Composite Report
New Construction 4 Lane Urban Road with 22' Median and 4' Bike Lanes	\$7,448,544.36	Composite Report
New Construction 4 Lane Divided Urban Interstate, Closed 22' Median with Barrier Wall, 10' Shoulders Inside & Out	\$11,608,176.83	Composite Report
New Construction 5 Lane Undivided Urban Arterial with Center Turn Lane and 4' Bike Lanes	\$5,844,178.21	Composite Report
New Construction 6 Lane Urban Road with 22' Median and 4' Bike Lanes	\$8,215,377.84	Composite Report
New Construction Divided Urban 6 Lane Interstate with 22' Closed Median with Barrier Wall, 10' Shoulders Inside & Out	\$12,295,060.71	Composite Report
New Construction Extra Cost for Additional Lane on Urban Arterial	\$1,815,381.97	Composite Report
New Construction Extra Cost for Additional Lane on Urban Interstate	\$663,679.21	Composite Report
Mill & Resurface 2 Lane Urban Road with 4' Bike Lanes	\$546,841.45	Composite Report
Mill & Resurface 3 Lane Urban Road with Center Turn Lane and 4' Bike Lanes	\$714,565.51	Composite Report
Mill & Resurface 4 Lane Undivided Urban Roadway with 4' Bike Lanes	\$979,031.92	Composite Report
Mill & Resurface 4 Lane Divided Urban Roadway with 4' Bike Lanes	\$1,148,368.61	Composite Report
Mill & Resurface 5 Lane Urban Roadway with Center Turn Lane and 4' Bike Lanes	\$1,149,459.71	Composite Report
Mill & Resurface 6 Lane Divided Urban Arterial with 4' Bike Lanes	\$1,624,490.71	Composite Report
Mill & Resurface 1 Additional Lane Urban Arterial	\$267,344.51	Composite Report
Add 2 Lanes to Existing 2 Lane Undivided Arterial (1 Lane Each Side), with 4' Bike Lanes	\$4,732,174.28	Composite Report
Widen 2 Lane Urban Arterial to 4 Lane Divided with 22' Median & 4' Bike Lanes	\$5,456,415.25	Composite Report
	II	

Add 2 Lanes to Existing 3 Lane Undivided Arterial (1 Lane Each Side) with Center Turn Lane and 4' Bike Lanes	\$4,913,984.64	Composite Report						
Widen 4 Lane Urban Divided Arterial to 6 Lane Urban Divided with 22' Median and 4' Bike Lanes	\$4,683,454.13	Composite Report						
Widen 4 Lane Urban Interstate with Closed Median to 6 Lanes (Outside); Mill & Resurface Existing; 10' Shoulders Outside	\$8,144,271.62	Composite Report						
Widen 6 Lane Urban Divided Arterial to 8 Lane Urban Divided with 4' Bike Lanes	\$5,366,049.27	Composite Report						
Widen 6 Lane Urban Interstate with Closed Median to 8 Lanes (Outside); Mill & Resurface Existing; 10' Shoulders Outside	\$8,767,888.48	Composite Report						
Suburban								
New Construction Suburban 4 Lane with Paved Shoulders Outside and Curb Median	\$4,528,418.97	Composite Report						
Widen Existing Rural Facility to the Inside with Addition of Closed Drainage System and Median Barrier Wall	\$3,553,592.93	Composite Report						
Widen 4 Lane Suburban Roadway with 6.5' Paved Shoulder and Convert to C&G Out; Stripe for Bike Lane	\$2,656,003.59	Composite Report						
Add 2 Lanes with C&G Out to Existing 4 Lane Urban or Suburban Roadway with C&G Out	\$2,762,875.95	Composite Report						
Other								
Two Directional, 12' Shared Use Path	\$285,525.80	Composite Report						
Rails to Trails project (12' width)	\$268,188.64	Composite Report						
Sidewalk construction; 5' one side, 4 inch depth	\$153,868.56	Composite Report						
Mid-Block Crossing	\$133,271.39	Composite Report						

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## Cost Per Mile Models Reports

**Disclaimer:** Cost per Mile (CpM) models are conceptual and posted for reference only. They have been created within the Long Range Estimating (LRE) application utilizing various Typical Sections available within LRE. Models are generic in nature, are modeled using formulas within LRE, and are not based on actual construction projects, past or present. Models presented may not match the scope, criteria, terrain, or other conditions of an actual construction project. They do not account for project-specific scope and characteristics, including, but not limited to the following:

- Additional earthwork volumes beyond initial values for terrain or stormwater management facilities
- Structures
- Intersections
- Driveway connections
- Signalization
- Right-of-way
- Safety upgrades

Project-specific characteristics must be considered when preparing estimates for construction projects. Unit Prices within the CPM models are quantity-weighted average awarded unit prices received in the previous approximate 18 months prior to updating the CPM models. Additional FDOT unit price data can be found <u>here</u>.

Information: For guidance on estimating bridge costs, see Vol. 1 Chapter 9 of the Structures Manual.

Model	Cost Per Mile	Report
Rural		
New Construction Undivided 2 Lane Rural Road with 5' Paved Shoulders: R01	\$5,549,319.13	<u>Report</u>
New Construction Undivided 3 Lane Rural Road with 5' Paved Shoulders, Center Turn Lane: R02	\$6,662,892.60	<u>Report</u>
New Construction Undivided 4 Lane Rural Road with 5' Paved Shoulders: R03	\$7,688,490.95	<u>Report</u>
New Construction Divided 4 Lane Rural Road with 2' Paved Shoulders Inside and 5' Paved Shoulders Outside: R04	\$10,836,671.74	<u>Report</u>
New Construction Divided 4 Lane Rural Interstate with Paved Shoulders 10' Outside and 4' Inside: R05	\$13,614,948.15	<u>Report</u>
New Construction Undivided 5 Lane Rural Road with 5' Paved Shoulders, Center Turn Lane: R06	\$9,173,014.74	<u>Report</u>
New Construction Divided 6 Lane Rural Road with 5' Paved Shoulders Inside and Out: R07	\$12,962,811.19	<u>Report</u>
New Construction Divided 6 Lane Rural Interstate with 10' Paved Shoulders Inside and Out: R08	\$15,613,376.17	<u>Report</u>
New Construction Extra Cost for 1 Single Additional Lane on Rural Arterial: R09	\$1,168,629.05	<u>Report</u>
New Construction Extra Cost for 1 Single Additional Lane on a Rural Interstate: R10	\$1,324,153.50	<u>Report</u>
Mill and Resurface 2 Lane Rural Road with 5' Paved Shoulders: R11	\$799,143.09	<u>Report</u>
Mill and Resurface 3 Lane Rural Road with 5' Paved Shoulders and Center Turn Lane: R12	\$1,108,282.20	<u>Report</u>

Mill and Resurface 4 Lane Rural Road with 5' Paved Shoulders: R13	\$1,718,857.28 <u>Report</u>
Mill and Resurface 4 Lane Divided Rural Arterial with 5' Outside Shoulders and 2' Inside: R14	\$1,810,288.74 <u>Report</u>
Mill and Resurface 4 Lane Divided Rural Interstate with Paved Shoulders 10' Outside and 4' Inside: R15	\$2,168,129.73 <u>Report</u>
Mill and Resurface 5 Lane Rural Road with 5' Paved Shoulders and Center Turn Lane: R16	\$2,076,827.91 <u>Report</u>
Mill and Resurface 6 Lane Divided Rural Arterial with 5' Paved Shoulders Inside and Out: R17	\$2,592,985.71 <u>Report</u>
Mill and Resurface 6 Lane Divided Rural Interstate with 10' Paved Shoulders Inside and Out: R18	\$3,102,601.84 <u>Report</u>
Mill and Resurface 1 Additional Lane Rural Interstate: R19	\$511,792.17 <u>Report</u>
Mill and Resurface 1 Additional Lane Rural Arterial: R20	\$410,713.87 <u>Report</u>
Widen Existing 2 Lane Arterial to 4 Lanes Undivided; Add 1 Lane to Each Side; 5' Paved Shoulders: R21	\$5,265,909.31 <u>Report</u>
Widen Existing 2 Lane Arterial to 4 Lane Divided; Resurface Existing 2 Lanes; 5' Paved Shoulders Inside and Out: R22	\$6,735,486.04 <u>Report</u>
Widen Existing 4 Lane Divided Arterial to 6 Lane Divided; Resurface Existing 4 Lanes; 5' Paved Shoulders Inside and Out: R23	\$5,577,759.20 <u>Report</u>
Widen 4 Lane Interstate to 6 Lanes (In Median); Mill and Resurface Existing; 10' Paved Shoulders Inside and Out: R24	\$8,887,313.04 <u>Report</u>
Widen 4 Lane Interstate to 6 Lanes (Outside); Mill and Resurface Existing; 10' Shoulders Outside; Widen Existing 4' Inside Shoulders to 10': R25	\$8,380,928.04 <u>Report</u>
Widen Existing 6 Lane Divided Arterial to 8 Lane Divided; Resurface Existing 6 Lanes; 5' Paved Shoulders Inside and Out: R26	\$6,053,110.88 <u>Report</u>
Widen 6 Lane Interstate to 8 Lanes (in Median); Mill and Resurface Existing; 10' Paved Shoulders Inside and Out: R27	\$9,724,875.61 <u>Report</u>
Widen Divided Rural 4-Lane to Allow for Left Turn Lane, 300': R28	\$313,430.61 <u>Report</u>
Widen Divided Rural 4-Lane for Right Turn Lane, 300': R29 Urban	\$295,786.21 <u>Report</u>
New Construction 2 Lane Undivided Urban Arterial with 4' Bike Lanes: U01	\$9,116,872.25 <u>Report</u>
New Construction 3 Lane Undivided Urban Arterial with Center Lane and 4' Bike Lanes: U02	\$10,231,945.36 Report
New Construction Undivided Urban Arterial with 4' Bike Lanes: U03	\$11,091,016.64 <u>Report</u>
New Construction 4 Lane Urban Road with 22' Median and 4' Bike Lanes: U05	\$17,017,368.36 <u>Report</u>
New Construction 4 Lane Divided Urban Interstate, Closed 22' Median with Barrier Wall, 10' Shoulders Inside and Out: U06	\$23,894,351.64 <u>Report</u>
New Construction 5 Lane Undivided Urban Arterial with Center Turn Lane and 4' Bike Lanes: U07	\$12,822,124.28 <u>Report</u>
New Construction 6 Lane Urban Road with 22' Median and 4' Bike Lanes: U08	\$18,549,372.01 <u>Report</u>
New Construction 6 Lane Divided Urban Interstate with 22' Closed Median with Barrier Wall, 10' Shoulders Inside and Out: U09	\$25,793,473.60 <u>Report</u>
New Construction Extra Cost for Additional Lane on Urban Arterial: U10	\$4,420,437.82 <u>Report</u>
New Construction Extra Cost for Additional Lane on Urban Interstate: U11	\$1,419,871.49 <u>Report</u>
Mill and Resurface 2 Lane Urban Road with 4' Bike Lanes: U12	\$911,865.84 <u>Report</u>
Mill and Resurface 3 Lane Urban Road with Center Turn Lane and 4' Bike Lanes: U13	\$1,186,248.73 <u>Report</u>
Mill and Resurface 4 Lane Undivided Urban Roadway with 4' Bike Lanes: U14	\$1,606,864.17 <u>Report</u>
Mill and Resurface 4 Lane Divided Urban Roadway with 4' Bike Lanes: U15	\$1,882,576.27 <u>Report</u>
Mill and Resurface 5 Lane Urban Roadway with Center Turn Lane and 4' Bike Lanes: U16	\$1,888,808.08 <u>Report</u>
Mill and Resurface 6 Lane Divided Urban Arterial with 4' Bike Lanes: U17	\$2,736,124.28 <u>Report</u>
Mill and Resurface 1 Additional Lane Urban Arterial: U18	\$448,024.86 <u>Report</u>
Add 2 Lanes to Existing 2 Lane Undivided Arterial (1 Lane Each Side), with 4' Bike Lanes: U19	\$9,540,676.51 <u>Report</u>
Widen 2 Lane Urban Arterial to 4 Lane Divided with 22' Median, 4' Bike Lanes: U20	\$11,479,370.51 <u>Report</u>
Add 2 Lanes to Existing 3 Lane Undivided Arterial (1 Lane Each Side with Center Turn Lane and 4' Bike	

Lanes: U21	\$9,847,437.67 <u>Report</u>
Widen 4 Lane Urban Divided Arterial to 6 Lane Urban Divided with 22' Median and 4' Bike Lanes: U22	\$9,302,864.82 <u>Report</u>
Widen 4 Lane Urban Interstate with Closed Median to 6 Lanes (Outside), Mill and Resurface Existing, 10' Shoulders Outside: U23	\$15,978,893.72 Report
Widen 6 Lane Urban Divided Arterial to 8 Lane Urban Divided with 4' Bike Lanes: U24	\$11,415,171.18 Report
Widen 6 Lane Urban Interstate with Closed Median to 8 Lanes (Outside); Mill and Resurface Existing; 10' Shoulders Outside: U25	\$17,127,313.20 Report
Suburban	
New Construction Suburban 4 Lane with Paved Shoulders Outside and Curb Median: S01	\$10,458,281.48 Report
Widen Existing Rural Facility to the Inside with Addition of Closed Drainage System and Median Barrier Wall: S02	\$6,274,731.41 <u>Report</u>
Widen 4 Lane Suburban Roadway with 6.5' Paved Shoulder and Convert to Curb and Gutter Out; Stripe for Bike Lane: S03	\$5,312,531.89 <u>Report</u>
Add 2 Lanes with Curb and Gutter Out to Existing 4 Lane Urban or Suburban Roadway with Curb and Gutter Out: S04	\$5,492,128.56 <u>Report</u>
Other	
Two Directional, 12' Shared Use Path: O01	\$681,822.62 <u>Report</u>
Rails to Trails project (12' width): O02	\$634,555.69 <u>Report</u>
Sidewalk construction; 5' one side, 4-inch depth: O03	\$349,251.29 <u>Report</u>
Mid-Block Crossing: O05	\$285,450.86 <u>Report</u>

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## **APPENDIX B**

National Highway Construction Cost Index (NHCCI) Traffic

### National Highway Construction Cost Index 2024 Q2 December 6, 2024

## NHCCI Outlook

For the second quarter of calendar year 2024 (2024 Q2), the Office of Transportation Policy Studies at the Federal Highway Administration (FHWA) calculated a decrease in the National Highway Construction Cost Index (NHCCI) compared to 2024 Q1. The 0.9 percent decline in construction costs is in stark contrast to the recent inflation, but is in line with the slowdown in the rate of inflation since 2022. There is an historically positive seasonal effect on highway construction prices during Q2 and Q3, so the decrease is even more striking. This brings the NHCCI closer to other indicators of general inflation such as the Consumer Price Index (CPI) and Producer Price Index (PPI), which respectively showed a 1.2 percent increase and 0.9 percent increase during 2024 Q2. The PPIs for Asphalt and Crude petroleum (domestic) showed a 13.9 and 6.1 percent increase during 2024 Q2, respectively, reversing the downward changes seen in 2023 Q4 and 2024 Q1. Some other construction related PPI showed similar changes to the NHCCI this quarter, with paving mixtures and blocks showing 5.3 percent decrease, construction materials showing a 1.5 percent decrease, fabricated structural metal showing a 7.8 percent decrease. Others differed, such as fabricated structural metal for bridges showing a 1.2 percent increase, concrete products showing a 0.5 percent increase, and concrete pavers showing a 1.4 percent increase. While many construction material cost indexes are showing a slowdown in inflation since 2022, the recent high volatility in highway related cost indexes makes it unclear if this trend will continue (see Table 3).

## NHCCI Component Contributions

Comparing the component contributions to the change in the NHCCI from the previous quarter reveals the decrease in the NHCCI was mostly driven by asphalt and concrete, which contributed to a 0.98 and 0.81 percentage point decrease, respectively (see Table 1). Base stone and utilities also had considerable contributions of 0.34 and 0.27 percentage point decreases, respectively. Conversely, grading/excavation and bridge contributed to a 0.87 and 0.22 percentage point increase, respectively. The component contribution decline from asphalt contrasts with the increase in the PPI for asphalt and may reflect other aspects of asphalt provision beyond just the material input price. All NHCCI components include not only the material input prices but also the cost of labor, shipping, overhead, and profit.

NHCCI Component	Percentage Points Contribution
Asphalt	-0.98%
Base stone	-0.34%
Bridge	0.22%
Concrete	-0.81%
Drainage	-0.00%
Electrical	-0.11%
Grading/excavation	0.87%
Traffic control	-0.04%
Utilities, erosion control, clearing, painting, and equipment	0.27%

Table 1. Component Contributions to Changes in NHCCI from Previous Quarter (2024 Q2)

*Source:* FHWA, Office of Transportation Policy Studies, National Highway Construction Cost Index (NHCCI) 2024 Q2 Estimates.

Note: The component contributions add up to the quarterly change in the NHCCI.

## NHCCI Performance and Related Economic Indices

The 2024 Q2 decrease in the NHCCI, in addition to changes in other construction-related indexes, provide context for understanding the potential impact on the purchasing power of highway investments. The NHCCI decreased by 0.9 percent, while the PPI increased by 0.9 percent, the CPI increased by 1.2 percent, and the Employment Cost Index (ECI) for construction increased by 0.1 percent. The decrease in NHCCI represents an increase in purchasing power, meaning that what a dollar would have purchased in highway construction industry in 2024 Q1, purchases about 0.9 percent more in 2024 Q2. In other words, it costs 0.9 cents less in Q2 2024 to purchase the same amount of highway construction goods and services covered by the NHCCI that one dollar of investment would have purchased in Q1 2024.

As shown in Figure 1, the 2024 Q2 changes move the NHCCI closer to the other inflation indexes. However, it remains to be seen if the trends in each index will converge or continue the divergence observed since mid-2022. Compared to 2023 Q2, the NHCCI saw a year-over-year increase of 6.5 percent, while during the same time the PPI increased by 0.5 percent, the CPI increased by 3.2 percent, and the ECI for construction increased by 2.8 percent.



Figure 1. Comparison of NHCCI with PPI, CPI, and ECI (rebased to NHCCI 2020 Q1).

Sources: NHCCI: FHWA, Office of Transportation Policy Studies, National Highway Construction Cost Index (NHCCI) 2024 Q2 Estimates. CPI and PPI Indexes: BLS, Consumer Price Index, and Producer Price Indexes, available at https://www.bls.gov.

## Adjusting to Inflation Expectations

Examining the year-over-year (YoY) growth trends in the NHCCI and related indices, as shown in Table 2, reveals that inflation appears to be declining, although it is still higher than historical levels. The 12.2 percent YoY increase in the NHCCI for 2024 Q1 is slightly higher than what was observed in 2019 Q1, and this is still higher than the all-time average of 6.0 percent. Notably, the YoY for NHCCI appears to have peaked in 2022 Q3, while related indices peak at similar or slightly earlier times, with the PPI for all commodities peaking around 2022 Q1, CPI in 2022 Q2, PPI for Asphalt in 2021 Q4, PPI for Fabricated Structural Metal in 2022 Q1, and PPI for Paving Mixtures and Blocks in 2022 Q3. Notably, the YoY for PPI Asphalt is 10.7 percent higher than it was in 2023 Q1, as the deflation in the second half of 2023 did not offset the initial inflation. Periods of sustained inflation can contribute to expectations that inflation will remain to persistent across all sectors, so it remains to be seen what the new "normal inflation" will be.

Year	Qtr	NHCCI	PPI All commodities	CPI All items	PPI Asphalt	PPI Fabricated	PPI Paving
					, opnare	structural	mixtures
						metal	and
							blocks
	1	3.6%	4.0%	2.2%	16.3%	5.9%	3.5%
	2	4.0%	4.9%	2.7%	22.1%	11.0%	4.7%
	3	6.4%	5.0%	2.6%	50.4%	13.4%	8.7%
2018	4	12.7%	3.5%	2.2%	43.9%	13.0%	10.4%
	1	10.4%	0.4%	1.6%	20.3%	9.8%	5.7%
	2	11.6%	-0.6%	1.8%	14.9%	1.6%	5.4%
	3	6.9%	-2.1%	1.8%	-3.6%	1.1%	1.9%
2019	4	2.6%	-1.9%	2.0%	-17.1%	-2.3%	-1.1%
	1	6.5%	-1.7%	2.1%	-6.3%	-2.8%	1.0%
	2	0.5%	-6.4%	0.4%	-40.1%	-2.9%	-3.7%
	3	-4.2%	-2.6%	1.2%	-33.4%	-2.5%	-5.7%
2020	4	-3.3%	-0.2%	1.2%	-25.0%	-0.9%	-3.7%
	1	-2.9%	7.0%	1.9%	-2.2%	4.0%	0.1%
	2	3.6%	18.8%	4.8%	65.0%	20.5%	1.8%
	3	11.5%	20.3%	5.3%	53.7%	37.0%	5.7%
2021	4	17.3%	21.8%	6.7%	73.8%	45.4%	7.2%
	1	19.5%	20.4%	8.0%	42.9%	48.4%	8.5%
	2	25.5%	21.9%	8.6%	64.6%	38.9%	17.3%
	3	32.0%	15.5%	8.3%	59.2%	20.1%	22.3%
2022	4	27.6%	8.4%	7.1%	9.4%	10.8%	18.9%
	1	24.5%	2.2%	5.8%	-20.3%	3.5%	14.0%
	2	16.2%	-6.6%	4.0%	-31.2%	-3.5%	5.5%
	3	12.5%	-4.8%	3.5%	-32.5%	-2.6%	-1.5%
2023	4	11.9%	-3.6%	3.2%	-10.1%	1.0%	0.9%
	1	12.2%	-1.9%	3.2%	10.7%	-1.8%	2.1%
2024	2	6.5%	0.5%	3.2%	4.6%	-9.6%	2.6%

Table 2. Year-Over-Year Growth Rate in Percent

Sources: NHCCI: FHWA, Office of Transportation Policy Studies, National Highway Construction Cost Index (NHCCI) 2024 Q2 Estimates. CPI and PPI Indexes: BLS, Consumer Price Index, and Producer Price Indexes, available at https://www.bls.gov.

## NHCCI, Asphalt, and Oil

While the timing of YoY increases and decreases of the PPI for Asphalt roughly align with the increases and decrease of the PPI for All Commodities, Figure 2 shows how the quarterly changes in the PPI for Asphalt show high volatility. The volatility in Asphalt prices reflect the volatility in petroleum prices as shown in Figure 2. This volatility, in addition to the actual increase in price, creates uncertainty which can heavily impact the price of long-term construction projects, and may partially explain some of the divergence in the NHCCI and PPI for All Commodities. Of note, the divergence in the NHCCI and PPI for All Commodities. Of note, the divergence in the NHCCI and PPI for All Commodities. Of note, the PPI for Crude Petroleum (domestic production), which largely aligns with movements in the PPI for Asphalt going back to 2003. While the NHCCI is showing some indications of inflation slowdown, the 2024 Q2 large increase in PPI for Asphalt and PPI for Crude Petroleum alongside their recent volatility, makes the future impact on NHCCI unclear.



Sources: NHCCI: FHWA, Office of Transportation Policy Studies, National Highway Construction Cost Index (NHCCI) 2024 Q2 Estimates. CPI and PPI Indexes: BLS, Consumer Price Index, and Producer Price Indexes, available at https://www.bls.gov.

## Analysis of State HCCI

Many States estimate their own Highway Construction Cost indexes, which can shed light on regional differences in cost trends and potentially national cost trends as well. Figure 3 shows the NHCCI alongside a handful of State HCCI rebased to the NHCCI 2021 Q1 value for comparison. Since 2021 Q1, the HCCI for Texas and Colorado have moved similarly to the NHCCI, while the HCCI for Florida and Iowa show notably low inflation. The data series for California was not complete enough to make a full comparison and the high volatility in each series makes a forecast unclear. To the extent the NHCCI uses the same source data and similar methodology, it is expected that the NHCCI is smoother overall compared to the regional variations.



Figure 3. Quarter to Quarter Growth Rate in Percent

Sources: NHCCI: FHWA, Office of Transportation Policy Studies, National Highway Construction Cost Index (NHCCI) 2024 Q2 Estimates. State HCCI's obtained from: TX-- <u>https://ftp.dot.state.tx.us/pub/txdot-info/cst/hci-</u> <u>binder.pdf</u>, IA-- <u>https://www.iowadot.gov/contracts/lettings/PriceTrendIndex.pdf</u>, FL--<u>https://fdotwww.blob.core.windows.net/sitefinity/docs/default-</u> <u>source/programmanagement/estimates/reports/construction-cost-indicator-reports/2023-09-cci-</u> <u>report.pdf?sfvrsn=52e8ff59\_1</u>, CA-- <u>https://ppmoe.dot.ca.gov/des/oe/contractor-info.html</u>, CO---<u>https://www.codot.gov/business/eema/constructioncostindex</u>

## Analysis of Construction-Related PPI

The PPI data in Table 3 reveal mixed trends across different materials. For instance, asphalt and crude petroleum experienced increases of 13.9 and 6.1 percent, respectively, from 2024 Q1 to 2024 Q2. Prices for paving mixtures and blocks, construction materials, and fabricated structural metal decreased during the same period, while concrete products, concrete pavers, and fabricated structural metal for bridges increased.

	Quarter to quarter growth rate in percent												
	2021			2022				2023			2024		
Indexes	2	3	4	1	2	3	4	1	2	3	4	1	2
NHCCI	6.5%	3.5%	3.5%	4.7%	11.9%	8.9%	0.1%	2.1%	4.4%	5.8%	-0.5%	2.4%	-0.9%
PPI All Commodities	6.6%	4.4%	3.4%	4.7%	7.9%	-1.1%	-2.9%	-1.3%	-1.5%	0.8%	-1.6%	0.4%	0.9%
PPI Construction Materials	14.5%	3.3%	4.5%	5.0%	1.1%	-2.0%	-3.4%	-0.1%	1.9%	-0.8%	-1.7%	2.0%	-1.5%
PPI Paving Mixtures and Blocks	-5.8%	2.3%	1.1%	11.3%	1.8%	6.7%	-1.6%	6.7%	-5.8%	-0.4%	0.7%	8.0%	-5.3%
PPI Concrete Products	2.3%	2.3%	1.7%	3.5%	3.8%	4.2%	2.3%	3.4%	1.8%	1.6%	1.1%	2.4%	0.5%
PPI Fabricated Structural Metal	14.8%	14.2%	5.1%	7.7%	7.4%	-1.2%	-3.1%	0.7%	0.1%	-0.3%	0.6%	-2.2%	-7.8%
PPI Asphalt	21.1%	8.3%	1.9%	6.9%	39.5%	4.8%	-30.0%	-22.2%	20.5%	2.7%	-6.7%	-4.1%	13.9%
PPI Concrete Pavers	3.0%	0.7%	1.6%	6.0%	5.1%	2.0%	1.3%	4.7%	1.3%	0.0%	1.1%	2.4%	1.4%
PPI Fabricated Structural Metal for Bridges	8.6%	7.6%	3.2%	14.2%	3.1%	-2.9%	3.7%	-2.7%	0.4%	-3.1%	3.4%	-3.8%	1.2%
PPI Crude petroleum (domestic)	15.9%	8.1%	10.5%	19.1%	17.7%	-13.7%	-9.9%	-11.2%	-1.4%	10.9%	-4.6%	-2.8%	6.1%

### Table 3. Quarter to Quarter Growth Rate in Percent

Sources: NHCCI: FHWA, Office of Transportation Policy Studies, National Highway Construction Cost Index (NHCCI) 2024 Q2 Estimates. CPI and PPI Indexes: BLS, Consumer Price Index, and Producer Price Indexes, available at https://www.bls.gov.

## Future Exploratory Research and Welcome Reader Input

Given the recent period of high inflation shown by the NHCCI, FHWA is interested in exploring research to better understand the sources of the cost increases and potential interactions with factors such as supply chain challenges, demand for highway construction, and highway financing considerations. Please reach out to <u>nhcci@dot.gov</u> to provide any feedback on the NHCCI, related data points and insights, or specific material cost changes.

NHCCI Point of Contact: Dr. Thor Dodson, <u>nhcci@dot.gov</u> Economist Policy and Strategy Analysis Team Office of Transportation Policy Studies Federal Highway Administration

Extraordinary Circumstances Study



## **APPENDIX C**

**Trip Generation** 

Appendix C. Trip Generation (TG)	Unit of Measure (2018 & 2025)	Trip Generation (2025)	ITE Land Use Codes (11th Edition)	Trip Generation (2018)
Residential Use				
Single Family Detached / Mobile Home	Dwelling Unit	9.43	ITE Land Use Code 210	9.44
Vested Single Family Platted Lot	Dwelling Unit	7.31	ITE Land Use Code 270	7.38
Single Family Attached (includes Duplex, Townhomes, Villas, Condominiums)	Dwelling Unit	7.20	ITE Land Use Code 215	7.32
Vested Duplex Platted Lot	Dwelling Unit	5.91	See Vested Duplex Platted Lot	5.72
Multi-Family Apartment	Dwelling Unit	6.01	See Multi-Family Residential	5.44
Active Adult & Independent Living (55+) (Attached or Detached Units)	Dwelling Unit	4.48	See Active Adult	3.99
Institutional Use				
Adult Congregate Living Facility	Bed	2.17	See Long Term Care	2.52
Cemetery	Acre	6.02	ITE Land Use Code 566	6.05
Day Care	1,000 sq. ft.	47.62	ITE Land Use Code 565	47.62
Places of Worship	1,000 sq. ft.	7.60	ITE Land Use Code 560	6.95
Private School (Pre K-12)	1,000 sq. ft.	10.90	See Private Education	13.58
Private College or University	1,000 sq. ft.	18.20	See Higher Education	23.15
Industrial Use				
Manufacturing / Warehousing / Production	1,000 sq. ft.	5.31	See Industrial	4.66
Retail Fulfillment / Distribution	1,000 sq. ft.	7.73	See Retail Fullfillment / Distribution	7.97
Mini-Warehouse / Boat / RVs & Other Outdoor Storage	1,000 sq. ft.	1.45	ITE Land Use Codes 151	1.51
Entertainment, Recreation & Lodging Use				
Movie Theater / Performing Arts	per Seat	1.76	ITE Land Use Code 445	1.76
Marina (including dry storage)	per Berth	2.41	ITE Land Use Code 420	2.41
Golf Course	per Hole	30.38	ITE Land Use Code 430	30.38
Outdoor Commercial Recreation	per Acre	33.75	See Outdoor Commercial Recreation	14.32
Multi-Purpose Commercial Recreation	1,000 sq. ft.	9.99	See Multi-Purpose Commercial Recreation	5.57
Health Club / Fitness / Gym	1,000 sq. ft.	30.27	See Health Club	35.53
Recreational Vehicle (RV) Park	per Space	3.49	See RV Park	2.40
Hotel / Motel / Lodging	Room / Unit	6.67	See Overnight Lodging	6.19
Community Center / Civic / Gallery / Lodge	1,000 sq. ft.	22.67	See Community Serving	14.54

Appendix C. Trip Generation (TG)	Unit of Measure (2018 & 2025)	Trip Generation (2025)	ITE Land Use Codes (11th Edition)	Trip Generation (2018)
Office Use				
Office / Office Park / Medical / Clinic / Bank / Financial	1,000 sq. ft.	14.13	See Office	11.41
Retail Use				
Multi-Tenant Retail Center	1,000 sq. ft.	39.39	See Multi-Tenant Retail Center	37.75
Pharmacy (Free Standing)	1,000 sq. ft.	129.40	See Pharmacy	90.08
Pharmacy Drive-Thru	per lane	138.95	See Pharmacy Drive-Thru	89.04
General Retail (Free Standing)	1,000 sq. ft.	59.55	See Generl Retail	58.30
Furniture / Mattress Store (Free Standing)	1,000 sq. ft.	6.30	ITE Land Use Code 890	6.30
Supermarket / Grocery Store (Free Standing)	1,000 sq. ft.	92.31	See Supermarket	98.83
Sit Down Restaurant (Retail Center, Free Standing or Outparcel)	1,000 sq. ft.	103.31	See Sit-Down Restaurant	98.01
Fast Food / Fast Casual Restaurant (Retail Center, Free Standing or Outparcel)	1,000 sq. ft.	354.87	See Fast Food	214.36
Restaurant Drive-Thru (based on number of lanes at point of ordering)	per lane	507.99	See Restaurant Drive-Thru	356.54
Discount Superstore (Free Standing)	1,000 sq. ft.	48.77	See Discount Superstore	50.70
Home Improvement / Building Materials / Garden Center	1,000 sq. ft.	33.02	See Home Improvement	31.51
Nursery (Wholesale or Retail)	per Acre	55.07	See Nursery	31.37
Bank Drive-Thru Lane, Free Standing ATM or ATM Drive-Thru Lane	per lane and / or per ATM	229.26	See Bank Drive-Thru	113.35
Vehicle & Boat - Sales or Dealership	1,000 sq. ft.	26.39	See Vehicle & Boat Sales	27.45
Vehicle & Boat - Service / Repair / Parts	1,000 sq. ft.	32.73	See Vehicle & Boat Service	38.02
Vehicle & Boat - Cleaning / Detailing / Wash	1,000 sq. ft.	262.33	See Vehicle & Boat Cleaning	264.20
Convenience Store	1,000 sq. ft.	885.25	See Convenience Store	801.21
Vehicle Fueling Position	per Vehicle Fueling Position	279.39	See Vehicle Fueling	250.98
Personal Services	1,000 sq. ft.	33.46	See Personal Services	32.15





## **APPENDIX D**

**Vehicle Travel Demand** 

Appendix D. Vehicle Travel Demand per Land Use (VTDu)	Unit of Measure (UM)	Trip Generation (TG)	% New Trips (NT)	Vehicle Trip Length (VTl)	Limited Access Evaluation Factor (LAEf)	Origin Destination Factor (ODf)	Vehicle Travel Demand (VTD) (2025)	Vehicle Travel Demand (VTD) (2018)	Vehicle Trip Length Code
Residential Use									
Single Family Detached / Mobile Home	Dwelling Unit	9.43	1.00	5.66	0.50	0.50	13.34	12.13	5
Vested Single Family Platted Lot	Dwelling Unit	7.31	1.00	4.49	0.50	0.50	8.21	6.64	1
Single Family Attached (includes Duplex, Townhomes, Villas, Condominiums)	Dwelling Unit	7.20	1.00	5.66	0.50	0.50	10.19	9.41	5
Vested Duplex Platted Lot	Dwelling Unit	5.91	1.00	4.49	0.50	0.50	6.63	5.15	1
Multi-Family Apartment	Dwelling Unit	6.01	1.00	5.66	0.50	0.50	8.50	6.99	5
Active Adult & Independent Living (55+) (Attached or Detached Units)	Dwelling Unit	4.48	1.00	5.66	0.50	0.50	6.34	5.13	5
Institutional Use									
Adult Congregate Living Facility	Bed	2.17	1.00	5.62	0.50	0.50	3.05	3.24	80
Cemetery	Acre	6.02	1.00	6.86	0.50	0.50	10.32	8.49	20
Day Care	1,000 sq. ft.	47.62	0.30	5.62	0.50	0.50	20.07	19.79	80
Places of Worship	1,000 sq. ft.	7.60	0.70	6.86	0.50	0.50	9.12	8.77	20
Private School (Pre K-12)	1,000 sq. ft.	10.90	0.50	5.54	0.50	0.50	7.55	9.52	85
Private College or University	1,000 sq. ft.	18.20	0.50	5.54	0.50	0.50	12.60	16.23	85
Industrial Use									
Manufacturing / Warehousing / Production	1,000 sq. ft.	5.31	0.80	6.52	0.50	0.50	6.92	6.85	10
Retail Fulfillment / Distribution	1,000 sq. ft.	7.73	0.90	6.52	0.50	0.50	11.34	13.19	10
Mini-Warehouse / Boat / RVs & Other Outdoor Storage	1,000 sq. ft.	1.45	0.90	4.42	0.50	0.50	1.44	1.75	15
Entertainment, Recreation & Lodging Use									
Movie Theater	per Seat	1.76	0.50	5.63	0.50	0.50	1.24	1.00	60
Marina (including dry storage)	per Berth	2.41	1.00	5.63	0.50	0.50	3.39	2.73	60
Golf Course	per Hole	30.38	1.00	5.68	0.50	0.50	43.14	34.40	75
Outdoor Commercial Recreation	per Acre	33.75	0.50	5.63	0.50	0.50	23.75	16.21	60
Multi-Purpose Commercial Recreation	1,000 sq. ft.	9.99	0.50	5.63	0.50	0.50	7.03	5.68	60
Health Club / Fitness / Gym	1,000 sq. ft.	30.27	0.90	5.71	0.50	0.50	38.89	36.20	55
Recreational Vehicle (RV) Park	per Space	3.49	0.80	5.66	0.50	0.50	3.95	3.08	5
Hotel / Motel / Lodging	Room / Unit	6.67	0.90	5.83	0.50	0.50	8.75	7.16	25
Community Center / Civic / Gallery / Lodge	1,000 sq. ft.	22.67	0.50	6.00	0.50	0.50	17.00	13.17	100

Appendix D. Vehicle Travel Demand per Land Use (VTDu)	Unit of Measure (UM)	Trip Generation (TG)	% New Trips (NT)	Vehicle Trip Length (VTI)	Limited Access Evaluation Factor (LAEf)	Origin Destination Factor (ODf)	Vehicle Travel Demand (VTD) (2025)	Vehicle Travel Demand (VTD) (2018)	Vehicle Trip Length Code
Office Use									
Office / Office Park / Medical / Clinic / Bank / Financial	1,000 sq. ft.	14.13	0.70	6.52	0.50	0.50	16.12	14.68	10
Retail Use									
Multi-Tenant Retail Center	1,000 sq. ft.	39.39	0.40	4.58	0.50	0.50	18.04	17.37	65
Pharmacy (Free Standing)	1,000 sq. ft.	129.40	0.20	4.42	0.50	0.50	28.60	31.08	15
Pharmacy Drive-Thru	per lane	138.95	0.20	4.42	0.50	0.50	30.71	30.72	15
General Retail (Free Standing)	1,000 sq. ft.	59.55	0.40	4.44	0.50	0.50	26.44	26.82	50
Furniture / Mattress Store (Free Standing)	1,000 sq. ft.	6.30	1.00	4.44	0.50	0.50	6.99	7.25	50
Supermarket / Grocery Store (Free Standing)	1,000 sq. ft.	92.31	0.40	4.69	0.50	0.50	43.29	45.46	70
Sit Down Restaurant (Retail Center, Free Standing or Outparcel)	1,000 sq. ft.	103.31	0.40	5.06	0.50	0.50	52.27	48.99	45
Fast Food / Fast Casual Restaurant (Retail Center, Free Standing or Outparcel)	1,000 sq. ft.	354.87	0.20	5.06	0.50	0.50	89.78	80.35	45
Restaurant Drive-Thru (based on number of lanes at point of ordering)	per lane	507.99	0.15	5.06	0.50	0.50	96.39	89.10	45
Discount Superstore (Free Standing)	1,000 sq. ft.	48.77	0.80	4.58	0.50	0.50	44.67	58.31	65
Home Improvement / Building Materials / Garden Center	1,000 sq. ft.	33.02	0.80	4.44	0.50	0.50	29.32	36.24	50
Nursery (Wholesale or Retail)	per Acre	55.07	0.50	4.44	0.50	0.50	30.56	28.86	50
Bank Drive-Thru Lane, Free Standing ATM or ATM Drive-Thru Lane	per lane and / or per ATM	229.26	0.20	4.42	0.50	0.50	50.67	47.52	15
Vehicle & Boat - Sales or Dealership	1,000 sq. ft.	26.39	0.90	4.44	0.50	0.50	26.36	35.51	50
Vehicle & Boat - Service / Repair / Parts	1,000 sq. ft.	32.73	0.90	4.42	0.50	0.50	32.55	35.86	15
Vehicle & Boat - Cleaning / Detailing / Wash	1,000 sq. ft.	262.33	0.20	4.42	0.50	0.50	57.97	55.38	15
Convenience Store	1,000 sq. ft.	885.25	0.10	4.69	0.50	0.50	103.80	92.14	70
Vehicle Fueling Position	per Vehicle Fueling Position	279.39	0.20	4.42	0.50	0.50	61.75	51.58	15
Personal Services	1,000 sq. ft.	33.46	0.40	4.42	0.50	0.50	14.79	13.48	15
Note: The Vehicle Trip Length Code corresponds to the National Household Travel Survey Data Code in Appendix F.									



Extraordinary Circumstances Study

# **APPENDIX E**

## **Transportation Impact Fee**

Comparison
Appendix E. Transportation Impact Fee Comparison	Unit of Measure	Transportation Impact Fee (2018)	Existing Transportation Impact Fee (2025)	Updated Transportation Impact Fee (2025)	Transportation Impact Fee Increase (%)
Residential Use					
Single Family Detached / Mobile Home	Dwelling Unit	\$2,981	\$3,502	\$8,295	137%
Vested Single Family Platted Lot *	Dwelling Unit	\$1,632	\$1,916	\$5,101	166%
Single Family Attached (includes Duplex, Townhomes, Villas, Condominiums)	Dwelling Unit	\$2,311	\$2,715	\$6,334	133%
Vested Duplex Platted Lot *	Dwelling Unit	\$1,266	\$1,487	\$4,124	177%
Multi-Family Apartment	Dwelling Unit	\$1,718	\$2,018	\$5,287	162%
Active Adult & Independent Living (55+) (Attached or Detached Units)	Dwelling Unit	\$1,260	\$1,481	\$3,941	166%
Institutional Use					
Adult Congregate Living Facility	Bed	\$796	\$935	\$1,895	103%
Cemetery	Acre	\$2,085	\$2,449	\$6,418	162%
Day Care	1,000 sq. ft.	\$4,863	\$5,771	\$12,478	116%
Places of Worship	1,000 sq. ft.	\$2,155	\$2,530	\$5,672	124%
Private School (Pre K-12)	1,000 sq. ft.	\$2,340	\$2,747	\$4,693	71%
Private College or University	1,000 sq. ft.	\$3,988	\$4,683	\$7,835	67%
Industrial Use					
Manufacturing / Warehousing / Production	1,000 sq. ft.	\$1,684	\$1,978	\$4,305	118%
Retail Fulfillment / Distribution	1,000 sq. ft.	\$3,240	\$3,804	\$7,050	85%
Mini-Warehouse / Boat / RVs & Other Outdoor Storage <sup>1</sup>	1,000 sq. ft.	\$429	\$503	\$896	78%
Entertainment, Recreation & Lodging Use					
Movie Theater / Performing Arts	per Seat	\$245	\$288	\$770	167%
Marina (including dry storage)	per Berth	\$670	\$785	\$2,109	169%
Golf Course	per Hole	\$8,450	\$9,924	\$26,819	170%
Outdoor Commercial Recreation <sup>2</sup>	per Acre	\$3,982	\$4,677	\$14,766	216%
Multi-Purpose Commercial Recreation	1,000 sq. ft.	\$1,395	\$1,638	\$4,371	167%
Health Club / Fitness / Gym	1,000 sq. ft.	\$8,893	\$10,444	\$24,177	131%
Recreational Vehicle (RV) Park	per Space	\$758	\$890	\$2 <i>,</i> 456	176%
Hotel / Motel / Lodging	Room / Unit	\$1,759	\$2,066	\$5,439	163%
Community Center / Civic / Gallery / Lodge	1,000 sq. ft.	\$3,235	\$3,799	\$10,570	178%
Office Use					
Office / Office Park / Medical / Clinic / Bank / Financial	1,000 sq. ft.	\$3,608	\$4,237	\$10,023	137%

Appendix E. Transportation Impact Fee Comparison	Unit of Measure	Transportation Impact Fee (2018)	Existing Transportation Impact Fee (2025)	Updated Transportation Impact Fee (2025)	Transportation Impact Fee Increase (%)		
Retail Use							
Multi-Tenant Retail Center <sup>3</sup>	1,000 sq. ft.	\$4,266	\$5,337	\$11,215	110%		
Pharmacy (Free Standing)	1,000 sq. ft.	\$7,635	\$8,968	\$17,778	98%		
Pharmacy Drive-Thru (fee is in addition to fee per 1,000 sq. ft. for pharmacy)	per lane	\$7,547	\$8,863	\$19,091	115%		
General Retail (Free Standing)	1,000 sq. ft.	\$6,589	\$7,738	\$16,437	112%		
Furniture / Mattress Store (Free Standing)	1,000 sq. ft.	\$1,780	\$2,090	\$4,347	108%		
Supermarket / Grocery Store (Free Standing)	1,000 sq. ft.	\$11,169	\$13,117	\$26,915	105%		
Sit Down Restaurant <sup>4</sup> (Retail Center, Free Standing or Outparcel)	1,000 sq. ft.	\$12,034	\$14,134	\$32,498	130%		
Fast Food / Fast Casual Restaurant <sup>4</sup> (Retail Center, Free Standing or Outparcel)	1,000 sq. ft.	\$19,740	\$23,185	\$55,816	141%		
Restaurant Drive-Thru <sup>4</sup> (based on number of lanes at point of ordering)	per lane	\$21,889	\$25,708	\$59,924	133%		
Discount Superstore (Free Standing) <sup>1</sup>	1,000 sq. ft.	\$14,324	\$16,822	\$27,773	65%		
Home Improvement / Building Materials / Garden Center <sup>1</sup>	1,000 sq. ft.	\$8,903	\$10,455	\$18,229	74%		
Nursery (Wholesale or Retail) <sup>2</sup>	per Acre	\$7,090	\$8,326	\$19,001	128%		
Bank Drive-Thru Lane, Free Standing ATM or ATM Drive-Thru Lane <sup>5</sup>	per drive thru lane and / or per ATM	\$11,674	\$13,711	\$31,498	130%		
Vehicle & Boat - Sales or Dealership	1,000 sq. ft.	\$8,725	\$10,248	\$16,390	60%		
Vehicle & Boat - Service / Repair / Parts	1,000 sq. ft.	\$8,810	\$10,347	\$20,236	96%		
Vehicle & Boat - Cleaning / Detailing / Wash	1,000 sq. ft.	\$13,605	\$15,979	\$36,042	126%		
Convenience Store <sup>6</sup>	1,000 sq. ft.	\$22,637	\$26,587	\$64,528	143%		
Vehicle Fueling Position <sup>6</sup>	per Vehicle Fueling Position	\$12,673	\$14,884	\$38,386	158%		
Personal Services	1,000 sq. ft.	\$3,311	\$3,888	\$9,194	136%		
* Residential lot with final plat approval as of December 30, 1977.	* Residential lot with final plat approval as of December 30, 1977.						
<sup>1</sup> Acreage for any unenclosed material and vehicle storage, sales and display shall be converted to gross floor area							
<sup>2</sup> The gross floor area for any buildings shall be converted to acreage							
<sup>3</sup> Excludes all outparcels. The fee for any outparcel shall be based on the applicable land use. Also excludes any type of drive-thru, vehicle fueling positions or free-standing ATM, which are additive fees in addition to the fee for the multi-tenant retail center.							
<sup>4</sup> Areas for outdoor seating shall be converted to gross floor area. Any drive-thru associated with a restaurant will be an additive fee to the fee per square foot for the restaurant. The number of drive-thru lanes will be based on the number of lanes present when an individual places an order. The restaurant drive-thru rate applies for any building, whether a multi-tenant, free standing or convenience land use.							
<sup>5</sup> Bank building square footage falls under office and is an additive fee beyond the fee due for bank/ATM drive-thru lanes or free standing ATM's. These rates are per drive-thru lane for the bank and per drive-thru lane with an ATM. The free standing ATM is for an ATM only and not an ATM within or part of another non-financial building, such as an ATM within a grocery store.							

<sup>6</sup> Convenience Store rates are separate and an additive fee beyond the fee due for vehicle fueling positions. Rates per vehicle fueling position also apply to gas stations and service stations with fuel pumps. The fee for any restaurant square footage or restaurant drive-thru in a convenience store will be based on the individual fee rate for the land use, not the convenience store rate.

**Extraordinary Circumstances Study** 



#### This is the Last Page in the

#### City of Palm Coast Extraordinary Circumstances Study

#### May 2025

**Prepared By:** 





THE CITY OF PALM COAST 160 LAKE AVENUE PALM COAST, FL 32164

#### BUSINESS IMPACT ESTIMATE PURSUANT TO F.S. 166.041(4)

Meeting Date: June 17, 2025 Ordinance Number: 2025-XX Posted To Webpage:

This Business Impact Estimate is given as it relates to the proposed ordinance titled:

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF PALM COAST, FLORIDA AMENDING CHAPTER 29 IMPACT FEES, ARTICLE II TRANSPORTATION IMPACT FEES, CODE OF ORDINANCES OF THE CITY OF PALM COAST, TO ADJUST RATES BASED ON A COMPREHENSIVE STUDY INCLUDING AN EXTRAORDINARY CIRCUMSTANCES STUDY; PROVIDING FOR APPLICABILITY; PROVIDING FOR SEVERABILITY; PROVIDING FOR CODIFICATION; PROVIDING FOR CONFLICTS; AND PROVIDING FOR AN EFFECTIVE DATE

The sections below <u>are not</u> required to be completed if the ordinance involves any one of the following types of regulations. Please check if applicable:

\_\_\_\_1. Ordinances required for compliance with federal or state law or regulation;

\_\_\_\_2. Ordinances relating to the issuance or refinancing of debt;

\_\_\_\_3. Ordinances relating to the adoption of budgets or budget amendments, including revenue sources necessary to fund the budget;

\_\_\_\_\_4. Ordinances required to implement a contract or an agreement, including, but not limited to, any federal, state, local, or private grant, or other financial assistance accepted by a municipal government;

\_\_\_\_ 5. Emergency ordinances;

\_\_\_\_\_6. Ordinances relating to procurement; or

7. Ordinances enacted to implement the following:

a. Development orders, and development agreements, and development permits, as those terms are defined in S 163.3164, and development agreements, as authorized by the Florida Local Government Development Acts SS. 163.3220-163.3243;

\_\_\_\_b. Comprehensive Plan amendments and land development regulation amendments initiated by an application by a private party other than the county;

- \_\_\_\_\_ c. Sections 190.005 and 190.046;
- \_\_\_\_\_d. Section 553.73, relating to the Florida Building Code; or
- e. Section 633.202, relating to the Florida Fire Prevention Code.

#### Part I. Summary of the proposed ordinance and statement of public purpose:

The proposed ordinance will provide for the collection of transportation impact fees to finance, in whole or in part, the capital costs of public works, improvements, and facilities required to accommodate new impact-generating development. The proposed transportation impact fees are necessary for adequate capital transportation improvements sufficient to protect the public health, safety, and general welfare of future residents and employees generated by new development.

#### Part II. Estimate of the direct economic impact of the proposed ordinance on private, for-profit businesses in the City of Palm Coast:

(fill out subsections a-c as applicable, if not applicable write "not applicable")

(a) Estimate of direct compliance costs that businesses may reasonably incur if the proposed ordinance is enacted: There is no direct compliance costs due to the increase in transportation impact fee.
(b) Identification of any new charges or fee on businesses subject to the proposed ordinance, or for which businesses will be financially responsible: The transportation impact fee is proposed to increase.
(c) An estimate of the City of Palm Coast's regulatory costs, including an estimate of revenues from any new charges or fees that will be imposed on businesses to cover such costs. There is no new charges or fees in regulatory costs other than the increase in the impact fees.

**Part III. Good faith estimates of the number of businesses likely to be impacted by the ordinance.** All developers, builders, and any person who files an application with the City of Palm Coast for a building permit to undertake impact-generating development within the City will be impacted.

#### Part IV. Additional Information (if any):

#### City of Palm Coast, Florida Agenda Item

**Agenda Date:** May 27, 2025

Departme	ent	CONSTRUCTION MANAGEMENT & ENGINEERING	Amount
Division			Account #
Subject:	of Fif PA IN	RDINANCE 2025-XX AMENDING CHA RE & RESCUE IMPACT FEES, CODE LM COAST, TO ADJUST RATES BAS CLUDING AN EXTRAORDINARY CIR	PTER 29 IMPACT FEES, ARTICLE IV OF ORDINANCES OF THE CITY OF SED ON A COMPREHENSIVE STUDY CUMSTANCES STUDY
Presenter	r: C	arl Cote, Director of Stormwater & E	Engineering

#### Attachments:

- 1. Presentation
- 2. Ordinance
- 3. Study

#### Background:

The City of Palm Coast growth in residential and non-residential properties has occurred and is expected to continue to occur in the areas that are provided municipal services by the City. In August of 2019, the City contracted with Raftelis (consultant) to conduct a Fire/EMS impact fee study. In January 2020, staff presented Council with the Fire and Rescue Impact Fee Study dated January 30, 2020, received from the City's consultant. Raftelis reviewed the existing demand for capital improvements, including, where appropriate, land acquisition, and construction costs: the existing inventory of same: and the method of financing same. The Fire and Rescue impact fee report has been presented to and reviewed by the City Council, determined (1) that an updated impact fee is necessary to offset the costs associated with meeting future capital improvement demands pursuant to the projections set forth in the report; (2) that the impact fees adopted by this Ordinance bear a reasonable relationship to the burden imposed upon the City to provide capital improvements to new residents and businesses. Fire and Rescue impact fees provide a direct benefit to such new residents and businesses reasonably related to the Fire and Rescue impact fees assessed; (3) that an "essential nexus" exists between the projected new development and the need for additional capital improvements to be funded with Fire and Rescue impact fees, and between the impact fee and the benefits that accrue to new development paying the fee; and (4) that the amount of the impact fees is "roughly proportional" to the pro rata share of the additional capital improvements needed to serve new residential development and businesses, while maintaining the level of service (LOS) standard currently provided to City residents and businesses. City Council approved the update of the fire impact fee ordinance including increasing rates on June 16, 2020 and July 7, 2020 with an effective date of 90 days after approval on July 7, 2000.

Fire and rescue system planning is an evolving process, and the standard of service of the City fire and rescue system constitutes a projection of anticipated need and costs for capital improvements based upon present knowledge and judgment. Therefore, in recognition of

changing growth patterns and the dynamic nature of population growth, it is the intent of the City Council that the standard of service for the City fire and rescue system and the fire and rescue system impact fee imposed in this article be reviewed and adjusted periodically to insure that the City fire and rescue system impact fees are imposed equitably and lawfully, based upon actual and anticipated growth at the time of their imposition.

The City annually develops a capital budget to ensure new development is adequately provided with capital improvements necessary to serve new development at the growth rates projected in the Fire and Rescue impact fee report.

The City fire and rescue system provides services for all citizens of the City and the presence of the City fire and rescue system enhances and benefits the health, safety, well being and general welfare of all citizens of the City. Therefore, the City fire and rescue system impact fee shall be imposed and collected from all fire and rescue system impact construction. The existing City fire and rescue system and other improvements and additions, contemplated by the council and which are or will be funded by revenues other than impact fees, shall eliminate any deficiency between the existing City fire and rescue system and the established standard of service, and shall be sufficient for the needs of the existing population of the City. Therefore, the revenue derived from the fire and rescue system impact fee shall be utilized only for capital improvements for the City fire and rescue system which are necessitated by new construction.

Staff is recommending adopting this Ordinance amending Chapter 29 Impact Fees, Article IV Fire and Rescue System Impact Fee.

#### **Recommended Action:**

ADOPT ORDINANCE 2025-XX AMENDING CHAPTER 29 IMPACT FEES, ARTICLE IV FIRE & RESCUE IMPACT FEES, CODE OF ORDINANCES OF THE CITY OF PALM COAST, TO ADJUST RATES BASED ON A COMPREHENSIVE STUDY INCLUDING AN EXTRAORDINARY CIRCUMSTANCES STUDY



## **Fire Impact Fee**



#### **MISSION STATEMENT**

Delivering the best service to our community... every time.

#### VALUES

Family

Integrity

Loyalty

#### **BACKGROUND INFORMATION**

### 10-YEAR CAPITAL IMPROVEMENT PROJECTS (CIP)

#### FIRE IMPACT FEE STUDY FINDINGS

## BACKGROUND

## **FIRE SERVICES SAFETY STUDY**

PALM COAS

## PALM COAST FIRE DEPARTMENT TEN YEAR PLAN

PALM COAS

Presented by: Kyle Berryhill - Fire Chief

## **FRE LEVEL OF SERVICE – RESPONSE TIMES**







# **10-YEAR CAPITAL** IMPROVEMENT PLAN -MAJOR PROJECTS

## **CURRENT MAJOR PROJECTS**



### Fire Station 22

#### **Budget:**

- \$10,928,271
- \$3,000,000 ARPA Funds

#### Scope:

#### Building Size 10,073 SF

- Replacement for outdated FS 22
- 4 Apparatus Bays
- Firefighter Decon
- Training Room
- Firefighter Quarters
- Battalion Chief Quarters

## **CURRENT MAJOR PROJECTS**



### Fire Station 26

#### **Budget:**

- \$10,910,978
- \$5,000,000 State Appropriation

#### Scope:

#### Building Size 10,073 SF

- Serves growing Seminole Woods area
- 4 Apparatus Bays
- Firefighter Decon
- Training Room
- Firefighter Quarters
- Brush Attach Vehicle
- Utility Vehicle

### **CALM** COAST 10-YEAR CIP – MAJOR PROJECTS



## **PRIM COAST 10-YEAR CIP – SUMMARY**

FIRE IMPACT FEE FUND		Total
		FY25-35
Revenues:		
FY24 Carry-over:		8,120,050
Fire Impact Fees:		11,107,448
	Dwelling Units:	<i>9,858</i>
	Cost per Dwelling Unit:	859.00
	Non-Residential SF	1,360,000
	Cost per SF	1.364
Interest on Investments:		150,000
Transfers (Existing Resident Share):		21,672,292
Grants:		7,735,726
Total Available Funds		48,785,517

Current Dwelling Units	%	Future Dwelling Units	%	Total Build-Out
42,677	46.71%	42,677	53.29%	91,364

FIRE IMPACT FEE FUND	Total
	FY25-35
Expenditures:	0
Other Contractual:	167,850
Projects:	30,706,049
Fire Station #22 Replacement (partial capacity increase):	10,928,271
Fire Station #23 Expansion:	5,060,000
Fire Station 26 (Seminole Woods):	10,910,978
Fire Mini Station 251 (Whiteview):	3,806,800
Fire Station 2Xc (West):	15,488,840
Total Expenditures	46,362,739

# FIRE IMPACT FEE STUDY FINDINGS



## City of Palm Coast

**Fire Rescue Impact Fee Study** 



## What are Impact Fees?



Fees that are specifically designed to recover the cost of major capital investment in municipal facilities, infrastructure, and vehicles that provide capacity to serve new development



Fees are paid by new development and redevelopment that results in an increased demand for service / capacity



Fees are used to pay directly for growth-related facilities and major equipment or pay expansion related portion of debt payments

## **Benefits of Impact Fees**



Adequate fee levels mitigate the capital cost burden of growth on existing residents

"Growth pays its own way"

Additional funding for growth related / expansion projects and growth-related portion of debt payments **%** 

Potential to help keep property taxes / assessment rates down over time



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## Legal Considerations

- The basis for impact fees and related criteria have been developed under Florida Statutes and case law
- Florida Impact Fee Act History
  - Florida Legislature created section 163.31801 of the Florida Statues governing impact fees
  - Created June 14, 2006
  - Amended most recently in 2021 and 2024
  - New changes coming in Oct. 2025

## Legal Considerations (cont.)

- Requires the calculation of fees to be based on study using most recent and localized data
  - Within 4 years of the current update and fees must be adopted within 12 months of impact fee study initiation
- Provides for accounting and reporting of fee revenues and expenditures in a separate fund
- Limits administrative charges for the collection of fees to actual costs
- Limits fee standard fee increases and sets phasing requirements for implementation of increases
- Requires 90 days grace period before imposing a new or increased fee
- Annual affidavit on compliance signed by the local government
- Government has the burden of proof in any challenge of an impact fee
- Cannot be charged before issuance of building permit

## Legal Considerations (cont.)

## New Limitations on Increasing Impact Fees

- Any increase not more than 25 percent of the current rate must be implemented in two equal annual increments beginning with the date on which the increased fee is adopted
- An increase that exceeds 25 percent, but not more than 50 percent of the current rate must be implemented in four equal installments beginning with the date the increased fee is adopted
- An impact fee increase may not exceed 50 percent of the current impact fee rate
   Unless considered an <u>extraordinary circumstance</u>
- An impact fee may not be increased more than once every 4 years

## **Impact Fee Criteria**

Dual rational nexus (fee is based on cost of capacity to serve new growth and the revenue is used to pay for such capacity) Impact fees must be based on the capital cost requirements anticipated for providing service capacity-related capital facilities to new development

Impact fees must be based upon reasonable level of service standards that meet the needs of the community Impact fees cannot be used to fund deficiencies in capital needs of the community or pay for any operating costs

## **Fee Calculation Methodology**

Identify and project residential population, dwelling units, and developed nonresidential square footage

Review level of service criteria (must be reasonable and attainable!)

Identify existing investment and future projects to provide service for new growthNote: Includable and excludable costs

Allocate costs to be recovered among residential and non-residential customer classes

• Developed square footage, Service Call Data, Other demographic data

Calculate fees on a per unit of development basis (Square footage)

## **City Service Area Forecast**

#### Projection of Population, Dwelling Units, and Non-Residential Developed Square Footage [1]

Year	Total Permanent Population	Total Residential Dwelling Units	Average Persons Per Dwelling Unit	Non-Residential Square Footage
2025	107,402	42,620	2.52	5,832,460
2030	120,619	47,865	2.52	6,550,208
2035	132,387	52,535	2.52	7,189,269
2040	142,108	56,392	2.52	7,717,168
2045	150,464	59,708	2.52	8,170,940
2050	157,883	62,652	2.52	8,573,828
Buildout	230,094	91,307	2.52	23,607,138
Rate / Growth 2025 - 2050	1.55%	1.55%		1.55%

[1] Based on discussions and data obtained from the City's planning department, US Census Bureau, and the Flagler County Property Appraiser.

## **Level of Service**

- Indicator of degree of service provided by facility / service
- Existing Level Of Service (LOS)
  - ISO Class 2 Rating
  - Total of 75 FTEs for Department
    - 74 firefighting and rescue personnel
    - 1 administrative / support staff
- Service target to arrive at an emergency within 7 minutes 85% of the time



## **Existing and Planned Future Investment**

- Existing investment in department of Approx. \$24.0 million
  - > General Equipment– Approximately \$0.3 million
    - Equipment costs excluded from fee calculation per Statutory requirements
  - > Vehicles and Vehicle Related Equipment Approximately \$7.6 million
  - Major Facilities Approximately \$16.2 million
  - > Excluding historical grants and contributions of approximately \$5.0 million
  - > Net existing investment recognized \$18.7 Million
- Total planned future investment of \$86.9 million (CIP for 2025 2035 and beyond)
  - > \$52.0 Million in projects from 2025 to 2035 (design window)
    - Projects include station expansions and upgrades (#22 and #23), new stations (#26, #251, 2Xc West), additional equipment for new firefighters, and other projects)
  - > Excluded grant funded CIP projects of approximately \$8.6 million
  - > Excluded renewal and replacement projects of \$4.0 million
  - > Net planned future investment recognized \$39.5 million

## **Calculation of Proposed Fire Rescue Impact Fee**

- Average capital cost per firefighter is approximately \$514,400
- Total personnel planned through 2035 107 (74 Existing + 33 Additional)
- Total net costs recognized in fee calculation Approx. \$55.0 million

Description	Basis / Amount	
Total Allocated Net Existing and Planned Future Investment In Fire	\$55,046,000	
	<u>Residential</u>	Non-Residential
Allocation Between Residential and Non-Residential Classes [1]	82.2%	17.8%
Allocated Costs to be Recovered from Impact Fees	\$45,232,843	\$9,813,157
Projected 2035 Population / Developed Square Feet (1,000's)	132,387	<u>7,189.269</u>
Total Cost to be Recovered Per Person / 1,000 Square Feet	\$341.00	\$1,364.97
Average Persons per Residential Dwelling Unit	2.52	<u>_N/A</u>
Fee Per Dwelling Unit / 1,000 Square Feet (Rounded Down)	\$859.00	\$1,364.00

[1] Allocation between Residential and Non-Residential classes based on an equal waiting between department service calls from 2022 – 2024, developed square footage data as obtained from the Flagler Property Appraiser records, and commuter inflow/outflow data derived from the 2023 U.S. Census Bureau's "OnTheMap" webtool information.

## **Existing and Calculated Residential Fire Rescue Impact Fees**







## **Existing and Calculated Non-Residential Fire Rescue Impact Fees**

Fire Rescue	Existing Fee	Calculated	Dollar	Percentage
	Per 1,000	Fee Per 1,000	Change in	Change in
	Square Feet	Square Feet	Fee	Fee
Non-Residential	\$700.00	\$1,364.00	\$664.00	94.9%

MinimumMaximumAverage Fee Ranges Surveyed per 1,000 Square Feet\$2.00Note: Non-residential impact fees can vary widely in terms ofapplication methodology making comparability difficult.

## **Implementation Considerations**

- Residential Fee Increasing 98%
- Non-Residential Fee Increasing 95%
  - Maximum estimate of nonresidential impact fee level surpasses the standard statutory increase limit of 50% noted previously
- Implementation Options:
  - Use standard maximum statutory increase of 50% and phase in evenly over 4 years
    - Fees will be under recovering costs from new growth thereby increasing burden to current residents / taxpayers
  - Pursue full one time increase through extraordinary circumstance provisions (Staff recommended option)

## **Extraordinary Circumstances**

- High population growth
  - Permanent population has increased by over 18,000 residents since 2020; an increase of 3.8% per year on average (State average of approx. 1.5% per year)
  - Continued permanent population growth is projected necessitating the expansion of capital facilities to maintain levels of service – Growth projected at 2.1% per year on average through 2035
    - Additional fire station facilities, vehicles and apparatus, expansions and upgrades
- Significant increases in asset acquisition and construction costs
  - > Aerial truck at approx. \$2.0 million when previously (5+ years ago) cost \$1.0 million
  - > Costs to construct new facilities have increased significantly
    - Consumer Price Index Approx. 27% increase since 2019
    - Construction Materials Index Approx. 40% increase since 2019
- If no fee are increases implemented, then up to approx. \$5.1 million of growth-related capital costs would need to be recovered from taxpayers and other sources through 2035 rather than from new growth
- If fee increases implemented using statutory maximums and phasing requirements then approximately \$2.2 million of growth-related costs need to be recovered from taxpayers and other sources through 2035 rather than from new growth

## **Conclusions and Recommendations**



- Adopt calculated impact fees
- Extraordinary Circumstance Approach



90 Day grace period from approval to effective date



Discontinue practice of annual impact fee indexing



Comply with Florida Impact Fee Act Requirements



Review and update impact fees in 4 years

#### ORDINANCE 2025-\_\_\_\_ AMENDING FIRE & RESCUE IMPACT FEES

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF PALM COAST, FLORIDA AMENDING CHAPTER 29 IMPACT FEES, ARTICLE IV FIRE & RESCUE IMPACT FEES, CODE OF ORDINANCES OF THE CITY OF PALM COAST, TO ADJUST RATES BASED ON A COMPREHENSIVE STUDY INCLUDING AN EXTRAORDINARY CIRCUMSTANCES STUDY; PROVIDING FOR APPLICABILITY; PROVIDING FOR SEVERABILITY; PROVIDING FOR CODIFICATION; PROVIDING FOR CONFLICTS; AND PROVIDING FOR AN EFFECTIVE DATE

**WHEREAS**, the City of Palm Coast (the "City") is a municipal corporation lawfully established and organized under the laws of Florida; and

WHEREAS, pursuant to Article VIII of the 1968 Florida Constitution, as amended, and Sections 163 and 166, Florida Statutes, the City Council of Palm Coast has the authority to fix, impose, and provide for the collection of Fire & Rescue impact fees to finance, in whole or in part, the capital costs of public works, improvements, and facilities required to accommodate new impact-generating development; and

WHEREAS, the City Council has studied the necessity for and implications of the adoption of Fire & Rescue impact fees for various park facilities and has retained Raftelis Financial Consultants, Inc. (hereinafter, together, the "Consultants") to prepare a Fire & Rescue impact fee report to determine the proportionate demand new development generates for additional capital park improvements, and the Consultants have prepared a park impact fee report, titled "The City of Palm Coast Fire & Rescue Impact Fee – Technical Report," dated June 2025 (hereinafter the "Fire & Rescue impact fee report"); and

WHEREAS, the Fire & Rescue impact fee report has been presented to and reviewed by the City Council, which has determined (1) that a Fire & Rescue impact fee is necessary to offset the costs associated with meeting future capital Fire & Rescue improvement demands pursuant to the projections set forth in the report; (2) that the Fire & Rescue impact fees adopted by this Ordinance bear a reasonable relationship to the burden imposed upon the ·City to provide capital Fire & Rescue improvements to new residents, employees, and businesses; and Fire & Rescue impact fees provide a direct benefit to such new residents, employees, and businesses reasonably related to the Fire & Rescue impact fees assessed; (3) that an "essential nexus" exists between the projected new development and the need for additional capital Fire & Rescue improvements to be funded with Fire & Rescue impact fees, and between the Fire & Rescue impact fee and the benefits that accrue to new development paying the fee; and (4) that the amount of the Fire & Rescue impact fees is "roughly proportional" to the pro rata share of the additional capital Fire & Rescue impact fee k Rescue improvements needed to serve new residential and non-residential development, while
maintaining the level of service (LOS) standard currently provided to City residents, employees, and businesses; and

**WHEREAS**, the City annually develops a capital budget to ensure new development is adequately provided with capital Fire & Rescue improvements necessary to serve new development at the growth rates projected in the Fire & Rescue impact fee report; and

**WHEREAS**, this Ordinance contains administrative provisions to ensure that the benefit of capital Fire & Rescue improvements funded with impact fee funds will accrue proportionately to new development paying the fee; and

WHEREAS, it is not the intent of this Ordinance to impose or collect any Fire & Rescue impact fees from new development that are in excess of new development's proportionate demand on capital Fire & Rescue improvements; and

WHEREAS, based on the population, housing unit, and land use projections as well as the capital Fire & Rescue improvement needs associated with the projected level of growth, the City Council has determined that Fire & Rescue impact fees are a reasonable, appropriate, and necessary technique, to be used in conjunction with other financing techniques, to ensure that Fire & Rescue facilities are available and adequate for new development; and

WHEREAS, the City Council has determined that Fire & Rescue impact fees are necessary for adequate capital Fire & Rescue improvements sufficient to protect the public health, safety, and general welfare of future residents and employees generated by new development; and

WHEREAS, the Consultants reviewed the existing demand for capital Fire & Rescue improvements, including, where appropriate, land acquisition, road improvements, and construction costs; the existing inventory of same; and the method of financing same; and

WHEREAS, all funds collected from Fire & Rescue impact fees will be deposited in a segregated, interest-bearing account to ensure that Fire & Rescue impact fee funds are spent only for the reasonable benefit of the new development paying the fee; and

WHEREAS, any interest or other income earned on funds deposited in said interestbearing account will be credited to the Fire & Rescue impact fee account; and

WHEREAS, the City has determined and will determine that the payment of the Fire & Rescue impact fees and their expenditure for needed capital Fire & Rescue improvements will result in a reasonable benefit to the development on which it is imposed in a manner not shared by those not paying the fee; and

WHEREAS, the City Council has developed and adopted a schedule of Fire & Rescue impact fees by land use classification; and

WHEREAS, the City Council has provided a credit mechanism in cases where the proposed new development dedicates public sites and/or capital improvements for which Fire & Rescue impact fees are being imposed; and

WHEREAS, this Ordinance is consistent with and implements the City of Palm Coast 2035 Comprehensive Plan, including the Capital Improvements Element and Capital Improvements Program therein, and with Fla. Stat. 163.31801.

WHEREAS, words with <u>underlined</u> type shall constitute additions to the original text and strike through shall constitute deletions to the original text, and asterisks (\*\*\*) indicate that text shall remain unchanged from the language existing prior to adoption of this Ordinance.

#### NOW, THEREFORE, IT IS HEREBY ORDAINED BY THE CITY OF PALM COAST, FLORIDA:

**SECTION 1. LEGISLATIVE AND ADMINISTRATIVE FINDINGS.** The above recitals (whereas clauses) are hereby adopted as the legislative and administrative findings of the City Council.

#### **SECTION 2. AMENDMENT TO CHAPTER 29 IMPACT FEES, ARTICLE III FIRE & RESCUE IMPACT FEES OF THE** *CODE OF CITY ORDINANCES.*

Chapter 29 Impact Fees, Article IV Fire & Rescue Impact Fees of the *Code of Ordinances* of the City of Palm Coast is amended, as attached hereto and incorporated herein by reference as Exhibit "A."

**SECTION 3. SEVERABILITY.** It is hereby declared to be the intention of the City Council that the sections, paragraphs, sentences, clauses and phrases of this Ordinance are severable, and if any phrase, clause, sentence, paragraph or section of this Ordinance shall be declared unconstitutional by the valid judgment or decree of a court of competent jurisdiction, such unconstitutionality shall not affect any of the remaining phrases, clauses, sentences, paragraphs and sections of this Ordinance.

**SECTION 4. CODIFICATION.** It is the intention of the City Council of the City of Palm Coast, Florida, and it is hereby ordained that the provisions of this Ordinance shall become and be made a part of the Code of Ordinances of the City of Palm Coast, Florida; that the Sections of this Ordinance may be renumbered or re-lettered to accomplish such intention; that the word, "Ordinance" may be changed to "Section," "Article," or other appropriate word.

**SECTION 5. CONFLICTS.** All ordinances or parts of ordinances in conflict with this Ordinance are hereby repealed.

**SECTION 7. EFFECTIVE DATE.** This Ordinance shall become effective 90 days after the adoption of this Ordinance on October 1, 2025.

**APPROVED** on first reading this 3<sup>rd</sup> day of March 2025.

**ADOPTED** on second reading after due public notice and hearing this 17<sup>th</sup> day of June 2025.

ATTEST:

CITY OF PALM COAST

KALEY COOK, CITY CLERK

MICHAEL NORRIS, MAYOR

APPROVED AS TO FORM AND LEGALITY

MARCUS DUFFY, CITY ATTORNEY

Attachment: Exhibit "A" – Chapter 29, Article IV

#### EXHIBIT "A" ARTICLE IV. FIRE AND RESCUE SYSTEM IMPACT FEE

#### Sec. 29-99: Definitions.

When used in this article, the following terms shall have the following meanings, unless the context clearly otherwise requires:

Accessory building or structure: A detached, subordinate building, the use of which is clearly indicated and related to the use of the principal building or use of the land and which is located on the same lot as the principal building or use.

*Apartment:* A rental dwelling unit located within the same building as other dwelling units.

Applicant: The person who applies for a building permit.

*Alternative fire and rescue system impact fee:* Any alternative fee calculated by an applicant and approved by the City Manager pursuant to this article.

*Building:* Any structure, either temporary or permanent, built for the support, shelter or enclosure of persons, chattels or property of any kind. This term shall include but is not limited to tents, trailers, mobile homes or any vehicles serving in any way the function of a building. This term shall not include temporary construction sheds or trailers erected to assist in construction and maintained during the term of a building permit.

*Building permit:* An official document or certificate issued by the City under the authority of law, authorizing the construction or siting of any building. For purposes of this article, the term "building permit" shall also include tie-down permits for those structures or buildings, such as a mobile home, that may not require a building permit in order to be occupied.

*Capital improvement:* Includes, but is not limited to, preliminary engineering, engineering design studies, land surveys, real property and other property purchase and acquisition, engineering, permitting and construction of all the necessary features for fire and rescue including, but not limited to, equipment bays, sleeping quarters, kitchen facilities, training facilities, office space, fire apparatus, irrigation systems, lighting systems, fencing, roads, parking facilities, restrooms, and storage buildings.

*Certificate of occupancy:* An official document or certificate issued by the City under the authority of law authorizing the occupancy of a building, or any portion thereof, for its intended use on a permanent basis.

*City fire and rescue system:* The lands, buildings, facilities, property, and associated structures, materials and equipment provided by the City that are used primarily for the provision of fire and rescue services to the public.

Collection agency: The City or the City Development Services Department.

*Comprehensive plan:* The comprehensive plan of the City adopted and amended pursuant to state law.

*Dwelling unit:* One or more rooms designed, occupied or intended for occupancy as separate living quarters, with cooking, sleeping and sanitary facilities provided within the dwelling unit for the exclusive use of a single family maintaining a household.

*Encumbered:* Monies committed by contract or purchase order in a manner that obligates the City to expend the encumbered amount upon delivery or completion of goods, services or real property provided by a vendor, supplier, contractor or owner.

*Fee payer:* A person commencing a land development activity which requires the payment of a fee under the provisions of this article.

*Fire and rescue system impact construction:* Land development activity designed or intended to permit a use of the land which will contain more intensity than the existing use of land.

*Fire and rescue system impact fee:* The impact fee imposed by the City pursuant to this article which relates to both fire and rescue facilities and equipment.

*Fire and rescue system impact fee trust account:* The separate trust account created pursuant to this article.

Land development activity: The carrying out of any building activity.

*Land development ordinance:* The land development codes, regulations and ordinances of the City, as amended and supplemented, or its successor in function.

*Multi-family dwelling:* A building containing three or more dwellings intended to be occupied primarily by permanent residents.

*Owner:* The person holding legal title to the real property upon which fire and rescue system impact construction is to occur.

#### Sec. 29-100. Rules of construction.

For the purposes of administration and enforcement of this article, unless otherwise stated in this article, the following rules of construction shall apply:

- (a) In case of any difference of meaning or implication between the text of this article and any caption, illustration, summary table, or illustrative table, the text shall control.
- (b) The word "shall" is always mandatory and not discretionary: the word "may" is permissive.
- (c) Words used in the present tense shall include the future; and words used in the singular number shall include the plural and the plural the singular, unless the context clearly indicates the contrary.
- (d) The phrase "used for" includes "arranged for," "designed for," "maintained for," or "occupied for".
- (e) Unless the context clearly indicates the contrary, where a regulation involves two (2) or more items, conditions, provisions, or events connected by the conjunction "and," "or" or "either...or", the conjunction shall be interpreted as follows:

- (1) "And" indicates that all the connected terms, conditions, provisions or events shall apply.
- (2) "Or" indicates that the connected items, conditions, provisions or events may apply singly or in any combination.
- (3) "Either...or" indicates that the connected items, conditions, provisions or events shall apply singly but not in combination.
- (f) The word "includes" shall not limit a term to the specific example but is intended to extend its meaning to all other instances or circumstances of like kind or character.
- (g) The provisions of this article shall be liberally construed to effectively carry out its purposes in the interest of public health, safety, welfare and convenience of the citizens of the City of Palm Coast.

#### Sec. 29-101. Legislative findings.

In addition to the recitals set forth above, which are ratified and affirmed by the City Council, it is hereby ascertained, determined and declared by the City Council that:

- (a) Future growth represented by fire and rescue system impact construction should contribute its fair share to the cost of acquiring additional capital improvements for the City fire and rescue system that are required to accommodate the use of the fire and rescue system by such growth.
- (b) Implementation of an impact fee structure and formula to require future City fire and rescue system impact construction to contribute its fair share of the cost of the acquisition of capital improvements for the City fire and rescue system is an integral and vital element of the regulatory plan of growth management incorporated in the City's Comprehensive Plan.
- (c) The standards of service set forth in this article are hereby ratified, approved and adopted by the City and found to be in conformity with the Comprehensive Plan.
- (d) Fire and rescue system planning is an evolving process and the standard of service of the City fire and rescue system constitutes a projection of anticipated need for capital improvements based upon present knowledge and judgment. Therefore, in recognition of changing growth patterns and the dynamic nature of population growth, it is the intent of the City Council that the standard of service for the City fire and rescue system and the fire and rescue system impact fee imposed in this article be reviewed and adjusted periodically to insure that the City fire and rescue system impact fees are imposed equitably and lawfully, based upon actual and anticipated growth at the time of their imposition.
- (e) The City fire and rescue system provides services for all citizens of the City and the presence of the City fire and rescue system enhances and benefits the health, safety, well being and general welfare of all citizens of the City. Therefore, the City fire and rescue system impact fee shall be imposed and collected from all fire and rescue system impact construction.

- (f) The existing City fire and rescue system and other improvements and additions, contemplated by the council and which are or will be funded by revenues other than impact fees, shall eliminate any deficiency between the existing City fire and rescue system and the established standard of service, and shall be sufficient for the needs of the existing population of the City. Therefore, the revenue derived from the fire and rescue system impact fee shall be utilized only for capital improvements for the City fire and rescue system which are necessitated by new construction.
- (g) This article is adopted pursuant to Article VIII, Section 1(g), Constitution of the State of Florida; Chapters 166 and 163, Florida Statutes; the City of Palm Coast Charter and other applicable law.
- (h) The recitals to this article are hereby ratified, adopted and incorporated into this section by this reference thereto as if fully set forth herein verbatim.

#### Sec. 29-102. Adoption of impact fee formula.

- (a) The City Council hereby adopts the City Manager's assumptions, conclusions and findings as set forth in subsection (b) with regard to the determination of anticipated costs of the acquisition of capital improvements for the City fire and rescue system required to accommodate growth contemplated in the City's Comprehensive Plan.
- (b) The formula set forth in the City of Palm Coast Fire Rescue Impact Fee Study dated June XX, 2025, and as updated from time to time is incorporated herein as adopted by the City Council as set forth in the recitals to this article, and is also attached as an Exhibit A to the ordinance from which this code section derives.

#### Sec. 29-103. Imposition/amount of fire and rescue impact fee/credits for donations.

- (a) Any person who makes or causes the making of an improvement to land which requires the issuance of a building permit, or any person who changes the use of any structure, shall pay a fire and rescue impact fee in the manner and amount set forth in this article. In the event the impact fee rate for a particular land use is changed subsequent to the issuance of a building permit and before the issuance of a certificate of occupancy, the impact fee shall be the amount in effect on the date payment is received.
- (b) No person shall commence or continue construction or allow commencement or continuation of construction of an improvement for which the fee imposed by this article is applicable without first having obtained the required building permit and received the proper impact fee calculation imposed by this article. No person shall change the use or allow a change in use of any structure where the fee imposed by this article is applicable without having paid the proper fire and rescue system impact fees imposed by this article. Fees shall be payable for all construction for which a certificate of occupancy is issued on or after January 1, 2003.
- (c) The fire and rescue system impact fee shall be \$859.00 per dwelling unit and .59/1.00 dollar (\$1.364) per square foot for all non-residential construction.
- (e) Persons subject to paying the fire and rescue impact fee may, upon written agreement with the City, be awarded impact fee credits for the donation of land, facilities or equipment or

other capital improvement. The amount of such credit and the method of drawing down such credits shall be provided for in the written agreement.

#### Sec. 29-104. Use of proceeds.

- (a) The City Council hereby establishes a separate trust account for the fire and rescue system impact fees, to be designated as the "fire and rescue system impact fee trust account" which shall be maintained separate and apart from all other accounts of the City. All such impact fees shall be deposited into such trust fund immediately upon receipt.
- (b) The monies deposited into the fire and rescue system impact fee trust account shall be used solely for the purpose of improving the City fire and rescue system, including, but not limited to the following:
  - (1) Capital improvements;
  - (2) Repayment of monies transferred or borrowed from any budgetary fund of the City, subsequent to the adoption of this article, which were used to fund any capital improvement; and
  - (3) Payment of principal and interest, necessary reserves and costs of issuance under any bonds or other indebtedness issued by the City to provide funds to acquire contemplated capital improvements, subsequent to the adoption of this article.
  - (4) Financing the actual cost of updating this chapter and the "City of Palm Coast Fire Rescue Impact Fee Study."
- (c) Any funds on deposit which are not immediately necessary for expenditure shall be invested by the City. All income derived from such investments shall be deposited in the fire and rescue system impact fee trust account and used as provided herein.
- (d) The fire and rescue system impact fee collected pursuant to this article may be returned by the City to the then current owner of the property on behalf of which such fee was paid if such fees have not been expended or encumbered prior to the end of the fiscal year immediately following the seventh anniversary of the date upon which such fees were paid. Refunds shall be made with interest paid at the rate of six (6) percent per annum or the average net interest rate earned by the City in the fire and rescue system impact fee trust account during the time such refunded impact fee was on deposit, whichever is less. For the purposes of this section, fees collected shall be deemed to be spent or encumbered on the basis of the first fee in (collected) shall be the first fee out (expended).

#### Sec. 29-105. Alternative impact fee calculation.

(a) In the event an applicant believes that the impact to the City fire and rescue system necessitated by its construction is less than the impact fee established in this article, such applicant may, prior to issuance of a building permit for such construction, submit a calculation of an alternative impact fee to the City Manager pursuant to the provisions of this section. The City Manager shall review the calculations and make a determination within fifteen (15) calendar days of submittal as to whether such calculation complies with the requirements of this section.

- (b) Alternative fire and rescue system impact fee calculations shall be based on data, information or assumptions contained in this article or independent sources, provided that:
  - (1) The independent source is a generally accepted standard source of socioeconomic or demographic information, or
  - (2) The independent source is a local study supported by a database that the City Manager finds adequate for the conclusions contained in such study performed according to a generally accepted methodology.
- (c) If the City Manager determines that the data, information and assumptions utilized by the applicant to calculate the alternative impact fee comply with the requirements of this section, the alternative impact fee shall be paid in lieu of the fee set forth in this article.
- (d) If the City Manager determines that the data, information and assumptions utilized by the applicant to calculate the alternative impact fee do not comply with the requirements of this section, then the City shall provide to the applicant by certified mail, return receipt requested, written notification of the rejection of the alternative impact fee and the reason therefore. The applicant shall have fifteen (15) days from the receipt of the written notification of rejection to request a hearing before the City Council.
- (e) Council shall be advised of all such agreements.

#### Sec. 29-106. Exemptions.

The following shall be exempted from payment of the impact fees:

- (a) Alterations or expansion or replacement of an existing dwelling unit which does not increase the number of families when such dwelling unit is arranged, designed or intended to accommodate for the purpose of providing living quarters.
- (b) The replacement of an existing dwelling unit where no additional dwelling unit(s) is/are created.
- (c) Accessory structures to dwelling units, such as storage sheds, screen enclosures or garages.

#### Sec. 29-107. Changes of size and use/mixed uses.

- (a) Fire and rescue system impact fees shall be imposed and calculated for the alteration, modification, expansion or replacement of a building or dwelling unit, the redevelopment of property, or the construction of an accessory building if the alteration, expansion or replacement of the building or dwelling unit or the construction of an accessory building results in a land development activity determined to increase the number of dwelling units.
- (b) If application is made for a building permit for a mixed use building or development (residential and other use[s]), the impact fee shall be determined by apportioning the space within the mixed use development and determining the number of dwelling units and amount of square footage of non-dwelling unit construction that will occur.

#### Sec. 29-108. Payment.

- (a) Except as otherwise provided in this article, prior to the issuance of the certificate of occupancy, an applicant shall pay the appropriate impact fee as set forth in this article.
- (b) The impact fee shall be paid directly to the collection agency.
- (c) The payment of the impact fee shall be in addition to any other fees, charges or assessments due for the issuance of a building permit or certificate of occupancy.
- (d) The obligation for payment of the impact fee shall run with the land. However, this section shall not be construed to relieve an applicant of any responsibility or liability whatsoever.
- (e) If a building permit expires and no construction has been commenced, then the fee payer shall be entitled to a refund of the impact fee paid if paid at time of permit issuance.

### Sec. 29-109. Collection of impact fees when not paid by mistake or inadvertence or by agreement.

- (a) In the event the fire and rescue system impact fee is not paid prior to the issuance of a certificate of occupancy for the affected impact construction because of mistake or inadvertence, the City shall proceed to collect the impact fee as follows:
  - (1) The City shall serve, by certified mail, return receipt requested or by hand delivery, an "impact fee notice" upon the applicant at the address set forth in the application for building permit, and the owner at the address appearing on the most recent records maintained by the Property Appraiser of Flagler County. Service of the impact fee notice shall be deemed notice of the impact fees due and service shall be deemed effective on the date the return receipt indicates the notice was received by either the applicant or the owner or the date said notice was hand delivered to either the applicant or owner, whichever occurs first; provided, however, that should none of these methods of service be successful, service shall be deemed effective on the date the rotice was filed in the official records of the county. The impact fee notice shall contain the legal description of the property and shall advise the applicant and the owner as follows:
  - (2) The amount due and the general purpose for which the impact fee was imposed.
- (b) The administrative review pursuant to this article may be requested no later than fifteen (15) calendar days from the date of receipt of the impact fee notice, by making application to the City Manager.
- (c) The City shall file a release of impact fee notice in the official records of the County upon collection of payment in full.
- (d) The impact fee shall be delinquent if not paid and received by the City within thirty (30) calendar days of the date the impact fee notice is received, excluding the date of receipt. Upon becoming delinquent, the applicant shall be subject to the imposition of a delinquent fee and interest on the unpaid amount until paid.
- (e) In the event the impact fee becomes delinquent, a lien against the property for which the building permit was secured shall be recorded in the official record book of the County.

- (1) The fire and rescue system impact fee shall be delinquent if not paid within thirty (30) calendar days from the date of receipt of the impact fee notice by either the applicant or owner. Upon becoming delinquent, a delinquency fee equal to ten percent (10%) of the total impact fee imposed shall be assessed. Such total impact fee, plus delinquency fee, shall bear interest at the statutory rate for final judgments calculated on a calendar day basis, until paid.
- (2) Should the fire and rescue system impact fee become delinquent as set forth in this section, the City shall serve, by certified mail return receipt requested, a "notice of lien" upon the delinquent applicant if the building is under construction at the address indicated in the application for the building permit, and upon the delinquent owner at the address appearing on the most recent records maintained by the Property Appraiser of Flagler County. The notice of lien shall notify the delinquent applicant and owner that due to their failure to pay the impact fee, the City shall record a claim of lien.
- (3) Upon the mailing of the notice of lien, the City Attorney shall record a claim of lien in the official records of Flagler County. The claim of lien shall contain the legal description of the property, the amount of the delinquent impact fee and the date of its imposition. Once recorded, the claim of lien shall constitute a lien against the property described therein. The City Attorney shall proceed expeditiously to collect, foreclose or otherwise enforce said lien.
- (4) Foreclosure proceedings shall be instituted, conducted and enforced in conformity with the procedures for the foreclosure of municipal special assessment liens, as set forth in Chapter 173, Florida Statutes, which provisions are hereby incorporated herein in their entirety to the same extent as if such provisions were set forth herein verbatim.
- (f) The liens for delinquent impact fees imposed hereunder shall remain liens, coequal with the lien of all State, County, district and municipal taxes upon which this lien is on parity, superior in dignity to all filed liens and claims, until paid as provided herein.
- (g) The collection and enforcement procedures set forth in this section shall be cumulative with, supplemental to and in addition to, all other applicable procedures provided in any other ordinances or administrative regulations of the State of Florida. Failure of the City to follow the procedure set forth in this section shall not constitute a waiver of its rights to proceed under any other ordinances or administrative regulations of the City or any applicable law or administrative regulation of the State of Florida.

#### Sec. 29-110. Administrative review procedures.

- (a) An applicant or owner who is required to pay a fire and rescue system impact fee pursuant to this article shall have the right to request a special review by the City Manager.
- (b) Such review shall be for the purpose of the City Manager rendering a determination concerning the application or calculation of the appropriate impact fee pursuant to this article.
- (c) Except as otherwise provided in this article, such review shall be requested by the applicant or owner within fifteen (15) calendar days, including Sundays and legal holidays, of the date the applicant or owner learns of the assessment of the impact fee for the proposed

impact construction. Failure to request a review within the time provided shall be deemed a waiver of such right.

- (d) A written request for review shall be filed with the City Manager and shall contain the following:
  - (1) The name and address of the applicant or owner;
  - (2) The telephone number at which the applicant or owner may be reached during daytime hours;
  - (3) The legal description of the property in question;
  - (4) If issued, the date the building permit was issued and the building permit number.
  - (5) A brief description of the nature of the construction being undertaken pursuant to the building permit;
  - (6) If paid, the date the impact fee was paid; and
  - (7) A statement of the reasons why the applicant or owner is requesting the review, including any supporting information and site or construction plan and the amount that the applicant or owner asserts would be the appropriate impact fee.
- (e) Within fifteen (15) calendar days of receipt of such request, the City Manager shall forward to the applicant and owner a written review of and determination concerning the impact fee.
- (f) The applicant or owner shall have fifteen (15) calendar days from the receipt of the written special review or; in the event of lack of response by the City Manager, thirty (30) days from filing of the request for review, whichever is later, to request a hearing before the City Council if the applicant or owner desires to appeal the decision of the City Manager.

#### Sec. 29-111. City council review hearing.

- (a) An applicant or owner who is required to pay a fire and rescue system impact fee pursuant to this article, shall have the right to timely request a review hearing of the decision of the City Manager rendered in accordance with the provisions of section 29-110.
- (b) Such hearing shall be limited to the review of the determination made by the City Manager concerning the application or calculation of the appropriate impact fee or, in the event of non-response of the City Manager, direct review concerning the application or calculation of the appropriate impact fee.
- (c) Except as otherwise provided in this article, such hearing shall be requested by the applicant or owner within fifteen (15) calendar days, including Sundays and legal holidays, of the date of first receipt of the following, whichever is applicable:
  - (1) The impact fee special review determination, or
  - (2) The determination as to an alternative impact fee. Failure to request a hearing within the time provided shall be deemed a waiver of such right.
- (d) The request for hearing shall be filed with the office of City Manager and shall contain the following:
  - (1) The name and address of the applicant or owner;

- (2) The legal description of the property in question;
- (3) If issued, the date the building permit was issued and building permit number.
- (4) A brief description of the nature of the construction being undertaken pursuant to the building permit;
- (5) If paid, the date the impact fee was paid; and
- (6) A statement of the reasons why the applicant or owner is requesting the hearing and a statement of the amount that the applicant or owner asserts would be the appropriate impact fee.
- (e) Upon receipt of such request, the City Manager shall schedule a hearing before the City Council at a regularly scheduled meeting or a special meeting called for the purpose of conducting the hearing and shall provide the applicant and owner written notice of the time and place of the hearing. Such hearing shall be held within thirty (30) days of the date the request for hearing was filed.
- (f) Such hearing shall be before the City Council and shall be conducted in a manner designed to obtain all information and evidence relevant to the requested hearing. Formal rules of civil procedure and evidence shall not be applicable; however, the hearing shall be conducted in a fair and impartial manner with each party having an opportunity to be heard and to present information and evidence.

#### Sec. 29-112. Review requirements.

- (a) The City Manager shall each fiscal year prepare a preliminary capital improvement program for fire and rescue facilities to be funded from the impact fee trust fund. The City Manager shall present to the City Council the proposed capital improvement program for fire and rescue facilities, the status of funds, including any accrued interest from the trust fund, the expenditures for improvements, equipment and related expenses. Monies, including any accrued interest, not assigned in any fiscal period shall be retained in the impact fee trust fund until the next fiscal period except as provided by the refund provisions of this article.
- (b)
- (c) This article and the impact fee study of the City Manager shall be reviewed by the City Council every four years unless otherwise directed by the council. Each review shall consider, at a minimum, new estimates of population per household, costs related to the acquisition of capital improvements and equipment necessitated by growth, and adjustments to the assumptions, the conclusions and findings set forth in this article. The purpose of this review is to ensure that the impact fees do not exceed the reasonably anticipated costs associated with the capital improvements necessary to offset the demand generated by new construction on the City's fire and rescue system. In the event the review of this article, this article shall be appropriately amended. If, upon the conclusion of the review of this article, the City Council determines in its legislative discretion that a rebate of impact fees previously collected is appropriate because of an alteration or change in the amount of impact fees previously collected, the ordinance amending this article shall establish the procedures and determinations for any such rebate.
- (d) Simultaneous with the review of this article, the City Council shall review the capital improvements element of the Comprehensive Plan for the availability and adequacy of revenue sources to construct improvements and additions to the City fire and rescue system necessary to accommodate existing development.

#### Sec. 29-113. Declaration of exclusion from administrative procedures act.

Nothing contained in this article shall be construed or interpreted to include the City in the definition of agency contained in Section 120.52, Florida Statutes, or to otherwise subject the City to the application of the Administrative Procedure Act, Chapter 120, Florida Statutes. This declaration of intent and exclusion shall apply to all proceedings taken as a result of or pursuant to this article.



#### City of Palm Coast Capital Improvement Plan

FIRE IMPACT FEE FUND	GL	FY 25	FY 26	FY 27	FY 28	FY 29	FY 30	FY 31 - 35	FY 25-35	Future	FY 25 - Future
		25 Rate Study	25 Rate Study	25 Rate Study	25 Rate Study	25 Rate Study	25 Rate Study	25 Rate Study	25 Rate Study	25 Rate Study	25 Rate Study
Revenues:				-		-					
FY24 Carry-over:	2107	8,120,050	6,509,302	2,737,058	3,683,718	4,760,864	5,712,672	4,094,203	8,120,050	(1,285,011)	
<u>Revenues:</u>											
Fire Impact Fees:		1,034,386	1,077,146	1,077,146	1,077,146	1,077,146	1,078,005	4,936,473	11,357,448		11,357,448
Fire Impact Fees:		1,034,386	1,077,146	1,077,146	1,077,146	1,077,146	1,078,005	4,936,473	11,357,448	-	11,357,448
Dwelling Units:		-	1,038	1,038	1,038	1,038	1,039	4,667	<i>9,</i> 858	38,829	48,687
Cost per Dwelling Unit:		434.51	859.00	859.00	859.00	859.00	859.00	859.00	859.00	-	
Non-Residential SF		-	136,000	136,000	136,000	136,000	136,000	680,000	1,360,000	16,414,678	17,774,678
Cost per SF		0.70	1.364	1.364	1.364	1.364	1.364	1.364	1.364	-	
Interest on Investments:		150,000							150,000		150,000
Interest on Investments:		150,000	-	-	-	-	-	-	150,000	-	150,000
Transfers:											
Transfers (Existing Resident Share):		4,569,905	4,250,610	114,374		109,862	2,363,526	9,041,954	20,450,230		20,450,230
Transfer From ARPA (FS22 Non-Capacity Portion of Project):		2,244,167	-	-	-	-	-	-	2,244,167	-	2,244,167
Transfer From ARPA (Existing Citizen Share):		491,558	-	-	-	-	-	-	491,558	-	491,558
Transfer From CRA (General Fund Repayment) (Existing Citizen Share):		1,200,000	-	-	-	-	-	-	1,200,000	-	1,200,000
Transfer From Capital Projects Fund (Existing Citizen Share):		634,180	4,250,610	114,374	-	109,862	-	-	5,109,026	-	5,109,026
Transfer From XXXXXXXXXX (Existing Citizen Share Portion - 46.71%):		-	-	-	-	-	2,363,526	9,041,954	11,405,480	-	11,405,480
<u>Grants:</u>											
Grants:		5,000,000	-	-	-	-	-	-	5,000,000	-	5,000,000
Legislative Priority (FS26)	49014	5,000,000	-	-	-	-	-	-	5,000,000	-	5,000,000
Total Revenues:		10,754,291	5,327, <del>75</del> 6	1,191,520	1,077,146	1,187,008	3,441,531	13,978,427	36,957,679	-	36,957,679
Total Available Funds		18,874,341	11,837,058	3,928,578	4,760,864	5,947,872	9,154,203	18,072,629	45,077,729	(1,285,011)	71,290,533



#### City of Palm Coast Capital Improvement Plan

FIRE IMPACT FEE FUND	GL	FY 25	FY 26	FY 27	FY 28	FY 29	FY 30	FY 31 - 35	FY 25-35	Future	FY 25 - Future
Expenditures:											
Other Contractual:		49,850	-	-	-	56,000	-	62,000	167,850	200,000	367,850
Fire Impact Fee Study	034000	49,850	-	-	-	56,000	-	62,000	167,850	200,000	367,850
Duciante											
Projects.		12 215 180	0 100 000	244.900		170 200		2 200 200	20 700 040	20 020 252	
Projects:	40012	12,315,189	9,100,000	244,860	-	179,200	5,060,000	3,806,800	30,706,049	30,839,353	67,545,402
Fire Station #22 Replacement (partial capacity increase):	49013	5,8/8,2/1	5,050,000	-	-	-	-	-	10,928,271	-	10,928,271
- Design, Construction Administration, Permits, Fees, Etc.		259,029	50,000	-	-	-	-	-	309,029	-	309,029
- Construction & Contingency	700	5,619,242	5,000,000	-				-	10,619,242	-	10,619,242
Fire Station #23 Expansion:	IRD	-	-	-	-	-	5,060,000	-	5,060,000	-	5,060,000
- Design & Construction Administration		-	-	-	-	-	460,000	-	460,000	-	460,000
- Construction		-	-	-	-	-	4,600,000	-	4,600,000	-	4,600,000
Fire Station 26 (Seminole Woods):	49014	6,436,918	4,050,000	244,860	-	179,200	-	-	10,910,978	-	10,910,978
- Design, Construction Administration, Permits, Fees, Etc.		156,161	50,000	-	-	-	-	-	206,161	-	206,161
- Construction & Contingency		6,280,757	4,000,000	-	-	-	-	-	10,280,757	-	10,280,757
- Brush Attack	064000	-	-	-	-	179,200	-	-	179,200	-	179,200
- Utility Vehicle	064000	-	-	244,860	-	-	-	-	244,860	-	244,860
Fire Mini Station 251 (Whiteview):	49015	-	-	-	-	-	-	3,806,800	3,806,800	-	3,806,800
- Design & Construction Administration		-	-	-	-	-	-	558,000	558,000	-	558,000
- Construction		-	-	-	-	-	-	2,790,000	2,790,000	-	2,790,000
- Midi-Attack Engine		-	-	-	-	-	-	458,800	458,800	-	458,800
Fire Station 2Xb (Colbert Lane / SR100):		-	-	-	-	-	-	-	-	11,860,000	11,860,000
<ul> <li>Design &amp; Construction Administration</li> </ul>		-	-	-	-	-	-	-	-	700,000	700,000
- Construction		-	-	-	-	-	-	-	-	10,000,000	10,000,000
- Fire Engine - Class A Pumper		-	-	-	-	-	-	-	-	900,000	900,000
- Brush Attack		-	-	-	-	-	-	-	-	160,000	160,000
- Utility Vehicle		-	-	-	-	-	-	-	-	100,000	100,000
Fire Station 2Xc (West):		-	-	-	-	-	-	15,488,840	15,488,840	2,000,000	17,488,840
- Design & Construction Administration		-	-	-	-	-	-	868,000	868,000	-	868,000
- Construction		-	-	-	-	-	-	12,400,000	12,400,000	-	12,400,000
- Fire Engine - Class A Pumper		-	-	-	-	-	-	1,116,000	1,116,000	-	1,116,000
- Fire Engine - Ladder		-	-	-	-	-	-	-	-	2,000,000	2,000,000
- Fire Engine - Backup		-	-	-	-	-	-	620,000	620,000	-	620,000
- Brush Attack		-	-	-	-	-	-	198,400	198,400	-	198,400
- Utility Vehicle		-	-	-	-	-	-	286,440	286,440	-	286,440
New Equipment for Additional Firefighters:		-	-	-	-	-	-	-	-	311,750	311,750
Equipment for Expansion Related Fire Engines:		-	-	-	-	-	-	-	-	667,603	667,603
Training Facility:		-	-	-	-	-	-	-	-	22,000,000	22,000,000
- Design & Construction Administration		-	-	-	-	-	-	-	-	2,000,000	2,000,000
- Construction (Phase A)		-	-	-	-	-	-	-	-	10,000,000	10,000,000
- Construction (Phase B)		-	-	-	-	-	-	-	-	10,000,000	10,000,000
Total Expenditures		12,365.039	9.100.000	244.860	-	235.200	5.060.000	19.357.640	- 46.362.739	37,039,353	83,402.092
		,:::,:::,:::::	-,•,•••	,			-,,				,
Available Funds End of Year		6,509,302	2,737,058	3,683,718	4,760,864	5,712,672	4,094,203	(1,285,011)	(1,285,011)	(38,324,364)	

FB Policy: Other Funds

All other funds, including Special Revenue Funds, Capital Project Funds, and certain Nonmajor Enterprise Funds do not have a fund balance requirement. Fund balances in these funds are dictated by revenue sources and a schedule of capital projects.

#### City of Palm Coast, Florida Agenda Item

Agenda Date: May 27, 2025

#### Department CONSTRUCTION MANAGEMENT Amount & ENGINEERING Division Account #

Subject: ORDINANCE 2025-XX AMENDING CHAPTER 29 IMPACT FEES, ARTICLE III PARK SYSTEM IMPACT FEES, CODE OF ORDINANCES OF THE CITY OF PALM COAST, TO ADJUST RATES BASED ON A COMPREHENSIVE STUDY INCLUDING AN EXTRAORDINARY CIRCUMSTANCES STUDY

#### Presenter: Carl Cote, Director of Stormwater & Engineering

#### Attachments:

- 1. Presentation
- 2. Ordinance
- 3. Study

#### Background:

One of City Council's priority is to update the Parks & Recreation Impact Fee. This fee was last reviewed in Fiscal Year 2020. Regular updates or review of impact fees are necessary to accommodate changes in facility/capital needs, land use characteristics, cost assumptions, and projected growth. An update or review of impact fees also ensures that impact generating development pays an appropriate share of capital improvements.

Based upon City Council's request to revisit impact fees, the City retained the services of Raftelis to facilitate the review of the City's Parks & Recreation impact fee.

City Staff recommends adoption of the proposed Parks & Recreation fees and approval of amended ordinance.

#### Recommended Action:

ADOPT ORDINANCE 2025-XX AMENDING CHAPTER 29 IMPACT FEES, ARTICLE III PARK SYSTEM IMPACT FEES, CODE OF ORDINANCES OF THE CITY OF PALM COAST, TO ADJUST RATES BASED ON A COMPREHENSIVE STUDY INCLUDING AN EXTRAORDINARY CIRCUMSTANCES STUDY



# **Recreation Impact Fee**



### **MISSION STATEMENT**

We strive to make Palm Coast a great place to live, visit, and recreate! Our staff is dedicated to bringing the citizens of Palm Coast quality parks and recreation experiences and to improving the quality of life through facilities and programs.

### VISION

To enhance community, so that everyone feels welcome!

### **BACKGROUND INFORMATION**

## 10-YEAR CAPITAL IMPROVEMENT PROJECTS (CIP)

### RECREATION IMPACT FEE STUDY FINDINGS

# BACKGROUND

# **CALM COAST PARKS & RECREATION MASTER PLAN**



### **MASTER PLANNING PROCESS:**



PHASE 1 | DATA COLLECTION



PHASE 2 | ENGAGEMENT



PHASE 3 | ANALYSIS



PHASE 4 | ACTION PLAN



PHASE 5 | PUBLIC PRESENTATION & FINAL REPORT PLAN

# **10-YEAR CAPITAL** IMPROVEMENT PLAN -MAJOR PROJECTS

# **CALM** COAST 10-YEAR CIP – RESOURCE BASED PROJECT



# Long Creek Nature Preserve – Phase 3

### **Budget:**

- \$9,677,750
- Seek Grant Opportunities

### **Project Overview:**

**Complete Remaining Requirements of Land Purchase Grant** 

- Building
- Pavilions
- Sitework
- Historic Preservation/Education

# **PRIM** COAST 10-YEAR CIP – RESOURCE BASED PROJECT



# Waterfront Park Water Access - Phase 2

### **Budget:**

- \$2,285,250
- Grants \$630,848

- Expanded Parking
- Pavilion
- Site Lighting
- Site Furnishings

# **PRIM COAST 10-YEAR CIP – NEIGHBORHOOD PARK PROJECTS**

#### GRASP® Access Analysis: Priority Areas Analysis Based on Neighborhood (3-mile) Gaps

#### Palm Coast/Flagler County, Florida



# **Neighborhood Parks**

### **Budget:**

• \$8,339,000

- Matanzas Woods Park
- Quail Hollow Park
- Seminole Woods Park Expansion

# **PRIM** COAST 10-YEAR CIP – PATH & TRAIL PROJECT



# **Graham Swamp Trail – Phase 2** Budget:

- \$19,919,599
- Grants Funding Seeking \$7,500,000

### **Project Overview:**

- 12' wide multi-use path
- Completes the gap between Lehigh Trail and the existing Graham Swamp Trail.
- Completes section of Sun Trail network.
- Provides connection to recently completed County project extending trail south and over SR100

# **PRIM COAST 10-YEAR CIP – CENTER PROJECTS**



Existing Fire Station #22 Conversion & Community Center Parking Expansion

**Budget:** 

- \$4,753,500
- Seek Grant Opportunities

- Adaptive Reuse of the existing building

   History Museum
  - $\circ$  Arts Venue
  - $\circ$  Public Events
- 90 additional parking spaces to serve Community Center

# **PROJECT 10-YEAR CIP – SPECIAL USE FACILITY PROJECT**



### **Skate Park**

### **Budget:**

• \$3,270,000

- Concrete Bowl ~ 40,000SF
- Location to be Determined
- Seek Collaborative Project with County

# **PRIM** COAST 10-YEAR CIP – SPECIAL USE FACILITY PROJECT



# Southern Recreation Facility – Phase 3

### **Budget:**

• \$6,652,181

- Additional Parking
- Remote Restroom Facilities
- Maintenance Building

# **PRIM** COAST 10-YEAR CIP – SPECIAL USE FACILITY PROJECT





# **Sports Complex**

**Budget:** 

• \$19,115,000

- Land Purchase
- Lighted Multi-Purpose Fields
- Restrooms
- Parking

# **CALM** COAST 10-YEAR CIP – SPECIAL USE FACILITY PROJECT



# Matanzas Woods Canoe / Kayak Launch

### Budget:

• \$1,147,000

- Parking
- Canoe/Kayak Launch

# **PROJECT 10-YEAR CIP – SPECIAL USE FACILITY PROJECT**



# **Cultural Arts Facility**

**Budget:** 

• \$6,145,000

- Add Covering Over Existing Stage
- Sitework & Other Elements Determined During Design Phase

# **PRIM** COAST 10-YEAR CIP – SPECIAL USE FACILITY PROJECT



# ITSC Expanded Parking Additional Field Lighting

**Budget:** 

• \$2,853,000

### Scope:

- Add Lighting to Ball Fields 5, 6, 7 & 8
- Add Parking for Baseball / Softball Fields

○ 92 Paved Parking Spaces

 ${\odot}\,43$  Grass Parking Spaces

 $\odot$  2 ADA Parking Spaces

# **PROJECT 10-YEAR CIP – SPECIAL USE FACILITY PROJECT**





the

FOR YOUTH DEVELOPMENT® FOR HEALTHY LIVING FOR SOCIAL RESPONSIBILITY

# Palm Coast Family YMCA

**Budget:** 

• \$3,180,000 (COPC Contribution)

### Scope:

Approx. Building Size	44,000 SF
Wellness Center	10,000 SF
<ul> <li>Sports Gym (3 Vball Courts)</li> </ul>	11,000 SF
• Zero Entry Olympic Size Pool	18-21 Lanes
<ul> <li>Adult &amp; Youth Locker-rooms</li> </ul>	4,500 SF
Childcare Rooms	3,000 SF
Group Exercise Room	2,000 SF

• Spin Room 1,000 SF

# **CALM** COAST **10-YEAR CIP – SUMMARY**

RECREATION IMPACT FEE FUND		Total
		FY25-35
Revenues:		
FY24 Carry-over:		3,111,835
Recreation Impact Fees:		38,816,121
	Dwelling Units:	<i>9,</i> 858
	Cost per Dwelling Unit:	3,618.00
Interest on Investments:		50,000
Grants:		9,110,546
Transfers (Existing Resident Share):		39,581,925
Total Available Funds		90,670,427

Current Dwelling Units	%	Future Dwelling Units	%	Total Build-Out
42,677	46.71%	42,677	53.29%	91,364

#### **RECREATION IMPACT FEE FUND** Total FY25-35 **Expenditures:** Community Parks: Resource Based Parks: 12,781,705 Long Creek Nature Preserve 10,486,324 Waterfront Park - Water Access Phase 2 1,600,131 Waterfront Park - Water Access Phase 2A 695,250 Neighborhood Parks: 8,339,000 Matanzas Woods Neighborhood Park 3,968,000 Quail Hollow Neighborhood Park 3,596,000 Seminole Woods Neighborhood Park Expansion 775,000 Path & Trail Projects: 20.015.931 Lehigh Trailhead 96,431 Graham Swamp Trail Phase 2 (OKR Trailhead to Lehigh Trail) 19,919,500 4,753,500 Centers: Community Center - Expanded Parking & FS22 Conversion 4,753,500 Special Use Facilities: 42,630,262 3,270,000 Skate Park Southern Recreation Facility - Phase One 81,831 Southern Recreation Facility - Phase Two 6,652,181 Cultural Arts Facility - (Town Center) 6,245,000 86,250 **Recreation Center ITSC:** Parking Expansion 1,545,000 ITSC: Additional Sports Lighting (ITMS) 1,308,000 Sports Complex 19,115,000 3,180,000 Aquatic Center Canoe / Kayak Launch - Matanzas Lakes 1,147,000 Transfers: 1,982,175 Transfer to Cap Projects - Holland Park Phase 2 1,982,175 **Total Expenditures** 90,669,923

# RECREATION IMPACT FEE STUDY FINDINGS


# City of Palm Coast

Parks and Recreation Impact Fee Study



# What are Impact Fees?



Fees that are specifically designed to recover the cost of major capital investment in municipal facilities, infrastructure, and vehicles that provide capacity to serve new development



Fees are paid by new development and redevelopment that results in an increased demand for service / capacity



Fees are used to pay directly for growth-related facilities and major equipment or pay expansion related portion of debt payments

# **Benefits of Impact Fees**



Adequate fee levels mitigate the capital cost burden of growth on existing residents

"Growth pays its own way"

Additional funding for growth related / expansion projects and growth-related portion of debt payments **%** 

Potential to help keep property taxes / assessment rates down over time



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# Legal Considerations

- The basis for impact fees and related criteria have been developed under Florida Statutes and case law
- Florida Impact Fee Act History
  - Florida Legislature created section 163.31801 of the Florida Statues governing impact fees
  - Created June 14, 2006
  - Amended most recently in 2021 and 2024
  - New changes coming in Oct. 2025

# Legal Considerations (cont.)

- Requires the calculation of fees to be based on study using most recent and localized data
  - Within 4 years of the current update and fees must be adopted within 12 months of impact fee study initiation
- Provides for accounting and reporting of fee revenues and expenditures in a separate fund
- Limits administrative charges for the collection of fees to actual costs
- Limits fee standard fee increases and sets phasing requirements for implementation of increases
- Requires 90 days grace period before imposing a new or increased fee
- Annual affidavit on compliance signed by the local government
- Government has the burden of proof in any challenge of an impact fee
- Cannot be charged before issuance of building permit

# Legal Considerations (cont.)

# New Limitations on Increasing Impact Fees

- Any increase not more than 25 percent of the current rate must be implemented in two equal annual increments beginning with the date on which the increased fee is adopted
- An increase that exceeds 25 percent, but not more than 50 percent of the current rate must be implemented in four equal installments beginning with the date the increased fee is adopted
- An impact fee increase may not exceed 50 percent of the current impact fee rate
  Unless considered an <u>extraordinary circumstance</u>
- An impact fee may not be increased more than once every 4 years

# **Impact Fee Criteria**

Dual rational nexus (fee is based on cost of capacity to serve new growth and the revenue is used to pay for such capacity) Impact fees must be based on the capital cost requirements anticipated for providing service capacity-related capital facilities to new development

Impact fees must be based upon reasonable level of service standards that meet the needs of the community Impact fees cannot be used to fund deficiencies in capital needs of the community or pay for any operating costs

# **Fee Calculation Methodology**

Identify and project residential population and dwelling units

Review level of service criteria (must be reasonable and attainable!)

Identify existing investment and future projects to provide service for new growthNote: Includable and excludable costs

Calculate fees on a per unit of development basis

# **City Service Area Forecast**

Projection of Population and Dwelling Units [1]										
Year	Total Permanent Population	Total Residential Dwelling Units	Average Persons Per Dwelling Unit							
2025	107,402	42,620	2.52							
2030	120,619	47,865	2.52							
2035	132,387	52,535	2.52							
2040	142,108	56,392	2.52							
2045	150,464	59,708	2.52							
2050	157,883	62,652	2.52							
Buildout	230,094	91,307	2.52							
Rate / Growth 2025 - 2050	1.55%	1.55%								

[1] Based on discussions and data obtained from the City's planning department and US Census Bureau.

# **Level of Service**

- Indicator of degree of service provided by facility / service
- Existing Level Of Service (LOS)
  - 8.0 acres per 1,000 population
    - 3.0 Acres of resource-based parkland
    - 5.0 Acres of activity-based parkland
  - Currently providing almost 10 acres per 1,000!
- Total of 1,068.1 acres of total parklands
  - 17 Different locations / facilities
    - Facilities include outdoor parks, community centers, ballfields, playgrounds, nature trails, aquatic center, tennis and pickleball courts, basketball courts, racquetball, etc.



# **Existing Investment in Recreation Assets**

- Existing investment in department of Approx. \$110.3 million
  - General Equipment Approximately \$0.2 million
    - Equipment costs excluded from fee calculation per Statutory requirements
  - Major Facilities Approximately \$110.1 million
  - > Grant funded assets \$6.5 million
    - Excluded from fee calculation as cost free capital
- Total net investment of approximately \$103.6 million
- Estimated Buildout population 230,094
- Total net investment per person at Buildout \$450.12
- Total Estimated 2035 Investment
  - Cost per person \$450.12 \* estimated 2035 population 132,387= \$59.6 million

# **Planned Future Investment in Recreation Assets**

- Total planned future investment of \$236.3 million (CIP for 2025 2035 and beyond)
  - Projects include expansions and upgrades to existing facilities and new park facilities, trails, special use facilities, etc.
  - > Excluded grant funded CIP projects of approximately \$9.2 million
- Total planned net future investment of approximately \$227.1 million
- Estimated Buildout population 230,094
- Total planned net future investment per person at Buildout \$986.74
- Total Estimated 2035 Investment
  - > Cost per person \$986.74 \* estimated 2035 population 132,387= \$130.6 million

# **Calculation of Proposed Parks and Recreation Impact Fee**

Description	Basis / Amount
Total Allocated Net Existing Investment in Recreation Facilities	\$59,590,036
Total Allocated Net Planned Future Investment In Recreation Facilities	130,631,547
Total Allocated Net Existing and Planned Future Investment In Recreation Facilities	\$190,221,585
Total Allocated Net Existing and Planned Future Investment In Recreation Facilities	\$190,221,585
Projected 2035 Population	132,387
Total Cost to be Recovered Per Person	\$1,436.86
Total Cost to be Recovered Per Person	\$1,436.86
Average Persons per Residential Dwelling Unit	2.52
Fee Per Dwelling Unit	\$3,620.89
Fee Per Dwelling Unit (Rounded)	\$3,620.00

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# **Existing and Calculated Parks and Recreation Impact Fees**

Parks and Recreation	Existing Fee	Calculated	Dollar	Percentage
	Per Dwelling	Fee Per	Change in	Change in
	Unit	Dwelling Unit	Fee	Fee
Residential	\$1,828.01	\$3,620.00	\$1,791.99	98.0%





# **Implementation Considerations**

- Residential Fee Increase of approximately 98%
- Implementation Options:
  - Use standard maximum statutory increase of 50% and phase in evenly over 4 years
    - Fees will be under recovering costs from new growth thereby increasing burden to current residents / taxpayers
  - Pursue full one time increase through extraordinary circumstance provisions (Staff recommended option)

# **Extraordinary Circumstances**

- High population growth
  - Permanent population has increased by over 18,000 residents since 2020; an increase of 3.8% per year on average (State average of approx. 1.5% per year)
  - Continued permanent population growth is projected necessitating the expansion of capital facilities to maintain levels of service – Growth projected at 2.1% per year on average through 2035
    - Additional recreational facilities, expansions and upgrades
- Significant increases in construction costs
  - > Costs to construct new facilities have increased significantly
    - Consumer Price Index Approx. 27% increase since 2019
    - Construction Materials Index Approx. 40% increase since 2019
- If no fee increases are implemented, then up to approx. \$17.8 million of growth-related capital costs would need to be recovered from taxpayers and other sources through 2035 rather than from new growth
- If fee increases implemented using statutory maximums and phasing requirements then approximately \$10.1 million of growth-related costs need to be recovered from taxpayers and other sources through 2035 rather than from new growth

# **Conclusions and Recommendations**



- Adopt calculated impact fees
- Extraordinary Circumstance Approach



90 Day grace period from approval to effective date



Discontinue practice of annual impact fee indexing



Comply with Florida Impact Fee Act Requirements



Review and update impact fees in 4 years

#### ORDINANCE 2025-\_\_\_\_ AMENDING PARK SYSTEM IMPACT FEES

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF PALM COAST, FLORIDA AMENDING CHAPTER 29 IMPACT FEES, ARTICLE III PARK SYSTEM IMPACT FEES, CODE OF ORDINANCES OF THE CITY OF PALM COAST, TO ADJUST RATES BASED ON A COMPREHENSIVE STUDY; PROVIDING FOR APPLICABILITY; PROVIDING FOR SEVERABILITY; PROVIDING FOR CODIFICATION; PROVIDING FOR CONFLICTS; AND PROVIDING FOR AN EFFECTIVE DATE

**WHEREAS**, the City of Palm Coast (the "City") is a municipal corporation lawfully established and organized under the laws of Florida; and

**WHEREAS**, pursuant to Article VIII of the 1968 Florida Constitution, as amended, and Sections 163 and 166, Florida Statutes, the City Council of Palm Coast has the authority to fix, impose, and provide for the collection of park system impact fees to finance, in whole or in part, the capital costs of public works, improvements, and facilities required to accommodate new impact-generating development; and

WHEREAS, the City Council has studied the necessity for and implications of the adoption of park system impact fees for various park facilities and has retained Raftelis Financial Consultants, Inc. (hereinafter, together, the "Consultants") to prepare a park system impact fee report to determine the proportionate demand new development generates for additional capital park improvements, and the Consultants have prepared a park impact fee report, titled "The City of Palm Coast Park system Impact Fee – Technical Report," dated June 2025 (hereinafter the "park system impact fee report"); and

WHEREAS, the park system impact fee report has been presented to and reviewed by the City Council, which has determined (1) that a park system impact fee is necessary to offset the costs associated with meeting future capital park system improvement demands pursuant to the projections set forth in the report; (2) that the park system impact fees adopted by this Ordinance bear a reasonable relationship to the burden imposed upon the 'City to provide capital park system improvements to new residents, employees, and businesses; and park system impact fees provide a direct benefit to such new residents, employees, and businesses reasonably related to the park system impact fees assessed; (3) that an "essential nexus" exists between the projected new development and the need for additional capital park system improvements to be funded with park system impact fees, and between the park system impact fee and the benefits that accrue to new development paying the fee; and (4) that the amount of the park system impact fees is "roughly proportional" to the pro rata share of the additional capital park system improvements needed to serve new residential and non-residential development, while maintaining the level of service (LOS) standard currently provided to City residents, employees, and businesses; and

WHEREAS, the City annually develops a capital budget to ensure new development is adequately provided with capital park system improvements necessary to serve new development at the growth rates projected in the park system impact fee report; and

**WHEREAS**, this Ordinance contains administrative provisions to ensure that the benefit of capital park system improvements funded with impact fee funds will accrue proportionately to new development paying the fee; and

WHEREAS, it is not the intent of this Ordinance to impose or collect any park system impact fees from new development that are in excess of new development's proportionate demand on capital park system improvements; and

WHEREAS, based on the population, housing unit, and land use projections as well as the capital park system improvement needs associated with the projected level of growth, the City Council has determined that park system impact fees are a reasonable, appropriate, and necessary technique, to be used in conjunction with other financing techniques, to ensure that park system facilities are available and adequate for new development; and

WHEREAS, the City Council has determined that park system impact fees are necessary for adequate capital park system improvements sufficient to protect the public health, safety, and general welfare of future residents and employees generated by new development; and

WHEREAS, the Consultants reviewed the existing demand for capital park system improvements, including, where appropriate, land acquisition, road improvements, and construction costs; the existing inventory of same; and the method of financing same; and

WHEREAS, all funds collected from park system impact fees will be deposited in a segregated, interest-bearing account to ensure that park system impact fee funds are spent only for the reasonable benefit of the new development paying the fee; and

WHEREAS, any interest or other income earned on funds deposited in said interestbearing account will be credited to the park system impact fee account; and

WHEREAS, the City has determined and will determine that the payment of the park system impact fees and their expenditure for needed capital park system improvements will result in a reasonable benefit to the development on which it is imposed in a manner not shared by those not paying the fee; and

WHEREAS, the City Council has developed and adopted a schedule of park system impact fees by land use classification; and

WHEREAS, the City Council has provided a credit mechanism in cases where the proposed new development dedicates public sites and/or capital improvements for which park system impact fees are being imposed; and

**WHEREAS,** this Ordinance is consistent with and implements the City of Palm Coast 2035 Comprehensive Plan, including the Capital Improvements Element and Capital Improvements Program therein, and with Fla. Stat. 163.31801.

WHEREAS, words with <u>underlined</u> type shall constitute additions to the original text and strike through shall constitute deletions to the original text, and asterisks (\*\*\*) indicate that text shall remain unchanged from the language existing prior to adoption of this Ordinance.

### NOW, THEREFORE, IT IS HEREBY ORDAINED BY THE CITY OF PALM COAST, FLORIDA:

<u>SECTION 1. LEGISLATIVE AND ADMINISTRATIVE FINDINGS.</u> The above recitals (whereas clauses) are hereby adopted as the legislative and administrative findings of the City Council.

## SECTION 2. AMENDMENT TO CHAPTER 29 IMPACT FEES, ARTICLE III PARK SYSTEM IMPACT FEES OF THE CODE OF CITY ORDINANCES.

Chapter 29 Impact Fees, Article III Park system Impact Fees of the *Code of Ordinances* of the City of Palm Coast is amended, as attached hereto and incorporated herein by reference as Exhibit "A."

**SECTION 3. SEVERABILITY.** It is hereby declared to be the intention of the City Council that the sections, paragraphs, sentences, clauses and phrases of this Ordinance are severable, and if any phrase, clause, sentence, paragraph or section of this Ordinance shall be declared unconstitutional by the valid judgment or decree of a court of competent jurisdiction, such unconstitutionality shall not affect any of the remaining phrases, clauses, sentences, paragraphs and sections of this Ordinance.

**SECTION 4. CODIFICATION.** It is the intention of the City Council of the City of Palm Coast, Florida, and it is hereby ordained that the provisions of this Ordinance shall become and be made a part of the Code of Ordinances of the City of Palm Coast, Florida; that the Sections of this Ordinance may be renumbered or re-lettered to accomplish such intention; that the word, "Ordinance" may be changed to "Section," "Article," or other appropriate word.

**SECTION 5. CONFLICTS.** All ordinances or parts of ordinances in conflict with this Ordinance are hereby repealed.

**SECTION 7. EFFECTIVE DATE.** This Ordinance will become effective after 90 days on October 1, 2025.

**APPROVED** on first reading this 3<sup>rd</sup> day of June 2025.

**ADOPTED** on second reading after due public notice and hearing this 17<sup>th</sup> day of June 2025.

ATTEST:

CITY OF PALM COAST

KALEY COOK, CITY CLERK

MICHAEL NORRIS, MAYOR

APPROVED AS TO FORM AND LEGALITY

MARCUS DUFFY, CITY ATTORNEY

Attachment: Exhibit "A" – Chapter 29, Article III

### ARTICLE III. PARK SYSTEM IMPACT FEE

#### Sec. 29-71. Definitions.

When used in this article, the following terms shall have the following meanings, unless the context clearly otherwise requires:

Accessory building or structure: A detached, subordinate building, the use of which is clearly indicated and related to the use of the principal building or use of the land and which is located on the same lot as the principal building or use.

*Activity-based:* District, community, and neighborhood parks with facilities that use more than twenty-five (25) percent of the total area of the park.

Apartment: A rental dwelling unit located within the same building as other dwelling units.

Applicant: The person who applies for a building permit.

*Alternative park system impact fee:* Any alternative fee calculated by an applicant and approved by the City Manager pursuant to this article.

*Building:* Any structure, either temporary or permanent, built for the support, shelter or enclosure of persons, chattels or property of any kind. This term shall include tents, trailers, mobile homes or any vehicles serving in any way the function of a building. This term shall not include temporary construction sheds or trailers erected to assist in construction and maintained during the term of a building permit.

*Building permit:* An official document or certificate issued by the City under the authority of law, authorizing the construction or siting of any building. For purposes of this Ordinance, the term "building permit" shall also include tie-down permits for those structures or buildings, such as a mobile home, that may not require a building permit in order to be occupied.

*Capital improvement:* Includes, but is not limited to, preliminary engineering, engineering design studies, land surveys, real property and other property purchase and acquisition, engineering, permitting and construction of all the necessary features for district and local neighborhood parks project including, but not limited to, walking paths, ballfields, picnic pavilions, equipment for children's play areas, irrigation systems, lighting systems, fencing, bleachers, roads, parking facilities, restrooms, concession and community buildings, manager quarters and storage buildings.

*Certificate of occupancy:* An official document or certificate issued by the City under the authority of law authorizing the occupancy of a building, or any portion thereof, for its intended use on a permanent basis.

City: The City of Palm Coast, Florida.

*City Attorney:* The person appointed as City Attorney pursuant to the City Charter, or the designee of such person.

Ordinance 2025-\_\_\_ Page 5 of 13 City Council: The City Council of the City of Palm Coast, Florida.

*City park system:* The lands, buildings, facilities, property, and associated structures and materials provided by the City that are used primarily for the passive and active recreational and outdoor and indoor recreational uses of the public.

*City Manager:* The Chief Administrative Officer of the City, appointed by the City Council or the designee of such person.

Collection agency: The City or the City Financial Services Department.

*Comprehensive plan:* The comprehensive plan of the City adopted and amended pursuant to State law.

*Dwelling unit:* One (1) or more rooms designed, occupied or intended for occupancy as separate living quarters, with cooking, sleeping and sanitary facilities provided within the dwelling unit for the exclusive use of a single family maintaining a household.

*Encumbered:* Monies committed by contract or purchase order in a manner that obligates the City to expend the encumbered amount upon delivery or completion of goods, services or real property provided by a vendor, supplier, contractor or owner.

*Feepayer:* A person commencing a land development activity which requires the payment of a fee under the provisions of this article.

Land development activity: The carrying out of any residential building activity.

*Land development ordinance:* The land development codes, regulations and ordinances of the City, as amended and supplemented, or its successor in function.

*Multi-family dwelling:* A building containing three (3) or more dwellings intended to be occupied primarily by permanent residents.

*Owner:* The person holding legal title to the real property upon which park system impact construction is to occur.

*Park system impact construction:* Land development activity designed or intended to permit a use of the land which will contain more dwelling units than the existing use of land.

*Park system impact fee:* The impact fee imposed by the City pursuant to this article which relates to both district and local parks.

Park system impact fee trust account: The separate trust account created pursuant to this article.

*Person:* An individual, a corporation, a partnership, an incorporated association, or any other similar entity.

*Resource-based:* Environmentally sensitive lands, conservation areas, and open space that has less than twenty-five (25) percent of the area developed for activities.

### Sec. 29-72. Rules of construction.

For the purposes of administration and enforcement of this article, unless otherwise stated in this article, the following rules of construction shall apply:

(1) In case of any difference of meaning or implication between the text of this article and any caption, illustration, summary table, or illustrative table, the text shall control.

(2) The word "shall" is always mandatory and not discretionary; the word "may" is permissive.

(3) Words used in the present tense shall include the future; and words used in the singular number shall include the plural and the plural the singular, unless the context clearly indicates the contrary.

(4) The phrase "used for" includes "arranged for," "designed for," "maintained for," or "occupied for".

(5) Unless the context clearly indicates the contrary, where a regulation involves two or more items, conditions, provisions, or events connected by the conjunction "and", "or" or "either... or", the conjunction shall be interpreted as follows:

a. "And" indicates that all the connected terms, conditions, provisions or events shall apply.b. "Or" indicates that the connected items, conditions, provisions or events may apply singly or in any combination.

c. "Either ... or" indicates that the connected items, conditions, provisions or events shall apply singly but not in combination.

(6) The word "includes" shall not limit a term to the specific example but is intended to extend its meaning to all other instances or circumstances of like kind or character.

(7) The provisions of this article shall be liberally construed to effectively carry out its purposes in the interest of public health, safety, welfare and convenience of the citizens of the City.

### Sec. 29-73. Reserved.

### Sec. 29-74. Adoption of impact fee formula; amount of park impact fee.

(a) The City Council hereby adopts the assumptions, conclusions and findings as set forth in Subsection (b) with regard to the determination of anticipated costs of the acquisition of capital

improvements for the City park system required to accommodate growth contemplated in the City's Comprehensive Plan.

(b) The formula set forth in the report entitled "Parks and Recreation Impact Fee Study," dated June XX, 2025 and as updated from time to time, is incorporated herein as set forth in the recitals to this article, and is also attached as Exhibit A to the ordinance from which this code section derives.

(c) The amount of park impact fee is established consistent with the formula set forth in the report entitled "Parks and Recreation Impact Fee Study," dated June XX, 2025, and as updated from time to time.

(d) The City may assess an administrative fee, as set by resolution, for the purpose of recovering the actual costs of administering the impact fee program established in this article. The administrative fee may be waived if impact fees are paid at the time of the issuance of the building permit.

(e) The amount of park impact fee as established by City Council consistent with the formula set forth in the above-referenced report, as well as the impact fee study shall be reviewed by the City Council at least every four years, unless otherwise directed by the City Council.

### Sec. 29-75. Imposition; credits for donations.

(a) Any person who makes or causes the making of an improvement to land, which requires the issuance of a building permit for a residential structure, or any person who changes the use of any structure for residential purposes, shall pay a park impact fee in the manner and amount set forth in this article. In the event the impact fee rate for a particular land use is changed subsequent to the issuance of a building permit and before the issuance of a certificate of occupancy, the impact fee shall be the amount in effect on the date payment is received.

(b) No person shall commence or continue construction or allow commencement or continuation of construction of an improvement for which the fee imposed by this article is applicable without first having obtained the required building permit and paid the proper impact fee imposed by this article. No person shall change the use or allow a change in use of any structure where the fee imposed by this article is applicable without having paid the proper park system impact fees imposed by this article.

(c) Persons subject to paying the park impact fee may, upon written agreement with the City, be awarded park system impact fee credits for the donation of parkland, recreational facilities or equipment or other capital improvement. The amount of such credit and the method of drawing down such credits shall be provided for in the written agreement. Park impact fee credits shall only be granted for capacity adding improvements.

(1) The amount of developer contribution credit shall be determined according to the following:

a. The value of land shall be based upon a written appraisal of fair market value by a Member of the Appraisal Institute (MAI) appraiser, selected and paid for by the applicant, utilizing accepted appraisal techniques. City reserves the right to engage another appraiser and the value of the land donation shall be an amount equal to the average of the two appraisals; and

b. The anticipated construction costs shall be based upon cost estimates certified by a registered professional engineer and approved by the City.

### Sec. 29-76. Use of proceeds.

(a) The City Council hereby establishes a separate trust account for the park system impact fees, to be designated as the "park system impact fee trust account" which shall be maintained separate and apart from all other accounts of the City. All such impact fees shall be deposited into such trust fund immediately upon receipt.

(b) The monies deposited into the park system impact fee trust account shall be used solely for the purpose of improving the City park system, including, but not limited to the following:

(1) Capital improvements.

(2) Repayment of monies transferred or borrowed from any budgetary fund of the City, subsequent to the adoption of this article, which were used to fund any capital improvement; and

(3) Payment of principal and interest, necessary reserves and costs of issuance under any bonds or other indebtedness issued by the City to provide funds to acquire contemplated capital improvements, subsequent to the adoption of this article.

(c) Any funds on deposit which are not immediately necessary for expenditure shall be invested by the City. All income derived from such investments shall be deposited in the park system impact fee trust account and used as provided herein.

(d) Financing the actual cost of updating this section and the "Parks and Recreation Impact Fee Study."

### Sec. 29-77. Alternative impact fee calculation.

(a) In the event an applicant believes that the impact to the City park system necessitated by its park system impact construction is less than the impact fee established in this article, such applicant may, prior to issuance of a building permit for such park system impact construction, submit a calculation of an alternative park system impact fee to the City Manager pursuant to the provisions of this section. The City Manager shall review the calculations and make a determination within 15 calendar days of submittal as to whether such calculation complies with the requirements of this section.

(b) Alternative park system impact fee calculations shall be based on data, information or assumptions contained in this article or independent sources, provided that:

(1) The independent source is a generally accepted standard source of socioeconomic or demographic information, or

(2) The independent source is a local study supported by a database that the City Manager finds adequate for the conclusions contained in such study performed according to a generally accepted methodology.

(c) If the City Manager determines that the data, information and assumptions utilized by the applicant to calculate the alternative park system impact fee complies with the requirements of this section, the alternative park system impact fee shall be paid in lieu of the fee set forth in this article.

(d) If the City Manager determines that the data, information and assumptions utilized by the applicant to calculate the alternative park system impact fee do not comply with the requirements of this section, then the City shall provide to the applicant by certified mail, return receipt requested, written notification of the rejection of the alternative park system impact fee and the reason therefore. The applicant shall have 15 days from the receipt of the written notification of rejection to request a hearing before the City Council.

### Sec. 29-78. Exemptions.

The following shall be exempted from payment of the impact fees:

(1) Alterations or expansion or replacement of an existing dwelling unit which does not increase the number of families when such dwelling unit is arranged, designed or intended to accommodate for the purpose of providing living quarters.

(2) The construction of accessory buildings or structures which will not create additional dwelling units.

(3) The replacement of an existing dwelling unit where no additional dwelling unit(s) is/are created.

### Sec. 29-79. Changes of size and use, mixed uses.

(a) Park system impact fees shall be imposed and calculated for the alteration, modification, expansion or replacement of a building or dwelling unit, the redevelopment of property, or the construction of an accessory building if the alteration, expansion or replacement of the building or dwelling unit or the construction of an accessory building results in a land development activity determined to increase the number of dwelling units.

(b) If application is made for a building permit for a mixed use (residential and other use(s)), the park system impact fee shall be determined by apportioning the space within the mixed use development and determining the number of park system impact construction that will occur.

### Sec. 29-80. Payment.

(a) An applicant shall pay the appropriate park impact fees as set forth in this article prior to the issuance of a Certificate of Occupancy.

(b) The park system impact fee shall be paid directly to the collection agency.

(c) The payment of the park system impact fee shall be in addition to any other fees, charges, or assessments due for the issuance of a building permit or certificate of occupancy.

(d) The obligation for payment of the park system impact fee shall run with the land. However, this section shall not be construed to relieve an applicant of any responsibility or liability whatsoever.

(e) If a building permit expires and no construction has been commenced, then the feepayer shall be entitled to a refund of the impact fee paid as a condition for its issuance.

### Sec. 29-81. Reserved.

### Sec. 29-82. Administrative review procedures.

(a) An applicant or owner who is required to pay a park system impact fee pursuant to this article shall have the right to request a special review by the City Manager.

(b) Such review shall be for the purpose of the City Manager rendering a determination concerning the application or calculation of the appropriate park system impact fee pursuant to this article.

(c) Except as otherwise provided in this article, such review shall be requested by the applicant or owner within 15 calendar days, including Sundays and legal holidays, of the date the applicant or owner learns of the assessment of the park system impact fee for the proposed park system impact construction. Failure to request a review within the time provided shall be deemed a waiver of such right.

(d) A written request for review shall be filed with the City Manager and shall contain the following:

(1) The name and address of the applicant or owner;

(2) The telephone number at which the applicant or owner may be reached during daytime hours;

(3) The legal description of the property in question;

(4) If issued, the date the building permit was issued and the building permit number;

Ordinance 2025-Page 11 of 13 (5) A brief description of the nature of the construction being undertaken pursuant to the building permit;

(6) If paid, the date the park system impact fee was paid; and

(7) A statement of the reasons why the applicant or owner is requesting the review, including any supporting information and site or construction plan and the amount that the applicant or owner asserts would be the appropriate park system impact fee.

(e) Within 15 calendar days of receipt of such request, the City Manager shall forward to the applicant and owner a written review of and determination concerning the park system impact fee.

(f) The applicant or owner shall have 15 calendar days from the receipt of the written special review or; in the event of lack of response by the City Manager, 30 days from filing of the request for review, whichever is later, to request a hearing before the City Council if the applicant or owner desires to appeal the decision of the City Manager.

### Sec. 29-83. City council review hearing.

(a) An applicant or owner who is required to pay a park system impact fee pursuant to this article, shall have the right to timely request a review hearing of decision of the City Manager rendered in accordance with the provisions of section 29-82.

(b) Such hearing shall be limited to the review of the determination made by the City Manager concerning the application or calculation of the appropriate park system impact fee or, in the event of non-response of the City Manager, direct review concerning the application or calculation of the appropriate park system impact fee.

(c) Except as otherwise provided in this article, such hearing shall be requested by the applicant or owner within 15 calendar days, including Sundays and legal holidays, of the date of first receipt of the following, whichever is applicable: (i) The impact fee special review determination, or (ii) the determination as to an alternative park system impact fee. Failure to request a hearing within the time provided shall be deemed a waiver of such right.

(d) The request for hearing shall be filed with the office of City Manager and shall contain the following:

(1) The name and address of the applicant or owner;

(2) The legal description of the property in question;

(3) If issued, the date the building permit was issued and building permit number;

(4) A brief description of the nature of the construction being undertaken pursuant to the building permit;

Ordinance 2025-Page 12 of 13 (5) If paid, the date the park system impact fee was aid; and

(6) A statement of the reasons why the applicant or owner is requesting the hearing and a statement of the amount that the applicant or owner asserts would be the appropriate park system impact fee.

(e) Upon receipt of such request, the City Manager shall schedule a hearing before the City Council at a regularly scheduled meeting or a special meeting called for the purpose of conducting the hearing and shall provide the applicant and owner written notice of the time and place of the hearing. Such hearing shall be held within 30 days of the date the request for hearing was filed.

(f) Such hearing shall be before the City Council and shall be conducted in a manner designed to obtain all information and evidence relevant to the requested hearing. Formal rules of civil procedure and evidence shall not be applicable; however, the hearing shall be conducted in a fair and impartial manner with each party having an opportunity to be heard and to present information and evidence.

### Sec. 29-84. Review requirements.

(a) The City Manager shall each fiscal year prepare a preliminary capital improvement program for park facilities to be funded from the park impact fee trust fund. The City Manager shall present to the City Council the proposed capital improvement program for park facilities, the status of funds, including any accrued interest from the trust fund, the expenditures for park improvements and related expenses. Monies, including any accrued interest, not assigned in any fiscal period shall be retained in the park impact fee trust fund until the next fiscal period except as provided by the refund provisions of this article.

(b) The formula used to calculate parks impact fee along with the impact fee shall be reviewed periodically and established by resolution.

### Sec. 29-85. Declaration of exclusion from Administrative Procedures Act.

Nothing contained in this article shall be construed or interpreted to include the City in the definition of agency contained in F.S. § 120.52, or to otherwise subject the City to the application of the Administrative Procedure Act, F.S. ch. 120. This declaration of intent and exclusion shall apply to all proceedings taken as a result of or pursuant to this article.



RECREATION IMPACT FEE FUND	GL	FY 25	FY 26	FY 27	FY 28	FY 29	FY 30	FY 31 - 35	FY 25-35	Future	FY 25 - Future
		25 Rate Study									
Revenues:											
FY24 Carry-over:		3,111,835	5,601,638	7,160,319	6,907,274	7,658,878	3,642,493	1,229,360	3,111,835	504	
<u>Revenues:</u>											
Recreation Impact Fees:		3,130,161	3,757,560	3,757,560	3,757,560	3,757,560	3,761,180	16,894,540	38,816,121	-	38,816,121
Recreation Impact Fees:	363270	3,130,161	3,757,560	3,757,560	3,757,560	3,757,560	3,761,180	16,894,540	38,816,121		38,816,121
Dwellin	g Units:	-	1,038	1,038	1,038	1,038	1,039	4,667	9,858	38,829	48,687
Cost per Dwelli	ng Unit:	1,828.01	3,620.00	3,620.00	3,620.00	3,620.00	3,620.00	3,620.00	3,620.00		50.000
Interest on Investments:		50,000	-	-	-	-	-	-	50,000	-	50,000
interest on investments.		50,000	-	-	-	-	-	-	50,000	-	50,000
Grants											
Grants:		1 024 546	586 000					7 500 000	9 110 546	_	9 110 546
DEP - Long Creek Nature Preserve - Boardwalks & Overlooks	331700-61019	325 000		-	-	-	-		325 000	-	325 000
FIND - Waterfront Water Access Phase 1 - C	66021	44 848	_	_	_	_	_	_	44 848	_	44 848
FIND - Waterfront Water Access Phase 2	66012	-	286,000	-	-	-	_	-	286.000	_	286.000
FIND - Waterfront Water Access Phase 2A	66012	_	300.000	_	-	-	-	-	300.000	_	300.000
FDOT - Graham Swamp Trail- Design	334704-61016	615.698	-	-	-	-	-	-	615.698	-	615.698
FDOT - Graham Swamp Trail- Construction	XXXXX	-	-	-	-	-	-	7,500,000	7,500,000	-	7,500,000
XXX - SRC Solar - Tax Increment Credit Incentives		39,000	-	-	-	-	-	-	39,000	-	39,000
Transfers:											
Transfers (Existing Resident Share):		3,392,769	1,927,371	3,515,395	2,634,794	6,814,055	5,411,937	15,885,604	39,581,925	68,897,250	108,479,175
Transfer - Lehigh Trail CRA Fund Share		254,855	-	-	-	-	-	-	254,855	-	254,855
Transfer - Long Creek P2 Capital Projects Fund Share		249,939	-	-	-	-	-	-	249,939	-	249,939
Transfer - Graham Swamp Trail Capital Projects Fund Share		25,904	328,746	-	-	-	-	-	354,650	-	354,650
Transfer - Regional Racquet Facility - CRA Fund		2,726,745	-	-	-	-	-	-	2,726,745	-	2,726,745
Transfer - Central Park / Cultural Arts CRA Fund		42,081	-	-	-	-	-	-	42,081	-	42,081
Transfer - Community Center Parking Expansion Capital Fund		93,244	-	-	-	-	-	-	93,244	-	93,244
Transfer - Recreation Facility (CRA Fund)		-	-	-	-	-	-	-	-	5,777,050	5,777,050
Transfer From XXXXXXXXXX (Existing Citizen Share Portion - 46.	71%):	-	1,598,625	3,515,395	2,634,794	6,814,055	5,411,937	15,885,604	35,860,410	63,120,200	98,980,610
		7 507 476	6 270 024	7 272 055	C 202 254	10 574 645	0 172 117	40 200 4 4 4	07 550 502	60.007.250	150 455 042
I OTAL REVENUES:		/,59/,4/6	6,270,931	1,212,955	6,392,354	10,571,615	9,1/3,11/	40,280,144	87,558,592	68,897,250	156,455,842
Total Available Funds		10 709 311	11 872 569	14 433 274	13 299 628	18 230 492	12 815 610	41 509 504	90 670 427	68 897 754	191 768 143
		10,703,311	11,072,303	17,733,274	13,233,020	10,230,433	12,013,010	41,505,504	50,070,427	00,037,734	191,700,143



RECREATION IMPACT FEE FUND	GL	FY 25	FY 26	FY 27	FY 28	FY 29	FY 30	FY 31 - 35	FY 25-35	Future	FY 25 - Future
Other Contractual:		/19 350				56 000		62 000	167 350	200 000	367 350
Park Impact Fee Study	034000	49 350	-	-	-	56,000	-	62,000	167,350	200,000	367,350
i un impact i ce study	034000	+3,330				50,000		02,000	107,550	200,000	307,330
Community Parks:											
Community Parks:		-	-	-	-	-	-	-	-	30,400,000	30,400,000
Location TBD	TBD	-	-	-	-	-	-	-	-	10,000,000	10,000,000
- Site Analysis		-	-	-	-	-	-	-	-	100,000	100,000
- Design & Construction Administration		-	-	-	-	-	-	-	-	1,000,000	1,000,000
- Construction		-	-	-	-	-	-	-	-	8,900,000	8,900,000
Central Park - Phase 3	69007	-	-	-	-	-	-	-	-	1,700,000	1,700,000
- Master Plan Update, Design & Construction Administration		-	-	-	-	-	-	-	-	150,000	150,000
- Construction		-	-	-	-	-	-	-	-	1,550,000	1,550,000
Old Brick Township Community Park	TBD	-	-	-	-	-	-	-	-	9,350,000	9,350,000
- Design & Construction Administration		-	-	-	-	-	-	-	-	1,350,000	1,350,000
- Construction		-	-	-	-	-	-	-	-	8,000,000	8,000,000
Neoga Lakes Community Park	TBD	-	-	-	-	-	-	-	-	9,350,000	9,350,000
- Design & Construction Administration		-	-	-	-	-	-	-	-	1,350,000	1,350,000
- Construction		-	-	-	-	-	-	-	-	8,000,000	8,000,000
Resource Based Parks:		0.00 705	2 2 4 2 2 5 2			120.000	0 740 000		40 704 705	4 000 000	
Resource Based Parks:	64045	863,705	2,240,250	-	517,750	420,000	8,740,000	•	12,/81,/05	4,000,000	16,/81,/05
Long Creek Nature Preserve	61015	808,574	-	-	517,750	420,000	8,740,000	-	10,486,324	-	10,486,324
- Long Creek Nature Master Plan Update		-	-	-	109,000	-	-	-	109,000	-	109,000
- Long Creek Nature Preserve - Phase 2 Grant Compliance (034000)		26,290	-	-	-	-	-	-	26,290	-	26,290
- Long Creek Nature Preserve - Phase 2 Design/CEI		23,710	-	-	-	-	-	-	23,/10	-	23,710
- Long Creek Nature Preserve - Phase 2 Boarawalk		/58,574	-	-	-	-	-	-	/58,5/4	-	/58,5/4
- Long Creek Nature Preserve - Phase 3 Design/CEI		-	-	-	408,750	420,000	115,000	-	943,750	-	943,750
- Long Creek Nature Preserve - Phase 3 Construction	CC012	-	-	-	-	-	8,625,000	-	8,625,000	-	8,625,000
Waterfront Park - Water Access Phase 2	66012	<b>55,131</b>	1,545,000	-	-	-	-	-	1,000,131	-	<b>1,000,131</b>
- Design & Construction Administration		10,131	1 467 750	-	-	-	-	-	07,301 1 512 750	-	07,301
- Construction	66012	45,000	1,407,750	-	-	-	-	-	1,512,750	-	1,512,750
Design & Construction Administration	00012	-	77 250	-	-	-	-	-	77 250	-	77 250
Construction			618 000	-	-	-	-	-	618,000	-	612,000
Old Brick Township Passivo Park	TRD		018,000	-	-	-	-	-	018,000	2 000 000	2 000 000
Docign & Construction Administration	IDU		-	-	-	-	-	-	-	2,000,000	2,000,000
- Design & Construction Administration			_	-	-	_	_			1 700 000	1 700 000
Neoga Lakes Neighborhood Passive Park	TRO		_	-	-	-	-	-	-	2 000 000	2 000 000
- Design & Construction Administration			-	-	-	-	-	-	-	2,000,000	2,000,000
- Design & Construction Automistration			_	-	_	_	-	-		1 700 000	1 700 000
Construction			_	-	-	-	_	_	-	1,700,000	1,700,000



RECREATION IMPACT FEE FUND	GL	FY 25	FY 26	FY 27	FY 28	FY 29	FY 30
Neighborhood Parks:							
Neighborhood Parks:		-	-	-	-	-	-
Matanzas Woods Neighborhood Park	69006	-	-	-	-	-	-
- Site Analysis		-	-	-	-	-	-
- Design & Construction Administration		-	-	-	-	-	-
- Construction		-	-	-	-	-	-
Quail Hollow Neighborhood Park	TBD	-	-	-	-	-	-
- Design & Construction Administration		-	-	-	-	-	-
- Construction		-	-	-	-	-	-
Seminole Woods Neighborhood Park Expansion	TBD	-	-	-	-	-	-
- Design & Construction Administration		-	-	-	-	-	-
- Construction		-	-	-	-	-	-
Pine Lakes Neighborhood Park	TBD	-	-	-	-	-	-
- Design & Construction Administration		-	-	-	-	-	-
- Construction		-	-	-	-	-	-
Old Brick Township Neighborhood Parks	TBD	-	-	-	-	-	-
- Design & Construction Administration		-	-	-	-	-	-
- Construction		-	-	-	-	-	-
Neoga Lakes Neighborhood Parks	TBD	-	-	-	-	-	-
- Design & Construction Administration		-	-	-	-	-	-
- Construction		-	-	-	-	-	-
Path & Trail Projects:							
Path & Trail Projects:		746,431	669,500				
Lehigh Trailhead	61010	96,431	-	-	-	-	-
- Construction - Contingency		96,431	-	-	-	-	-
Graham Swamp Trail Phase 2 (OKR Trailhead to Lehigh Trail)	61016	650,000	669,500	-	-	-	-
- Design - Phase 2		650,000	<i>669,500</i>	-	-	-	-
- Construction / CEI - Phase 2		-	-	-	-	-	-
Northeast Corridor Trailhead & Trails	TBD	-	-	-	-	-	-
- Design & Construction Administration		-	-	-	-	-	-
- Construction		-	-	-	-	-	-
Service Road Trail (Water Tower-PC Pkwy to Royal Palms)	TBD	-	-	-	-	-	-
- Design & Construction Administration		-	-	-	-	-	-
- Construction		-	-	-	-	-	-
Centers:		150,000	257 500	4 246 000			
Community Contor Expanded Parking & ES22 Conversion	61400	150,000	257,500	4,546,000	-	-	-
Decian & Construction Administration	01400	150,000	237,300 257 500	<b>4,340,000</b>	-	-	-
- Design & Construction Auministration		150,000	237,300	100,000	-	-	-
- Construction	TOO		-	4,240,000	-	-	-
LUCALIURS - I DU Master Dian	IBU		-	-	-	-	-
- Widsler Midfi Design & Construction Administration			-	-	-	-	-
- Design & Construction Administration		-	-	-	-	-	-
- Construction		-	-	-	-	-	-

FY 31 - 35	FY 25-35	Future	FY 25 - Future
8,339,000	8,339,000	31,250,000	39,589,000
3,968,000	3,968,000	-	3,968,000
62,000	62,000		62,000
496,000	496,000	-	496,000
3,410,000	3,410,000	-	3,410,000
3,596,000	3,596,000	-	3,596,000
496,000	496,000	-	496,000
3,100,000	3,100,000	-	3,100,000
775,000	775,000	-	775,000
155,000	155,000	-	155,000
620,000	620,000	-	620,000
-	-	1,250,000	1,250,000
-	-	150,000	150,000
-	-	1,100,000	1,100,000
-	-	15,000,000	15,000,000
-	-	1,800,000	1,800,000
-	-	13,200,000	13,200,000
-	-	15,000,000	15,000,000
-	-	1,800,000	1,800,000
-	-	13,200,000	13,200,000
18,600,000	20,015,931	8,250,000	28,265,931
-	96,431	-	96,431
-	96,431	-	96,431
18,600,000	19,919,500	-	19,919,500
-	1,319,500	-	1,319,500
18,600,000	18,600,000	-	18,600,000
-	-	5,500,000	5,500,000
-	-	500,000	500,000
-	-	5,000,000	5,000,000
-	-	2,750,000	2,750,000
-	-	250,000	250,000
-	-	2,500,000	2,500,000
	4.753.500	12.750.000	17.503.500
-	4,753,500	-	4.753.500
-	513.500	-	513.500
-	4,240.000	-	4,240.000
-	-	12,750.000	12.750.000
-	-	125.000	125.000
-	-	1.250.000	1.250.000
-	-	11.375.000	11.375.000



RECREATION IMPACT FEE FUND	GL	FY 25	FY 26	FY 27	FY 28	FY 29	FY 30	FY 31 - 35	FY 25-35	Future	FY 25 - Future
Special Use Facilities:											
Special Use Facilities:		1,316,012	1,545,000	3,180,000	5,123,000	14,112,000	2,846,250	14,508,000	42,630,262	60,650,000	103,280,262
Skate Park	TBD	-	-	-	3,270,000	-	-	-	3,270,000	-	3,270,000
Southern Recreation Facility - Phase One	99044	81,831	-	-	-	-	-	-	81,831	-	81,831
- Design, Construction Admin, CM Preconstruction, Permit,	/Impact Fees	4,880	-	-	-	-	-	-	4,880	-	4,880
- Construction - Phase 1 + USTA 6 Courts		76,951	-	-	-	-	-	-	76,951	-	76,951
Southern Recreation Facility - Phase Two	99054	1,134,181	-	-	-	-	-	5,518,000	6,652,181	4,250,000	10,902,181
- Design Phase		41,117	-	-	-	-	-	-	41,117	300,000	341,117
- Acquisition & Easement Phase (CE Release)		25,565	-	-	-	-	-	-	25,565	-	25,565
- Construction Phase (City Match - Courts)		660,463	-	-	-	-	-	-	660,463	-	660,463
- Construction Phase (Gilbane CO25)		407,036	-	-	-	-	-	-	407,036	-	407,036
- Construction Phase (Expanded Parking, Maintenance &	Restroom Bldgs)		-	-	-	-	-	5,518,000	5,518,000	-	5,518,000
- Construction Phase (Additional Courts)	2.	-	-	-	-	-	-	-	-	3,950,000	3,950,000
Palm Harbor Golf Course - Clubhouse & Event Center		-	-	-	-	-	-	-	-	13,500,000	13,500,000
- Design & Construction Administration		-	-	-	-	-	-	-	-	1,500,000	1,500,000
- Construction		-	-	-	-	-	-	-	-	12,000,000	12,000,000
Cultural Arts Facility - (Town Center)	61425	100,000	-	-	545,000	5,600,000	-	-	6,245,000	17,150,000	23,395,000
- Master Plan		100,000	-	-	-	-	-	-	100,000	150,000	250,000
- Design & Construction Administration		-	-	-	545,000	-	-	-	545,000	2,000,000	2,545,000
- Construction		-	-	-	-	5,600,000	-	-	5,600,000	15,000,000	20,600,000
Recreation Center	TBD	-	-	-	-	-	86,250	-	86,250	10,750,000	10,836,250
- Master Plan		-	-	-	-	-	86,250	-	86,250	-	86,250
- Design & Construction Administration		-	-	-	-	-	-	-	, -	750,000	750,000
- Construction		-	-	-	-	-	-	-	-	10,000,000	10,000,000
ITSC: Parking Expansion	TBD	-	1,545,000	-	-	-	-	-	1,545,000	-	1,545,000
ITSC: Additional Sports Lighting (ITMS)	TBD	-	-	-	1,308,000	-	-	-	1,308,000	-	1,308,000
Sports Complex	TBD	-	-	-	-	8,400,000	1,725,000	8,990,000	19,115,000	9,750,000	28,865,000
- Land Acquisition		-	-	-	-	8,400,000	-	-	8,400,000	-	8,400,000
- Design & Construction Administration		-	-	-	-	-	1,725,000	310,000	2,035,000		2,035,000
- Construction		-	-	-	-	-	-	8,680,000	8,680,000	9,750,000	18,430,000
Aquatic Center	TBD	-	-	3,180,000	-	-	-	-	3,180,000	-	3,180,000
- Construction		-	-	3.180.000	-	-	-	-	3.180.000	-	3,180,000
Matanzas Woods / Indian Trails Park	TBD	_	-	-	-	-	-	-	-	5.250.000	5.250.000
- Design & Construction Administration		-	-	-	-	-	-	-	-	500.000	500.000
- Construction		-	-	-	-	-	-	-	-	4,750,000	4,750,000
Canoe / Kavak Lauch - Matanzas Lakes	61550	_	-	-	-	112.000	1.035.000	-	1.147.000	-	1.147.000
- Desian & Construction Administration		-	-	-	-	112.000	_,,	-	112.000	-	112.000
- Construction		-	-	-	-		1.035.000	-	1.035.000	-	1.035.000
							_,,		_,,		
Transfers:											
Transfers:		1,982,175	-	-	-	-	-	-	1,982,175	-	1,982,175
Transfer to Cap Projects - Holland Park Phase 2		1,982,175	-	-	-	-	-	-	1,982,175	-	1,982,175
Total Expenditures		5,107,673	4,712,250	7,526,000	5,640,750	14,588,000	11,586,250	41,509,000	90,669,923	147,500,000	238,169,923
Available Funda Find of Vaar		E 604 620	7 4 60 240	C 007 274	7 (50 070	2 ( 42 402	1 220 200	504	504	(70.002.240)	
Available Funds End of Year		5,001,638	7,100,319	0,907,274	۵/۵٫۵٫۵	3,042,493	1,229,360	504	504	(78,002,246)	(40,401,780)

FB Policy: Other Funds

All other funds, including Special Revenue Funds, Capital Project Funds, and certain Nonmajor Enterprise Funds do not have a fund balance requirement. Fund balances in these funds are dictated by revenue sources and a schedule of capital projects.