

**Fiscal Year 2019 Annual Report  
Front Beach Road  
Community Redevelopment Area**

**Mayor**

**Mike Thomas**

**City Council Member (Ward 1)**

**Paul Casto**

**City Council Member (Ward 2)**

**Phil Chester**

**City Council Member (Ward 3)**

**Geoff McConnell**

**City Council Member (Ward 4)**

**Hector Solis**

**City Manager**

**Tony O'Rourke**

**City Clerk**

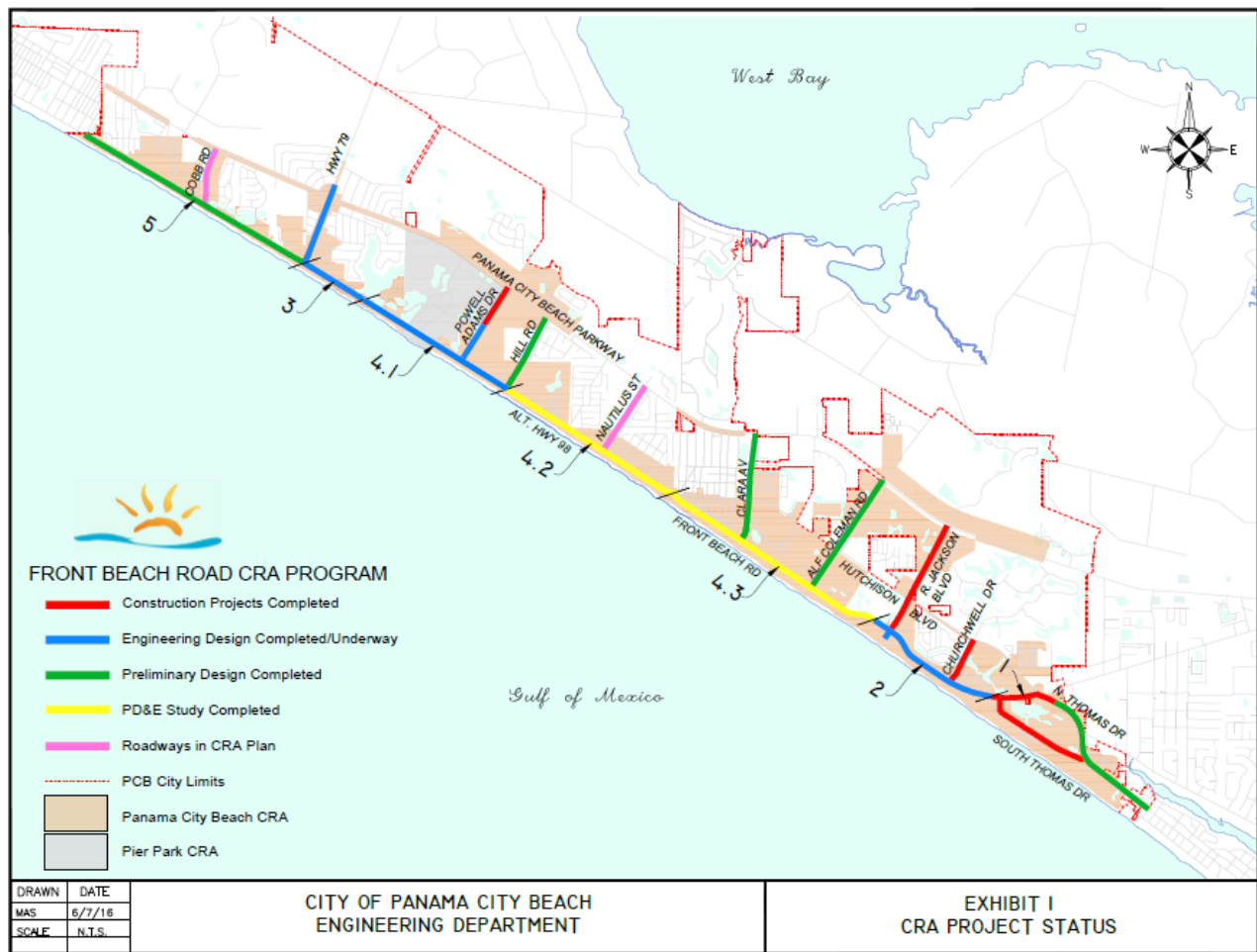
**Mary Jan Bossert**



# Front Beach Road Community Redevelopment Area

On November 30, 2000, the City Council of Panama City Beach, Florida created the Panama City Beach Community Redevelopment Agency and declared the City Council as the governing body of the Agency. Subsequently, on June 21, 2001, the Council adopted a resolution and created the Front Beach Road Community Redevelopment Area (CRA).

The Front Beach Road CRA focuses on the community's tourist core that generally stretches along Front Beach Road from the eastern City limits line to the western City limits line and generally extends about 1500-2000 linear feet from the Gulf to Middle Beach Road. Some parcels extend back to Panama City Beach Parkway or the City's northern limits; however these parcels are linked to Front Beach Road through ownership, use or pattern of development. The described area is shown below.




## The Front Beach Road CRA Redevelopment Plan

The Front Beach Road CRA Redevelopment Plan provides a framework for redevelopment of infrastructures within the CRA. The Plan was adopted by the City Council in August 2001.



The Community Redevelopment Plan recommends enhancement of approximately 19.8 miles of existing roadways within the Front Beach Road CRA. Cost elements include various street widening to three, four or five lanes, enhancing roadway lighting, paving, striping, turn lanes, landscaped medians, roadside landscaping, new signage, hardscape, sidewalks, stormwater drainage systems and ponds and undergrounding of all utilities. Streets within the Redevelopment Area currently identified for improvements include: Front Beach Road, North Thomas Drive, South Thomas Drive, Churchwell Drive, Richard Jackson Blvd, Alf Coleman Road, Clara Avenue, Nautilus Street, Hill Road, Powell Adams Road, South Arnold Road, Cobb Road, Hutchison Blvd, and Panama City Beach Parkway.

**The Front Beach Road CRA Redevelopment Plan** contains three long-term primary objectives:

- (1) Pedestrian, Parking and Transportation Improvements. This objective includes an enhanced and interconnected network of right-of-way and other infrastructure projects that focuses on improving pedestrian movement, overall parking needs along Front Beach Road, ingress/egress and evacuation routes along Front Beach Road and its major connectors, upgrading stormwater management along Front Beach Road, and undergrounding of utilities within the Redevelopment Area.
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- (2) Enhance Beach Access and Related Parking. This objective includes the enhancement of existing beach access points and the creation of new access points where warranted, and the provision of parking areas to support these access points throughout the corridor.
  - (3) Plan Funding and Financing. This objective includes the creation and maintenance of efficient, practical, equitable funding and financing to properly implement the Plan and its projects, utilizing tax increment revenues, non-ad valorem assessment revenue, bonds, other public instruments, grants, public/private partnerships and other sources of funding.

The City staff has developed short term and long term goals to accomplish the primary objectives, namely:

- (1) Provide for safe and convenient multimodal mobility along the beachfront roadways.
- (2) Provide stormwater, streetscape and landscape improvements and undergrounding of aerial utilities.
- (3) Provide for improved parking, particularly for beach access.
- (4) Provide for dedicated transit and bicycle lanes anchored by gateway multimodal centers providing convenient, safe and timely mobility for both pedestrians and bicyclists.
- (5) Secure Program funding to supplement tax increment revenues.
- (6) Manage right of way acquisition effort needed for roadway and storm drainage improvements.
- (7) Manage Program planning, design and construction effort and projects.
- (8) Lead effort to qualify for Federal and other funding to supplement tax increment revenues.
- (9) Lead effort to develop Front Beach Road maintenance agreement with the Florida Department of Transportation.
- (10) Develop a work plan for CRA improvements.

### **Fiscal Year 2019 Accomplishments**

The Community Redevelopment Agency accomplishments in fiscal year 2019 consisted of the following:

#### **1. Front Beach Road Segment 2 Redevelopment Project**



The Front Beach Road Segment 2 Redevelopment Project begins approximately 500 feet west of Richard Jackson Blvd and ends at the South Thomas Drive intersection, approximately 1.1 miles long.

In fiscal year 2016, the project was awarded to GAC Contractors Inc. September 22, 2016 in the amount of \$14,222,000 and commenced immediately thereafter. Construction continued throughout FY19 where roadway, stormwater facilities, utilities, sidewalk, landscaping and lighting are complete. Gulf Power and the communication providers are now converting their aerial connections to underground. While construction activities were continuing, the City provided project management, construction engineering inspection and coordination.

## 2. Front Beach Road Segment 3/SR 79 Redevelopment Project



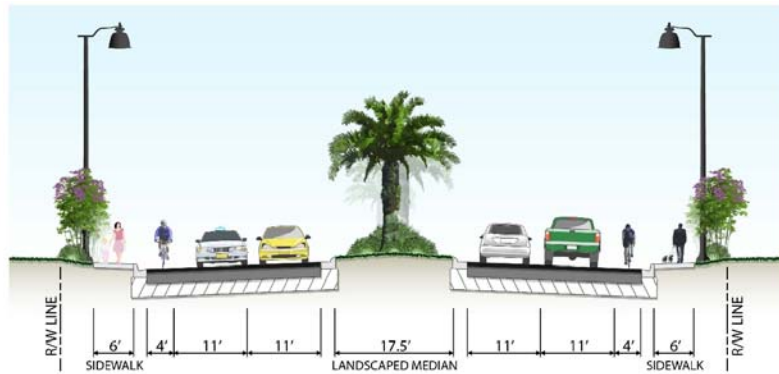
The Project Development & Environment (PD&E) Reevaluation of the SR 79 Redevelopment Project, SR 30A (Front Beach Road) to SR 30 (Panama City Beach Parkway), was initiated in fiscal year 2009 and completed in 2010. The final design phase of the project was initiated in fiscal year 2010 and was completed in 2014. The Project includes four travel lanes with turn lanes/landscaped medians, stormwater retention pond, sidewalks, underground utilities, streetscape, landscape and roadway lighting. The Front Beach Road Segment 3 and SR 79 Reconstruction Projects were designed at the same time to maintain continuity of the roadway, landscaping, stormwater and utilities for these intersecting projects.

A redesign of the Project was necessary beginning in 2018 and now complete to address stormwater treatment and attenuation concerns from the Florida Department of Environmental Protection. All other design considerations remained unchanged. A Public Information Meeting was held in 2019 to inform affected property owners of the upcoming project.

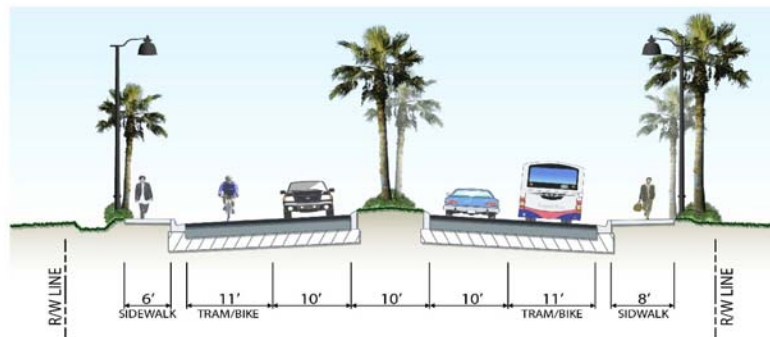
Surveys were finalized for portions of the right of way and temporary construction easements for Front Beach Road Segment 3 and Highway 79 project. There is one (1) parcel identified for partial a take and twenty-eight (28) Temporary Construction Easements (TCEs) required. A procedures manual was prepared to ensure that the City would be in compliance with the Uniform Relocation Assistance and Real Property Acquisition Policies Act to protect existing and future federal funding that may be pursued on CRA Segment 3/Hwy 79.

The City has acquired one parcel for the purpose of stormwater retention for Front Beach Road and will purchase a second parcel for stormwater retention for State Road 79, located at the intersection of Front Beach Road and SR 79.

The estimated cost of construction including land acquisition is \$24,325,000.



**TYPICAL NO. 1**  
**STATE ROAD 79**



**TYPICAL NO. 2**  
**FRONT BEACH ROAD**

### **3. Front Beach Road Segment 4.1 Redevelopment Project**

The Front Beach Road Segment 4.1 Redevelopment Project begins approximately 300 feet east of Lullwater Drive, the terminus of Segment 3, and continues east approximately 1.35 miles to Hills Road.

In April of 2018, the City received a matching funds TRIP Grant from the Florida Department of Transportation (FDOT) for Professional Design Services for Segment 4.1. In June of 2018, through the competitive RFQ solicitation process, the City signed a Master Service Agreement with a consultant relating to professional engineering design, survey, permitting and construction administration services for the Front Beach Road Redevelopment Plan Project. A Task Order was awarded in the Spring of 2019 to begin the design of Segment 4.1. The plans are currently at 30% with completion of design scheduled for late 2020.

During the design process, staff will work with FDOT and City attorneys should land acquisition be required to help the City comply with the Uniform Relocation Assistance and Real Property Acquisition Policies Act, thereby protecting existing and future federal funding that may be pursued on CRA Segment 4.1 and beyond. FDOT will also assist in project coordination, administration and environmental protocol to ensure the design process is in accordance with the FDOT TRIP Agreement.

The estimated cost of construction including land acquisition is \$24,627,000.

### **4. Powell Adams Road Segment II Redevelopment Project**

The north half of Powell Adams Road (Segment I) was completed in 2013 while the design of the south half (Segment II) was completed in 2012. Because development in this area is increasing, the City is moving forward with the construction of Segment II to coincide with the construction of Front Beach Road Segment 4.1. It is anticipated that construction will begin by the fall of 2020.

The estimated cost of construction including land acquisition is \$5,647,000.

### **5. Alf Coleman Road Phase I Redevelopment Project**

Alf Coleman Road from Panama City Beach Parkway to Hutchison Blvd. is in design to raise the road above the flood plain in conjunction with an FDOT safety project (grant) to install sidewalks and lighting. The project is scheduled to bid prior to July 1, 2020 where FDOT will fund the construction of the sidewalks and lighting and the CRA will fund the road improvements.

The estimated cost of construction is \$1,7320,000.

## **6. Additional FY 2019 Accomplishments**

- A.** Managed CRA landscape maintenance contract for Churchwell Drive, Richard Jackson Boulevard, Powell Adams Segment 1, South Thomas Drive and Front Beach Road Segment 1.
- B.** Continuing coordination efforts with City consultant for the financial modeling of Front Beach Road CRA with Operations and Maintenance Costs. Data collected thus far include:
  - Future Capital Cost
  - Future Maintenance Costs
  - Future Funding
- C.** Informally met with property owners regarding future developments for CRA right of way partnerships.
- D.** Continued code enforcement activities for City of Panama City Beach Ordinances within CRA boundaries; The following activities were conducted by the Code Enforcement during fiscal year 2019:
  - Wrote violations when properties' stormwater improvements were non-compliant.
  - Ensured properties were maintained by enforcing adequate trash removal, graffiti clean-up and proper landscaping per City Ordinance.
  - Ensured proper removal of nonconforming signs.
  - Continued to implement turtle lighting ordinance and wrote violations when required.
- E.** Considered beach parking opportunities to compliment beach access points to include public/private parking partnerships.
- F.** Provided Annual and Financial Reporting required by the CRA to both City Council for approval and to be posted on the City website.
- G.** Coordinated approval of the CRA Work Plan through the Bay County Transportation Planning Organization (TPO) and integrated the Plan into the Long Range Transportation Plan, State Transportation Improvement Program (TIP) and Bay County TPO Transportation Improvement Program as a necessary step to qualify CRA projects for the state and federal funding.
- H.** Existing parking meters in the Public CRA Parking lots will be replaced with a pay-to-park mobile app.



## **Near-Term Work Plan**

The City Manager and his staff under his direction, including Program Manager and City sub-consultants with the approval of City Council approved funds for fiscal years 2019 and 2020 necessary to undertake or carry out the following activities referred to as the Near-Term Work Plan.

- (1) Continue to coordinate with Gulf Power and the communication companies to complete installation of remaining underground lines (if any) and removal of remaining poles and aerial lines for Front Beach Road **Segment 2**.
- (2) Begin construction of Front Beach Road **Segment 3** and Highway 79.
- (3) Continue management of Front Beach Road design and construction plans for **Segment 4.1** (Lullwater to Hill Road). Coordinate with FDOT to utilize the combined TRIP grant funding. Advertise final construction plans for bid.
- (4) Finalize the plans and advertise for bid the **Alf Coleman Phase I** project to raise the roadway out of the floodplain and install FDOT funded sidewalks.
- (5) Coordinate with future developments for CRA right-of-way partnerships, specifically, but not limited to, **Powell Adams Road** where a development is planned at the intersection of Front Beach Road.
- (6) Continue coordination with FDOT to secure right of way agreements and right of way transfers beneficial to the City. Hold a workshop with City leaders and FDOT to discuss options.
- (7) Implement a street sweeping program. This will extend the life of the pavement and protect the functionality of the stormwater management system.
- (8) Manage CRA landscape maintenance contracts to include Segment 2 after 1-year maintenance period expires.
- (9) Consider beach parking opportunities to compliment beach access points to include public/private parking partnerships.
- (10) Coordinate with the Bay Town Trolley to offer transit opportunities along the completed Front Beach Road segments.
- (11) Continue exploring alternate roadway transit funding through government grants, loan programs, and public/private partnerships.
- (12) Continue efforts to evaluate local economic trends and available tax increment revenues to develop financing options and plans, including leveraging tax increment funds to procure additional bond financing.

## The Community Redevelopment Agency's Past Accomplishments:

Since the inception of the program, intense planning and public involvement have resulted in a comprehensive plan for a series of innovative infrastructure projects that are transforming the community's roadways into a safe and efficient multi-modal system. The system includes roadway lanes dedicated specifically for transit vehicles connecting regional multi-modal centers as well as local public parking lots resulting in efficient mobility during even the most congested season. The multi-modal centers and transit system serve regional parking needs for commerce and beach access and, in conjunction with a revised transit-oriented land development code, create vitally needed opportunities for urban redevelopment throughout the community. All roadway infrastructure projects provide for sidewalks, bicycle lanes, landscape; streetscape and fiber optic communications to complement the transit system operations and relocate all aerial utilities underground for storm protection and beautification.



Activities previously authorized by the City Council and subsequently completed include:

1. Completed construction of the sidewalk along the east side of Alf Coleman Road from Hutchison Blvd to Panama City Beach Parkway.
2. Submitted various Transportation Regional Incentive Program (TRIP) grant applications.
3. Worked with FDOT to facilitate the City taking over the Front Beach Road Segments 1 and 2 Road right of way for ownership and maintenance.
4. **North Thomas Drive Sidewalk Project**  
Designed and constructed a sidewalk on the north side of N. Thomas Drive from S. Thomas Drive to Joan Avenue.

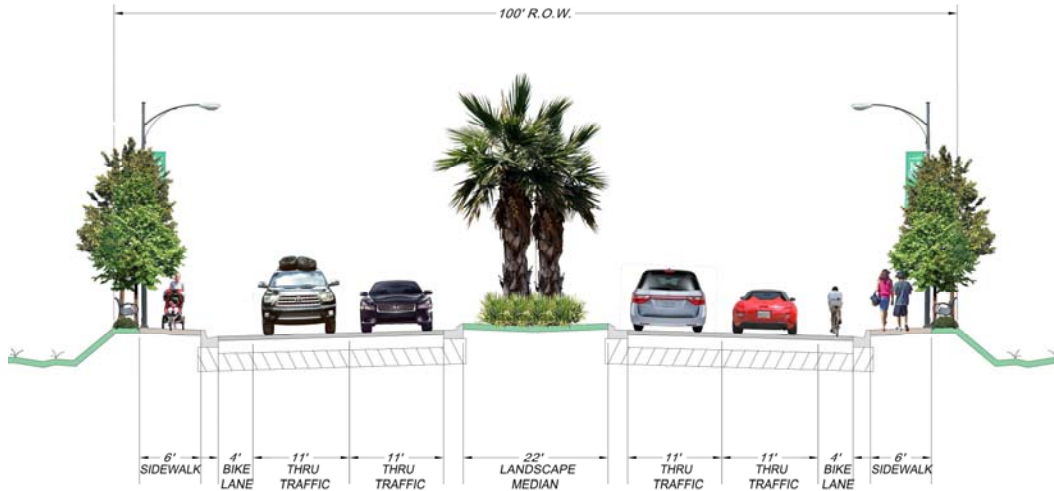


**5. The Powell Adams Road Redevelopment Project:** On February 23, 2012 the Council entered into a public-private partnership agreement with Wal-Mart Stores East, LP (“Walmart”) for the Powell Adams Road Segment 1 Redevelopment Project from Panama City Beach Parkway (US 98) to L C Hilton Jr. Drive. Walmart proposed to front the entire cost of improvements and be reimbursed by the City the fees and costs incurred for the design, engineering, construction and installation of improvements, less the cost of the Wal-Mart specific offsite improvements and less the proportionate fair-share contribution for the Walmart Development. The Council also authorized staff to begin the process for the right-of-way and pond site acquisition for the Project. The Final Design for the Powell Adams Road Segment 1 Redevelopment Project was completed on December 21, 2011. The Project was released for bid and awarded by Walmart in March 2012. The construction phase of the Powell Adams Road Redevelopment Project began in April 2012 and was completed in 2013.



To maintain design continuity between segment 1 improvements and the remaining segment of the Powell Adams Road Redevelopment Project from L C Hilton Jr. Drive to Front Beach Road, on November 10, 2011, the City Council approved a Professional Services Agreement for the final design phase of the Powell Adams Road Redevelopment Project. The final design for the Powell Adams Road Segment 2 Redevelopment Project was completed on April 17, 2012;





**Powell Adams Road Typical Section**

**6. The South Thomas Drive Redevelopment Project** construction began in fiscal year 2009 and was completed in fiscal year 2013. The Project included reconstruction of South Thomas Drive between Front Beach Road and North Thomas Drive and provides a dedicated transit and bicycle lane on the north side of the roadway, a dedicated bicycle lane on the south side of the roadway, two travel lanes, turn lanes, landscaped medians, stormwater pond, sidewalks, underground utilities, roadway lighting, streetscape and landscape on both sides of the road. The stormwater retention pond functions as a public walking park with extensive landscaping, pathways, lighting and seating.



**7. The Front Beach Road Segment 1 Redevelopment Project** construction began at the same time as the South Thomas Drive Reconstruction Project in 2009 and was completed in fiscal year 2013. The Front Beach Segment 1 Reconstruction Project included reconstruction of Front Beach Road (SR 30A) between South Thomas Drive and Hutchison Boulevard and provides a dedicated transit and bicycle lane on the south side of the roadway, dedicated bicycle lane on the north side of the roadway, an additional eastbound vehicle lane, improved westbound merge lane at the Middle Beach Road and North Thomas Drive intersection and

provides a stormwater retention pond, sidewalks, underground utilities, streetscape, landscape and roadway lighting. The stormwater retention pond functions as a public walking park with extensive landscaping, pathways, lighting and seating.



**8. The CRA Intelligent Transportation (ITS) Projects** Construction was completed in 2013. The projects included running fiber optic cables along Front Beach Road from Hutchison Blvd to S. Thomas Drive, along S. Thomas Drive from Front Beach Road to N. Thomas Drive and along N. Thomas Drive from S. Thomas Drive to Joan Avenue. The projects also include installation of the ITS equipment (i.e. control boxes, poles, communication equipment, and CCTV).

**9. Churchwell Drive Redevelopment Project** Construction of Churchwell Drive and public parking lot were completed in 2007. The City integrated and coordinated CRA funding with Federal Bridge Replacement funding through Local Agency Program (LAP) Agreement with the Florida Department of Transportation (FDOT) and replaced the Churchwell Drive Bridge. The project provides sidewalks, bike lanes, underground utilities, landscape, roadway lighting and stormwater ponds for stormwater runoff treatment and attenuation.



- 10. Richard Jackson Blvd Redevelopment Project** construction was completed in 2007. Richard Jackson Blvd was formerly named Beckrich Road. The project provides sidewalks, bike lanes, underground utilities, landscape, roadway lighting and stormwater ponds for stormwater runoff treatment and attenuation.



- 11. The Front Beach Road Project Development & Environment (PD&E) Study** from the Middle Beach Road/North Thomas intersection to SR 79 which was initiated in fiscal year 2009 was completed in 2012. This Study was initiated to maintain eligibility for federal funding of Front Beach Road and transit improvements.

- 12. Alf Coleman Road Preliminary Design and Right-of-way Acquisition**  
Completed 60% design of the Alf Coleman Road Redevelopment Project and acquired properties for north stormwater pond at Surfside Storage, south stormwater pond at Grand Panama and roadway right of way strips on the north end of Alf Coleman Road.

- 13. Preliminary Design of Clara Avenue**  
Completed the preliminary design of Clara Avenue to identify anticipated right-of-way needs on this connector.

- 14. 90% Design of North Thomas Drive**  
Completed 90% design of the North Thomas Drive Redevelopment Project from Front Beach Road to Joan Avenue.

- 15. Preliminary Design of Hill Road**  
Completed the preliminary design of Hill Road to identify anticipated right-of-way needs and developed associated legal descriptions on this connector.

### 16. SR 79 TRIP Financing

Developed application and secured \$500,000 TRIP funding in 2009 for SR 79 reevaluation and design phases of the SR 79 Reconstruction Project.

### 17. Transit Development Study

Completed development of an operational model for multimodal improvements on Front Beach Road (the "Transit Operation Plan").

### 18. Purchase of Land for Eastern Multimodal Facility

In March 2007, the City Council acquired a 3.8 acre parcel on North Thomas Drive for a future public parking/multimodal facility.



### 19. Front Beach Road 30% Roadway & 60% Drainage Plans (from Hwy 79 to N. Thomas Drive)

Completed development of preliminary roadway and drainage plans and a Corridor Study for Front Beach Road ("Front Beach Road Preliminary Design").



**20. Design Guidelines Manual**

Completed development of a manual which establishes the CRA design standards and guidelines.

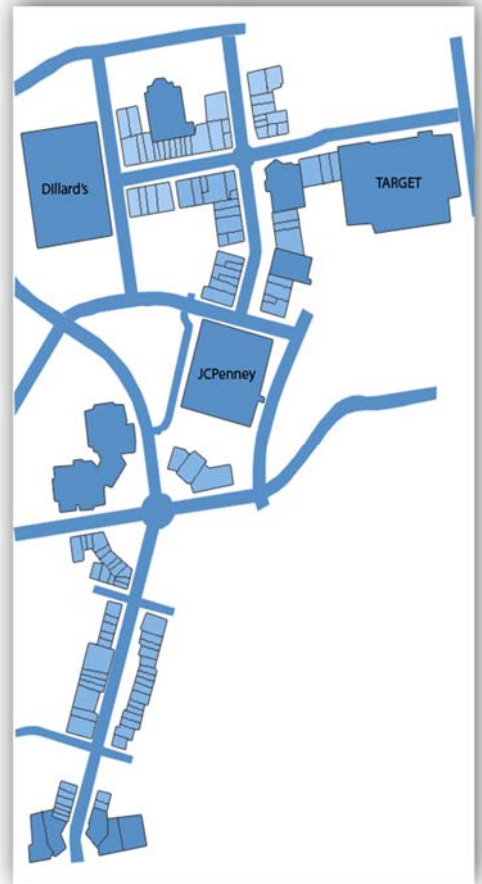
**21. Federal and State Transportation Plans**

Coordinated approval of the CRA Work Program through the Bay County TPO and integrated the Plan into the Bay County LRTP, State TIP and Bay County TPO TIP as a necessary step to qualify CRA projects for State and Federal funding.



## Pier Park Community Redevelopment Area

In 2001, the City entered into an agreement with the Panama City Beach Community Redevelopment Agency, the Pier Park Community Development District (the "CDD") and the St. Joe Company ("St. Joe") titled the "Public Improvement Partnership Agreement" (the "PIPA"). This Agreement provides for the construction of improvements in the Pier Park Redevelopment Area and the transfer of properties between the parties to facilitate the development of this area.



Pier Park is serving as the premier shopping destination for Panama City Beach and the entire Emerald Coast market. Pier Park is an approximately 1.1 million square foot open-air regional lifestyle center, bringing unique shopping, tourist attractions and dining to the Panama City Beach area. Located on Front Beach Road in the heart of Panama City Beach, Pier Park is ideally located to serve the area's growing residential community, and over 7 million tourists that visit each year. Pier Park has approximately 900,000 square feet retail, dining and entertainment complex and is located on 93 acres of land between Front Beach Road (at the City Pier) and US 98 (Panama City Parkway).



The CDD was authorized to issue debt to provide funds for public improvements constructed in the Pier Park Redevelopment Area. The City has pledged tax increment revenue collected within Pier Park to the CDD to be applied to the payment of interest and principal on the debt obligations.

### **Fiscal Year 2019 Activities**

The fiscal year 2018 accomplishments within the Pier Park CRA have included either replacing old tenants or adding tenants to non-leased space. Pier Park new tenants consist of Freshii Restaurant, the construction of a 15,600 sq. ft. multi-tenant building for Paula Deen Restaurant and I Love Sugar and the construction of a Ropes Course and a food and beverage concession at the Skywheel.



The CDD also continued its maintenance activities for the entire infrastructure within the Pier Park CRA, including but not limited to the roads, street lights, stormwater systems, stormwater retention ponds, the landscape areas throughout Pier Park, Aaron Bessant Park, and the City Pier restroom facilities and concession deck.

