



The Panama City Beach Community Redevelopment Agency

**Front Beach Road  
CRA Annual Report  
for Fiscal Year 2011**

**March 31**

**2012**

**Mayor**  
Gayle F. Oberst

**Council Members**

**Ken Nelson  
Rick Russell  
Josie Strange  
John Reichard**

**Richard E. Jackson, City Manager**

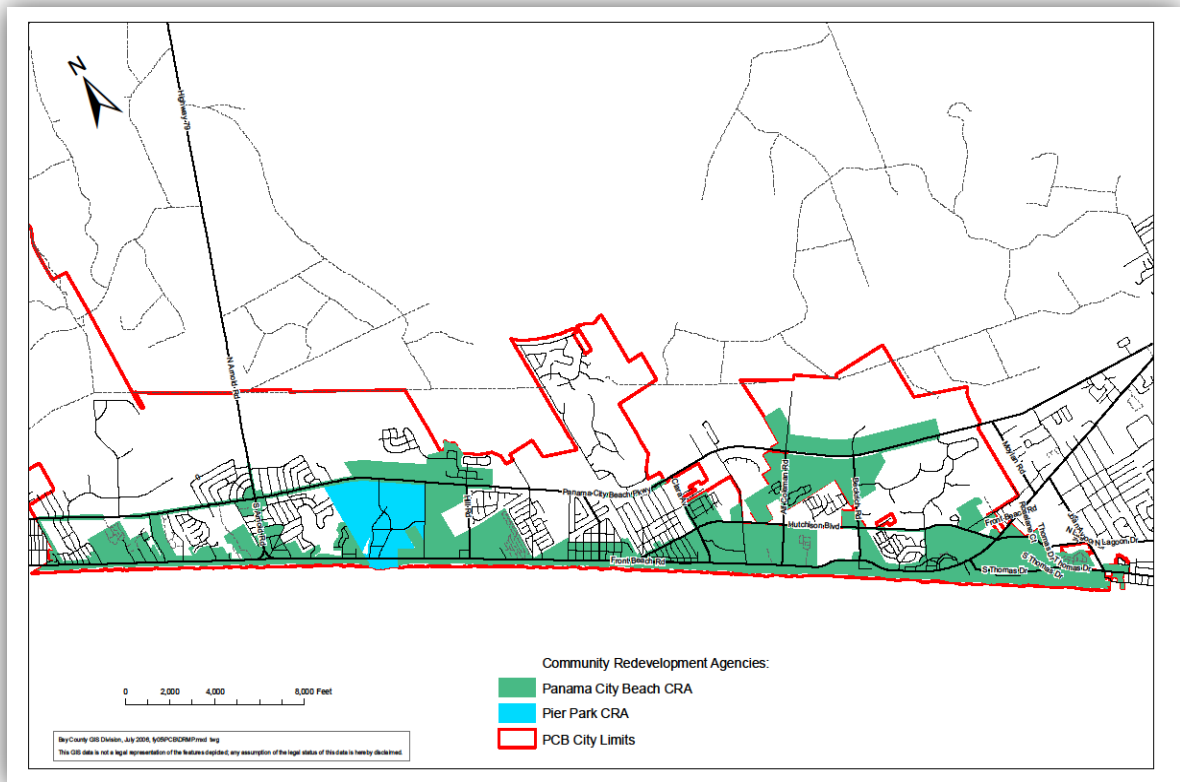
**Holly White, City Clerk**

*Chapter 163 of the Florida Statutes requires each CRA to provide an annual report by March 31 of each year to the Governing Body (City Council). This report and attached financial statement is submitted in fulfillment of that requirement and to provide information to the public.*

## **Overview**

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 City of Panama City Beach Council adopted a resolution and created the Front Beach Road Community Redevelopment Area (CRA).

The Front Beach Road CRA is generally bounded by the city limits of the City of Panama City Beach on the east and west, the Gulf of Mexico on the south, and on the north along the northerly right-of-way of Panama City Beach Pkwy from the western city limits to Richard Jackson Blvd including the right-of-way of Panama City Beach Pkwy easterly to the city limits, and also southerly along the eastern right-of-way of Richard Jackson Blvd to the northern boundary of Hutchison Blvd and easterly to and along the northern right-of-way of Thomas Drive to the eastern most city limits. This described area includes all streets/right-of-ways.



## **The Front Beach Road CRA Redevelopment Plan**

The Front Beach Road CRA Redevelopment Plan provides a framework for redevelopment of infrastructures within the CRA for the next 30 years or longer. The Plan was adopted by the City Council in August 2001.

**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;
- (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 long term goals to accomplish the first, and third and to a more limited degree the second, primary objectives, namely:

- (1) Provide for safe and convenient multimodal mobility along the beachfront roadways;
- (2) Provide stormwater, streetscaping and landscaping 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, fun, safe and timely mobility for both pedestrians and bicyclists;
- (5) Secure Program funding to supplement tax increment revenues.

The City staff has developed short term goals to accomplish the first, and third and to a more limited degree the second, primary objectives, namely:

- (1) Manage right of way acquisition effort needed for roadway and storm drainage improvements;
- (2) Manage Program planning, design and construction effort and projects.
- (3) Lead effort to qualify for Federal and other funding to supplement tax increment revenues;
- (4) Lead effort to develop Front Beach Road agreement with the Florida Department of Transportation;
- (5) Develop a work plan for CRA improvements for approval by the City Council;

- (6) Integrate planned program improvements with current and proposed redevelopment within the CRA.

The Community Redevelopment Plan recommends the enhancement of approximately 19.8 miles of existing roadways within the Front Beach Road CRA. Cost elements include various streets widening to three and four lanes, enhancing roadway lighting, paving, striping, turn lanes, landscaped medians, new signage, hardscape, landscaping, sidewalks, drainage ponds and the undergrounding of all utilities. Streets within the Redevelopment Area currently identified for these type improvements include:



***Front Beach Road, Hutchison Blvd, South Arnold Road, Cobb Road, Panama City Beach Pkwy, Powell Adams Road, Hills Road, Nautilus Street, Clara Avenue, Alf Coleman Road, Richard Jackson Blvd, Churchwell Drive, North Thomas Drive, and South Thomas Drive.***

### **CRA Near Term Work Plan**

On June 24, 2010, the City Council/ CRA approved the **CRA Near Term Work Plan** and authorized the following activities through fiscal year 2011:

- (1) Finalize right-of-way acquisition of two remaining parcels for Front Beach Road Segment 1/South Thomas Drive reconstruction;
- (2) Complete construction of the Front Beach Road 1/South Thomas Drive Project;
- (3) Complete Final Design for Front Beach Road Segment 2 from South Thomas Drive west through Richard Jackson Boulevard intersection to include completion of Richard Jackson Boulevard and the City parking lot improvements;
- (4) Complete the Front Beach Road PD&E Study;
- (5) Continue coordination with the Florida Department of Transportation (FDOT) for the Front Beach Road Maintenance or Transfer Agreement;
- (6) Continue PD&E reevaluation of SR 79 reconstruction in conjunction with FDOT Transportation Regional Incentive Program (TRIP) Agreement;

- (7) Begin Final Design of multi-laning and aesthetic improvements for SR 79 improvements in conjunction with FDOT TRIP Agreement;
- (8) Begin Final Design of multi-laning, multimodal and aesthetic improvements for the segment of Front Beach Road from SR 79 east to Lullwater Drive as needed to complete stormwater design for SR 79 design and reconstruction;
- (9) Continue CRA landscape maintenance management;
- (10) Continue effort to acquire the Miracles Resort pond parcel for Alf Coleman Road;
- (11) Continue identification of beach parking opportunities to compliment beach access points to include public-private parking partnerships;
- (12) Continue support of Form-Based Code development and adoption;
- (13) Continue to support City Attorney and financial sub-consultants 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;
- (14) Continue to explore alternate roadway and transit funding through government grants, loan programs and public/private partnerships to the extent permitted by law.

### **Fiscal Year 2011 Accomplishments**

In fiscal year 2010/2011, the Community Redevelopment Agency continued its progress of implementing the CRA Plan adopted in August 2001. The CRA accomplishments in fiscal year 2011 consisted of the following:

1. **The South Thomas Drive Reconstruction Project Construction** began in fiscal year 2009, continued through fiscal year 2011. The projected completion date of this Project is April 2012. The Project includes reconstruction of South



Thomas Drive between Front Beach Road and North Thomas Drive. The Project consists of construction of an urban facility with a dedicated transit and

bicycle lane on the north side of the roadway, 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 will also function as a public walking park with extensive landscaping, pathways, lighting and seating.



2. **The Front Beach Road Segment 1 Reconstruction Project Construction** began at the same time as the South Thomas Drive Reconstruction Project in 2009 and continued through fiscal year 2011. The projected completion date of this Project is April 2012. The Front Beach Segment 1 Reconstruction Project includes reconstruction of Front Beach Road (SR 30A) between South Thomas Drive and Hutchison Boulevard and will provide 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, improve the westbound merge lane at the Middle Beach Road and North Thomas Drive intersection and will provide a stormwater retention pond, sidewalks, underground utilities, streetscape, landscaping and roadway lighting. The stormwater retention pond will also function as a public walking park with extensive landscaping, pathways, lighting and seating.



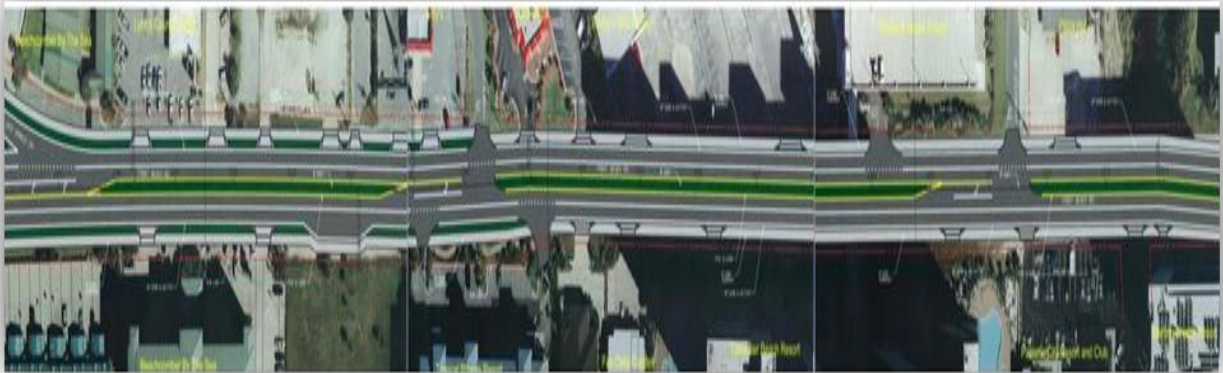
3. **The Front Beach Road Segment 2 Reconstruction Project Final Engineering Design**, from the South Thomas Drive intersection through the Richard Jackson Boulevard intersection was initiated in fiscal year 2008 and substantially completed in 2010. The utility coordination phase of the Project continued through fiscal year 2011. The project will provide an urban facility with dedicated transit and bicycle lanes on both the north and south of the roadway, two vehicle lanes with a turn lane/landscaped median, two stormwater retention ponds, sidewalks, underground utilities, streetscape and landscaping and roadway lighting. The west stormwater retention pond will also function as a public park with extensive landscaping, pathways, lighting and seating. Required right-of-way acquisition efforts are ongoing with the east stormwater pond site acquired in 2008;



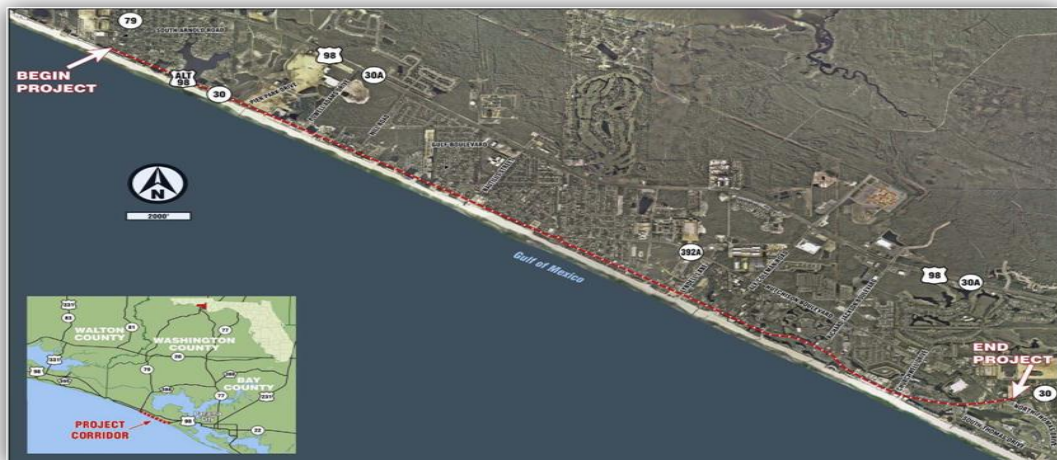
4. **The SR 79 (Arnold Road) Project Development & Environment (PD&E) Reevaluation and Final Design** from SR 30A (Front Beach Road) to SR 30 (Panama City Beach Parkway). The PD&E Reevaluation was initiated in fiscal year 2009 and completed in 2010. The final design phase of the project was initiated in fiscal year 2010 and continued in 2011. The Project includes four travel lanes with turn lanes/landscaped medians, stormwater retention pond, sidewalks, underground utilities, streetscape, landscaping and roadway lighting;



5. **The Front Beach Road Segment 3 Reconstruction Project Final Design** was initiated in fiscal year 2010 and continued in 2011. The Front Beach Road Segment 3 Reconstruction Project begins at SR 79 and ends at Lullwater Drive and includes construction of an urban roadway with dedicated transit lanes, sidewalks, bicycle lanes, underground utilities, roadway lighting, streetscape, landscaping and stormwater retention facilities. The Front Beach Road Segment 3 and SR 79 Reconstruction Design Projects are developed at the same time to maintain continuity of the roadway, landscaping, stormwater and utilities between these intersecting projects;



6. **The Front Beach Road PD&E Study** from the Middle Beach/North Thomas/Front Beach Road intersection to SR 79 which was initiated in fiscal year 2009, continued through 2011. The Study has been completed and reviewed and approved by the Florida Department of Transportation and transmitted to the Federal Highway Administration for final approval. This Study was initiated to maintain eligibility for federal funding of Front Beach Road and transit improvements.



7. The City/CRA created the Assistant to the City Manager/CRA Engineer position and began performing the CRA program management, construction administration and construction inspection duties in-house.

8. Panama City Beach Planning, Building and CRA Departments moved into the redesigned & refurbished Library Building allowing for more efficient department interaction and access.
9. PCB CRA Website during 2011 the "PCBontheMove.com" website was completely overhauled with new layout, graphics and mapping, including links to current articles, publications and news cast. Honored with the 2012 ADDY Award for Public Service Interactive Client
10. WJHG News Chanel 7, WMBB News Chanel 13, 850 The Business Magazine of Northwest Florida, Panama City Beach Chamber of Commerce - The Circuit and PCB Daily all track and report on the CRA projects keeping the public informed.
11. During 2011 the CRA submitted request for funds from the Natural Resource Damage Assessment fund for: Long Beach Access Park – \$9 million, Front Beach Road Stormwater Improvements – \$6 million
12. A 2011 TIGER III Grants Application in the amount of \$17 million for the Front Beach Road Segment 2 (South Thomas Drive to Richard Jackson Blvd) Reconstruction Project was submitted to the US Department of Transportation; however, no funds were awarded to the Project;
13. A 2011 Transportation, Community, and System Preservation (TCSP) Program grant application in the amount of \$17 million for the Front Beach Road Segment 2 (South Thomas Drive to Richard Jackson Blvd) Reconstruction Project was submitted to the US Department of Transportation; however, no funds were awarded to the Project;
14. 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;
15. On July 28, 2011, the Council approved the Wal-Mart Stores East, LP (Wal-Mart) request to enter into a public-private partnership agreement with the City to improve Powell Adams Road from Panama City Beach Parkway (US 98) to L C Hilton Jr. Drive to the CRA Standards. Wal-Mart proposed to front the entire cost of improvements and be reimbursed by the City the fees and costs reasonably 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 Wal-Mart Development. The Council also authorized staff to begin the process for the right-of-way and pond site acquisition from St. Joe and prepare an agreement between the City and St. Joe Company for the Council's Consideration. These activities continued through fiscal year 2011.

**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, land- and street-scaping 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 to advance the first, third and to a more limited degree the second, primary objectives include:

- (1) **Transit Development Study**  
Completed development of an operational model for multimodal improvements on Front Beach Road (the “Transit Operation Plan”);
- (2) **Front Beach Road 30% Roadway and 60% Drainage Plans**  
Completed development of preliminary roadway and drainage plans and a Corridor Study for Front Beach Road (“Front Beach Road Preliminary Design”);
- (3) **Design Guidelines Manual**  
Completed development of a manual which establishes the CRA design standards and guidelines;
- (4) **Front Beach Road Segment 1 and South Thomas Drive Final Design**  
The final design documents and construction plans for the Front Beach Road Segment 1 Redevelopment Project and the South Thomas Drive Redevelopment Project were completed in fiscal year 2008. In addition, completed the 60% design plans for the North Thomas Drive Redevelopment Project;



(5) **Purchase of Land for Eastern Multimodal Facility**

The City Council acquired a 3.8 acre parcel on North Thomas Drive for a future public parking/multimodal facility;



(6) **Churchwell Drive and Public Parking**

The design and reconstruction of Churchwell Drive and public parking lot was 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;



- (7) **Richard Jackson Boulevard (Beckrich Road)**  
Completed design, right-of-way acquisition and reconstruction of Richard Jackson Blvd (“Beckrich Road Redevelopment Contract”);



- (8) **Purchase of Land for Alf Coleman Right-of-way Needs**  
("Alf Coleman Preliminary Design") Completed 60% design of the Alf Coleman Road Redevelopment Project and acquired north stormwater pond site at Surfside Storage, acquired half of south stormwater pond site at Grand Panama and acquired roadway right of way strips on north end of Alf Coleman Road. In addition, continued efforts to acquire Miracles Resort right of way, particularly second half of south stormwater pond site;
- (9) **Preliminary Design of Clara Avenue**  
Completed the preliminary design of Clara Avenue to identify anticipated right-of-way needs on this connector ("Clara Avenue Preliminary Design");
- (10) **Preliminary Design of Hills Road**  
Completed the preliminary design of Hills Road to identify anticipated right-of-way needs and developed associated legal descriptions on this connector. ("Hills Road Preliminary Design");
- (11) **Preliminary Design of Powell Adams Road**  
Completed the 30% design of Powell Adams Road Redevelopment Project and identified right-of-way and pond site needs for the project;
- (12) **TIF Bond Financing**  
Secured \$54.8 million bond financing as approved by City Resolution 06-62;
- (13) **SR 79 TRIP Financing**  
Developed application and led effort to secure \$500,000 TRIP funding for SR 79 reevaluation and design phases of the SR 79 Reconstruction Project. In addition, submitted a TRIP financing application for SR 79 right-of-way acquisition;
- (14) **Landscape Maintenance**  
Developed specifications, coordinated Contract award and managed landscape maintenance for Churchwell Drive and Richard Jackson Boulevard landscaping;
- (15) **Parking Meters**  
Developed specifications and coordinated Contract award for installation of parking meters for the Richard Jackson Boulevard Beach parking lot;
- (16) **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.



**The Panama City Beach Community Redevelopment Agency**

**Pier Park CRA  
Annual Report for  
Fiscal Year 2011**

**March 31  
2012**

**Mayor  
Gayle F. Oberst**

**Council Members**

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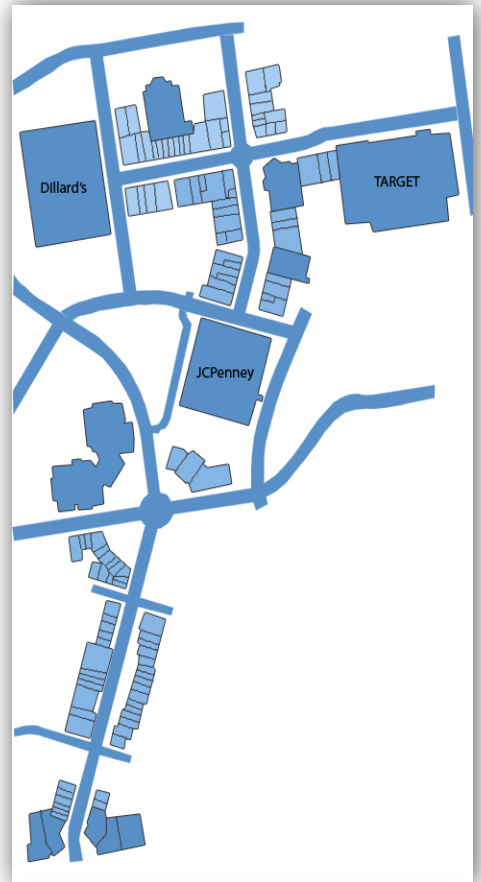
**Richard E. Jackson, City Manager**

**Holly White, City Clerk**

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## Overview

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 the 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 foot retail, dining and entertainment complex located on 93 acres 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 2011 Activities**

The most significant activity during fiscal year 2011 was construction of a new Marshalls Retail Store in the Pier Park CRA. Some of the other minor improvements were painting existing park benches and trash receptacles, and adding sand to the beach ball area.

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 and Aaron Bessant Park, and the City Pier restroom facilities and concession deck.



### **Fiscal Year 2011 Funding Overview**

For the year ended September 30, 2011, tax increment funds remitted by the County to the City for the Pier Park CRA were in the amount of \$344,835. These funds were subsequently paid to the CDD by the City. Additionally, the City has irrevocably pledged the business tax receipts collected within Pier Park to the CDD to be applied (after deduction of certain amounts for public safety services) to certain CDD costs and obligations, including the payment of interest and principal on the debt obligations, in a priority specifically detailed in the PIPA. Business tax receipts and related penalties for late payments collected



in the fiscal year ended September 30, 2011 were in the amount of \$1,797,036.

A portion of the business tax receipts collected within the Pier Park Community Redevelopment Area is retained by the City for the provision of public safety services within the Pier Park CRA. The amount retained by the City is determined under the terms of the PIPA and is calculated in the fiscal year following collection. The City has recorded a liability as of September 30, 2011 in the amount of \$3,293,074. This represents 2010 collection due to the CDD in the amount of \$1,496,038 and 2011 collections in the amount of \$1,797,036.

