City of Panama City, Florida
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MEMORANDUM

TO: **Jonathan H. Hayes**, City Manager

VIA: **Jared Jones**, Assistant City Manager

CC: **Nevin J. Zimmerman, Esq.**, City Attorney
Janette Smith, CPA, CMC, City Clerk-Treasurer
Brandy L. Waldron, Assistant City Manager
Keith Meyerl, Director Parks, Culture and Recreation
Stacy L. Rausch, P.E., PMP, City Engineer and Assistant Public Works Director
Matt DeVito, P.E., Deputy City Engineer

FR: **Clint Murphy, J.D.**, Public Works Director *CM*

RE: **Estimate of Probable Cost for the First Fifty (50) Slips and Potential Phasing Approach for the Full Build-Out of the Downtown City Marina**

DT: **February 2, 2026**

SUMMARY:

The public works team was asked to prepare an estimate of probable cost associated with the needed infrastructure for the first fifty (50) wet slips at the Downtown Marina. In addition, we were asked to propose a feasible phasing approach that will deliver the full build-out of this Marina with a reasonable incremental approach. Given that the design drawings have not been completed, this cost estimate was developed utilizing unit cost data. Due to the lack of full design drawings, a 10% contingency was added to each of the major project components, namely the wet slip construction, expansion of the Promenade, breakwater extension in the west basin, upland parking and greenspace improvements, electrical, sewer, and water infrastructure groupings as outlined in the estimates contained in Table 1 and Table 2 within this Memo.

BACKGROUND:

During the December 1, 2025, Downtown Marina workshop, the City Commission voted to utilize our current line of credit to move forward with the design and construction of the first Phase of the wet slip construction along with all the infrastructure needed to support the first fifty slips in the Downtown Marina.

Conceptual drawings were developed by Turrell, Hall & Associates, the marine engineering firm completing the design on behalf of the St. Joe Company. These design drawings are still a work in progress and are attached to this Memo for background information. This drawing shows forty-five (44) wooden fixed dock wet slips, as well as 450 linear feet of floating dock at the northern seawall of the western basin to allow local and transient boaters the opportunity to come visit and easily dock and go to downtown restaurants to eat, or venture to visit the broader historic downtown area and all it has to offer. Some of these lay-along slips could be converted to full-time customers if the demand for these floating docks do not support keeping them as transient or day docking options.

This conceptual drawing shown below in *Figure 1* was the basis for the cost estimate which was broken down into six separate divisions of infrastructure to include wet slip construction, electrical, water, sanitary sewer, stormwater, concrete parking area, and the extension of the concrete promenade. Included in the cost associated with the promenade is the extension of the 20-foot concrete walkway around the entire perimeter of the T-Dock to include lighting and railing to match the existing promenade walkway around the Hotel Indigo. Also included is a main electrical distribution panel sized to power all the future wet slips anticipated in both the western and eastern marina basins as well as a bathroom\shower facility. Soft costs such as mobilization, bonds, and professional engineering fees were also considered in the estimate.

Concrete parking areas and the driving lanes with concrete curbing were estimated in two phases starting with the upland build-out of the leg of the "T" Dock. Landscaping was not considered at this time, and all dirt areas will be planted with grass seed until a master landscape design is developed and funded.

This cost estimate should be considered a preliminary opinion of probable cost with a 10% contingency added to each of the major infrastructure components. Once the final design drawings are prepared, this contingency can be reduced as more specific details of construction are established.

ESTIMATE FOR FIRST FIFTY SLIPS TO INCLUDE UPLAND CONSTRUCTION NEEDED TO SUPPORT:

- First fifty slips with necessary infrastructure out to the bulkhead only:
  - $ 4,200,000
- Necessary electrical infrastructure distribution panel and components:
  - Main Distribution Panel (Wiring, conduit, labor, panel)
  - Upland Conduit Runs for upland lighting, marina store and restrooms
    $ 1,500,000
- Water and Sewer Lines out to end of T-Dock to support reasonable development:
  - 8" and 4" Sewer Lines (8" to remain dry until needed)
  - 8" Water main
    $ 660,000
- Stormwater Expansion and Upgrades:
  - Addition of two (2) Barracuda "bay savers" and necessary support infrastructure to treat stormwater run-off (attenuation will not be required on the T-Dock):
    $ 250,000

Note: Expanded stormwater infrastructure will be required depending on the scope of future development.

- Concrete driving and parking Deck (6" thick)
  - Phase 1: (Leg of T-Dock): $750,000

- Promenade Expansion from south side of Harrison's Restaurant around T-Dock:
  - Concrete, Railing and Lighting to match behind Hotel Indigo, etc. $ 3,500,000

Total estimate of probable cost for the first fifty slips:

• **Wet Slips**	**$ 4,200,000**
• **Electrical**	**$ 1,500,000**
• **Water\Sewer**	**$ 660,000**
• **Stormwater**	**$ 250,000**
• **Concrete Deck**	**$ 750,000**
• **Promenade Expansion**	**$ 3,500,000**
• **Breakwater Extension**	**$ 1,500,000**
	Total = $ 12,360,000

Table 1: Estimate of Total Cost for First 50 Slips

Note: 10% contingency included in the unit cost factors used to develop the cost estimate contained in Table 1.

PHASED INFRASTRUCTURE APPROACH

We were asked to consider a phased infrastructure approach when looking at the requested methodical incremental development of the Downtown Marina. This worked well for the wet slip phasing where we stepped the construction of the slips to align with the separate docks, each easily broken into the electrical, water and structural (Piles, Decking and Gangways) needed to construct these standalone structures.

However, it did not work well for main upland infrastructure that is needed to supply utility services to the wet slips. Since these services will be buried in the subsurface between the marina bulkheads, most of the cost to install this infrastructure will be in the form of the labor and equipment needed to properly get them in place, connected and eventually compacted in place. Labor and Equipment for Underground Utility work typically represents 75% to 80% of the cost, with the actual cost of the material only representing 20% to 25% of the overall cost, sometimes less.

It is the recommendation of the Public Works Team that the design and placement of the upland utilities are to be designed and constructed to accommodate the full marina build-out. Any savings realized by a Phase specific approach to the upland utilities will be far outweighed by the future added labor and equipment expenses.

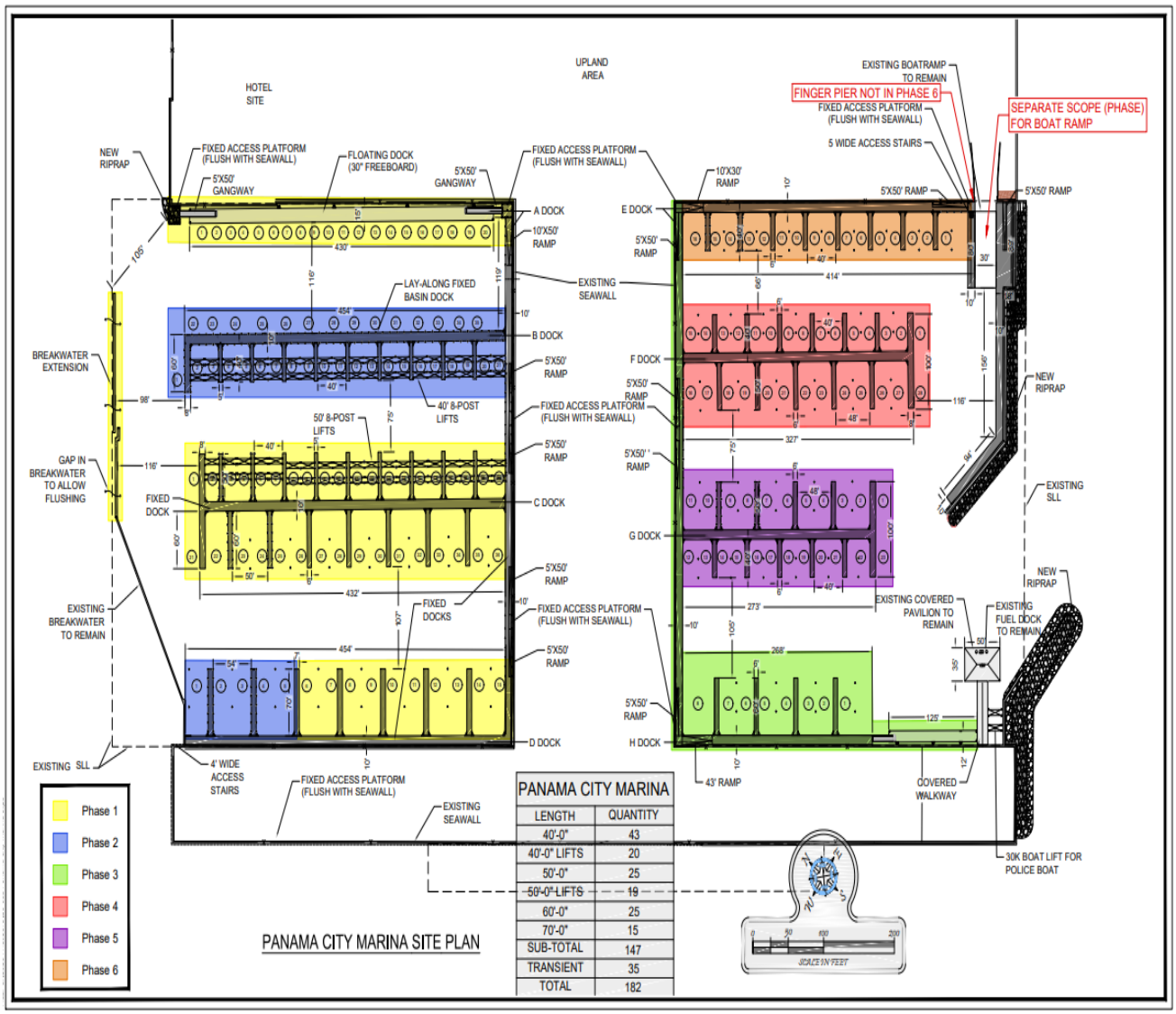

Figure 1: Phasing Plan for Full Build-out of the Downtown Marina Wet Slips

FUTURE PHASES OF THE MARINA BUILD-OUT

Figure 1 Illustrates incremental phasing of the Marina Build-out starting with Phase 1 (Yellow) that includes the first 44 fixed slips, floating concrete docks for transient and day mooring, expansion of the promenade corridor around the entire perimeter of the Marina and the concrete parking deck needed inside of the Promenade on the Leg of the T-Dock. Lastly it includes the extension of the seawall needed due to the loss of a portion of the previous seawall during Hurricane Michael.

Phase 1: See description above – Yellow
Phase 2: C Dock and Remainder of D Dock – Blue (40 Slips)
Phase 3: H Dock – Green (8 Slips)
Phase 4: F Dock – Pink (28 Slips)
Phase 5: G Dock – Purple (23 Slips)
Phase 6: E Dock – Orange (16 slips)
Phase 7: Final T-Dock Upland Build-out (Top of "T")

Panama City Downtown Marina

Conceptual Design - Opinion of Probable Construction Cost

First Fifty Slips in West Basin

City of Panama City — 2/1/2026

ITEM	DESCRIPTION	QUANTITY	UNITS	UNIT PRICE	TOTAL
1.0	**GENERAL CONSTRUCTION COST**				
1.1	MOBILIZATION / DEMOBILIZATION (5%)	1	LS	$577,275.00	$577,275.00
1.2	PERFORMANCE AND PAYMENT BONDS (3%)	1	LS	$232,650.00	$232,650.00
				GENERAL CONSTRUCTION - SUBTOTAL =	***$809,925.00***
2.0	**ELECTRICAL**				
2.1	MASTER DISTRIBUTION PANEL (to be located close to 911 memorial)	1	LS	$500,000.00	$500,000.00
2.2	TURNKEY ELECTRICAL DISTRIBUTION CONDUIT AND WIRING	1	LS	$900,000.00	$900,000.00
2.3	UTILITY PEDISTALS (Including Install)	22	EA	$5,000.00	$110,000.00
				ELECTRICAL - SUBTOTAL =	***$1,510,000.00***
3.0	**SEWER**				
3.1	SEWER PUMP OUT STATION	1	LS	$25,000.00	$25,000.00
3.2	SEWER EXTEMTION AND CONNECTION TO PUMP OUT STATION	1	LS	$155,000.00	$155,000.00
3.3	RESTROOM FACILITY W/SHOWER	1	LS	$350,000.00	$350,000.00
				SEWER - SUBTOTAL =	***$530,000.00***
4.0	**WATER**				
4.1	WATER MAIN CONNECTION	1	LS	$10,000.00	$10,000.00
4.2	DOCK MAIN SUPPLY LINE WITH PEDISTAL CONNECTIONS (Suspended under do	1	LS	$120,000.00	$120,000.00
4.3	UTILITY PEDISTALS (Already called out IN item 2.3 above)	22	EA	$0.00	$0.00
4.4	FIRE SUPPRESSION STAND PIPE	1	LS	$35,000.00	$35,000.00
				WATER - SUBTOTAL =	***$165,000.00***
5.0	**WET SLIP CONSTRUCTION**				
5.1	FIXED DOCKS FOR 44 SLIPS (See attached drawing)	18,870	SF	$150.00	$2,830,500.00
5.2	CONCRETE FLOOATING DOCK SYSTEM (50'X12')	9	EA	$30,000.00	$270,000.00
5.3	INSTALLATION	9	EA	$5,000.00	$45,000.00
5.4	CONCRETE PILES TO SUPPORT FLOATING DOCK SYSTEM	20	EA	$5,000.00	$100,000.00
5.5	INSTALLATION	20	EA	$2,500.00	$50,000.00
5.6	ALUMINUM GANGWAYS (5' X 50')	6	EA	$40,000.00	$240,000.00
5.7	INSTALLATION	6	EA	$10,000.00	$60,000.00
5.8	FIXED ACCESS PLATFORM	3	EA	$40,000.00	$120,000.00
5.9	RIP-RAP INSTALLED (Bulkhead corner by Indego HOTEL)	1	LS	$75,000.00	$75,000.00
				WET SLIP - SUBTOTAL =	***$3,790,500.00***
6.0	**PROMINADE EXPANSION and PARKING AREA (Concrete Walkway, Lighting, Railing)**				
6.1	12' CONCRETE WALKWAY	1	LS	$1,200,000.00	$1,200,000.00
6.2	8' PAVERS	1	LS	$800,000.00	$800,000.00
6.3	LIGHTING	1	LS	$750,000.00	$750,000.00
6.4	RAILING	1	LS	$550,000.00	$550,000.00
6.5	PARKING LOT BUILD OUT (Leg of "T-Dock" only)	1	LS	$750,000.00	$750,000.00
				PROMENADE AND PARKING SUBTOTAL =	***$4,050,000.00***
7.0	**WEST BASIN BREAKWATER EXTENTION**				
7.1	BREAKWATER EXTENTION (250')	1	LS	$1,500,000.00	$1,500,000.00
				ESTIMATED CONSTRUCTION COST TOTAL =	**$12,355,425.00**
		Engineering (5.0%)			$617,770.00
		Bidding			$5,000.00
		Construction Inspection (lin-house CEI)			$0.00
				Professional Service Fee Total =	**$622,770.00**
				Pre Design Opinion of Estimated Construction Cost =	**$12,978,195.00**

Table 2: Pre-Design Opinion of Estimated Cost – Downtown Marina Phase 1

Panama City Downtown Marina

Conceptual Design - Opinion of Probable Construction Cost

Full Build-Out

City of Panama City **2/1/2026**

	ITEM	Description	Phase Cost
WEST BASIN	Phase 1	Upland Infastructure and Utlities, Promenade around full perimeter, Initial Parking area, C-Dock, 10 Slips of D Dock, 430' of Floating Dock (Visitors) and Breakwater Extention	$12,978,195.00
	Phase 2	B-Dock and remaineder of D-Dock	$2,239,670.00
EAST BASIN	Phase 3	H-Dock and Main Access Pier	$2,372,530.00
	Phase 4	F-Dock	$1,529,660.00
	Phase 5	G-Dock	$1,311,940.00
	Phase 6	E-Dock	$1,465,030.00
UPLAND ONLY	Phase 7	Final T-Dock Upland Buildout (Including concrete parking, greenspace and Misc Amenities)	$750,000.00
		TOTAL PROJECTED BUILD-OUT COST =	***$22,647,025.00***

Note: All Unit Cost Pricing Includes a 20% Contingency

Table 3: Total Estimated Cost for Full Downtown Marina Build-out and Upland Development of the T-Dock

When the Commission voted during the Marina Workshop in December of last year to move forward with the first fifty slips, the thought was to use this exercise to obtain more reliable pricing and market data from contractors and boaters considering the Marina to keep their vessels. Phase 1 includes much more infrastructure than just the wet slips themselves but should provide a good litmus test to see if the unit cost data used for the estimates outlined above are accurate for the Panama City Market for the construction estimates. It will also be a true test in the demand and price threshold for boat mooring in general. The Phase 1 slip mix provides a diverse range of slips to include 50, 60 and 70 foot slip options. It also supplies the critical floating docks along the Northern seawall of the west basin for day mooring to allow visitors to come and enjoy historic downtown and the many shops and restaurants it has to offer.

Based on the results of the feedback received from the Phase 1 roll-out, we can hold steady with the current design of the future phases as planned today, or we can alter the future phase layouts to accommodate the market trends as documented in this first phase of the project.

It should be noted that the phases were broken down as small as possible to allow the greatest flexibility when deciding what bid packages are most desirable for future procurements, but there

is no fixed rule that we can't bid out one or more of the proposed phases at the same time should the financing and market demand dictate a quicker future build-out.

CONCLUSION:

The Panama City Marina is an iconic facility for historic downtown Panama City and is treasured by many who call Panama City home but also brings in visitors by land and water to visit the waterfront and enjoy the downtown hospitality. Moving Forward with Phase 1 design and procurement for the Panama City Downtown Marina represents progress to rebuild this historic downtown destination and has been requested by the citizens of Panama City since shorty after Hurricane Michael devastated the area. Besides the pure nostalgic significance this progress represents, this effort will also provide an opportunity to learn more details of the local market from the perspective of marine construction costing and the demand for various slip options in the Panama City boating industry. Unit cost factors derived from historical cost data from recent marina construction projects were applied to the estimate provided in this document, but the City Commission has recognized the benefit of formally bidding out the first phase to gain momentum in the redevelopment of this critical facility that serves as an economic catalyst to the downtown economy.

The phased approach as offered in this memo is intended to serve as a suggested starting point and potential path forward but can be altered as the market and public opinion dictate in the future.

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