

RETAIL DEVELOPMENT STRATEGY

The Downtown Retail Recruitment Strategy contained in this document is intended to attract the targeted retail users that were identified in the *Retail Market Analysis* conducted for Downtown Green Cove Springs.

BACKGROUND

The Retail Market Analysis of the Green Cove Springs 5-, 10-, and 15-minute drive market areas presented the current conditions in the local retail market and identified several opportunities for additional retail development in Downtown Green Cove Springs.

Within the 15-minute drive market area there are over 13,840 households with a population of over 37,000 persons. The median household income is \$67,559. Within this area, the retail supply (\$543,961,155) and the supply for food and drink (\$54,919,041) far exceeds the demand levels (\$443,204,078 and \$47,149,410, respectively). This excess supply indicates that businesses within this market generally depend on customers from outside of the market area to purchase the excess supply. However, within the overall numerical surplus of retail supply created by a few significantly over-supplied industry groups (i.e., Automotive Sales, Food and Beverage Stores, General Merchandise Stores), there are a significant number of under-supplied retail industry groups. These under-supplied retail industry groups force customers within the 15-minute drive market area *to leave the area* to find the particular good or service. These under-supplied industry groups represent opportunities for retail development within Downtown Green Cove Springs.

OPPORTUNITIES

Retail industry groups with the largest *leakage factor* (demand exceeding supply, causing customers to leave the market area) represent the most undersupplied retail industry groups. These under supplied groups in Downtown Green Cove Springs are (in descending order):

| Industry Sector | Leakage factor (out of 100 max.) | Number of Businesses |
|---|-------------------------------------|-------------------------|
| Shoe Stores | 92.3 | 1 |
| Drinking Places (Alcoholic Beverages) | 90.4 | 1 |
| Books, Periodicals & Music Stores | 76.0 | 1 |
| Office Supply, Stationary & Gift Stores | 75.7 | 6 |
| Clothing Stores | 59.3 | 8 |
| Other General Merchandise Stores | 56.0 | 6 |
| Lawn and Garden Supply Stores | 53.0 | 1 |
| Used Merchandise Stores | 52.8 | 6 |
| Special Food Services | 47.4 | 3 |

| Industry Sector | Leakage factor (out of 100 max.) | Number of Businesses |
|--|-------------------------------------|-------------------------|
| Gasoline Stations | 40.9 | 7 |
| Furniture Stores | 40.8 | 4 |
| Florists | 39.5 | 3 |
| Specialty Food Stores | 34.4 | 5 |
| Other Miscellaneous Store Retailers | 20.7 | 11 |
| Home Furnishing Stores | 17.5 | 8 |
| Jewelry, Luggage & Leather Goods Stores | 15.4 | 2 |

Source: ESRI BAO, 2022. S&ME, 2022.

INCENTIVE PROGRAMS

The public realm in Downtown Green Cove Springs is showing signs of age and disrepair. Private sector developers and business are seeking out other locations to invest due to these conditions. Improving the area to make it a more appealing destination to private sector investors, target businesses, and for retailers to consider as their next business location is the lead off activity.

The Green Cove Springs Downtown Master Plan has identified several strategic investments to enhance the public realm in Downtown and to enhance the marketability, accessibility and appearance of sites and facilities where additional retail uses are desired. Specific projects include the Walnut Street streetscape redesign, US 17-Walnut Street intersection and corridor improvements, parking availability and accessibility, and Spring Park expansion. The initial physical improvements to the streets, streetscape, parking spaces and parks will encourage private sector investment that seeks to take advantage of the improved areas and public realm amenities. Simultaneous to enhancing the public realm, the City should evaluate its current Local Economic Redevelopment Incentive Program (Green Cove Springs City Code, Article IV, Incentive Programs, Division 3) to identify opportunities to expand the available incentives to encourage and energize private sector interest in areas where the City is making strategic investments.

The following proposed programs are intended to encourage and support private sector investment in targeted sites and encourage targeted retail development.

Anchor Tenant Incentive Program

The proposed *Anchor Tenant Incentive Program* provides loan-to-grant funding to commercial property owners and/or commercial tenants to assist with interior building improvements and business start-up costs. The goal of the program is primarily to incentivize anchor restaurants and breweries (food and drink establishments) to establish in Downtown, which in turn will help stimulate the local economy and improve the quality of life for Green Cove Springs residents and visitors. Eligible participants may receive *loan-to-grant* funding for 35% of the total interior building improvement and business start-up costs, up to a maximum of \$75,000. Loan-to-grant funding may exceed \$75,000 and be made available to businesses outside the *food and drink* category if the City is presented with a unique 'catalyst' project. A catalyst project is generally defined as a business that is first-to-market and anticipated to have a catalytic impact that will promote the City of Green Cove Springs Downtown Master Plan vision for a thriving Downtown where people can live, work and play. The term of the loan will be five years from the issuance of a Certificate of Occupancy. For each year the business is open and operating, 20% of the loan will be forgiven. If after five years the business is open and operating, the loan will be forgiven entirely and converted into a grant. Properties that pay no Ad-valorem taxes or are otherwise tax exempt are not eligible. In cases where a portion of a property is tax-exempt, funding may be made only to the taxable portion/percentage of the property. Loan-to-grant funds may be disbursed to a program participant on a reimbursement basis. The City and program participant would create a payment schedule based on project milestones.

Rental Subsidy Program

The proposed *Rental Subsidy Program* would provide an 18-month partial rental subsidy (up to \$25,000) to qualifying targeted businesses. The funding award would be administered over an 18 consecutive month period. The award recipient would be paid the rent subsidy as agreed upon in an executed performance agreement between the applicant and the City. The applicant must have an executed multi-year lease (two-year minimum) with the owner. A copy of the lease, or binding or proposed multi-year commercial lease agreement must be provided to the city.

Business Façade Grant

The *Business Façade Grant Program* provides a matching grant to commercial property owners and/or commercial tenants, located in the targeted area, to assist with eligible exterior building and site improvements. Eligible applicants include both commercial property owners and business lessees with written authorization of the property owner. Eligible businesses must be from a small business industry sector targeted by the City and may be an individually owned franchise as long as it meets all other criteria. The façade grant award would be a 50% reimbursement of total projects costs with a maximum award of \$15,000. Up to \$4,000 of the total available may be spent on outdoor furniture and dining fixtures. The grant award amount will decline over time rewarding projects completed in a timely manner. If an awarded project is not started within one year of award, the award will be withdrawn.

Tax Increment Fund Rebate

Refunding a portion of City tax revenue generated by on-site/building improvements or new construction (increment) could be another potential incentive to encourage targeted retail development in Downtown Green Cove Springs. The refunded amount would be paid out over a five (5) year period with a declining scale of refunds to be determined by the City. The applicant would enter into a Performance Agreement with the City detailing the proposed capital investment and improvements to be made and the proposed increment rebate amounts and periods. The grant is a reimbursement of a portion of City Ad-Valorem taxes paid by the applicant. Should the City of Green Cove Springs establish a CRA as proposed within the Downtown Master Plan, the CRA could utilize the Tax Increment Fund of the Community Redevelopment Agency to provide the tax increment rebate proposed in addition to other incentives and CRA programming and redevelopment powers as authorized by F.S. 163.360, Part III.

BROADCASTING THE OPPORTUNITIES

An important component of the Retail Development Strategy is to announce the Downtown’s retail development opportunities and available funding sources to regional economic development organizations, investors, and developers. This would be an ongoing marketing activity where City Staff would present the Downtown development opportunities via social media posts, chamber of commerce meetings, presentations, and luncheons, and/or paid marketing activities. Additional announcement activities can include the use of bi-annual familiarization tours, lunch and learns, other public presentations along with coordination with the Clay County Economic Development Corporation.

Table 1, Grant Funding Sources

| Funding Sources | |
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| Environmental Protection Agency | |
| National Achievements in Environmental Justice Awards Program | |
| Description of Program | Competitive program that recognizes community-initiated, multi-stakeholder partnerships that result in environmental justice achievements in communities |
| Maximum Award/Match Ratio | None listed |
| Deadline | August 13 |
| Contact Information | https://www.epa.gov/environmentaljustice/environmental-justice-grants-funding-and-technical-assistance |
| Federal Emergency Management Agency | |
| Hazard Mitigation Grant Program (HMGP) | |
| Description of Program | Provides grants to states and local governments to implement long-term hazard mitigation measures after a major disaster declaration |
| Maximum Award | None listed |
| Matching Ratio | May provide a State with up to 15% of maximum grants awarded |
| Deadline | States set the deadline, which is after a disaster occurs |
| Contact Information | http://www.fema.gov/government/grant/hmgp/index.shtm |
| Pre-Disaster Mitigation (PDM) | |
| Description of Program | Provides funds to states, territories, Indian tribal governments, communities, and universities for hazard mitigation planning and the implementation of mitigation projects prior to a disaster event |
| Maximum Award | \$35.333 Billion, subject to appropriations |
| Matching Ratio | May provide up to 15% of first \$2 Billion of the estimated aggregate amount of assistance; up to 10% for the next portion more than \$2 Billion up to \$10 Billion; and 7.5 % for next portion more than \$10Billion up to \$35.333 Billion |
| Application Period | June 1 to December 4 |
| Contact Information | http://www.fema.gov/government/grant/pdm/index.shtm |
| Flood Mitigation Assistance (FMA) | |
| Description of Program | Planning grants to help applicants reduce or eliminate claims under the National Flood Insurance Program (NFIP) |
| Maximum Award | \$35.333 Billion |
| Matching Ratio | May provide up to 15% of first \$2 Billion of the estimated aggregate amount of assistance; up to 10% for the next portion more than \$2 Billion up to \$10 Billion; and 7.5 % for next portion more than \$10Billion up to \$35.333 Billion |
| Deadline | June 1 to December 4 |

Funding Sources

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| Contact Information | http://www.fema.gov/government/grant/fma/index.shtm |
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Severe Repetitive Loss (SRL)

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| Description of Program | Provides funding to reduce or eliminate long-term risk of flood damage to severe repetitive loss structures insured under National Flood Insurance Program (NFIP) |
| Maximum Award | \$35.333 Billion |
| Matching Ratio | Up to 15% of first \$2 Billion estimated aggregate amount; up to 10% for next portion \$2 Billion to \$10 Billion; and 7.5 % for \$10 Billion to \$35.333 Billion |
| Deadline | June 1 to December 4 |
| Contact Information | http://www.fema.gov/government/grant/srl/index.shtm |

Florida Department of Community Affairs

Florida Communities Trust (Parks and Open Space)

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|------------------------|---|
| Description of Program | Provides funding to acquire parks, open space, greenways and projects. |
| Maximum Award | \$5 million |
| Matching Ratio | Minimum match of 25 % of total project cost |
| Deadline | Application deadline set every year |
| Contact Information | https://floridadep.gov/lands/land-and-recreation-grants/content/parks-and-open-space-florida-forever-grant-program-0 |

Florida Communities Trust Stan Mayfield Working Waterfronts

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|------------------------|---|
| Description of Program | Provides grants to acquire interests in land for the restoration and preservation of working waterfronts. |
| Maximum Award | \$5.65 available statewide for FY 21-22 |
| Matching Ratio | Match not required but encouraged. |
| Deadline | Submittal period October 1-November 1 |
| Contact Information | https://floridadep.gov/lands/land-and-recreation-grants/content/stan-mayfield-working-waterfronts-florida-forever-grant-0 |

Florida Department of Economic Affairs (DEO)

Community Planning and Technical Assistance Grants (CPTA)

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| Description of Program | CPTA grants provide counties, municipalities, and regional planning councils the opportunity to create innovative plans and development strategies to promote a diverse economy, vibrant rural and suburban areas, and meet statutory requirements for planning, while also protecting environmentally sensitive areas. Understanding that many Florida communities have been impacted by hurricanes, CPTA grants may also be used to assist with disaster recovery, resiliency, and economic development planning. |
| Maximum Award | \$75,000 |
| Matching Ratio | N/A |

Funding Sources

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| Deadline | Monday, April 11, 2022, at 11:59 p.m. |
| Contact Information | https://floridajobs.org/community-planning-and-development/programs/community-planning-table-of-contents/technical-assistance/community-planning-technical-assistance-grant |
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Florida Department of Environmental Protection

Clean Vessel Act Program

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|------------------------|---|
| Description of Program | Provides funds for construction of pump out facilities and pump out vessels, and supports educational, outreach and public awareness programs |
| Maximum Award | None listed (up to \$50,000 has been granted in the past) |
| Matching Ratio | Minimum 25% of the total, approved project cost |
| Deadline | Accepted on a year-round, continual basis |
| Contact Information | http://www.dep.state.fl.us/cleanmarina/cva/ |

Land and Water Conservation Fund Program (LWCF)

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|------------------------|---|
| Description of Program | Provides grants to acquire/develop land for public outdoor recreation use |
| Maximum Award | Announced prior to the submission period |
| Matching Ratio | One applicant dollar to one federal dollar for all LWCF grant awards (50% / 50%) |
| Deadline | Announced in Florida Administrative Weekly |
| Contact Information | https://floridadep.gov/parks/land-acquisition-administration |

Florida Recreational Development Assistance Program (FRDAP)

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|------------------------|---|------------------|--------------------|
| Description of Program | Competitive program that provides grants for acquisition or development of land for public outdoor recreation use or to construct or renovate recreational trails | | |
| Maximum Award | \$200,000 | | |
| Matching Ratio | <u>Total Project Cost</u> | <u>RTP Grant</u> | <u>Local Match</u> |
| | \$50,000 or less | 100% | 0% |
| | \$50,001 - 150,000 | 75% | 25% |
| | Over \$150,000 | 50% | 50% |
| Application Period | September 15 to September 30 | | |
| Contact Information | https://floridadep.gov/lands/land-and-recreation-grants/content/frdap-assistance | | |

Recreational Trails Program (RTP)

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| Description of Program | Provides financial assistance for the development of recreational trails, trailheads and trailside facilities |
| Maximum Award | Non-Motorized Projects = \$250,000; Mixed-Use Projects = \$250,000; Motorized Projects = \$307,199 |
| Matching Ratio | RTP Grant : Local Match 80:20 60:40 50:50 |
| Application Period | March 18 through March 31 |

Funding Sources

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| Contact Information | floridadep.gov/lands/land-and-recreation-grants/content/rtp-assistance |
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Section 319(h) Nonpoint Source Stormwater Management Grant

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| Description of Program | Provides funds to implement projects/programs that help reduce nonpoint sources of pollution (restricted to projects that reduce stormwater pollutant loadings from lands that were developed without stormwater treatment that discharge to waterbodies on state's verified list of impaired waters) |
| Maximum Award | None listed |
| Matching Ratio | 40% non-federal match |
| Deadline | Late May |
| Contact Information | https://floridadep.gov/wra/319-tmdl-fund |

Florida Department of State, Division of Historical Resources

Small Matching Grants

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|------------------------|---|
| Description of Program | Provides funding to assist local, regional and state-wide efforts to preserve significant historic and archaeological resources and to promote knowledge and appreciation of the history of Florida. The program does not fund operational support for historic preservation organizations. |
| Maximum Award | \$50,000 |
| Matching Ratio | 1:1, or one applicant dollar for every one state dollar |
| Deadline | Submittal period April 1 through June 1 |
| Contact Information | https://dos.myflorida.com/historical/grants/small-matching-grants/ |

Special Category Grants

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|------------------------|---|
| Description of Program | Provides funding to assist major archaeological excavations, large restoration projects at historic structures, and certain major museum exhibit projects |
| Maximum Award | \$500,000 |
| Matching Ratio | 1:1 |
| Deadline | Submittal Period April 1-June 1 |
| Contact Information | https://dos.myflorida.com/historical/grants/special-category-grants/ |

Florida Department of Transportation

Local Agency Program (LAP)

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|------------------------|---|
| Description of Program | The Local Agency Program or "LAP" provides sub-recipient towns, cities and counties develop, design, and construct transportation facilities with federal funds. LAP agencies prioritize and fund local projects (through their respective MPO or governing board) and are then eligible for reimbursement for the services |
| Maximum Award | \$TBD |
| Matching Ratio | N/A-Requires local government certification to participate LAP program |
| Deadline | Application through local MPO and FDOT District 2 |

Funding Sources

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|---------------------|---|
| Contact Information | https://www.fdot.gov/programmanagement/lap/lap-toc.shtm |
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Florida Fish and Wildlife Conservation Commission

Florida Boating Improvement Program (FBIP)

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|------------------------|---|
| Description of Program | Provides funds for construction/repair of boating access facilities, uniform waterway markers, derelict vessel removal, economic development initiatives that promote boating, and other local boating-related activities |
| Maximum Award | None listed |
| Matching Ratio | No cash match; however, applicant must furnish some form of non-cash match |
| Application period | February 1 - April 4 |
| Contact Information | https://myfwc.com/boating/grants-programs/fbip/ |