

# Intown Redevelopment Plan

## Fifteen-Year Review by Pinellas County



**October 1, 2019**

**Prepared by the City of St. Petersburg (FL)**

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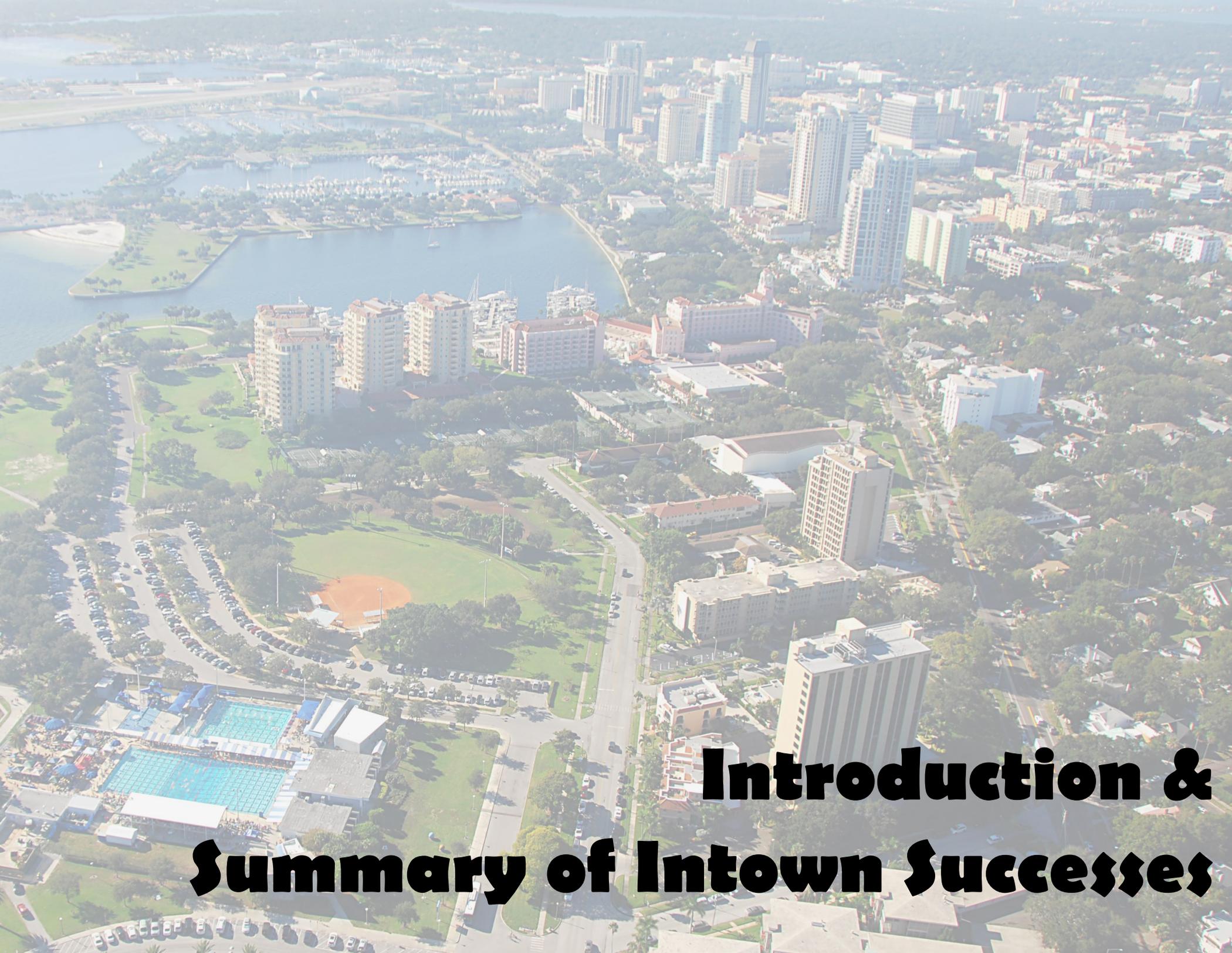
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# **Introduction & Summary of Intown Successes**

In 2005, the City amended the Intown Redevelopment Plan (IRP) to extend until 2032 its use of tax increment financing (TIF) to fund public improvement projects throughout Intown (Ordinance 715-G). This was the first amendment to the IRP since 1998 and included funding through TIF several signature projects that will define Downtown St. Petersburg. In addition to funding the renovation to the Mahaffey Theater, the extension would also pay for the \$50 million Municipal Pier Project and \$5 million in improvements to the Waterfront Park system, a \$14-million mixed-use transportation facility, and \$5 million in streetscape improvements. The total TIF related costs of these projects were approved by Pinellas County via interlocal agreement in the amount of \$95.4 million.

The interlocal agreement also specified that on or before April 7, 2020, Pinellas County will conduct a fifteen-year review of its TIF contribution to the IRP Redevelopment Trust Fund to determine if it will continue, reduce or eliminate its contribution.

Section 38-61(d)(2) of the Pinellas County Code of Ordinances requires the City of St. Petersburg document all the data and analysis specified in that code section and submit a report to Pinellas County by October 1, 2019. The purpose of the report is to allow the County to

*review its tax increment contribution to the fund to determine whether given the totality of the circumstances, it continues to be prudent to dedicate the county portion of the tax increment revenues at the existing level, beyond 15 years, provided that there shall be no reduction in the dedication of tax increment revenues for as long as there are unpaid loans,*

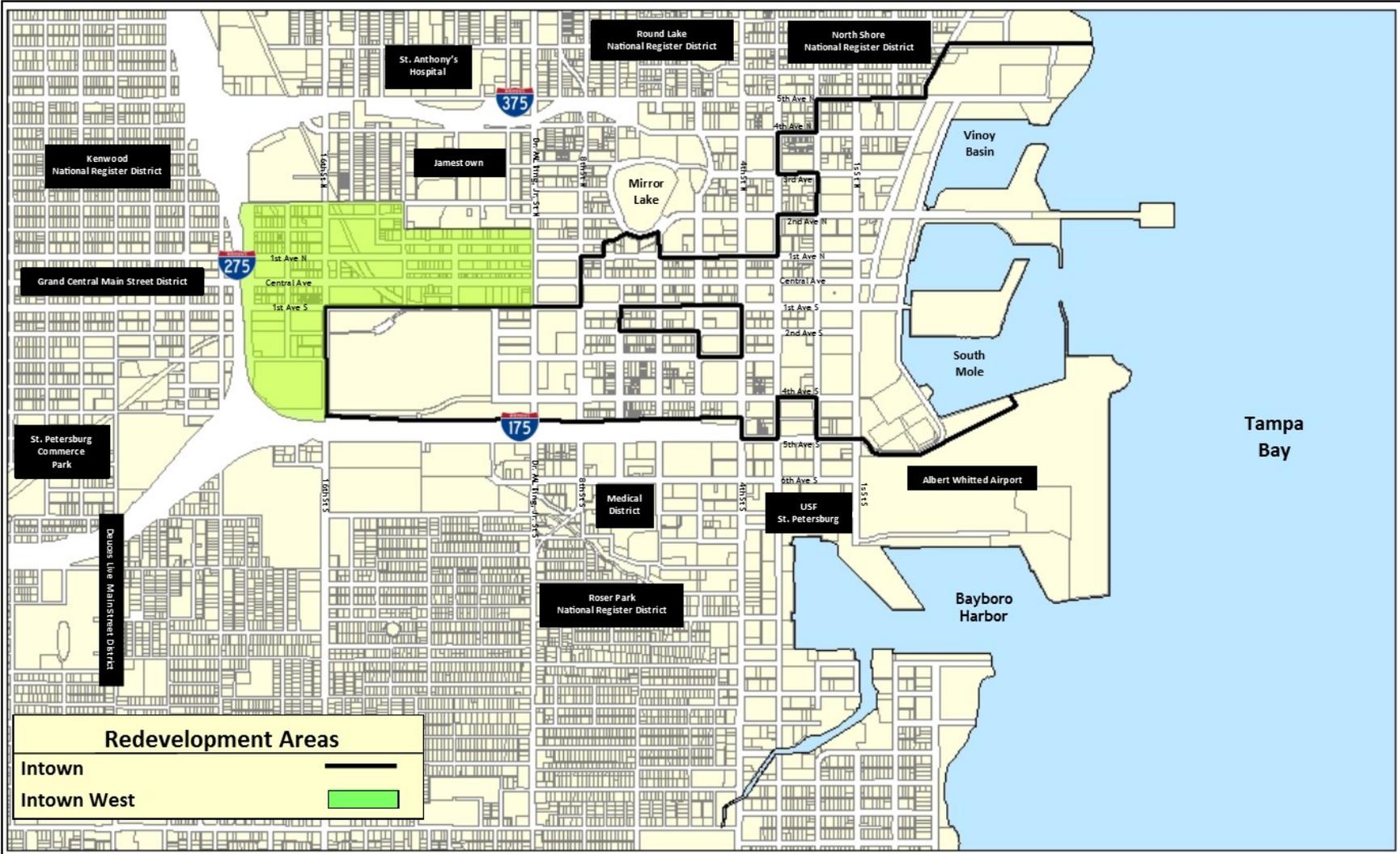
*advances or indebtedness approved as provided herein and secured by the county's tax increment revenues. The county may continue the contribution, eliminate it or reduce it. Any reduction or elimination may require the city to seek additional funding sources for the redevelopment plans and projects that will be in addition to any tax increment financing.*

The overarching goal of the review is to determine if the IRP has been successful in attracting “significant private investment in residential, employment and retail uses so that the community redevelopment area is marketable. Absent realizing this investment, the Plan is not succeeding.” The review is based on the following performance criteria

- Performance of TIF Revenues
- Implementation of the Intown Redevelopment Plan
- Effectiveness of the Intown Redevelopment Plan at mitigating blighting influence.

The following report is broken into three chapters that demonstrate how the City has more than met the minimum requirements of these criteria. Success in meeting these criteria is demonstrated through several measures delineated in the code that will be introduced in the individual chapters that are devoted to them.

The remainder of this opening chapter will provide an overview of the success of the IRP in meeting the performance criteria as well as demonstrating the importance of maintaining Pinellas County’s full participation in completing the Intown



Map 1.1  
**Intown CRA and Environs**



Redevelopment Plan culminating with development of the Tropicana Field site. This 86-acre site will be the cornerstone economic development project for Pinellas County, providing thousands of jobs and housing units to its residents. The table below illustrates the potential economic impact of Tropicana Field either with or without a baseball stadium.

**Table 1.1. Redevelopment Scenarios for the Tropicana Field Site**

Land Use	Scenario 1	Scenario 2
Retail	700,000 SF	300,000 SF
Destination Retail	500,000 SF	200,000 SF
Neighborhood Retail	50,000 SF	50,000 SF
Neighborhood Office	150,000 SF	50,000 SF
Housing <sup>1</sup>	3,200,000 SF 3,000 units	3,200,000 SF 3,000 units
Entertainment/Cultural	NA	200,000 SF
Institutional/Campus	1,000,000 SF	1,000,000 SF
Office/Hotel	2,500,000 SF	2,800,000 SF

Under either scenario, substantial public resources will be necessary to ensure the site is developed to its full potential.

**SUMMARY OF IRP SUCCESSSES**

During the 2005-2020 reporting period, the IRP has been successful on several fronts. It has met or exceeded Pinellas County’s performance criteria described above as well as attracted more than \$1.1 billion in private investment to Intown alone, not including the private investment made in

<sup>1</sup> A significant portion of the redevelopment housing program is proposed for property located west of 16<sup>th</sup> Street South which is in the Intown West Community Redevelopment Area.

adjoining neighborhoods and commercial corridors that may not have been made “but for” the success of the IRP.

**Performance of TIF Revenues**

In response to Pinellas County’s first performance criteria, the IRP TIF has performed substantially better than estimated when the IRP was extended in 2005 (see Figure 2.3 on page 14). Much of the overperformance has occurred since 2014, when Intown revenue grew by 152 percent as of FY2019. The performance of the TIF demonstrates that the IRP has been successful in attracting “significant private investment in residential, employment and retail uses so that the community redevelopment area is marketable” (see Table 1.2 below and pages 15 through 31 for more detail).

The success has also allowed the City and County to reduce their expenditures into redeveloping Downtown while also make available funding to support redevelopment of Tropicana Field into a future cornerstone economic engine for Pinellas County when it is completed. In 2015, City Council approved reducing Pinellas County contribution level to the Trust Fund from 95 percent to 85 percent (Res. 2015-398). Amendments to the IRP in 2018 reduced both City and County contributions. In FY2019, Pinellas County’s contribution to the Intown Redevelopment Trust was reduced from 85 percent to 75 percent, while the City’s was reduced from 95 percent to 75

percent. Beginning in FY2023, the City and County contribution will be reduced from 75 percent to 50 percent (Ord. 333-H).

**Attracting Private Investment within Intown**

From both the growth in actual TIF revenue to the construction activity that has occurred in the CRA, the IRP has attracted significant private investment since 2005. From 2005 to 2018, the IRP has seen more than \$1 billion in new construction development and another \$182.6 million in renovation activity (see Figure 2.4 on page 16). This activity is concentrated in residential and retail development as well as hotel uses. Cultural uses, such as the Salvador Dali Museum and the Museum of Fine Arts, have been an important component of Intown development activity and are synergistic uses with residential activity, continuing to fuel Downtown as an attractive place of residence.

Table 1.2 below depicts the extent of investment in Intown by land use. It is broken into three phases to reflect the development slowdown created by the Great Recession.

**Table 1.2. New Construction in Intown by Period (2005-2020)**

	2005-09	2010-14	2015-20	Planned	Total
DUs	895	534	1,430	1,098	3,957
Office (SF)	284,334	7,552	3,300	150,000	445,186
Campus (SF)	121,356	0	0	0	121,356
Retail (SF)	99,764	5,000	89,566	53,568	247,898
Assembly (SF)	0	6,000	0	20,000	26,000
Hotel (rooms)	0	20	274	568	862
Culture (SF)	60,144	86,053	105,287	0	251,484

Figure 2.8 on page 20 below shows the location of major projects within the Intown Redevelopment Area.

**Attracting Private Investment outside Intown**

The impact of development in Intown on property values is not limited to the CRA. Evidence of private investment in the CRA unlocks a cycle, where nearby properties become more valuable, spurring more investment in adjoining areas. In St. Petersburg, this cycle extends to not only the remainder of Downtown to the north and west between the interstate boundaries, but also to commercial corridors that emanate from the CRA borders and adjoining residential neighborhoods. Growth in property values – and City and County revenue - in these areas would have been far less without the significant public and private investment within Intown.

***Downtown Development near Intown***

As with Intown, residential development has been robust throughout the remainder of Downtown since 2005, accounting for nearly 3,000 units built or under construction. This is by far the largest land use in terms of number of projects and magnitude and exceeds the number of dwelling units built in the Intown CRA during that period.

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Table 1.3. Development near Downtown (2005-2020)

Land Use	Amount
Dwelling Units	2,976
General Office	5,543 SF
Medical Office	7,600 SF
Retail	114,114 SF
Assembly	0
Hotel Rooms	387
Museum of the Arts & Crafts	172,000 SF
SP Police Department HQ	176,000 SF

Figure 2.11 on page 23 below shows the widespread investment in the areas of Downtown adjoining but not including Intown.

**Commercial Corridor Revitalization**

St. Petersburg’s commercial corridors are an important provider of services, employment and tax revenue. Their economic health is inextricably bound to the health of surrounding neighborhoods. Moreover, several corridors feed into – and are conduits of growth from – Downtown. As such, their proximity to Downtown can attract new investment as reflected in the growth of commercial property values as assigned by the Pinellas County Property Appraiser.

City staff analyzed the growth in commercial property values from 2005 to 2019 for four commercial corridors that emanate from Downtown as well as two subareas of Downtown not within Intown. These included the Grand Central Main Street District, Fourth Street, Dr. Martin Luther King, Jr. Street and 16<sup>th</sup> Street. The Downtown subareas include the Edge District

and all Downtown excluding Intown (see pages 20 through 31 for more description). These six areas were then compared against the performance of Intown, Citywide and Countywide valuations as well as the valuations of Pinellas County’s commercial properties.

Against the four benchmarks, the growth rates in values for three of the six corridors – Edge District, Downtown (ex. Intown) and 16<sup>th</sup> Street – outperformed Intown’s 260 percent growth from 2005 to 2019. For the other three benchmarks dealing with City and County growth in values, all six corridors substantially outperformed the benchmark growth rates.

The actual revenue generated for these five corridors over the reporting period is nearly \$90 million in both City and County taxes. With a conservative assumption that the robust investment in Downtown St. Petersburg increases property tax revenue by 33 percent in these corridors, yielding an additional \$22.2 million over fifteen years in local government revenue from just these five corridors. A more realistic assumption would acknowledge that a vibrant Downtown St. Petersburg doubles tax revenue, yielding an additional \$44.5 million in revenue to St. Petersburg and Pinellas County.

**Neighborhood Revitalization**

Staff conducted a similar analysis with nine neighborhoods near Downtown with the goal of determining the fiscal premium of their location near Downtown (see Figure 2.14 on page 28).

- Bartlett Park
- Campbell Park
- Euclid/St. Paul
- Historic Kenwood
- Historic Old Northeast
- Old Southeast
- Palmetto Park
- Roser Park
- Uptown

Except for Bartlett Park, all residential neighborhoods had growth rates exceeding the Citywide-, Countywide- and Countywide residential rates. Staff also applied the same fiscal impact scenario of reduced property values and found that the nine neighborhoods surrounding Downtown provided a combined revenue of \$255 million from 2005 to 2019.

With a conservative assumption that the robust investment in Downtown St. Petersburg increases property tax revenue by one-third, yielding an additional \$64 million in local government revenue from these neighborhoods. A more realistic assumption would acknowledge that a vibrant Downtown St. Petersburg doubles tax revenue, yielding an additional \$127 million in revenue to St. Petersburg and Pinellas County.

**Implementation of the Intown Redevelopment Plan**

Section 38-61(d)(2) of the Pinellas County Code of Ordinances asks how the City has performed in implementing the IRP with

a “particular emphasis on use of TIF funds in implementation.” To measure this, the City must

- *identify capital projects substantially completed compared to the redevelopment projects of the IRP.*
- *describe changes in employment opportunities in the Intown CRA, comparing years from 2005 to 2020.*

**TIF-Funded Redevelopment Projects**

The projects approved as part of the 2005 IRP extension and subsequent amendments are identified in Table 3.2 on page 35 below and activities related to their implementation detailed on pages 36 through 46. The City has either completed - or made significant progress towards completing - the projects that were included in the IRP prior to the 2018 amendments that included \$75 million to fund public infrastructure for redeveloping Tropicana Field.

The completed or nearly completed projects include the Duke Energy Center for the Arts (Mahaffey Theater and the Salvador Dali Museum), which was finished in 2011, and the Municipal Pier and associated Downtown Waterfront Park Improvements that will be completed in 2020. The remaining projects such as redevelopment of the Tropicana Field site and waterfront resiliency and adaptation will be completed by the 2032 sunseting of the IRP.

*Municipal Pier Project* Now known as the St. Pete Pier, the \$50 million project was the main impetus for extending the IRP to

2032. Its progress was slowed by a 2013 public referendum that stopped “The Lens” project approved by City Council. A new public engagement and design process was re-started upon Mayor Rick Kriseman taking office in 2014 with a new design and funding approved by City Council in 2015. The new St. Pete Pier is scheduled to be completed by spring 2020. All funding related to this project has been encumbered by debt issuances.

**Downtown Waterfront Master Plan (DWMP) Improvements** The City recognized that one of the drawbacks of the Inverted Pier was its isolation from the bustling activity of the Downtown Core and Beach Drive. The adoption of the DWMP in 2015 provided a suite of public improvements within the Pier Approach (Pier District) that would physically link the St. Pete Pier to the rest of Downtown. In 2015, the Pinellas County Board of County Commissioners approved \$20 million to fund the Pier District project. The Pier District, which extends from Beach Drive to the land side of the Pier, will open with the Pier in 2020. All funding related to the project has been encumbered by debt issuances.

**Enhancements to Pier Project/Pier District** In April 2017 City Council approved up to \$10 million for “Enhancements to the Municipal Pier Project” and/or “Enhancements to the Downtown Waterfront Master Plan Improvements in the Pier District”. In August of that year, City Council approved dedicating the funding to the St. Pete Pier project. This project has no remaining fund balance.

**Duke Energy Center for the Arts** This project was another impetus for extending the IRP to 2032 as the City sought to renovate the Mahaffey Theater but would later include providing funding to complete the Salvador Dali Museum, which through a referendum, City voters approved use of the former Bayfront Center site. The cost for the Duke Energy Center for the Arts funded by TIF totaled \$28.354 and the project was completed in 2011 with opening of the Salvador Dali Museum. There is no current fund balance for the project.

**Downtown Transportation and Parking Improvements** While the IRP has a detailed multifaceted transportation program, TIF funding for transportation improvements has focused on constructing public parking structures. In 2005, the IRP budget allocated \$14 million for a mixed-use transportation facility but funding was cut to pay for the St. Pete Pier; through the 2017 amendments to the IRP, City Council reduced to \$4 million in the “Downtown Transportation and Parking Improvements” project budget that could be used to fund parking structures.

In 2019, City Council approved use of \$1.0 million in TIF funding to participate in a public-private partnership to help fund a parking garage at the southeast corner of 5<sup>th</sup> Street North and 1<sup>st</sup> Avenue North. With this commitment, the project has \$3.0 million remaining in its budget.

**Pedestrian System Streetscaping Improvements** This project relates to funding the IRP’s “Plaza Parkway” program that entails construction of public improvements, including pedestrian system improvements. To support the project, the City has allocated \$2.5 million from tax increment financing.

Since 2005, the City has expended or encumbered approximately \$1.6 million for Plaza Parkway streetscape improvements in the IRP, which leaves approximately \$900,000 in the project fund balance as of September 2019.

**Park Improvements** Another \$2.5 million to fund park improvements that was approved in 2010 will continue the City’s focus on maintaining and improving the IRP’s Waterfront Park System and facilities as support amenities for Downtown’s residential and specialty retail market. In 2015, the City expended \$260,000 to re-sod Al Lang Field for the Tampa Bay Rowdies, leaving a current project balance of \$2.24 million as of September 2019.

**Waterfront, Transit and Parking Improvements** In 2018 City Council increased the redevelopment program budget by \$75 million with up to \$40 million in TIF funding approved for projects east of 8<sup>th</sup> Street that support

- waterfront infrastructure related to resiliency and adaptation measures;
- rehabilitation and conservation of historic properties;
- transit infrastructure projects; and
- parking improvements.

As of September 2019, approximately \$1.6 million has been expended on seawall reconstruction near the Pier approach. Another \$3.6 million was appropriated for a City contribution for parking spaces for a project located at 1<sup>st</sup> Avenue North and 5<sup>th</sup> Street North. A fund balance of \$29.5 million remains in this project.

**Rehabilitation and Conservation of Historic Resources** To support the continued rehabilitation and conservation of historic properties, in 2018 City Council added up to \$5.0 million to the IRP redevelopment program funded by TIF. In January 2019, City Administration launched the first grant cycle and made the following awards.

**Table 1.4. IRP Historic Preservation Grant Awards in 2019**

Rank	Score	Property	Award
1	49	Green Richman Arcade	\$47,820
2	47	State Theater	\$250,000
3	44	Snell Arcade	\$148,147
4	37	Hotel Detroit	\$140,141
5	30	Flori-de-Leon	\$250,000
<b>Total</b>			<b>\$806,112</b>

The City expects to hold at least four more annual applicant rounds of the IRP historic preservation grant. As of September 2019, approximately \$4.193 million remains in the project budget.

**Redevelopment Infrastructure Improvements** This project was created to fund anticipated costs associated with redevelopment the Tropicana Field site. City Council amended the IRP in 2018 to allow the expenditure of no less than \$75 million in TIF funding for redevelopment infrastructure improvements west of 8<sup>th</sup> Street related to the redevelopment of Tropicana Field. These improvements could include

- brownfield mitigation and remediation

- public open space amenities on the site including improvements that reactivate Booker Creek;
- streetscape improvements to reestablish the grid network on Tropicana Field and connect it with surrounding neighborhoods;
- transit infrastructure and improvements; and
- parking improvements.

Any surplus remaining in the IRP Redevelopment Trust Fund after completion of the Tropicana Field projects will be returned to the City of St. Petersburg and Pinellas County. As of September 2019, no funding has been expended or encumbered to implement this project.

**Change in Intown Employment since 2005**

The final metric that Pinellas County requires from the City for the fifteen-year review is an assessment of the change in employment in Intown. With the extensive private nonresidential investment in the IRP since 2005, the CRA has seen an increase in employment during the period.

Between 2005q1 and 2019q1, Intown employment grew by 14 percent, from approximately 7,300 to 8,300 employees. Wage growth was significantly higher, though, rising 61 percent over the same period.

Table 1.5. Employment Growth in Intown (2005-2019)

Year	Establishments	Q1 Employees	Q1 Wages
2005	571	7,258	\$98,234,660
2006	570	7,102	\$106,218,014
2007	582	7,721	\$114,768,542
2008	543	6,545	\$107,567,885
2009	607	6,472	\$98,438,333
2010	619	6,232	\$103,809,216
2011	625	6,630	\$95,892,755
2012	619	6,956	\$113,434,109
2013	643	7,372	\$125,713,077
2014	611	7,173	\$137,485,683
2015	584	6,992	\$142,526,369
2016	566	7,489	\$135,471,590
2017	584	8,174	\$166,440,800
2018	580	8,736	\$165,121,517
2019	576	8,295	\$158,031,524
		<b>14%</b>	<b>61%</b>

**Effectiveness of IRP in Mitigating Blight**

As part of its fifteen-year review measures, Pinellas County requires the City of St. Petersburg to demonstrate the effectiveness of the Intown Redevelopment Plan in mitigating blight through the following measures:

- *A comparison, from the year 2005 to year 2020, of the changes in the median household income in the intown redevelopment area to the citywide median household income.*

- *A comparison of the land-value to improvement-value in the intown redevelopment area from year 2005 to year 2020.*
- *A comparison of the changes, from year 2005 to year 2020, in the percentage of land in the intown redevelopment area that is devoted to surface parking, or is vacant, or is otherwise underutilized.*
- *A comparison of the percentage of deteriorated or dilapidated structures in the intown redevelopment area from the year 2005 to year 2020.*

On all fronts, the Intown Redevelopment Plan has made great strides to uplift the economic prospects of Downtown. During the reporting period, the median household income for Intown residents converged with or surpassed the Citywide rate. In 2000, median household incomes were approximately 50 percent of the Citywide median; by 2017, Intown household incomes were on par or exceeding that of St. Petersburg (see Table 4.1 on page 60). This change in household income has reverberated throughout the Downtown economy as the increased purchasing power has attracted new restaurants, museums, taverns, galleries and specialty shops and arts and entertainment uses have made Downtown St. Petersburg one of the leading downtowns in the southeastern United States.

In addition, property values increased significantly from 2005 to 2018 as a result of the growth. A significant part of this

growth involved putting into productive use nearly 50 percent of the land that was deemed underutilized in 2005 adding the following land uses by 2019:

**Table 1.6. Intown Development on Underutilized Holdings since 2005**

Land Use	Built <sup>2</sup>	Proposed	Total
Residential Units	1,787	1,098	2,885
Retail SF	134,370	53,568	187,938
Office SF	264,734	150,000	414,734
Museum/Gallery SF	113,053	0	113,053
Hotel Rooms	279	568	847
Assembly Sf	0	20,000	20,000
Parking Structure (sp.)	900	500	1,400
Public Parkland (SF)	308,600	0	308,600

Finally, deteriorated and dilapidated structures, not a significant cause for concern by 2005, are a small percentage of Downtown structures that have been cited by the City’s Codes Compliance Department. Between 2005 and December 2018, the Codes issued 469 citations in Downtown St. Petersburg, which is roughly defined by the interstates and Tampa Bay. Of these total citations, only forty-three were issued within the Intown Redevelopment Area, thirty-six on three properties that were resolved by 2017, either through compliance, redevelopment or substantial renovations (see page 70).

<sup>2</sup> Includes projects currently under construction.



**TIF Revenue Performance &  
Private Investment in IRP**

As part of its 15-year review of the Intown Redevelopment Plan (IRP), Pinellas County requires the City to look at the growth of property values and tax increment financing revenue within the Intown CRA. Specifically, the County is asking if the annual TIF revenues compare with the estimated revenues. This information is gathered from the Pinellas County Property Appraiser, which typically finalizes the tax roll in March of the year following the July release of preliminary estimates.

The following section will include the information required by Sec 38-61 (d)(2)1 of Pinellas County Code. In addition, it will provide an overview of the development activity within Intown that has occurred to generate the revenues. This section will demonstrate the significant amount of private investment that the IRP's TIF-funded public improvements have attracted, which justifies continuing Pinellas County's TIF contributions at the level reflected in the IRP Interlocal Agreement to support the final key phase of Downtown revitalization at Tropicana Field. Finally, this section will look at the catalytic effects of these IRP investments on adjoining areas of Downtown St. Petersburg and nearby neighborhoods and commercial corridors where increased investment has led to growth rates in property values higher than in the City and County.

### CHANGE IN TIF REVENUES (2005 TO 2020)

As was noted in the Introduction, the 2005 extension of the IRP to 2032 enabled the City of St. Petersburg to finance the Municipal Pier Project and the Mahaffey Theater Project whose collective costs would be over 75 percent of the total Intown TIF budget of \$95.4 million. The other projects proposed in the

IRP budget –pedestrian system/streetscaping, park improvements and a multimodal transportation facility – could be funded on a pay-as-you go basis but bonded debt would be needed for the two big projects. To estimate the revenue needed to pay the debt service to fund the two projects, the City projected that Intown property values would increase by approximately 6 percent annually resulting in an annual TIF revenue of \$9.224 million annually by 2020.

The projected growth rate was informed by the inconsistent performance of property values within Intown from 1982 to 2004, when the City was unable to cover its full debt service on bonds with TIF funding. When the IRP was first adopted in 1982, City staff projected Intown property values would grow by nearly 800 percent to \$980 million through 2000. Instead, values grew by 275 percent to \$296 million.

Figure 2.1 Tropicana Field



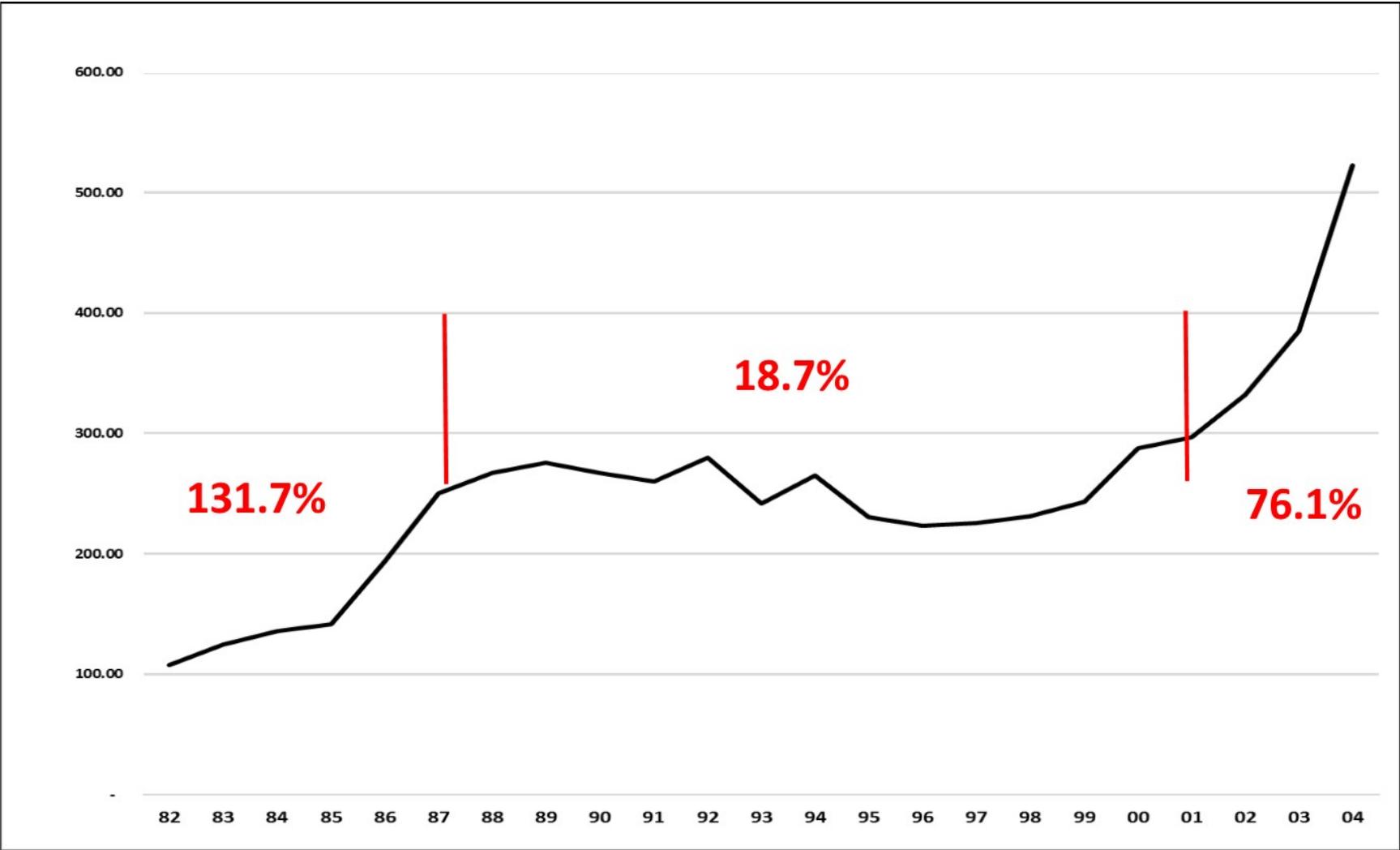


Figure 2.2  
**Growth in Taxable Property Values in Intown CRA (1982-2004)**

There were certainly some glimmers of fast growth during the 1982 to 2004 period. As can be seen in Figure 2.1, Intown property values grew 131.7 percent from the inception of the TIF district to 1987. During this period, the City issued bonds in 1984 and 1986 to pay for construction of Tropicana Field, and TIF revenue was adequate to service the debt through 1987. Beginning in that year, however, Intown property values were either stagnant or declining through 2001, when values grew only 18.7 percent. In fact, Intown property values declined for five years in the period from FY90 to FY96, during which the taxable value of the TIF district decreased by \$43.7 million. The net result of this decline and stagnation in property values was to force the City to expend \$8.9 million in non-TIF revenue to cover its debt service. Property values would recover after the mild recession caused by the bursting of the “Dot Com” bubble and the September 11<sup>th</sup> terrorist attacks, growing 76 percent through 2004.

It is important to have this background in mind when comparing the estimated TIF revenues the City utilized to project debt service for the 2005 extension with its actual performance of Intown since. Through its conservative projections, the City was attempting to account for dips in the Downtown economy that may affect the flow of TIF revenue and was operating on the principle that TIF revenues should cover TIF debt service for the IRP projects proposed without relying on other funding sources.

The period between 2005 and 2020 shows a similar pattern of early growth with a downturn, albeit it for a significantly less

period in the middle, with a then a resumption of growth. As evidenced by Figure 2.3, the City’s projected growth in TIF was too conservative in the years after 2005 until 2009 when property values grew by 67.6 percent, leading to a near \$300 million gap between projected and actual values. The onset of the Great Recession shrank valuations by 18.8 percent to such an extent that estimated and actual Intown property values virtually converged in 2013. However, Intown property values have grown so significantly since (over 153 percent) that a gap of \$1.2 billion now exists between estimated and actual values.

Table 2.1. Actual & Projected Total Annual Intown TIF Revenue (2005-2020)

FY	Annual TIF Revenue		Difference	% of
	Actual	Projected		Projected
2005	\$6.221	\$6.221	\$0.00	-
2006	\$7.286	\$6.392	\$0.89	14%
2007	\$8.063	\$6.566	\$1.50	23%
2008	\$8.619	\$6.744	\$1.88	28%
2009	\$9.245	\$6.927	\$2.32	33%
2010	\$8.213	\$7.113	\$1.10	15%
2011	\$7.981	\$7.304	\$0.68	9%
2012	\$7.294	\$7.498	(\$0.20)	-3%
2013	\$8.074	\$7.698	\$0.38	5%
2014	\$8.828	\$7.901	\$0.93	12%
2015	\$9.854	\$8.110	\$1.74	21%
2016	\$10.974	\$8.323	\$2.65	32%
2017	\$12.691	\$8.540	\$4.15	49%
2018	\$14.771	\$8.763	\$6.01	69%
2019	\$17.631	\$8.991	\$8.64	96%
2020 <sup>1</sup>	\$21.550	\$9.224	\$12.33	134%

<sup>1</sup> Final FY2020 TIF revenue for Intown will be available after March 2020.

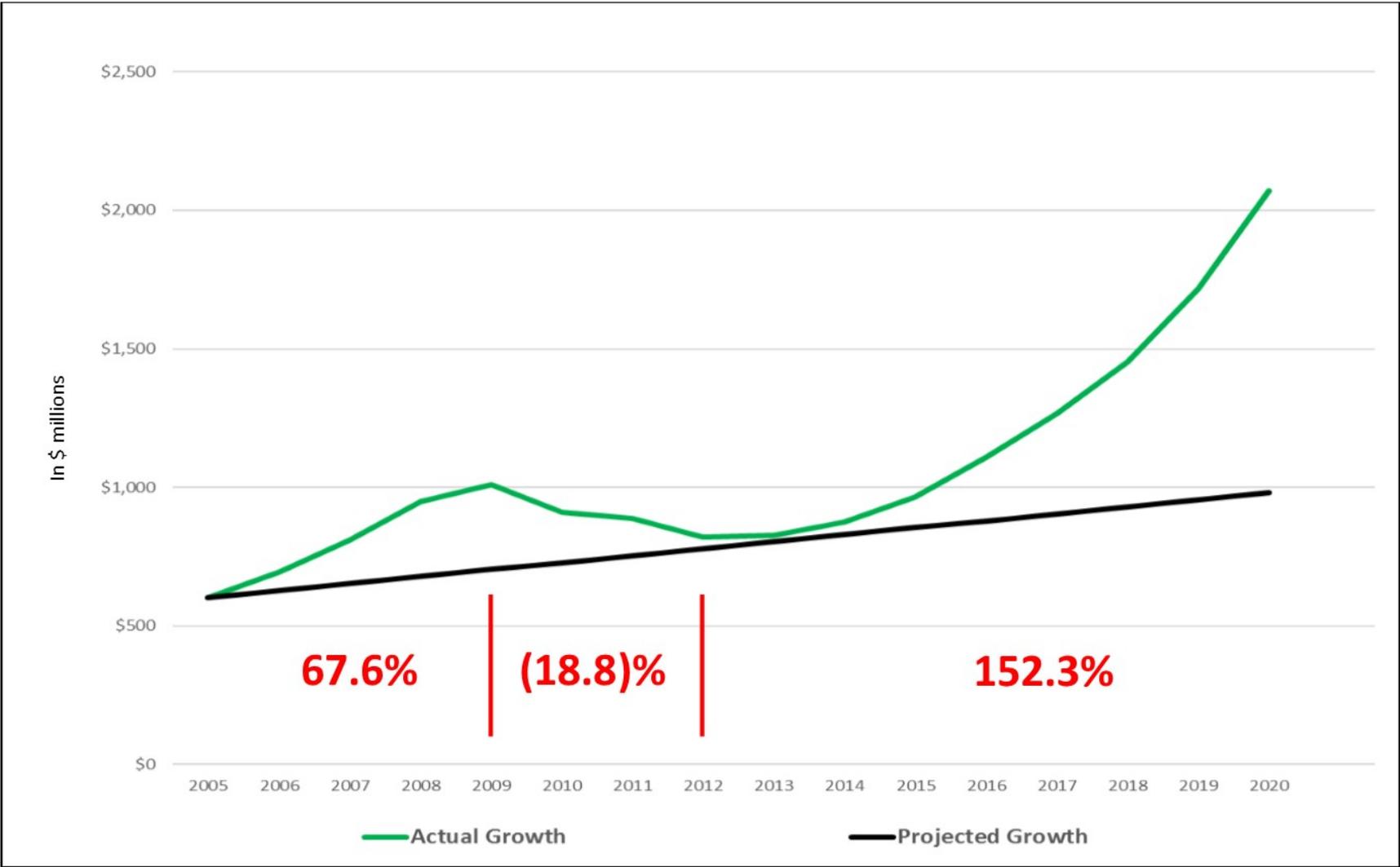


Figure 2.3  
**Growth in Taxable Property Values in Intown CRA (2005 to 2020)**



Of course, the growth in actual Intown property values has led to a significant divergence from the estimated annual revenue since 2014. As can be seen from Table 2.1, while the years 2007 to 2009 showed actual TIF revenue growth well above the estimates fueled largely by the housing bubble, the real divergence between the estimates and actuals began occurring in 2016, which registered actual revenue that was 32 percent higher than the estimates. Every year since has shown actuals as an ever-increasing percentage of the estimates.

The success of the IRP in generating significant TIF revenue growth since the recession has allowed the City and County to begin reducing their contributions to the IRP Trust Fund. In 2015, City Council approved reducing Pinellas County contribution level to the Trust Fund from 95 percent to 85 percent (Res. 2015-398). Amendments to the IRP in 2018 reduced both City and County contributions. In FY2019, Pinellas County's contribution to the Intown Redevelopment Trust was reduced from 85 percent to 75 percent, while the City's was reduced from 95 percent to 75 percent. Beginning in FY2023, the City and County contribution will be reduced from 75 percent to 50 percent (Ord. 333-H).

## INTOWN DEVELOPMENT SINCE 2005

In citing the reason for the fifteen-year review, Pinellas County Ordinance Sec. 38-61(d)(2)(a) states that the "success of the plan relies on significant private investment in residential,

employment and retail uses so that the community redevelopment area is marketable. Absent realizing this investment, the plan is not succeeding."

From both the growth in actual TIF revenue to the construction activity that has occurred in the CRA, the IRP has attracted significant investment since 2005. (As will be shown below, it has also been a catalyst for development outside its boundaries.) From 2005 to 2018, the IRP has seen more than \$1 billion in new construction development and another \$182.6 million in renovation activity (see Figure 2.4).<sup>2</sup> This activity has concentrated in residential and retail development as well as hotel uses. Cultural uses, such as the Salvador Dali Museum (#3) and the Museum of Fine Arts (#5), have been an important component of Intown development activity and are synergistic uses with residential activity, continuing to fuel Downtown as an attractive place of residence. See also Figure 2.7, which shows major development projects in Intown during the period. Note that numbers following projects in this chapter refer to their location on this figure.

## Residential Development

Residential investment has been a driving force in the revitalization of downtown and housing generally been built during all three development periods indicated on Table 2.2, even during the Great Recession of 2007 to 2009. According to permitting records, residential-only development was valued at

<sup>2</sup> Data is based on the value of building permits submitted to the City's Planning and Development Services Department's Construction Services

Division. Permit data from 2019 has been excluded because it would only include part of the year.

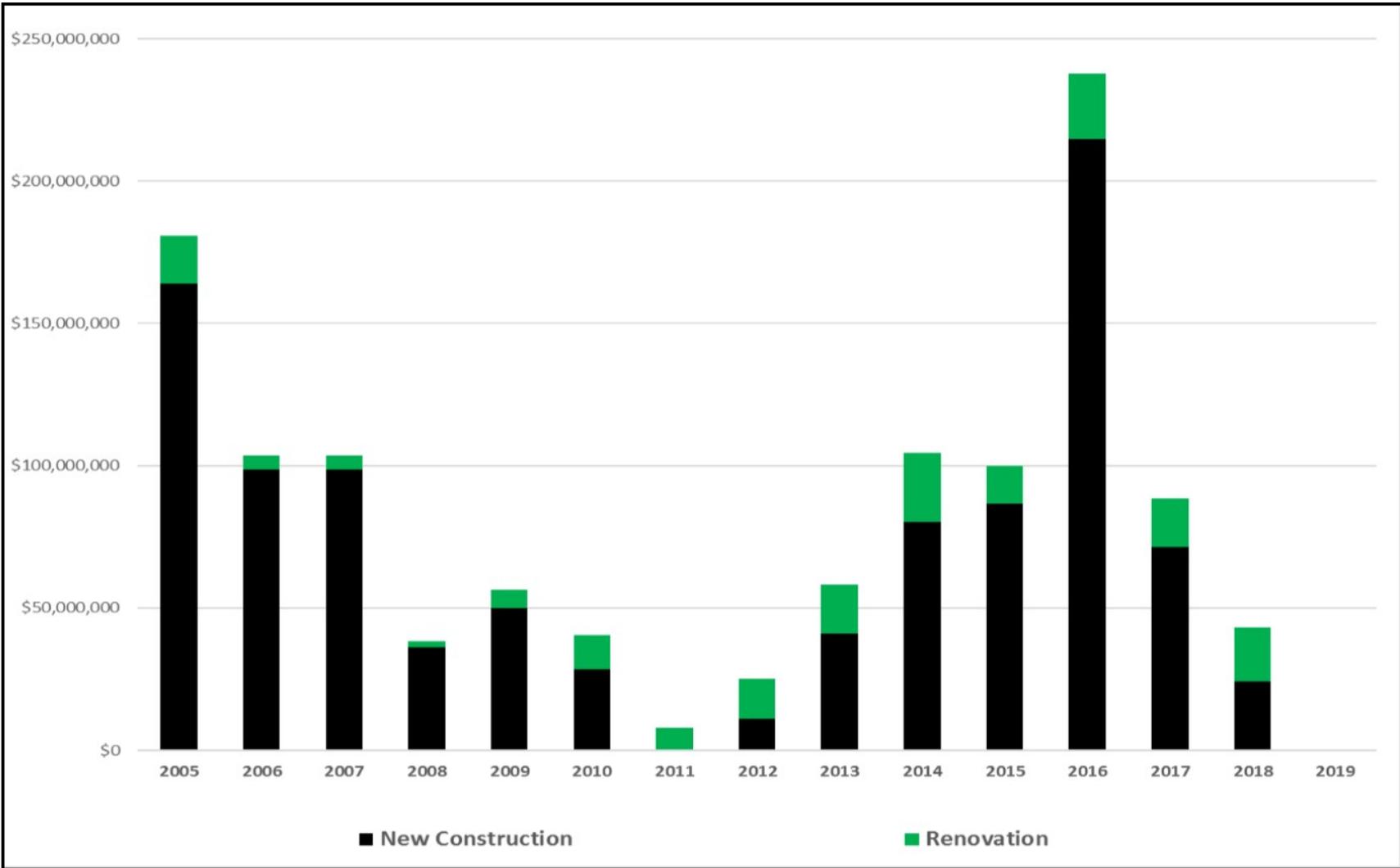


Figure 2.4  
**Annual Construction Permit Values within Intown CRA (2005 to 2019)**



\$465.5 million, which is 43 percent of the aggregate permit values between 2005 and 2018). This does not include residential mixed-use project that comprised \$358 million of total permit value, a large portion of which include major projects on Beach Drive, such as Ovation (#11) and Parkshore Plaza (#7). Including just half of this value would suggest close to 60 percent of all construction value in Intown during the period came from residential development (see Figure 2.6).

In the years prior to the recession, residential development brought 895 units to Intown with more than five hundred units built on Beach Drive, which saw the completion or groundbreaking of three condominium projects that effectively completed the development of St. Petersburg's premier street - 400 Beach (#6), Parkshore Plaza and Ovation. Signature Place (#16) was also built on 1<sup>st</sup> Street South, bringing its iconic modernistic design to Downtown. The remaining projects built during this era were primarily located in the University Park area of Downtown bounded roughly by 4<sup>th</sup> Street South, 8<sup>th</sup> Street South, 2<sup>nd</sup> Avenue South and 4<sup>th</sup> Avenue South. These were primarily small condominium developments of less than 30 units, with the main exception being the Sage (#21), located in the 400 block of 4<sup>th</sup> Avenue South.

Residential development in Intown that broke ground in the aftermath of the Great Recession, totaling 534 units, when lending was difficult were different from that built before and afterwards. Over two hundred units were built as part of Urban Landings/Harbour's Edge (#26) and Campbell Landings, which are senior and/or workforce housing projects constructed with public funding resources. Only Modera Prime

(#9), a 309-unit apartment complex located at 235 3<sup>rd</sup> Avenue North, offers market rate rents.

**Figure 2.5. Saltaire (300 blk of 1st St S)**



Since 2015, residential complexes have been market rate and geographically spread throughout Intown, bringing 1,430 units. In addition, they have been mixed between luxury condominiums such as One St. Petersburg (#14), The Salvador (#18) and Bliss and market rate apartment complexes, including The Hermitage (#26), Camden Pier District (#19) and Beacon 430 (#22). Development approved but not under construction, nearly 1,100 units as part of the Saltaire (#17), Ascent (#12) and 400 Central (#24) projects, will be primarily

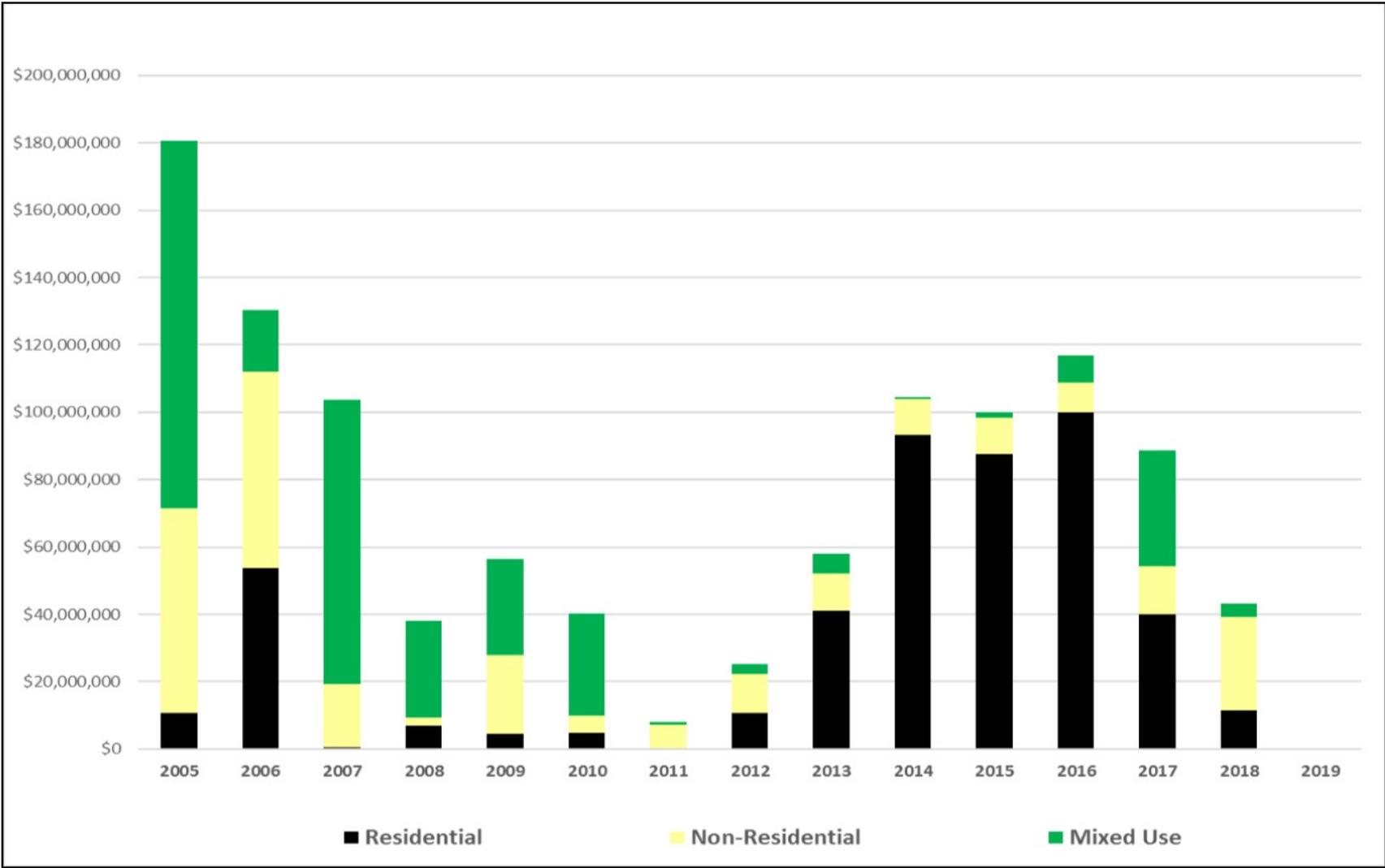


Figure 2.6  
**Intown Construction Permit Values by Development Type (2005 to 2018)**



condominium residents. As can be seen in Figure 2.6, single-use residential projects represent the vast majority of the permit value in the years following the Great Recession.

**Table 2.2. New Construction in Intown by Period (2005-2020)**

	2005-09	2010-14	2015-20	Planned	Total
Dwellings	895	534	1,430	1,098	3,957
Office	284,334	7,552	3,300	150,000	445,186
Campus	121,356	0	0	0	121,356
Retail	99,764	5,000	89,566	53,568	247,898
Assembly	0	6,000	0	20,000	26,000
Hotel (rooms)		20	274	568	862
Culture	60,144	86,053	105,287	0	251,484

### Office Development

New office development from 2005 onward was limited to the first development period and mostly associated with the construction of the 221,000-SF Duke Energy Florida Headquarters (#13) on First Avenue North. Signature Place did add 38,000 SF of office as part of its mixed-use development on 1<sup>st</sup> Street South. New office has been planned for City-owned property near UPC in the 800 block of 1<sup>st</sup> Avenue South (see #27 and Figure 2.7). The 150,000 SF project will also include a hotel as well as garage with public parking spaces that were part of the development agreement between the City and the St. Petersburg-based insurance company.

### Retail Development

Among the three development periods, retail development peaked from 2005 to 2009 with nearly 100,000 SF being built.

**Figure 2.7. Proposed UPC Development at 800 1st Ave S**



Nearly all was associated with mixed-use residential development projects such as Ovation, Parkshore Plaza and Signature Place that offered space ranging between 15,000 SF to 25,000 SF for specialty retail.

Between 2015 and 2020, another 89,566 SF of retail was built. The major contributors to the inventory were the Downtown Publix (#25) built in conjunction with the Morean Gallery and over 23,000 SF at the New St. Pete Pier for Teak Restaurant at the Pier Head, Doc Ford’s in the Pier District as well as other food services.

Planned development will bring an estimated 54,000 SF of retail as part of the residential mixed-use development described above.



Figure 2.8

**Major Development Projects within Intown CRA (2005 to 2020)**



## Hotel Development

Most of the 294 hotel rooms built during the reporting period were open (The Hyatt at One St. Petersburg) or under construction (The Galaxy) in 2018. The Grayl Hotel on Beach Drive was a historic building from the 1920s that was totally reconstructed in the post-recession era.

Planned hotel development from 400 Central (216 rooms), Ascent on the Duke Energy block and the aforementioned UPC project (180 rooms) are expected to bring nearly 570 units to Intown in the next three years.

## Cultural Arts Development

Intown saw development of cultural uses in all of the development periods identified in Table 2.2. The early period saw the opening of the new wing of the Museum of Fine Arts (#5) on Beach Drive NE along with the opening of St. Petersburg College's Downtown Campus that brought a theater, the Florida International Museum and Florida Orchestra.

During the post-recession era after 2010, the new Salvador Dali Museum opened its iconic doors in 2011, while the Dale Chihuly Gallery opened on Beach Drive NE at 400 Beach Drive NE.

The last period taking us through 2020 saw the 2018 opening of the Tom James Museum of Western Art (#15) in an 88,247

Figure 2.9. Museum of Fine Arts Addition



SF space in the South Core Garage. The Morean Gallery opened in 2017 in the 700 block of Central Avenue.

## THE CATALYTIC EFFECTS OF THE IRP

The impact of development in Intown on property values is not limited to the boundaries of the CRA. Evidence of private investment in the CRA unlocks a cycle, where nearby properties become more valuable, spurring more investment in adjoining areas. In St. Petersburg, this cycle extends to not only the remainder of Downtown to the north and west between the interstate boundaries, but also to commercial corridors that emanate from the CRA borders and adjoining residential neighborhoods. Growth in property values – and City and County revenue - in these areas would have been far

less without the significant public and private investment within Intown.

**Downtown Development near the Intown CRA**

As with Intown, residential development has been robust throughout the remainder of Downtown since 2005, accounting for nearly 3,000 units built or under construction. This is by far the largest land use in terms of number of projects and magnitude. This exceeds the number of units built within Intown during that period. (It should be noted that 1,100 units are planned for Intown in the upcoming few years.) Figure 2.11 below shows the widespread investment in the areas of Downtown adjoining but not including Intown. (Note: numbers correspond with projects depicted on Figure 2.11.)

Table 2.3. Development near Downtown (2005-2020)

Land Use	Amount
Dwelling Units	2,976
General Office	5,543 SF
Medical Office	7,600 SF
Retail	114,114 SF
Assembly	0
Hotel Rooms	387
Cultural Uses	172,000 SF
SP Police Department HQ	176,000 SF

Nearly all the residential development was built along the Central Avenue Corridor to I-275 and along the Dr. Martin Luther King, Jr. Street South/8<sup>th</sup> Street South corridor. Some notable residential development in the Downtown area includes

Map #	Development	# Units
1	Walker Whitney Plaza	56
14	Portland	68
18	Icon	368
20	Bainbridge	386
26	Fusion 1560	326
27	Artistry	251
28	Vantage Lofts	211

Figure 2.10. Pennsylvania Marriot Hotel





Figure 2.11  
**Major Development Projects near Intown CRA (2005-2020)**



Hotel development in the Downtown area totaled 387 rooms, which exceeds the 274 rooms constructed since 2005. This figure does include the substantial rehabilitation of the Pennsylvania Hotel (#5) with an addition as well as renovations of two vacant hotels – the Hollander (#3) and Avalon (#4) - since 2014. New rooms have also been added at Staybridge Suites (#11) and Tribute by Marriot (#22) that is currently under construction.

Figure 2.12. Icon (801 Central Avenue)



Approximately 114,114 SF of retail has been built or is under construction since 2005, nearly all in retail space developed as part of mixed use projects. (The only exception was the adaptive reuse of the YWCA into Rococo’s Steak House (#8) on 2<sup>nd</sup> Avenue South.) Most retail space ranged in size from 5,000

SF to 14,000 SF with the exception being Icon (#18) on Central Avenue with its 34,000 SF of retail wrapped around the building, including the adaptive reuse of the historic Union Trust Building.

Two large projects round out the major development projects occurring in the Downtown area outside of the Intown CRA. First, the new St. Petersburg Police Headquarters (#25), a \$78 million project, opened in 2019 on 1<sup>st</sup> Avenue North. In addition, the 172,000-SF Museum of the American Arts and Crafts Movement (#2) located in north Downtown will open its doors in late 2020 adding to the burgeoning collection of cultural assets in Downtown St. Petersburg that make it one of the most livable downtowns in the United States.

### Commercial Corridors and Neighborhoods

St. Petersburg’s commercial corridors are an important provider of services, employment and tax revenue. Their economic health is inextricably bound to the health of surrounding neighborhoods. Moreover, several corridors feed into – and are conduits of growth from – Downtown. Consequently, their investment patterns are directly impacted by development activity in downtown, much like Intown affects development activity in the downtown environs.

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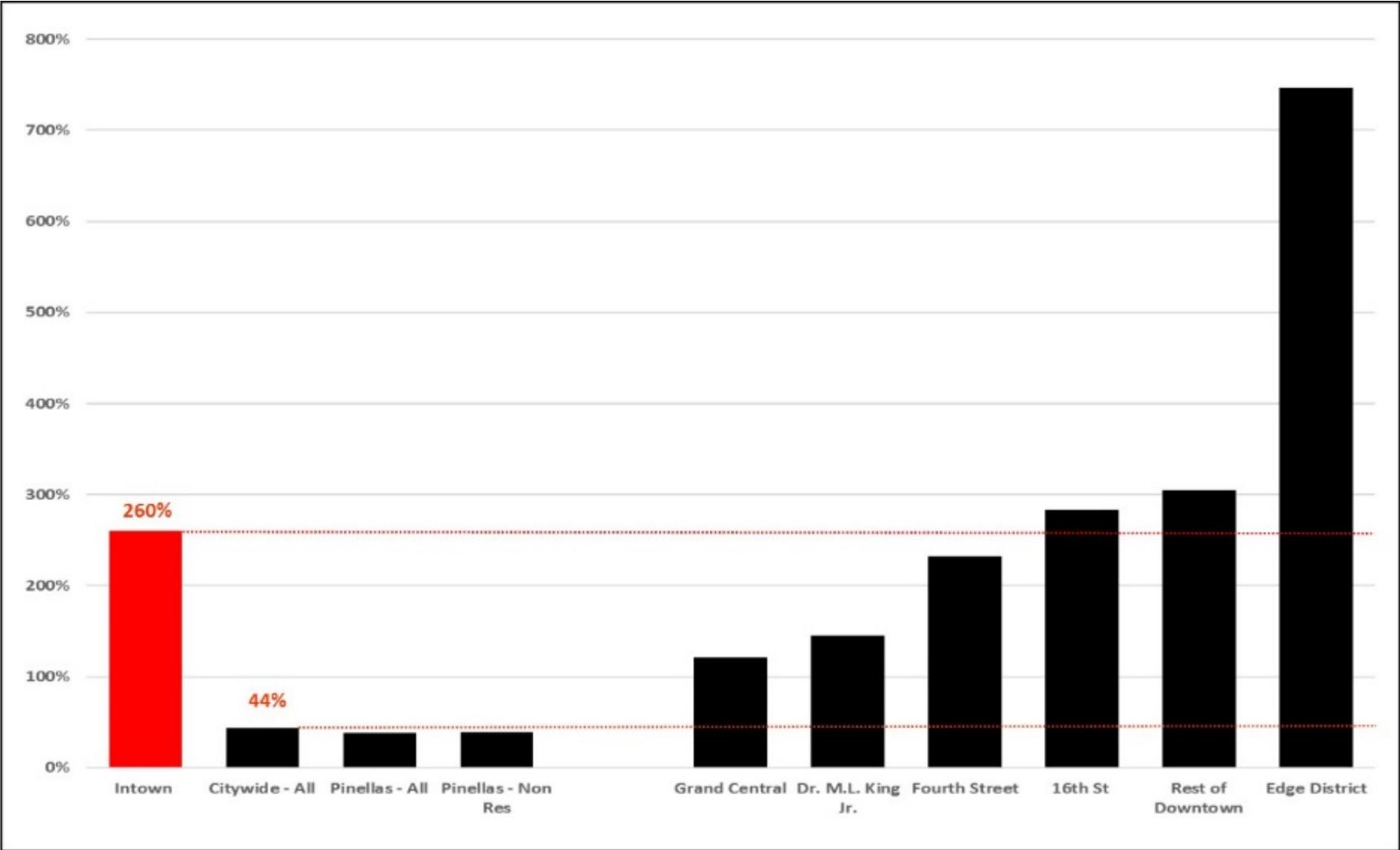




 Figure 2.13  
**Growth in Property Values of Select Commercial Corridors (2005-2019)**


This section argues that Intown public improvements funded by TIF and the private investment that has followed has had significant impact on adjoining corridors and neighborhoods. This impact generates additional revenue to local governments that otherwise would not have been generated if the IRP and Downtown were not succeeding. However, it would be difficult to prove (or disprove) statistically without looking at investment patterns in these areas and their linkage to downtown development since the inception of the Intown Redevelopment Plan. These patterns would be informed by property sales, renovation and new construction of commercial structures, as well as the macro business and interest rate climate at the time of these events.

Absent this analysis, this section will assume that the revitalization of Downtown has uplifted surrounding neighborhoods and commercial districts by increasing their property values by at least 25 percent. The section will also provide a scenario whereby values are 50 percent greater due to the IRP success.

### Commercial Corridors

To analyze growth in property values from 2005 to 2019 for areas external to Intown, City staff analyzed four commercial corridors - Grand Central Main Street District west of 16<sup>th</sup> Street, 16<sup>th</sup> Street, 4<sup>th</sup> Street, and Dr. Martin Luther King. The boundaries for these corridors were 30<sup>th</sup> Avenue on their northern and southern extent. (The portions of these corridors within the Intown CRA were excluded from the data.)

In addition, staff also analyzed two subareas of Downtown, defined as the area bordered by Interstate-275 and its two feeders, and Tampa Bay. The first subarea was that part of Downtown not within Intown, which includes all the corridors mentioned above as well as the Mirror Lake area and the former Jamestown CRA, which is north of Burlington Avenue and west of Dr. Martin Luther King, Jr. Street North. The second subarea is known as the Edge District, which is that part of the Intown West CRA located east of 16<sup>th</sup> Street to Dr. Martin Luther King, Jr. Street, essentially the Central Avenue Corridor.<sup>3</sup>

To compare the growth rates against a benchmark, staff gathered Tax Roll Certification information for 2005 and 2019 from the Pinellas County Property Appraisers' Office (PAO) to glean the Countywide taxable value. In 2005, Pinellas County's taxable value for operating purposes was \$58.6 billion growing by 38 percent to \$80.6 billion in 2019. Staff gathered the same information for the City, which had \$13.69 billion in taxable property value in 2005 that grew by 44 percent to \$19.7 billion in 2019.

In addition, staff gathered PAO parcel use data to compare the growth in property values for Pinellas County's commercial land uses relative to the growth of the commercial corridors around Intown. Table 2.4 depicts the information utilized, indicating that commercial land uses throughout Pinellas County grew by 37.2 percent from \$12.3 billion in 2005 to \$16.9 billion in 2019.

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<sup>3</sup> There is overlapping data for these two areas.

**Table 2.4. Pinellas County Commercial Property Valuations (2005 and 2019)**

	2005	2019	Growth
Vacant Commercial	\$509.8m	\$570.53m	11.9%
Improved Commercial	\$9.1bn	\$12.90bn	41.1%
Vacant Industrial	\$127.6m	\$110.5m	-13.4%
Improved Industrial	\$2.4bn	\$3.2bn	31.7%
Miscellaneous	\$133.4m	\$156.9m	17.7
<b>Total</b>	<b>\$12.3bn</b>	<b>\$16.9bn</b>	<b>37.2%</b>

As seen on Figure 2.13, the growth rate of property values for Intown, the City of St. Petersburg, Pinellas County and that of Pinellas County’s commercial properties has been graphed to compare the performance of the six selected corridors to these benchmarks. Property values in The Edge District, easily the best performing corridor, grew by 747 percent during the reporting period, followed by the “Rest of Downtown” at 305 percent and 16<sup>th</sup> Street with 283 percent. The growth rate for the remaining three corridors ranged between 121 percent and 232 percent.

Against the four benchmarks, all corridors fared well. The growth rates in values for three of the six corridors – Edge District, Downtown (ex. Intown) and 16<sup>th</sup> Street – outperformed Intown’s 260-percent growth from 2005 to 2019. For the other three benchmarks dealing with City and County growth in values, all six corridors substantially outperformed the benchmark growth rates.

Similar growth rates between Intown and the commercial corridors coming out of the Great Recession suggests an economic linkage between them supporting the conclusion

that investment in Intown is driving nearby commercial investment.

As mentioned above, though, this would be difficult to substantiate without detailed economic analysis. Instead, staff created growth scenarios that compare the fiscal impact of reduced growth in property valuations. Staff calculated the revenue from the taxable value of each corridor from 2005 to 2019. Historical millage rates for both the City and County were applied to the appropriate year, and the actual total revenue for each corridor for the period then calculated. Staff then calculated revenue decline assuming a less vibrant downtown and using a 25 percent and 50 percent reduction in property values.

**Table 2.5. Total Property Tax Revenue in Select Corridors (2005-19)**

Corridor	Property Value Scenarios		
	Actual	25% Reduced	50% Reduced
4 <sup>th</sup> Street	\$33.465	\$25.1	\$16.7
Dr. MLK	\$18.9	\$14.2	\$9.4
16 <sup>th</sup> Street	\$11.2	\$8.4	\$5.6
Grand Central	\$13.7	\$10.3	\$6.8
Edge District	\$11.5	\$8.6	\$5.8
<b>Total</b>	<b>\$88.9</b>	<b>\$66.7</b>	<b>\$44.5</b>

The actual revenue generated for these five corridors over the reporting period is nearly \$90 million in both City and County taxes. With a conservative assumption that the robust investment in Downtown St. Petersburg increases property

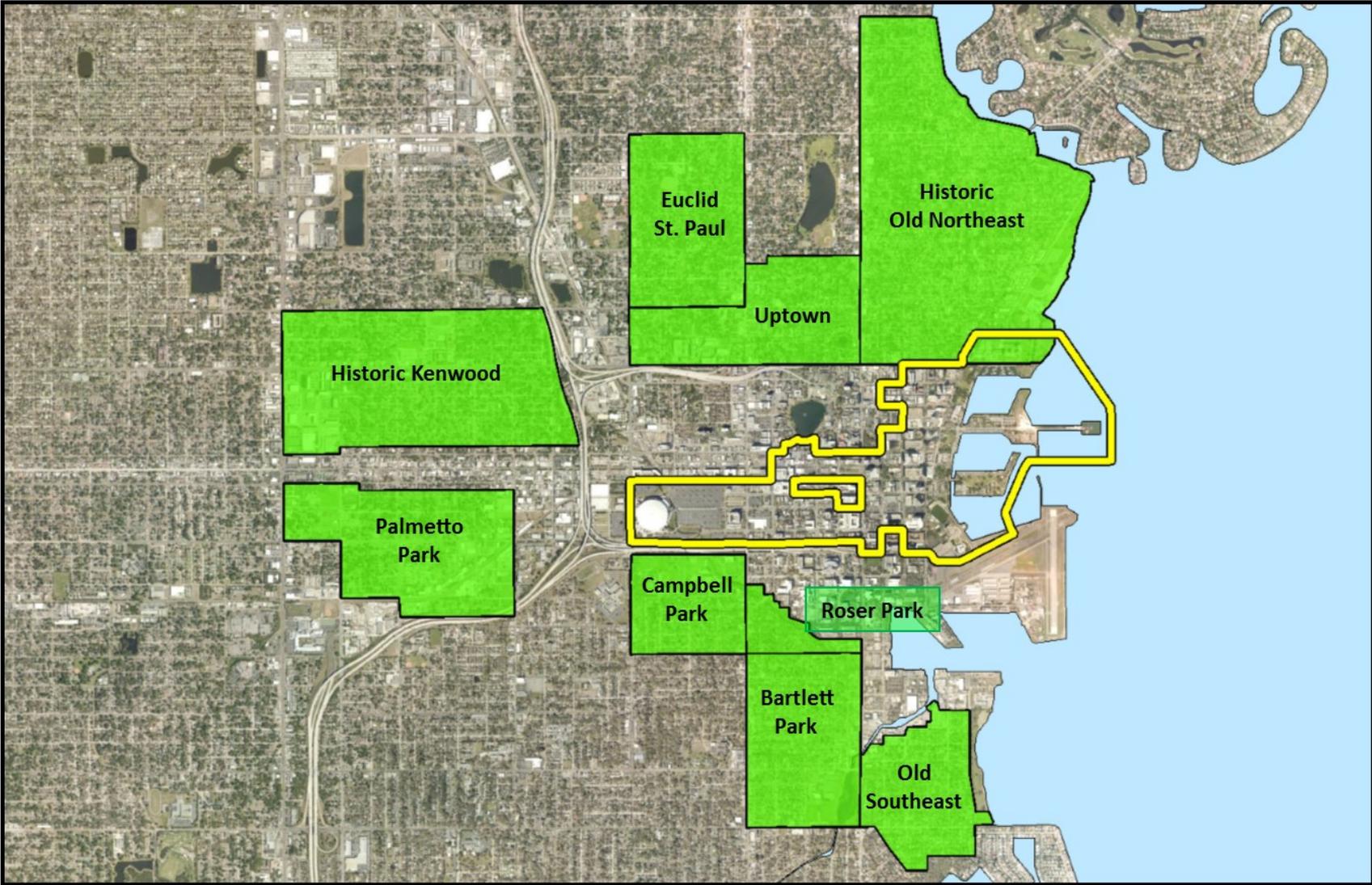


Figure 2.14

**Residential Neighborhoods near Intown**



tax revenue by 33 percent in these corridors, yielding an additional \$22.2 million in local government revenue from just these five corridors. A more realistic assumption would acknowledge that a vibrant Downtown St. Petersburg doubles tax revenue, yielding an additional \$44.5 million in revenue to St. Petersburg and Pinellas County.

**Neighborhood Revitalization**

Staff conducted a similar analysis with nine neighborhoods near Downtown with the goal of determining the fiscal premium of their location near Downtown (see Figure 2.14). Two of the neighborhoods – Old Northeast and Old Southeast - abut Tampa Bay so their values are influenced by this amenity, but the remainder are typical St. Petersburg neighborhoods albeit older, even historic.

- Bartlett Park
- Campbell Park
- Euclid/St. Paul
- Historic Kenwood
- Historic Old Northeast
- Old Southeast
- Palmetto Park
- Roser Park
- Uptown

The same benchmarks were used from the analysis of commercial corridors including property value growth in Intown (260 percent), St. Petersburg (44 percent), and Pinellas County (37.2 percent).

In addition, staff gathered PAO parcel use data to compare the growth in property values for Pinellas County’s residential land uses relative to the growth of neighborhoods around Intown. Table 2.4 depicts the information gathered, indicating that commercial land uses throughout Pinellas County grew by 37.2 percent from \$12.3 billion in 2005 to 2019.

**Table 2.6. Pinellas County Residential Property Valuations (2005 and 2019)**

	2005	2019	Growth
Vacant Residential	\$1.1bn	\$738m	(30.2%)
SF Residential	\$28.2bn	\$38.5bn	36.4%
MF <10 units	\$2.3bn	\$2.7bn	16,0%
MF >10 units	\$2.4bn	\$4.9bn	105.2%
Condos	\$11.0bn	15.0bn	36.3%
Retirement Homes	\$19.7m	\$16.2	(17.7%)
<b>Total</b>	<b>\$45.0bn</b>	<b>\$61.9bn</b>	<b>37.4%</b>

As seen on Figure 2.15, the growth rate of property values for Intown, the City of St. Petersburg, Pinellas County and that of Pinellas County’s residential properties has been graphed to compare the performance of the nine neighborhoods to these benchmarks. Except for Bartlett Park, all residential neighborhoods had growth rates exceeding the Citywide-, Countywide- and Countywide residential rates.

Staff also applied the same fiscal impact scenario of reduced property values. Table 2.7 shows that the nine neighborhoods surrounding Downtown provided a combined revenue of \$255 million from 2005 to 2019.

Table 2.7. Total Property Tax Revenue in Select Neighborhoods (2005-19)

Corridor	Property Value Scenarios		
	Actual	25% Reduced	50% Reduced
Bartlett	\$7.9	\$5.9	\$3.9
Campbell Park	\$3.4	\$2.5	\$1.7
Euclid St. Paul	\$20.7	\$15.5	\$10.3
Kenwood	\$33.4	\$25.0	\$16.7
Old NE	\$143.6	\$107.7	\$71.8
Old SE	\$10.3	\$7.7	\$5.1
Palmetto	\$8.5	\$6.4	\$4.2
Roser Park	\$2.8	\$2.1	\$1.4
Uptown	\$25.0	\$18.8	\$12.5
<b>Total</b>	<b>\$255.5m</b>	<b>\$191.6m</b>	<b>\$127.7m</b>

With a conservative assumption that the robust investment in Downtown St. Petersburg increases property tax revenue by one-third, yielding an additional \$64 million in local government revenue from these neighborhoods. A more realistic assumption would acknowledge that a vibrant Downtown St. Petersburg doubles tax revenue, yielding an additional \$127 million in revenue to St. Petersburg and Pinellas County.

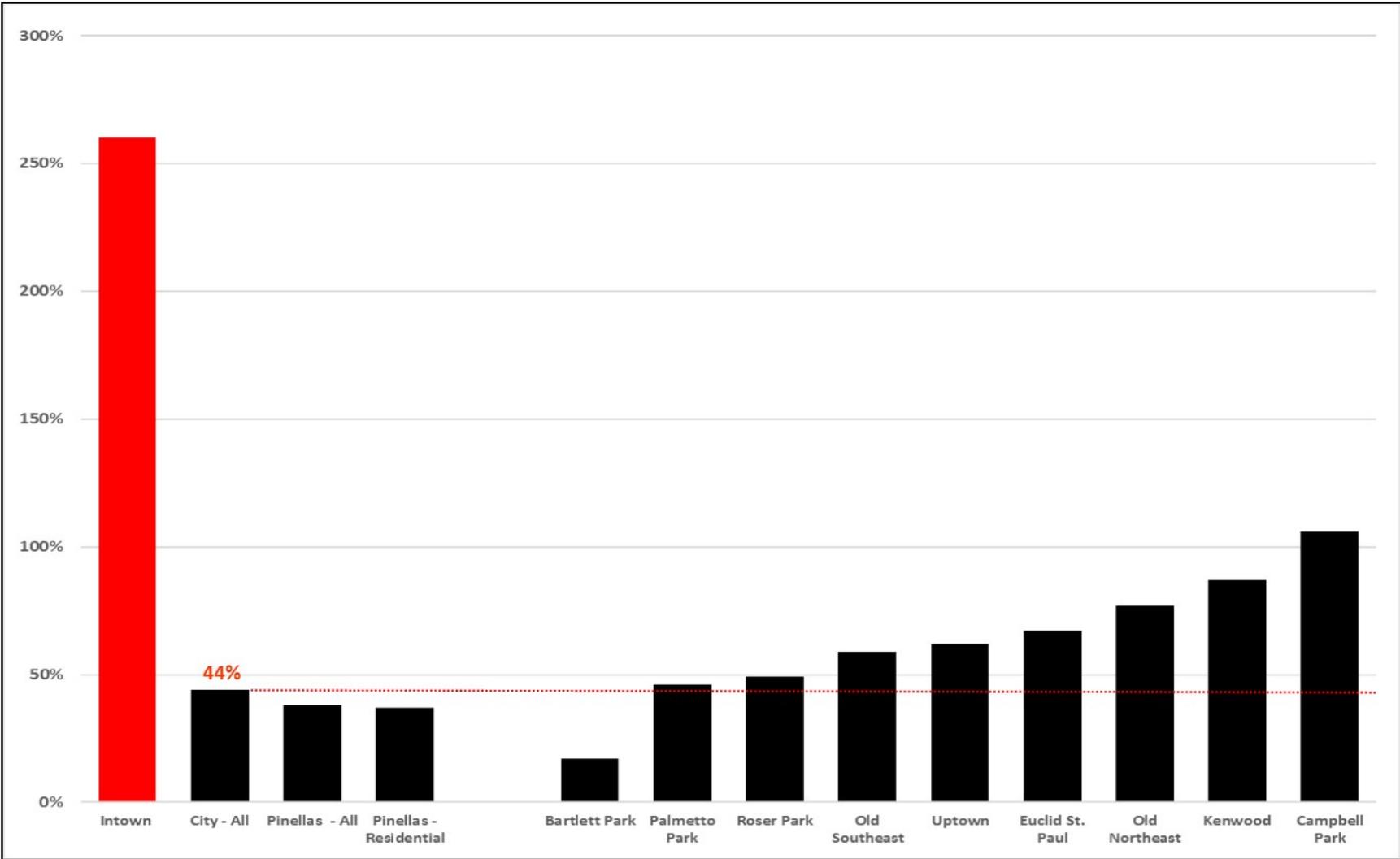


Figure 2.15  
**Growth in Property Values of Select Neighborhoods (2005-2019)**





# **Implementation of Intown Redevelopment Plan**

Section 38-61(d)(2) of the Pinellas County Code of Ordinances asks how the City has performed in implementing the Intown Redevelopment Plan (IRP) with a “particular emphasis on use of TIF funds in implementation.” To measure this, the City must

- *identify capital projects substantially completed compared to the redevelopment projects of the IRP.*
- *describe how it has completed “CRA programs and programs outlined in the plan implementation chapter of the intown redevelopment plan.”*
- *describe changes in employment opportunities in the Intown CRA, comparing years from 2005 to 2020.*

To address these requirements, this chapter is comprised of several sections. First, it will briefly describe the origin of the IRP, its focus as well as successes up to 2005. Next, the chapter will provide an overview of the amendments that have taken place since 2005 that detail the evolution of the IRP and its project priorities during the reporting period. The chapter will then turn to describing the implementation of projects funded with tax increment financing followed by how the City has performed in implementing the rest of the IRP development program which was not financed by TIF. Finally, the impact of the IRP on increasing employment opportunities will be assessed.

## OVERVIEW OF THE IRP PRIOR TO 2005

In 1982, the City of St. Petersburg approved the Intown Redevelopment Plan (IRP) to revitalize the City’s original downtown core area and waterfront for urban entertainment, residential, commercial, institutional, and office uses. To stimulate private investment within Intown through public improvements, the City also established a tax increment financing district and issued bonds totaling \$72.5 million to pay for these improvements. Through four separate bond issues in 1984, 1985 and two in 1989, the City issued bonds to pay for projects such as improvements to Bayfront Center (now Duke Energy Center for the Arts) and the Pier, South Core garage, streetscape improvements, land acquisition, Tropicana Field improvements and other public initiatives. Table 3.1 below summarizes the projects funded with TIF in the IRP between 1982 and 2004.

**Table 3.1. TIF-funded Redevelopment Projects in the IRP (1982-2004)**

Project	Cost (\$M)	TIF (\$M)
Tropicana Field	\$209.6	\$22.5
Duke Energy Center	27.2	8.2
Sundial and Garage	22.1	5.5
South Core Garage	20.4	13.0
Land Acquisition	16.0	0.63
The Pier	14.9	1.6
Intown Streetscaping	5.7	0.62
Downtown Museums	1.3	0.8
<b>Total</b>	<b>\$320.3</b>	<b>\$53.7<sup>1</sup></b>

<sup>1</sup> Includes capital project costs only.

When the City adopted the IRP in 1982, it identified an array of public improvement projects throughout Intown designed to facilitate private development. Major improvement goals included:

- redeveloping the downtown core into an intense mixed-use activity center serving a broad range of dense land-uses;
- consolidating blocks for conveyance to developers;
- building parking garages to reduce/eliminate demand for surface parking lots that damage the urban fabric;
- enhancing the pedestrian experience by improving sidewalks, streetscaping and waterfront parks;
- expanding cultural offerings through ongoing development of the Duke Energy Center for the Arts;
- developing a sports stadium;
- expanding market-rate residential development;
- establishing a transit system to reduce the need for automobile use downtown; and
- developing the Webb’s City site.

On many of these fronts, the City has made significant progress. On others, work remains. The section below outlines the public and private development activity that has taken place since the 2005 IRP Plan extension as well as remaining actions that are needed.

## AMENDMENTS TO IRP SINCE 2005

Since 2005, the Intown Redevelopment Plan has been amended seven times (see Appendix A) increasing the redevelopment program budget to \$232.4 million as well as adding and eliminating several projects. Below is a summary of these amendments which will be followed by an assessment of the City’s progress in implementing the projects.

Figure 3.1. The Inverted Pyramid



In 2005, the City amended the IRP to extend until 2032 its use of tax increment financing to fund public improvement projects throughout Intown (Ordinance 715-G). This was the first amendment to the IRP since 1998 and included funding through tax increment financing several signature projects that

define Downtown St. Petersburg. In addition to funding the renovation to the Mahaffey Theater, the extension was also designed to pay for the \$50 million Municipal Pier Project and \$5 million in improvements to the Waterfront Park system, a \$14- million mixed-use transportation facility, and \$5 million in streetscape improvements. The total TIF related costs of these projects were approved by Pinellas County via interlocal agreement in the amount of \$95.4 million.

In 2006, the City Council and Pinellas County increased this amount to provide an additional \$2 million in tax increment financing proceeds to complete the Mahaffey Theater renovation project (Ordinance 762-G). This increased the total IRP TIF-funded redevelopment budget to \$97.4 million.

In 2010, City Council approved \$2.5 million in tax increment financing to help complete the Salvador Dali Museum at the Duke Energy Center for the Arts (Ordinance 1018-G). Pinellas County matched the City's funding with monies available through the Tourist Development Tax. A funding amount of \$2.5 million was also added to the budget of the Mahaffey Theater renovations. The IRP redevelopment budget remained at \$97.4 million; the \$2.5 million was reallocated from the Pedestrian Streetscape and Park System line items, leaving them with \$2.5 million each.

Beginning in 2015, the City amended the IRP to increase the redevelopment budget and scope of projects therein. Ultimately, the redevelopment budget would increase from

\$97.4 million to its current TIF-funded amount of \$232.4 million. In 2015, the City amended the IRP to add \$20 million in budgetary authority to fund public improvements identified in the Downtown Waterfront Master Plan approved in June 2015. Specifically, TIF funding was authorized for construction within the "Pier District" delineated generally by 5<sup>th</sup> Avenue NE, Beach Drive NE, First Avenue SE and the City Marina, and the eastern boundary of the Municipal Pier (Ordinance 192-H).

City Council approved plan amendments in 2017 that established a ceiling of \$190,984,882<sup>2</sup> for total TIF contributions needed to complete the IRP program, while reallocating funding for redevelopment projects by deleting the \$14-million "Mixed Use Transportation Facility" and distributing that amount as follows (Ordinance 292-H):

- expend up to \$10 million in TIF on enhancements to the Municipal Pier Project or in the Pier District";
- expend \$4 million on "Downtown Transportation and Parking Improvements" throughout the IRP; and
- allocate to Downtown Transportation and Parking Improvements any remaining amount of the \$10 million not spent on the Pier or Pier District enhancements.

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<sup>2</sup> The contribution ceiling was based on prior and future TIF expenditures for projects and associated debt service costs incurred since the approval of the 2005 IRP Interlocal Agreement to the completion of the IRP program.

Table 3.2  
TIF Expenditures on Intown Redevelopment Projects from 2005 to September 2019

Designated Projects	Completion FY	TIF Funds Required (in \$Millions)	Encumbered/ Expended	Project Fund Balance
Municipal Pier Project	2008-20	\$50M	\$50.0M	\$0
Downtown Waterfront Master Plan Improvements – Pier District	2016-20	\$20M	\$20.0M	\$0
Duke Energy Center for the Arts				
Mahaffey Theater	2005-11	\$25.854M	\$25.854M	\$0
Salvador Dali Museum	2010-11	\$2.5M	\$2.5M	\$0
Enhancements to the Municipal Pier Project (2)	2017-20	\$10.0M	\$10.0M	\$0
Enhancements to the Downtown Waterfront Master Plan Improvements in the Pier District				
Downtown Transportation and Parking Improvements	2017-20	\$4.0M	\$1.0M	\$3.0M
Pedestrian System/Streetscape Improvements	2006-32	\$2.5M	\$1.6M	\$0.90M
Park Improvements	2006-32	\$2.5M	\$0.260M	\$2.24M
Waterfront, Transit, and Parking Improvements	2019-32	\$35.0M	\$5.2M	\$29.8M
Resiliency/Adaptation infrastructure (i.e., seawalls & marinas)				
Transit infrastructure and improvements				
Parking improvements (City TIF only)				
Rehabilitation and Conservation of Historic Resources	2019-32	\$5.0M	\$0.806M	\$4.194M
Redevelopment Infrastructure Improvements	2019-32	\$75.0M	\$0	\$75.0M
Brownfields Mitigation/Remediation				
Public Open Space Amenities, incl. Improving Booker Creek				
Streetscape Improvements for Tropicana Field Site				
Transit infrastructure and improvements				
Parking improvements				

In 2018, the City of St. Petersburg made the final amendments to the IRP during the reporting period (Ordinance 333-H.). The redevelopment program was amended to increase the eligible project costs by \$115 million from \$117.354 to \$232.354 million, mainly to pay for costs related to redeveloping Tropicana Field, resiliency improvements for the waterfront, and parking and transit improvements within Intown. The specifics of the amendment and its implementation will be described in the section below.

## **IMPLEMENTATION OF IRP TIF PROJECTS**

This section details the City’s progress toward meeting the objectives of the IRP’s redevelopment program funded through tax increment financing. Table 3.2 replicates generally “Revised Table 2” in the adopted redevelopment plan but provides the funding status of each project as of September 1, 2019. The City has either completed - or made significant progress towards implementing - the projects that were included in the IRP prior to the 2018 amendments. These include the Duke Energy Center for the Arts, which was completed in 2011, and the Municipal Pier and associated Downtown Waterfront Park Improvements, which will be completed in 2020. The remaining projects such as redevelopment of the Tropicana Field site and waterfront resiliency and adaptation will be completed by the 2032 sunset of the IRP.

### **Municipal Pier Project**

In 2005, the City amended and extended the IRP to fund the \$50-million Municipal Pier Project (St. Pete Pier™). While

initially proposed as an extensive renovation, City Engineering reports found that renovation was not feasible. Consequently, the City began a visioning and public outreach process to gather input on the design and function of the new Pier that lasted several years.

In 2011, the City undertook an international design competition to select a firm to design the St. Pete Pier Project. More than twenty renowned firms responded to the Request for Qualifications, and three finalists were selected by the five-member St. Pete Competition jury. In January 2012, the Pier Competition Jury selected “The Lens” as the top design concept, which was later approved by City Council in December 6, 2012, public meeting. The Inverted Pyramid was closed to the public in late May 2013 with demolition to begin in late summer or early fall of 2013.

The St. Pete Project was slowed during 2013 as two separate citizen referendum initiatives were put forward, with one being validated by the Pinellas County Supervisor of Elections in May 2013, the same month the Inverted Pyramid was closed to the public. Demolition and design plans were put on hold pending the outcome of the referendum in August 2013, the results of which led to the termination of the architectural agreement to design the project and the end of “The Lens” project.

The delay was further extended until the beginning of 2014 when newly-elected Mayor Rick Kriseman took office and began a new public input and involvement program to guide the design and development of a new Pier project. In May 2014, Mayor Kriseman formed the Pier Working Group (PWG)

to review, update, and recommend common activities/elements consistent with the desires of the community that were to become the basis for the programmatic elements necessary for the new St. Pete Pier.

The PWG reviewed prior public opinion surveys and reports on desired programmatic efforts and developed a “Potential Pier Program Elements Survey” that was presented at five public input sessions throughout the City during Spring 2014. Total attendees at all these venues totaled 375 citizens. An online survey yielded another 1,585 respondents. Some of the elements that came out of the public input session that would be “required” components of the new Pier included:

- Observation and viewing areas
- Dining options
- Cycling, walking and jogging paths
- Transportation options
- Fishing
- Courtesy and transient docks for watercraft
- Environmental education element
- Flexible event space and performance area(s)
- Bike and watercraft rental
- Retail opportunities

In August 2014, the City issued a Request for Qualifications (RFQ) for interested multidisciplinary design teams to respond for the design of a new or renovated Pier. In fall 2014, sixteen design firms submitted statements of qualifications. From these 16, selection committee shortlisted eight firms listed

who would be invited to prepare designs for the community to evaluate.

Figure 3.2 Conceptual Image of New St. Pete Pier

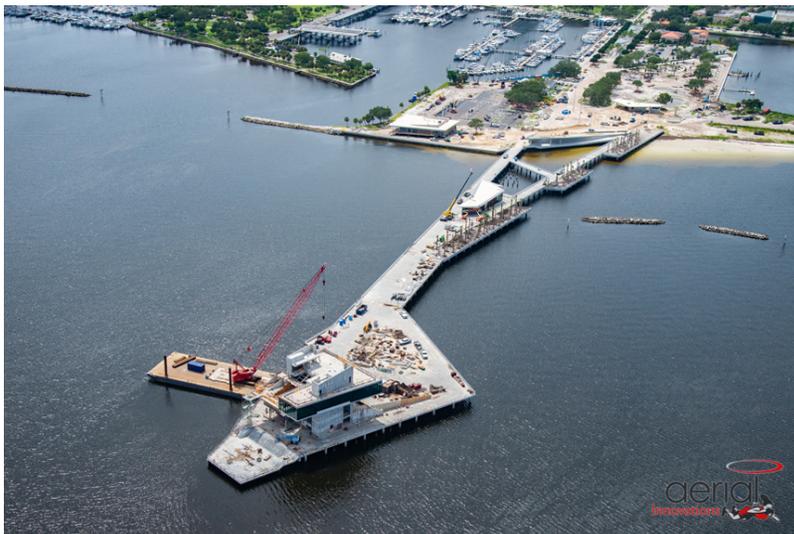


In spring 2015, after technical review and public presentations of each proposal, the selection committee would narrow to three entrants before ultimately recommending “The Pier Park” proposal. City Council approved design concept on May 7, 2015, and authorized funding on July 9, 2015, for the design team of ASD/Rodgers and Partners/KSLA to proceed with the design. Meanwhile, in September, the City issued a Request for proposal for the Pier restaurant. In November 2015, the Inverted Pyramid was demolished.

During 2016, two milestones were achieved to advance the St. Pete Pier Project. First, City Council authorized funds for the Pier in April, and in September it approved the final Pier design allowing the design team to begin construction documents.

In 2017, City Council approved an amendment in April to the IRP allowing up to \$10 million in TIF funds for the St. Pete Pier and/or Pier District. Council would later approve allocation of the full amount for the St. Pete Pier. In May, the U.S. Army Corps of Engineers issued a permit allowing construction to start and a Pier Groundbreaking Ceremony was held to commemorate the event in June.

Figure 3.3. St. Pete Pier Construction in September 2019



The year 2018 showed real progress as construction continued apace and the City began identifying operators for various St. Pete Pier functions. In addition, both the St. Pete Pier and Pier Approach won multiple design awards from the American Institute of Architects. In May, City Council approved Tampa Bay Watch to operate the education center, which will be the first building on the Pier for visitors. City Council in June would

approve leases with “Teak” for three restaurant concepts for the Pier Head and later that summer approved a lease with United Park Services to operate the Spa Beach Pavilion, “Gator Jim’s” tackle shop and a gift shop at the Pier Head.

In early 2019, all over-water construction was completed in February with 100 percent of pilings placed. The Tampa Bay Watch “Discovery Center” was dedicated in April and interior work on the Pier building began in August.

Moving forward after September 2019, the City is expecting the St. Pete Pier to be substantially complete in December with all contractor work finished at that time. The new St. Pete Pier Grand Opening will be held in Spring 2020. The tenants in Table 3.3 will be opening their doors at the same time.

Table 3.3. Proposed St. Pete Pier Users on Grand Opening

Tenant	Leasable SF
<b>Primary Restaurants</b>	<b>22,723 SF</b>
Teak (Pier Head)	10,420 SF
Doc Ford’s	10,305 SF
Fresco’s (indoor)	1,998 SF
<b>Quick Service Restaurants</b>	<b>1,532 SF</b>
Pavilion Café	740 SF
Driftwood Café (Pier Head)	792 SF
<b>Other Components</b>	<b>4,104 SF</b>
Tampa Bay Watch	2,989 SF
Sundry/Gift Shop (Pier Head)	962 SF
Bait Shop (Pier Head)	153 SF
<b>Total Pier and Approach</b>	<b>24,310 SF</b>



Figure 3.4

**Downtown Waterfront Master Plan Improvements in the Pier District**



As of September 2019, no funding remains for this project as all of it has been encumbered to pay bond proceeds.

### **Downtown Waterfront Master Plan Improvements**

On June 4, 2015, City Council approved the Downtown Waterfront Master Plan (DWMP), which identified nearly \$800 million in potential public and private improvements throughout the DWMP planning area that will enhance St. Petersburg's signature planning achievement. The DWMP is comprised of six "character" districts but only two are wholly contained within the Intown Redevelopment Area – "The Pier District" and the "South Basin District". Only the Pier District was identified for TIF funding – up to \$20 million as part of the 2015 IRP amendments - to fund strategic public improvements within the Pier Approach to better link the proposed Municipal Pier with the bustling activity found on Straub Park, Beach Drive, Sundial St. Petersburg and Central Avenue (see Figure 3.6). The TIF-funded public improvements include but are not limited to the redesign of existing downtown parks; street reconfiguration and streetscaping; and development of the Vinoy Basin area, any portion of which may include, without limitation, pedestrian areas and facilities, an open market, ferry/water taxi facilities, and restaurant/café facilities.

During 2015, the City solicited proposals for the Pier Approach with the Pier selection committee ranking the proposals. Ultimately, local firm Wannemacher Jensen was selected as the design team for the approach. In 2016, City Council approved the contract with Wannemacher Jensen in May and its schematic design for the Pier Approach in August.

In 2018, activity on the Pier Approach began to pick up steam. In January, the City selected "Doc Ford's Rum Bar and Grill" as the restaurant for the Approach. Construction began in August on "Doc Ford's" which overlooks the City Marina on the south side of the Approach. In April, the Pier Public Art committee selected Nick Ervink, Nathan Mabry and Xenobia Bailey for commissions. A final milestone was reached in August when City Council approved an agreement with Janet Echelman for a signature art installation.

In May 2019, the City issued a call for vendors at the Pier Marketplace. In the same month, the first trees of the Coastal Thicket were planted. The Thicket is the natural feature abutting the northernmost access to the Pier. September brought two additional milestones, the delivery and installation of "Kid's Play" equipment and the Groundbreaking for the "First Flight Monument" on the Pier Approach. The City expects to select the St. Pete Pier Marketplace vendors in October and complete the finishing touches on the approach for the Grand Opening of the St. Pete Pier in Spring 2020.

As of September 2019, no funding remains for this project as all of it has been encumbered to pay bond proceeds.

### **Enhancements to Pier Project/Pier District**

In April 2017, City Council approved up to \$10 million for "Enhancements to the Municipal Pier Project" and/or "Enhancements to the Downtown Waterfront Master Plan

Improvements in the Pier District”. In August of that year, City Council would approve dedicating to the St. Pete Pier project. Therefore, as of September 2019, this project has no remaining fund balance.

### Duke Energy Center for the Arts

This project is located at the far southeastern boundary of the IRP, south of Al Lang Field and near Albert Whitted Airport and the marina. It would be funded by IRP tax increment financing approved in 2005 and was created to facilitate the renovation of Mahaffey Theater and the relocation of the Salvador Dali Museum to occupy the former site of Bayfront Center which was demolished in 2005. Both the Theater and the Museum were completed in 2011 at a total cost of \$31.3 million, of which \$28.354 was paid for with tax increment financing.

As of September 2019, this project has no fund balance.

### Downtown Transportation and Parking Improvements

The IRP has a detailed transportation program including transit improvements, roadway design, bike and pedestrian facilities that will be discussed in greater depth below. However, TIF funding for transportation improvements has focused on constructing public parking structures. In 2005, the IRP budget allocated \$14 million for a mixed-use transportation facility but funding was cut to pay for the St. Pete Pier; through the 2017 amendments to the IRP, City Council reduced to \$4 million in the “Downtown Transportation and Parking Improvements” project budget that could be used to fund parking structures.

Figure 3.5. The Salvador Dali Museum



As part of the FY 2019 budget, the City budgeted \$2 million of the \$4 million from Intown CRA funds towards BRT or other transit improvements in the downtown area. The City entered into a funding agreement with the Pinellas Suncoast Transit Authority (PSTA) in June 2019 to provide the funding to PSTA for the Central Avenue Bus Rapid Transit (BRT) Project.

In 2018, City Council, while approving amendments increasing the budget for the IRP redevelopment program to \$232.4 million, allocated \$35 million for “Waterfront, Transit and Parking Improvement” east of 8<sup>th</sup> Street. Parking structures may be funded from this project but only City TIF can be utilized.

In 2019, the City has approved approximately \$4.6 million for parking. In March 2019, City Council approved the use of TIF

funding to participate in a private-public partnership to help fund a parking garage at the southeast corner of 5<sup>th</sup> Street North and 1<sup>st</sup> Avenue North. The garage would be part of a larger development of office and retail space. The City's contribution will consist of \$3.6 million in City-only TIF from the "Waterfront, Transit and Parking Improvement" project which has a \$35 million budget. Another \$1.0 million would be drawn from the "Downtown Transportation and Parking Improvements" project which has a \$4.0 million budget (see Table 3.2 above).<sup>3</sup>

As of September 2019, the project "Downtown Transportation and Parking Improvements" has a balance of \$3.0 million. As mentioned, \$2 million is committed to the PSTA for the Central Avenue BRT Project. If PSTA obtains federal funding for the BRT Project and implements the Project, the balance of the "Downtown Transportation and Parking Improvements" would be reduced to \$1.0 million. The City has also committed \$1.6 million of the "Waterfront, Transit and Parking Improvement" funding to PSTA for the BRT Project. The remaining \$1 is committed in the FY 19 budget towards parking infrastructure and the City has executed a Term Sheet with a developer, which has also been approved by City Council, to spend the \$1 on public parking within a mixed-use project on the SE corner of 1<sup>st</sup> Avenue North and 5<sup>th</sup> Street. The City is in the final stages of negotiating a Final Agreement for this project which is subject to City Council approval. Such approval is expected in Fall of 2019.

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<sup>3</sup> In 2018, City Council approved a development agreement with UPC to sell City-owned land at a reduced price in the 800 block of 1<sup>st</sup> Avenue South in exchange for public use of the parking garage on nights and weekends.

## **Pedestrian System Streetscaping Improvements**

This project relates to funding the IRP's "Plaza Parkway" program that entails construction of public improvements, including pedestrian system improvements, as an incentive for owners to rehabilitate or redevelop their property. The primary focus of the program is on the properties located on major streets such as Central Avenue, 4<sup>th</sup> Street, Beach Drive, and 2<sup>nd</sup> Avenue, although this program can be expanded to any part of the Intown Redevelopment Area.

To support the project, the City has allocated \$2.5 million from tax increment financing. This amount was initially \$5.0 million but reduced in 2010 to help fund completion of the Salvador Dali Museum. Since 2005, the City has expended or encumbered approximately \$1.6 million for Plaza Parkway streetscape improvements in the IRP, which leaves approximately \$900,000 in the project fund balance as of September 2019.

## **Park Improvements**

Another \$2.5 million to fund park improvements that was approved in 2010 will continue the City's focus on maintaining and improving the IRP's Waterfront Park System and facilities as support amenities for Downtown's residential and specialty retail market.

However, no TIF funding was used as part of the deal. This deal is described in more detail in the Transportation Program section below.

In 2015, the City expended \$260,000 to re-sod Al Lang Field for the Tampa Bay Rowdies, leaving a current project balance of \$2.24 million as of September 2019.

### Waterfront, Transit and Parking Improvements

As described above, in 2018 City Council increased the redevelopment program budget by \$75 million with up to \$40 million in TIF funding approved for projects east of 8<sup>th</sup> Street that support

- waterfront infrastructure related to resiliency and adaptation measures such as seawalls and marina improvements;
- rehabilitation and conservation of historic properties, which are defined as those listed individually on the Local Register of Historic Places or National Register of Historic Places, or contributing structures in Local or National Register districts;
- transit infrastructure projects; and
- parking improvements.

TIF contributions from both the City of St. Petersburg and Pinellas County can be used for projects related to waterfront and transit infrastructure as well as rehabilitation or conservation of historic properties. Only City TIF contributions can be expended towards parking improvements.

As of September 2019, approximately \$1.6 million has been expended on seawall reconstruction near the Pier approach. Another \$3.6 million was appropriated for a City contribution

for parking spaces for a project located at 1<sup>st</sup> Avenue North and 5<sup>th</sup> Street North (previously described in the Downtown Transportation and Parking Improvements section). A fund balance of \$29.5 million remains in this project.

**Figure 3.6. Ponce de Leon Hotel on Central Avenue**



### Rehabilitation and Conservation of Historic Resources

St. Petersburg has one of the oldest downtowns in the state of Florida and the rehabilitation and conservation of historic properties have shaped its economic development for the last forty years. To support the continued rehabilitation and conservation of historic properties, in 2018 City Council added

up to \$5 million to the IRP redevelopment program funded by TIF.

On November 15, 2018, City Council approved guidelines for administering the program to ensure the public funding was distributed equitably and that as many eligible property owners as possible could potentially take advantage of the funding opportunity. The hallmarks of the program include:

- Requiring City Council approval of all grant awards;
- Allocating \$1 million for the first round of grants beginning in late 2018, with an annual grant cycle;
- Capping at \$250,000 any individual grant award with no more than half of eligible costs being paid from City grant proceeds;
- Linking eligible and ineligible expenditures of the grant program to the City’s existing Ad Valorem Tax Exemption for Historic Properties program;
- Excluding grant applicants that have code enforcement liens or assessments or evidence of financial improprieties;
- Allowing properties within Intown that that have been formally Determined Eligible for Listing on the St. Petersburg Historic Register by the Community Planning and Preservation Commission to participate in the program; and
- Requiring grant awardees not currently St. Petersburg Historic Landmarks to designate their properties to ensure future renovations are reviewed by the City in accordance with the historic preservation ordinance.

City Council approved a scoring system to objectively evaluate and prioritize grant submittals. The scoring system includes elements such as Historic Significance, Total Capital

Investment, Investment in Rehabilitating Historic Features, Investment in Major Building Systems, Affordable Housing, Funding Need, Location along Central Avenue Corridor, Current or Proposed Use, and Existing Local Business Tenant.

In January 2019, City Administration launched the first grant cycle and received six applications. One was rejected because it was not a historic property. The remaining applicants and the awards are identified in Table 3.4 below.

**Table 3.4. IRP Historic Preservation Grant Awards in 2019**

Rank	Score	Property	Award
1	49	Green Richman Arcade	\$47,820
2	47	State Theater	\$250,000
3	44	Snell Arcade	\$148,147
4	37	Hotel Detroit	\$140,141
5	30	Flori-de-Leon	\$250,000
<b>Total</b>			<b>\$806,112</b>

The City expects to hold at least four more annual applicant rounds of the IRP historic preservation grant. As of September 2019, approximately \$4.193 million remains in the project budget.

### **Redevelopment Infrastructure Improvements**

This project was created to fund anticipated costs associated with redevelopment the Tropicana Field site. Beginning in 2007, the City and the Tampa Bay Rays began discussions on redeveloping the Tropicana Field site when the Rays proposed building a stadium on the Downtown Waterfront, a bid that was ultimately withdrawn by the team. In 2016, the City

contracted with a consulting team to prepare a master plan for Tropicana Field that included a stadium along with other complementary uses such as residences, offices, hotels and specialty retail uses (Scenario 1). Another master planning effort began in 2018 to identify the redevelopment potential of Tropicana Field without a stadium use (Scenario 2). Table 3.5 delineates the differences in land use density and intensity between the two scenarios. The reduction in retail in Scenario 2 is due to the elimination of the stadium from the site which would otherwise drive the market with baseball attendees.

**Table 3.5. Redevelopment Scenarios for Tropicana Field Site**

Land Use	Scenario 1	Scenario 2
Retail	700,000 SF	300,000 SF
Destination Retail	500,000 SF	200,000 SF
Neighborhood Retail	50,000 SF	50,000 SF
Neighborhood Office	150,000 SF	50,000 SF
Housing <sup>4</sup>	3,200,000 SF 3,000 units	3,200,000 SF 3,000 units
Entertainment/Cultural	NA	200,000 SF
Institutional/Campus	1,000,000 SF	1,000,000 SF
Office/Hotel	2,500,000 SF	2,800,000 SF

Both planning efforts recognized the catalytic development opportunity posed by the Tropicana Field site, not only for Downtown and St. Petersburg, but also for the Tampa Bay area. At the same time, preparing the site for redevelopment will require substantial improvement to its infrastructure, ensuring compatible physical and functional connections of its

<sup>4</sup> A significant portion of the redevelopment housing program is proposed for property located west of 16<sup>th</sup> Street South which is in the Intown West Community Redevelopment Area.

**Figure 3.7. Tropicana Field Redevelopment Scenario with Stadium**



development with surrounding neighborhoods, and remediation/mitigation of a brownfield on the property to enable development. Figures 3.6 and 3.7 illustrate the site under both development scenarios.

To that end, City Council amended the IRP in 2018 to allow the expenditure of no less than \$75 million in TIF funding for redevelopment infrastructure improvements west of 8<sup>th</sup> Street related to the redevelopment of Tropicana Field. These improvements could include

- brownfield mitigation and remediation to enable redevelopment;

- public open space amenities on the site including improvements that reactivate Booker Creek;
- streetscape improvements providing public rights-of-way such as alleys, sidewalks, pedestrian facilities and streets to reestablish the grid network on Tropicana Field and connect it with surrounding neighborhoods;
- transit infrastructure and improvements; and
- parking improvements.

Any surplus remaining in the IRP Redevelopment Trust Fund after completion of the Tropicana Field projects will be returned to the City of St. Petersburg and Pinellas County. As of September 2019, no funding has been expended or encumbered to implement this project.

**Figure 3.8. Tropicana Field Redevelopment Scenario without Stadium**



## IMPLEMENTATION OF IRP DEVELOPMENT PROGRAM

When adopted in 1982, the IRP identified a development program that specified a land-use emphasis for each block within Downtown, such as office, residential, or hotel, attempting to locate synergistic uses to spur development. This often led to frequent amendments of the IRP when a desired proposed development did not reflect the underlying emphasis. This was resolved when the Plan was amended in 2007 to incorporate the Downtown Center zoning district as the underlying use emphasis for each parcel. In addition, the IRP ensures the architectural compatibility of development projects with the IRP through design review on projects that exceed \$2 million in construction value.

While the underlying Downtown Center zoning determines the land use of parcels and blocks, the IRP still has several project “focus” areas through which the vision of the Plan is achieved. Some are funded with TIF (\*) and are described above while others implement policy objectives through regulations and private investment. These are

- The Core Area Project
- Historic Preservation \*
- Duke Energy Center for the Arts \*
- Webb’s City
- Residential Development Program
- Transportation Program
- Plaza Parkway Program \*

- Stadium Plan \*
- Other Projects

### Core Area Project

The “Core Area Project” has been a foundation of the IRP since the inception of the plan in 1982. It calls for the establishment of a major activity center linking the downtown and waterfront with public improvement programs for the Core designed to encourage private development.

At the center of the “Core Area Project” is the “Unified Retail Program”, which encompasses an eight-block area within the Core (see blocks A, B, C, D, E, G, Duke Energy/St. Petersburg College, and Jannus Landing on Figure 3.6.). The program calls for creating pedestrian oriented streets within the Core to establish a strong tie between that links Downtown with the Waterfront Plan.

Although the Core has been seeing reinvestment since Plan inception, when the IRP was amended in 2005, there were still “Key Development Blocks” that remained underutilized and needed significant investment to further the vision of the Plan. This section will describe activity on each block since 2005. Figure 3.6 indicates blocks where the vision for the “Core Area Project” has been realized.

***St. Petersburg College/Duke Energy Block*** The block, located just east of Williams Park along 3<sup>rd</sup> Street North between 1<sup>st</sup> Avenue North and 2<sup>nd</sup> Avenue North has made significant strides toward achieving the IRP’s vision. Before 2005, the block was occupied by the former Maas Brother store and

Figure 3.9. Duke Energy’s Florida Headquarters



accessory buildings. For ten years prior, the store had been occupied by the Florida International Museum, which hosted blockbuster exhibits on the Titanic, Czarist Russia, and the Mayan Empire. By 2005, though, the FIM had relocated to smaller quarters and the block was mostly empty. This would change quickly. St. Petersburg College opened its Downtown Center in 2005 by renovating the former Maas

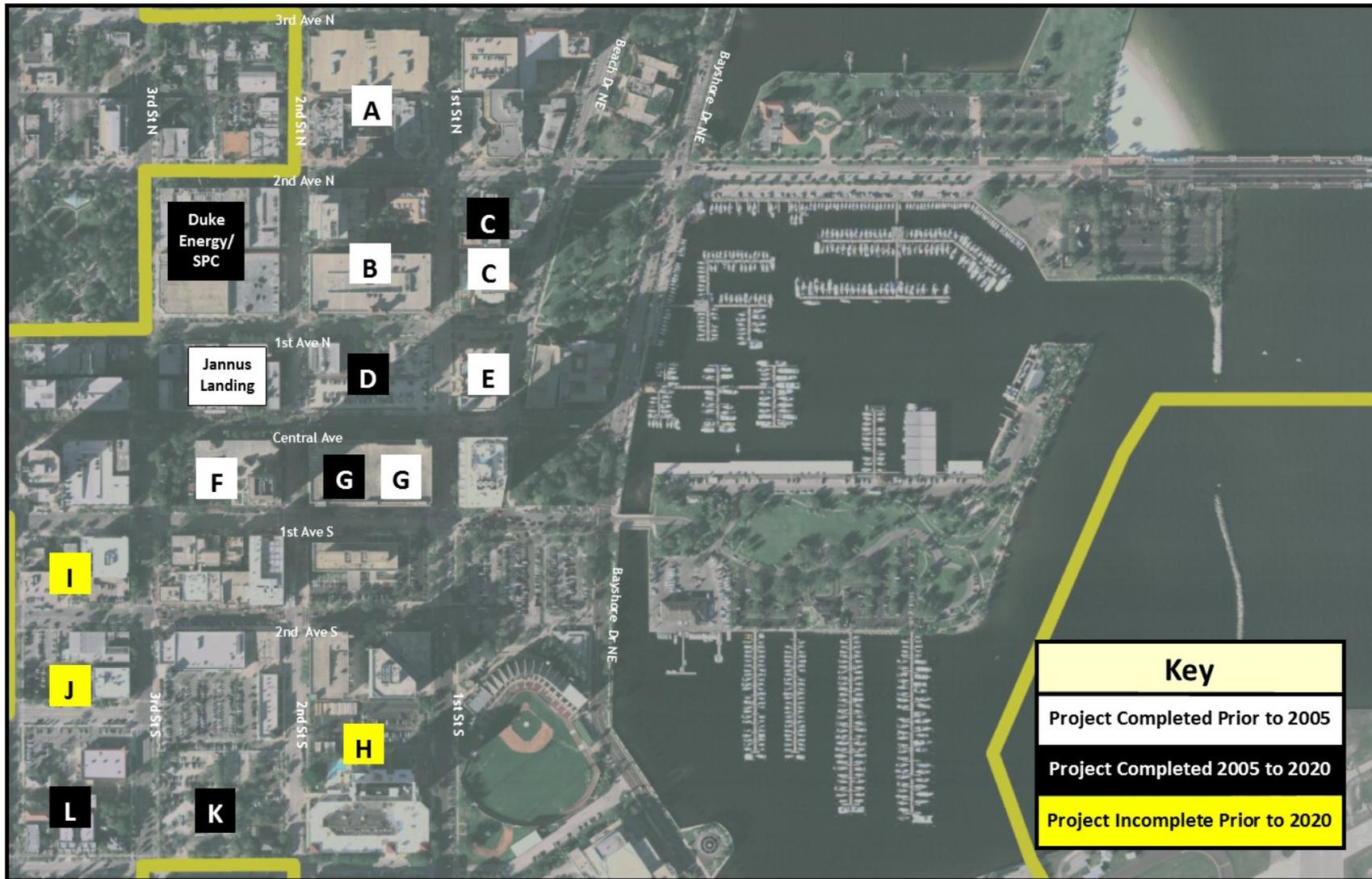


Figure 3.10

Status of Key Development Blocks in Downtown since 2005



Brother furniture building on 2<sup>nd</sup> Avenue North and providing 111,000 sf of classroom and administrative space. Duke Energy Florida opened its 220,000-sf headquarters in 2006 allowing it to consolidate its functions in Pinellas County. Finally, SPC, American Stage and the Florida Orchestra have collaborated to build a new 25,000-sf cultural arts center linked with SPC's Downtown Campus that opened in 2009.

Figure 3.11. SunDial



One significant piece remains to be completed on the block, which occupies a critical location at the intersection of 1<sup>st</sup> Avenue North and 2<sup>nd</sup> Street North, where three other Core blocks are located. Approximately 47,000 SF of vacant land lies on the SW corner of the block. It has been vacant since the demolition of the Maas Brothers store in 2005 and has had a

couple of projects proposed on it but never came to fruition. There has been a site plan approved for the property that if built will bring 354 units, 172 hotel rooms and 6,000 SF of retail to the site is currently a proposal for the site with 354 residences

**Jannus Landing Block** The historic block has seen substantial renovation activity since the IRP's inception, including the adaptive reuse of the Detroit Hotel into condominiums in 2000, as well as tenant improvements for restaurants, offices and specialty retail. The block has also served as a concert venue for several decades, adding to the cultural and entertainment mix essential for downtown. While most of the block retains its architectural and historic character from the early 20<sup>th</sup> century, there has been a frequent churn of tenants during the reporting period as well as tenant improvements. Jannus Live, the concert venue, has continuously upgraded its facilities during the reporting period.

**Block A** With the 2000 opening of BayWalk, a 160,000-sf urban entertainment center with shopping and movie theaters, the IRP Core realized one of its biggest successes, with the complex drawing nearly 3 million/year in its first few years. After struggling during the Great Recession and its aftermath, the complex underwent a \$30-million renovation, and reopened in 2014 as SunDial St. Petersburg (see Figure 3.9)

**Block B** The South Trust Tower at 125 2<sup>nd</sup> Ave N and the MidCore Parking Garage are the most significant development projects on this block. The 207,000-sf tower that opened in 1985 implemented the IRP's vision for a major office component, while the parking garage satisfied a downtown-

wide emphasis. The garage, completed in 2000, also provided nearly 60,000 sf of retail space

**Block C** The block is strategically located between the waterfront park system, Beach Drive and SunDial. Two major condominium towers - Florencia (2000) and Ovation (2009) – opened in the 21<sup>st</sup> Century and implemented the IRP’s vision for mixed-use residential with a specialty retail emphasis to blend with Beach Drive Shops.

**Block D** This block, located on Central Avenue, was a surface parking lot from the early 1990s to 2015. It was long considered the most important development site in the Core, when construction began on One St. Petersburg. The mixed-use project opened in 2019, bringing 253 residences, a 174-unit hotel and 15,000 SF of retail (mostly in restaurant use) to Downtown.

**Figure 3.12. Office Development on Block G**



**Block E** When the IRP was first approved in 1982, the small block contained only the historic Ponce de Leon Hotel, an accessory structure and a surface parking lot. Since then the Hotel has undergone renovations, including the outfitting of three retail spaces for restaurant and nightclub use, and has been joined on the block by a Hampton Inn and Suites, a 92-room hotel with ground floor retail that opened in 2001.

**Block F** In 1991, construction was completed on a 340,000-sf mixed-use office tower. The tower, which has undergone several name changes, was the last large office project built in downtown before the opening of the Duke Energy headquarters. The tower’s parking needs are mostly met by the nearby SouthCore Garage (Block G), which can be accessed by an elevated pedestrian bridge. Any future development on the site must comply with the requirements of the Downtown Center zoning district.

**Block G** Built in 1992, the SouthCore parking garage occupies the entire block providing 1,300 parking spaces, and more than 130,000 sf of commercial space. Until 2018, the commercial space was infrequently used, typically more vacant than not. In 2018, The James Museum opened, displaying the Western art collection of Tom and Mary James, and has diversified Downtown’s already varied cultural offerings as well as providing café and restaurant space for visitors. The \$60 million renovation enlivened an otherwise moribund space on Downtown’s main street, bringing art patrons and diners.

**Block H** This block was originally completed in 1984 with an office project, more commonly known as City Center, was completed in 1984 and was another joint public/private

partnership involving the construction of a parking structure with possible future air rights above the structure. While this project never materialized, in summer 2019, the Community Redevelopment Agency approved a mixed-use project on the parking lot between the Hilton Hotel and City Center. “Saltaire” will offer 197 dwelling units and 9,600 SF of retail facing 1<sup>st</sup> Street South.

*Block I and Block J* are bounded by 3<sup>rd</sup> Street South and 4<sup>th</sup> Street South and 1<sup>st</sup> Avenue South and 3<sup>rd</sup> Avenue South. These blocks are located on the fringe between the Core and the residential area. The IRP vision for one of these blocks is likely to be fulfilled in the next couple of years as a residential development of 203 units has been approved for Block J, which is located just west of the University Village shopping plaza on 3<sup>rd</sup> Street South.

### Webb’s City

When the IRP was first adopted in 1982, Downtown St. Petersburg was losing retail services and employment to the suburbs and struggling to retain its residential base. The Webb’s City project was devised to address these issues and encompasses a six-block area focusing on office, residential and residential service retail. While the project was successful by attracting Winn Dixie, the AAA Headquarters, and the headquarters of St. Petersburg’s Fire Department, by 2011, the Plaza was no longer competitive in the downtown retail market the locus of which had moved east. At that time, three blocks in the Webb’s City project area were vacant or underbuilt, providing redevelopment potential.

However, after the Great Recession ended, development in and around Webb’s City has largely completed the project. First, in 2018, The Hermitage, a 357-unit luxury apartment complex opened in the 700 block of 1<sup>st</sup> Avenue South. Just north of this site (and outside the Webb’s City project area), a Publix Grocery opened in 2017 bringing a grocery back to this area of Downtown. The Chihuly Collection also moved to the same block as the Publix from Beach Drive (see Figure 3.10).

**Figure 3.13. Chihuly Collection on Central Avenue**



In addition, City Council approved a deal selling City owned property in May 2019 to UPC, an insurer located in the 800 block of 2<sup>nd</sup> Avenue South to construct a 150,000 SF building that will add 300 more jobs to their current 200-employee roster on the Downtown. In exchange for conveying the land

for \$3.1 million less than its appraised value, UPC would retain its 200 employees and create 300 new jobs, and provide public use of the 500-space parking garage during evenings, weekends, and holidays. The agreement also provided a financial incentive of \$10,000 for each South St. Petersburg CRA employee hired and retained for twelve months, not to exceed a total of \$250,000 in the aggregate. To receive the credit, UPC must pay a minimum wage of not less than \$15/hr. Conceptual planning has begun for the other half of the development site that could include residential and/or hotel.

**Residential Development Program**

The IRP recognized that increasing the residential base was essential for achieving a successful redevelopment program. People living and working downtown will generate the 24-hour activity and community spirit necessary to continue the expansion of the downtown economic and cultural base.

While no TIF funding was expended to create new housing units, the IRP’s focus on developing the arts and entertainment mix of uses as well as maintaining and improving the Waterfront Park System created the quality of life in Downtown needed to attract new housing investment. This focus has been very successful. In the two decades prior to the IRP’s 1982 adoption, approximately 1,500 dwellings were constructed within its future boundaries while another 642 units were constructed in the rest of downtown. Nearly all these units were public housing for low-income residents or served as residential complexes for senior citizens. When the IRP was adopted in 1982, it was estimated that the

plan could generate 1,500 or more additional housing units in the area. The IRP has exceeded that estimate by adding more than 4,626 residential units within the community redevelopment area through 2019 (including projects that have received plan approval). In the rest of downtown, more than 3,200 dwelling units have been constructed during the same period. As Table 3.6 below illustrates, the vast majority of the units have been constructed during the reporting period.

**Table 3.6. Construction of New Downtown Residences (1960-2020)**

<b>Era</b>	<b>Intown</b>	<b>Downtown</b>	<b>Total</b>
1960-1981	1,552	642	2,194
1981 to 2004	689	252	941
2005 to 2020	3,937	2,985	6,922
<b>Total</b>	<b>6,178</b>	<b>3,879</b>	<b>10,057</b>

Vinoy Project

The Vinoy Project encompassed the renovation of the Renaissance Vinoy Park Hotel, construction of 102 condominiums in four towers on adjoining property and establishment of a marina. It was completed in the years prior to 2005. The Vinoy represents a unique landmark within the City’s signature waterfront park system. At one time in the 1970s and 1980s, the Vinoy was an economic and aesthetic blight on the waterfront due to its deteriorated condition and vacant status for approximately 18 years, from 1974 to 1992). However, its restoration and reopening in 1992, the development of the Vinoy Condominiums in 2001, and the construction of the yacht basin, have been essential ingredients in the resurgence of downtown and the waterfront.

Figure 3.14. The Vinoy Hotel and Marina



### University Park

Block “K” and Block “L” on Figure 3.6 were identified in the IRP for residential support and have met that plan objective. Block “K”, which lies just south of the University Village shopping center in the 300 block of 3<sup>rd</sup> Street S, was developed in 2018 with the construction of the 357-unit Camden Pier District apartments with 6,600 SF of retail space along 3<sup>rd</sup> Street South.

In 2003/2004, redevelopment of Block “L” was substantially completed with the construction of the 19-unit Charles Court Townhomes, which provided infill housing on a block that already contains older residential units. On the north half of the block, a 14,000-SF CVS was constructed in 2003.

One of the unsung successes of the IRP’s “Residential Development Program” was the wave of housing construction

between 3<sup>rd</sup> Street South and 8<sup>th</sup> Street South between I-175 and 3<sup>rd</sup> Avenue South. Since 2000, over twenty projects totaling 571 dwelling units have been constructed, over 500 since 2005. Another 203 units are planned for the 300 blk of 3<sup>rd</sup> Street South just west of the University Village shopping plaza. Residential development in University Park represents 16 percent of all the new units in the IRP.

### Transportation Program

A vibrant downtown requires a transportation system that balances automobile access with pedestrian-oriented facilities such as light rail, bus, trolley, biking and walking. The transportation program for Downtown St. Petersburg is a multimodal approach that recognizes Downtown as a regional activity center within Tampa Bay that needs to accommodate vehicular traffic while also maximizing the pedestrian experience so vital to its success. The City also expects that multiple stations will be located within Intown to serve any premium transit system that will be developed to improve regional access to Downtown St. Petersburg.

The interstate system carries visitors and workers to and from Downtown St. Petersburg, but once in Downtown the IRP program focuses on providing mass transit opportunities. The Pinellas Suncoast Transit Authority (PSTA) operates more than a dozen bus routes that once used Williams Park in Downtown as a transfer point. In 2016, the City worked with PSTA to relocate the transfer point from Williams Park and create a

new grid bus network in Downtown.

**Figure 3.15. Typical BRT Station**



Transit within Intown and its environs is provided by the Looper Trolley, which was established in 1996. The program is administered by the St. Petersburg Downtown Partnership, Inc., and receives funding from several different sources, including the City of St. Petersburg, Pinellas Suncoast Transit Authority, Florida Department of Transportation and private sector organizations. The Looper serves the main activity generators in downtown including the waterfront park system and Beach Drive, Central Avenue, and the Duke Energy Center for the Arts.

The Downtown Partnership is also responsible for the Central Avenue Shuttle, which was established in Fall 2009. The

Shuttle links the Downtown waterfront with the Grand Central Main Street District along Central Avenue.

In a dense urban environment, bicycles are an important mode of transportation costing little and using little space for parking. The City has been integrating bike lanes onto many downtown streets for the last decade to improve cyclist safety. In 2008, the Pinellas Trail was extended into downtown St. Petersburg along First Avenue South allowing users to travel on the trail from Demens Landing on Tampa Bay to Tarpon Springs. The trail is separated from traffic by parking and curbs to better ensure user safety.

In 2016, the City invested in the development of a public bike share system with the procurement of bikes, racks, and kiosks to provide another mobility option in the greater Downtown core and adjacent business districts. The program, which is operated and maintained on behalf of the City by Coast Bike Share, launched with an initial 100 bikes at 10 hubs in November 2016. By February 2017, the system was expanded to its full buildout of 300 bikes at just over 30 hubs within the service area. A concerted effort was undertaken to locate the City's bike share hubs adjacent to planned and existing transit services, as well as adjacent to the City's parking structures to have the bike share serve as a viable first mile/last mile option for residents and visitors. As of June 2019, the Coast program in St. Petersburg has seen over 96,000 trips taken and over 209,900 miles ridden.

Finally, several sites within Intown have been identified to serve as stations for the region's first Bus Rapid Transit (BRT)

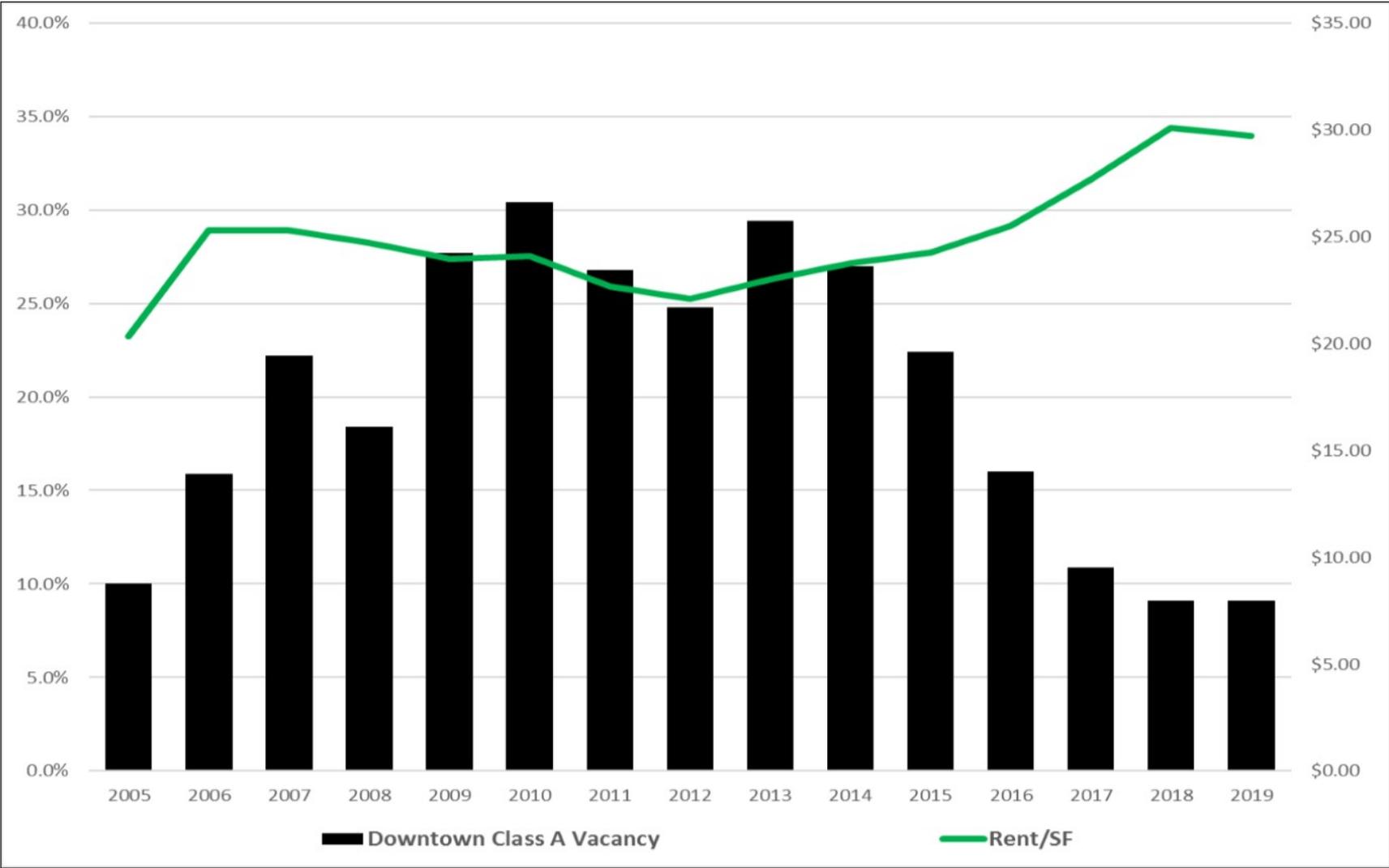


Figure 3.16  
**Downtown Class A Office Vacancy Rates (2005-2019)**



project. As planned, the Central Avenue BRT would travel the First Avenue corridors from Downtown to the Gulf Beaches. The goals of the project are to develop and implement a successful BRT project along St. Petersburg's Central Avenue corridor that supports local revitalization and economic development plans; improves long-term livability; enhances safety and access for pedestrians and bicyclists; attracts new ridership; supports the unique character of the area; and provides service in a cost-effective manner.

The preferred route for the Central Avenue BRT service is from Downtown to Grand Central Station and then to St. Pete Beach. The Central Avenue BRT project is a top priority for the Pinellas Suncoast Transit Authority (PSTA) and it is included in the Tampa Bay Area Regional Transportation Authority's Master Plan. Additional funding will be needed to produce the final design plans, construct the project, acquire BRT vehicles and operate the service. The City and PSTA are actively seeking this funding from federal and state funding sources.

### Change in Intown Employment since 2005

The final metric that Pinellas County is requiring from the City for the fifteen-year review is an assessment of the change in employment in Intown. With the extensive private nonresidential investment in the IRP since 2005, the CRA has seen an increase in employment during the period. Major projects such as the relocation of the Duke Energy

Headquarters to Downtown as well as the establishment of St. Petersburg College's Downtown Campus brought with them large employee bases. In addition, the opening of three major new museums (Salvador Dali, James Museum, and the Morean Collection) as well as the expansion of the Museum of Fine Arts also increased payrolls. Finally, more than 300,000 SF of new retail space was added to Intown, which does not include renovations for changes of use that have always been important source of commercial space in Downtown.

The addition of those employers illustrates Downtown's changing tenant mix. In 1986, financial and legal firms made up 78 percent of its businesses. Now they comprise 46 percent. Meanwhile, creative arts, life sciences, retail and tech businesses increased from 5.8 percent in 1986 to 36.7 percent.<sup>5</sup>

The Downtown office supply has remained stable since 2005.<sup>6</sup> Eight buildings totaling 1.733 million SF were designated Class A office space in 2005. In 2006, more than 308,000 SF were added to the Class A inventory with the opening of the Duke Energy building. The number of Class A buildings would eventually increase to eleven in 2015 and 2.14 million SF. By 2019, ten buildings totaling 2 million SF is Class A office space, a decline of 6 percent from the 2015 peak. In 2005, Class B and Class C office space had 208 buildings containing 3.5 million SF. By 2019q2, the supply of Class B/C office had dropped to 200 buildings and a loss of 300,229 SF

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<sup>5</sup> Source: "2018 State of the Economy" (January 18, 2019).

<sup>6</sup> The following information was drawn from CoStar reports. The area defined as "Downtown" includes the downtown area outside of the CRA in

addition to the Innovation District, which includes the Medical District south of the CRA and USF-St. Petersburg.

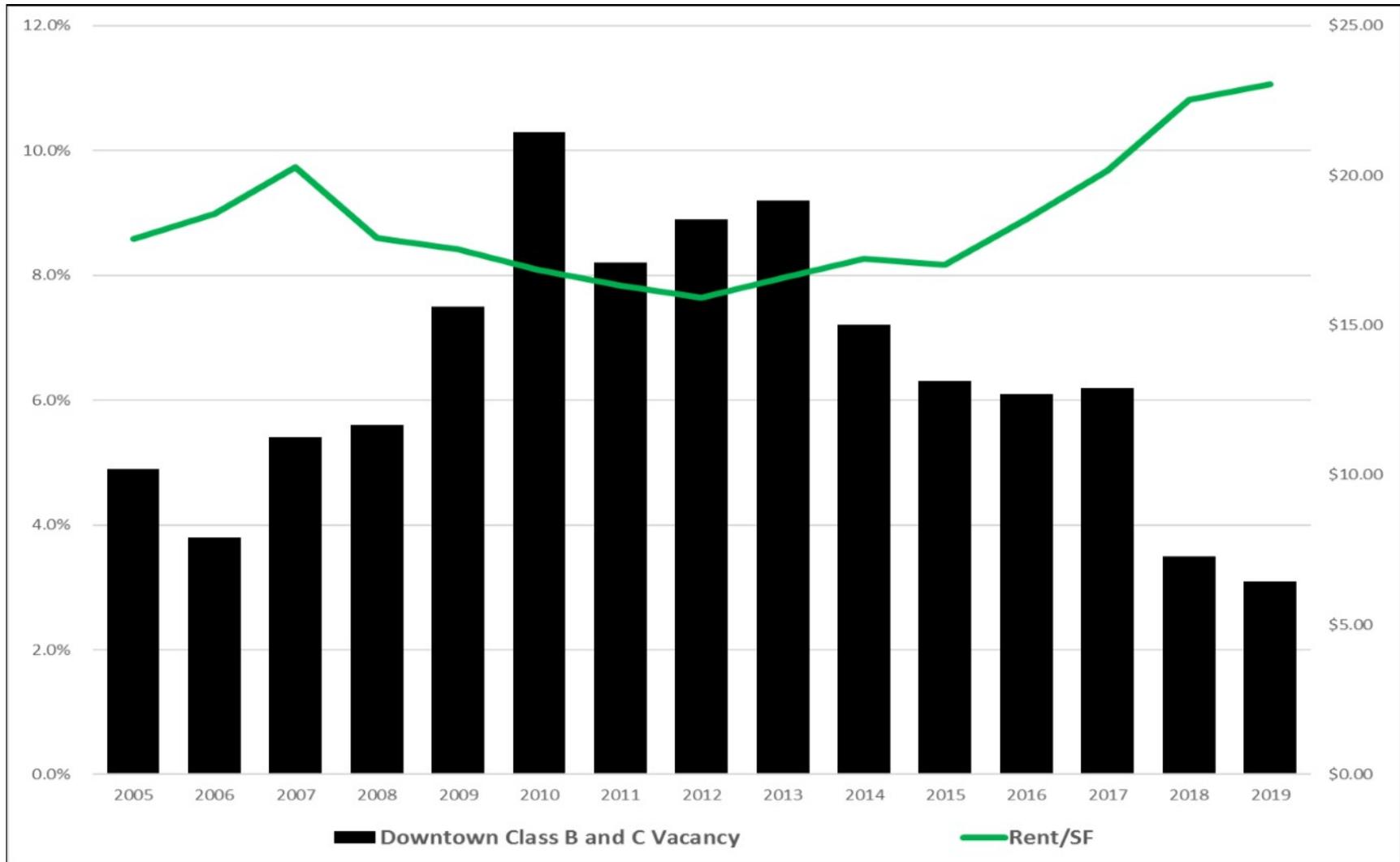


Figure 3.17  
**Downtown Class B and C Office Vacancy Rates (2005-2019)**

one-third of the reduction accounted for by the demolition of the Pheil Hotel building at 400 Central Avenue.

Between 2005q1 and 2019q1, Intown employment grew by 14 percent, from approximately 7,300 to 8,300 employees. Wage growth was significantly higher, though, rising 61 percent over the same period.<sup>7</sup>

Table 3.7. Employment Growth in Intown (2005 to 2019)

Year	Establishments	Q1 Employees	Q1 Wages
2005	571	7,258	\$98,234,660
2006	570	7,102	\$106,218,014
2007	582	7,721	\$114,768,542
2008	543	6,545	\$107,567,885
2009	607	6,472	\$98,438,333
2010	619	6,232	\$103,809,216
2011	625	6,630	\$95,892,755
2012	619	6,956	\$113,434,109
2013	643	7,372	\$125,713,077
2014	611	7,173	\$137,485,683
2015	584	6,992	\$142,526,369
2016	566	7,489	\$135,471,590
2017	584	8,174	\$166,440,800
2018	580	8,736	\$165,121,517
2019	576	8,295	\$158,031,524
		<b>14%</b>	<b>61%</b>

<sup>7</sup> Employment data is based on the confidential E202 quarterly unemployment reports submitted by most businesses with three or more employees in the State of Florida that are gathered and maintained by the Department of Economic Opportunity. Because the data is confidential, only aggregated information can be divulged; establishment information

The increased employment in Intown has also led to a commensurate decline in office vacancies and a substantial increase in rents since 2010. In that year, as the country began pulling itself out of the Great Recession, the Class A Office vacancy rate stood at 30.4 percent and remained above 22 percent through 2015. Since 2015, though, the vacancy rate has declined to 9.1 percent in 2019, while rents have risen 22.4 percent from \$24.27/SF in 2015 to \$29.72 in the second quarter of 2019. The market for Class B/C office buildings has been even more robust as the vacancy rate dropped from 10.4% in 2010 to 3.3% in 2019 with rents rising by nearly 36 percent since 2015.

cannot be revealed. Moreover, the City is also prevented from publicizing industry or small geographic level information that may make it easy to identify companies. Therefore, the sources of employment and wage growth cannot be identified.



**Effectiveness  
at Mitigating Intown Blight**

As part of its fifteen-year review measures, Pinellas County requires the City of St. Petersburg to demonstrate the effectiveness of the Intown Redevelopment Plan in mitigating blight through the following measures:

- *A comparison, from the year 2005 to year 2020, of the changes in the median household income in the intown redevelopment area to the citywide median household income.*
- *A comparison of the land-value to improvement-value in the intown redevelopment area from year 2005 to year 2020.*
- *A comparison of the changes, from year 2005 to year 2020, in the percentage of land in the intown redevelopment area that is devoted to surface parking, or is vacant, or is otherwise underutilized.*
- *A comparison of the percentage of deteriorated or dilapidated structures in the intown redevelopment area from the year 2005 to year 2020.*

On all fronts, the Intown Redevelopment Plan has made great strides to uplift the economic prospects of Downtown. During the reporting period, the median household income for Intown residents converged with or surpassed the Citywide rate. In addition, property values increased significantly from 2005 to 2018 as a result of the growth. A significant part of this growth by 2019 involved putting into productive use nearly 50 percent of the land that was deemed underutilized in 2005. Finally,

deteriorated and dilapidated structures, not a significant cause for concern by 2005, remain a very small percentage of Downtown structures that have been cited by the City's Codes Compliance Department.

## **CHANGES IN MEDIAN HOUSEHOLD INCOME**

City staff used median household income data from the 2000 Census and the American Community Survey 2013-2017 5-Year data to assess the changing socioeconomic condition of residents of the Intown Redevelopment Area. Although the 15-year reporting period for Intown begins in 2005, the 2000 Census provides the best source for a baseline socioeconomic condition for Intown of any data set available for the 2000s. It allows comparison of data at the block group level - a smaller geographical area than census tracts - with the most current information from the American Community Survey. As will be described in the section below, block group data are essential for providing a reliable snapshot of economic conditions in Intown whose CRA boundaries do not align precisely with census tracts. No other data set available from the Census Bureau in the 2000s provide that refined geographic information.

Not surprisingly, the addition of thousands of dwelling units, particularly since 2005 has raised median household incomes significantly in comparison with the Citywide median as wealthier households have purchased condominiums to live in downtown. In 2000, median household incomes were approximately 50 percent of the Citywide median; by 2017, Intown household incomes were on par or exceeding that of St.

Petersburg (see Table 4.1 below). This change in household income has reverberated throughout the Downtown economy as the increased purchasing power has attracted new restaurants, museums, taverns, galleries and specialty shops and arts and entertainment uses have made Downtown St. Petersburg one of the leading downtowns in the southeastern United States.

**Table 4.1. Change in Median Household Income (2000-2017)**

	Census Tracts		City
	214/286	215	
<b>2000 Census</b>			
Nominal <sup>1</sup>	\$14,730	\$23,325	\$34,597
Real <sup>2</sup>	\$21,946	\$34,752	\$51,545
<i>% of City</i>	43%	67%	
<b>2017 ACS</b>			
Nominal	\$61,442	\$48,301	\$50,662
Real	\$65,279	\$51,334	\$53,843
<i>% of City</i>	121%	95%	

Given the level of residential investment that continues in Downtown, the City and County can expect these trends to continue.

<sup>1</sup> “Nominal Median Household Income” is a weighted average of the values found in the Census and American Community Survey. This is necessary because not all block groups are wholly located within the CRA and a formula was derived to remove this data. Table 4.2 depicts how the formula works.

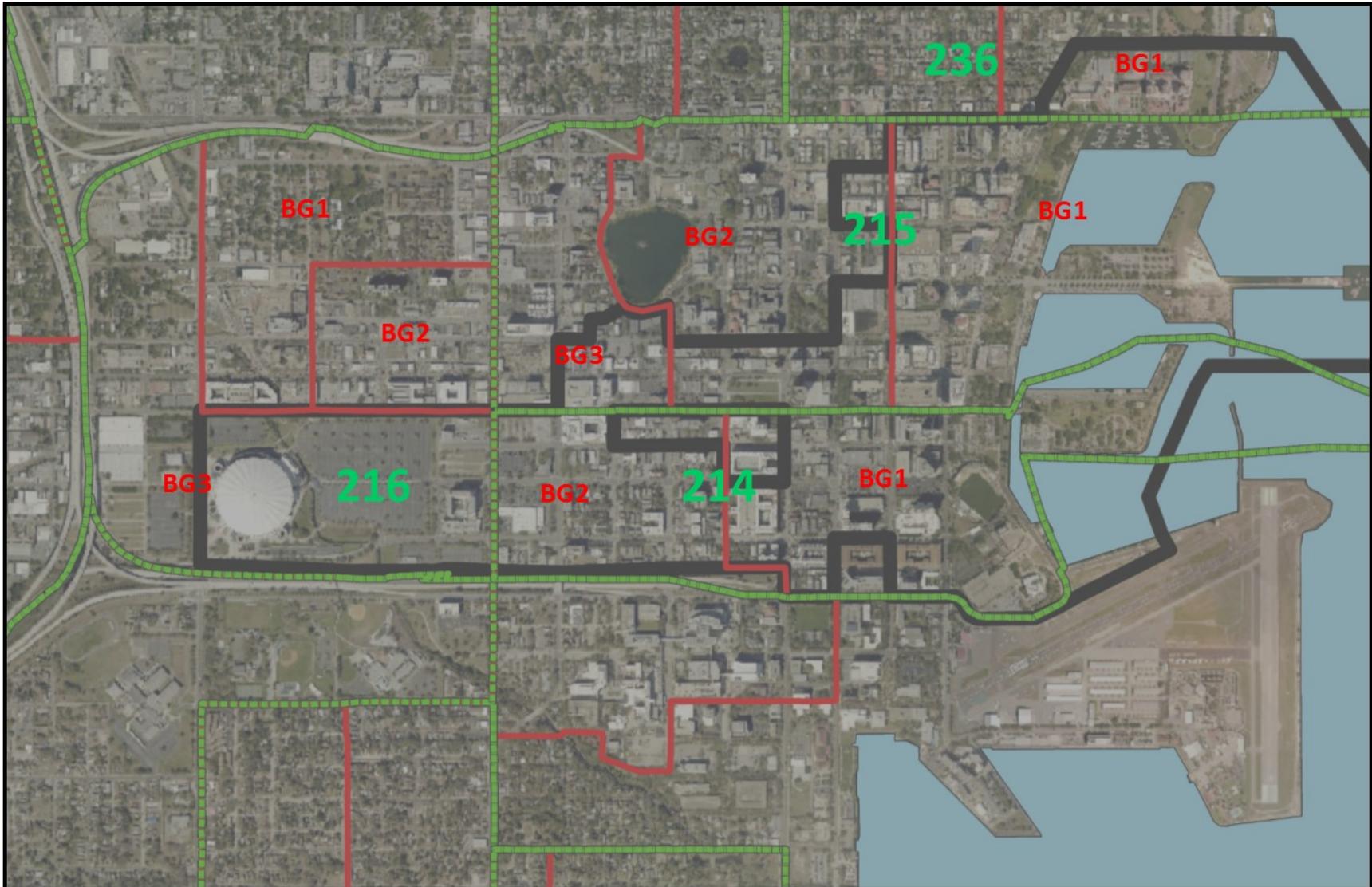
## Overview of Method

Because of the misalignment of the Intown CRA boundaries with that of the census boundaries staff had to create a formula to overcome these shortcomings. The U.S. Census Bureau’s decennial census and its American Community Survey Five-Year Estimates provides comprehensive socioeconomic information such as income and poverty at the census tract and block group levels that allow communities to evaluate change in economic status within smaller geographic areas than city, county or region.

Having block group data, which is drawn from a subarea of census tract, are essential because the Intown CRA is spread across four census tracts - 215, 216, 236, and 286 (see Map 4.1 and Map 4.2). Tract 286 (Tract 214 in the 2000 Census) is the only tract within the Intown CRA where two of its three block groups are completely contained within the Intown CRA boundaries between 1<sup>st</sup> Avenue South, 5<sup>th</sup> Avenue South, Dr. Martin Luther King Jr. Street South on the west and Tampa Bay.<sup>3</sup> This will allow a more reliable assessment of changing socioeconomic conditions based on the Census Bureau’s data and not derived from a methodology that must account for data from both CRA and non-CRA households. This will be the case with Tract 215, where at two-thirds of its geographic area

<sup>2</sup> “Real Income” = Nominal Income\*(2019 CPI Index/2000 CPI Index)

<sup>3</sup> A third block group lies south of 5<sup>th</sup> Avenue South and outside the CRA but it can be separated from the analysis.



Map 4.1

### Downtown Census Tracts in 2005



is located outside the CRA. One of its block groups lies completely outside the CRA while another lies mostly outside.

Two Census Tracts have been excluded from the analysis. Tract 236 lies north of 5<sup>th</sup> Avenue North and includes much of Old Northeast. The only portion of Intown that lies within the tract includes the Vinoy Hotel and the Vinoy Condominiums. Although the Vinoy Condominiums have over one-hundred units, this represents a little over 10 percent of all households in the block group in which it is located. Moreover, the condos were constructed after Census 2000 and the median household income of \$32,133 for the block group did not represent the income of the condominium’s residents.

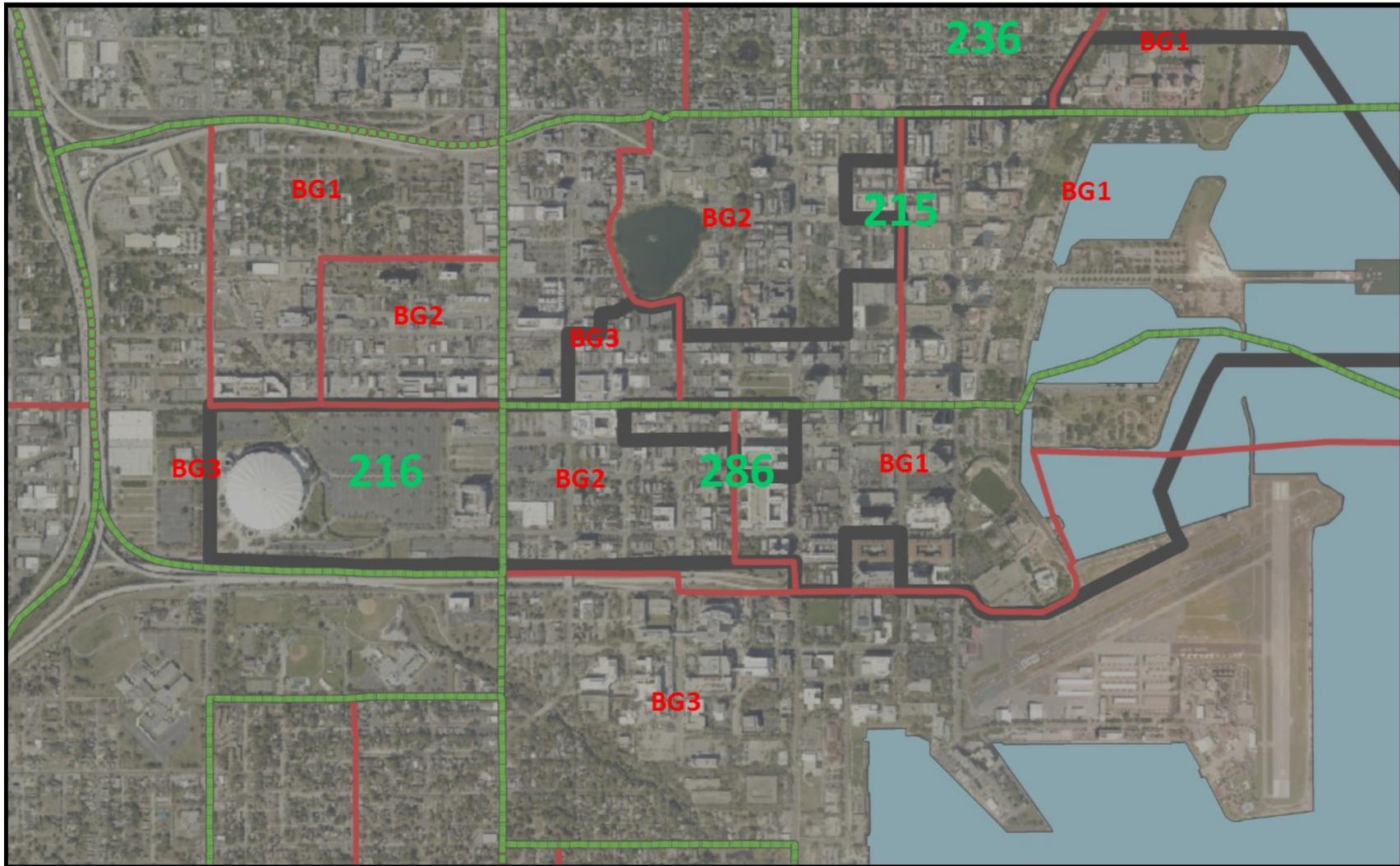
Tract 216 encompasses the area west of Dr. Martin Luther King on the east and is framed by the Interstate 275 and its two feeders into downtown. Nearly all of Tract 216 lies outside the boundaries of Intown except for a portion that contains a former senior housing complex adjacent to Tropicana Field known as Graham-Rogall, which was sold by the St. Petersburg Housing Authority in 2010. It was converted to market rate rental housing and renamed as Urban Flats.

As alluded to above, the methodological problem when using census data to derive median household income is that the boundaries of the CRA often do not align with the census boundaries. In addition, where boundaries do align, such as with block group data, the median household income between block group can be significantly different. Consequently, staff created a simple weighted average by calculating the total number of households within the CRA by block group,

determining their percentage of households within the underlying census tract and then multiplied the percentage by the median household income identified in the block group data (see Table 4.2).

**Table 4.2. Formula for Deriving Median Household Income Data for Intown**

	Census Tracts	
	214/286	215
<b>2000 Decennial Census</b>		
BG1 Median Household Income	\$24,779	\$27,349
X % CRA Households in Tract	29%	55%
= Weighted Income	\$7,285	\$14,953
BG 2 Median Household Income	\$10,545	\$18,472
X % CRA Households in Tract	71%	45%
= Weighted Income	\$7,445	\$8,373
BG 3 Median Household Income	NA	NA
X % CRA Households in Tract		
= Weighted Income		
<b>Combined Weighted Income</b>	<b>\$14,730</b>	<b>\$23,325</b>
<b>2017 American Community Survey</b>		
BG1 Median Household Income	NA	\$23,490
X % CRA Households in Tract		51%
= Weighted Income		\$12,080
BG 2 Median Household Income	\$25,625	NA
X % CRA Households in Tract	42%	
= Weighted Income	\$10,679	
BG 3 Median Household Income	\$87,000	\$74,567
X % CRA Households in Tract	58%	49%
= Weighted Income	\$50,743	\$36,221
<b>Combined Weighted Income</b>	<b>\$61,422</b>	<b>\$48,301</b>



Map 4.2  
Downtown Census Tracts in 2019



In three of the four block groups for the 2000 Census and the 2017 Community Survey, where the block groups were contained within the CRA, this methodology was sufficient to yield results that were reliable. For the one block group in Tract 215 where approximately two-thirds of its geographic area lay outside, staff had to estimate the number of dwelling units both inside and outside the CRA to calculate the value defined as “% of CRA Households in Tract.” Once that was done, the same methodology was applied.

### CHANGE IN LAND TO IMPROVEMENT VALUE

Pinellas County’s fifteen-year review requires the City to compare the land-value to improvement-value in the Intown Redevelopment Area from year 2005 to year 2020. The City used this ratio in 1981 as part of the Findings of Necessity for demonstrating that the Intown Redevelopment Area constituted a “blighted area” and was eligible for designation as a community redevelopment area, pursuant to Chapter 163, Part III of Florida’s Community Redevelopment Act. The Findings noted that the “1978 land value-to-improvement value of property in the redevelopment area was 1:1.96, which reflects a low tax base.” A similar analysis was done in 1989 as part of a Findings

of Necessity to establish Intown West as a community redevelopment area. The Findings noted that

The land to improvement ratio of 1:4.05 is typical of an area in economic decline. The land to improvement ratio (L:I) is the value of the land compared to the value of the improvements on the property. This ratio should be in the range of 1:5 and higher.

To comply with Pinellas County’s requirements, staff gathered parcel data in 2005 and 2018 and calculated the results under different scenarios. The first scenario calculated the land-to-improvement value ratio using all parcels and found that the it had improved from 1:2.93 in 2005 to 1:3.88 in 2018.

**Table 4.3. Intown Land-to-Improvement Value Ratio (2005-2018)**

	2005	2018
Total Parcel	1,475	2,496
Land Value	\$296.3M	\$562.4M
Improvements Value	\$869.3M	\$2.18BN
Land-to-Improvement	1: 2.93	1:3.88
Condominium Parcels	976	2,140
Land Value	\$1.79M <sup>4</sup>	\$1.62M <sup>5</sup>
Improvements Value	\$343.36M	\$1.34BN
Land-to-Improvement	1:197.4	1:832.4
Remaining Parcels	499	353
Land Value	\$285.9M	\$560.7M
Improvements Value	\$525.9M	\$836.3M
Land-to-Improvement	1:1.84	1:1.49

<sup>4</sup> Land value comes from the assessment of unbuilt condominiums as well as commercial condominium space in properties such as the Cloister, Bayfront Tower and Florencia.

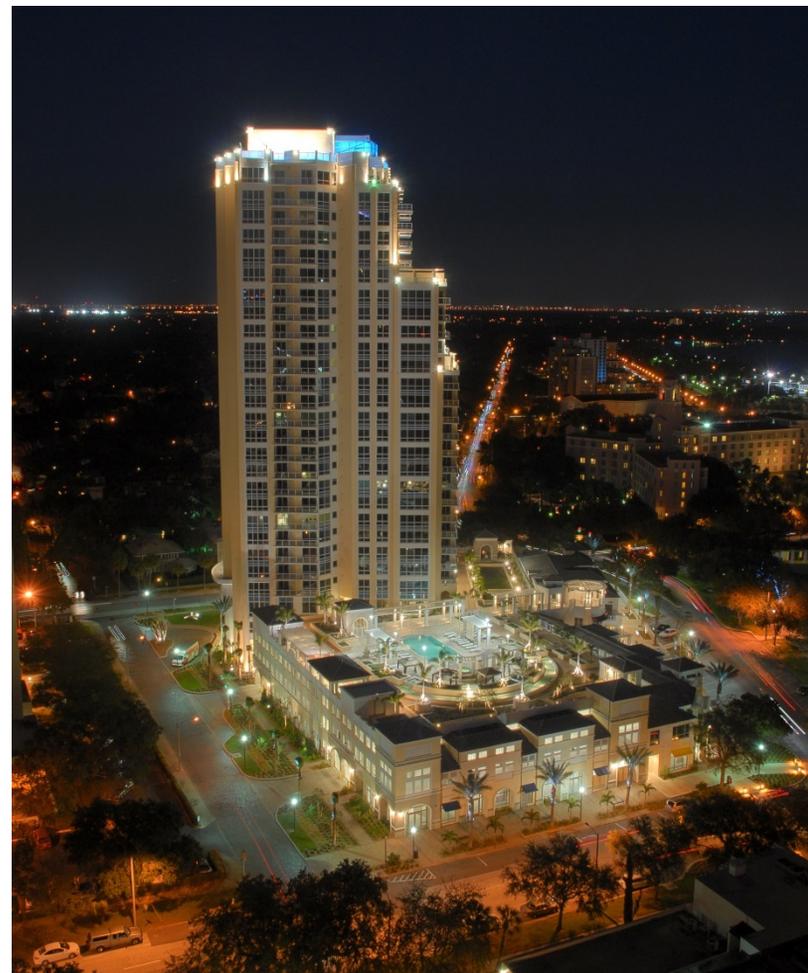
<sup>5</sup> Land value is from the assessment of unbuilt condominiums.

However, complicating this calculation is Pinellas County Property Appraiser’s Office method for assessing condominiums valuations. Typically, a parcel’s assessment is divided into land valuation and improvement valuation to arrive at a total. Despite the fact condominium owners have common ownership of the land beneath them - land that may have significant value - the condominium value only includes a total assessment without separate land and improvement values. This is problematic considering that 66 percent of all parcels in 2005 were assessed as condominiums and 87 percent in 2018, meaning a significant amount of land value cannot be captured when calculating the ratio, thereby overstating the land value-to-improvement value ratio.

To illustrate the impacts, staff calculated the ratio for condominium parcels. While there is some residual land value for some parcels as described in the footnotes in Table 4.3, the land-to-improvement value ratio is many magnitudes greater than that for the “Total Parcel” and “Remaining Parcels” categories. For instance, in 2005, the ratio was 1:197.4, while in 2018 it was 1:832.4.

As a measure of success or failure of the Intown Plan’s effectiveness against fighting blight, the land-to-improvement ratio is not a good measure. A couple of better measures include the increase in the assessed improvement value of property, the growth in private investment as demonstrated in Chapter 2, as well as the catalyzed investment from areas not within the CRA but nearby to take advantage of the uplift that has resulted from 2005 to 2019.

**Figure 4.1. 400 Beach Drive**



## **REDEVELOPMENT OF UNDERUTILIZED LAND**

As part of its 15-year review of the Intown Redevelopment Plan, Pinellas County is requiring the City of St. Petersburg to

compare changes in the “percentage of land devoted to surface parking, or is vacant, or is otherwise underutilized” within Intown between 2005 and 2020. The analysis below demonstrates significant strides made by private, non-profit and public-sector investment to reuse lower valued property.

To gather this information, staff analyzed 2005 aerial photography in downtown and identified sixty-four (64) “holdings” that qualify as surface parking, vacant or underutilized. In 2005, approximately 4.411 million SF of land on these 64 holdings was devoted to surface parking or other underutilized property (see Map 4.3). This calculation includes several buildings that were vacant in 2005, including the Pheil Hotel/First National Bank (#29) in the 400 block of Central Avenue, Bayfront Center (#59) in the 400 block of Bayshore Drive SE, the Hamilton Block (#45) in the 400 block of Beach Drive NE, and the Maas Brother Site (#60) located in the 200 block of 1<sup>st</sup> Avenue N. Each of these holdings were either redeveloped or have approved development plans for reuse.

The 64 holdings include 1.329 million sq. ft. on five holdings at Tropicana Field that are contractually obligated to remain parking for the Tampa Bay Rays as part of the stadium use agreement (see #1, #2, #3, #6, and #8 on Map 4.3). Subtracting the stadium parking sites leaves 3.08 million SF of surface parking or obsolete sites that represented a blight on Downtown St. Petersburg in 2005. (Unless otherwise stated, all calculations will exclude Tropicana Field.)

<sup>6</sup> Includes projects currently under construction.

<sup>7</sup> This is a tentative space count for the DeNunzio development to be located at the southeast corner of 1<sup>st</sup> Avenue North and 5<sup>th</sup> Street North

By 2019, the amount of underutilized land had been whittled to 1.6 million SF, which is 52 percent of the total underutilized holdings in 2005. By including approved development proposals as of September 2019 into calculation, the amount of underutilized land in Intown would be reduced to 1.11 million SF, which is only 36 percent of the 2005 holdings. The development yielded on these holdings has created thousands of new dwelling units, hundreds of thousands of SF of office, retail and museum space and hundreds of parking spaces invigorating further (see Table 4.4)

**Table 4.4. Intown Development on Underutilized Holdings since 2005**

Land Use	Built <sup>6</sup>	Proposed	Total
Residential Units	1,787	1,098	2,885
Retail SF	134,370	53,568	187,938
Office SF	264,734	150,000	414,734
Museum/Gallery SF	113,053	0	113,053
Hotel Rooms	279	568	847
Assembly Sf	0	20,000	20,000
Parking Structure (sp.)	900	500 <sup>7</sup>	1,400
Public Parkland (SF)	308,600	0	308,600

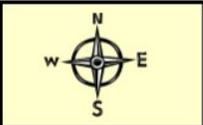
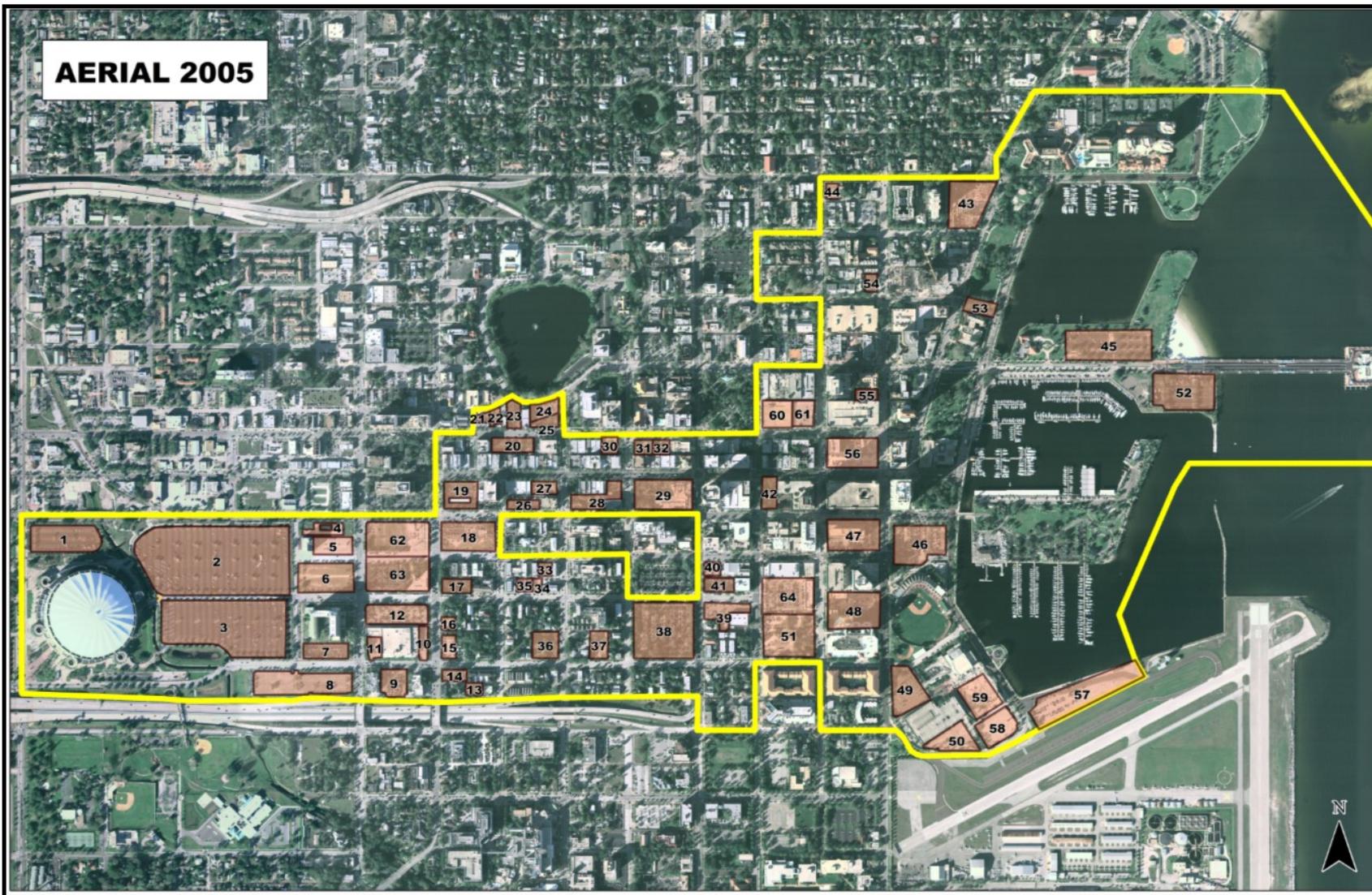
Table 4.5 provides a list of those existing and planned projects that have redeveloped underutilized sites in Intown.

*This Space Left Intentionally Blank*

(#31/32). The City has the right to construct another level of parking based on a development agreement approved on March 9, 2019.

Table 4.5  
Development on Surface Parking, Vacant and Underutilized Sites since 2005

Site #	SF	Project	DU	Retail	Office	Museum	Hotel Rooms	Assembly	Parking Structure	Public Park
13	12,490	Vela	20							
14	16,801	The Orion	33		4,936					
18	94,696	Hermitage	348	10,000						
19	48,599	Publix		47,000		13,000				
29	104,123	Red Apple	324	24,000			216	20,000	500	
31	16,516	D'Annunzio							200	
32	15,047	D'Annunzio							200	
36	41,925	Campbell Landings	96							
37	30,492	Arlington Lofts	26							
38	204,141	Beacon 430	325							
40	13,383	Residential Tower	203							
41	25,045	Residential Tower		13,887						
43	106,511	400 Beach	93	22,868						
44	11,290	475 Condos	22	900						
45	201,000	Pier Pavilion								118,000
47	97,504	Signature Place	244	15,000	38,000					
48	114,473	Saltaire (Hilton)	197	9,681						
51	132,410	Camden at the Pier District	357	6,602						
52	143,000	Doc Ford's/Pelican Lot		10,000						
53	26,562	MFA Expansion				39,000				
54	13,250	Galaxy		2,000			100			
56	91,599	One St. Petersburg	243	15,000			179			
57	168,872	Albert Whitted Park								104,000
58	61,314	Salvador Dali Museum				61,053				25,100
59	67,711	Plaza Dali								61,500
60	49,469	Duke Energy HQ		5,000	221,798					
61	33,462	Ascent	354	6,000			172			
62	116,905	UPC			150,000					
63	51,186	UPC					180		500	
<b>Total</b>			<b>2,885</b>	<b>187,938</b>	<b>414,734</b>	<b>113,053</b>	<b>847</b>	<b>20,000</b>	<b>1,400 Sp.</b>	<b>308,600</b>



Map 4.3

**Surface Parking, Vacant and Underutilized Sites in Intown in 2005**



## REDUCTION IN DETERIORATED STRUCTURES

The Fifteen Year Annual report guidelines call for the City to compare the percentage of deteriorated or dilapidated structures in the Intown Redevelopment Area from the year 2005 to year 2020. To make this comparison, staff drew on information from the Codes Compliance Department (Codes) which handles code enforcement for the City.

Figure 4.2. Henry-Bryan House on 4th Avenue NE in 2001



Between 2005 and December 2018, the Codes issued 469 citations in Downtown St. Petersburg, which is roughly defined by the interstates and Tampa Bay. Of these total citations, only forty-three were issued within the Intown Redevelopment Area. Over 87% of the cases in Intown related to “Property Maintenance”. It should be noted that only one of the codes cases opened during the reporting period involved a “Vacant

and Boarded” property that could be considered “dilapidated”. This was the historic Henry-Bryan House at 146 4<sup>th</sup> Avenue NE, that was later moved to a site on Dr. Martin Luther King, Jr. Street South and rehabilitated.

Table 4.6. Codes Cases in Downtown St. Petersburg (2005-2018)

Year	Number of Code Cases	
	Intown	All of Downtown
2005	1	23
2006	1	24
2007	2	46
2008	5	31
2009	3	26
2010	4	32
2011	4	28
2012	9	46
2013	3	38
2014	2	28
2015	3	38
2016	2	36
2017	2	38
2018	2	35
<b>Total</b>	<b>43</b>	<b>469</b>

Although the Intown CRA represents roughly 67 percent of the total Downtown land area, codes cases within Intown were 9 percent of the total cases filed during the reporting period. Intown averaged about 3 code cases per year during the reporting period; the rest of Downtown averaged a little over 30 cases. The seeming spike in Intown codes cases in 2012 up to 9 was due to five violations for one property located in the 500 block of 1<sup>st</sup> Avenue South. In fact, repeat offenders

represent the vast majority of codes cases generated within Intown. Moreover, codes violations on just eight properties represented all of the cases in Intown during the period, with thirty six of the 43 cases applying only to three properties - 100 block of Central Avenue (14), 500 block of 1<sup>st</sup> Avenue South (13), and 830 Central Avenue (9). Cases involving the 100 block of Central Avenue have been resolved by the redevelopment of the site as “One St. Petersburg”, a mixed-use residential and hotel complex that opened in 2019. The property located in the 500 block of 1<sup>st</sup> Avenue South, Lutheran Residences, is an affordable housing project that received funding from the State of Florida in 2019 for capital repairs to the facility that will remedy their code violations. Finally, the remaining property with concentrations of violations has not been cited in over two years.



# Appendix

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**Amendments to the Intown Redevelopment Plan, 2005 to 2018**

<b>Ordinance #</b>	<b>Date Approved</b>	<b>Description</b>
715-G	March 3, 2005	Amending IRP to Implement future renovations to Municipal Pier, the Mahaffey Theater, and other public improvements; provide expiration date for IRP; identify TIF as funding source for said improvements; identify existing IRP projects implemented prior to 2005; and estimate project costs for TIF debt requirements. Approved by Pinellas County Board of County Commissioners on April 5, 2005.
762-G	January 19, 2006	Amending the IRP by increasing the maximum amount of tax increment financing proceeds available for downtown improvement projects from \$95.4 million to \$97.4 million in order to allow the Florida Orchestra to utilize a \$2 million private donation previously programmed for Mahaffey Theater renovations to be utilized for the construction of a new headquarters building for the Orchestra; and, provide an additional \$2 million in tax increment financing proceeds to replace the \$2 million private donation in order to complete the Mahaffey Theater renovation project. Approved by Pinellas County Board of County Commissioners on February 21, 2006.
822-G	August 9, 2007	Amending the IRP to update maps and text references to zoning districts and future land use categories; ensuring consistency between the LDRs and IRP design standards; updating existing condition descriptions; deleting outdated graphics and project descriptions; and making editorial/formatting revisions.
1018-G	June 16, 2011	Amending the IRP to include \$2.5 million in tax increment financing to support the completion of the new Salvador Dali Museum; clarifying reference to the municipal pier project; updating descriptions to reflect current conditions and removing specific development targets on downtown blocks; updating maps and graphics; and correcting scrivener's errors.

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**Amendments to the Intown Redevelopment Plan, 2005 to 2018**

<b>Ordinance #</b>	<b>Date Approved</b>	<b>Description</b>
192-H	September 3, 2015	Amending the IRP increasing the redevelopment program budget by \$20 million to fund improvements identified in Downtown Waterfront Master Plan for Pier District; updating descriptions to reflect current conditions on downtown blocks; updating maps/graphics; amending Appendix A to contain a summary of the IRP's legal documents; and correcting scrivener's errors.
292-H	August 24, 2017	Amending the Intown Redevelopment Plan (IRP) to delete the reference to the "Mixed Use Transportation Facility" in Table 2 and reallocate its \$14 million in allowable project costs that can be funded by tax increment financing (TIF) to "Enhancements to the Municipal Pier Project" and/or "Enhancements to the Downtown Waterfront Master Plan Improvements in the Pier District" as well as to the "Downtown Transportation and Parking Improvements" project; establish a \$190,984,882 ceiling for total tax increment financing contributions needed to complete the IRP program for the projects identified in Table 2; and allow for discussions between the City of St. Petersburg and Pinellas County on future projects in the Intown Redevelopment Area and enable certain amendments to the IRP Interlocal Agreement to modify the terms for use of IRP TIF revenues if mutually agreed upon.
333-H	August 2, 2018	Amending to the Intown Redevelopment Plan (IRP) increasing the redevelopment program budget in Revised Table 2 from \$117.354 million to \$232.354 million to fund "Waterfront, Transit, and Parking Improvements" and "Rehabilitation and Conservation of Historic Resources" in the IRP east of 8 <sup>th</sup> Street as well as "Redevelopment Infrastructure Improvements" in the IRP west of 8 <sup>th</sup> Street; deleting from IRP Revised Table 2 projects that will not be funded by tax increment financing (TIF); and allowing reductions in TIF contributions to the IRP Redevelopment Trust Fund by the City of St. Petersburg and Pinellas County.