

# **Intown Redevelopment Plan**

**MAYOR/CRA EXECUTIVE DIRECTOR  
Rick Kriseman**

**CITY COUNCIL/COMMUNITY REDEVELOPMENT AGENCY (CRA)**

**Darden Rice, Chair  
Lisa Wheeler-Bowman, Vice Chair  
Amy Foster  
Charlie Gerdes  
Jim Kennedy  
Steve Kornell  
Ed Montanari  
Karl Nurse**

**ADMINISTRATION**

**Gary Cornwell, City Administrator  
Alan DeLisle, City Development Administrator**

**Originally Adopted in March 1982  
Approved as Amended on September 3, 2015**



# Introduction

## INTRODUCTION

The **Intown Redevelopment Plan (IRP)** is the revitalization plan for the downtown. The development and implementation of the plan involves the efforts of City Council, the Community Redevelopment Agency, and the residential, financial, and business communities.

The Intown Redevelopment Plan (IRP) provides mechanisms and programs for coordinating and facilitating public and private improvements to encourage revitalization. The authority and powers invested in this plan come from the Community Redevelopment Act of 1969 (Florida Statutes, Chapter 163, Part III).

The Community Redevelopment Act grants local municipalities and local redevelopment agencies the authority to undertake community redevelopment projects following the designation of a redevelopment area to be of slum or blight, or a combination thereof.

Once an area has been declared appropriate for redevelopment, a community redevelopment plan is prepared. Before the plan is approved, the local governing body must hold a public hearing on the proposed plan.

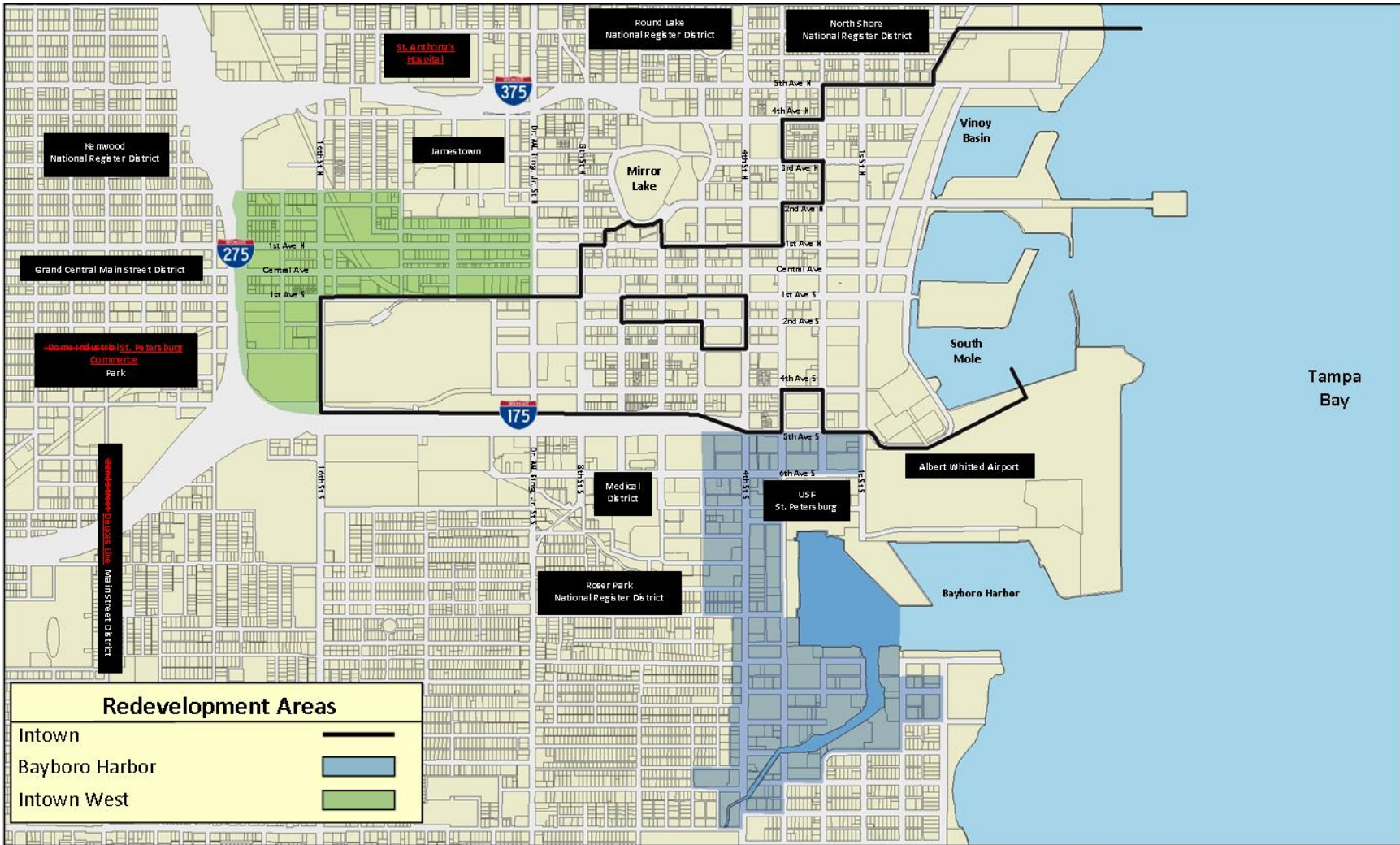
In conjunction with preparing the plan, a redevelopment agency must be established to carry out the plan. On June 30, 1981, the City Council received redevelopment powers from the Pinellas County Board of Commissioners. Then the City Council of the City of St. Petersburg declared itself the

Community Redevelopment Agency for the Intown Redevelopment Plan (See Appendix A).

The Intown Redevelopment Plan was the second of four community redevelopment plans adopted for Downtown and its environs to promote revitalization (see Map 1). The first, the Jamestown Redevelopment Area, was established in 1977 and expired in 2007.

The 193-acre Bayboro Harbor Community Redevelopment Plan was approved in December 1985, with a tax increment financing (TIF) district approved in March 1988. The CRA lies south of the Intown Redevelopment Area and is bounded by the Port of St. Petersburg, Albert Whitted Airport, USF-St. Petersburg, the Old Southeast Neighborhood and the medical center complex. Bayboro's development program and public projects, funded through TIF, supports these important assets. The district's southern section, particularly along Salt Creek, also contains marine-related industries such as marinas, yacht builders, boat repair facilities and research uses not found elsewhere in the city.

The 123-acre Intown West Redevelopment Area lies north and west of Tropicana Field, and was created in 1990, with a tax increment district. Intown West was created to capitalize on the development of Tropicana Field and the eventual award of a Major League Baseball franchise. Specific issues the IWRP attempts to address include physical deterioration of structures and properties, poor visual identity and lack of a unified architectural theme or development pattern.



Map 1  
**Community Redevelopment Areas in Downtown St. Petersburg**

## PROJECT DESCRIPTION

The redevelopment of Intown has been a long-standing goal in St. Petersburg. It was recognized in the Goals for St. Petersburg 1973, the 1977 *Intown Sector Land Use Plan*, and, in 1979, the *Intown Design and Development Program (IDDP)*. Given the above precedents, part of Intown Sector (see Map 2) has been identified as suitable for redevelopment as required under Chapter 163, Part III.

The redevelopment area is outlined on Map 2 and covers 309 acres, excluding rights-of-way. This area was declared suitable for redevelopment on December 17, 1981, (see Appendix A). Since its 1982 adoption, the IRP has been modified in response to changing market conditions, including amendments in 1995 that refined the plan emphasis for the Core, Waterfront, Duke Energy Center for the Arts and other project areas (see Ordinance No. 205-G). In 2005, the City of St. Petersburg amended the Intown Redevelopment Plan to establish April 7, 2035, as its expiration date and utilize its tax increment financing revenue until that date to bond public projects related to the Pier, improvements to the Duke Energy Center for the Arts, finance a mixed-use parking garage/transportation facility in an appropriate location within the IRP area, and fund pedestrian, streetscape and park improvements within the tax increment district. 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. Pinellas County's obligation to appropriate tax increment revenues will terminate the earlier of April 7, 2032, or at such time as the \$117.4 million in funding required to pay for these projects has been repaid. The total TIF contributions needed to

complete the IRP program identified in Table 2 shall not exceed \$190,984,882 as calculated since the approval of the 2005 IRP Interlocal Agreement. This ceiling on TIF contributions shall not prevent the City of St. Petersburg and Pinellas County from having future discussions regarding potential projects within the Intown CRA and amending the Intown Interlocal Agreement, if mutually agreed upon, to effectuate the implementation of those projects.

The written description of the Intown Redevelopment Area is as follows:

Starting at a point located at 7th Avenue N.E. extended and Tampa Bay moving west along 7th Avenue N. E. to Beach Drive, South along Beach Drive to 5th Avenue North, West along 5th Avenue North to 2nd Street, South along 2nd Street to 4th Avenue North, West along 4th Avenue North to 3rd Street, South along 3rd Street to 3rd Avenue North, East along 3rd Avenue North to 2nd Street, South along 2nd Street to 2nd Avenue North, West along 2nd Avenue North to 3rd Street, South along 3rd Street to 1st Avenue North, West along 1st Avenue North to 6th Street, North along 6th Street to Mirror Lake Drive, West along Mirror Lake Drive to Arlington Avenue, Westerly along Arlington Avenue to 7th Street, South along 7th Street to 1st Avenue North, West along 1st Avenue North to 8th Street, South along 8th Street to 1st Avenue South, West along 1st Avenue South to 16th Street. South along 16th Street to I-175, East along I-175 to 4<sup>th</sup> Street, South on 4<sup>th</sup> Street to 5<sup>th</sup> Avenue South, East along 5<sup>th</sup> Avenue South to 3<sup>rd</sup> Street, North along 3rd Street to 4th Avenue South, East along 4th Avenue South to 2nd Street, South along 2nd Street to 5th Avenue South, Easterly along 5th Avenue South to Bayshore Drive, Easterly along Bayshore Drive to the Southern boundary of Municipal Parking Lot No. 51 on Plat Sheets D-1, D-3 and E-3 of the Official Zoning Map of the City of St. Petersburg, Easterly along the Southern boundary of Municipal Parking Lot No. 51, then Northerly along the Eastern boundary of Municipal Parking Lot No. 51 to Tampa Bay, Northerly along the coastline including any natural or artificial structures or land masses emanating from the coastline to a point located at the

intersection of 7<sup>th</sup> Avenue N. E. extended and Tampa Bay; less the area beginning at the intersection of 1st Avenue South and 7<sup>th</sup> Street, South along 7<sup>th</sup> Street to 2nd Avenue South, East along 2nd Avenue South to 5<sup>th</sup> Street, South along 5<sup>th</sup> Street to 3rd Avenue South, East along 3<sup>rd</sup> Avenue South to 4<sup>th</sup> Street, North along 4<sup>th</sup> Street to 1<sup>st</sup> Avenue South, West along 1<sup>st</sup> Avenue South to 7<sup>th</sup> Street.

Within the redevelopment area are four important focus areas for new development: the Core, Webb's City, the Stadium Complex and surrounding residential areas (see Map 2). The first focus area is the Core, which also encompasses the waterfront. The integration of the Core and waterfront into a single focus area recognizes the importance of unifying these areas, which is a vital and unique part of the Intown and downtown revitalization.

Webb's City represents the second focus area and consists of the former Webb's City Department Store site and adjacent parcels. The Webb's City Department Store had functioned over the years as a residential service center as well as a tourist attraction. However, Webb's City Incorporated became financially troubled in 1976.

In January 1981, the City's involvement with Webb's City redevelopment program occurred when the Economic Development Administration transferred title of its property to the City. The City, in return, began making payments to EDA on the \$1.1 million transaction on February 18, 1987.

The Stadium Complex is the third focus area and is located between Dr. Martin Luther King, Jr. and 16th Streets and between 1st Avenue South and 1-175. The Stadium Complex,

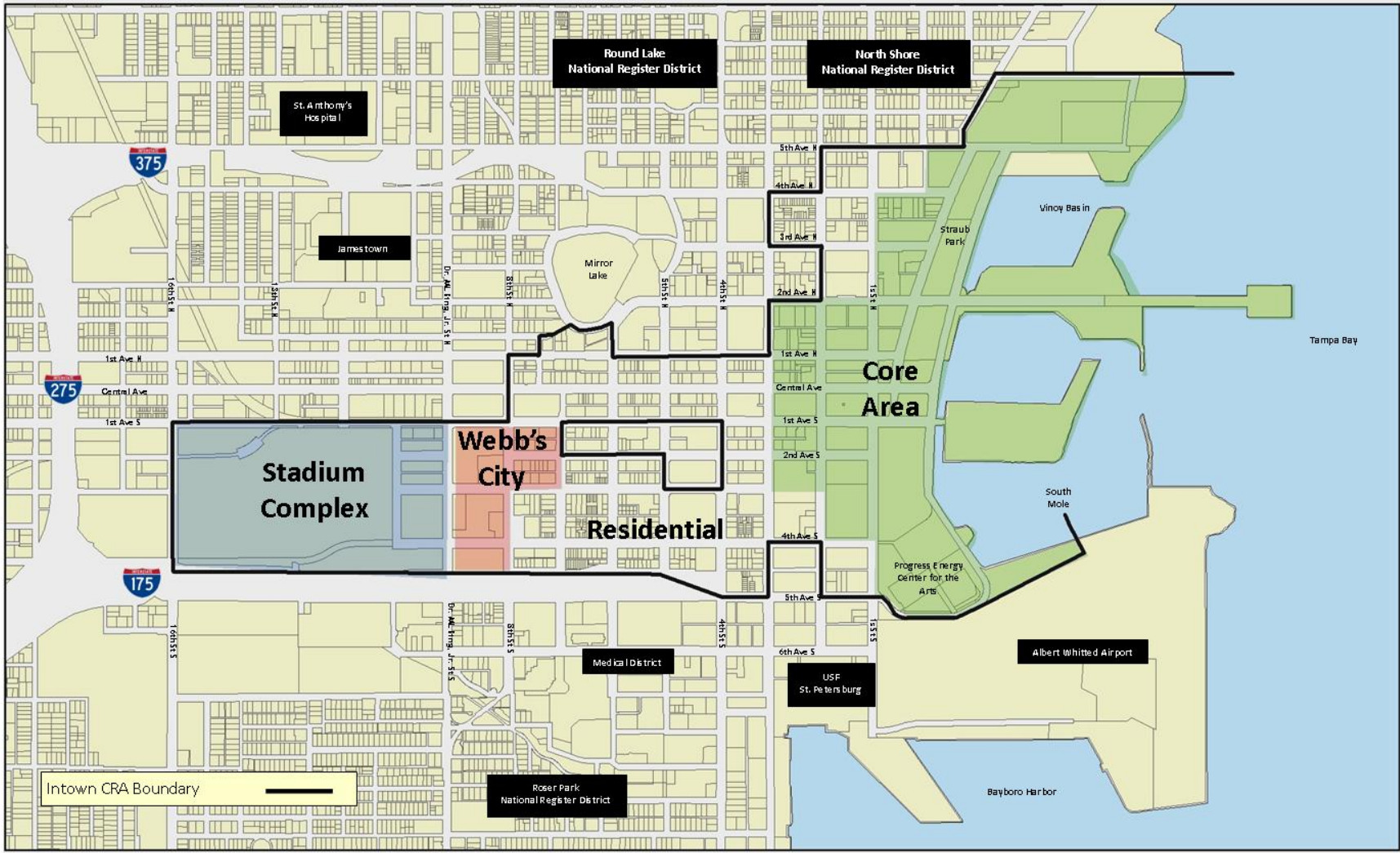
formerly known as the Gas Plant area, was declared a redevelopment area by City Council on September 7, 1978, under Chapter 163, Part III, F.S.; (Council Resolution 78-738). Initially envisioned to support industrial park and residential development, the Gas Plant Redevelopment Plan, which included plans to construct a multipurpose stadium on the site, was incorporated into the Intown Redevelopment Plan in 1983 (Ord. No. 669-F). Land acquisition and construction took the remainder of the decade, with the new domed stadium officially opened to the public on March 3, 1990.

The surrounding residential areas represent an important facet of establishing a permanent residential base in the downtown and providing for a 24-hour working, living and recreational activity center.

## REDEVELOPMENT ROLES

The City Council is the Community Redevelopment Agency (CRA) of the Intown Redevelopment Area and reviews certain projects for consistency with the Intown Redevelopment Plan, according to project cost thresholds adopted by resolution. The CRA has the authority to recommend amendments to the Redevelopment Plan ("Plan") with final approval by the City Council. As part of any redevelopment process, there may be times when appropriate modifications to the Plan are necessary.

Under Chapter 163, F.S., the governing body (City Council) has the authority to amend the Plan in conjunction with holding a public hearing. All plan changes, modifications, and



	<p>Map 2</p> <p><b>Intown Redevelopment Area and Project Focus Areas</b></p>	
--	--	--

amendments shall also be approved by the Pinellas County Board of County Commissioners.

## REDEVELOPMENT ACTIVITIES

The St. Petersburg City Council, acting as the Community Redevelopment Agency, will achieve the goal of downtown revitalization, in conformance with this adopted Plan, through the following implementation techniques and as further described in this Plan:

1. Acquisition of real property, as provided for under Chapter 163, F.S.;
2. Demolition, removal or clearance of existing building, structures and improvements and preparation of the project area as defined by this Plan;
3. Rehabilitation of certain existing structures, as defined in the Design and Development Guidelines section;
4. A relocation of site occupants presently residing in structures that are acquired by the Community Redevelopment Agency, as set forth in the Neighborhood Impact Chapter;
5. Construction of public improvements as deemed necessary to implement the Plan, encourage private investment and provide for the overall benefit of the City;
6. Disposition, by sale or lease, of property within the redevelopment area to private enterprises or for public purposes for uses in accord with this Plan and with such other conditions, disposition agreements and covenants running with the land as are necessary to ensure implementation of the Plan;
7. Formulation and Administration of rules governing reasonable preference to persons who are engaged in business within the redeveloped area if feasible and to establish rules governing the right of owners to participate in the redevelopment process.
8. Establish design and development guidelines to ensure new development and rehabilitation of existing structures are compatible with the surrounding area and conform to sound urban design practices; and
9. Management of property acquired by the CRA from the time of acquisition until disposition of the property.

## OBJECTIVES AND STRATEGIES

The overall planning framework for the specific redevelopment programs of the IRP area is based on the 1979 *Intown Design and Development Program (IDDP)* and the 1977 *Intown Sector Land Use Plan*. These documents provide the framework for encouraging private development and rehabilitation. The overall objectives of the redevelopment plan are listed below:



**A. ENCOURAGE AND REINFORCE DEVELOPMENT**

1. Encourage economic activity through the development of a unified commercial core area.
2. Formulate a participatory (public/private) approach to redevelopment.
3. Explore and develop organizational and leveraging devices to encourage private investment, such as construction of public improvements, establishment of a development corporation, and use of tax increment financing, interest subsidies, loan guarantees, and federal grants.
4. Define a mixed-use and middle income residential development project, formulating prototype design criteria and strategies and utilizing a participatory (public/private) development concept for marketing and packaging the project.
5. Provide support services for residential development.
6. Provide economic and employment opportunities for all citizens, with special emphasis on the disadvantaged and unemployed persons, working closely with the private sector and other organizations to promote the revitalization of Downtown St. Petersburg.
7. Continue the Waterfront Plan, Downtown Core Area, the Stadium Plan, Webb's City and Duke Energy Center for the Arts projects.

**B. PROVIDE GREATER ACCESSIBILITY TO INTOWN ACTIVITY AREAS AND VISUAL ASSETS THROUGH THE DEVELOPMENT OF AN INTEGRATED MOVEMENT SYSTEM FOR VEHICLES, TRANSIT, PEDESTRIANS AND PARKING.**

1. Develop a pedestrian system based on pedestrian counts and surveys in addition to current and projected development activity.
2. Utilize existing sidewalks and alleys for establishing a pedestrian system base.
3. Determine current and projected Intown vehicular circulation patterns by defining major roadways and their connecting streets, and identifying current and future activity nodes.
4. Determine appropriate areas to locate future parking facilities, de-emphasizing surface parking and focusing on potential areas for joint venture parking facility development.
5. Pursue a regional premium transit system with multiple downtown stations that serve Intown's existing activity areas and promote the development and expansion of others.

**C. ENSURE THAT THE FORM OF NEW DEVELOPMENT AND REDEVELOPMENT PROMOTES, REINFORCES AND MAINTAINS THE HISTORIC, CULTURAL AND AESTHETIC INTEGRITY OF THE INTOWN REDEVELOPMENT AREA.**

1. Maintain strict enforcement of City codes related to

landscaping and signage through increased inspection.

2. Continue the beautification program (landscaping, street graphics and lighting) along Intown's visual corridors, utilizing where appropriate the streets earmarked for the Street Tree Planting Program, and encouraging private sector participation, through the Chamber of Commerce and other interested organizations, in maintaining the aesthetic appearance of this vegetation.
3. Develop design criteria and prototypes related to sidewalk textures, service delivery, landscaping, pedestrian facilities, pedestrian crossings, pedestrian lighting, sun and shade, and connections between buildings and public and private open space.
4. Develop prototypes for design of required open space to encourage quality design and establish concepts for relating building form and green space to other buildings, street and pedestrian systems and historic elements.
5. Increase Intown green open space through development of a landscaped pedestrian system and the Street Tree Planting Program and encourage developers to provide increased open space through incentives.

## METHODS OF FINANCING

There are several funding techniques that will be utilized to finance redevelopment. The following is a brief explanation of these techniques.

- Tax increment financing is a redevelopment funding mechanism established under Chapter 163 (Community Redevelopment Act) of the Florida Statutes. As a financial tool, it provides that the assessed value of a designated redevelopment area may be frozen upon establishment of a redevelopment plan. The frozen base continues to be available to all local taxing agencies for operating purposes throughout the duration of the redevelopment project.

However, any growth in assessed value over the frozen base is reserved for the repayment of indebtedness incurred by the Community Redevelopment Agency in conjunction with redeveloping the area. The tax revenue generated by the redevelopment area is placed into a tax increment trust fund (T.I. Trust Fund or Trust Fund).

The property tax rates of local agencies continue to apply to this assessed value increment, but the revenue resulting therefrom is not available to other local taxing agencies (except the School Board) until all project indebtedness has been repaid.

- When available, Federal funds will continue to be used for downtown redevelopment projects.

- Industrial Revenue or Development Bonds (Chapter 159, Part III, F.S.) may be issued by the City to finance private improvements on behalf of a developer for project construction. The developer is responsible for the debt service.
- Revenue bonds can be issued by the City to finance public improvements e.g. parking structures and debt service paid back through parking revenues or a special fund.
- A special assessment district can be established for the purpose of assessing property owners for public improvements e.g. sidewalk improvements.

These financing methods will be used by the City in conjunction with the Community Redevelopment Agency and private sector to implement a comprehensive program for redevelopment.

Since the necessary components of a redevelopment program can be quite diverse, the available funding sources for each specific redevelopment component will be explored to the extent appropriate. The scope and quality of redevelopment may depend on a municipality's ability to complement the objectives of the redevelopment program and lower development costs to the private sector.

Summarized on the following page are some typical components of a hypothetical large scale redevelopment project. These components are matched with potential available financing sources. Please note that one or more financing sources may be used.

### Typical Project Components

- Land acquisition, demolition of existing improvements, site grading and preparation of site for construction.
- Infrastructure (location or relocation of utilities, the closing or opening of public streets and/or sidewalks, the construction and maintenance of public roads, sidewalks, skywalks and lighting).
- Public parking facilities (grade level and structure).
- Public recreational facilities (athletic facilities, parks, docks, etc.).
- Municipal facilities (city hall, police station, library, etc.)
- Mass public facilities (convention hall, arena, museum, theatre, etc.).
- Commercial/retail facilities (hotels, restaurants, offices and specialty retail).
- Manufacturing/warehousing facilities.
- Middle-to-upper income multi-family housing (condominium and rental).
- Historic rehabilitation and restoration.

### Financing Sources

- Proceeds of tax increment bonds. Sale of property to developer. Developer advances credited to future outlays. Downtown Improvement Corporation.
- Proceeds of tax increment bonds. State and Federal grants.
- Parking revenue bonds. Proceeds of tax increment bonds.
- Proceeds of tax increment bonds. Federal loans and grants. User fees.
- Municipal general obligation bonds.
- Municipal non-ad valorem revenue or general obligation bonds. Resort tax. Industrial development bonds.
- Industrial development bonds. Conventional mortgage financing. Federal loans, grants and guaranties.
- Industrial development bonds. Conventional mortgage financing. Federal loans, grants and guaranties.
- Conventional mortgage financing. Local single family mortgage revenue bond financing.
- Federal loans or grants. Industrial development bonds for commercial operations.



# Plan Implementation

---

## IMPLEMENTATION APPROACH

The overall implementation program revolves around adherence to a comprehensive program approach focusing on:

1. Public improvements, such as parking and sidewalk improvements, developed in conjunction with private sector projects;
2. Design programs and guidelines to ensure design compatibility between buildings and blocks and within the Intown as a whole;
3. Financial involvement by the City through tax increment financing, by State and Federal funding sources, and by financial institutions that create the types of lending programs necessary to accomplish downtown revitalization. This involvement focuses on utilizing public funds to generate greater private investment through leveraging techniques;
4. The organization of downtown activities through a centralized agency or group working with the City and merchants for the purpose of promotion, administration, and business development. This should also include lobbying efforts to modify existing and promote new state legislation favorable to downtown development.

## PLAN EMPHASIS

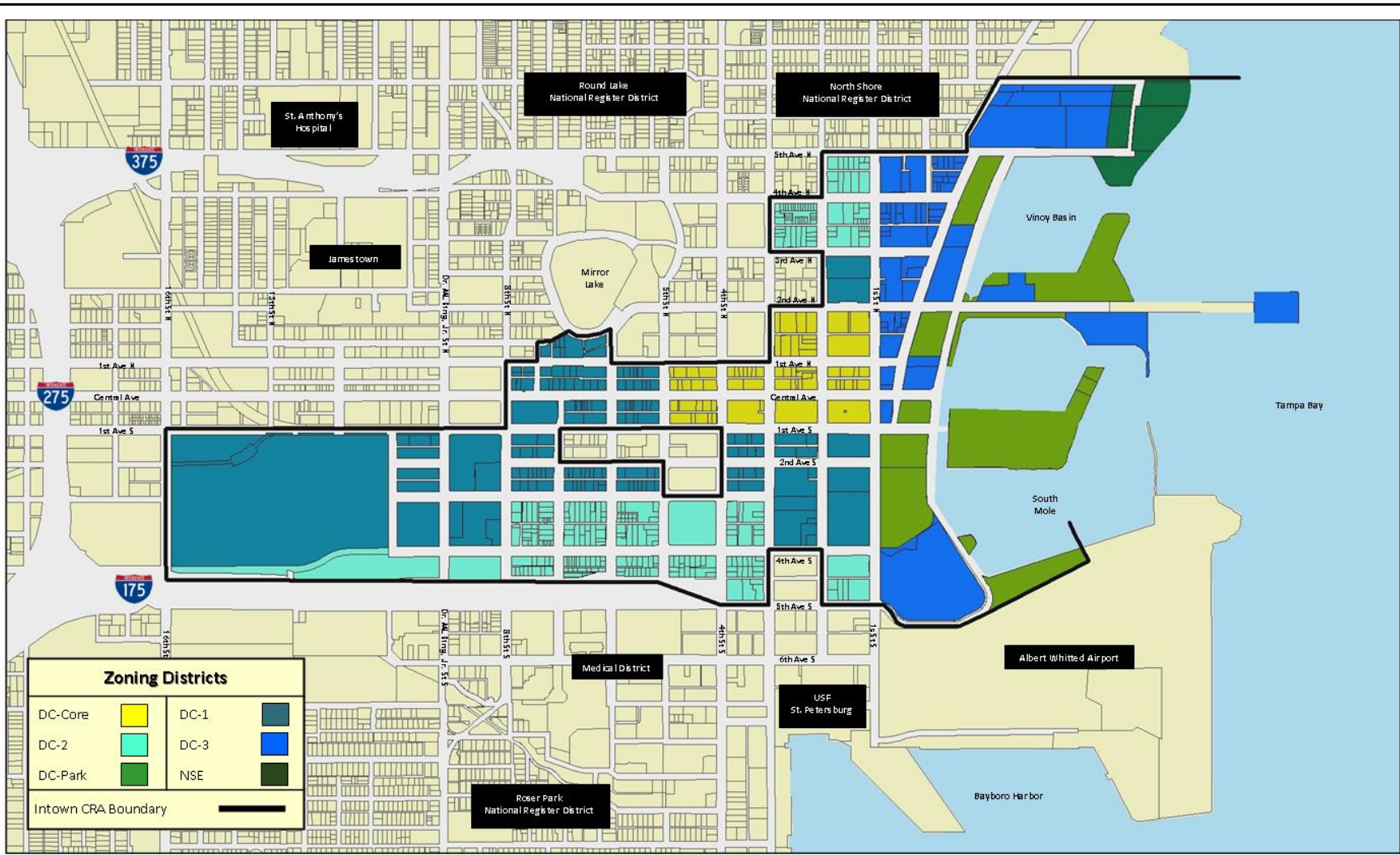
Part of the plan implementation is developing an overall land use emphasis in order to achieve the concentration and form of development desired. Map 3 depicts the Downtown Center zoning districts within the redevelopment area that implement the land use focus for Intown.<sup>1</sup> The uses indicated correspond to the Downtown Center zoning within each block as well as the *Intown Sector Land Use Plan*. This plan is in compliance with the City's Comprehensive Plan prepared under Chapter 163, Part II, F.S.

The central portion of the **Downtown Core** area is defined as a mixed use emphasis, either office, retail, residential or a combination thereof, reflecting the importance of concentrating intense office and major retail activity within this small area. This concentration achieves a 24-hour activity center and emphasizes a pedestrian orientation. The surrounding blocks provide a support base with mixed-use activities (office, residential and/or minor retail), with a specialty retail focus along the waterfront.

The **Webb's City** area will provide essential residential support services as well as expanding the employment base through office development. Another important emphasis for the Webb's City area is market rate housing.

---

<sup>1</sup> Map 3 is for illustrative purposes. Please refer to the City's Official Zoning Map for the most up-to-date information.



---

The plan for the **Stadium Complex** is substantially complete with the construction of the stadium and attraction of a Major League Baseball franchise but ongoing refinements can be expected in order to meet the evolving needs of baseball and its fans.

The plan emphasis is designed to reflect the various activities for each focus area as implemented through the Downtown Center zoning districts and how these activity concentrations should integrate and support each other. Residential uses will be allowed throughout the redevelopment area, either as a permitted use or through the special exception or streamline approval processes provided by the land development regulations.

Open space and street layouts are depicted on Map 3. In addition, the limitation on the size and type of development in the area is governed by the City's Land Development Regulations, including open space and parking requirements and this Plan.

## TRUST FUND PROGRAMMING

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.<sup>2</sup> 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.

In 2005, the City amended the IRP to extend until 2032 its use of tax increment financing to fund public improvement projects throughout Intown (see Ordinance 715-G and interlocal agreement in Appendix A). In addition to renovations to the Mahaffey Theater, the extension was designed to pay for projects such as the Pier project and its approach, a mixed-use transportation facility, pedestrian and streetscape improvements as well as improvements to the waterfront park system. The 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 (see Ordinance 762-G and Appendix A). In 2010, City Council approved \$2.5 million from tax increment financing for use at the Duke Energy Center for the Arts to augment needed funding to complete the new Salvador Dali Museum. Pinellas County matched the City's funding with monies available through the Tourist Development Tax. In

---

<sup>2</sup> TIF is a method of facilitating redevelopment by utilizing future city and county real property tax revenues to pay for public improvements. TIF earmarks any future growth in real property taxable values from the year the tax increment financing district is designated to pay for the cost of improvements.



---

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.

City Council approved plan amendments in 2017 that established a ceiling of \$190,984,882 for total TIF contributions needed to complete the IRP program, while reallocating funding for projects identified in Table 2 below.<sup>3</sup> This ceiling on TIF contributions shall not prevent the City of St. Petersburg and Pinellas County from having future discussions regarding potential projects within the Intown CRA and amending the Intown Interlocal Agreement, if mutually agreed upon, to effectuate the implementation of those projects.

Table 2 was amended to delete the \$14-million “Mixed Use Transportation Facility” and reallocated its funding to other approved projects in the following manner:

- expend up to \$10 million in TIF on (i) “Enhancements to the Municipal Pier Project” and/or (ii) “Enhancements to the Downtown Waterfront Master Plan Improvements in the Pier District”;
- expend \$4 million on “Downtown Transportation and Parking Improvements” throughout the Intown Redevelopment Area; and

---

<sup>3</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.

- allocate to “Downtown Transportation and Parking Improvements” any remaining amount of the \$10 million not spent on enhancements to the “Municipal Pier Project” and/or “Downtown Waterfront Master Plan Improvements in the Pier District”.

The total Intown Redevelopment Plan budget of \$117.354 million remained unchanged.

## PUBLIC IMPROVEMENT PROJECTS

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 that serves a broad range of dense land-uses;
- consolidating blocks for conveyance to developers;
- building parking garages to reduce or eliminate the demand for surface parking lots damaging to the urban fabric;
- enhancing the pedestrian experience by improving sidewalks, streetscaping and waterfront parks;
- expanding the cultural offerings through the ongoing development of what is now 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. In others, work remains. The section below outlines the public and private development activity that has taken place since the IRP’s adoption, as well as those actions that are needed. The projects identified are those which will have the greatest impact on leveraging private investment and provide important public amenities. All the public improvements will be constructed in conjunction with new development or rehabilitation. **All costs identified in this plan are estimates** (emphasis added) and include planning, design, construction and project management costs. Maintenance of landscaping (including watering) for all the pedestrian improvements will be the responsibility of the abutting property owner.

In the section entitled “Summary” on page 345 below, Table 1 summarizes projects implemented between 1982 and 2004, while Table 2 identifies new public improvement projects proposed between 2005 and 2035. In addition, development and design guidelines for all projects in the redevelopment area are discussed in the section beginning on page 367 below entitled “Design and Development Guidelines.”

### Core Area Project

The core project represents the establishment of a major activity center linking the downtown and waterfront (see Map

4). The public improvement programs identified for the core are designed to encourage private development and create the type of activity center that will attract people and business.

Since 1998, the core has seen the bulk of downtown’s high-profile development activity, including the development of five residential condominium towers and a hotel on Beach Drive, construction of an urban entertainment complex and a major corporate headquarters, the establishment of a downtown college campus and cultural activities as well as the opening of many restaurants. These have all energized downtown into the 24/7 activity center envisioned by the City.

### Unified Retail Program

The unified retail program encompasses an eight-block area (blocks A, B, C, D, E, G, Duke Energy/St. Petersburg College, and Jannus Landing - Map 4) within the Core. The project focuses on new development with intense retail activity that integrates with St. Petersburg College, Sundial, Jannus Landing, and the Beach Drive Shops and implements the Waterfront Plan.

The unified retail concept seeks to create pedestrian oriented streets within the Core, to establish a strong tie between the major retail blocks. This concept will create the type of compact retail area necessary for attracting pedestrian shoppers, generating retail variety, and creating a major focal point for the Core.



Map 4

**Key Development Blocks in Downtown St. Petersburg**



---

The unified retail concept establishes street and upper level activities in order to create a successful integration of retail stores. The successful development, marketing/promotion, management, and uniform maintenance of the unified retail district may require management by a single entity. Another important element of the unified retail program is ensuring quality architectural design unity and compatibility of existing development, new development and redevelopment within the core area.

The City's Land Development Regulations adopted in 2007 are the primary regulatory vehicle for ensuring the type and quality of development sought for Downtown. Through the Downtown Center zoning requirements, the LDRs establish allowable uses, development intensity, height, design details and other features necessary for the vibrant urban environment sought by the Intown Redevelopment Plan. Consequently, all future development and redevelopment must be consistent with the Downtown Center zoning requirements as well as the Plaza Parkway Design Guidelines.

Below is a brief description of the development activity and use emphasis within the unified retail area:

***St. Petersburg College/Duke Energy Block*** The block, located just east of Williams Park has made significant strides toward achieving the IRP's vision. St. Petersburg College opened its Downtown Center in 2005 by renovating the former Maas Brother furniture building 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.

***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, 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. Future development should continue the existing mixed-use pattern with a major street-level retail emphasis to reinforce and support the unified retail program.

***Block A*** The 2000 opening of BayWalk, a 160,000-sf urban entertainment center with shopping and movie theaters, was an immediate success, 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.

***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. The construction of the Millenium Walkway, linking the MidCore Garage with Sundial, met the IRP's design vision for a pedestrian network providing north/south connection lined by bronze sculptures.

**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. The streetscape features, ground-floor retail and public art built by Ovation creates the major public open space that physically and visually links the unified retail core program with the waterfront park system.

**Block D** In 2011, this block located on Central Avenue is a surface parking lot, and is the most significant development site remaining in the in the Unified Retail Core. The Downtown Core zoning requirements call for an intense mixed-use block with significant ground-floor retail uses provided on all sides of the building. Because of the pedestrian linkages already established by the MidCore Garage arcade and the Millenium Walkway, major retail activity (2 or 3 levels) should be provided along a north/south pedestrian corridor linking Central Avenue with the Sundial block.

**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.

### Parking Structures

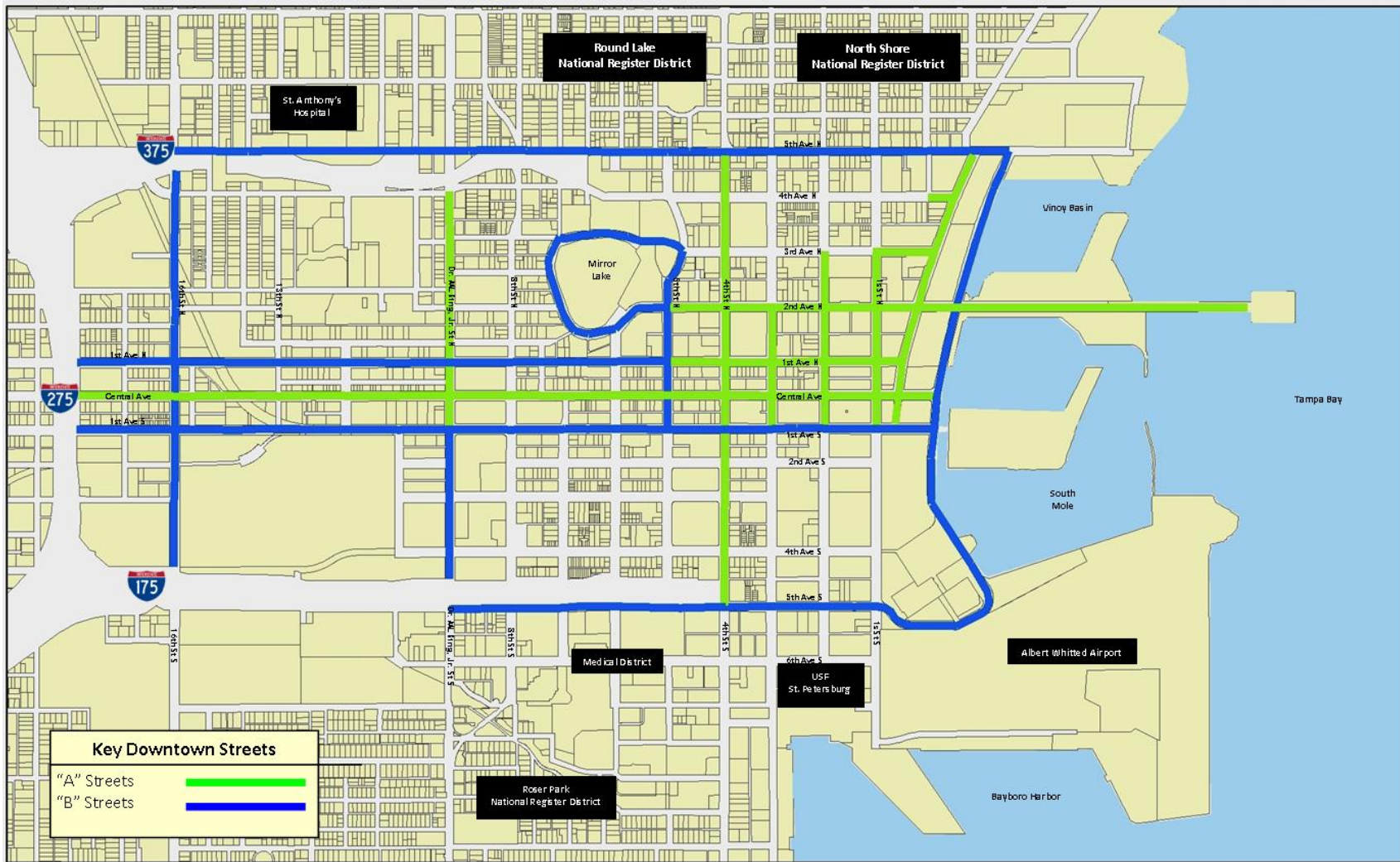
Public parking structures and mixed-use parking structures/transportation facilities will continue to be constructed at key locations within the core area. **Through the 2017 amendments to the IRP, City Council allocated at least \$4 million for "Downtown Transportation and Parking Improvements" that could be used to fund parking structures.**

These structures should include ground level retail and may include air rights development above the parking structure, and will be located at appropriate locations within the IRP area (see Map 7).

### Pedestrian System

An important part of establishing a strong downtown revitalization program is providing pedestrian amenities. The Land Development Regulations (LDRs) identify areas within Intown where development may be required to upgrade or enhance streetscaping.

The Plaza Parkway Design Guidelines described in Appendix B serve as the design framework for the level of pedestrian treatment (pedestrian system classification) that is intended by the LDRs. Other blocks in the redevelopment area may be



Map 5  
**Streetscape Requirements for Downtown St. Petersburg**



---

considered for inclusion as part of the pedestrian improvement program depending upon the availability of trust fund money and participation by all property owners along a given block

The pedestrian system cost breakdown for the Core includes, pedestrian mall areas, partial mall covering for weather protection, pedestrian improvements and skyways. The City will participate with the private sector in developing the pedestrian system.

Part of developing a unified core area is the ability to evaluate the design and human scale impacts of new development. Many of these design considerations were addressed during the 2007 amendments to the City's land development regulations that created the Downtown Center zoning districts. The urban design standards set forth in the DC districts improve the design and human scale of new development. These include

- Ensuring maximum building setbacks to create an urban edge to new development;
- "Stepbacks" for new construction above a certain height to prevent the creation of a "canyon effect" on downtown streets;
- Discouraging demolition of buildings without prior approval of a site plan and submission of building permits to maintain the urban fabric; and

Incorporation of a minimum amount of pedestrian type uses in new construction (i.e., galleries, shops, restaurants) to ensure street-level pedestrian activity on

many of downtown's major streets (see "A" and "B" Streets on Map 5).<sup>4</sup>

### **Block Consolidation**

The Community Redevelopment Agency, for the purpose of consolidating development parcels, may undertake selected land acquisition to consolidate blocks for development. The Agency has undertaken acquisition before, most notably in assembling land in the 1990s for Sundial and the MidCore Parking Garage, as well as for the Duke Energy corporate headquarters during the early 2000s.

Block consolidation includes the establishment of the unified retail core concept (Blocks A, B, C, D, G, E,) and Duke Energy/St. Petersburg College, Sundial and Jannus Landing and consolidation of Block F (see Map 4).

The following is a brief description of the development activity and use emphasis of the remaining Core blocks (F and G).

***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, which can be accessed by an elevated pedestrian bridge. Any future development on the site must comply with the

---

<sup>4</sup> Map 5 is for illustrative purposes. Please refer to the City's Land Development Regulations for the most up-to-date information.

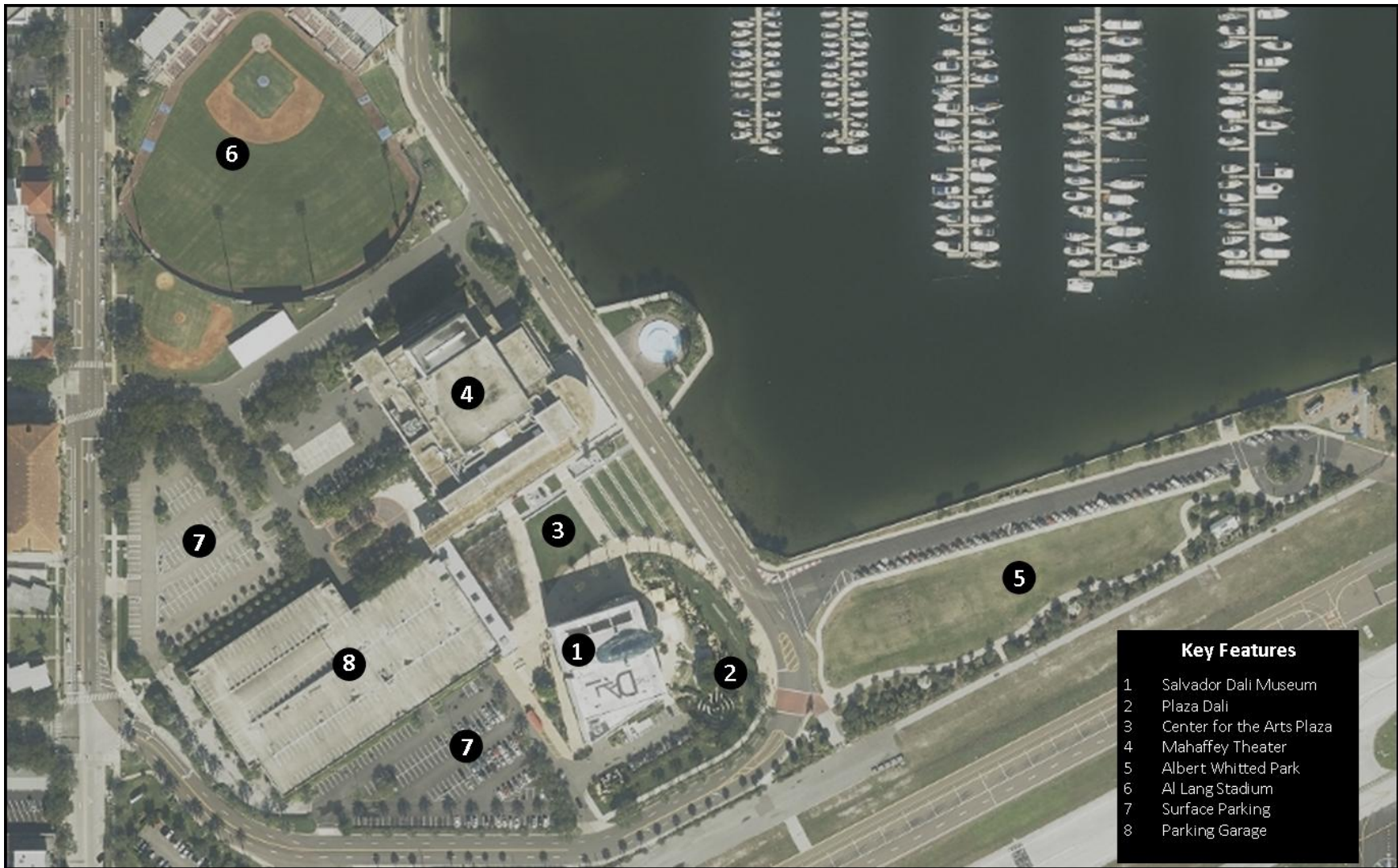


Figure 1  
**Duke Energy Center for the Arts and Environs**





---

requirements of the Downtown Center zoning district.

**Block G** The SouthCore parking garage occupies the entire block providing 1,300 parking spaces, and more than 130,000 sf of commercial space. Future development of the site or air rights must comply with the Downtown Core zoning district.

## DUKE ENERGY CENTER FOR THE ARTS

The Duke Energy Center for the Arts, which includes the Salvador Dali Museum that opened in 2011, the Mahaffey Theater and other facilities, represents an important cultural resource and amenity to the community and a vital component of the downtown redevelopment program. It is necessary, therefore to prepare and periodically update (1) market and design studies to identify its appropriate role in the local and regional market (performing arts, theater, conventions, conferences and other related entertainment activities), and (2) facility improvements.

Project funding was required for market and architectural studies, public improvements required to support development of the Salvador Dali Museum, the rehabilitation of the Mahaffey Theater and expansion of the lobby, reorientation of the Theater entry toward the waterfront area, creation of an outdoor plaza, development of a new waterfront public park and funding for parking, landscaping and other related pedestrian and open space improvements (see Figure 1 for an aerial view of the Center and its environs).

## 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 (see Map 6).

By the mid 1980s, the project was successful by attracting Webb's Plaza, the AAA Headquarters, and the headquarters of St. Petersburg's Fire Department. In fact, the Winn Dixie at Webb's Plaza would be the only grocer to serve Downtown for nearly twenty years. By 2011, however, the Plaza is no longer competitive in the downtown retail market that emerged in the past fifteen years and is a potential redevelopment opportunity. In addition, another three blocks in the Webb's City project area are either vacant or underbuilt, also providing redevelopment potential. However, as development in Downtown has resumed after the Great Recession, the Webb's City area is poised to take off. In 2015, The Hermitage, 357-unit luxury apartment complex has broken ground in the 700 block of 1<sup>st</sup> Avenue South. Bordering Webb's City are several projects that illustrate investment interest in the area, including: a Publix Supermarket under construction across 1<sup>st</sup> Avenue South, along with gallery space to support the Morean Arts Center and Hot Shop on Central Avenue; the renovation of the Historic YWCA Building at 642 2<sup>nd</sup> Avenue South into a high-end steakhouse in 2013; the conversion of a former public housing complex on Dr. Martin Luther King, Jr. Street South, into the market Urban Flats; and the construction of



Map 6  
**Webb's City Project Area**



---

Casablanca Tower and Orion, both market-rate multifamily complexes on 8<sup>th</sup> Street South. Webb’s City strategic location between the IRP’s “Core Area,” Tropicana Field, the Intown West CRA and the Bayfront/All Children’s medical district make it an attractive redevelopment opportunity for several different market sectors. The Downtown Center zoning district describes the uses allowed for the Webb’s City project area. The LDRs along with the Plaza Parkway Design Guidelines, also prescribe appropriate urban design treatments for this important area.

## THE DOWNTOWN WATERFRONT AREA

The Downtown waterfront park system stretches from the Vinoy Park Hotel along 5<sup>th</sup> Avenue NE to the Salvador Dali Museum at the Duke Energy Center for the Arts on Bayshore Drive/Dali Boulevard SE (Figure 2). It represents St. Petersburg’s signature planning triumph and continues to attract millions of visitors a year for festivals, dining, sports, culture and entertainment, and leisure. Over many years, the City has attempted to upgrade facilities to respond to the waterfront’s ever-evolving needs. For instance, in the late 1980s, the City constructed \$12.5 million in improvements to the Pier and Pier approach that expanded parking opportunities.

The IRP’s objective for the Downtown Waterfront Area entails the continued revitalization of the waterfront parks and Pier area and focuses on development of specialty retail, parking, cultural and recreational facilities. To that end, the City will be funding major public improvement projects to sustain and

expand the success of Downtown St. Petersburg, including the Municipal Pier Project, implementation of the Downtown Waterfront Master Plan and continued streetscaping and waterfront park investments.

### The Municipal Pier Project

The \$50-million Municipal Pier Project will result in extensive renovation or replacement of the Pier based on problems and issues cited in a City Engineering report to City Council on March 13, 2004, and subsequent documents. The report identified issues of deterioration that would not be remedied through the City’s ongoing Pier maintenance program and determined that these efforts were not cost effective.

### Downtown Waterfront Master Plan

On November 8, 2011, St. Petersburg voters approved an amendment to the City Charter requiring City Council to “develop and approve an inclusive Downtown Waterfront Master Plan (DWMP) by July 1, 2015.” On June 4, 2015, City Council approved the 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 study area for the DWMP is comprised of six “character” districts that collectively span approximately seven miles of contiguous public waterfront beginning at the Northeast Exchange Club Coffee Pot Park on the north to Lassing Park to the south. Two of the districts – Pier District and South Basin District – are wholly contained within the Intown

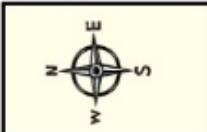
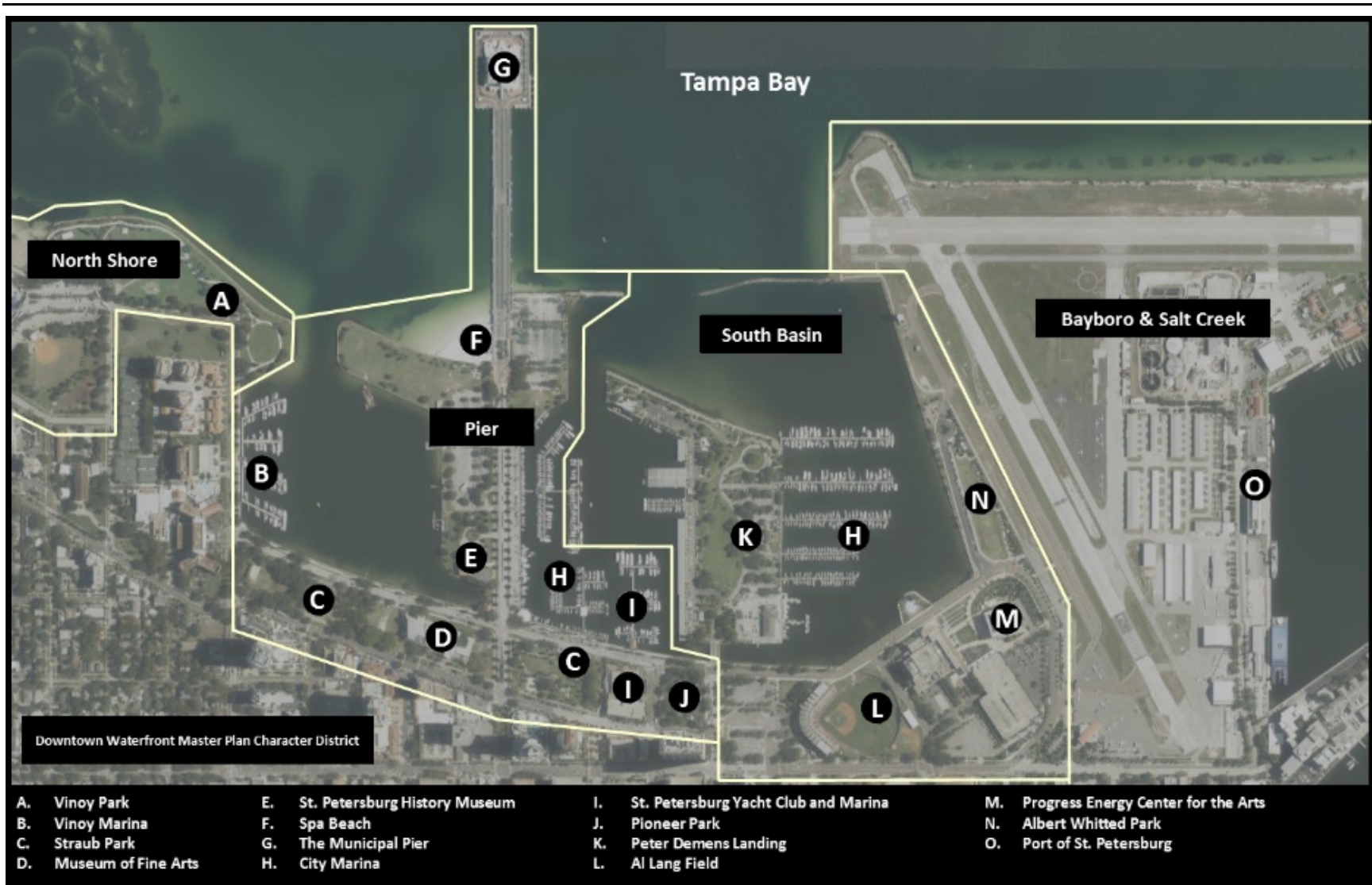


Figure 2  
**The Downtown Waterfront Area**



---

Redevelopment Area. The Pier District lies east of Beach Drive, north of Demens Landing and south of the North Mole sea wall. The South Basin District adjoins the Pier District to the south and reaches south to Albert Whitted Park and is generally bounded on the west by 1<sup>st</sup> Street South. A portion of a third district - North Shore- lying south of 7<sup>th</sup> Avenue NE and east of Bayshore Drive is within Intown (see Figure 2).

City Council's near concurrent approval of the Downtown Waterfront Master Plan with its May 2015 approval of the **new St. Petersburg Pier Park** design provides an opportunity 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. Within the Pier District, the DWMP identified \$51.7 million in improvements. Within the Pier Approach the City will fund through tax increment financing \$20 million in public improvements including but 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.

**In 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". Any surplus that remains from this funding source will be used to augment the \$4 million in TIF allocated to the "Downtown Transportation and Parking Improvements" project (see Table 2).**

Another \$2.5 million to fund park improvements that was approved in 2005, will continue the City's focus on maintaining and improving the IRP's park system and facilities as support amenities for Downtown's residential and specialty retail market (see Table 2).

The City Charter will require a public referendum for any disposition of or long-term lease on City property in the Downtown Waterfront Area east of Beach Drive to the Municipal Pier structure.

## RESIDENTIAL DEVELOPMENT PROGRAM

The development of an expanded residential base in the Intown is essential to achieve a successful downtown 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. One important aspect of residential development is the utilization of the existing housing stock.

To ensure housing opportunities for all citizens of St. Petersburg, the residential development program focuses on two aspects of the housing market:

1. aid low and middle-income persons in the rehabilitation of their property or investor owners who provide housing for low and middle-income groups; and

- 
2. aid in defining and assisting new middle-income residential development and infill housing, and ensuring its compatibility with the surrounding neighborhood. New low-income housing will continue to be provided through the City's existing programs in the Jamestown and Gas Plant area and through other federal programs.

The residential development program utilizes a variety of federal, state and local programs to encourage new housing and rehabilitation of the existing housing stock. This plan incorporates spot clearance and rehabilitation on a majority of the blocks in the redevelopment area and in other selected blocks utilizes rehabilitation and block consolidation for new infill housing (see Map 7). The program will consist of voluntary and compulsory participation by owners in the rehabilitation of their buildings in accordance with design criteria set forth in this plan.

The available funding alternatives include, but are not limited to, the following:

#### Federal

- 312 Rehabilitation Loan Program offers direct loans and works on a revolving loan fund basis;
- Section 8 rent supplement for low-income persons.
- Mortgage insurance programs designed to encourage lending institutions investment in housing by reducing the risk related.

- The Historic Preservation Tax Credit program provides a 20 percent tax credit for developers of who renovate rental housing that are listed on the National Register of Historic Places.

#### State

- The Community Contribution Tax Credit (Section 220.183, F.S.) offers a 50% credit against state corporate income taxes for contributions of up to \$200,000, for community development, which could be used as direct grant or to start a revolving loan fund;
- The State of Florida provides tax incentives and loans to carry out projects in declared or distress areas;
- The Florida Housing Development Finance Agency may make available financing opportunities for residential rehabilitation, specifically through tax-exempt bonding.

#### Local

- promoting development of residential services;
- use of tax increment financing for residential related public improvements, such as recreation areas (use of alleyways), infrastructure, landscaping, lighting, etc;
- City may initiate vacation of alleys and streets for development;
- use a loan principal or interest subsidy program on

---

conventional loans;

- use of tax increment financing for land acquisition;
- use of the Ad Valorem Tax Exemption for Historic Properties enabled by City ordinance;
- City may issue housing mortgage revenue bonds;
- local banks establishing a special loan pool for all types of residential development.

The key to encouraging the housing market to respond to the needs of housing consumers and stimulating new residential growth in the downtown, lies in creative financing techniques. When the IRP was adopted, it was estimated that the plan could generate 1500 or more additional housing units in the area. The IRP has exceeded that estimate. Since the IRP was adopted in 1982, more than 2,100 residential units have been added within the community redevelopment area. In the rest of downtown, more than 820 dwelling units have been constructed during the same period. All but approximately four hundred units have been constructed since 1998 throughout downtown.

#### Block Consolidation

The Community Redevelopment Agency, for the potential purpose of consolidating parcels, may undertake selected land acquisition for the residential development program. Blocks identified for consolidation are shown on Map 7.

The residential program involves the Vinoy project and the University Park Residential District. The development concept for these areas is described below:

#### Vinoy Project

The Vinoy Project encompassed the renovation of the Renaissance Vinoy Park Hotel, construction of condominiums on adjoining property and establishment of a marina. 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.

The continuing use of the Vinoy for residential or hotel uses, or both, is vital to establishing and maintaining a permanent population base in the downtown in order to stimulate and support hotel, office and retail growth, expand the City's tax base, encourage the rehabilitation of existing downtown neighborhoods, and reinforce the aesthetic quality of the waterfront park system.

The continued success of the Vinoy development will:

- ensure compatible development on the site that is sensitive to the visual image of the waterfront;

- develop and preserve a 200-foot wide open space buffer parallel to and west of Bayshore Drive NE between 7<sup>th</sup> Avenue NE and Fifth Avenue NE;
- protect the community's investment in the downtown waterfront park system; and
- enhance and achieve the specific development goals the Downtown Waterfront Area.

### University Park

Block "K" and Block "L" are located in an area identified by Downtown Core zoning for residential support (see Map 4 on page 16). The design concept should provide ground level green open space and may provide support service retail, in conformance with underlying zoning requirements.

The remainder of the district (8<sup>th</sup>-4<sup>th</sup> Streets between 3<sup>rd</sup> Avenue South and I-175) is appropriate for selected land acquisition and demolition for new in-fill housing and housing rehabilitation.

## **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 use Williams Park in Downtown as a transfer point. In 2016, the City is working with PSTA to relocate the transfer point from Williams Park to a new intermodal facility elsewhere in downtown and create a new grid bus network in Downtown. It is anticipated that the facility will be funded by \$14 million in tax increment financing, as approved by amendments to the IRP in 2005. In 2017, City Council approved \$4 million for "Downtown Transportation and Parking Improvements" to fund improvements to the Intown transportation network.

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, or successor, 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.

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

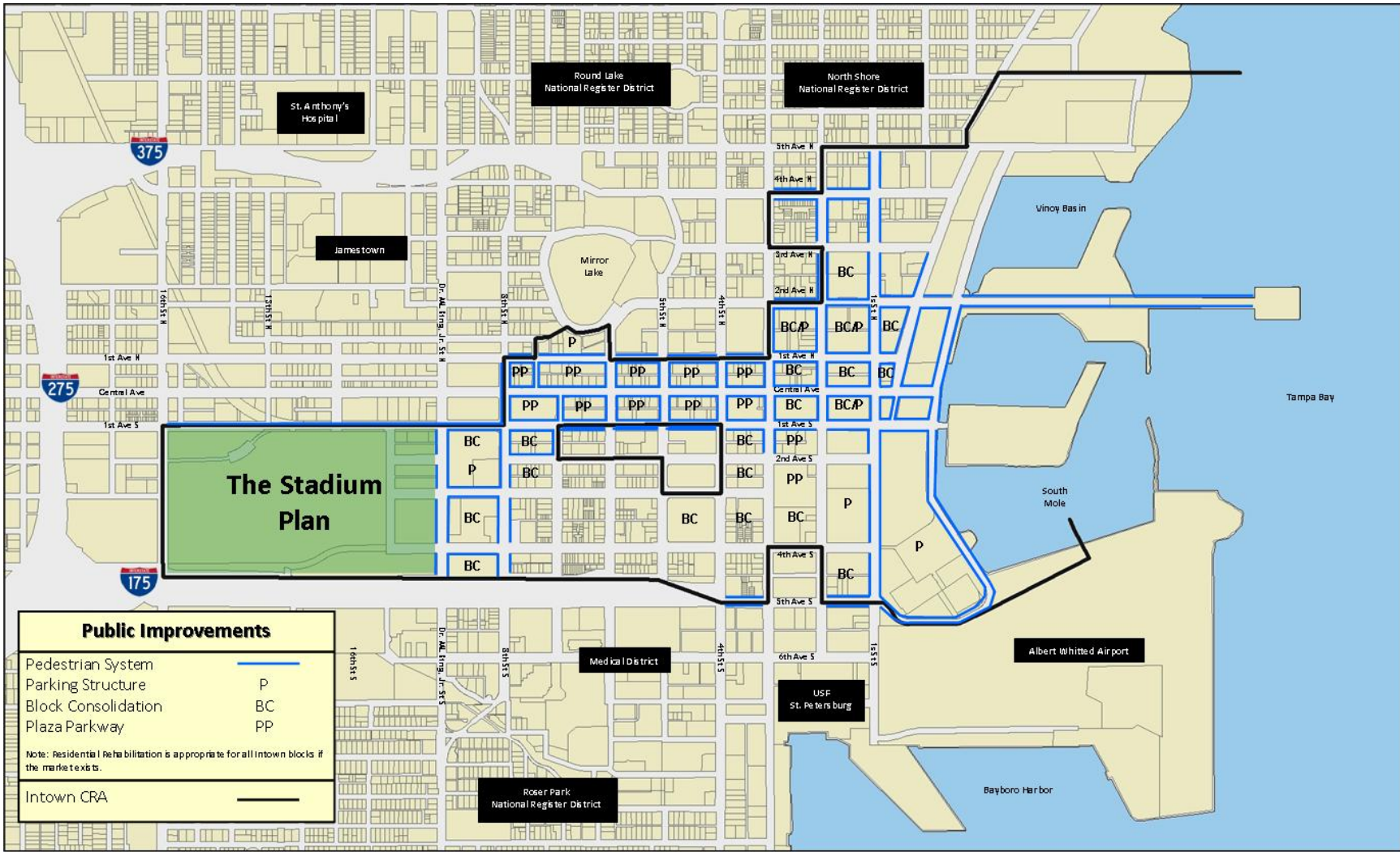
The preferred route for the the Central Avenue BRT service is from Downtown to Grand Central Station and then to St. Pete Beach. The Central Avenue BRT project is a top priority for the Pinellas Suncoast Transit Authority (PSTA) and it is included in the Tampa Bay Area Regional Transportation Authority's

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.

## **PLAZA PARKWAY**

The Plaza Parkway program entails construction of public improvements, including pedestrian system improvements, as an incentive for owners to rehabilitate or redevelop their property. To that end, the City has allocated \$2.5 million for the program from tax increment financing (see Table 2). In addition, the program also requires property owners undertaking development to upgrade streetscaping, construct façade treatments and provide appropriate uses in downtown to implement the City's objective for a pedestrian-friendly downtown. (Such treatments are described in the Land Development Regulations and design requirements specified in the Plaza Parkway Design Guidelines.)

The primary focus of the program is on the properties located on Pedestrian Level "A" and "B" streets (see Map 5), although this program can be expanded to any part of the Intown Redevelopment Area. All other streets not designated as "A" or "B" streets shall comply with the minimum streetscape provisions provided in the Plaza Parkway Street System (see Appendix B for "Plaza Parkway Design Guidelines").



Map 7

## Public Improvement Projects in the Intown Redevelopment Area

---

## UTILITY PROGRAM

Water, sewer and other utilities in the Intown represent an important factor in revitalizing the area. Because of the age and substandard line sizes in the Intown, a detailed analysis of utilities is being conducted that will eventually result in a programming of capital improvements to meet the expected increase in demand.

Funding sources for infrastructure improvements will be through the City's capital improvement program and possibly Federal and State funds.

Costs incurred for the City to re-route water and sewer lines within or around a block because of a private development project will be borne by the developer.

## STADIUM PLAN

The Stadium Plan is a multi-purpose stadium project that was constructed on the original Gas Plant site. City Council approved an amendment to the Intown Redevelopment Plan changing the development program for the area to allow construction of a domed stadium. The stadium was opened to the public on March 3, 1990, eventually welcoming Major League Baseball in 1998.

## OTHER PROJECTS

The previously described public improvements represent important elements of revitalizing the area and providing an expanded and diversified retail, employment, residential and

cultural base. In addition to these areas, other sites have been identified for selected public improvements:

- The City may participate in a joint development with the County and/or other private developer(s) in constructing a public parking structure or mixed-use parking structure/transportation facility at an appropriate location within the IRP area. Office and/or retail or other allowable uses shall be located on the ground level of the parking structure and may be located above the parking structure.
- The Block "H" 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 (see Map 4 on page 16).
- In conjunction with the rehabilitation of the Vinoy Park Hotel and adjacent new residential development, the City supported the development of marina slips adjacent to 5<sup>th</sup> Avenue NE in the North (Vinoy) Basin.
- Several sites within the redevelopment area may require block consolidation for commercial and/or residential development. These blocks are located on the fringe between the Core and the residential area, representing a transition zone requiring appropriate planning design and development. The blocks in this transition zone are identified as "I" and "J" on Map 4 on page 16. Future development shall comply with the Downtown Center zoning requirements.

**TABLE 1**  
**Major Public Improvement Projects Implemented in the Intown Redevelopment Area**  
1982 to 2004

Project	Development Cost <sup>(1)</sup>	Funding Sources	
		TIF - City and County	City and Other Sources
Stadium Development (Tropicana Field)	\$209,549,851	\$22,500,000	\$187,049,851
Bayfront Center/Mahaffey Theater Renovation	27,157,920	8,209,000	18,948,920 <sup>(2)</sup>
Sundial and MidCore Garage	22,135,606	5,496,000	16,639,606
South Core Garage	20,377,765	13,887,000	6,490,765
Development Sites Acquisition Costs	16,032,171	632,000	15,400,171
The Pier	14,862,273	1,600,000	13,262,273
Intown Streetscape Program	5,696,215	620,000	5,076,215
Waterfront Park Improvements	2,214,353		2,214,353
Downtown Museums Development	1,294,438	800,000	494,438
Downtown Transit Initiatives	583,110		583,110
Downtown Marketing and Promotion	231,070		231,070
Duke Energy Park Improvements	204,021		204,021
<b>Total</b>	<b>\$320,338,793</b>	<b>\$53,744,000</b>	<b>\$266,594,793</b>

(1) Some projects include land acquisition costs.

(2) \$2.6 M of development cost was donated by the Mahaffey Theater Foundation as part of the 1987-88 renovations.

---

## SUMMARY

Map 7 illustrates some of the various public improvements proposed and/or implemented in the Intown Redevelopment Plan since its inception, some of which have been described in the sections above. Table 1 describes projects implemented between 1982 and 2004 and their source of funding.

One important conclusion should be noted in regard to the trust fund allocation. Tax increment bonds have not been the only source of redevelopment funding in the past nor will they be the only source of funds available in the future for implementing projects. As outlined in Tables 1 and 2 and described in the “Methods of Financing” Chapter, a wide range of sources have been and may be used for project funding. The tax increment generated by the redevelopment area serves only as a starting basis.

## ADMINISTRATIVE AND RELOCATION COSTS

Business and residential relocation costs and administrative costs related to the project will be funded through tax increment trust fund or tax increment bond proceeds. Tax increment bond proceeds may be used for necessary architectural and other professional services to implement development projects described in the Plan.

## PROPERTY DISPOSITION AND DEVELOPMENT POLICY

For the purposes of this Plan, the Community Redevelopment Agency is authorized to sell, lease, exchange, subdivide,

transfer, assign, pledge, encumber by mortgage or deed of trust, or otherwise dispose of any interest in real property. To the extent permitted by law, the Agency is authorized to dispose of real property in accordance with Florida Statute Chapter 163 and in compliance with this Plan.

### Owner Participation

Owner participation is an important part of ensuring a cohesive downtown revitalization program. Therefore, owner participation is encouraged in the redevelopment of downtown.

Before the City pursues any development project on a particular site, contact will be made with the property owners to determine their interest in participating in the project. Such participation by an owner shall be contingent upon execution by such owner of a binding agreement by which the property retained or acquired will be developed and used in conformance with the plan.

The Community Redevelopment Agency may, prior to the execution of an agreement, determine in its sole discretion that it is in the best interest of the City to acquire such property for development by the City or disposition for competitive bidding. The Community Redevelopment Agency may acquire property which is retained by an owner under an Owner Participation Agreement if the owner fails, refuses or neglects to perform his/her obligation under said agreement.

**TABLE 2**  
**Intown Redevelopment Plan**  
**TIF Funding Required for New Public Improvement Projects - 2005-2035\***

Designated Projects	FY	Location	TIF Funds Required (in \$Millions)	Other Potential Funding Sources	Total Cost
Municipal Pier Project (1)	2008-2018 20	Downtown Waterfront at 2 <sup>nd</sup> Avenue NE	\$50M	To be Determined	\$50M
Downtown Waterfront Master Plan Improvements – Pier District	2016-2020	Pier Approach	\$20M	No other public funding identified.	\$20M
Duke Energy Center for the Arts		NE Corner of 1 <sup>st</sup> St/5 <sup>th</sup> Ave S			\$31.286M
Mahaffey Theater	2005-2011		\$25.854M	City (\$2.932M)	
Salvador Dali Museum	2010-2011		\$2.5M		
<del>Mixed Use Transportation Facility</del>	<del>200617-</del>	<del>TBD</del>	<del>\$14M</del>	No other public funding	<del>\$14M</del>
<del>Enhancements to the Municipal Pier Project (2)</del>	<del>201820</del>	<del>Downtown Waterfront at 2<sup>nd</sup> Avenue NE</del>	<del>\$10M</del>	<del>identified; however, mixed use project would leverage private investment</del>	<del>\$10M</del>
<del>Enhancements to the Downtown Waterfront Master Plan Improvements in the Pier District (2)</del>		<del>Pier Approach</del>			
<del>Downtown Transportation and Parking Improvements</del>	<del>2017-2020</del>	<del>Throughout the IRP District</del>	<del>\$4M</del>	<del>No other public funding identified</del>	<del>\$4M</del>
Pedestrian System/Streetscape Improvements	2006-2035	Throughout IRP District	\$2.5M	City	\$2.5M
Park Improvements	2006-2035	Waterfront Park System	\$2.5M	City	\$2.5M

\* TIF expenditures may only be utilized for those Designated Projects in Table 2 where TIF funds are required as noted herein; provided, however, that no TIF expenditures may occur for Projects other than Designated Projects with TIF funds required as noted herein, without prior approval of the St. Petersburg City Council and the Pinellas County Board of County Commissioners.

**TABLE 2**  
**Intown Redevelopment Plan**  
**TIF Funding Required for New Public Improvement Projects - 2005-2035\***

Designated Projects	FY	Location	TIF Funds Required (in \$Millions)	Other Potential Funding Sources	Total Cost
Utility Improvements	2005-2035	Throughout IRP District	\$0	City and Private Developers	TBD
Signage	2005-2035	Throughout IRP District	\$0	City	TBD
Bicycle Trails	2005-2035	Throughout IRP District	\$0	City, State and Federal	TBD
City Marina Improvements	2005-2035	Throughout IRP District	\$0	City, State and Federal	TBD

**Maximum TIF Funds Required: \$117.354**

\* TIF expenditures may only be utilized for those Designated Projects in Table 2 where TIF funds are required as noted herein; provided, however, that no TIF expenditures may occur for Projects other than Designated Projects with TIF funds required as noted herein, without prior approval of the St. Petersburg City Council and the Pinellas County Board of County Commissioners.

(1) Because of the size of the project, the timing and/or amounts necessary for the Municipal Pier Project may need to be revised in the future. Such changes shall only occur in an amendment to the Interlocal Agreement between the City and County.

(2) The allocation of up to \$10 million in TIF for Enhancements to the Municipal Pier Project and/or Enhancements to the Downtown Waterfront Master Plan Improvements in the Pier District shall be determined by the City. Any of the \$10 million in TIF not utilized for Enhancements to the Municipal Pier Project and/or Enhancements to the Downtown Waterfront Master Plan Improvements in the Pier District shall be allocated to augment the \$4 million in TIF allocated to Downtown Transportation and Parking Improvements.

---

### Developer Disposition Agreement

The Community Redevelopment Agency shall reserve such powers and controls through disposition and development agreements with purchaser or leases of property as may be necessary to insure that development conforms to this plan. The leases, deeds, contracts, agreements and declarations of restrictions may contain restrictions, covenants, covenants running with the land, rights of reverter, conditions subsequent, equitable servitudes or any other provisions necessary to carry out this Plan.

### **ENFORCEMENT**

After development, the administration and enforcement of this Plan or other documents implementing this Plan shall be performed by the City or the Agency.

The provisions of this Plan or other documents entered into pursuant to this Plan may also be enforced by Court litigation instituted by either the Agency or the City. Such remedies may include, but are not limited to, specific performance, damages, re-entry, injunctions, or any other remedies appropriate to the purposes of this plan. In addition, any recorded provisions expressly for the benefit of owners of property in the project area may be enforced by such owners.

The provisions of this Plan shall be effective until April 7, 2035.

### **DESIGN AND DEVELOPMENT GUIDELINES**

The design and development guidelines listed below were

created in order to ensure compatibility between the types of developments that are desired in the downtown and how such developments should relate to the environment and each other.

All real property in the project area is hereby made subject to the controls and requirements of this Plan. No real property shall be developed, rehabilitated, or otherwise changed after the date of adoption of this Plan, except in conformance with the provisions of this Plan and all applicable State and local laws in effect from time to time.

### **DESIGN PARAMETERS**

#### General

- All redevelopment sites shall meet all the applicable Land Development Regulations.
- Developers of projects within the redevelopment area shall submit project proposals and designs to the Community Redevelopment Agency (CRA) for development review.
- All development should demonstrate the use of energy conservation techniques to reduce space cooling, hot water, and space heating demands. These techniques should address, but not be limited to:
  - building orientation
  - building facade materials



- 
- shading of buildings and parking lots
  - wind control for cooling ground level spaces and/or buildings
  - use of solar energy (if practical) to meet development energy needs or individual building requirements, e.g., shared solar hot water
  - use of paving material other than concrete or asphalt for parking lots to reduce area heat gain (such as turf block)
  - use of natural sunlight for interior lighting (daylighting).
- All new and redeveloped surface parking areas shall be landscaped according to applicable City requirements.
  - All parking structures should provide decorative facades through building materials and/or landscaping along each parking level and shall contain street level retail, office, cultural, or recreational activities.
  - All buildings within the development project should integrate architecturally, aesthetically and functionally through building design, materials, open spaces, scale, circulation systems, pedestrian level activities, and uniform signage and lighting.
  - All new development and redevelopment should provide design elements (trees, canopies, street furniture, entryways, etc.) to bring the building and related activity spaces in scale with human dimensions and perception of space.

- Development should provide appropriate architectural variety to the area and generate street level activities, such as outdoor cafes and cultural activities.

#### Open and Pedestrian Spaces

Open spaces shall:

- be directly linked to the pedestrian system (sidewalks or skyways) and these links shall meet the Plaza Parkway Design Guidelines established in Appendix B; and
- provide sufficient lighting to ensure night security;

Open spaces should:

- relate to activities and buildings within the block;
- establish visual and functional ties to surrounding activities and create a sense of seclusion in spaces set aside from the main pedestrian flow such as found in court yards;
- provide various types of open space use (public, private, and semi-public spaces);
- provide sit-ability in terms of comfort and number of seating spaces (1 linear foot of seating space for each 300 square feet of open space), and such seating can be provided by appropriately designed benches, ledges or chairs;
- provide for human comfort and scale through the use of landscaping and/or canopies for shade and highlighting

---

building entrances;

- be considered for location on roof tops or upper levels in conjunction with activity spaces, to provide views of Tampa Bay, especially for development along Beach Drive and 1st Street;
- provide sculptures, murals &/or water features; &
- provide simple designs which dictate logical order and arrangement, allowing users to easily orient and relate themselves to the space and surrounding activities.

Pedestrian systems (all projects and areas within the Intown Redevelopment Area):

- shall be designed in conformance with the Plaza Parkway Design Manual (CRA Resolution 92-2).

#### Historic

- Renovation, redevelopment or new construction on historic properties shall comply with the City's historic preservation ordinance.
- Developments on sites with historic structures are encouraged to utilize the incentives offered by the City's land development regulations.

#### Residential

- All infill development should create a sense of place and

neighborhood identity by relating to old and new architecture and by developing interrelated open and pedestrian spaces.

- All new development within and adjacent to residential areas should relate in building scale and mass with the surrounding neighborhood.

#### Waterfront

Within the boundaries of the City of St. Petersburg lies one of the most unique aesthetically and economically valuable assets of the Region; our downtown waterfront.

The park-like character of the waterfront forms a U-shape around the eastern edge of the downtown which is anchored at its southern end by the Duke Energy Center for the Arts, and its northern end by the Vinoy property. These two anchors represent prominent visual points that frame the Intown waterfront park system and, therefore, the development of the Vinoy site and the Duke Center for the Arts as activity and visual image centers is very important to the successful redevelopment of the downtown, the use of the waterfront as a public activity space, and the reinforcement of the aesthetic quality of the waterfront park system.

The downtown waterfront has established itself as an area with its own sense of time and place. In order to preserve and enhance this historical and visual continuity, it is important to establish the design compatibility of buildings along the waterfront with each other as well as with the park-like character of the waterfront. It is equally important to provide

---

for a variety of activities along the waterfront and in the downtown so all citizens of St. Petersburg can enjoy the present and the future opportunities these City assets create.

#### Vinoy Property Development

The Vinoy property is approximately bounded by 5<sup>th</sup> Avenue NE and 7<sup>th</sup> Avenue NE, and Bayshore and Beach Drives NE. Design considerations for the property include:

- shall maintain a compatible design relationship to the Vinoy and the waterfront in terms of building mass, scale, height, materials, color, and architectural character;
- shall provide for a 200-foot wide open space buffer parallel to and west of Bayshore Drive between Baywood Park and Fifth Avenue N.E. to maintain the open character of the waterfront allowing for visual access to and through the open space buffer area;
- shall preserve the Banyan trees and Indian Midden;
- shall provide landscaped buffers along all streets and any walls facing the street;
- shall landscape parking structures and areas;
- shall provide a landscaped design separation between the development, Baywood Park and open space buffer parallel to and west of Bayshore Drive.

- shall avoid utilizing large and continuous building masses to create a walled image or effect along Fifth Avenue N.E., since it is important to maintain the aesthetic charm and openness of the Vinoy Basin area and waterfront park system, especially as viewed from Pier Park and along Straub Park.
- should minimize visual intrusion of parking structures along Fifth Avenue N.E. and Bayshore Drive via landscaping and/or site design of the project;
- The development that conforms to the stipulation entered into between the parties and approved by a final judgment executed by Judge Bryson on December 3, 1982, in the case of Padula and Workman v. City of St. Petersburg (Circuit Civil No. 82-6574-17) shall be deemed to conform to the provisions of the Community Redevelopment Plan. This final judgment is recorded at pages 7 and 8 of O.R. Book 5439 of the Official Records of Pinellas County, Florida.

#### Core Area (Unified Retail Core)

- Mediterranean Revival is a prominent architectural style in St. Petersburg. Mediterranean Revival design elements should be encouraged in the Core Area. New development should use appropriate building materials and design elements such as stucco, key stone or cast stone to highlight entryways and along 1st and 2nd level facades, barrel tile roofs, terra cotta tiles, towers with pyramidal or triangular shaped tops, accent brick (light colors), or canopies, arches, and arcades.

- The Jannus Landing Block should be rehabilitated or redeveloped in keeping with the architectural style (vernacular), scale, and character of the block. This involves addressing design issues related to the preservation of important building facades, pedestrian linkages through the block, and integrating internal and external open spaces.
- The Core area will be encouraged to develop using the concept of a strong pedestrian orientation including open spaces and plazas.
- The Unified Retail Core should capitalize on and reinforce the existing urban fabric of the waterfront and the existing downtown business district.
- The major pedestrian axes **shall** directly link the waterfront and downtown business district.
- The major pedestrian axes **shall** function as the major retail spine linking the existing downtown business district.
- Retail activity will be encouraged to orient along the street as well as within the interior parts of the development.
- The pedestrian/open space system within the Core Area shall be a series of interconnected outdoor and/or indoor

open spaces, with a focus on water features that link developments within the Core and to Downtown, Williams Park, the Waterfront and the Duke Energy Center for the Arts. Developments in the Core Area shall provide for the pedestrian/open space system through maximum use of natural sunlight through a large or series of glass atriums or open air designs (high ceilings, central outdoor plazas, sunlight filtration from the ceilings). Gateway/entry points into the pedestrian/open space system shall be highlighted through large landscaped plazas or open spaces. The pedestrian/open space system and gateway shall include features such as sculptures, water landscaping and murals to create an exciting urban space.

- Development along the waterfront (Beach Drive) **should** maintain a building (east-west) axis perpendicular to Beach Drive on levels above the second floor.

#### Webb's City

- All new development shall conform to the requirements of the Downtown Center zoning district and the Plaza Parkway Design Guidelines.

#### Rehabilitation

- Rehabilitation of existing structures **shall** conform to all applicable rules and regulations of the City of St. Petersburg.

- All buildings (including fences and accessory structures) within a commercial or residential rehabilitation project should integrate architecturally, aesthetically and functionally through building design, materials, scale, open spaces, circulation systems, pedestrian level activities, and uniform signage and lighting.

## DEVELOPMENT GUIDELINES

- All new development shall be consistent with the permitted uses in the downtown zoning district in which it is located.
- Development intensity and uses shall be governed by the underlying zoning district. Of particular note are the Downtown Center zones (DC) which provide for mixed-use development based on floor area ratio (F.A.R.) system as outlined below:

District	Emphasis	FAR+
DC-C	Downtown Core	4.0 to 8.0
DC -1	Downtown Support	
	East of Dr. ML King St	3.0 to 7.0
	West of Dr. ML King St	3.0 to 5.0
DC -2	Downtown Residential	3.0 to 5.0
DC -3	Downtown Waterfront	2.0 to 3.0
DC -P	Downtown Park	0.2

+Range only applies from base FAR to administrative approval of FAR bonuses through streamline process. Additional bonuses can be awarded through a public hearing.

The Downtown Center land development regulations also contain bonus and exemption provisions which allows an increase in floor area ratio (F.A.R.) if selected open space,

building program and urban design features are incorporated into the project. These include, but are not limited to, protecting designated historic landmarks, providing affordable housing, including retail uses on the first floor of a mixed use project, constructing streetscape improvements and providing specified percentage of office space. For more details on FAR bonuses, see the Downtown Center land development regulations.

- The major retail activity of the Intown **shall** be located in conformance with the uses permitted in the Downtown Center zoning district as depicted on Map 3 and described in the “Plan Emphasis” section contained herein.
- To encourage consolidation of blocks and promote a unified development concept, the City will consider the closing of selected streets and alleyways in accordance with an appropriate proposal.
- The development of both affordable and market rate housing should be encouraged through incentives.
- Building rehabilitation should conform to the permitted uses of the downtown zoning district in which it is located.

Uses or structures that, by reasons of appearance, traffic, smoke, glare, noise, odor, or other similar factors, would be incompatible with surrounding areas or structures shall not be permitted in any part of the project area.