



Final Report  
September 15, 2021

# JACKSONVILLE DOWNTOWN MARKET FEASIBILITY STUDY

**PART II OF II:**  
PEER CITIES COMPARISON ANALYSIS  
BACKGROUND DATA



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# I. PEER CITY DOWNTOWN COMPARISONS

## Introduction and Peer City Overviews

A strong downtown is defined by economic strength, prosperity, serves as a center for culture, knowledge, innovation, and a place for the community to gather. Downtowns play a key role in ensuring stability, sustainability and growth and can serve as a catalyst for regional revivals following economic downturns, provide leadership to address social changes, and address the challenges related to environmental changes and natural disasters.

The cities profiled possess vibrant downtowns that have developed over time through a combination of effective policies, incentivization, and strong leadership. These cities have downtowns with a critical mass of residents, housing offered at a variety of price points, effective mixes of retail/dining/entertainment, a vibrant office markets, and, in some instances, pent up lodging demand.

Peer cities include:

- Cincinnati, OH
- Kansas City, MO
- Louisville, KY
- Tampa, FL
- West Palm Beach, FL

This comparison evaluation included the review of foundational demographic and economic variables, including:

- Population
- Employment and wages
- Housing characteristics
- Office market characteristics
- Retail and service business mix
- Traffic characteristics
- Tourism market performance

**What best practices have helped attract businesses and real estate development that can be effectively incorporated in Downtown Jacksonville?**

**What can Jacksonville learn from other cities about how to leverage incentives to catalyze real estate development?**

Additional research evaluated the context of each of these cities, including their respective mixes of key real estate uses, clustering, complimentary development, accessibility, and other insights that helped their downtowns evolve into energized and successful places to live, work, and play.

These evaluations were then augmented through interviews with leaders in each of the respective peer markets to evaluate the impacts or effectiveness of incentive programs and redevelopment efforts. These interviews, however, yielded limited detailed, quantitative evidence that would equate levels of public support to the economic outputs of specific projects. Nonetheless, these comparisons highlight the common efforts that fostered the success that is manifested by their respective market conditions and other broad measures, including real property valuations, visitation levels, and general development activity.

### Cincinnati, Ohio

Cincinnati is located at the northern side of the confluence of the Licking and Ohio rivers, the latter of which marks the state boundary with Kentucky. The city is the economic and cultural hub of the region and is noted as the fastest growing economic engine in the Midwestern United States, based on its total economic output.

Cincinnati's Metropolitan Statistical Area (MSA) population is 2,190,209 (2018 est.). Cincinnati is the third-largest city in Ohio (303,940 residents) and 64th largest in the United States.

Fountain Square is one of the main gathering center points in Cincinnati, a restaurant and entertainment hub that includes a historic square, shops, hotels, offices, as well as a variety of bars and restaurants. The city also features a thriving arts scene, three major league sports teams, a world-class zoo and aquarium and revitalized riverfront, all of which contribute to the vibrancy of downtown Cincinnati. Downtown Cincinnati's walk score is 87.

### Kansas City, Missouri

Kansas City is the largest city in Missouri by population and area. It is the most

#### Cincinnati Quick Facts:

- 303,940 residents in city, 3<sup>rd</sup> largest in Ohio
- Downtown population: 13,000 residents
- 2.19 million residents in MSA, 29<sup>th</sup> largest in U.S.
- Largest MSA in Ohio
- Median age 3.1 years younger Jacksonville
- Housing costs 20.0% below Jacksonville's
- Average commute 1.6 minutes shorter than Jacksonville

populated municipality and historic core city of the Kansas City metropolitan area, which straddles the Kansas–Missouri state line and has a combined statistical area population of 2,487,053.

Kansas City Power and Light District is the center of the downtown, and includes Kansas City Live, a full city block with two levels of restaurants, taverns, and night spots. It features a full concert stage and hosts marquee events. This project is directly across from the T-Mobile Center, a multi-purpose sports and event arena.

According to the U.S. Census Bureau, the city's estimated population totaled 495,327 in 2019, making it the 38<sup>th</sup> most-populous city in the United States.

Downtown is the prime driver of Kansas City's economy, where 34% of all the City's jobs are concentrated.

With more than 110,000 wage and salaried workers, 26.5 million square feet of commercial office space and 240,110 square feet of co-working space, Downtown is the largest business district in the region.

Downtown has access to the area's talent pool of diverse, dynamic, and highly skilled workers with 27 colleges and universities within an hour of Downtown.

### **Kansas City Quick Facts:**

- **495,327 residents, largest city in Missouri**
- **Downtown population: 9,062**
- **2.16 million residents in MSA, 31<sup>st</sup> largest in U.S.**
- **2<sup>nd</sup> largest MSA in Missouri**
- **Median age 0.6 years younger than Jacksonville**
- **Housing costs 18.9% below Jacksonville's**
- **Average commute 3.9 minutes shorter than Jacksonville**

### **Louisville, Kentucky**

With nearly 638,000 residents, Louisville is the largest city in the Commonwealth of Kentucky. Located on the Indiana border, the city also served as the historical seat of Jefferson County until a consolidated government was formed with Jefferson County in 2003.

Downtown Louisville offers a wide array of attractions including performing arts venues, Victorian-era buildings, and museums. Art, science, boxing, and bourbon are all part of the cultural assets that Louisville highlight as part of its experience. These assets and attributes formulate the brand and identity of Louisville. The central business district has a walk score of 88, and a glassed-in skywalk stretches six city blocks. An estimated 31,000 residents live downtown, equating to 6.3 percent of the city population.

### **Louisville Quick Facts:**

- **Consolidated government with Jefferson County**
- **617,638 residents, largest city in Kentucky**
- **Downtown population: 45,293**
- **1.27 million residents in MSA, 46<sup>th</sup> largest in U.S.**
- **Largest MSA in Kentucky**
- **Median age is 1.6 years older than Jacksonville**
- **Housing costs 10.8% below Jacksonville's**
- **Average commute 3.8 minutes shorter than Jacksonville**

## Tampa, Florida

Tampa is a major city in, and the county seat of, Hillsborough County, Florida. Located on the west coast of Florida on Tampa Bay, near the Gulf of Mexico, Tampa is the largest city in the region. The Port Tampa Bay, near downtown's Channel District, is the largest in the state.

With an estimated population of 399,700, Tampa is the 48th most-populous city in the U.S. and the third-largest city in Florida, following Miami and Jacksonville.

Downtown Tampa generates 28% of the city's property tax revenues. Tampa's downtown population total approximately 5,600, equating to just under one percent of the city's total. According to the *International Downtown Association* report in August 2020, the number of downtown residents increased by 36 percent between 2017 and 2000, more than doubling the 17 percent average among emerging downtowns across the country.

### Tampa Quick Facts

- **399,700 residents, 3<sup>rd</sup> largest city in Florida**
- **Downtown population 7,246**
- **3.2 million residents in MSA, 18<sup>th</sup> largest in U.S.**
- **2<sup>nd</sup> largest MSA in Florida**
- **Median age in is 0.8 years older than Jacksonville's**
- **Housing costs are 21.7% above Jacksonville's**
- **Average commute is 1.7 minutes longer than Jacksonville**

## West Palm Beach, FL

West Palm Beach is the county seat of Palm Beach County, Florida, a regional center of commerce. The waterfront city is known for world class shopping and entertainment districts including Rosemary Square (formerly CityPlace Live Entertainment), Clematis Street, Antique Row and Northwood Village.

West Palm Beach is a part of the Miami-Fort Lauderdale-West Palm Beach, FL MSA. With a population of 6.2 million residents, it is the 7<sup>th</sup> largest MSA in the U.S.

West Palm Beach is home to several acclaimed medical centers including Cleveland Clinic, NY Langone, JFK North, Good Samaritan, and St. Mary's. The Hospital for Special Surgery (HSS), a leading Orthopedic hospital within the U.S., opened in early 2020 adjacent to Good Samaritan.

With an estimated total population of 111,398, West Palm Beach is the 18th largest city in Florida and the 265th largest in the US. Housing costs in West Palm Beach are 33.9% more expensive than in Jacksonville. The average commute for residents of West Palm Beach is comparable to residents of Jacksonville.

The following Table 1 and Table 2 provides a comparison of the peer cities downtown market contexts. Distinguishing or unique features include anchor tenants or developments, urban parks, public art, transportation infrastructure, natural assets, and other factors. The relationship between the city and county populations are provided as context to the City of Jacksonville’s population size. Household income data indicate that City of Jacksonville’s median income is the highest among the six cities profiled (\$55,499 in 2019).

Please note that geographic definitions for “downtowns” vary considerably, as does the availability of data that is specific to them. For the purposes of this review, “Downtown Jacksonville” is defined to include the core CBD and adjacent districts (e.g., Brooklyn and LaVilla) that comprise the CRAs. Similarly, Louisville includes several surrounding areas including Old Louisville, Butchertown, NuLu and Phoenix Hill within the definition of Downtown. Others may have a more constrained geographic definition.

## West Palm Beach Quick Facts

- **111,398 residents, 18th largest city in Florida**
- **Downtown population: 29,946**
- **6.2 million residents in Miami-Fort Lauderdale-West Palm Beach MSA, 7<sup>th</sup> largest in U.S.**
- **Largest MSA in Florida**
- **Median age is 0.8 years older than Jacksonville**
- **Housing cost is 33.9% above Jacksonville**
- **Average commutes are comparable to Jacksonville**

**Table 1: Downtown Market Context**

City	Notable Characteristics and Features		City Population, 2019	County Population, 2019	Downtown Resident Population	Multifamily Housing Units
<b>Jacksonville, FL</b>	Consolidated city/county government On St. Johns River/Port City Mayo Clinic Florida UF Health Proton Lab CSX Transportation HQ	Hemming Plaza Friendship Fountain Treaty Oak City Hall at St. James Laura Street Trio	878,907	Duval County 957,755	6,173	3,851
<b>Cincinnati, OH</b>	On Ohio River Proctor & Gamble HQ	Kroger & Macy’s HQs Cincinnati Music Hall	300,357	Hamilton County 817,473	1,736	4,618
<b>Kansas City, MO</b>	On Missouri River Kansas City barbeque	Jazz Music History Hallmark Cards HQ	481,417	Jackson County 703,011	9,062	2,821
<b>Louisville, KY</b>	Consolidated city/county government On Ohio River Kentucky Derby/ Churchill Downs	Brown and Seelbach Hotels Humana HQ	767,154	Jefferson County 766,757	45,293	3,673
<b>Tampa, FL</b>	On Tampa Bay/Port City County seat (Hillsborough) Home to 20 Corporate Headquarters	River Walk Historic Ybor City Florida Aquarium	376,345	Hillsborough County 1.47 million	7,246	9,141
<b>West Palm Beach, FL</b>	County seat (Palm Beach) Corporate HQ World class shopping & entertainment districts	Acclaimed medical centers Intracoastal Waterway/Port City	108,365	Palm Beach County 1.50 million	29,946	7,812

Source: U.S. Census Bureau; ESRI 2019; RMA; Willdan 2021

**Table 2: Downtown Market Age Profiles**

	Pre-School 0-4 Yrs.	School Age 5-19 Yrs.	Early Career 20-34 Yrs.	Mid-Career 35-49 Yrs.	Late Career 50-64	Retiree 65+ Yrs.	Total
Jacksonville, FL	2%	10%	38%	23%	11%	17%	100%
Cincinnati, OH	2%	6%	44%	22%	12%	13%	100%
Kansas City, MO	2%	6%	50%	26%	9%	8%	100%
Louisville, KY	3%	11%	34%	26%	15%	11%	100%
Tampa, FL	5%	11%	37%	25%	11%	12%	100%
West Palm Beach, FL	6%	15%	26%	19%	14%	20%	100%
Average	4%	11%	36%	23%	12%	14%	100%

Source: U.S. Census Bureau; ESRI 2019; RMA; Willdan 2021

## Key Market Segments

Downtown populations include a combination of residents, employees, students, and visitors. All contribute in differing quantities to the daytime and overnight populations and underpin the market's support for housing, office, shops, restaurants, hotels, attractions, and other facilities and services.

Typically, the real estate mix is reflected by the makeup of the population, one in which the supply typically follows demand. It is the deployment of incentives that can alter this pattern, introducing supply in advance of demand and accelerating market momentum. Thereafter, there is a constant tinkering that must occur to sustain past gains and create future opportunities to increase economic output.

Demand is people. The types of people within the market will ultimately be the primary drivers of real estate development, with each segment demanding different services, lodging types, entertainment options, retail types, and food choices.

### Residents

A few consumer segments are more typical in downtowns. They include workers whose offices are nearby, affluent empty nesters/retirees who prefer downtown conveniences, students, and importantly, younger professionals. These segments represent a typical evolution where younger residents seek the conveniences to work and entertainment opportunities, often in non-family households. As this population ages and creates new resident family households, considerations for additional space, school quality, and affordability shift their demand to less-urban locations where options to meet

these conditions are more plentiful. Later in life, resident or even second home empty nesters seeking to downsize may opt to shift to an urban "pied-a-terre" that eliminates or reduces home maintenance and automobile requirements. In strong destination markets, a portion of the multi-family market will also cater to the visitor segment, as ordinances allow.

The current leading nationwide demographic generating demand for downtown housing is the 25-34 age cohort, which has driven interest for downtown rental apartments. This has increase speculation and conversion of older or obsolete office and industrial buildings into apartments and condominiums. In several cities, notably Cincinnati, Tampa and Kansas City, declining office employment or difficulty in leasing inefficient older office buildings have made these properties attractive for residential conversions. These patterns are well represented in Table 2, presented on the previous page.

Downtown residents often have a wide range of housing options including high-, mid-, and low-rise structures containing apartments and condominiums, and lesser number of attached houses (townhomes) and single-family homes. The scarcity of land, and its expectedly higher cost in urban environments, is what drives dense, multi-story housing types where the achieved densities create the economies of scale and the ability to effectively price inventory.

**Table 3: Downtown Market Context**

City	City Pop. 2019	Downtown Resident Pop.	Multi-Family Units	% DT	MF Units/Res.
Jacksonville, FL	878,907	6,173	3,851	0.7	0.62
Cincinnati, OH	300,357	1,736	4,618	0.6	2.66
Kansas City, MO	481,417	9,062	2,821	1.9	0.31
Louisville, KY	767,154	45,293	3,673	5.9	0.08
Tampa, FL	376,345	7,246	9,141	1.9	1.26
West Palm Beach, FL	108,365	29,946	7,812	<u>27.6</u>	<u>0.26</u>
Avg.				3.4	0.32

Source: U.S. Census Bureau; ESRI 2019; RMA; Willdan 2021

### Students

College and university students are important to the life and vitality of downtown areas, particularly students that live downtown and are part of the overnight population.

Large downtown student populations are also found in Cincinnati, Louisville, and Tampa. Downtown Jacksonville is bordered by the Downtown Campus and administrative offices of Florida State College at Jacksonville (FSCJ). In addition, the UNF Coggin College of Business Center for Entrepreneurship and Innovation is located downtown.

### Visitors

Tourism is Florida’s top economic driver with 127 million visitors annually. The impact to the economy for the state is \$85.9 billion. The visitor population includes day visitors from the surrounding area and overnight visitors from outside the region staying at hotels while attending conventions and meetings, visiting downtown attractions, and other special/sporting events. According to Downtown Vision, Inc. data, Jacksonville attracts more than 20 million visits annually.

### Employers/Employees

Downtown employees include private-sector office workers, typically the largest segment, service workers, and other private sector employees, plus government and institutional (education and health care) workers. Please refer to Appendix Table B-2 for a comparison of these numbers.

Currently, there are 56,000 employees who work in Downtown Jacksonville, however Steinmart’s bankruptcy and closing of their headquarters on the Southbank hurt Jacksonville’s office market, already reeling from TIAA Bank’s vacating 51,000 square feet on the Northbank.

The new JEA (Jacksonville Electrical Association) and FIS (Fidelity National Information Services Inc.) headquarters will have approximately 462,000 square feet of office space.

Major employers are a key source of demand for downtown real estate and the associated services that their employees seek. Aside from the occupancy of office space, employees require the basics of housing, groceries, schools, health services, parking, and the myriad of services that support day-to-day

living. Headquarter companies often generate substantial levels of visitation through meetings and other corporate activities. Often, major employers are often keenly focused on their respective communities, seeking and supporting efforts to create a safe and enjoyable community that benefits their employees and their ability to attract talent.

The presence of significant major employers throughout the reviewed peer cities is an expected finding. The significant number of headquartered companies in Tampa reflects Florida's advantageous tax environment that is also a feature of Jacksonville.

Presented in Table 4 are a listing of major employers among the peer cities. These companies are the major tenants in their respective markets. Office inventory in Jacksonville totals 13.6 million square feet. A tenant with 500,000 square feet would represent just under 4 percent of Jacksonville's market and contain enough space to house over 3,300 employees. Relocations can have significant when they occur, both positive and negative.

Compared to the reviewed peer cities, Jacksonville is competitively positioned, with rents just over \$22 per square foot. Near term challenges emanating from increased work-from-home during the Covid pandemic should be closely monitored for permanent structural changes to the workforce. This may result in increased conversion to residential opportunities over the midterm. Office statistics for the peer cities is presented in Table 5 on page 13.

**Table 4: Major Downtown Private Employers, Governmental Facilities, Institutions, and Downtown Employment**

City	Headquarters Companies	Others Major Employers	Downtown Major Government Facilities & Institutions (1)	2019 Downtown/CBD Employment
<b>Jacksonville, FL</b>	Fidelity National Financial CSX Corp TIAA Bank Fidelity Information Services (FIS)	Bank of America Wells Fargo Bank Baptist Health	Duval County Courthouse US Courthouse Federal Building US Corps of Engineers US Federal Reserve Bank	45,557
<b>Tampa, FL</b>	University of Tampa Tampa General Hospital 20 corporate headquarters	Tampa Bay Tech Tampa Bay WaVe	Hillsborough County Courthouse USGA US Courthouse Timberlake Federal Annex	31,106
<b>West Palm Beach, FL</b>	Ocean Financial Corporation American Sugar Refining	Cleveland Clinic NY Langone JFK North Good Samaritan St. Mary's	Palm Beach County Courthouse Federal Building & Courthouse AUTECH Building	13,510
<b>Cincinnati, OH</b>	Proctor & Gamble Macy's Company Convergys Kroger Fifth Third Bancorp EW Scripps Great American Insurance Omnicare	Cincinnati Bell American Financial Group DunnhumbyUSA Duke Energy PNC Financial Services Accenture	US Courthouse US EPA Environmental Research Center (nearby) Univ. of Cincinnati, Uptown Campus (nearby) Univ. of Cincinnati Medical Complex (nearby)	58,305

City	Headquarters Companies	Others Major Employers	Downtown Major Government Facilities & Institutions (1)	2019 Downtown/CBD Employment
<b>Kansas City, MO</b>	Hallmark Cards Black & Veatch Commerce Bankshares H&R Block UMB Financial Corp Burns & McDonnell American Century Investments HNTB DST Systems	Accenture AT&T (Regional HQ) Transamerica Funds	US Federal Reserve Bank (reg HQ) US Social Security Administration US Fed Bureau of Investigation US Internal Revenue Service Ctr US General Services Admin (reg HQ) Univ Missouri Kansas City medical complex, multiple facilities	32,076
<b>Louisville, KY</b>	Humana, Inc. Hillerich & Bradsby Republic Bank & Trust S.Y. Bancorp Kindred Healthcare INDATUS Corp YUM! Brands	AT&T (Kentucky HQ) Mercer, Inc. Wellpoint, Inc. Anthem BCBS PNC Financial Services Horseshoe Southern Indiana	US Federal Reserve Bank Jewish Hospital & St. Mary's Healthcare Norton Healthcare Pavilion Univ. of Louisville School of Medicine and Health Center	3,978

Source: U.S. Census Bureau; ESRI 2019; RMA; Willdan 2021

**Table 5: Downtown Office Market Metrics**

City	Total Office Space (millions of square feet)/1	Rents (per square foot)	Vacancy Rate (%)
Jacksonville, FL	13.6	\$22.29	9.8
Tampa, FL	11.6	\$31.96	8.8
West Palm Beach, FL	5.3	\$43.29	14.1
Cincinnati, OH	24	\$19.88	10
Kansas City, MO	17.9	\$20.01	7
Louisville, KY	16.8	\$17.86	7.3

1/Office space data may vary widely by source due to types of space and number of buildings included in their surveys. Some sources may include only Class A or Class A and Class B buildings, while others may also include Class C buildings. Some sources also may only include leasable buildings, while others may also include owner-occupied buildings.

Source: Costar; RMA; Willdan 2021

Table 6: Office Market Summary

City	Square Feet of Retail	Rents per Square Foot	Vacancy Rate
Jacksonville, FL	1.1M	\$14.42	5.0%
Tampa, FL	1.6M	\$26.17	4.8%
West Palm Beach, FL	3M	\$33.85	2.0%
Cincinnati, OH	2M	\$17.15	7.8%
Kansas City, MO	1.5M	\$17.77	0.5%
Louisville, KY	2.6M	\$16.94	6.4%

Source: CoStar; RMA; Willdan, 2021

## II. COMPONENTS OF SUCCESSFUL DOWNTOWNS

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Distinctive and significant visitor attractions are often vital components for successful downtown and found within all the downtown areas profiled. They include convention centers, aquariums, zoological parks, major arts and cultural facilities, and sports and entertainment venues/districts. Downtowns also feature wide ranges of hotels, restaurants, and retail facilities. All combine in various ways to make these downtown areas an attractive living environment for residents and appealing to visitors.

Vibrant and successful downtowns often have name-recognizable neighborhoods and districts with distinctive identities and that relate to their history and ethnicity, and importantly, also become associated with efforts to promote and focus desired economic activity. This is an important concept of branding, which preserves and cultivates the character of an area.

Downtown Jacksonville has several named neighborhoods and districts, including Brooklyn, LaVilla, Cathedral District, Eastside, and the Southbank. While these names do not currently reflect specific history, ethnicity, character, or economic orientation, they are established places that should become more prominently associated with the desired experience within each and their economic and development goals.

Descriptions of the key concepts and features of successful component neighborhoods are provided in the text that follows. The specifics for each

peer city is presented in the detailed write ups for each city that follows this section.

### Clustering of Venues and Support Services

Clustering of convention, cultural, entertainment, and sports venues, and commercial facilities including hotels, restaurants, and retail shops, provides the synergy and critical mass to broaden market exposure and enhance opportunities for success. Clustering is further enhanced through ease of access through all modes of transportation, transit services, and streetscaping that creates a lasting visual impression.

### Professional Sports Venues

Professional football often draws the largest single-day crowds (8 games). or other professional sports, the draw is smaller, but home schedules are larger and more frequent. Excluding post-season play, baseball has the most home games (80), followed by basketball (36), hockey (28), and soccer (17).

Out-of-market visitor impacts from professional sports can vary significantly. Baseball, for example, is sensitive to the proximity of the opponent to the home team, with cities nearer by having the greatest impact on hotel stays, restaurant spending, and visitation to other attractions. Professional football games are a scarcer commodity that more frequently become planned events that drive higher levels of non-resident visitation and the associated spending.

Except for Kansas City and West Palm Beach, peer cities feature downtown venues for major league sports. Jacksonville's TIAA Field is home to the NFL Jaguars and hosts the large annual Florida-Georgia and Gator Bowl collegiate

football games. Cincinnati (MLB, NFL), has two major league venues (see Appendix Table B-4).

Downtown Louisville, and Jacksonville also have minor league baseball stadiums and downtown Cincinnati has minor league hockey (see Table D-4).

## Aquariums and Zoos

Aquariums and zoos are less frequently developed and feature prominently when present. Only two of the peer cities offer this attraction. Typically, these are collocated or nearby other visitor attractions or in entertainment districts alongside retail outlets, restaurants, and other complimentary activities.

## Convention Centers

Peer cities all feature downtown convention centers. Their contexts, however, do vary. Large centrally located centers are found in Tampa, Cincinnati, and Kansas City, ranging in size from 750,000 to 1.3 million square feet in total floor area. Often, they include attached or adjacent headquarter hotels that possess larger, complementary quantities of meeting space.

## Arts and Cultural Facilities

Significant performing arts centers, museums, and cultural facilities are found to a greater or lesser degree in all the peer city downtowns (see Background Data in the final section of this report). Larger facilities are often the primary attraction and can draw large levels of visitation, while smaller venues seek locations near others to create a diversity of options that can appeal to broader segments of the resident and visitor market.

**Figure 1: Tampa Convention Center**



**Source: City of Tampa, 2020**

Jacksonville venues include the Times Union Center for the Performing Arts, Florida Theatre, Museum of Science and History (MOSH), Museum of Contemporary Arts (MOCA), Veterans Memorial Arena and Ever Bank Field hosting large festivals and concerts, LaVilla Middle School for the Arts, Metropolitan Park Amphitheatre, Ritz Theatre, Jacksonville Historical Society Museum, Friday Musicale, and neighboring, regionally significant, Cummer Museum and Gardens, Riverside Arts Market, and Unity Plaza (under construction).

## Retail/Dining/Entertainment Facilities

Food, shopping, and entertainment venues and areas are the primary components that create a destination entertainment attraction like the “Live!” Districts in Kansas City and Louisville. These are often conceptualized mixed-use projects that seek public sector support create sufficient scale to attract national and regional retailers, as well as entertainment acts that will draw overnight visitors, guests, and residents.

**Figure 2: Clematis Street, West Palm Beach, FL**



**Source: West Palm Beach CRA**

Market demand for restaurants and retailers is driven by downtown residents, workers, students, and visitors and the presence of other major attractions.

Tampa’s Downtown Partnership administers clean and safe, Placemaking, marketing, transportation, grants, and downtown security programs to attract and retain visitors.

**Figure 3: Tampa Convention Center**



**Source: Visit Tampa; RMA, 2020**

The grants program includes storefront improvements, sidewalk cafes, murals, public space activations and others. Named downtown venues and areas with concentrations of food, shopping, and/or entertainment facilities in other cities are shown in the Appendix Tables to illustrate development concepts and market opportunities.

The New Sparkman Wharf is one of the most popular things to do in Tampa right now. This outdoor food hall has lots of pet friendly green space, a beer garden and it’s located conveniently near the arena and right next to the cruise terminal.

The restaurants are all housed in recycled/repurposed shipping containers as illustrated by the following Sparkman Wharf map.

**Figure 4: Sparkman Wharf, Tampa, FL**



Source: Sparkman Wharf; RMA, 2020

## Large-Screen Theaters

IMAX Theaters and similar large-format theaters are found downtown in all the cities profiled. They are a central component of a destination entertainment cluster that typically includes other cultural arts attractions, retail, dining, and entertainment uses. These theaters are often located within or affiliated with aquariums, museums, and science centers, facilities that anchor entertainment locations that attract greater shares of families and children.

## Downtown Public Markets

Urban public markets selling fresh and prepared foods are found in all the cities peer cities profiled. Public markets provide an excellent opportunity to activate urban streetscapes during weekends when parking is more readily available. These markets provide an excellent opportunity for local and regional farmers

and craftspeople to access resident consumers, while providing an attraction to visitors as well. These facilities often include large components of foodservice in addition to their retail offerings. Cincinnati's Findlay Market in the Over-The-Rhine neighborhood dates to 1852 and is Ohio's oldest continuously operated public market. West Palm Beach offers the new GreenMarket, Tampa has Heights Public Market and Armature Works, and Louisville has Logan Street Market. The City Market in Kansas City dates to 1857 and is in the downtown River Market neighborhood. Jacksonville's Riverside Arts Market currently operates weekly and includes produce, artisan and locally grown products for sale.

**Figure 5: City Market, Kansas City**



Source: RMA, 2020

**Table 7: Comparative Downtown Venues & Attractions**

City	Convention Center	Professional Sports	Arts, Culture, & History	Entertainment
<b>Jacksonville, FL</b>	Prime Osborn Convention Center Total Floor Area: 265,000sf Contiguous Floor Area: 78,500sf	TIAA Bank Field 121 Financial Ballpark VyStar Veterans Memorial Arena	Times-Union Center for the Performing Arts Florida Theatre Museum of Science and History Museum of Contemporary Art Ritz Theatre & Museum Friday Musicale LaVilla School of the Arts Riverside Arts Market	VyStar Veterans Memorial Arena (multipurpose arena) Unity Plaza Riverside Arts Market
<b>Tampa, FL</b>	Tampa Convention Center	Raymond James Stadium Tropicana Field Amalie Arena	Straz Center Museum of Art	Sparkman Wharf Channelside Heights Market & Armature Works
<b>West Palm Beach, FL</b>	Palm Beach County Convention Center 100,000 sq. ft. contiguous space ground level	FITTEAM Ballpark of the Palm Beaches (MLB Spring Training)	Kravits Center of Performing Arts	Rosemary Square (formerly CityPlace Live Entertainment) Harriet Himmel Theater
<b>Cincinnati, OH</b>	Duke Energy Convention Center	Paul Brown Stadium Great America Ballpark US Bank Arena	Fountain Square Aronoff Center for the Arts Cincinnati Music Hall Cincinnati Art Museum Cincinnati Museum Center (CMC) at Union Terminal National Underground Railroad Freedom Center	Fountain Square CMC IMAX Theater The Banks (ex) Horseshoe Casino Cincinnati

City	Convention Center	Professional Sports	Arts, Culture, & History	Entertainment
<b>Kansas City, MO</b>	Kansas City Convention Center	Outside downtown area Arrowhead Stadium (NFL) Kauffman Stadium (MLB) Sporting Kansas City (MLS)	Kauffman Center for the Performing Arts Municipal Auditorium Kansas City Repertory Theater Liberty Memorial/National World War I Museum	Power & Light District T-Mobile Center Crown Center (Legoland, Discovery Center and Sea Life Aquarium) Union Station National Collegiate Basketball Hall of Fame
<b>Louisville, KY</b>	Kentucky International Convention Center	Louisville Slugger Field Lynn Stadium	The Kentucky Center for the Performing Arts Muhammad Ali Center Louisville Slugger Museum Frazier History Museum Kentucky Science Center (KSC)	KFC Yum Center (multi-purpose arena) Fourth Street Live) KSC IMAX Theater

**Table 8: Other Downtown Attractions, Annual Visitors and Hotels**

City	Other Downtown Attractions	Annual Visitors	Downtown Hotels	
			Convention Center Area (# of rooms)	All Hotels (# of rooms)
<b>Jacksonville, FL</b>	Northbank Riverwalk and Southbank Riverwalk Friendship Fountain Metropolitan Park (riverfront)	20 million	No hotels nearby (Partner hotels- Hyatt Regency, Omni, Sheraton)	2,361 6 Hotels Under construction & Proposed
<b>Tampa, FL</b>	American Victory Ship Mariners Museum Florida Aquarium Florida Photographic Arts Glazer Children’s Museum Henry B. Plant Museum Tampa Bay History Center	24.5 million (2019 Hillsborough County)	14 hotels in vicinity	1,500 hotel rooms U/C or proposed 1,000 renovations
<b>West Palm Beach, FL</b>	Flagler Museum Norton Museum of Art AMP Music Lab GreenMarket Ann Norton Sculpture Gardens Mandel Public Library	8.22 million (2019 Palm Beaches)		1200+ current/proposed
<b>Cincinnati, OH</b>	Findlay Market Fountain Square Sawyer’s Point Park/Proctor & Gamble Pavilion/Smale Riverfront Park	26.6 million (2017 Cincinnati Region)	The Millennium - 872 Hilton Netherlands Plaza - 561 Hyatt Regency - 491 The Cincinnati - 146	3,829 current, 1,114 U/C

City	Other Downtown Attractions	Annual Visitors	Downtown Hotels	
			Convention Center Area (# of rooms)	All Hotels (# of rooms)
<b>Kansas City, MO</b>	Crossroads Arts District River Market neighborhood City Market Lincoln Memorial Mall and Liberty Memorial Berkley Riverfront Park Riverfront Heritage Trail 18th & Vine Jazz District (nearby)	25.2 million (2016 City)	Marriott Downtown - 946 Crowne Plaza - 385 Holiday Inn Downtown - 193	6,415 current 1,508 rooms U/C, 692 Planned
<b>Louisville, KY</b>	Whiskey Row South Fourth Street area West Main Street area/Museum Row NuLu (East Market Street area) Louisville Waterfront Park (85-acres) and Louisville Riverwalk Historic Brown and Seelback hotels Louie Link skywalk (6 blocks) Belle of Louisville riverboat	16.4 million (2019 City)	Galt House - 1,290 Marriott Downtown - 616 Hyatt Regency - 393 Courtyard Downtown - 132	4,824 current

Based on data from Downtown Vision, Inc.

All numbers are approximations.

Includes fine and casual dining, coffee shops, luncheonettes, fast food establishments, etc. Numbers are approximations.

Retail store definitions vary by city. Some include service establishments; others report retail stores only. Numbers are approximations.

**Source: Visitor Bureaus; CoStar; RMA; Willdan 2021**

## Transit Services

Nearly all downtowns are served by busses and/or rubber-tire trolleys. These, and other forms of public transportation, connect housing to job centers, catalyze downtown foot traffic, and expand time on the ground and retail/dining/entertainment spending patterns.

Figure 6: West Palm Beach Trolley



Source: WPB Now; RMA, 2020

## Complete Streets and Pedestrian Facilities

Complete streets are designed so all modes of transportation can share the road safely, including automobiles, pedestrians, bicycles, and transit, by providing bicycle lanes or Shared Lane Markings (sharrows), as well as sidewalks, parking and transit accommodations.

Complete streets policies have been adopted in the profiled cities and are being implemented in various stages. According to Smart Growth America,

Downtown Jacksonville Market Feasibility Study

Complete Streets programs are an influential factor in Downtown revitalization by serving to improve the pedestrian and biking experience, increasing time on the ground, and expanding retail/dining/entertainment spending patterns.

## III. PEER CITY CHARACTERISTICS

### Cincinnati, OH

#### Clustering of Venues and Support Services

Cincinnati's primary Downtown destination is anchored by the Smale Riverfront Park fronting the Ohio River, clustered with the National Underground Railroad Freedom Center, Paul Brown Stadium (home of the NFL Cincinnati Bengals), Great American Ball Park (home of the MLB Cincinnati Reds), and a large mixed-use hotel, office, retail, and residential complex called The Banks located between the two stadiums.

Fountain Square also serves as a hub of activity and the focal point of the new downtown development known as The Foundry, which involves the conversion of the former Macy's-anchored Fountain Place into a modern, mixed-use development, slated to reactivate one of the most prominent buildings in Downtown Cincinnati.

The secondary Downtown Cincinnati anchor/cluster is the Duke Energy Convention Center, supported by more than 2,500 hotel rooms and ample dining offerings.

The Cincinnati Music Hall is located adjacent to Washington Park within a cluster of other performing arts venues that are home to the Cincinnati Symphony Orchestra, Cincinnati Pops Orchestra, Memorial Hall, and the

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Cincinnati Opera. The Cincinnati Museum Center and its IMAX theatre are located within the iconic Union Station building while the Underground Railroad Freedom Center is sited directly between the city’s professional sports stadiums a diversity of food and beverage and lodging businesses that surround them.

Cincinnati’s Findlay Market in the Over-The-Rhine neighborhood dates to 1852 and is Ohio’s oldest continuously operated public market. Tampa has Heights Public Market and Armature Works, and Louisville has Logan Street Market. The City Market in Kansas City dates to 1857 and is in the downtown River Market neighborhood. Jacksonville’s Riverside Arts Market currently operates weekly and includes produce, artisan and locally grown products for sale.

Cincinnati has a 3.6-mile streetcar system. The line runs between The Banks mixed-use development on the Ohio River to the Findlay Market area in the Over the Rhine neighborhood. The Kansas City streetcar project is two miles long with 18 stops and runs from the River Market District of downtown to Crown Center.

Cincinnati’s elevated walkway systems (“skywalks”) link downtown attractions, hotels, and office buildings. The enclosed system links Duke Energy Convention Center with several hotels and office buildings over a 15-block area.

### Real Estate Developments

Cincinnati’s 3CDC non-profit corporation seeks to strengthen the core assets of downtown by revitalizing and connecting the Central Business District and Over-the Rhine. Since 2004 their efforts have yielded nearly \$1.4 billion in redevelopment and new construction investment.

Table 9: Downtown Cincinnati Assets & Attributes. 2021

Venue Type	Venue Name
Convention Center	Duke Energy Convention Center
Professional Sports	Paul Brown Stadium Great America Ballpark US Bank Arena
Arts, Culture, & History	Fountain Square Aronoff Center for the Arts Cincinnati Music Hall Cincinnati Art Museum Cincinnati Museum Center (CMC) at Union Terminal National Underground Railroad
Entertainment	Freedom Center Fountain Square CMC IMAX Theater The Banks (ex) Horseshoe Casino Cincinnati

Source: City of Cincinnati; RMA, 2021

Their four strategic goals are to create great civic spaces; high-density/mixed-use development; preserve historic structures and streetscapes; and build diverse mixed-income neighborhoods supported by local businesses.

Some of the noteworthy projects include 4<sup>th</sup> & Race, a new residential tower that will consist of a 584-space above-grade parking garage, 22,000 square feet of street-level commercial space and 264 apartment units, beginning on level 7 of the building. The 3CDC portion of the project cost is \$44 Million.

**Figure 7: The Foundry, Cincinnati, OH**



**Source: 3CDC, Cincinnati**

One of the largest and most ambitious projects in Cincinnati is The Foundry, which involves the conversion of the former Macy’s- anchored Fountain Place into a mixed-use development.

The project will convert the 3.5 story structure into roughly 150,000 square feet of Class A office space, along with 35,000 square feet of street-level retail/restaurant space. This redevelopment will connect the area around the convention center with Fountain Square.

Another project includes Academy Lofts being developed by 3CDC at a project cost of \$1.4 Million. This is a redevelopment of an art academy building, which will now be for-sale condominium units. This is significant because the 3CDC was created by the City to improve the Central Business District.

**Figure 8: Academy Lofts**



**Source: 3CDC, Cincinnati**

### **Public Incentives/Investment**

The City of Cincinnati utilizes Tax Increment Financing (TIF) districts to catalyze development. As of 2019, The City of Cincinnati has 20 established TIF districts, each with a funding account. Combined, these accounts contained roughly \$29 million — about \$10 million of which was available to spend to maintain required debt coverage ratios. Approximately \$36 million has been spent from the accounts since 2007 that supported the issuance of bond funding totaling \$163 million for large-scale, catalytic redevelopment projects. These include residential, retail and office developments, the renovation of Washington Park, public parking garages, and public infrastructure for FC Cincinnati's West End stadium

**Table 10: Cincinnati, OH Incentives Overview**

Program Structural Characteristics	CRA Commercial Abatement Program	Ohio Preservation Historic	Tax Increment Financing	Notice of Funding Availability (NOFA Loan Program)
Target Sector (Office, Retail, Residential, Hotel)	Multi-family, commercial, industrial, or mixed-use	Historically designated buildings	Large-scale developments	Multi-family housing
Target Area	Streetcar VTICA Area	Historic Districts	35 across the city	Multiple districts across city
Form of Incentive (Cash, TIF, Tax Credit, Loan)	Tax Abatement	Tax credit	TIF	Long-term, low, fixed-rate loan
Min/Max Developer Investment	N/A	N/A	N/A	Min: No less than 5% of project cost
Min/Max Incentive Value	Max Time Period: 15 years, typically less	Max: \$5 million, \$25 million for “Catalytic Project” (large-scale, significant econ. dev)	Available funds range per TIF district: \$100,000 - \$3.5 million (as of 2019) <sup>1</sup>	Max: Up to 40% of project cost (not to exceed \$1 million)
Eligibility Requirements	Negotiated	<ul style="list-style-type: none"> <li>▪ Designated as a historic building on various registries/districts</li> <li>▪ Owner or Qualified Lessee</li> <li>▪ Not function as single-family or multi-family condominium residential building</li> </ul>	Negotiated	<ul style="list-style-type: none"> <li>▪ 60% financing secured from non-City sources</li> <li>▪ Secured traditional debt</li> <li>▪ Promotes home ownership</li> <li>▪ Affordable, mixed-income and mixed-use projects</li> <li>▪ Improves related public infrastructure</li> </ul>

<sup>1</sup> Swartsell, N. (2020, Dec. 11). *Each Cincinnati TIF District, by the Numbers*. City Beat.

Program Structural Characteristics	CRA Commercial Abatement Program	Ohio Preservation Historic	Tax Increment Financing	Notice of Funding Availability (NOFA Loan Program)
<b>Program Outcomes</b>	Taxable Value/Property Assessment Increase: 2012: <b>\$3.67B</b> 2019: <b>\$4.2B</b> Increase: <b>16%</b>			
<b>Link to Incentive Program Application/Overview</b>	<a href="https://choosecincy.com/wp-content/uploads/2020/07/Financing-VTICA-Policy-Doc-Net-52.pdf">https://choosecincy.com/wp-content/uploads/2020/07/Financing-VTICA-Policy-Doc-Net-52.pdf</a>	<a href="https://development.ohio.gov/cs/cs_ohptc.htm">https://development.ohio.gov/cs/cs_ohptc.htm</a> <a href="https://development.ohio.gov/files/redev/OHPTC-Program-Policies-Aug-2020-draft.pdf">https://development.ohio.gov/files/redev/OHPTC-Program-Policies-Aug-2020-draft.pdf</a>	<a href="https://choosecincy.com/wp-content/uploads/2021/02/MP-Application%E2%80%932019.pdf">https://choosecincy.com/wp-content/uploads/2021/02/MP-Application%E2%80%932019.pdf</a>	<a href="https://choosecincy.com/wp-content/uploads/2020/03/NOFA-2020-Guidelines.pdf">https://choosecincy.com/wp-content/uploads/2020/03/NOFA-2020-Guidelines.pdf</a>
<b>Other Notes</b>	Not subject to gap financing analysis if meet green building requirements	<ul style="list-style-type: none"> <li>Monitoring and compliance inspection</li> <li>Competitive, open cycle, first-served basis</li> <li>Funds reserved for different scale projects</li> </ul>	15 new TIF Districts created in 2019	<ul style="list-style-type: none"> <li>Competitive process</li> <li>2 rounds of disbursement</li> <li>Funds for site prep, construction hard costs, infrastructure</li> <li>Total fund amount \$5.75 million</li> </ul>

Source: City of Cincinnati, OH Department of Community and Economic Development, Willdan 2020.

## Best Practices

Cincinnati's success can be attributed largely to aggressive economic development efforts, flexible funding sources, and a multimodal regional transportation plan that strategically serves downtown, connecting residents to employment centers and destination family entertainment, dining, shopping, Sports and Entertainment.

The City also supports sustainability through a climate protection program, and a major energy project that is underway. The City is actively addressing the lack of housing inventory in Downtown Cincinnati and growing homeless community with the creation of the GeneroCity 513 Initiative, one of the City's leading urban revitalization programs. GeneroCity 513 is an initiative aimed at helping individuals who have been driven to panhandling, including those facing unfortunate circumstances like homelessness, addiction and mental illness.

Utilizing a multi-faceted approach, GeneroCity 513 has been designed to offer a positive alternative to panhandling, help connect panhandlers to social service agencies, and provide strategic case management to the most visible homeless persons in downtown Cincinnati. The initiative's programs include a Jobs Van, Outreach Workers and Donation Stations.

GeneroCity 513 is a partnership between the Cincinnati Center City Development Corp. (3CDC), Downtown Cincinnati Inc. (DCI), the City of Cincinnati, City Gospel Mission (CGM), Greater Cincinnati Behavioral Health Services (GCBHS), and Strategies to End Homelessness.

## Kansas City, Missouri

### Clustering of Sports & Support Services

Downtown Kansas City has two major clusters of attractions and support facilities. The first includes the T-Mobile Center (a multi-purpose arena), Kansas City Convention Center, Municipal Auditorium (arena, music hall, and theater), Kauffman Center for the Performing Arts, Power & Light District food/shopping/entertainment complex, and several hotels.

The second cluster includes Hallmark's 85-acre Crown Center office/shopping/entertainment complex, Lincoln Memorial Mall (linear park and monument) and Liberty National World War I Museum, and Union Station – an 850,000 square foot complex of shops, restaurants, entertainment facilities, and Science City exhibits, large-screen theater, and the Gottlieb Planetarium. The Kansas City Streetcar provides free light rail transportation along a two-mile route through downtown.

### Real Estate Development Activity

The Kansas City Power and Light District is in the center of downtown, anchored by *Kansas City Live!* It features a full concert stage and hosts marquee events. This project is directly across from the T-Mobile Center, a multi-purpose sports and event arena. The \$850 million District is the cornerstone of a \$5 billion urban renaissance for Downtown Kansas City, catalyzing the development of a new performing arts venue, arena, convention center expansion, and 10,000 new urban residential units.

Kansas City recently lost a major downtown tenant, the Kansas City Star and 124 jobs, creating a large block of vacant office and production space. Federal

jobs are a major factor in downtown Kansas City, home to district and regional offices of several Federal agencies, including the Federal Reserve Bank and Internal Revenue Service.

### Public Incentives/Investment

According to the Kanas City Economic Development Corporation, the City’s current tax incentives programs include:

- Tax Increment Financing (TIF)
- Enhanced Enterprise Zone (EEZ)
- Chapter 353 Tax Abatement (353)
- Chapter 100 Sales Tax Exemption (Ch100)
- Planned Industrial Expansion Authority (PIEA)
- Port KC and Land Clearance for Redevelopment Authority (LCRA).

The City Council approves incentives awards for the following programs (TIF, EEZ, 353 and Ch100). For PIEA, Port KC and LCRA, non-elected board appointed by the mayor grants the incentives.

As of March 2021, Downtown Kansas City has more than 1,866 multi-family units, 669 hotel rooms, 925,000 square feet of office space under construction or proposed, with an estimated investment value of \$2.09 billion. However, the City’s incentives programs are facing increasing scrutiny due to nonperformance of TIF-funded projects following the 2008 economic downturn.

Momentum toward reforming incentives began building in Summer 2020. During nationwide protests over police brutality and racial justice, the City Council was considering granting a 13-year extension to a company that had

**Table 11: Downtown Kansas City, MO Development Pipeline (2021)**

	Units/Sq. Ft.	\$ Millions
Multi-family Rental (Units)	1,866	\$790.1
Office (Sq. Ft.)	925,000	\$958.0
Hotel (Rooms)	669	\$38.0
Medical Campus/Office	572,512	\$305.0
<b>Total Investment</b>		<b>\$2,091.1</b>

Source: Kansas City Business Journal; Willdan, 2021

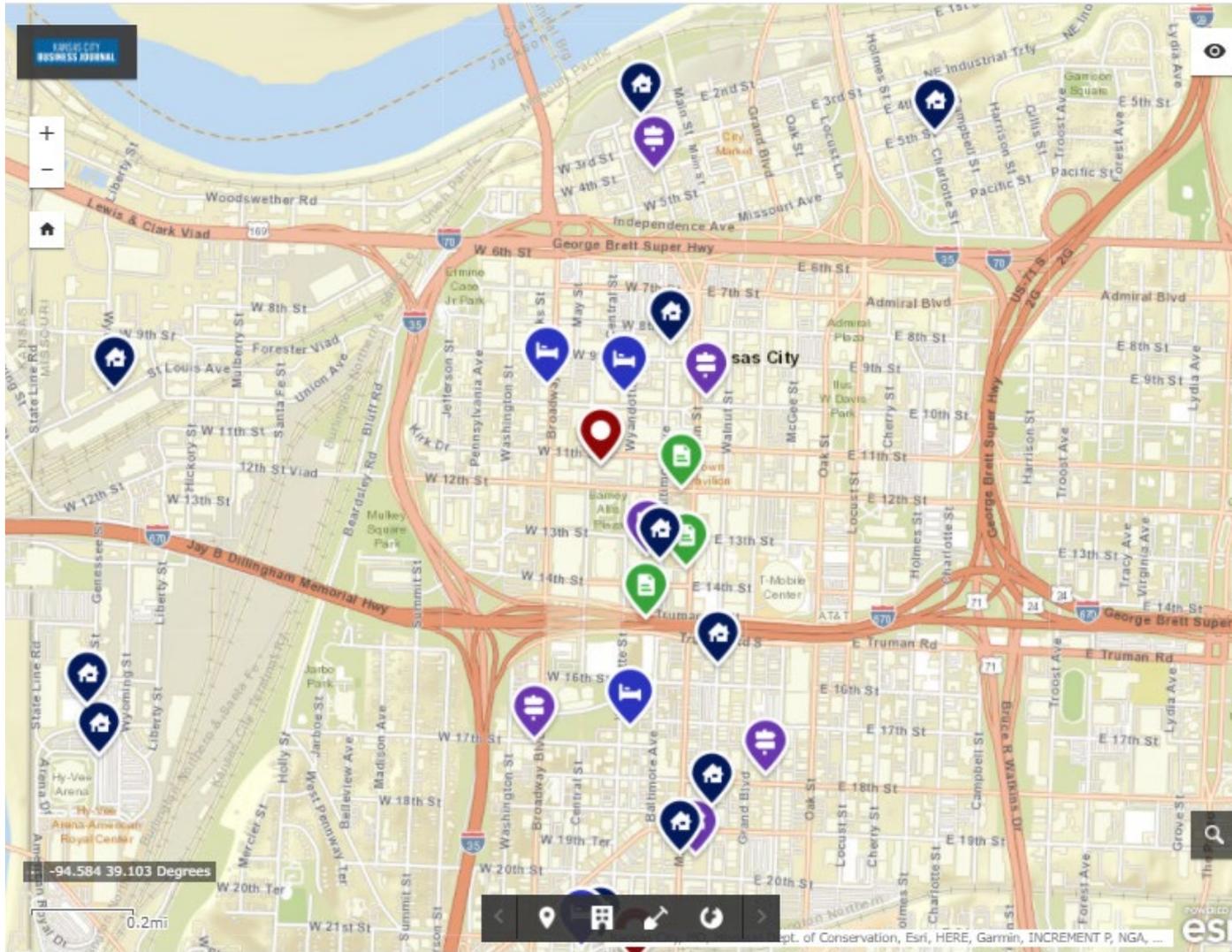
already received 20 years of tax abatements. The company reported it had been offered incentives to move across the state line to Kansas.

According to the Kansas City Star, the Superintendent of Kansas City, Missouri schools (Mark Bedell) submitted an open letter to the Kansas City Council, calling the deal an example of systemic racism and one that would never occur in the majority-white school districts in North Kansas City.

The City Council’s Neighborhood Planning and Development Committee successfully secured unanimous Council approval to reform the City’s incentives offerings, reducing the term of tax abatements from 25 years to 15 years.

City Council is currently evaluating how to enforce monitoring the performance of TIF projects including post-construction job creation and for return on public investment. The detailed program characteristics are provided in the following tables.

Figure 9: Downtown Kansas City Development Activity, March 2020



Source: Kansas City Business Journal, March 2021

**Table 12: Kansas City, MO Incentive Overview**

Program Structure <sup>2</sup>	BUILD Program	EDC Loan Corporation Revolving Loan	Chapter 353 Abatement
Target Sector (Office, Retail, Residential, Hotel)	Corporate headquarters, telecommunications, computer operations, insurance companies or credit card billing/processing centers	Small businesses	Not Applicable
Target Area	State based program	City limits	Urban Development Areas (determined by City)
Form of Incentive (Cash, TIF, Tax Credit, Loan)	Bonds issued and loan given to applicant	Loan	Real Property Tax Abatement
Min/Max Developer Investment	Min: \$10 million to target industries and 500 new jobs	Max: \$500,000	Not Applicable
Min/Max Incentive Value	Max: 5% of gross wages per new job or 10% of project if located in distressed community	Max: 200,000	Max: 75% (10-year period) or 37.5% (15-year period)
Eligibility Requirements	Job creation Positive fiscal impact to State “But For” Test	To spend on fixed assets May <i>not</i> be eligible if credit available through other sources	Area deemed “blighted” Form Urban Redevelopment Corporation (URC) per the Urban Redevelopment Corporation Law
Program Outcomes	Taxable Value/Property Assessment Value Increase: 2012: <b>\$0.47 B</b> 2019: <b>\$0.84 B</b>		Increase: <b>81%</b>
Link to Incentive Program Application/ Overview	<a href="https://tinyurl.com/wr39a69x">https://tinyurl.com/wr39a69x</a> <a href="https://tinyurl.com/rvfzjsdc">https://tinyurl.com/rvfzjsdc</a>	<a href="https://tinyurl.com/ut5chv8m">https://tinyurl.com/ut5chv8m</a> <a href="https://tinyurl.com/app53d7j">https://tinyurl.com/app53d7j</a>	<a href="https://tinyurl.com/3dmpxtjm">https://tinyurl.com/3dmpxtjm</a>
Other Notes	Funding dependent on eligibility criteria (need and impact) for infrastructure and capital expenses	Preferred finance structure: 10% equity, 50% bank, 40% EDC EDC Loan Corporation Funding Source: US EDA	State requires that the City have “Urban Development Corporation

Sources: Kansas City, MO Economic Development Corporation; Willdan, 2021.

<sup>2</sup> Kansas City Economic Development Corporation, *Incentives Overview*

## Best Practices

To create a funding source to catalyze Downtown development, the City imposed a sales tax in 2017 to establish a central city Economic Development Board. The Board immediately issued \$800 million in public bonds for infrastructure improvements and repairs. The City invests in ultra- green complexes, specifically to address environmental concerns regarding development on the river.

Table 13: Kansas City Assets & Attributes

Venue Type	Venue Name
<b>Convention Center</b>	Kansas City Convention Center
<b>Professional Sports (*Outside downtown area)</b>	Arrowhead Stadium (NFL)* Kauffman Stadium (MLB)* Sporting Kansas City (MLS)*
<b>Arts, Culture, &amp; History</b>	Kauffman Center for the Performing Arts Municipal Auditorium Kansas City Repertory Theater Liberty Memorial/National World War I Museum
<b>Entertainment</b>	Power & Light District T-Mobile Center Crown Center (Legoland, Discovery Center and Sea Life Aquarium) Union Station National Collegiate Basketball Hall of Fame

Source: City of Kansas City, MO; RMA, 2021

## Louisville, Kentucky

### Clustering of Venues & Support Services

Downtown Louisville has a concentration of significant attractions situated in a six-block area along Main Street, one block from the Ohio River attractions Louisville Riverwalk and Belle of Louisville riverboat.

The KFC Yum! Center (multi-purpose arena) anchors the 2nd Street end and the Louisville Slugger Museum and Factory and Frazier History Museum anchor the 9th Street end. In between are the Kentucky Science Center and IMAX Theater, Muhammad Ali Center, Kentucky Center for the Performing Arts, and the 1,290-room Galt House Hotel.

Figure 10: Louie Link Map

## IT'S EASY TO CONNECT WITH LOUISVILLE.

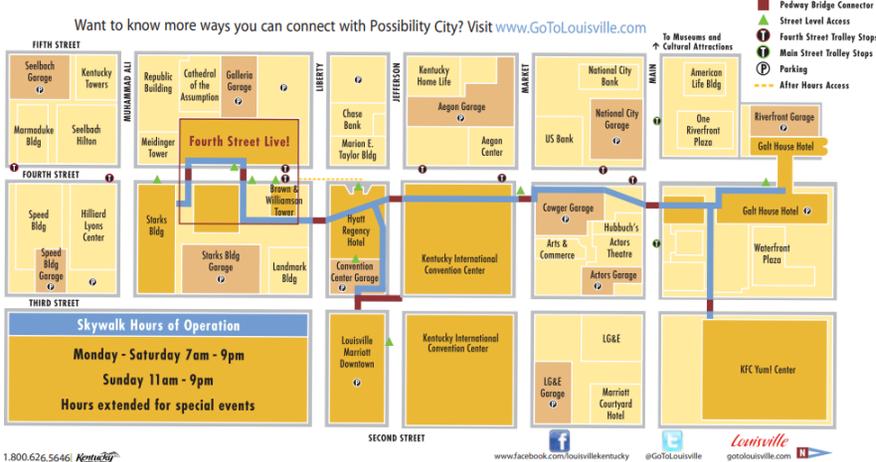


Table 14: Louisville Assets & Attributes

Asset	Attribute
Convention Center	Kentucky International Convention Center
Professional Sports	Louisville Slugger Field Lynn Stadium
Arts, Culture, & History	The Kentucky Center for the Performing Arts Muhammad Ali Center Louisville Slugger Museum Frazier History Museum Kentucky Science Center (KSC)
Entertainment	KFC Yum! Center (multi-purpose arena) Fourth Street Live! KSC IMAX Theater

Source: RMA; Willdan, 2021

The Kentucky International Convention Center is one block south on 4th Street and Fourth Street Live! is three blocks north of Main Street.

The “Louie Link” skywalk spans five blocks along 4<sup>th</sup> Street between the Galt House Hotel with Fourth Street Live!, passing through the convention center and Hyatt Regency Hotel. The Link also extends along arms to the KFC Yum! Center and the Downtown Marriott.

Louisville has a unique streetscape program and a collection of museums and cultural attractions on West Main Street that have transformed the Downtown into a true destination.

**Figure 11: Lynn Stadium**



Source: Downtown Louisville, 2020

### Real Estate Development Activity

Louisville’s downtown has seen explosive development, spurred by the recently constructed \$65 million, 5,300 seat Dr. Mark & Cindy Lynn Stadium that is the centerpiece of a 40-acre \$200 million mixed-use development adjacent to Louisville’s Waterfront Park. The project will ultimately include hotel, office, retail, restaurant, and other commercial uses.

The KFC Yum! Center is a multi-purpose sports arena that opened in 2010 and is part of a \$450 million project that includes a 975-car parking structure and

floodwall. The total square footage of the Center is 721,762 square feet. The KFC Yum! Center is also the official home of the University of Louisville men’s and women’s basketball programs and women’s volleyball program.

Fourth Street Live!, a complex with outdoor performance space, casual restaurants and bars, and eateries is within walking distance of the KFC Yum! Center arena, and several hotels including Regency, Omni, Louisville Marriott Downtown, Embassy Suites Downtown and Hilton Garden Inn Downtown. It is the most visited attraction in the state of Kentucky, drawing over 4.5 million visitors per year. It covers the equivalent of two city square blocks and features many of the leading national and regional retail/entertainment tenants including Hard Rock Café, Jim Beam Urban Stillhouse and others.

**Figure 12: Fourth Street Live! Louisville, KY**



Source: The Cordish Companies; RMA, 2020

## Public Incentives/Investment

The City of Louisville offers a variety of business attraction incentives, loans, grants and other forms of development assistance. The city targets office, retail, residential and hotel development.

Tax Increment Financing (TIF) is a state program that allows developers to apply a portion of newly generated taxes from an area to pay for a project's public infrastructure.

Louisville Metro has created two targeted TIF programs to catalyze Downtown redevelopment:

### Mixed-Use TIF

Louisville's Mixed-Use TIF is directed at projects with capital investment between \$20 million and \$200 million. The program's developer incentives are administered through rebates to the following: state corporate income tax, state sales tax, and state withholding tax increments.

Projects in a Mixed-Use TIF must have at least two qualified uses (retail, residential, office, restaurant, or hospitality), each of which comprises at least 20% of the total finished square footage or capital investment, or three qualified uses, one of which comprises at least 20%, and the other two, when combined, also comprise at least 20% of the total finished square footage or capital investment.

Figure 13: 4<sup>th</sup> Street Live! Louisville, KY



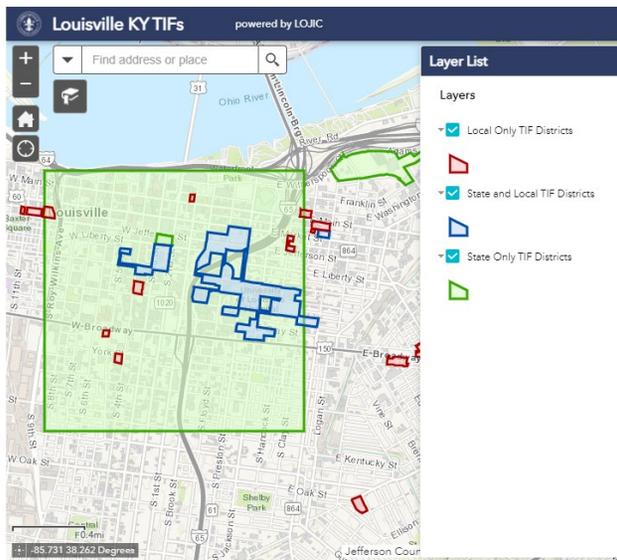
Source: Cordish Company

### Signature TIF

Louisville's Signature TIF requires a larger minimum capital investment of \$200 million and offers a rebate of a portion of some or all the following taxes: state and local property tax, state sales tax, state withholding tax, and local occupational tax increments.

No more than 20% of the capital investment or square footage shall be devoted to assets that will be utilized for the retail sale of tangible personal property. Certain additional costs may be recoverable under this program that are not eligible under the other TIF programs.

Figure 14: Louisville TIF Districts, 2021



Source: <https://louisvilleky.gov/government/louisville-forward/tax-based-incentivesWilldan, 2021>

These programs have been successful in attracting new real estate investment and development to Louisville. According to the Louisville Metro and the *Lane Report*, the Shelby Campus at the University of Louisville is part of the 230-acre Shelby Hurst Research and Technology Park that earned TIF approval at the end of 2014 and is still continues to expand.

The TIF district is expected to generate hundreds of millions of dollars over the 30-year agreement. It includes both academic and research facilities, and when complete will also contain more than 1.5 million sq ft of office space managed, developed and leased by NTS Development Co., in partnership with the UofL Foundation.

Tenants include BrightSpring Health Services (formerly ResCare Inc.), the nation’s largest provider of both health and human services. BrightSpring Health has been headquartered in Louisville since 1974 and has more than 45,000 employees in 42 states, including 1,900 in Kentucky.

Ground was broken in 2018 on Louisville’s newest TIF area, the Butchertown Stadium District. Fifth Third Bank will lead the syndication of the \$55 million, 11,300-seat professional soccer stadium scheduled to open this year.

The project is centered around the stadium and includes hotels, office space and support retail, entertainment and restaurants.

The Louisville City Football Club secured \$21.7 million in TIF financing at the end of May 2018, which will flow back to the club over the course of the 20-year deal. The TIF was a key component to securing the project’s bank financing. Louisville’s incentive programs are summarized on the following pages.

**Table 15: Louisville, KY Incentives Overview**

Program Structure	Downtown Commercial Loan Fund (DCLF) <sup>3</sup>	Downtown Housing Assistance Fund (DHA) <sup>4</sup>	Tax Increment Financing <sup>5</sup>	Façade Loan
<b>Target Sector (Office, Retail, Residential, Hotel)</b>	Office and retail	Market-rate multi-family residential	Mixed-use development	Commercial properties
<b>Target Area</b>	Downtown (specifically areas deemed high priority for development)	Downtown (specifically areas deemed high priority for development)	Downtown	Commercial corridors
<b>Form of Incentive (Cash, TIF, Tax Credit, Loan)</b>	Loan (below market rates, fees, and flexible payment terms)	Revolving Loan (below market rates, fees, and flexible payment terms)	Performance-based TIF (100% taxes paid in; developer submits for increment rebated back)	Loan (fixed rate of 3% over 10 years)
<b>Min/Max Developer Investment</b>	N/A	N/A	Mixed-Use TIF: Min. \$20 million capital investment and Max. \$200 million Signature TIF: Min. \$200 million capital investment	N/A
<b>Min/Max Incentive Value</b>	25% of overall project cost Loan-to-value must not exceed 100% of secured loan collateral	25% of overall project cost Loan-to-value must not exceed 100% of secured loan collateral	Current example: \$7.64 million incentive (\$80 million project defers 80% of annual property tax, calculated using \$65 million construction costs) <sup>6</sup>	
<b>Eligibility Requirements</b>	Full and adequate personal guarantees Secondary financing to complement primary	Full and adequate personal guarantees	TIFs have a “but for” requirement under KY law Meets 2 of 7 conditions of blight	Exterior property (window/doors,

<sup>3</sup> Louisville Downtown Partnership, *Downtown Commercial Loan Fund*.

<sup>4</sup> Louisville Downtown Partnership, *Downtown Housing Assistance Fund*.

<sup>5</sup> City of Louisville, *Tax Based Incentives, Local Loan Programs, Property Redevelopment Incentives*.

<sup>6</sup> Vanderhoff, M. (202, Nov. 5). Company Seeks Tax Incentive for \$80 Million Development in Downtown Louisville. *WLKY*.

Program Structure	Downtown Commercial Loan Fund (DCLF) <sup>3</sup>	Downtown Housing Assistance Fund (DHA) <sup>4</sup>	Tax Increment Financing <sup>5</sup>	Façade Loan
	Focus: Historic, infill, mixed-use w/ retail, new jobs, sustainable elements, local investors/developers	Secondary financing to complement primary  Focus: high density, mixed-use /w retail, historic, sustainable elements, replaces surface parking lot, infill.	Certain amount of qualified use square ft	storefronts, masonry, siding, painting, carpentry, signage, landscaping)
Program Outcomes	Taxable Value/Property Assessment Value Increase: 2012: <b>\$1.65 B</b> 2019: <b>\$2.18 B</b> Increase: <b>32%</b>			
Link to Incentive Program Application/ Overview	<a href="https://louisvilledowntown.org/assets/commercialloan2015.pdf">https://louisvilledowntown.org/assets/commercialloan2015.pdf</a>	<a href="https://louisvilledowntown.org/assets/housingasst2015.pdf">https://louisvilledowntown.org/assets/housingasst2015.pdf</a>	<a href="https://louisvilleky.gov/sites/default/files/louisville-forward/ec-dev-incentives-primer-revised-october-2019.pdf">https://louisvilleky.gov/sites/default/files/louisville-forward/ec-dev-incentives-primer-revised-october-2019.pdf</a>	<a href="https://louisvilleky.gov/government/louisville-forward/local-loan-programs">https://louisvilleky.gov/government/louisville-forward/local-loan-programs</a>
Other Notes	Ongoing due diligence, annual reporting  Administered through Louisville Downtown Partnerships (business improvement district)	\$6.8 million fund  Enhanced by New Market Tax Credits and Historic Tax Credits  Ongoing due diligence, annual reporting  Administered through Louisville Downtown Partnerships (business improvement district)	4 categories of TIF with varied requirements (link above)	N/A

Sources: City of Louisville, KY Department of Economic Development, *Louisville Forward*; Downtown Louisville Partnership, Willdan, 2021.

## Best Practices

Downtown Louisville's revitalization success is rooted in strong strategic partnerships across all sectors. Louisville Forward has purposefully integrated business attraction and retention strategies with community development link overarching goals to improve real estate, workforce skills training and the city's quality of life.

Since its creation in 2014, Louisville Forward has facilitated development projects resulting in more than 28,000 new jobs and \$7 billion in investment. More than \$17 billion in projects in total were announced, constructed or underway in Louisville since 2014 through a community wide program.

The Louisville Downtown Development Corporation (LDDC) and the Louisville Downtown Management District (LDMD) are responsible for downtown planning, facilitating development, and administering a commercial loan fund and retail grant program.

The LDMD also promotes downtown and manages a 63-block Business Improvement District (BID). The Louisville Downtown Partnership works in conjunction with Louisville Forward to provide clean and safe services, economic development, and fact-driven data resources for Downtown property ratepayers, stakeholders, and potential investors.

Move Louisville, a multi-modal transportation plan, is an initiative that was part of the master plan, Global Louisville Action Plan and the Vision Russell, part of a massive redevelopment of the historic neighborhood west of Ninth Street, includes a sustainability component. Complete streets and street scaping are a big focus of this plan.

In addition to LDDC and LDMD, the Waterfront Development Corporation (WDC) is responsible for planning, construction, and maintenance in the City's 85-acre Louisville Waterfront Park on the Ohio River. WDC also manages the Belle of Louisville riverboat for the Louisville Metro government and has design review authority in the riverfront area.

### Louisville Downtown Revitalization Team

In February 2021, Mayor Greg Fischer announced the creation of the Downtown Revitalization Team<sup>7</sup> during his annual State of the City address. Led by a strategic partnership between Louisville Forward (economic development) and the Downtown Louisville Partnership, the Downtown Revitalization Team was formed to determine new ways to bring people and businesses back downtown following declines in business heightened by the Covid-19 pandemic. The team will focus on short-term projects that will help revitalize downtown. A draft action plan is expected by May 2021, including actions that could be taken immediately, that will guide actions through 2021. Early items

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<sup>7</sup> <https://louisvilleky.gov/downtown-revitalization-team/document/downtown-revitalization-team-signed-charter>

discussed included clean and green efforts, safety, public infrastructure improvements, and homeless resources.

### **Downtown Revitalization Team Committees**

The Downtown Revitalization Team is an open committee; it currently includes residents and representatives from the business community, tourism, government agencies and other organizations with downtown or near-downtown operations. Subcommittees include:

- Tourism, Convention Center, Parks, Hotels & Museums
- Marketing & Communications
- Events: Art, Music & Sports
- Commercial Occupiers (Office Tenants & Commercial Businesses)
- Residential Occupiers
- Small Businesses

In addition, a Diversity, Equity & Inclusion Committee, with its members comprised of representatives of all other Committees, will work to ensure DE&I is embedded in the work of all other Committees.

### **Downtown Revitalization Team Charter**

**Executive Summary:** Downtown Louisville is in a state of decline with the Covid-19 pandemic forcing mass remote working and significant reductions in travel and tourism. Small businesses have been closed with the significantly reduced daytime population, and some are facing permanent closure. Combined with racial justice demonstrations through the summer and an increase in

homelessness, these near-term challenges need to be addressed to revitalize downtown as vaccines are being administered to the population. An action plan needs to be developed so that downtown is ready to return to a place of gathering, commerce, and tourism space when Covid-19 cases steadily decline.

**Problem Statement:** In addition to business closures and commercial & retail vacancies due to Covid-19, downtown faces real and perceived issues of safety and unclean conditions, as well as not being welcoming to our entire community, particularly African Americans. Actions must be taken to address graffiti, litter, unwanted street behavior, and accessibility to encourage and position downtown for an increased number of residents, workers and visitors as the pandemic subsides.

**Goal Statement:** To create and execute an action plan to revitalize Downtown Louisville. Phase one will address the issues in the Problem Statement to be complete by 5/1/21. Subsequent phases to be defined including ongoing and new efforts to improve the state of downtown.

This initiative is representative of a functional political and investment climate, further leveraging the benefits of building successful strategic partnerships to foster Downtown development.

## Tampa, Florida

### Clustering of Venues and Support Services

Water Street Tampa is a new downtown neighborhood district which started in 2016. This forward-thinking urban neighborhood will include 9 million square feet of commercial, residential, hospitality, cultural, entertainment, education, and retail uses. The total private investment in this project is projected to be \$3 Billion.

**Table 16: Downtown Tampa, FL Assets & Attributes**

Venue Type	Venue Name
Convention Center	Tampa Convention Center
Professional Sports	Tampa Bay Buccaneers Tampa Bay Rays
Arts, Culture, & History	Straz Center Ybor City Tampa Bay History Center Tampa Museum of Art Riverwalk Historic Trail
Entertainment	TECO Streetcar Riverwalk Channelside Florida Aquarium

Source: City of Tampa, FL; RMA, 2021

This catalyst development’s goal is to provide an innovative centralized district cooling facility that will serve all buildings. This will enhance sustainability efforts by reducing the amount of electricity and water used in the district. On thirteen (13) acres, developers are building parks, public spaces, and green roofs.

Developers plan to do this by adding many shaded spaces with mature trees and greenery, quality air monitoring, installing light color pavers and adding water refilling stations around the district.

Water Street Tampa has several projects which will continue to provide additional density to the area, while clustering services within the district. The new JW Marriott Tampa Water Street encompasses 519 hotel rooms across 26 floors with four new restaurants, a full-service spa, 100,000 square feet of new ballrooms and meeting space.

**Figure 15: JW Marriott Water Street Tampa**



Source: Downtown Tampa, 2020

The Tampa EDITION will be the city's first five-star hotel, featuring 172 hotel rooms and 37 for-sale, hotel-branded residences on floors 10 through 27. The Tampa EDITION Hotel & Residences construction completion is on schedule for the end of 2021.

**Figure 16: Tampa EDITION**



**Source: Downtown Tampa; RMA, 2020**

Tampa boasts the Florida Aquarium located along its waterfront that also features the American Victory Ship & Museum, the Port of Tampa Cruise Terminal 2, and Channelside Bay Plaza shopping mall.

Large-screen theaters in Tampa, West Palm Beach, Cincinnati, Kansas City, and Louisville are parts of downtown museums and science centers.

In Tampa, the TECO Line Streetcar is a 2.7-mile-long fixed guideway transit system created as a joint project between the City of Tampa and HART that connects downtown Tampa, with the Channel Side District and Ybor City

Historic District, and nine stops in between. Daily operations run 7 am to 11 pm weekdays, with operations extending to 2 am on Friday and Saturday nights, accommodating the significant nightclub/bar presence in Ybor City. Sunday operations commence at 8:30 am. Ridership is currently free.

Tampa has invested significant capital in infrastructure improvements to incorporate complete streets in their downtowns. Completed projects include:

- Palm Avenue, from Nebraska Avenue to 22nd Street.
- Bayshore Boulevard, from Platt Street to Rome Avenue.
- Swann Avenue, from Melville Avenue to Bayshore Boulevard.
- MacDill Avenue, from Kennedy Boulevard to Spruce Street.

### **Real Estate Developments**

Downtown Tampa is experiencing a development boom with more than \$7.0 billion in active investment underway including Water Street District, The Heights, Tampa Riverwalk and Green Wise Market, scheduled to open in spring 2021. Following is an overview of these catalytic projects.

#### **Water Street District**

The \$3 billion mixed-use Water Street District is the catalyst for Downtown Tampa and continues to spur new development. Formed in 2016, Water Street is a 50-acre urban downtown neighborhood. Nine million square feet of commercial, residential, hospitality, cultural, entertainment, education and retail uses are planned.

Perhaps the most interesting design feature of the district is a centralized cooling facility which will serve all buildings, enhance sustainability efforts by reducing the amount of electricity and water used in the district.

Parks, public spaces and green roofs compliment the district, whose goal is to create a more walkable downtown, designed to keep people cool and comfortable by adding many shaded spaces with mature trees and greenery, quality air monitoring, installing light color pavers and adding water refilling stations around the district.

**Figure 17: Downtown Tampa Construction**



**Source: Tampa Business Journal Crane Watch, 2020**

### **The Heights**

Encompassing more than 40 acres with 2.5 million square feet of total building area, The Heights is one of the most significant mixed-use urban redevelopment projects on the West Coast of Florida. A 14-block community located along the Hillsborough River, just north of downtown Tampa, this neighborhood will include a wide variety of public spaces including mid-block courtyards, boulevards, pocket parks, urban plazas and a ¼ mile extension of Tampa’s Riverwalk. The Heights will include 200,000 square feet of retail space, 300,000 square feet of office space, two hotels and over 1,500 dwelling units.

**Downtown Jacksonville Market Feasibility Study**

The Water Street and Heights developments currently underway will provide an additional \$4 billion in investment. Tampa has several mixed-use residential projects coming online in 2021, including Heron, a dual-tower residential building which includes a gateway to the Tampa Riverwalk and Green Wise Market, scheduled to open in spring 2021. Another is a 23-story residential apartment tower with 388 new units delivering in late 2021, and 497 rental units north of the Tampa Edition, a new hotel in downtown Tampa.

### **Public Incentives/Investment**

The City has invested more than \$100 million in infrastructure improvements, specifically for storm water management, complete streets, and transit projects, to spur investment in downtown Tampa. The outdated grid system of land has been updated and projects are in place for transmission line relocations to streamline development.

City-owned properties have been offered for redevelopment, with Community Redevelopment Agency tax increment funds pledged to offset developer costs.

The City of Tampa participates in a variety of financial incentive programs including Federal, State, County and City initiatives, to assist businesses and encourage private investment and development.

Public-private investment in downtown Tampa business and development has generated \$3.7 billion in incremental assessed value of land, more than 12% of total assessed value citywide.

**Table 17: Tampa, FL Incentives Program Overview**

Program Structure	Channel District Neighborhood Incentives Program	Economic Development Ad Valorem Tax Exemption Program <sup>8</sup>	Business Façade Grant Program
Target Sector (Office, Retail, Residential, Hotel)	Restaurant, Retail and Retail Services	Classified as Tampa Target Industry or a High Value Business	Retail or targeted business
Target Area	Channel District CRA	Brownfields, Enterprise Zones and CRA's	CRAs of Drew Park, East Tampa & Ybor City 1 and 2 (CRA may further restrict)
Form of Incentive (Cash, TIF, Tax Credit, Loan)	City of Tampa Fee Reimbursement	Tax Exemption (real property or tangible assets)	Matching grant
Min/Max Developer Investment		Min: 10 new full-time jobs	Match amount spent first
Min/Max Incentive Value	\$10,000	Max: 50% of taxes Bonus: 75% total (additional 25%) for target areas Term Max: 10 years Program Max: \$2 million (across all applications per year)	50% of the project costs, up to \$50,000
Eligibility Requirements	Fees spent on building permit, water meters, water connection, inspections New business or expansion of existing business Located in Channel District	New business or expansion of existing Job creation Target area and industries	Exterior renovation, rehab, etc. landscaping improvements
Program Outcomes	Taxable Value/Property Assessment Value Increase: 2012: <b>\$1.51 B</b> 2019: <b>\$2.95 B</b> Increase: <b>95%</b>		

<sup>8</sup> The City of Tampa utilizes the terminology of “max” tax exemption and a “bonus” exemption.

Program Structure	Channel District Neighborhood Incentives Program	Economic Development Ad Valorem Tax Exemption Program <sup>8</sup>	Business Façade Grant Program
Link to Incentive Program Application/Overview	<a href="file:///C:/Users/mtierney/Downloads/neighborhood_amenity_incentive_program_-_application.pdf">file:///C:/Users/mtierney/Downloads/neighborhood_amenity_incentive_program_-_application.pdf</a>	<a href="https://www.tampa.gov/document/click-here-complete-ad-valorem-application-11106">https://www.tampa.gov/document/click-here-complete-ad-valorem-application-11106</a>	<a href="https://www.tampa.gov/CRA/facade-improvement">https://www.tampa.gov/CRA/facade-improvement</a>
Other Notes	Paid upon business opening	<p>Amount based on assessed value of <i>improvements</i></p> <p>Percent exempt, based on target area or not</p> <p>5-, 7-, or 10-year term based on 3 tiers of job creation</p> <p>County offers similar program</p> <p>Expires March 2021, can be renewed</p>	Monthly payments upon completed work

Source: City of Tampa Planning and Development Department, Development and Growth Division; Willdan; 2020.

## Best Practices

The City of Tampa's long-term \$100 million investment in Downtown is strategically focused on realizing public realm, sustainability, and transportation infrastructure improvements to catalyze downtown development and investment activity. According to the Tampa Downtown Vision & Action Program (2005)<sup>9</sup>, the strategic investment recommendations are centered around defining the neighborhoods (Districts) where the development patterns were already occurring, to improve linkages and attractions associated with convention/conference visitation, and improve the overall attractiveness of downtown Tampa as a visitor destination.

Figure 18: Tampa Downtown Vision Plan Anchors & Nodes, 2005



Source: Tampa Downtown Vision and Action Program; Tampa Downtown Partnership; Willdan, 2021

<sup>9</sup> <https://www.tampa.gov/document/downtown-vision-action-plan-32706>

## West Palm Beach, Florida

### Clustering of Venues & Support Services

Downtown West Palm Beach is noteworthy because of the number and diversity of restaurants and shops in this small city, a direct result of a campaign to revitalize Clematis Street which has been met with national recognition. The clustering of shops and restaurants adds to the character of the Downtown, bringing people together to celebrate the area.

The Brightline West Palm Beach Station is in the heart of downtown. It is a modern station with illuminated V-shaped columns, echoing the designs of Miami and Ft Lauderdale stations. This higher-speed rail system connects major cities in South and Central Florida with future connections planned.

Downtown West Palm Beach is anchored by Rosemary Square (formerly CityPlace Live Entertainment), a 600,000 square foot New Urbanist mixed-use lifestyle center, Meyer Amphitheater on the waterfront, and the Flagler Park farmers' market.

Rosemary Square offers more than 60 restaurants and retail stores, rental apartments, condos, and offices. Related Companies intends to invest nearly \$550 million for the construction of new restaurants, a new mixed-use luxury residential tower, and a new hotel, as well as an office tower containing 300,000 sq. ft. of space. Some asphalt roads were replaced with gray and white pavers and converted into pedestrian walking areas.[17]

West Palm Beach offers a trolley that is currently suspended due to the Covid pandemic. When operational, the service operates free of charge 7 am to 9 pm Sunday through Wednesday and until 11 pm the balance of the week. The

system operates on a 10-minute schedule with main stops at CityPlace and along five blocks of Clematis Street between Rosemary Avenue and Flagler Street that fronts the Intercostal Waterway.

West Palm Beach is currently embarking on a Complete Street project to create extensive improvements along 1.25 miles of Banyan Boulevard. The Phase 1 goals are to significantly improve the user-experience for motorists, pedestrians and cyclists through the addition of designated lanes for cyclists and enhanced crosswalks and walkways. Specific elements include:

- A four-lane section divided urban roadway with sidewalks
- Enhanced landscaping from Australian Avenue to Dixie Highway
- A two-lane section with sharrows (shared lane markings) for cyclists and motorists
- Landscaping from Dixie Highway to Flagler Drive

Bicycle lanes

West Palm Beach recently celebrated the 25<sup>th</sup> anniversary of GreenMarket, a 90-vendor public market and attraction located in Flagler Park at the terminus of Clematis Street. The market is currently closed due to the Covid pandemic and scheduled to reopen in October 2021. Recent accolades include a polled *#1 Best Public Market* designation by USA Today.

The large-screen IMAX is incorporated into a 14-screen AMC theater complex located within a dense cluster of restaurants and adjacent to Rosemary Square.

Figure 19: Rosemary Square Redevelopment Concept, 2019



Source: The Related Cos., 2019

Depicted in **Error! Reference source not found.** on the next page, the Clematis Streetscape project in West Palm Beach is a revitalization plan that seeks to improve a historic streetscape by widening sidewalks, planting shade trees, and narrowing traffic lanes to induce traffic calming. The improvements better connect the community by creating an easier to walk, healthier and more enjoyable downtown core. The design won the People’s Choice Award at the 2019 Safe Streets Summit.

Figure 20: Conceptual Rendering Downtown West Palm Beach



Source: RMA, 2019

**Table 18: West Palm Assets & Attributes**

Assets	Attributes
<b>Convention Center</b>	Palm Beach County Convention Center 100,000 sq. ft. contiguous space ground level
<b>Professional Sports</b>	FITTEAM Ballpark of the Palm Beaches (MLB Spring Training)
<b>Arts, Culture, &amp; History</b>	Kravits Center for the of Performing Arts Norton Museum of Art Johnson - Palm Beach County History Museum
<b>Entertainment</b>	Rosemary Square Harriet Himmel Theater South Florida Science Center & Aquarium The Palm Beach Zoo

Source: RMA; Willdan, 2021

### Real Estate Development Activity

The Flagler Banyan Square is a 3.5-acre development that includes The Oversea, a 251-unit luxury apartment building, The Ben, West Palm (luxury 208-room hotel with a rooftop bar/lounge, on-site restaurant, and 8,000+ square feet of meeting space). Other components include “The Square” (public park), art installations, 20,000 square feet of street-facing retail, commercial office space, and Elisabetta’s Ristorante, a 10,000-sq. ft. destination eatery located on the waterfront.

Another active project includes West Palm Point – a proposed 23-story office tower on 2.4 acres containing 352,000 square feet of leasable office space and 25,000 square feet of ground-floor retail. An adjacent 10-story parking garage with 1,300 spaces is planned to connect to with the office building on the ground level and ninth floor via a skybridge. The garage plan also includes a roof top park with a reflecting pool and landscaping.

In 2019, the West Palm Beach Community Redevelopment Agency solicited proposals for development of the city-owned Anchor Site, an assemblage prominently located in the Northwood Village. Desired improvements, outlined in the competitive process, included approximately 350 apartments, 48,000 sq. ft. of commercial retail/office, a 10,000 sq. ft. grocery, and a 10,000 sq. ft. public plaza incorporating art and/or water features. Immocorp Ventures was the selected respondent and entered into a Property Development and Lease Agreement that was approved in September 2020

## Public Incentives/Investment

West Palm Beach's Community Redevelopment Areas (CRAs) created incentives focused on recruitment, leasehold improvements such as exterior and interiors of buildings, rental assistance, and grand opening incentives. Special project incentives include infrastructure and façade related funding. West Palm Beach's Downtown/City Center CRA District offers the following specific incentives.

### Strategic Investment Program (SIP)

Commercial and mixed-use projects up to \$5 million may be eligible for development assistance (calculated by the incremental tax revenue).

### Housing Investment Program

The program targets multi-family development projects investing up to \$5 million in the Northwood/Pleasant City CRA and Downtown/City Center CRA. The incentive is provided as a reimbursable grant, paid upon completion (CRA grant policy). The preferred equity investment is a minimum of 15% of total project costs.

### Façade and Exterior Improvement Program

This grant provides 80% of a façade project for a grant up to \$7,500; or in the Historic Northwest, provides 80% of project costs for a grant up to \$75,000. Typical improvements include paint, stucco, awnings, lighting, landscaping, parking lot improvements and architectural enhancements.

### Relocation and Development Assistance Incentive Program

The CRA may assist with relocation and development of certain uses to allow for a more desirable or upgraded use. This program provides the incentives

necessary for redevelopment, including tenant relocation, acquisition, build-out and rehabilitation or renovation of existing properties.

### Real Estate Development Accelerator Program (REDA)

This program is designed to offer incentives for projects with a minimum of \$5 million in investment for land acquisition, infrastructure improvements, Tax Increment Financing or any other type of incentive for large-scale projects.

### Strategic Investment Streetscape Program (SISP)

For commercial or mixed-use projects up to \$5 million, developers may be eligible for up to 50% of the cost of streetscape improvements.

**Table 19: West Palm Beach, FL Incentives Program Overview**

Program Structure <sup>10</sup>	Strategic Investment Program (SIP)	Real Estate Development Accelerator (REDA)	Housing Investment Program (HIP)	Façade Exterior Site Program	Merchant Assistance Program <sup>11</sup>
<b>Target Sector (Office, Retail, Residential, Hotel)</b>	Mixed-use development	Large-scale developments	Multi-family development	Retail, Restaurant	Restaurant and Retail
<b>Target Area</b>	Northwood/Pleasant City CRA, Downtown/City Center CRA	Northwood/Pleasant City CRA, Downtown/City Center CRA	Northwood/Pleasant City CRA, Downtown/City Center CRA	Northwood/Pleasant City CRA; Historic Northwest, Downtown/City Center CRA	Historic Northwest
<b>Form of Incentive (Cash, TIF, Tax Credit, Loan)</b>	Reimbursable Grant, paid upon completion (CRA grant policy)	Land mark-down, infrastructure improvement (by City), TIF, or other	Reimbursable Grant, paid upon completion (CRA grant policy)	Reimbursable Grant, paid upon completion (CRA grant policy)	Reimbursable Grant, paid upon completion (CRA grant policy)
<b>Min/Max Developer Investment</b>	Max: \$5 million Preferred: leverage ratio of private investment to incentive dollars of at least 10:1 Preferred equity investment of 15%	Min: \$5 million	Min: \$5 million Preferred equity investment 15%		n/a

<sup>10</sup> West Palm Beach is comprised of three CRA's with some variance in the selection of programs offered in each: Downtown/City Center CRA, Historic Northwest CRA, Northwood Pleasant City CRA, *Incentives*.

<sup>11</sup> The chart reflects data and information from the official West Palm Beach website; however, an article from October 2019 notes changes in the program incentive that are not reflected on the official CRA website. The changes included eliminating the three-year minimum and increasing the maximum grant to \$25,000. *Source*

Program Structure <sup>10</sup>	Strategic Investment Program (SIP)	Real Estate Development Accelerator (REDA)	Housing Investment Program (HIP)	Façade Exterior Site Program	Merchant Assistance Program <sup>11</sup>
<b>Min/Max Incentive Value</b>	\$50,000 max – calculated using methodology similar to tax increment financing	Negotiated on individual bases based on gap in pro-forma	Max: \$5,000 / unit, plus additional \$5,000 per affordable unit (not to exceed 25% of total units)  If on targeted streets, eligible for additional 5% of construction/land	Northwood/Pleasant City Max: 80% of project cost up to \$10,000 / up to \$20,000 in further refined central area (Broadway)  Historic NW Max: 90% of project up to \$7,500	\$15,000
<b>Eligibility Requirements</b>	Positive impact to street life and exemplifies New Urbanism  Interior/Exterior improvements to property/structure	Clear need/justification	For sale/for rent residential projects  Positive impact to street life and exemplifies New Urbanism	Exterior façade improvements (signage, awnings, lighting, painting)  Complement area improvements	Located in area for 3 years or more  Marketing, training, interior improvements  Justify distress  Continued use of materials/training
<b>Program Outcomes</b>	Restaurant renovations				
<b>Link to Incentive Program Application/Overview</b>	<a href="#"><u>Incentive Link</u></a>	<a href="#"><u>Incentive Link</u></a>	<a href="#"><u>Incentive Link</u></a>	<a href="#"><u>Incentive Link</u></a>	<a href="#"><u>Incentive Link</u></a>
<b>Other Notes</b>	Ranked by ratio of private investment to incentive dollar, equity investment, tax increment revenues over 10/15 years, and construction start	Three phases across 5-year period  Very flexible	Ranked by up to 25% affordable housing, equity investment, tax increment revenues over 10/15 years, construction start	Sale of property within 24 hours negates incentive  Successive or multiple applications that improve one full block or large-scale development, eligible for more	

Source: West Palm Beach, FL Community Redevelopment Agency; RMA; Willdan; 2020.

**Figure 21: West Palm Beach Downtown**



**Source: West Palm Beach CRA Annual Report RMA, 2020**

The City prioritizes capital resources to create interest in the downtown core. Focus includes improved transportation modes and access, street scaping, and efforts that impact entire lengths of streets. Other creative placemaking efforts include the development of smaller “parklets” as gathering points, hosting outdoor festivals, and organizing events that attract visitors that support retailers, restaurateurs, hoteliers and other participants in the tourism economy.

These efforts are supported through an array of layered development incentives that include fiscal, tax, and non-financial means to enhance economic development.

## **Best Practices**

West Palm Beach has demonstrated the power of leverage through targeting and layering fiscal, tax and non-financial public incentives tools to catalyze private investment and development activity in the City center. West Palm Beach strategically focused Downtown redevelopment deal structuring to link private investment with concurrent public investment in infrastructure improvements, streetscaping, and transportation – all further leveraged by leading with a pro-business, pro-development culture in public service. The outcomes of West Palm’s economic development strategy demonstrate that incentives alone are not the sole driver of Downtown revitalization.