Pinellas County

Staff Report

File #: 21-2271A, **Version:** 1 **Agenda Date:** 1/11/2022

Subject:
2021-2022 Florida Job Growth Grant Fund Application and resulting grant applications, grant agreements, and documents designated for the St. Pete-Clearwater International Airport.

Recommended Action:
Approval of the grant applications and resulting grant agreements that the St. Pete-Clearwater International Airport (PIE) must submit to the Florida Department of Economic Opportunity as required by the 2021-2022 Florida Job Growth Grant Fund.

- The Florida Job Growth Grant Fund is an economic development program designed to promote public infrastructure and workforce training across the state.
- Proposals are reviewed by the Florida Department of Economic Opportunity and Enterprise Florida, Inc. and chosen by the Governor to meet the demand for infrastructure needs in the community they are awarded to.
- PIE's Airco property needs external infrastructure funding to entice developers of aeronautical and non-aeronautical land.
- Estimates of infrastructure funding have varied between $25M-$30M.
- PIE's request to the State is $10M. The County and/or PIE would need to match the $10M.
- The types of infrastructure funded would be items such as fill dirt, telecommunications, lift station(s), power, sanitary sewer, and stormwater pond(s) on the Airco property.

Authorize the Clerk of the Circuit Court to attest the grant application and resulting grant agreement documents that may follow.

Strategic Plan:
Foster Continual Economic Growth and Vitality
4.1 Proactively attract and retain businesses with targeted jobs to the county and the region.

Summary:
The County and PIE applied for funding under this same grant program in Fiscal Year (FY) 2020 but did not receive funding. The funding we applied for before was to begin design on the taxiways that serve the Airco site and provide connectivity to the airfield. Now that the design of the taxiways is being planned with Federal Aviation Administration funding, the next immediate need is the infrastructure that will attract developers to the Airco site. The Public Infrastructure Grant Proposal will help fund that necessary infrastructure.

Background Information:
The Airco former golf course site lies in the floodplain and in summer 2021, the amount of acreage was reduced to accommodate a "no-fill" condition north of the Limit of Moderate Wave Action (LIMWA) line, a delineation included on the new FEMA maps effective August 24, 2021. This creates

other challenges in the development of the site. PIE needs additional help to make the property attractive to prospective developers and tenants.

Fiscal Impact:
Funding from this grant and the cost estimate of $30.5M referenced in the grant application are not fully included in the FY22 Adopted Budget. Two projects are included in the FY22 - FY27 Capital Improvement Plan for Airco site development. These projects are the Airco Drainage Improvements (PID 004571A) and Airco Access Roads (PID 004569A) and total $10.7M.

The requested grant revenue of $10.0M and the remaining unbudgeted cost estimates of approximately $19.8M for Airco site development will need to be programmed into the Airport's budget as part of the FY23 budget development process.

Funding from this program would require a 50% / 50% match from PIE.

Staff Member Responsible:
Thomas R. Jewsbury, Director, St. Pete-Clearwater International Airport

Partners:
Florida Department of Economic Opportunity
Pinellas County Economic Development

Attachments:
2021-2022 Florida Job Growth Grant Fund - Airco Infrastructure
2021-2021 PIE Airport's Florida Job Growth Fund Additional Responses v2
Intent to Apply approval from OMB

FLORIDA DEPARTMENT of ECONOMIC OPPORTUNITY

2021-2022 Florida Job Growth Grant Fund
Public Infrastructure Grant Proposal

Proposal Instructions: Please read this document carefully and provide the information requested below. Some questions may request that a separate narrative be completed. If additional space is needed, attach a word document with your entire answer.

Governmental Entity Information

Name of Governmental Entity: Pinellas County Board of County Commissioners

Government Federal Employer Identification Number: 59-6000800

Primary Contact Name: Thomas R. Jewsbury

Title: Airport Executive Director

Mailing Address: St. Pete-Clearwater International Airport
14700 Terminal Boulevard, Suite 221 Clearwater, FL 33762

Phone Number: 727-453-7800

Email: jewsbury@fly2pie.com

Secondary Contact Name: Yvette M. Aehle

Title: Deputy Director Airport Finance & Administration

Phone Number: 727-453-7804

Public Infrastructure Grant Eligibility

Pursuant to section 288.101, F.S., the Florida Job Growth Grant Fund was created to promote economic opportunity by improving public infrastructure and enhancing workforce training. Eligible entities that wish to access this grant fund must submit public infrastructure proposals that:

- Promote economic recovery in specific regions of the state, economic diversification or economic enhancement in a targeted industry. (View Florida's Targeted Industries here.)
- Are not for the exclusive benefit of any single company, corporation or business entity.
- Are for infrastructure that is owned by the public and is for public use or predominately benefits the Public.

1. Program Requirements:

(If additional space is needed, attach a word document with your entire answer.)

Each proposal must include the following information describing how the project satisfies eligibility requirements listed on page 1.

A. Provide a detailed description of the public infrastructure improvements.

The Airco parcel totals 124 +/- acres in cental Pinellas County, Florida, is north of Ulmerton Road with proximity access to St. Pete-Clearwater International Airport (PIE), the Gateway Employment District, the Howard Frankland Bridge, the future Gateway Expressway, and less than a mile from Old Tampa Bay. (cont'd)

B. Provide location of public infrastructure, including physical address and county of project.

St. Pete-Clearwater International Airport (PIE), 14700 Terminal Boulevard, Clearwater, FL 33762. The property is physically located on Evergreen Avenue. Pinellas County

C. Is this infrastructure currently owned by the public?

(●) Yes ( ) No

If no, is there a current option to purchase or right of way provided to the County?

D. Provide current property owner.

Pinellas County Florida Board of County Commissioners

E. Is this infrastructure for public use or does it predominately benefit the public?

(●) Yes ( ) No

Airco redevelopment will benefit both aviation and non-aviation users.

F. Will the public infrastructure improvements be for the exclusive benefit of any single company, corporation, or business entity?

( ) Yes (●) No

Because this property is owned by Pinellas County's PIE, the FAA requires that the land that abuts PIE is designated as aeronautical use only. PIE's grant assurances do not allow for a single tenant to benefit. Airco, when completely built out, will be the home to several companies that will accommodate aviation and non-aviation tenants.

G. Provide a detailed description of, and quantitative evidence demonstrating, how the proposed public infrastructure project will promote:

- Economic recovery in specific regions of the state;
- Economic diversification; or
- Economic enhancement of a Targeted Industry (View Florida's Targeted Industries here.)

  - Describe how the project will promote specific job growth. Include the number of jobs that will be retained or created, and in which industry(ies) the new net jobs will be created using the North American Industry Classification System (NAICS) codes. Where applicable, you may list specific businesses that will retain or create jobs or make capital investment.

  - Provide a detailed explanation of how the public infrastructure improvements will connect to a broader economic development vision for the community and benefit additional current or future businesses.

Airco is located near several major roads including Interstate 275, US-19, SR 688, and SR 686. The site is also located near the Carillon Office Park, the largest suburban office park in the Tampa Bay Region and is in the heart of Pinellas County's Gateway. Gateway itself is the economic engine for Pinellas County as it encompasses the county's central core and is a combination of office and industrial projects across many diverse industries. The area is home to three Fortune 500 companies (Tech Data, Jabil, and Raymond James) along with divisional headquarters of such firms as HSN and General Dynamics. Pinellas County and the state of Florida already are making very big plans for the Gateway region. Forward Pinellas, the regional Metropolitan Planning Organization, completed a master plan for the Gateway area that provides a vision and an action-oriented redevelopment stragegy to guide the area's growth for the next 25 years. (cont'd)

2. Additional Information:

(If additional space is needed, attach a word document with your entire answer.)

A. Provide the proposed commencement date and number of days required to complete construction of the public infrastructure project.

Depending upon when funding is received, design and site planning would begin in Fall 2022 after a competitive RFQ process for a design firm is completed. The construction of the various infrastructure elements would take at least 365 days.

B. What permits are necessary for the public infrastructure project?

Permits necessary for this project are to be determined during the design/site planning process. We can expect that construction permits will be acquired by the contractor from Pinellas County as well as the State's Southwest Florida Water Management District to handle the drainage and storm water on the site.

C. Detail whether required permits have been secured, and if not, detail the timeline forsecuring these permits. Additionally, if any required permits are local permits, will these permits be prioritized?

Because the design process has not yet begun, no permits have been secured for this project yet. The permits would be prioritized because of the project's importance to the Tampa Bay Gateway region, and so many entities have been working on this project for many years.

D. What is the future land use and zoning designation on the proposed site of the infrastructure improvements, and will the improvements conform to those uses?

The parcel is within Pinellas County's Comprehensive Plan, which identifies the most parcel's Future Land Use (FLU) category as Employment (E, 116.5-acres), and the southernmost tip of the parcel has a FLU of General Commercial (CG, 7.4-acres).

E. Will an amendment to the local comprehensive plan or a development order be required on the site of the proposed project or on adjacent property to accommodate the infrastructure and potential current or future job creation opportunities? If yes, please detail the timeline.

○ Yes ◉ No

F. Is the project ready to commence upon grant fund approval and contract execution? If no, please explain.

○ Yes ◉ No

If Pinellas County is awarded this grant, the grant must be approved by the Board of County Commissioners which is a 6-8 week long process. After the grant is signed, then the procurement process must take place for a general engineering consultant to perform the work. The construction schedule noted in 2.A. has already taken these items into consideration.

G. Does this project have a local match amount? ◉ Yes ○ No

If yes, please describe the entity providing the match and the amount.

Pinellas County would use approximately $10M from its American Rescue Plan Act of 2021 award to provide a match.

H. Provide any additional information or attachments to be considered for this proposal. Maps and other supporting documents are encouraged.

See the attached map.

3. Program Budget

(If additional space is needed, attach a word document with your entire answer.)

Estimated Costs and Sources of Funding: Include all applicable public infrastructure costs and other funding sources available to support the proposal.

1.) Total Amount Requested $ 10,000,000.00
Florida Job Growth Grant Fund

A. Other Public Infrastructure Project Funding Sources:

City/County	$ 10,000,000.00	
Private Sources	$	
Other (grants, etc.)	$	Please Specify:
Total Other Funding	**$** 10,000,000.00	

B. Public Infrastructure Project Costs:

Construction	$ 26,555,535.00	
Reconstruction	$	
Design & Engineering	$ 2,389,998.00	
Land Acquisition	$	
Land Improvement	$	
Other	$ 1,593,332.00	Please Specify: CA & CM
Total Project Costs	**$** 30,538,865.00	

Note: The total amount requested must be calculated by subtracting the total other public infrastructure project funding sources in A. from the total public infrastructure project costs in B.

C. Provide a detailed budget narrative, including the timing and steps necessary to obtain the funding and any other pertinent budget-related information.

The budget outlined above is based upon Stantec's Preliminary Planning, Engineering Investigations and Real Estate Consulting Services for the Airco property revised October 2021. If funding were obtained by FDOT, the Airport would need to obtain the grant, put it through a 6-8 week contract review process before being officially approved by the Board of County Commissioners. The local share is already in hand.

Pinellas County would need to put out an RFQ/RFP for a design engineer to begin work, which typically takes between 6-9 months. It is estimated that grant billing requests would begin in approximately 1 year.

4. Approvals and Authority

(If additional space is needed, attach a word document with your entire answer.)

A. If the governmental entity is awarded grant funds based on this proposal, what approvals must be obtained before it can execute a grant agreement with the Florida Department of Economic Opportunity (e.g., approval of a board, commission or council)?

The Grant must be approved by the Board of County Commissioners (BCC) which is a 6-8 week long contract review process.

If board authorization is not required, who is authorized to sign?

N/A

B. If approval of a board, commission, council or other group is needed prior to execution of an agreement between the governmental entity and the Florida Department of Economic Opportunity:

i. Provide the schedule of upcoming meetings for the group for a period of at least six months.

ii. State whether entity is willing and able to hold special meetings, and if so, upon how many days' notice.

List of upcoming BCC meetings: January 11 (2022), January 25, February 8, February 22, March 8, April 12, April 26, May 10, May 24, June 7, June 21, July 19

C. Attach evidence that the undersigned has all necessary authority to execute this proposal on behalf of the governmental entity. This evidence may take a variety of forms, including but not limited to: a delegation of authority, citation to relevant laws or codes, policy documents, etc.

The Board of County Commissioners' power to execute this proposal and accept a grant falls within the Pinellas County Charter, which is found at:
https://library.municode.com/fl/pinellas_county/codes/code_of_ordinances?nodeId=PTICH

I, the undersigned, do hereby certify that I have express authority to sign this proposal on behalf of the above-described entity and to the best of my knowledge, that all data and information submitted in proposal is truthful and accurate and no material fact has been omitted.

Name of Governmental Entity: Pinellas County Government

Name and Title of Authorized Representative: Charlie Justice, Board of County Commissioners Chairman

Representative Signature: _____

Signature Date: January 11, 2022

BOARD OF COUNTY COMMISSIONERS
SEAL
PINELLAS COUNTY, FLORIDA

ATTEST: KEN BURKE, CLERK
By: _____
Deputy Clerk

APPROVED AS TO FORM
By: *Michael A. Zas*
Office of the County Attorney

2021-2022 Florida Job Growth Grant Fund

Public Infrastructure Grant Proposal

St. Pete-Clearwater International Airport (PIE)

Additional Responses

1. Program Requirements:

A. The parcel is within Pinellas County's Comprehensive Plan, which identifies the parcel's Future Land Use (FLU) category as Employment (E, 116.5 acres) and the southernmost tip of the parcel has a FLU of General Commercial (CG, 7.4 acres).

This parcel has both aeronautical uses and non-aeronautical uses. The approximate delineation between the aviation uses (80.1 +/- acres) and non-aviation uses (45.4 +/- acres) are well-defined within the 2019 Airport Master Plan.

The last use of the Airco property was for a municipal golf course that closed after almost 50 years of operation after opening in 1962. The raw land that exists needs to be developed for its highest and best use. No development has occurred on the parcel since the golf course closed in 2011.

The Airco property is the largest remaining undeveloped parcel in Pinellas County. It has gone through a few development analyses in 2008, 2011 and 2016. In 2016, the Airco parcel was evaluated under the Duke Energy Site Readiness Program as a high-quality industrial site. While some utilities like electric, water, national gas, and telecom were evaluated for extendibility, and wastewater evaluations revealed a potential need for a new lift station. Other challenges identified include the entire site is within the 100-year flood zone, road access is not optimal for truck traffic, much of the site is under a height restriction, the property is only available for lease, and FAA coordination is required.

However, despite the challenges outlined for this site, Airco has attracted many developers and potential Lessees because of its location on Airport property and its proximity to interstates and important highways and arterial roads.

Airco's raw land needs extensive infrastructure such as electric, water, sewer, natural gas, telecom, wastewater, and fill dirt. Though some of the infrastructure may be provided by Pinellas County Utilities, the City of Largo, and Duke Energy, Pinellas County needs additional funding to make the property conducive to developers.

G. FDOT currently is in partnership with Pinellas County and the Federal Highway Administration building the Gateway Express, a limited access connector system to tie together US19, I-275 and other arterial roadways.

Currently, PIE is working with its partner at the Federal Aviation Administration (FAA) to provide a new taxiway and reconstruction of an existing taxiway to provide connectivity from PIE's airfield to the Airco site. Currently, the Airco site abuts PIE's airfield, but has no ability to use the airfield. Design is going to begin on this project in early 2022. Construction should begin in 2023 and be completed in 2024.

The current plan would accommodate 354,000 square feet of aviation related buildings over 49.1 acres at the site. Based on estimates from aviation companies, the average ratio of building area per worker is between 400 and 450 square feet. This impact analysis uses high, median, and low estimates for the ratio of total aviation space and the number of jobs that could be located at the site. Under these scenarios, the Airco aviation acreage could directly support between 787 and 885 jobs at full development. This analysis was completed for both Pinellas County and for the Tampa-St. Petersburg-Clearwater MSA. Estimates based on these high and low job figures were then run through IMPLAN using IMPLAN's code 408 for air transportation.

Tampa-St Petersburg-Clearwater MSA					Pinellas County			
Jobs	Low	Median	High		Jobs	Low	Median	High
Direct	787	836	885		Direct	787	836	885
Indirect	734	776	825		Indirect	704	748	792
Induced	719	764	808		Induced	572	608	643
Total	2234	2379	2519		Total	2063	2192	2321

Income per job is a measure of the quality of jobs created by the project and this project would create jobs that are above Pinellas County's and the Tampa Bay MSA's prevailing wages.

Income/Job				
Tampa-St Petersburg-Clearwater MSA			Pinellas County	
Direct	$75,270.83		Direct	$61,837.95
Indirect	$57,038.40		Indirect	$52,768.50
Induced	$44,548.36		Induced	$42,239.55
Total	$59,435.73		Total	$53,308.14

Monetary figures for the MSA and Pinellas county, found in the IMPLAN appendix, also are projected to experience healthy gains because of the new aviation jobs on the Airco site. The dollar impacts are massive for Pinellas County and Tampa Bay. Recent estimates from Emsi suggest that Pinellas County has a Gross Regional Product (GRP) of $50.3 billion and that the MSA's GRP is $158.3 billion. Using IMPLAN's value added field as an analogue finds GRP would increase by approximately $217 million (0.43%) in the county and that the MSA's GRP would increase by $255 million (0.16%). Coming from a single project, these are huge impacts across a region containing nearly 3 million people.

Beyond the aviation-related development, the rest of the Airco site will be focused on new office and industrial space for targeted industry development. The Duke Energy site plan estimated 863,900 square feet of additional space that could be constructed. The space would include 199,000 square feet devoted to office uses, 264,900 square feet for light industrial or flex space, and 400,000 square feet for manufacturing. Manufacturing, industrial, and flex space within the Airco development could potentially be used for aviation and aerospace related uses as Pinellas County is already one of the leading counties in Florida for aviation, aerospace, and defense manufacturing. Companies such as Honeywell, Raytheon, and Lockheed Martin have major long-standing facilities in the county and others such as L3Harris, SS White, and GE Aviation are also located in Pinellas. Pinellas' other target industries include advanced manufacturing, information technology, business and financial services, life science and medical technologies. These are all also Enterprise Florida's targets.

Using very conservative estimates, the number of jobs potentially located in the non-aeronautical acreage are considerable. At approximately 250 sq.ft./job, the 199,000 square feet of office space could support roughly 796 employees. Many developers in Pinellas are now looking at 100 to 150 sq.ft. of office space per employee, so these numbers could easily increase substantially. Assuming the light industrial or flex space and manufacturing space each require 500 square feet per employee, those combined uses could accommodate another 1,330 jobs. Together, these components could support, at minimum, over 2,000 jobs directly and this number could climb substantially to more than 3,000 direct jobs.

The Airco site may also be used for retail and hotel space. The site plan would be able to fit an additional 19,000 square feet of retail on the site along with a 100-room hotel. Although these are not target industries, the additional retail and hotel space would provide more amenities to the employers at Airco.

IMPLAN Output Appendix

Tampa-St Petersburg-Clearwater MSA					Pinellas County			
Labor Income	Low	Median	High		Labor Income	Low	Median	High

Direct	$59,213,305	$62,913,995	$66,614,685		Direct	$48,646,061	$51,686,324	$54,726,586
Indirect	$41,849,071	$44,464,539	$47,080,006		Indirect	$37,170,657	$39,493,735	$41,816,812
Induced	$32,012,451	$34,013,153	$36,013,855		Induced	$24,156,378	$25,666,094	$27,175,810
Total	$133,074,827	$141,391,687	$149,708,546		Total	$109,973,096	$116,846,152	$123,719,208

Tampa-St Petersburg-Clearwater MSA					Pinellas County			
Value Added	Low	Median	High		Value Added	Low	Median	High
Direct	$131,734,497	$139,967,590	$148,200,682		Direct	$113,651,906	$120,754,879	$127,857,852
Indirect	$65,347,934	$69,432,024	$73,516,114		Indirect	$58,583,530	$62,244,861	$65,906,192
Induced	$58,216,118	$61,854,487	$65,492,855		Induced	$44,723,927	$47,519,066	$50,314,204
Total	$255,298,549	$271,254,100	$287,209,651		Total	$216,959,363	$230,518,806	$244,078,248

Tampa-St Petersburg-Clearwater MSA					Pinellas County			
Output	Low	Median	High		Output	Low	Median	High
Direct	$294,634,408	$313,048,356	$331,462,304		Direct	$276,475,482	$293,754,541	$311,033,599
Indirect	$115,183,922	$122,382,643	$129,581,363		Indirect	$104,156,408	$110,665,936	$117,175,463
Induced	$99,157,782	$105,354,907	$111,552,032		Induced	$76,514,417	$81,296,386	$86,078,354
Total	$508,976,112	$540,785,906	$572,595,699		Total	$457,146,307	$485,716,862	$514,287,416

2. Additional Information:

D. Primary uses for the Employment FLU include Research/Development-Light, Research/Development-Heavy, Manufacturing Medium, Manufacturing-Light, Wholesale/Distribution, and Storage/Warehouse. Secondary uses include Office; Retail Commercial; Personal Service/Office Support; Commercial/Business Service; Transient Accommodations within Permanent Structures; Marina Facilities; Institutional; Transportation/Utility. Primary uses for the Commercial General FLU include Office; Personal Service/Office Support; Retail Commercial; Commercial/Business Service; Transient Accommodation; Manufacturing-Light; Research and Development-Light; Wholesale/ Distribution; Storage/Warehouse; Residential. Secondary uses include Commercial Recreation; Manufacturing-Medium; Residential Equivalent; Institutional; Transportation/Utility; Accessory Residential Dwellings.

The Airport Zoning chapter from Pinellas County Municipal Code is found at: https://library.municode.com/fl/pinellas_county/codes/code_of_ordinances?nodeId=PTIIILADECO_CH142AIZO_ARTIISTPEEAINAI

All improvements will conform to the uses described above.

Aeronautical development of this site is depicted on the current Airport Layout Plan, as well as the Airport Master Plan and Pinellas County's Comprehensive Plan. Taxiway connectivity to this site will enable PIE to support aviation-related development and increase aeronautical revenues to PIE that strengthen PIE's ability to remain financially self-sustaining. The appraised fair market value of the entire site is $1,532,000. PIE's current operational revenues are projected to grow by 11% when the site is completely leased.

The Employment portion of the parcel is zoned as E-1 (Employment 1). The E-1 district is intended for Research & Development (R&D), and low intensity industrial and manufacturing activities by limiting certain uses, limiting intensities, and imposing standards to ensure compatibility with nearby residential and commercial districts. Office uses are also permitted in E-1 districts.

The Commercial General portion of the parcel is zoned C-2 (General Retail and Commercial). The C-2 district is intended for commercial goods and services, employment, and office.