#### Staff Report

### ECONOMIC DEVELOPMENT POLICY

November 10, 2014

#### BACKGROUND

One of the City Council's goals is to promote economic development in our community. An objective for this goal is to review and update the City's existing Economic Development Policy. The initial task for the staff under this objective is to provide the City Council with a report outlining the current policy as well as the various incentive programs that are being offered to promote economic development. This report is intended to satisfy this assignment.

Back in 1988, the City Council reviewed a suggested Economic Development Plan with staff in a workshop setting. Input received at this meeting formed the basis of the plan that is summarized below. Since that time, the general philosophies discussed at that workshop have generally guided the City staff's recommendations regarding incentives. While the original plan focused on job creation and tax revenue increases, over the years the goal of economic development has been expanded to include a revitalization component.

#### THE GOAL FOR ECONOMIC DEVELOPMENT

The City of Ames' ultimate goal for economic development is to generate a steady, moderate rate of growth that is manageable and that assures a continued high quality of life for our citizens.

#### **OBJECTIVES RELATED TO THE GOAL OF ECONOMIC DEVELOPMENT**

- Increase the number of new jobs in the City
  - From untapped local labor pool
  - From outside of the local labor pool
- Increase the tax base of the City by:
  - Increasing the property tax base
  - Increasing the sales tax base
- Expand existing businesses and industries in the City

- Assign local resources to accomplish economic development in market sectors that have been identified as having the greatest potential
- Focus on economic development efforts that maintain and improve the existing quality of living in Ames
- Concentrate economic development efforts that make an orderly and efficient use of existing land, resources, and infrastructure

#### **GUIDING PRINCIPLES FOR CITY INCENTIVES**

Staff recommendations for the use of incentives are based on the following principles:

- City incentives will be used to fill gaps in funding package needed by the developer.
- City incentives will be the last dollars into the funding package to assure City funds have leveraged other funding sources.

(Many times City incentives are required as a local match to state economic development incentive programs.)

• City incentives will be used if the proposed project scores well on the evaluation matrix.

(Historically this means at least 30 points for the Community Investment Fund and at least 20 points for the Revolving Loan Fund)

• City incentives will not be used to fund <u>specific</u> retail uses for economic development purposes.

#### FUNDING EVALUATION MATRIX

The City staff has attempted to develop an objective means to evaluate requests for the use of City funds for an economic development projects. Towards this end, two funding criteria matrixes are utilized in this analysis - the **General Industrial/Manufacturing Matrix** (Attachment I) and the **High Tech Matrix** (Attachment II). You will note the rating criteria match the goals supported by the City Council for economic development.

### TYPES OF INCENTIVES THAT HAVE BEEN OFFERED TO CREATE JOBS AND EXPAND PROPERTY TAX BASE

#### • Federal

- CDBG Public Facilities Set Aside Funds (PFS)
- Community Development Block Grant Funds (CDBG)
- o Industrial Revenue Bonds (taxable or tax exempt financing)

#### • State

- Community Economic Betterment Account Funds (CEBA)
- Economic Development Set Aside Funds (EDSA)
- Revitalize Iowa's Sound Economy Funds (RISE)
- Job Training Partnership Act (JTPA)
- Value-Added Agriculture Products & Process Financial Assistance Program
- New Jobs and Income Program
- High Quality Jobs Program
- Various other state direct assistance and tax credit programs

### • Private

- Ames Seed Capital Funds
- Private Utility Funds

### • City of Ames

o Industrial Property Tax Exemption

The Ames City Council has approved an ordinance for a partial exemption from property tax of the actual value added to real estate by the new construction of industrial real estate, research facilities, warehouses, owner-operated cattle facilities, and distribution centers. The amount of actual value added that is eligible to be exempt from taxation is as follows: Year 1 - 75% Year 2 - 60% Year 3 - 45% Year 4 - 30% Year 5 - 15%

Applications are filed with the Ames City Assessor and must be submitted by February 1 after the year of construction. Companies may file for prior approval. It is the City Assessor who ultimately determines whether a property qualifies for this incentive. The City Council can not pick and choose which project will receive this incentive. Once the ordinance has been passed by the Council, this incentive is available to any property throughout the City that qualifies.

#### • Community Investment Fund

The City of Ames and the Ames Economic Development Commission can provide up to \$50,000 in financial assistance to provide a local match for State financial assistance programs and to fill financing gaps in economic development projects. The assistance is typically in the form of a nointerest or low interest loan, but it can take the form of a forgivable loan for projects with high paying jobs and significant capital investment.

#### • Revolving Loan Fund

The City of Ames Revolving Loan Fund was developed to provide for a local match for various state financial assistance programs. The purpose of the loan is to assist businesses in relocating or expanding in Ames. The program was designed for gap financing with city loan representing no more than 15% of total financing. The emphasis is on the projects that expand the tax base and create quality jobs. Loans are typically made for five years at 1/2 of prime. The maximum amount of any one loan is \$50,000. Generally, award amounts are between \$1,000-\$2,000 per job created. Applications can be made at any time. Loan applications are reviewed by a Revolving Loan Fund Committee and are subject to Ames City Council approval.

#### • Special Assessment

Rather than requiring the developer to pay for the construction of required infrastructure up front, the City pays for this obligation and collects payments from the developer over a ten year period.

#### • Utility Funds

The City opts to pay for off-site infrastructure improvements that would normally be the responsibility of the developer.

#### • Tax Increment Financing

The City uses the incremental taxes received on an economic development project that would have been paid by the developer to the City, County, and School District to:

1) contribute/rebate to the economic development project and thereby reduce the financial obligation of the developer for the project.

For example, for many years the City hoped to stimulate the redevelopment of the Campustown business district. Because of multiple ownership of properties in the district as well as the higher cost of redeveloping this area, relatively little renovation was occurring. The first major property owner to approach the City was Kingland Systems who hoped to redevelop the majority of the block east of Welch Avenue. In an effort to jump start redevelopment in this important area, the City Council approved a Tax Increment Financing rebate incentive for up to 10 years.

 reallocate the tax payments received from the developer to pay for construction of certain infrastructure needed as a result of the economic development project.

For example, in order to facilitate an increase in high paying jobs and property tax revenues, the City provided funds to construct needed infrastructure in the Community Development Park and ISU Research Park.

#### **OTHER CITY INCENTIVES TO PROMOTE REVITALIZATION**

The City has utilized the following incentives to promote revitalization of a specific area.

#### • Urban Revitalization - Tax Abatement Program

For an area designated an "Urban Revitalization Area," improvements made to properties that improve the assessed value of the property by 5% or more may qualify for Urban Revitalization Tax Abatement. The application process for this program is administered by the Department of Planning and Housing. The application must be received and construction begun prior to February 1 of the assessment year for which the exemption is first claimed, but not later than the year in which all improvements included in the project are first assessed. Applications are approved by the City Council at the first meeting in February. If approved, the City Assessor evaluates the application before and after the improvement for the effect on property value. Applicants choose one of three potential abatement schedules in which the amount of the partial exemption is equal to a percent of the Actual Value-added by the improvements, determined as:

	3-year schedule	5-year schedule	10-year schedule
Year 1	100%	100%	80%
Year 2	100%	80%	70%
Year 3	100%	60%	60%
Year 4		40%	50%
Year 5		20%	40%
Year 6			40%
Year 7			30%
Year 8			30%
Year 9			20%
Year 10			20%

Examples where the urban revitalization tax abatement incentive program has been utilized includes: Commercial-HOC (Attachment III), Campustown (Attachment IV), Downtown (Attachment V), University Impacted-West (Attachment VI), 9th Street/Roosevelt School Property (Attachment VII), S.E. 16th Street (Attachment VIII), East University Impact/Sheldon Avenue (Attachment IX), and South Lincoln (Attachment X).

#### • Façade Program

The program improves buildings in Downtown Ames with a unified design consistent with its authentic, historical character that enhances its visual appeal, makes a more memorable impression, increases visits and promotes tourism. The City of Ames encourages such façade improvements with matching grants of up to \$15,000 that follow the Downtown Design Guidelines.

Larger projects that include façade improvements consistent with the design guidelines are also eligible for one of the three Urban Revitalization Property Tax Abatement options listed above on any increase in property value greater than 5%.

In accordance with the City Council goals, the staff is developing a façade program for the Campustown business district to be introduced in FY 2014/15.

Points

### GENERAL INDUSTRIAL/MANUFACTURING REVOLVING LOAN FUND CRITERIA MATRIX

Company Name\_\_\_\_\_

STEP 1: Financing from sources other than the City of Ames. Pass/Fail.

Financing by Applicant	
75% or more = <b>Pass</b>	

Financing by Applicant Under 75% = **Fail** 

Points

13 Points

14 Points

15 Points

If Fail, STOP, no financing allowed. If Pass, go on to the rest of the criteria.

**STEP 2:** Determine Point Total

Tax Base Expansion - 15 Point Maximum	Available	Awarded
Move into vacant building	5 Points	
Only one of the following (New Buildings/Additions):		
\$500,000 - \$1,000,000	1 Point	
\$1,000,001 - \$2,000,000	2 Points	
\$2,000,001 - \$3,000,000	3 Points	
\$3,000,001 - \$4,000,000	4 Points	
\$4,000,001 - \$5,000,000	5 Points	
\$5,000,001 - \$6,000,000	6 Points	
\$6,000,001 - \$7,000,000	7 Points	
\$7,000,001 - \$8,000,000	8 Points	
\$8,000,001 - \$9,000,000	9 Points	
\$9,000,001 - \$10,000,000	10 Points	
\$10,000,001 - \$11,000,000	11 Points	
\$11,000,001 - \$12,000,000	12 Points	

\$12,000,001 - \$13,000,000 \$13,000,001 - \$14,000,000 \$14,000,001 and over

Points Available		Points Awarded
10 Points		
(5) Points		
(5) Points		
(5) Points		
	Section Total	0

Section Total

0

#### Infrastructure - 10 Point Maximum

capacity (est. 250,000 gallons per day)

capacity (est. 250,000 gallons per day)

Water capacity - large impact - 5% or greater of current

Sewer capacity - large impact - 5% or greater of current

Infill area - no additional mains

Additional mains needed

Employment - Jobs to be created at or above 130% of the Story County Average (CEBA): (For calendar year 20XX)	Number of Jobs	<b>Divided</b> <b>By 10</b> ÷ 10	Points Awarded
<b>Quality of Jobs - 10 Point Maximum</b> <i>Only one of the following:</i>	Points Available		Points Awarded
100% of jobs at or above 100% of the Story County Average (CEBA) ()	10 Points		
90% of jobs at or above 100% of the Story County Average (CEBA) ()	9 Points		
80% of jobs at or above 100% of the Story County Average (CEBA) ()	8 Points		
70% of jobs at or above 100% of the Story County Average (CEBA) ()	7 Points		
60% of jobs at or above 100% of the Story County Average (CEBA) ()	6 Points		
50% of jobs at or above 100% of the Story County Average (CEBA) ()	5 Points		
40% of jobs at or above 100% of the Story County Average (CEBA) ()	4 Points		
30% of jobs at or above 100% of the Story County Average (CEBA) ()	3 Points		
20% of jobs at or above 100% of the Story County Average (CEBA) ()	2 Points		
10% of jobs at or above 100% of the Story County Average (CEBA) ()	1 Point		
		Section	

**Total Points Awarded** 

Total

0

0

20 points can be considered for Revolving Loan Fund.

30 points or above can be considered for best terms:

NJIP - could be offered

CIF - may be eligible and may offer better terms

### HIGH TECH REVOLVING LOAN FUND CRITERIA MATRIX

Bio-Tech, Software Development, Life Sciences, & Advance Technology

Company Name\_\_\_\_\_

STEP 1: Financing from sources other than the City of Ames. Pass/Fail.

Financing by Applicant 75% or more = **Pass**  Financing by Applicant Under 75% = **Fail** 

Points

If Fail, STOP, no financing allowed. If Pass, go on to the rest of the criteria.

STEP 2: Determine Point Total

			1 01110
Tax Base Expansion - 10 Point Maximum	Available		Awarded
Move into vacant building/leasable space	5 Points		
Build own building	10 Points		
	-	Section	

#### **Management Team Experience**

Does management team have experience in this market for at least 3 years? If yes, award points. If no, 0 points.

Points Available		Points Awarded
5 Points		
<u></u>	Section Total	0

Total

Points

0

	Points		Points
Growth Stage of Company	Available		Awarded
Concept	0 Points		
Research & Development	5 Points		
Product Produced	10 Points		
Multiple Sales Occurred	15 Points		
		Section	
		Total	0

	Points		Points
Quality of Jobs - 10 Point Maximum	Available		Awarded
Only one of the following:		•	<u> </u>
100% of jobs at or above 130% of the Story County			
Average (CEBA) ()	10 Points		
90% of jobs at or above 130% of the Story County			
Average (CEBA) ()	9 Points		
80% of jobs at or above 130% of the Story County			
Average (CEBA) ()	8 Points		
70% of jobs at or above 130% of the Story County			
Average (CEBA) ()	7 Points		
60% of jobs at or above 130% of the Story County			
Average (CEBA) ()	6 Points		
50% of jobs at or above 130% of the Story County			
Average (CEBA) ()	5 Points		
40% of jobs at or above 130% of the Story County			
Average (CEBA) ()	4 Points		
30% of jobs at or above 130% of the Story County			
Average (CEBA) ()	3 Points		
20% of jobs at or above 130% of the Story County			
Average (CEBA) ()	2 Points		
10% of jobs at or above 130% of the Story County			
Average (CEBA) ()	1 Point		
		Section	
		Total	0

#### **Total Points Awarded**

0

20 points can be considered for Revolving Loan Fund.

30 points or above can be considered for best terms:

NJIP - could be offered

CIF - may be eligible and may offer better terms

#### URBAN REVITALIZATION HIGHWAY ORIENTED COMMERCIAL (HOC) REDEVELOPMENT CRITERIA

**Properties eligible** for tax abatement must be within the Highway-Oriented Commercial zoning district, and also fit within <u>one</u> or more criteria.

- 1. Properties from which the principal building has been removed and the property has been vacant for at least seven years.
- 2. Properties with a principal building that has been determined by the Building Official as meeting the definition of "Public Nuisance" in the Ames *Municipal Code*, Chapter 5, "Building, Electrical, Mechanical and Plumbing Code" (Currently Section 5.401(7)).
- 3. Development or redevelopment of Brown Fields. Brown Fields include abandoned or underused industrial and commercial facilities or sites available for re-use or redevelopment. Expansion or redevelopment of such a facility or site is complicated by environmental contaminations.
- 4. Properties with at least 20% of the property area being within 1,000 feet of a City of Ames water well and within the Floodway-Fringe Overlay zoning district. The Developer must demonstrate that the proposed project cannot be configured or designed in a manner to avoid significant extra impact to the project because of its location near a City well head.

**Non-qualifying Uses.** Notwithstanding compliance under the above categories, tax abatement shall not be granted for properties developed for or otherwise used for the following uses:

- 1. Mini-storage warehouse facilities or other industrial uses.
- 2. Transportation, communications, and utility uses.
- 3. Institutional uses.
- 4. Automotive, boat, and/or RV sales.
- 5. Adult entertainment businesses.
- 6. Detention facilities.
- 7. Agricultural or industrial equipment sales.

S:\PLAN\_SHR\Urban Revite\Commercial\Urban Revite Commercial Criteria.doc

#### **Commercial Urban Revitalization Program**



#### Attachment IV

# CAMPUSTOWN URBAN REVITALIZATION CRITERIA MATRIX

	IECT MUST MEET CRIT ONE OF THESE COLUM	A	ND	PROJECT MUST MEE OF ONE OF THESE (	
Slum and Blighted Properties where a majority of the assessed valuation of the properties has been determined to be <b>substantially</b> unsafe or to have an unsafe use by the City Council.	ParkingA minimum of 70% of the total required parking is provided in a structure. If utilizing a parking deck, the restrictions in Chapter 29.406 12 of the Municipal Code must be adhered to.ANDMixed UseThe first floor must be used for permitted commercial and retail uses as shown in Table 29.803(2) of the Municipal Code. The second floor must be used for either commercial or retail uses as shown in the Table 29.803(2) or for household living. All floors above the second floor must be used for household living.	Adaptive Reuse The building on the site was originally built before 1941. AND 70% of the area of existing exterior walls of the structure will remain AND Historic materials and designs are preserved and/or restored.	Underrepresented Properties that are to include a business use where that actual sales of the business use is below the expected sales for the business use as determined by the City Council to be of benefit to the City (should be supported by a retail leakage study).	must have direct access to the p AND Signage The signage design, scale, mate	OR
<ol> <li>Limit commercial s</li> <li>Provide separate en</li> <li>Locate all residenti secure access contr</li> <li>Prevent access from only as fire exits</li> <li>Prohibit public access secure access contr</li> <li>Provide transparent</li> </ol>	space in the same building to the gr atrances for commercial and resider al entrances to be visible from the ol at each n the exterior to the interior through ess to structured parking, using over	round floor ntial uses street and provide h doors that serve erhead door and	<ol> <li>Minimum widths of</li> <li>No balconies are pe</li> <li>Provide for natural of</li> <li>11. On facades facing a</li> <li>12. Design of all other vi</li> <li>13. Prevent by physical</li> <li>14. Where access is not new or existing buil</li> <li>15. Provide a minimum</li> </ol>	f all exit routes: 48" for halls, 42 rmitted daylight requirements of applical ny street use only fixed windows windows to prevent passing of sp means access to all roofs required, provide security fencin dings of four 100 w. metal halide ligh	5

### URBAN REVITALIZATION DOWNTOWN CRITERIA

• Properties must be located within the designated Downtown Urban Revitalization Area.

#### AND

• Improvements must be made to one or more of the facades of a building on the property that follow the current Downtown Design Guidelines for façade improvements as approved by City Council;

#### AND

• The scope of the work must follow the current Downtown Design Guidelines for façade improvements as approved by City Council

#### AND

• If first floor is vacant before the façade improvements are made, then the front half of the first floor is required to have a retail use after the improvements are completed. If the first floor is not vacant before the façade improvements are made, and has a permitted use, then it is eligible. No residential structures are eligible.

#### AND

• The improvements must be maintained for the three years.

Attachment VI

### **URBAN REVITALIZATION** CRITERIA FOR UNIVERSITY IMPACTED AREA – WEST

An area will be considered for establishing an Urban Revitalization Area and Plan if one or more properties meet <u>all</u> of the following criteria:

1. Properties are located within the West University Impacted Overlay Zoning District

#### <u>and</u>

2. The National Park Service has determined that one or more of the properties has a structure(s) that meets the National Register Evaluation Criteria,

#### <u>and</u>

3. Improvements are being made to one of the National Register eligible structures which preserve 70% or more of the area of existing exterior walls of the structure or restore original or historic materials and designs.

NOTE: Improvements made to the structure or site on the property that the National Park Service has determined meets the National Register Evaluation Criteria are eligible for tax abatement, if the property value increases by 5% or more.

### 921 9<sup>th</sup> Street Qualifying Criteria

- 1. The property includes a former public school building that is no longer used as a school; and,
- 2. The National Park Service has determined that one or more of the properties has a structure that meets the National Register Evaluation Criteria; and,
- 3. The renovation and remodeling of structures will not destroy or obscure essential architectural features. In addition, such architectural features must be enhanced to the extent that it is feasible and prudent to do so.

### URBAN REVITIALIZATION POLICY

### Southeast 16<sup>th</sup> Street

The City Council will consider establishing Urban Revitalization Areas and Plans for properties that meet <u>all</u> of the following qualifying criteria:

- 1. The properties have frontage on Southeast 16<sup>th</sup> Street between South Duff Avenue and South Dayton Avenue.
- Fill or other flood proofing will be placed on the site up to an elevation of, at least, 887 feet (NGVD29), when an engineer registered in lowa provides written certification that raising the land would result in "no rise" to the Base Flood Elevation (100 year flood level).
- 3. The cost incurred after making the request for tax abatement for the placement of fill for flood proofing up to an elevation of 887 feet or above and/or channel improvements (See Criterion 6), if applicable, is expected to be equal to or greater than the value of the City's portion of the tax abatement.
- 4. A public sidewalk is to be constructed along the south side of the Southeast 16th Street adjacent to the property.
- 5. The property will be used for uses permitted in the applicable zoning district <u>except</u> for the following as further defined and described in the Ames Zoning Ordinance:
  - a. Wholesale trade
  - b. Mini-storage warehouse facilities
  - c. Transportation, communications, and utility uses
  - d. Institutional uses
  - e. Adult entertainment businesses
  - f. Detention facilities
  - g. Agricultural or industrial equipment sales
  - h. Agricultural and farm related activities
- 6. Owners of property abutting a river must perform channel improvements (widening, straightening, clearing, etc.) and provide certification from an engineer registered in Iowa that the improvements will mitigate flooding. These improvements must be approved by the DNR, Army Corps of Engineers, and the City of Ames.

Since satisfaction of criterion 3, 5, and 6 cannot be guaranteed at the time of approving the tax abatement incentive, a developer agreement prior to the approval of the Urban Revitalization Plan will be required to assure that the City will repaid an amount equal to the tax abatement received for any criterion not met. In addition, the developer agreement should require that the conditions that allowed the determination of "no rise" be maintained by the property owner.

(Approved by Ames City Council on June 12, 2012)

## **URBAN REVITALIZATION**

# EAST UNIVERSITY IMPACTED

# NORTH SHELDON AREA

REQUIRED	REQUIRED
Existing or former residence recognized by Iowa State University	The building on the site was originally built before 1941.
as part of the Greek Residence system.	
	AND
AND	
	Seventy percent (70%) of the area of the existing exterior walls of
Seventy percent (70%) of the area of the existing exterior walls of	the structure will remain.
the structure will remain.	
	AND
NOTE: Sprinkler retrofit projects within this area qualify if all	
improvements add 5% or more to the actual value of the property.	Original or historical materials and designs will be preserved
	and/or restored.

Attachment X

### URBAN REVITALIZATION PLAN South Lincoln Criteria Matrix

REQUIRED AND OPTIONAL O	OPTIONAL		
		OPTIONAL	OFTIONAL
Underutilized Commercial or Mixed Use	Mixed Use	Activity Node	<b>Recreation Site</b>
Properties must be located within the designated South Lincoln Urban Revitalization Area. Properties within the designated South Lincoln Urban Revitalization Area are all considered to be underutilized. If within a "Key Redevelopment Site" as designated by the South Lincoln Sub-area Plan, at least 1,500 square feet of the first floor must be used for permitted Office or Trade Uses as shown in Table 29.1003(2) of the <u>Municipal Code</u> .	If <u>not</u> within a "Key Redevelopment Site" as designated by the South Lincoln Urban Revitalization Plan, at least 4,000 square feet of the first floor must be used for permitted Office or Trade Uses as shown in Table 29.1003(2) of the <u>Municipal</u> <u>Code</u> . There must be at least one floor above that is to be used exclusively for household living.	<ul> <li>Must provide space for, construct, and provide public access in perpetuity to an activity node at a location identified in the South Lincoln</li> <li>Sub-area Plan, which shall include: <ul> <li>at least 500 square feet of space with facilities for casual use by two to four people, if the development property is less than or equal to 15,000 square feet;</li> <li>at least 1,200 square feet of space with facilities for casual use by ten or more people, if the development property is more than 15,000 square feet, and less than or equal to 25,000 square feet;</li> <li>at least 2,500 square feet of space with a roofed structure and other facilities for special events for at least thirty people, if the development property is more than 25,000 square feet.</li> </ul> </li> <li>AND Provide distinctive paving, lighting, furnishings, plantings, architectural elements, and other improvements as approved by the City (See Guidelines).</li></ul>	Must provide space for, construct, and provide public access in perpetuity to a recreation site at a location identified in the South Lincoln Sub-area Plan, which shall include at least 5,000 square feet of space with facilities for active, structured recreation by groups of people, if the development property is less than or equal to 15,000 square feet. <b>AND</b> Provide facilities for half-court basketball, volleyball, or other active recreation and lighting furnishings, plantings, architectural elements, and other improvements as approved by the City (See Guidelines).
The improvements mus	at be maintained for the life o	f the tax abatement schedule applied fo	)r.