



## **EDA WORK SESSION**

**MUNICIPAL CENTER COUNCIL CHAMBERS**  
**1616 HUMBOLDT AVENUE, WEST ST. PAUL, MN 55118**  
**MONDAY, JULY 13, 2020**  
**IMMEDIATELY FOLLOWING**  
**REGULAR CITY COUNCIL MEETING**

### **EDA WORK SESSION**

Open EDA Work Sessions are held in person in the Council Chambers and are open to the public with social distancing restrictions. Meetings will continue to be broadcast and streamed online for viewers to watch from the safety of their homes. Closed EDA Work Sessions are not broadcast or streamed.

**SEATING:** A limited number of attendees will be allowed into the Council Chambers to view open EDA Work Sessions. Seats are first come-first serve. Due to the limited seating, overflow space will be available in the City Hall lobby and Lobby Conference Room with screens playing the meeting live. Closed EDA Work Sessions are not open to the public.

1. Call To Order
2. Roll Call
3. Agenda Items
  - 3.A. Signal Hills Redevelopment Proposal

Documents:

[EDA MEMO - KMART SIGNAL H REDEV 7-13-20 III.PDF](#)  
[DOMINIUM ECONOMIC IMPACT CALC.PDF](#)  
[DOMINIUM TIF TERM SHEET.PDF](#)  
[DOMINIUM TIF ANALYSIS.PDF](#)  
[DOMINIUM CONCEPT PLAN.PDF](#)

4. Adjourn

*If you need an accommodation to participate in the meeting, please contact the ADA Coordinator at 651-552-4108 or email [ADA@wspmn.gov](mailto:ADA@wspmn.gov) at least 5 business days prior to the meeting*  
*[www.wspmn.gov](http://www.wspmn.gov) EOE/AA*

To: **EDA President and Board**  
 From: **Executive Director Jim Hartshorn**  
 Date: **July 13, 2020**

## **Kmart/Signal Bank Site Redevelopment**

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### **BACKGROUND INFORMATION:**

Dominium is an affordable rental housing developer with over 30,000 apartments in 21 states and they have 53 developments within the Twin Cities alone. They are proposing to redevelop approximately 12 acres on the north side of Signal Hills. The project includes the purchase and demolition of former Kmart building and Signal Bank. They plan to construct 247-units of senior apartments and 146-units of non-age restricted apartments. Dominion is applying for tax-exempt bonds and 4% affordable housing tax credits through the County. One hundred percent (100%) of the units in both buildings (family and senior) will be income restricted at 60% of area median income (AMI). Rent limits are set annually by the Department of Housing and Urban Development (HUD) and set at 30% of 60% of AMI. Income limits are adjusted by family size and rent limits for 2020 are shown in the table below:

<b>Maximum Gross Monthly Rent</b>	
<b>Bedroom Size</b>	<b>60% AMI</b>
Studio	\$ 1,086
One Bedroom	\$ 1,164
Two Bedroom	\$ 1,396
Three Bedroom	\$ 1,613

Total project cost is approximately \$122M and includes payment of park dedication fees of \$480,000 and building permit fees of \$250,000+. The project will create approximately 228 local temporary construction jobs and after construction, an estimated 123 permanent jobs will be created. See attached Economic Impacts Table.

The project meets the EDA’s criteria for a business subsidy and pursuant to our ordinance, would be required to pay prevailing wage since it is receiving TIF assistance. The project requires a rezoning from B-4 Shopping Center to PRD R-4 Multifamily, which is consistent with the Comp Plan (calls for mixed-use at Signal Hills) and proposed Housing Plan. Historically, Kmart and Signal Bank occupied the proposed development areas, but have been vacant for 3 and 23 years respectively (Kmart has been vacant since 2016 and Signal Bank has been vacant since 1997). Redevelopment of this area has been a priority of the City for many years and this project would redevelop this vacant and blighted area of the City.

The current market value for these two buildings is approximately \$3.6M and generates approximately \$122,400 in property taxes as noted in the table below. The estimated market value upon completion is approximately \$49.125M and would generate approximately \$524,700 in property taxes. Overall, this is a 1365% increase in property valuation.

As shown in the tables below, the City’s portion of taxes currently is approximately \$32,500 and upon completion, would be approximately \$258,300 (increase of 794%). Ninety percent (90%) of the increased taxes would be captured for 16 years (term of assistance), but staff views this as a short-term investment for a longer-term gain in taxes generated for the City (prior support by the EDA was for a term of 13.5 years so this is an increase of 2.5 years). The EDA will retain 10% of the increased taxes and this amount is estimated to be approximately \$724,000 over the next 16 years. The EDA can use these funds to pay administrative costs of the TIF district (staff and consultant time) or use the funds for other affordable housing projects in the City (single-family housing rehab, etc.).

Current Tax Calculations									
Property	City Portion	County Portion	School District	Misc	Total Local Taxes	Fiscal Disparities Taxes	Mk Value Taxes	State-wide Taxes	TOTAL
Kmart	\$29,090	\$10,014	\$9,180	\$2,005	\$50,288	\$30,674	\$5,074	\$23,901	\$109,937
Signal Hills Bank	\$3,432	\$1,181	\$1,083	\$237	\$5,933	\$3,619	\$651	\$2,306	\$12,509
<b>TOTAL</b>	<b>\$32,522</b>	<b>\$11,195</b>	<b>\$10,264</b>	<b>\$2,241</b>	<b>\$56,221</b>	<b>\$34,293</b>	<b>\$5,725</b>	<b>\$26,206</b>	<b>\$122,446</b>

Future Tax Calculations									
New Use	City Portion	County Portion	School District	Misc	Total Local Taxes	Fiscal Disparities Taxes	Mk Value Taxes	State-wide Taxes	TOTAL
Family Apartments	\$95,958	\$33,032	\$30,284	\$6,612	\$165,886	\$0	\$29,038	\$0	\$194,923
Senior Apartments	\$162,339	\$55,883	\$51,233	\$11,187	\$280,642	\$0	\$49,125	\$0	\$329,767
<b>TOTAL</b>	<b>\$258,297</b>	<b>\$88,915</b>	<b>\$81,517</b>	<b>\$17,799</b>	<b>\$446,528</b>	<b>\$0</b>	<b>\$78,163</b>	<b>\$0</b>	<b>\$524,691</b>

*Note: As a commercial property, the Kmart/Signal Bank paid fiscal disparities (program that shares comm/Ind property tax base among metro counties) and State-wide taxes. Once converted to residential that would no longer be the case.*

The EDA established its first TIF district in 2002. Since that time, it has created five (5) districts as noted below:

District	Project Name	Project	Type of Assistance	Amount	Term (Yrs)	Status
TIF 1-1	South Robert Street	Demolition assistance for Target	PAYGO	\$ 731,000	10	Decertified
TIF 1-2	Walmart / Sherman Commercial and Town Homes	Construction of 14 town homes and Wentworth Commons Retail	PAYGO	\$1,386,000	26	Active
		Acquisition of Oasis Market, Construction of Library Drive and Repay EDA Loan	Bonds	\$1,605,000	26	
TIF 1-3	Sherman Apartments	EDA reimbursement for land assembly	EDA Interfund Loan	\$1,008,010	26	Active
TIF 1-4	Lowes	Demolition assistance for Lowes	PAYGO	\$ 400,000	7.5	Decertified
TIF 1-5	Darts	Construction of 174-unit senior rental project affordable to persons at or below 60% of AMI	PAYGO	\$1,622,000	15	Active

As shown in the table above, the EDA has only provided assistance to one other affordable apartment project. In 2018, the EDA provided 15 years of TIF assistance (\$1.622M) for the redevelopment of Darts (TIF 1-5) into a 174-unit senior apartment project affordable to persons at or below 60% AMI (4% tax credit project like Dominion’s).

If the Board supports the project/terms, then staff will proceed with the following schedule:

- July 13 – EDA work session review financials and provide direction on development and tax increment authorization.
- After July 13 – City request to County to decertify existing TIF district.
- July 21 – Planning Commission review of site plan, re-zoning and re-plat.
- July 27 – Council approval of review site plan, land use approvals.

- August 31 - EDA meeting to hold Public Hearing, approve two separate TIF agreements (senior/affordable)
- October - Construction shall commence (complete by October 2022).

**FISCAL IMPACT:**

		<b>Amount</b>
<b>Fund:</b>	<b>EDA</b>	<b>N/A</b>
<b>Department:</b>	<b>EDA</b>	
<b>Account:</b>		

**STAFF RECOMMENDATION:**

Review and direct staff.

**ATTACHMENTS:**

1. Economic Impact Table
2. Ehlers TIF Analysis
3. Term Sheet
4. Concept Plan

## Estimated Economic Impact of Signal Hills Development Project

Estimated One-Year Local Impacts			
	<b>NAHB Report Example 100-unit Family Project</b>		<b>Dominium 146-unit Family Project</b>
Estimated Local Income	\$ 7,900,000	1.46	\$ 11,534,000
Taxes and Other Local Government Revenue	\$ 827,000	1.46	\$ 1,207,420
Local Jobs Created	122	1.46	178
	<b>NAHB Report Example 100-unit Elderly Project</b>		<b>Dominium 247-unit Senior Project</b>
Estimated Local Income	\$ 7,300,000	2.47	\$ 18,031,000
Taxes and Other Local Government Revenue	\$ 768,000	2.47	\$ 1,896,960
Local Jobs Created	113	2.47	279
	<b>Total</b>		<b>Total</b>
Estimated Local Income	\$ 15,200,000		\$ 29,565,000
Taxes and Other Local Government Revenue	\$ 1,595,000		\$ 3,104,380
Local Jobs Created	235		457

Estimated Annually Recurring Local Impacts			
	<b>NAHB Report Example 100-unit Family Project</b>		<b>Dominium 247-unit Family Project</b>
Estimated Local Income	\$ 2,400,000	1.46	\$ 3,504,000
Taxes and Other Local Government Revenue	\$ 441,000	1.46	\$ 643,860
Local Jobs Created	30	1.46	44
	<b>NAHB Report Example 100-unit Elderly Project</b>		<b>Dominium 247-unit Senior Project</b>
Estimated Local Income	\$ 2,300,000	2.47	\$ 5,681,000
Taxes and Other Local Government Revenue	\$ 395,000	2.47	\$ 975,650
Local Jobs Created	32	2.47	79
	<b>Total</b>		<b>Total</b>
Estimated Local Income	\$ 4,700,000		\$ 9,185,000
Taxes and Other Local Government Revenue	\$ 836,000		\$ 1,619,510
Local Jobs Created	62		123

## Term Sheet

This Term Sheet by and between the West St. Paul Leased Housing Associates I, LLP (the “Developer”) and the West St. Paul Economic Development Authority (the “EDA”) is intended to set forth the general terms upon which the parties hereto are willing to enter into a Development Agreement. This Term Sheet shall not be deemed conclusive or legally binding upon either party and neither party shall have any obligations regarding the property defined below unless and until a definitive TIF and Development Agreements are approved by the EDA and executed by both parties.

1. Developer: West St. Paul Leased Housing Associates I, LLLP
2. Property:
  - a. Existing Commercial - PID #42-01700-50-012
  - b. Kmart - PID# 42-01700-55-060 (approximately 392,350 sq. ft. (90%))
  - c. Signal Hills - PID# 42-01700-55-051 (approximately 44,450 sq. ft. (6%))
3. TIF District:
  - a. Parcels 42-01700-55-060 (Kmart) and 42-01700-55-051 (Signal Hills) are decertified from County CDA TIF District #10
  - b. Signal Hills Company II, LLP or current owner of parcel 42-01700-55-051 agrees to forgo the remaining obligation currently outstanding until February 1, 2023
  - c. Establishment of TIF District No. 1-6, a Housing District
4. Minimum Improvements: Construction of an approximately ~~137146~~-unit affordable non-age restricted apartment and ~~232247~~-unit affordable senior apartment.
5. Compliance with Low- and Moderate-Income Requirements: The TIF district is a Housing District that requires annual compliance with certain income requirements. In this case, at least 40% of the residential units in the Project must be occupied or available for occupancy by persons whose incomes do not exceed 60% of the area median income.

The Developer must submit documentation evidencing that they comply with the low to moderate income requirements.
6. Construction Schedule: Commence construction by ~~June-October 301~~, 2020, and complete by ~~June-October 301~~, 2022. For the purpose hereof, “Commence” shall mean beginning of physical improvement to the Property, including demolition, grading, excavation, or other physical site preparation work. “Complete” shall mean that the Minimum Improvements are sufficiently complete for the issuance of a Certificate of Occupancy.
7. Public Assistance: Subject to all terms and conditions of the Development Agreement, the EDA will issue a pay-as-you-go TIF Note in an approximate amount of ~~\$3,640,000~~\$5,000,000 and reimburse the Developer from 90% of available tax increments received from the County. The interest rate will not exceed the lesser of 5% or the actual financing rate incurred on the project.

8. Payment Dates: First payment date will be August 1, 2022 and each February 1 and August 1 thereafter for a final payment date of ~~August February 1, 2035-2038~~ (period of ~~13-516~~ years).
9. Minimum Assessment Agreement: The Minimum Improvements to be constructed upon the Property are anticipated to have an assessed value of ~~\$46,125,000~~\$49,125,000 by January 2, 2022.
10. Lookback: The Developer acknowledges that the TIF Note will be reduced on a dollar for dollar basis if actual Total Development Costs are less than the amount stated in the TIF Agreement (shown as an exhibit).
11. Fees: The EDA acknowledges that the Developer has deposited \$10,000 to pay for the reasonable out-of-pocket legal, financial and legal consultant and administrative fees associated with this transaction. The Developer is required to deposit an additional \$20,000 for creation of the TIF District and drafting of the TIF and Development Agreements by ~~February 1~~July 1, 2020. If additional dollars beyond this are required, prior to the execution of a Development Agreement, the EDA shall notify the Developer in writing and the Developer will be required to deposit additional funds. Any unused funds will be returned to the Developer.
12. Taxes:
  - a. Developer covenants to pay property taxes and maintain customary insurance.
  - b. Developer will notify the EDA of a tax petition being filed to reduce the market value or property taxes on any portion of the Property.
  - c. If a tax petition is pending, the EDA will continue to make payments on the TIF Note in accordance with the values contained in the Minimum Assessment Agreement.

# Memo

**To:** Ryan Schroeder, City Manager  
Jim Hartshorn, Community Development Director

**From:** Keith Dahl and Stacie Kvilvang, Ehlers

**Date:** June 22, 2020

**Subject:** Kmart Redevelopment Project – Analysis of TIF Request

In December of last year, the EDA reviewed and considered a request for public financial assistance from Dominion in connection to the Kmart redevelopment site. Since that time, several assumptions and development costs have changed due to the City’s prevailing wage ordinance. This memo has been prepared, at the request of the City, to review the updated project and determine the amount of supportable TIF assistance.

Dominion is now proposing to construct a 247-unit affordable senior apartment and a 146-unit, non-age restricted affordable apartment. Construction would begin in the fall of 2020 with a total development cost (TDC) of approximately \$122.7 million. This represents an increase of over \$23 million from their previous proposal with most of the increase directly related to the prevailing wage requirements which were not previously included. Prevailing wage increased project costs by approximately \$15.3 million, the addition of 24-units increased the project costs by about \$4.4 million, and the remaining \$3.3 million increase is made up of auxiliary financing costs and developer fees which are based on the TDC.

Due to the increased costs, Dominion requested 26 years of Tax Increment Financing (TIF) assistance in the form of a pay-as-you-go (PAYGO) TIF Note to fill a development gap in their project.

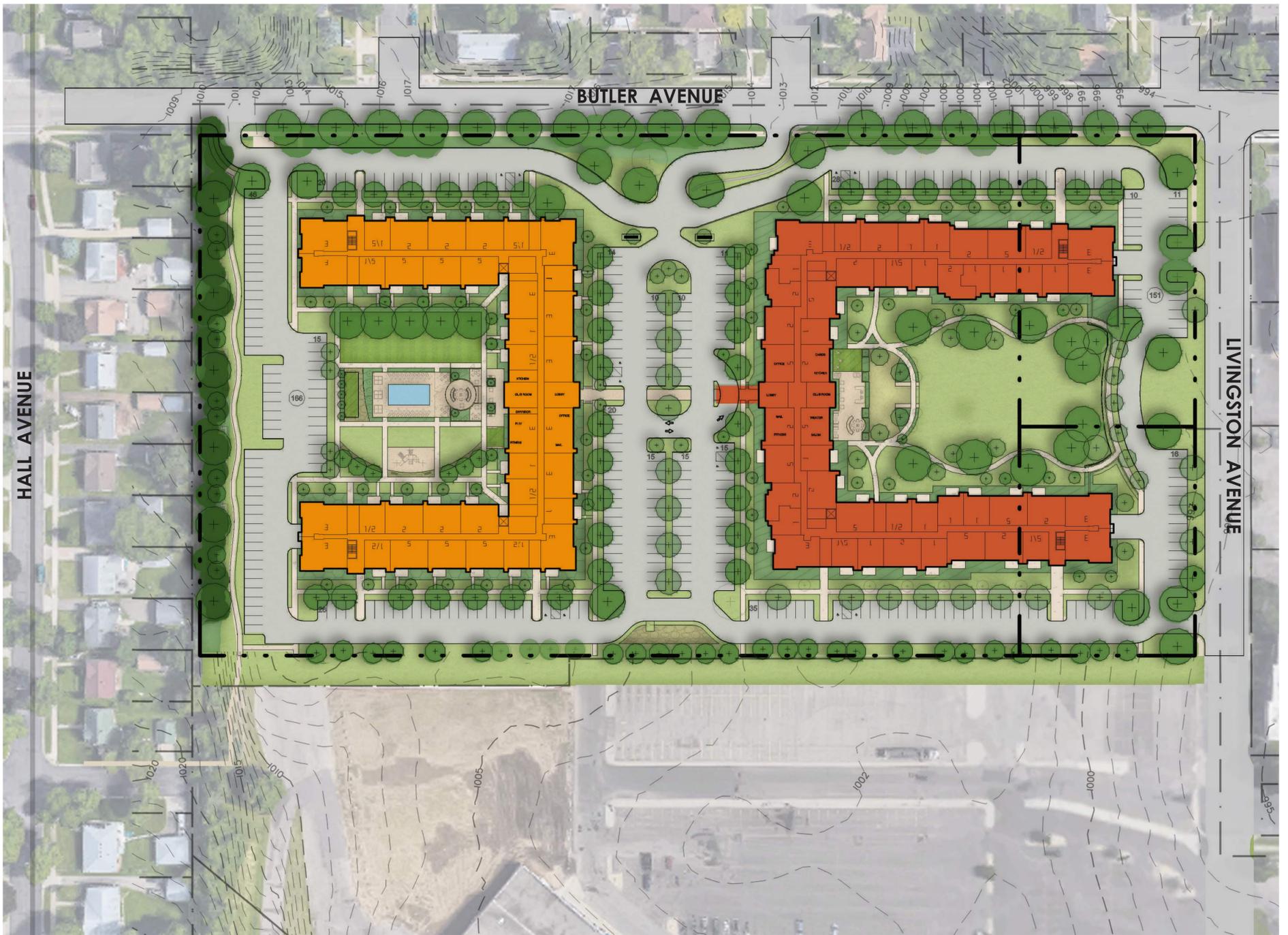
We’ve conducted a review of the updated development budget and pro forma and based on our review, Dominion’s requested financial assistance is more than what is necessary for the project to become “financially feasible”. We’ve concluded that the project would only require 16 years of assistance totaling \$5 million, which Dominion agrees with.

The tables below provide a synopsis of the sources and uses associated with the project:

<b>SOURCES</b>			
	<b>Amount</b>	<b>Pct.</b>	<b>Per Unit</b>
First Mortgage (Tax-Exempt)	55,530,000	45%	141,298
TIF Mortgage	5,000,000	4%	12,723
First Mortgage (Taxable Tail)	10,310,000	8%	26,234
Tax Credits	37,124,631	30%	94,465
Deferred Developer Fee (100% of Total Fee)	11,129,774	9%	28,320
Deferred Contractor Fee (72% of Total Fee)	3,556,511	3%	9,050
<b>TOTAL SOURCES</b>	<b>122,650,916</b>	<b>100%</b>	<b>312,089</b>

<b>USES</b>			
	<b>Amount</b>	<b>Pct.</b>	<b>Per Unit</b>
Acquisition Costs	6,365,000	5%	16,196
Construction Costs	84,423,429	69%	214,818
Contractor Fee	4,908,306	4%	12,489
Professional Services	3,973,600	3%	10,111
Financing Costs	6,694,172	5%	17,034
Developer Fee	11,129,774	9%	28,320
Cash Accounts/Escrows/Reserves	5,156,635	4%	13,121
<b>TOTAL USES</b>	<b>122,650,916</b>	<b>100%</b>	<b>312,089</b>

Please contact either of us at 651-697-8500 with any questions.



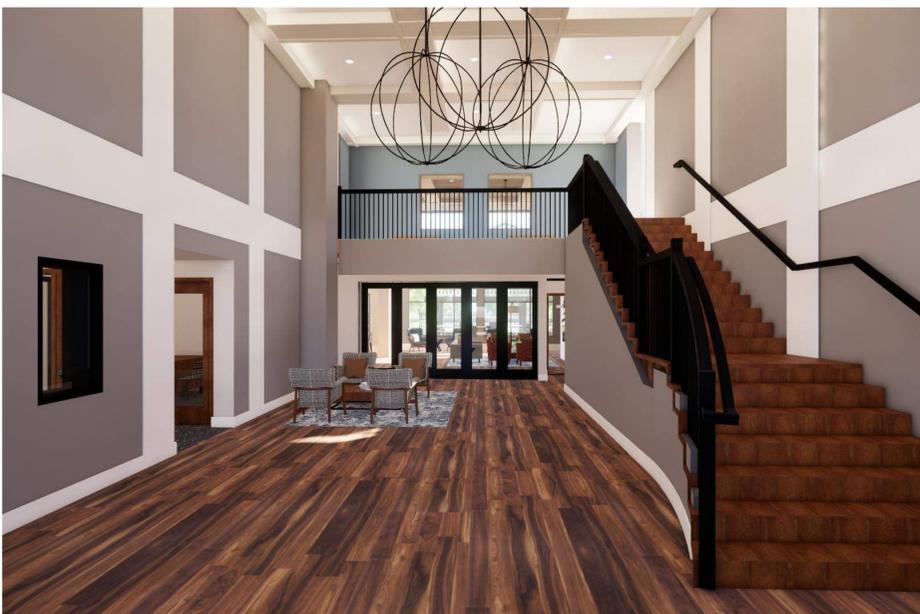
SITE PLAN: SENIOR + FAMILY HOUSING



AERIAL VIEW: SENIOR + FAMILY HOUSING



EXTERIOR VIEW: SENIOR HOUSING



INTERIOR VIEW: AMENITY SPACES



INTERIOR VIEW: UNIT PRECEDENT





EXTERIOR VIEW: FAMILY HOUSING



INTERIOR VIEW: AMENITY SPACES



INTERIOR VIEW: UNIT PRECEDENT





SENIOR: OUTDOOR AMENITY PRECEDENT



FAMILY: OUTDOOR AMENITY PRECEDENT



SENIOR: THEATER ROOM PRECEDENT



FAMILY: POOL PRECEDENT



SENIOR: FITNESS ROOM PRECEDENT



FAMILY: FITNESS ROOM PRECEDENT