Technical Report

<u>Vermont Place NRA & IRB Request</u>

City of Lawrence, Kansas
October 19, 2016

Technical Report

Vermont Place NRA & IRB Request

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Executive Summary

Vermont LLC is requesting a 10-year, 75% NRA rebate and an Industrial Revenue Bonds (IRB) sales tax exemption on construction materials to support the development of two vacant parcels, located at approximately 800-815 Vermont Street in the Downtown Lawrence business district, into a mixed-use, commercial and residential project.

The project is anticipated to add:

- 1st Floor: Commercial/Retail (7,788 square feet of leasable space)
- 2nd Floor: Entrepreneurial Offices (6,504 square feet of leasable space, divided into ~30 offices)
- 3rd-5th Floors: Residential, 12 condominiums, one of which will be permanently set aside for affordable housing
- On-Site Underground Parking: 22 spaces

Staff believes eligibility requirements have been met for both NRA and IRB sales tax exemption participation as per City and State requirements.

Cost-Benefit analysis shows the project is anticipated to meet or exceed the 1.25 ratio threshold for all taxing jurisdictions.

Vermont Place					
Description	**City**	**County**	**USD***	**State***	**Total Value**
10 Year, 75% NRA Rebate	1.78	2.56	n/a	n/a	$1,013,295
Stand-alone IRB for Sales Tax Exemption					$272,011
Total					**$1,285,306**

*State and School District does not have any costs associated with the project since it will not add full-time employees and thus no new households are assumed to be created.

The table below shows estimated incentive values to each taxing jurisdiction for the requested assistance package, as estimated through the model.

Incentive Package Valuations (est.)				
	CBA Ratio	IRB Sales Tax	NRA	Total
City	1.78	$64,276	$287,056	$351,333
County	2.56	$10,930	$395,359	$406,289
State	n/a	$196,805	$0	$196,805
USD	n/a	$0	$330,879	$330,879
Totals		**$272,011**	**$1,013,295**	**$1,285,306**

As per the Gap analysis conducted by National Development Council (NDC): The documents, discussions and responses presented by the Applicant in support of their request for the NRA and IRB incentives demonstrate that the requested incentives are reasonable and help to avoid financing gaps that could make the project economically unfeasible and unlikely to proceed.

Examination of current and projected property tax revenues shows the taxing jurisdictions will realize substantially more in property tax revenues with the requested NRA rebate provided over a 10 year period, as compared to if the property was left unimproved:

Property Tax Revenue During NRA (total over years 1-10)		
	Tax Revenue	% Change
Unimproved property	$73,660	546%
Improved property	$475,677	

After the NRA expires, the improved property will be fully on the tax rolls, delivering significantly higher tax revenues as compared to if the property was left undeveloped.[1]

Property Tax Revenue After NRA Period (total over years 11-15)		
	Tax Revenue	**% Change**
Unimproved property	$36,830	2,653%
Improved property	$1,013,750	

The City Commission has asked the Public Incentives Review Committee (PIRC) to review and provide a recommendation on this request. In addition, the County and School District will also review the PIRC recommendation as they consider their participation in the NRA.

[1] Real property tax projections provided by NDC.

Introduction

Vermont Place LLC (Robert and Sandra Schumm, applicant and property owners) is proposing the development of a multi-level, mixed-use, commercial, office and residential project on two long-vacant lots located at approximately 800-815 Vermont Street in downtown Lawrence. The Property Owner currently owns the vacant lots and wishes to develop the property to productive use.

The Applicant is requesting economic development assistance for the project to proceed, including a 10-year, 75% Neighborhood Revitalization Area (NRA) rebate and Industrial Revenue Bonds (IRB) to obtain a sales tax exemption on construction materials. A property tax abatement is not being sought in conjunction with the IRB.

The City Commission received a preliminary request by the applicant for project gap analysis and review by the City's advisory boards on July 5, 2016. The Commission referred the request to staff for analysis, and requested review by the Public Incentives Review Committee (PIRC) and the Affordable Housing Advisory Board.

The City, County, and School District individually consider participation in an NRA and each has the discretion to determine the rebate percentage and duration of the NRA for their taxing jurisdiction.

Project Overview

The Applicant is proposing the construction of a multi-level, mixed use commercial and residential development that will be located on two adjacent City lots (Vermont Street Lot 51 and N 45, lot 53) at approximately 800-815 Vermont Street. The applicant currently owns both lots, which have been vacant since 1990. Plans call for the project to have five levels as well as an underground parking facility:

Vermont Place Project			
Level	Type	Size (SF)	# Units
Floor 1:	Commercial	7,788	Tenant Dependent
Floor 2:	Office	6,504	30
Floors 3-5:	Residential (condominiums)	17,276	12
Underground	Subterranean Parking		22

The first floor is anticipated to support retail and/or commercial tenants. The second floor is anticipated to be divided into 30 individual offices (approximately 150-300 square feet), each taking advantage of common area shared space and amenities (e.g. restrooms, reception area, high-speed fiber, office support equipment). Floors 3-5 will support 12 for sale residential condominiums.

The Applicant is proposing to set aside one, 1-bedroom condominium for affordable housing and to keep that unit designated as affordable in perpetuity. This represents approximately 8% of the total residential units and 3.5% of the total residential square footage as designated affordable housing.

	Total	AH	% of total
Residential Units	12	1	8.3%
Residential SF	17,276	600	3.5%

In addition, the affordable housing condo will be fully finished and its sale restricted to income-qualified households. The below table shows estimated value of the Applicant's affordable housing subsidy.

Applicant's Affordable Housing Subsidy			
	Affordable Unit	**Market Rate Potential**	**Applicant's Subsidy***
Sales Proceeds (net of broker fee)	$89,000	$127,000	$38,000
Finishing Costs at $100/sf	$60,000	$0	$60,000
Total Applicant Affordable Housing Subsidy:			**$98,000**

*Note: Unit includes an underground parking space – prorated cost is $51,728 per space.

The remaining condos will vary in size from 739 to 2,845 square feet and will be sold unfinished (aka warm shell). Final finishes of these condos will be the responsibility of the buyer.

Request for Assistance

Originally a Request Letter and Incentives Application were received May 18, 2016 from the Applicant requesting a 10-year Neighborhood Revitalization Area (NRA) with an 85% rebate provided annually for years 1 through 5 and a 50% rebate provided annually for years 6 through 10. Industrial Revenue Bond (IRB) financing was also requested in order to receive a sales tax exemption on construction materials.

As a result of gap analysis findings **(See Addendum F)**, the Applicant submitted a revised Request Letter and Incentives Application **(See Addendum A.)** on October 10, 2016 requesting a 10-year Neighborhood Revitalization Area (NRA) with a 75% rebate provided annually. Industrial Revenue Bond (IRB) financing is also being requested to receive a sales tax exemption on construction materials expenses.

Neighborhood Revitalization Area (NRA)

NRA Description and Purpose

The NRA is one of several economic development tools utilized by municipalities to promote economic growth through neighborhood enhancement. Authorized by the state, NRAs are intended to encourage the reinvestment and revitalization of properties which in turn have a positive economic effect upon a neighborhood and the City in general. The use of an NRA is particularly applicable for use in areas where rehabilitation, conservation, or redevelopment is necessary to protect the public health, safety or welfare of the residents of the City.

Typically, a percentage of the incremental increased value in property taxes (due to improvements) is rebated back to the property owner over a period of time to help offset development costs and make the project financially feasible.

NRA Project Eligibility

Project eligibility for NRA consideration is governed by both State (KSA 12-17,114 et seq.) and City policy.

NRA State Statute Requirements

State Requirements

Statutory Criteria	Governing Body determines that rehabilitation, conservation or redevelopment of the area is necessary to protect the public health, safety or welfare of residents and the proposed project meets at least one of the below criteria:		
	1	An area in which there is a predominance of buildings or improvements which by reason of dilapidation, deterioration, obsolescence, inadequate provision of ventilation , light, air or open spaces, high density of population and overcrowding, the existence of conditions which endanger life or property by fire and other causes or a combination of such factors, is conductive to ill health, transmission of disease, infant mortality, juvenile delinquency or crime and which is detrimental to the public health, safety or welfare.	***Health & Safety Need***
	2	An area which by reason of the presence of a substantial number of deteriorated or deteriorating structures, defective or inadequate streets, incompatible land uses relationships, faulty lot layout in relation to size, adequacy, accessibility or usefulness, unsanitary or unsafe conditions **deterioration of site or other improvements**, diversity of ownership, tax, or special assessment delinquency exceeding the actual value of the land, defective or unusual conditions of title, or the existence of conditions which endanger life or property by fire and other causes or a combination of such factions substantially impairs or arrests the sound growth of a municipality, retards the provision of housing accommodations, or constitutes an economic or social liability and is detrimental to the public health, safety or welfare in its present condition and use.	***Economic Need***
	3	An area in which there is a predominance of buildings or improvements that should be preserved or restored to productive use because of age, history, architecture or significance should be preserved or restored to productive use.	***Preservation of Community/Historical Asset***

- **Conclusion—State Eligibility:**
  As per the Staff memo dated July 27, 2016 **(see Addendum B**), Staff believes the project as proposed will meet State NRA eligibility criteria.

City Policy Eligibility

Resolution 6954 **(see Addendum C)** outlines the City's policy for establishing an NRA. City Policy Guidelines include:

- ***Typical Rebate Amounts & Duration***
  As per NRA policy, the City typically follows the below standard practice:

  - Does not provide more than 50% rebate on incremental property taxes
  - Does not establish an NRA for a period of time longer than 10 years

  However, there is an exception provision within the policy which allows the City to *"consider a greater rebate and/or a longer duration if sufficiently justified in the "But For" analysis."*[2]

- ***Cost-Benefit Ratio***
  Resolution 6954, Section Two speaks to the cost-benefit ratio threshold. Specifically, the statement, *"It is the policy of the City to only consider the establishment of Neighborhood Revitalization areas which yield a benefit/cost ratio of at least 1.25.",* indicates that for every $1 of cost incurred as a result of the project, $1.25 is received as benefit) for economic development projects.

> **SECTION TWO: POLICY STATEMENT:** It is the policy of the City to consider the establishment of Neighborhood Revitalization areas in order to promote reinvestment and revitalization of properties which in turn have a positive economic effect upon a neighborhood and the City in general. An applicant may request the City consider the establishment of a Neighborhood Revitalization area under the NRA either for a specific property, group of properties or neighborhood area. In considering the establishment of an NRA, the Governing Body shall consider the criteria outlined in Section Three. In determining the amount of a rebate, the Governing Body may balance the desirability of the project versus the amount and duration of the rebate and the requirements set forth in Section Four. It is the policy of the City to only consider the establishment of Neighborhood Revitalization areas which yield a benefit/cost ratio of at least 1.25.

From Resolution 6954, dated October 25, 2011.

[2] Resolution 6954, Section 4: Amount of Rebate

- **City NRA Eligibility Criteria**
  For an NRA to be established, the project must not only meet statutory requirements, but also a majority of City policy criteria. The project meets City policy eligibility as detailed below:

Vermont Place: City Policy, NRA Eligibility			
City Policy Criteria	When considering the establishment of a NRA, the City shall consider not only the statutory criteria, but if the project meets a majority of the below criteria:		**Eligible**
	1	The opportunity to promote redevelopment activities which enhance downtown	Y
	2	Provides the opportunity to promote redevelopment activities for properties which have been vacant or significantly underutilized.	Y
	3	Provides the opportunity to attract unique retail and/or mixed use development which will enhance the economic climate of the City and diversify the economic base.	Y
	4	Provides the opportunity to enhance neighborhood vitality as supported by the City's Comprehensive Plan or other sector planning document(s).	Y
	5	Provides the opportunity to enhance community stability by supporting projects which embrace energy efficiency, multi-modal transportation options, or other elements of sustainable design.	Y
	Project must meet or exceed a 1:1.25 cost-benefit ratio.		Y

- **Conclusion—City Eligibility:**
  Staff believes the project as proposed will meet City NRA eligibility, meeting a majority of City policy criteria.

Industrial Revenue Bonds (IRB)

IRB Description and Purpose

Industrial Revenue Bonds are an incentive established by the State of Kansas to enhance economic development and improve the quality of life. Considered a "conduit financing mechanism" whereby the City can assist companies in acquiring facilities, renovating structures, and purchasing machinery and equipment through bond issuance, IRBs can be useful to companies in obtaining favorable rate financing for their project, as well as providing a sales tax exemption on project construction materials.

IRBs are repayable solely by the company receiving them and place no financial risk on the City. When IRBs have been issued, the municipality owns the underlying asset and the debt is repaid through revenues earned on the property that has been financed by the bonds. If the company defaults, the bond owners cannot look to the city for payment.

IRB Project Eligibility

Project eligibility for IRB consideration is governed by both State (KSA 12-17,114 et seq.)[3] and City policy (Ordinance 8253, **see Addendum D)**. According to City policy, the City may from time to time grant IRBs when the project under consideration helps further economic and community development objectives. Additional eligibility criteria, as stipulated in the policy, are outlined below:

[3] K.S.A. 12-1740 permits cities and counties to issue revenue bonds for the purpose of paying the costs of purchasing, acquiring, constructing or equipping facilities for the following business categories: Agriculture, Hospital, Natural Resources, Manufacturing, Commercial, Industrial, Recreational Development

IRB City Policy Criteria: Section 1-2111			
Item #	**Policy Requirement**	**Project Delivers**	**Project Qualifies (Y/N)**
1	Only those projects which qualify under Kansas Law will be eligible for IRB financing.(1)	Project is mixed-use, commercial	Y
Proposed Project shall achieve one or more of the following public benefits:			
2	***2a:*** *Meets economic goals of the City as set forth in policy and the Comprehensive Plan of Lawrence and Douglas County:*		
	Place high priority on retention and expansion of existing businesses.	Business expansion of long-time local businessman.	Y
	Encourage existing industry to expand.	Project is a continued investment in downtown by the applicant.	Y
	Assist new business start-ups	Office space will be designed to support entrepreneurs, offering affordable rent and shared equipment	Y
	Recruit new companies from out-of-state and internationally	Although it is not specifically recruiting, it will accommodate entrepreneurs, either local or coming from out of the area.	--
	Encourage high technology and research based businesses.	Office space is envisioned to support business operations, which may be related to technology driven companies. This is not guaranteed though.	--
	Encourage training and development of Lawrence area employees	N/A	N
	Encourage location and retention of businesses which are good "corporate citizens" that will add to the quality of life in Lawrence through their leadership and support of local civic and philanthropic organizations.	Mr. Schumm has been actively involved in civic improvements and has supported community progress for many years.	Y
	2b: Promotes infill through the development of vacant lots, the rehabilitation of deteriorated properties or the adaptive reuse of historic properties.	Project will replace two long vacant (since 1990) and unproductive lots located in the downtown area.	Y
	2c: Enhance Downtown	Project will replace two vacant, unproductive lots with productive commercial, office and residential space, increasing area density and supporting the economic viability of downtown.	Y
	2d: Incorporate environmentally sustainable elements into the design and operation of the facility	Project will be infill development using existing city infrastructure (e.g. streets, gutters, sidewalks, sewers, water lines, alleyway, electric, gas, phone and cable utilities). Energy efficient heating and air condition systems will be installed. Facility to be built to the 2012 International Energy Conservation Code and will meet Energy Star criteria.	Y
	2e: Provide other public benefits to the community, particularly as set forth in the Comprehensive Plan of Lawrence and Douglas County.	Project will support Horizon 2020's economic development goals of employment growth through its entrepreneurial offices and tax base growth by accommodating more property tax revenues with the conversion of a vacant lot to productive use. Project will support infill development and density.	Y

Continued

3	Prospective tenant shall show the financial capacity to complete the proposed project and successfully market the bonds.	Owners have successfully completed and operated several downtown businesses for many years. Land is owned outright by property owner and will be part of project equity. Owner has been working with Corner Bank and letter dated 5-2-16 indicates a willingness to participate in the project.	Y

IRB: Other Considerations (Preferred), Section 1-2111

Item #	Policy Requirement	Project Delivers	Project Qualifies (Y/N)
1	*City looks more favorably upon projects that support the below targeted industries:*		
	Life Sciences/Research	N/A	N
	Information Technology	N/A	N
	Aviation and Aerospace	N/A	N
	Value-Added Agriculture	N/A	N
	Light Manufacturing and Distribution	N/A	N
2	*The City favors issuing Industrial Revenue Bonds to projects that bring in new revenues from outside the community or enhance the local quality of life over projects that will primarily compete against other local firms.*		
	Project anticipated to bring in new revenues from outside community:	Project has the potential to bring in new revenues from outside the community through its entrepreneurial offices.	--
	Project enhances local quality of life:	Project will add critical mass to Downtown Lawrence, eliminate two vacant lots, and allow for 30+ Class A office spaces featuring high capacity fire to be dedicated to entrepreneurship in the community. Facility will be designed to attract new high tech personnel to live and work in Lawrence. More living units will be available downtown to support long-term sustainability for the central business district.	Y

IRB: Special Consideration for Residential Projects, Section 1-2112

Item #	Policy Requirement	Project Delivers	Project Qualifies (Y/N)
1	Project is multi-family or senior living project	Project will support approximately 12 residential units above commercial space.	Y
2	Projects that contain no non-residential uses and are requesting IRBS must have at least 30% of all housing units set aside for households making 80% of the Area Median Income or less.	Project will have residential units	n/a
Preferred Qualities for Residential Projects:			
	Infill or redevelopment:		Y
	Mixed -Use		Y
	Downtown Location		Y

- **Conclusion—City Eligibility:**
  Staff believes the project as proposed will meet City IRB eligibility, meeting a majority of City policy criteria.

Analysis

Estimated fiscal impacts to taxing jurisdictions are examined through a cost-benefit analysis and project financial feasibility is examined through a "But For" analysis (gap analysis), both of which are required by current NRA policy.

Cost-Benefit Analysis (CBA)

Based on information received through the incentives application and gap analysis (performed by the National Development Council), staff conducted analysis of the costs and benefits associated with the project utilizing the City's economic development cost-benefit model. This model measures estimated fiscal impacts to four taxing jurisdictions: City, County, School District, and State. Furthermore, the model outputs a ratio reflecting the comparison of estimated costs to estimated benefits returned to the jurisdictions as a result of the project.

Overview of assumptions utilized within the cost-benefit model:

Assumptions	
Total Capital Investment	$9,275,979
Property Valuation for Property Tax Revenues	$7,539,853
Net New Full-Time Jobs Created	n/a (part-time only)
Average Annual Salary Per Net New Full-Time Position	n/a (part-time only)
Total Estimated Sales Tax Exemption Savings (City, County, State)	$272,011
Total Estimated NRA Rebate (10 years, 75%)	$1,013,295

- **Capital Investment & Job Creation**
  According to the incentives application received, approximately $9.3 million will be invested in redeveloping the property.

  Although the model does not consider part-time or temporary positions, the applicant has indicated the project will support one part-time position paying approximately $17,000 annually and 100 temporary construction jobs paying an average annual salary of $45,500.

- **Estimated IRB Sales Tax Exemption**
  Based on the applicant's estimation of construction expenses ($9,275,979), an IRB used to obtain a sales tax exemption on construction materials would be worth approximately $274,013 in total sales tax savings.

  Total estimated cost would be $64,276 to the City, $10,930 to the County, and $196,805 to the State ($272,011 total).[4] The below assumes all construction materials are delivered to the site and subject to local sales taxes.

Summary of Estimated Sales Tax Savings: Vermont Place IRB			
City	**Tax Rate**	**Estimated Sales Tax Amount**	**Total**
City Sales Tax	1.55%	$46,930	$64,276
City Portion of Countywide 1% Sales Tax	0.57%	$17,346	
County	**Tax Rate**	**Estimated Sales Tax Amount**	**Total**
County Portion of Countywide 1% Sales Tax	0.36%	$10,930	$10,930
State	**Tax Rate**	**Estimated Sales Tax Amount**	**Total**
State	6.50%	$196,805	$196,805
Other	**Tax Rate**	**Estimated Sales Tax Amount**	**Total**
Other County Municipalities Portion of Countywide 1% Sales Tax	0.07%	$2,002	$2,002
Total	**9.05%**	**$274,013**	**$274,013**

[4] The cost-benefit model does not consider fiscal impacts to Other County Municipalities. Consequently, the Countywide portion attributed to sales tax exemption savings forgone by other County municipalities ($2,002) was not included in the cost-benefit model. However, gap analysis would consider the total sales tax savings realized by the developer from all taxing jurisdictions.

Breakout of Sales Tax Savings Estimations

Total Construction Costs	Materials Expense %	Estimated Materials Cost
$9,275,979	32.64%	$3,027,765

Vermont Place: Construction Sales Tax Exemption		
Taxing Jurisdiction	**Tax Rate** (July 2016)	**Est Sales Tax Amount**
City	1.55%	$46,930
County	1.00%	$30,278
	City Portion of 1% Countywide Sales Tax	$17,346
	County Portion of 1% Countywide Sales Tax	$10,930
	Other County Municipalities Portion of 1% Countywide Sales Tax	$2,002
State	6.50%	$196,805
Total	**9.05%**	**$274,013**
City Total		**$64,276**
County Total		**$10,930**

- **Base Property Taxes**
  In its present condition, the two lots generate approximately $7,400 per year in real property taxes. Through the NRA program, these "base" property taxes are shielded from rebates and would continue to be paid by the property owner. Only a percentage of the incremental increase in property value resulting from project improvements is subject to NRA rebates and then only during the NRA period. After the NRA period, no reimbursements are made on property taxes and the property returns fully to the tax rolls.

2016 Tax Information							
Property Address	Appraised			Assessed			Property Tax (est.)
	Land	Improvements	Total	Land	Improvements	Total	0.134522
800 Vermont Street, Block 2	$234,000	$0	$234,000	$28,080	$0	$28,080	$3,777
800 Vermont Street, Block 3	$222,300	$0	$222,300	$26,676	$0	$26,676	$3,589
Total	**$456,300**	**$0**	**$456,300**	**$54,756**	**$0**	**$54,756**	**$7,366**

- **Projected Property Tax Revenues**
  The below table shows property tax projections for a 10-year period. Amounts are broken out by the base taxes (or what the property would have originally generated if the property had not been improved) and incremental taxes (the amounts attributed to improvements).

	Projected Property Taxes										
	Y1	*Y2*	*Y3*	*Y4*	*Y5*	*Y6*	*Y7*	*Y8*	*Y9*	*Y10*	*Total Over Term*
Base Tax (shielded)	$7,366	$7,366	$7,366	$7,366	$7,366	$7,366	$7,366	$7,366	$7,366	$7,366	$73,660
Incremental Tax	$142,344	$146,180	$150,111	$154,141	$158,272	$162,505	$166,845	$171,293	$175,852	$180,526	$1,608,070
Total Tax	**$149,710**	**$153,546**	**$157,477**	**$161,507**	**$165,638**	**$169,871**	**$174,211**	**$178,659**	**$183,218**	**$187,892**	**$1,681,730**

Assumes mill levy held steady (to account for future tax lid) and 2.5% annual inflation increase on property valuation.

Property tax revenues anticipated to be generated over a 10 year term on un-improved property are approximately $73,700. Known as the "Base Tax", this amount is shielded from NRA rebates and will continue to be paid by the property owner throughout the NRA period. The total amount of property tax attributed to project improvements over the same ten year term is approximately $1,608,070 and is known as the "Incremental Tax". The Incremental Tax is subject to NRA rebates.

With a 75% NRA rebate provided over a 10-year period, the total amount of property tax due from the property owner would be approximately $475,700 as compared to $73,700 if the property was left unimproved.

Projected Taxing Jurisdiction Revenues During NRA											
	Y1	*Y2*	*Y3*	*Y4*	*Y5*	*Y6*	*Y7*	*Y8*	*Y9*	*Y10*	*Total Over Term*
Base Tax Revenue	$7,366	$7,366	$7,366	$7,366	$7,366	$7,366	$7,366	$7,366	$7,366	$7,366	**$73,660**
Net New Incremental Tax Revenue	$35,586	$36,545	$37,528	$38,535	$39,568	$40,626	$41,711	$42,823	$43,963	$45,131	**$402,017**
Total Tax Revenue Received	$42,952	$43,911	$44,894	$45,901	$46,934	$47,992	$49,077	$50,189	$51,329	$52,497	**$475,677**
NRA Rebate (75%) on Incremental Tax	$106,758	$109,635	$112,584	$115,606	$118,704	$121,879	$125,134	$128,470	$131,889	$135,394	$1,206,052
Total Unadjusted Tax	**$149,710**	**$153,546**	**$157,477**	**$161,507**	**$165,638**	**$169,871**	**$174,211**	**$178,659**	**$183,218**	**$187,892**	**$1,681,730**

Assumes mill levy held steady (to account for future tax lid) and 2.5% annual inflation increase on property valuation.

The below shows the estimated change in property tax revenues realized by the taxing jurisdictions during the 10 year NRA period and for the first five years after the NRA expires, when the property is fully on the tax rolls.[5]

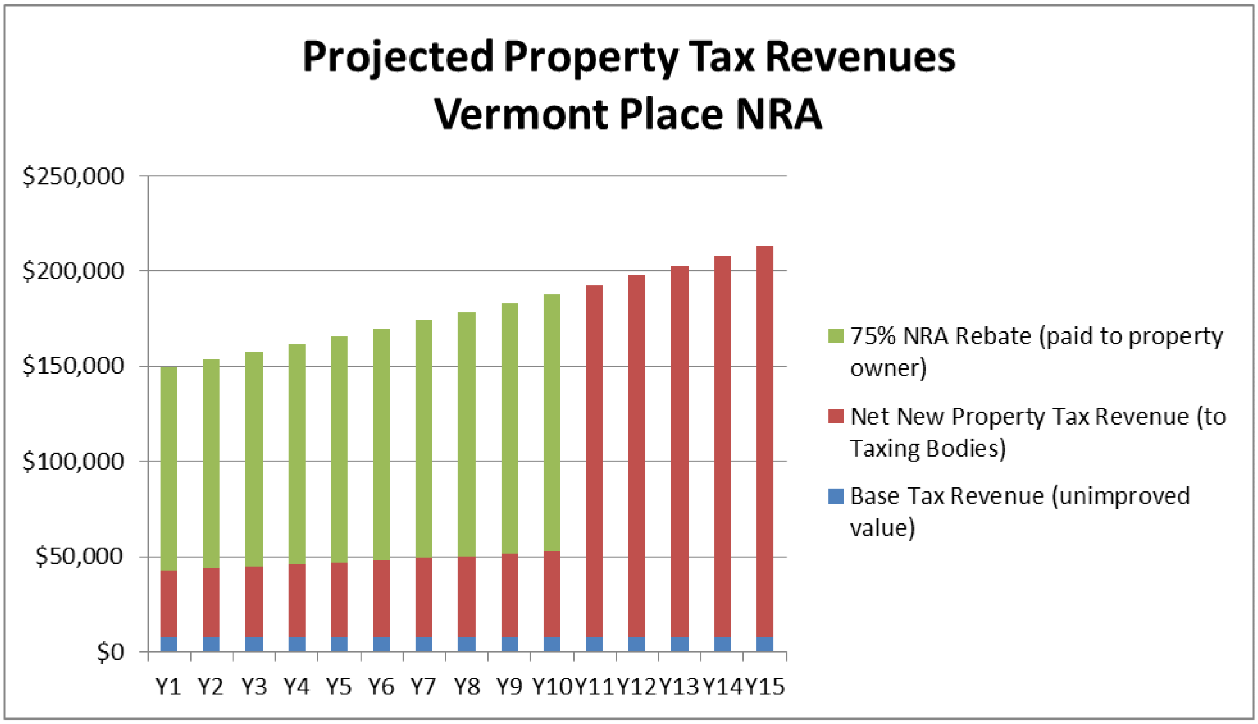
Property Tax Revenue During NRA (total over years 1-10)		
	Tax Revenue	**% Change**
Unimproved property	$73,660	546%
Improved property	$475,677	

Property Tax Revenue After NRA Period (total over years 11-15)		
	Tax Revenue	**% Change**
Unimproved property	$36,830	2,653%
Improved property	$1,013,750	

Assumes mill levy held steady (to account for future tax lid) and 2.5% annual inflation increase on property valuation.

[5] Real property tax projections provided by NDC.

The below chart provides a visual comparing the base value tax revenue and the incremental increase in property tax revenue due to improvements. Years 1-10 show the 75% NRA rebate going to the property owner and years 11-15 show that after the NRA expires, the improved property goes fully on the tax rolls.



- **Evaluation Period**

  The cost-benefit model utilizes a 15 year evaluation period for projects seeking assistance over 10 years. This not only allows for short term financial analysis over the incentive period, but long-term investment feedback once the project is fully on the tax rolls. Under this evaluation scenario, five years of longer-term returns can be examined.

  In actuality, real estate projects have a much longer usable life than fifteen years and would remain fully on the tax rolls for many more years after the incentive period has expired. In most cases, this would likely generate a much higher cost-benefit ratio than shown in the below analysis. A 15 year evaluation period thus produces a relatively conservative estimate of longer-term project benefits.

- **Cost-Benefit Model Results:**
  The following table shows cost-benefit model results for a 15 year evaluation period. As can be seen, the project exceeds the 1.25 cost-benefit ratio threshold for the City and County with a 10 year, 75% NRA rebate and a stand-alone IRB that captures sales tax exemption savings on construction materials.

Vermont Place					
Description	**City**	**County**	**USD***	**State***	**Total Value**
10 Year, 75% NRA Rebate	1.78	2.56	n/a	n/a	$1,013,295
Stand-alone IRB for Sales Tax Exemption					$272,011
Total					**$1,285,306**

*State and School District does not have any costs associated with the project since it will not add full-time employees and thus no new households are assumed to be created.

For model details, see **Addendum E**.

- **Conclusion—Model Results:**
  The cost-benefit ratio threshold can be met for the taxing jurisdictions. The table below shows estimated incentive values and corresponding CBA ratios for each taxing jurisdiction for the requested assistance package, as estimated through the model.

Incentive Package Valuations (est.)				
	CBA Ratio	**IRB Sales Tax**	**NRA**	**Total**
City	1.78	$64,276	$287,056	$351,333
County	2.56	$10,930	$395,359	$406,289
State	n/a	$196,805	$0	$196,805
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Totals		**$272,011**	**$1,013,295**	**$1,285,306**

Gap Analysis—"But For"
In order to provide a NRA rebate, the City must be convinced that without public assistance, the project will not be financially feasible. Whether or not the project would proceed if incentives are unavailable speaks to the "But For" test; But for the incentives, the project would not proceed.

Gap analysis addresses the "But For" question by looking at the financing gap the incentives would bridge to make the project feasible. Gap analysis was performed by National Development Council (NDC), which concluded:

> The documents, discussions and responses presented by the Developer in support of its request for the NRA and IRB incentives demonstrate that a 75% NRA rebate and approval of IRBs to exempt eligible sales taxes are reasonable and help to avoid financing gaps that could make the project economically unfeasible and unlikely to proceed.

The NDC report is included as an addendum to this report **(Addendum F)**.

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Additional Considerations

	Other Considerations (Section 1-2106)	
	Overarching Policy, Section 1-2106	**Description**
1	The degree to which the business improves the diversification of the economy	Mixed-use, downtown project anticipated to bring additional retail and commercial activity to the central business district. Offices anticipated to foster entrepreneurial activity with potential for enhancing economy. Residential component to add density, vibrancy to district, supporting additional downtown investment.
2	The kinds of jobs created in relation to the types of skills available from the local labor market	The project is anticipated to attract and support high tech jobs through its entrepreneurial offices.
3	The degree to which the ultimate market for the business products and services is outside the community, recognizing that outside markets bring "new money" to the local economy,	Approximately 35% of project revenues are anticipated to come from non-local sources. Additional out of area revenues may potentially be gained by fostering small business growth through project's entrepreneurial offices.
4	The potential of the business for future expansion and additional job creation.	Thirty (30) class A office spaces (featuring high capacity fiber) will be dedicated to fostering entrepreneurship within the community. The facility will attract existing and new high tech personnel to live and work in Lawrence.
5	The beneficial impacts the business may have by creating other new jobs and businesses, including the utilization of local products or other materials and substances in manufacturing and creation of niche businesses, such as those in the bioscience area,	The project will eliminate a long vacant lot, replacing it with residential, office, and commercial space that will help add critical mass to Downtown and support the long term sustainability of the central business district.
6	The benefits and impacts the firm has on environmental quality both to the region or, through its products, nationally, as well as any efforts the firm makes to promote sustainability or mitigate environmental harm, and	Environmentally friendly features of the project include LED lighting throughout, water efficient plant scape on east and north sides of the building, energy efficient heating and air condition systems will be installed, facility to be built to the 2012 International Energy Conservation Code. Although the project will not seek LEED certification, it is anticipated to be built to certification standards.
7	The beneficial economic impact the business will have on a particular area of the City, including designated enterprise zones and areas of needed revitalization or redevelopment, and	Project will be in-fill development, using existing city infrastructure (e.g. streets, gutters, sidewalks, sewers, water lines, alleyway, electric, gas, phone and cable utilities). Creating more mixed-use density for the downtown reduces the City's cost per capita for the maintenance and repair of infrastructure assets. Enhanced street scape on Vermont Street will add to the overall vitality of Downtown. The project will help projected the need for a downtown grocery store as well as the need for high speed filbert cable. Project will add ornamental street lights to Vermont Street.
8	The compatibility of the location of the business with land use and development plans of the City and the availability of existing infrastructure facilities and essential public services.	The project requires completion of historic review and site planning, but it is presumed that the project can comply with all city codes.

Other non-quantifiable project benefits and impacts should also be considered within the context of this request, including:

- Project provides an opportunity to develop two long-vacant parcels to productive use.
- Project provides an opportunity to promote density and vibrancy within Downtown.
- Project provides an opportunity to support infill development.
- Office space will support entrepreneurial activity, potentially leading to additional economic benefits.

Performance Agreement

Per City policy, the property owner/developer would be required to enter into a performance agreement with the City in order to receive NRA rebates. The most significant reason for this is to make sure the owner/developer coordinates with the City and County at the beginning of the establishment of the district and to ensure that there are no delinquent property taxes during any of the years of the NRA plan. In addition, performance provisions could be stipulated within the agreement (e.g. start and end of construction, compliance with land use requirements).

Should an incentive package be approved, Staff would recommend including the following provisions in a performance agreement:

- Condition any incentives authorized for the project on the complete compliance with all land use requirements for the property, including the City's historic and downtown design guidelines. Failure to comply with these requirements would nullify any incentives approved.

- Project construction to commence within three years of NRA Plan adoption.

- Evidence of compliance with affordable housing provisions

Staff Summary

- Staff believes eligibility requirements have been met for both NRA and IRB sales tax exemption participation as per City and State requirements.

- Cost-Benefit analysis indicates the project is anticipated to meet or exceed the 1.25 ratio threshold for all taxing jurisdictions.

- As per the Gap analysis conducted by NDC: The documents, discussions and responses presented by the Developer in support of their request for the NRA and IRB incentives demonstrate that the requested incentives are reasonable and help to avoid financing gaps that could make the project economically unfeasible and unlikely to proceed.

- Short-term property tax revenues over the 10 year NRA period are estimated to increase substantially (546%) over property tax revenues generated if the property was not developed. Property tax revenues are anticipated to increase even more dramatically once the NRA expires as compared to if the property was left undeveloped.

PIRC Requested Action

Public Incentives Review Committee to provide recommendation to the City, County, and School District on participation in a NRA for the Vermont Street project and to the City for an IRB sales tax exemption on project construction materials and labor for remodeling.

Addendum A: Applicant Request Letter and Incentives Application

City of Lawrence, Kansas
Application for Economic Development Support/Incentives

The information on this form will be used by the City to consider your request for economic development support and may also be used to prepare a cost-benefit or other analysis of the project. Information provided on this form will be available for public viewing and will be part of compliance benchmarks, if approved for economic development support. Prior to submission, applicant may wish to seek technical assistance from City Staff, the Chamber of Commerce, the Small Business Development Center, or others to address questions and ensure the application is complete.

Please provide data in the cells below. Applicant is encouraged to attach additional pages as necessary to fully explain and support the answers to each question. Note anything additional you wish the City to take into consideration for your request and provide supporting documentation.

Applicant Contact Information	
Name:	Bob and Sandra Schumm
Title:	Developer/Owner
Organization:	Schumm Property Company
Address 1:	719 Massachusetts Street, Lawrence, Ks. 66044
Address 2:	
Phone:	(785) 766-0888
Email:	schummfoods@gmail.com
Fax:	(785) 842-4025

Application Tips:

Enter contact information for the company representative completing this application.

Economic Development Support Requested		
City Incentives	Amount	Term (in years)
Tax Increment Financing District (TIF)		
Transportation Development District (TDD)		
Neighborhood Revitalization Area (NRA)	75%	10 years
Tax Abatement (TA)		
Industrial Revenue Bonds (IRBs)	$9,300,000	n/a
Community Improvement District (CID)		
Other (Please Describe):		

Application Tips:

Applicable Terms:
TIF: Up to 20 years
TDD: Up to 22 years
TA: Up to 10 years
CID: Up to 22 years

IRBs: If applying for IRBs, please enter the amount that will cover all construction costs for the project. Enter "n/a" for term.

Examples: City provided water main along ABC Street from 1st Street to 2nd Street, employee training grant for 5 years at $500/new employee, etc.

Addendum A: Applicant Request Letter and Incentives Application

Project Information		
Name of Company Seeking Incentive(s):	Schumm Property Company	
Project Type *(check one)*:	Expansion:	
	New Facility:	X
Company Type *(check one)*:	Existing Local Company:	X
	Out-of-Area Company Locating Locally:	
Current Company Address:	719 Massachusetts Street	
Location of Proposed New Facility/Expansion Project:	815 Vermont Street	
Describe the Company's Plans to Develop or Expand in the Community: Five story building to include commercial, office, condos and on site parking.		
Operations Start Date at the Expansion or New Facility:		2017
Industry NAICS # for the New or Expanded Facility *(6-digit code)*:		531120
Describe the Primary Industry the New or Expanded Facility Will Support: Expansion and long term stabilization of Downtown Lawrence.		

Application Tips:

Company's Plans: e.g. ABC manufacturing is the nation's largest processors of wind turbine components. The company plans to construct a new 250,000 sf manufacturing plant in Commerce Park, initially employing 150 with an average annual salary of $35,000 each. Another 50 employees will be hired in Year 5 and 40 in year 7. The firm expects to initially invest $5 million in land and buildings and anticipates a 50,000 sf, $2 million expansion in Year 5 and another 50,000 sf expansion in Year 7.

Link for NAICS code lookup: http://www.naics.com/search.htm

Capital Investment Information for New Facility or Expansion			
Estimated Size of New Facility *(square feet)*:	50,463 sq. ft.		
Estimated Size of Land for New Facility *(acres)*:	11,115 sq. ft.		
***For the new or expanded facility, enter the amount the company anticipates spending for initial and subsequent investments in land, buildings and improvements** (do not include machinery or equipment):*			
Year	**Buildings & Other Real Property Improvements**	**Land**	**Total**
1		$700,000	$700,000
2	$8,575,979		$8,575,979
3			
4			
5			
6			
7			
8			
9			
10			
Total	$8,575,979	$700,000	$9,275,979
Will land be leased from the City or County *(Y/N)*:	No		
If yes, Monthly Lease Rate for Land:	N/A		

Application Tips:

If expansion, only include information on size and values of the new facility, not existing facility.

If land is currently owned, enter current land value from Douglas County property tax records. Otherwise, enter the market value amount the company will pay for land.

Addendum A: Applicant Request Letter and Incentives Application

Local Utility Expenses		
Utility	**Current Local Monthly Expenses**	**Projected Local Monthly Expenses at *New Facility***
Gas		$1783.00
Electricity		$5332.50
Phone		$600.00
Cable		$3076.67
Operating Expenditures		
For Expansion Projects, Current Annual Operating Expenses at Existing Facility:	N/A	
Annual Operating Expenses after Expansion/Relocation:	$416,506.00	
% of Additional Operating Expenses Anticipated to be Spent Locally:	100%	
Revenues		
% of Revenues at the new Lawrence Facility Anticipated to Come from Non-Local Sources.	35%	
Anticipated Annual Gross Profits:	Unknown	

Application Tips:

Current Local Monthly Expenses: Enter 0 for an out-of-area relocation or if project involves a separate, new facility.

Projected Local Monthly Expenses: Enter expense amounts anticipated at the new facility.

Existing Facility Annual Operating Expenses: Enter 0 if project is being relocated from out-of-area or if project involves a separate, new facility.

% Additional Operating Expenses Spent Locally: Enter % of operating expenses anticipated to be spent in Lawrence/Douglas County as a result of the project.

Exports: Enter % of revenues (from the sale of goods or services) anticipated to be generated from sources outside of Lawrence/Douglas County.

Anticipated Annual Gross Profits: Please provide an estimate of anticipated Annual Gross Profits ($). Note: For expansions, please enter anticipated gross annual profits from expansion.

IRB and Tax Abatement Request Information	
If you are seeking an IRB, please list the firm that will be receiving the IRB: Vermont Place L.L.C.	
Will your firm be leasing the building or the land in your expansion or newly constructed facility? *(Y/N)*	No
If you are leasing the building or land, and you are seeking a tax abatement <u>without</u> an IRB, please list the tenant and owner and the financial relationship between tenant and owner. Not leasing the building or land.	
Total Cost of <u>Initial</u> Construction for the Project:	$9,275,979
Estimated Cost of Construction Materials for <u>Initial</u> Construction:	$3,027,765

Note: Applicant may be required to provide additional financial information for the project and company.

Addendum A: Applicant Request Letter and Incentives Application

Environmental Information		
Will the new facility meet Energy STAR criteria? (Y/N)		Yes
Will the project seek or be designed to LEED certification standards? (Y/N)		No
If yes, please indicate level:	Certification	
	Silver	
	Gold	
	Platinum	

Please describe environmentally friendly features of the project:

LED Lighting throughout.
Water efficient plant scape on east side and north side of building.
Energy efficient heating and air conditioning systems installed.
Facility to be built to the 2012 International Energy Conservation Code.
Project will strive to achieve a "certified" LEED designation but will not be inspected and verified by the LEED association.

Application Tips:

Environmentally Friendly Features: e.g. Low-energy, led lighting used throughout, pedestrian friendly elements including green space, bike paths, water saving native plantings used in landscapes, etc.

Please describe anticipated positive environmental impacts resulting from the project:

This project is infill development which will use existing city infrastructure ie, Streets, gutters, sidewalks, sewers, water lines, alleyway, electric, gas, phone and cable utilities.
Creating more mixed use density for the downtown reduces the City's cost per capita of the maintenance and repair of these infrastructure assets.

Please describe anticipated negative environmental impacts and planned remediation efforts:

There are no apparent negative environmental impacts.

Addendum A: Applicant Request Letter and Incentives Application

Additional Community Benefits
Describe Other Local Economic Benefits Resulting From Project: Project continues to add critical mass to Downtown Lawrence. It will eliminate a vacant lot. Allows for more than 30 class A office spaces featuring high capacity fiber to be dedicated to entrepreneurship in the community. This facility will attract existing and new high tech personnel to live and work in Lawrence. Additionally, more living units will be available downtown thereby allowing for the long term sustainability of our central business district. The project will add 22 underground parking spaces on site.
Describe Other Quality of Life Benefits Resulting From Project: Enhanced street scape on Vermont Street, adding to the overall vitality of Downtown Lawrence. The project will help promote the need for a downtown grocery store as well as the need for high speed fiber cable. Project will add ornamental street lights to Vermont Street. Project principles are long term Lawrence citizens who have contributed generously in time and work to our community.

Application Tips:

Local Economic Benefits: Include additional benefits not directly related to project capital investment and direct employment (e.g. Project attracting overnight visitors that will spend on lodging, entertainment, food and beverages, shopping, etc.)

Quality of Life Benefits: Include tangible and intangible benefits; such as how company is/will be a good corporate citizen, community involvement, local philanthropy efforts, and how project /company will contribute to local well being of citizens.

Addendum A: Applicant Request Letter and Incentives Application

Employment Information	
Construction Employment for New Facility or Expansion	
# Full-Time, Construction Jobs:	100
Average Annual Salary for Full-Time, Construction Workers *(during construction period)*:$7,569,413 total construction cost x 60% labor cost = $4,541,647\$45,500= 99.82 full time construction jobs.	$45,500
Construction Period (months): 12 months	
For Expansion, # of Full-Time Employees Currently Working in Lawrence: 0	
New Employment Resulting from Project	

	Year	# Jobs	Avg Annual Salary	# Jobs	Avg Annual Salary	# Jobs	Avg Annual Salary	# Jobs	Avg Annual Salary
Net New Jobs (full-time, permanent)	1	.5	15600						
	2	.5	15600						
	3	.5	15600						
	4	.5	16000						
	5	.5	16000						
	6	.5	16500						
	7	.5	16500						
	8	.5	16500						
	9	.5	17000						
	10	.5	17000						
	Total	.5	17000						

Anticipated # of Employees to Be Relocated Locally as a Result of the Project	
# of Net New Full-Time Employees Anticipated to be Relocated From Outside of Kansas:	N/A
# of Net New Full-Time Employees Anticipated to be Relocated from Outside of Lawrence/Douglas County:	N/A
# of Local, Full-Time Jobs Anticipated At End of Incentives Period: .5	

Application Tips:

Enter 0 if project is new or relocation.

Enter information by major job category (e.g. administrative, support, professional, executive, production, etc.)

For a local expansion, Net New Jobs = number of additional employees to be hired each year, excluding employees that are already employed in Lawrence.)

Average Annual Salary: Only provide wage information. Do not include the value of non-wage benefits such as insurance and time off.

 # Jobs at End of Incentives Period: Enter total number of full-time employees (existing & new) anticipated to be employed at the new facility over the term of incentives (e.g. if applying for a 10-year tax abatement, this would be the total number of local Existing (if expanding) + Net New full-time jobs anticipated at the end of that 10-year period.)

Employee Benefits	
Description	**After Expansion or Relocation**
% of Employees with Company Provided Health Care Insurance	0
% of Health Care Premium Covered by Company	0
% of Employees with Company Provided Retirement Program	0
Will You Provide Job Training for Employees? *(Y/N)*	N/A
If Yes, Please Describe:	
What is the Lowest Hourly Wage Offered to New Employees?	$15.00
What Percentage of Your New Employees Will Receive this Wage?	100
Will You Provide Additional Benefits to Employees? *(Y/N)*	No

Addendum A: Applicant Request Letter and Incentives Application

If Yes, Please Describe:

Addendum A: Applicant Request Letter and Incentives Application

NRA Eligibility Statement
If applying for an NRA, please describe how your project meets one of the following state statute requirements for eligibility:
(1) Project is in an area in which there is a predominance of buildings or improvements which by reason of dilapidation, deterioration, obsolescence, inadequate provision for ventilation, light, air, sanitation, or open spaces, high density of population and overcrowding, the existence of conditions which endanger life or property by fire and other causes or a combination of such factors, is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency or crime and which is detrimental to the public health, safety or welfare:
(2) Project is in an area which by reason of the presence of a substantial number of deteriorated or deteriorating structures, defective or inadequate streets, incompatible land use relationships, faulty lot layout in relation to size, adequacy, accessibility or usefulness, unsanitary or unsafe conditions, deterioration of site or other improvements, diversity of ownership, tax or special assessment delinquency exceeding the actual value of the land, defective or unusual conditions of title, or the existence of conditions which endanger life or property by fire and other causes, or a combination of such factors, substantially impairs or arrests the sound growth of a municipality, retards the provision of housing accommodations or constitutes an economic or social liability and is detrimental to the public health, safety or welfare in its present condition and use: The proposed project site, being the result of a devastating fire in 1990, leaves the site incompatible with the existing commercial district. The current state renders the site useless and contributes to the overall deterioration of the economic neighborhood thereby substantially impairing the sound growth of the municipality and creating an economic detriment to the public.
(3) Project is in an area in which there is a predominance of buildings or improvements which by reason of age, history, architecture or significance should be preserved or restored to productive use: This project is located in Downtown Lawrence next to a building listed on the Federal Historic Register. The original buildings, the Lawrence House Hotel and the Miller Print Shop, were lost to a fire on December 24, 1990, thereby leaving this lot vacant and non-productive. Since the fire, this area has lost much vitality. Building on this vacant lot will greatly help to revive this part of our downtown and add definition to the long term sustainability of our downtown.

Addendum A: Applicant Request Letter and Incentives Application

Disclosures

Company Form of Organization: L.L.C.

Please list the name(s) of each partner (or member) who owns (or will own) 5% or more capital of the company. In the case of businesses owning another business (such as an umbrella LLC that is the owner of several other LLC's), the actual partners' names need to be listed, not just the registrant's name with the Secretary of State.

Company Principals:
Robert J. Schumm
Sandra J. Schumm

List all subsidiaries or affiliates and details of ownership:

Subsidiary : N/A

Principals: Robert J. Schumm
Sandra J. Schumm

Has Company or any of its Directors/Officers been involved in or is the Company presently involved in any type of litigation?	No
Has the Company, developer or any affiliated party declared bankruptcy?	No
Has the Company, developer or any affiliated party defaulted on a real estate obligation?	No
Has the Company, developer or any affiliated party been the defendant in any legal suit or action?	Yes
Has the Company, developer or any affiliated party had judgments recorded against them?	No

If the answer to any of the above question is yes, please explain:

City Commission 1990 – Rezoning case filed by developer J.V.J. of Cleveland, OH. for a cornfield mall. Case decided in favor of defendants in both State and Federal court. The City won big time!

Note: Applicant may be required to provide additional financial information for the project and company.

Addendum A: Applicant Request Letter and Incentives Application

When you have completed this form to your satisfaction, please sign and send, along with applicable application fee(s) to:

City of Lawrence
Attn: Economic Development Coordinator
6 East 6th Street
Lawrence, KS 66044
Fax: 785-832-3405
Email: bcano@lawrenceks.org

Application Fees	
Tax Abatement	$500
Industrial Revenue Bonds (IRB)	$1,000
Community improvement District (CID)	$2,500
Neighborhood Revitalization Area (NRA)	n/a
Transportation Development District (TDD)	n/a
Tax Increment Financing (TIF)	n/a
Other	n/a

I hereby certify that the foregoing and attached information contained is true and correct, to the best of my knowledge:

Applicant/Representative: Robert J Schumm
(Please Print)

Signature: [signature] Date: 10-8-16

Sandra J. Schumm

Sandra J. Schumm 10/8/16

Addendum A: Applicant Request Letter and Incentives Application

Vermont Place LLC

Vermont Place is a proposed multi-use development featuring commercial space, high tech office space, and living units, as well as a subterranean parking structure. The land is currently vacant, and the strong attraction to locate downtown presents an opportunity to develop this property at this time.

Vermont Place will be located on two city lots, Vermont Street Lt 51 and N 45 Lt 53, which combined are 95 feet wide and 117 feet deep. The approved structure will be five stories in height and provide for 22 underground parking places. The first floor which has a total of 7,788 rentable square feet will be rented to commercial tenants. The second floor will feature approximately 30 individual offices of about 150-300 square-feet. These offices will be outfitted with a high- speed fiber optic support system. Floors three through five will be developed as condominiums. The entire building will be equipped with LED lighting as well as energy efficient heating and cooling equipment. The facility will be built to the 2012 International Energy Conservation Code which will result in a high degree of energy efficiency.

The north lot was the original site of the Lawrence House Hotel. The Kansas Sanborn Fire Insurance Map of downtown Lawrence shows that the hotel was in place in 1883. Railroad tracks located in Vermont Street allowed for trains carrying passengers to pull up in front of the hotel so that guests could get off the train and walk up to the hotel. The hotel was viable for many years but eventually ceased operating as a hotel. Other businesses occupied the structure on the first floor, one of which extended the first floor to the east property line, thereby altering the façade in a negative manner. An addition was added to the west side extending the first floor to the alley. Some of these businesses were: Dusty Rhodes Heating and Air, NAPA Auto Parts, Alley Cat Records, and others. In the early 1980's Bob and Sandra Schumm bought the property with the intent of restoring this historic property. After the purchase they commenced with renting out the first floor.

Addendum A: Applicant Request Letter and Incentives Application

The south lot of the proposed site was owned by Harlan W and Frances M Miller, and they operated the Miller Print Shop there for over 40 years. Once again, according to the Sanborn Maps, the Miller Print Shop was originally a hotel, albeit a much smaller hotel than the Lawrence House, showing up on the same 1883 map as the Lawrence House.

Of additional historic importance is that research shows tall buildings were located on three corners of the intersection of 8th and Vermont, formerly known as Vermont and W. Henry. The northwest lot hosted Market House, which later became City Hall as well as home to the Douglas County government. This building was approximately four stories in height. The northeast corner was occupied by the YMCA and later was converted to the WREN building. It was 3 and ½ stories high. Finally, located on the southeast corner, was the Fraternal Aid Building with a large, four story façade. Originally, large buildings in the area were somewhat the norm.

On December 24th, 1990 a fire broke out in the Miller Print Shop, and gusty winds from the south pushed the fire from the Miller shop into the Lawrence House as fire fighters on the scene worked to contain the blaze. Ultimately both structures were totally destroyed, and the remaining walls were ordered to be razed by the Chief Building Inspector, thus creating the two vacant lots that exist today.

The site is located next to the Lucy Hobbs Taylor House, which is listed on the National Historic Register as well as the Lawrence Historic register. The proposed site is located within the environs of this historic structure and, therefore, the plans have been reviewed and approved on a 4-0 vote by the Lawrence Historic Resources Commission. Stan Hernly of Hernly and Associates Architects expertly prepared and amended the plans during the process which lasted a little over three months including three HRC meetings. There were many alterations to the original plan but, in the end, by working with the HRC, a better plan exists today.

Addendum A: Applicant Request Letter and Incentives Application

After the plans had been approved by the HRC, B. A. Green Construction estimated the cost of the project. Their construction estimate came in at $7,700,000. Not included in this price are the land cost and the project soft costs which total about $1,403,074. Subsequently, more comprehensive estimates were received from Benchmark Construction of Eudora and First Construction of Lawrence with "all in" costs totaling $9,275,979. Benchmark Construction priced the parking level at their high range of $1,025,910. Extrapolating costs from the B. A. Green proposal for the subterranean parking structure, place the cost for it at $1,138,020 or $51,728 per space. This project will provide for an estimated 100 full-time construction jobs at an average wage of $45,500 per year. The project will take 12 months to complete.

Previously the City Commission has received emails on 6/25/15 and 9/27/15 advising them of the project and its municipal journey. Staff has been consulted along the way with regards to incentives available for this project. Once the estimated costs were presented from the B. A. Green Co. on November 6th, it became obvious that the cost of parking was at such an exorbitant amount per space that the project could not support it. Therefore, at this time, an application for Economics Development Support/Incentives is being submitted.

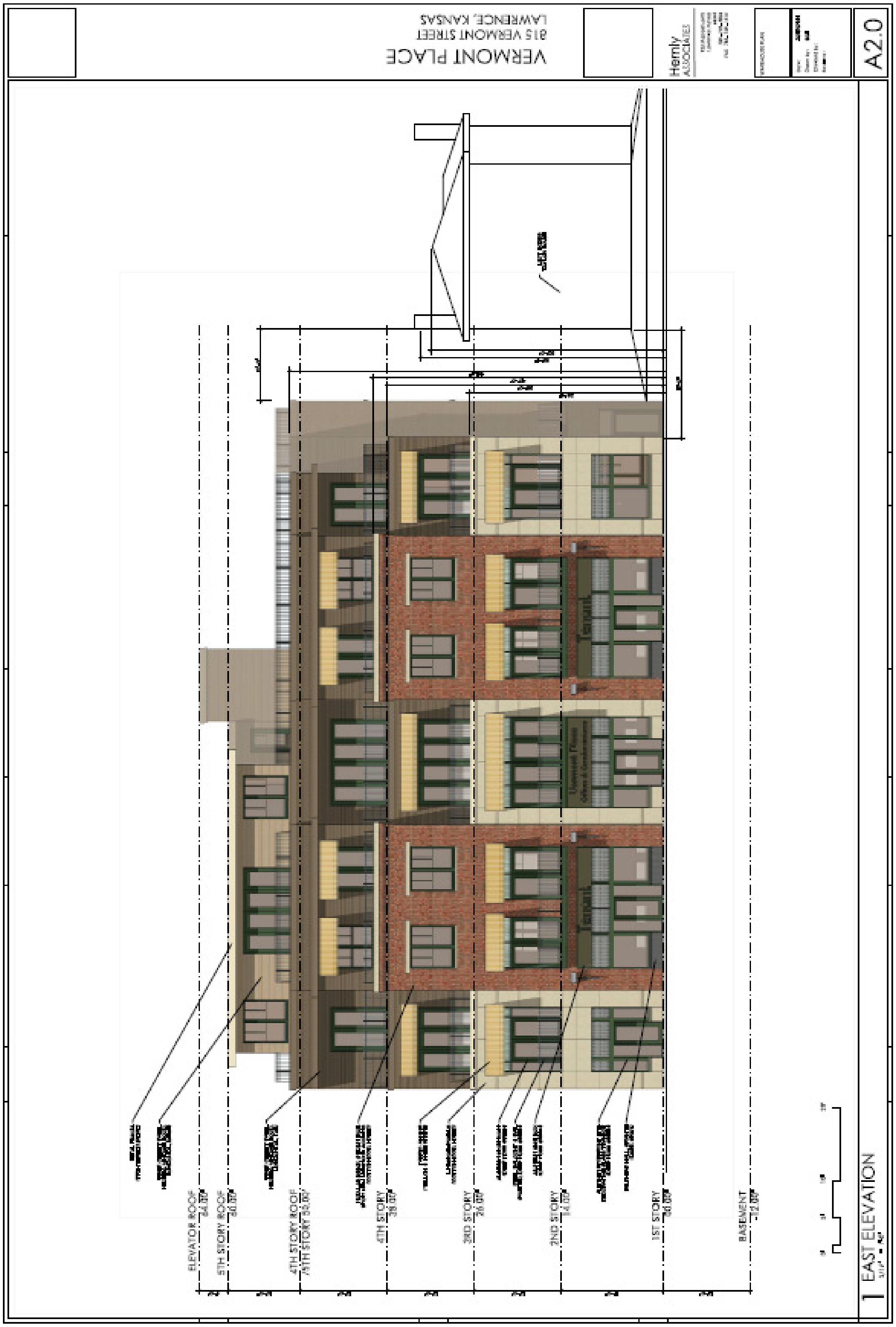
The long-term goal of downtown has always been to try to encourage new, mixed-use developments with the most emphasis on constructing new living units. This infill development provides for commercial space, living units, parking, but most of all approximately 30 new high tech office spaces, which will be supported by a common office infrastructure that will feature- high speed fiber in which high- tech entrepreneurs can prosper. Developments like this help support the call for a neighborhood grocery store downtown.

This development makes good economic sense for our city. Currently the two lots that comprise the site pay annual property taxes of $5,977. The County Appraiser estimates the projected annual property taxes to range from $131,388 to $209,462 per year once the building is completed. Therefore, completion of this project assures the City of a nice increase to the tax base.

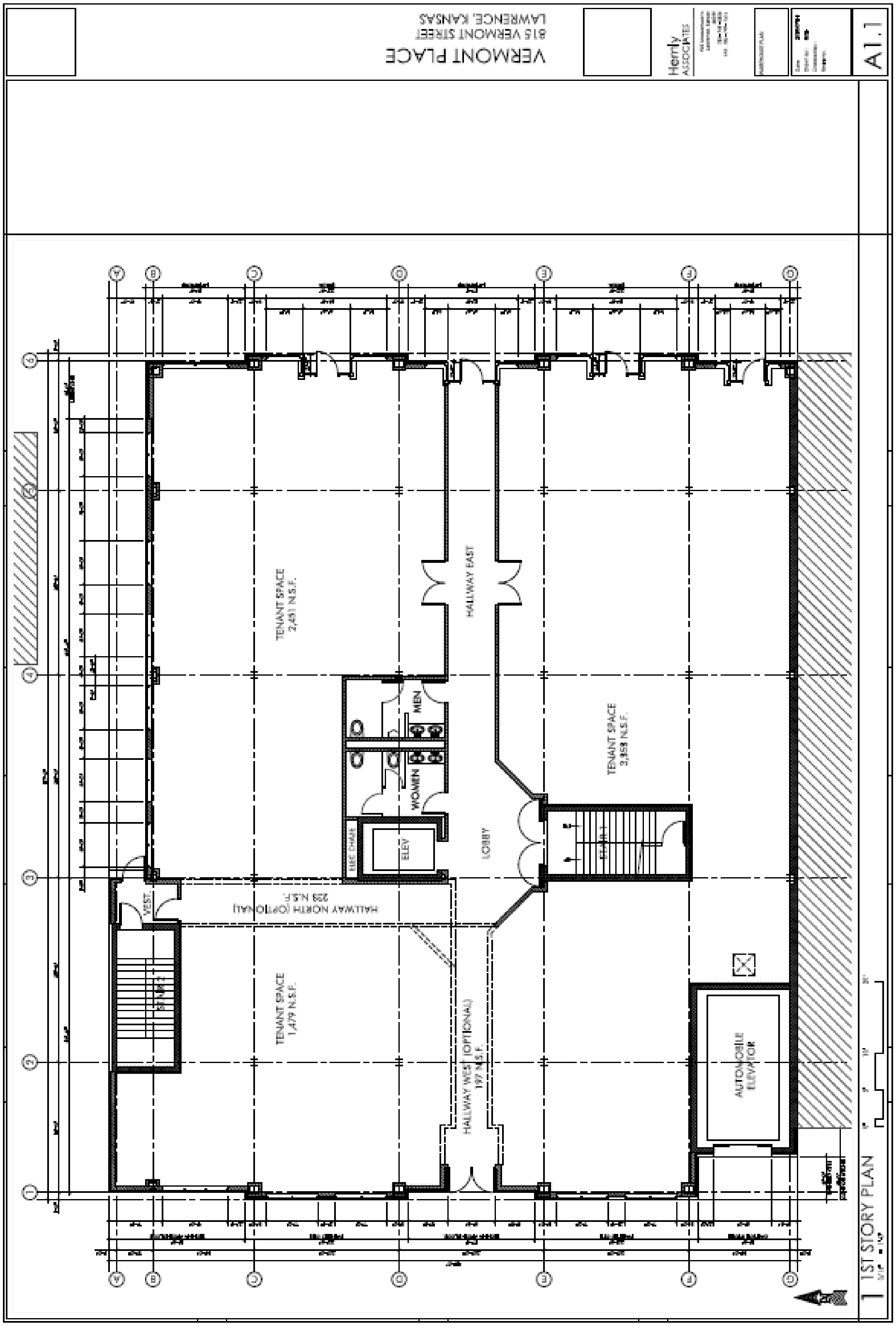
Addendum A: Applicant Request Letter and Incentives Application

This project will definitely help support the long term viability of Downtown Lawrence, enhancing a soft area of Vermont Street. Currently, there are no living units on Vermont Street from 6th street to 11th street. By offering new living and commercial space opportunities and encouraging high tech entrepreneurism, this project will greatly contribute to the long term goal of sustaining Downtown Lawrence.

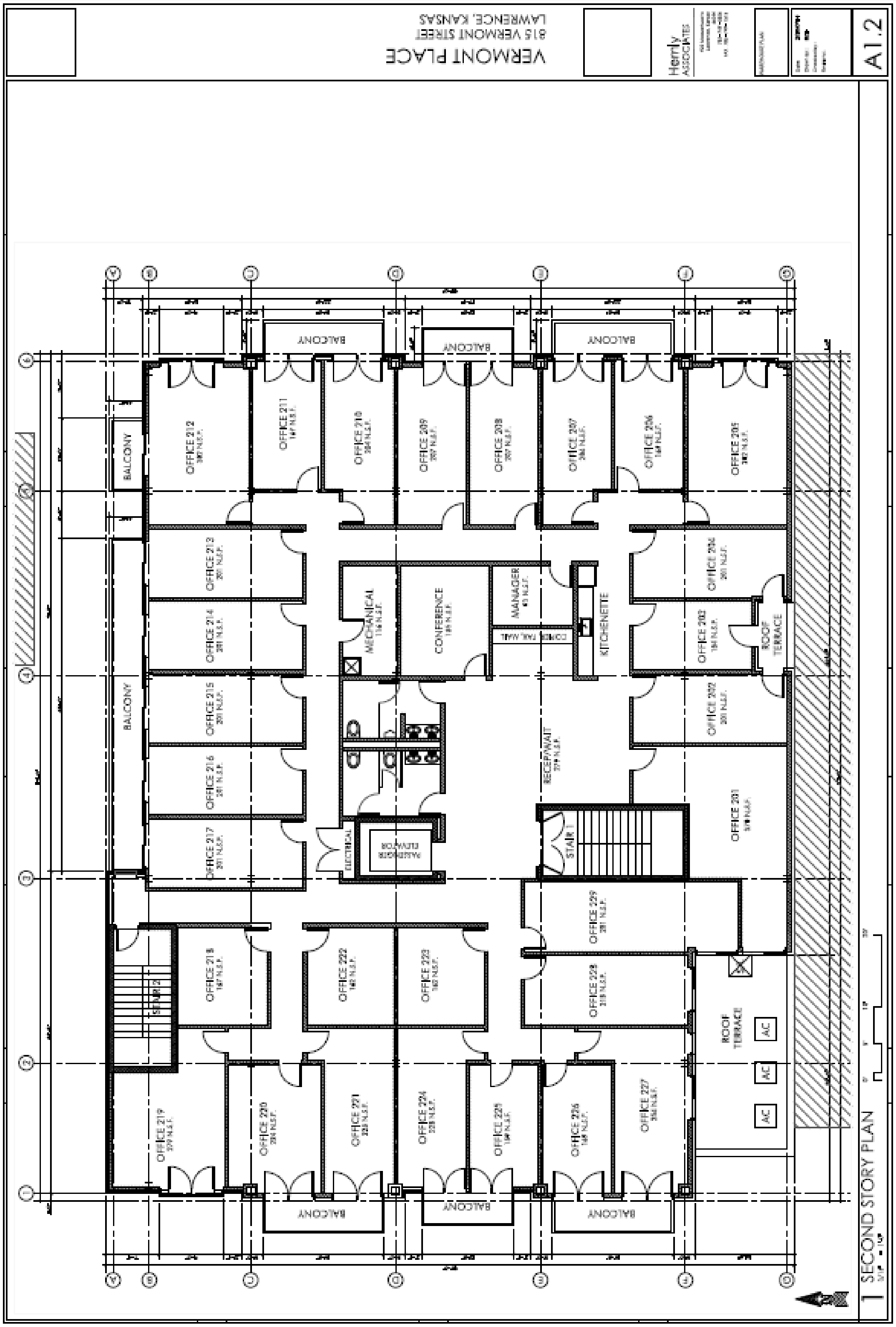
Addendum A: Applicant Request Letter and Incentives Application



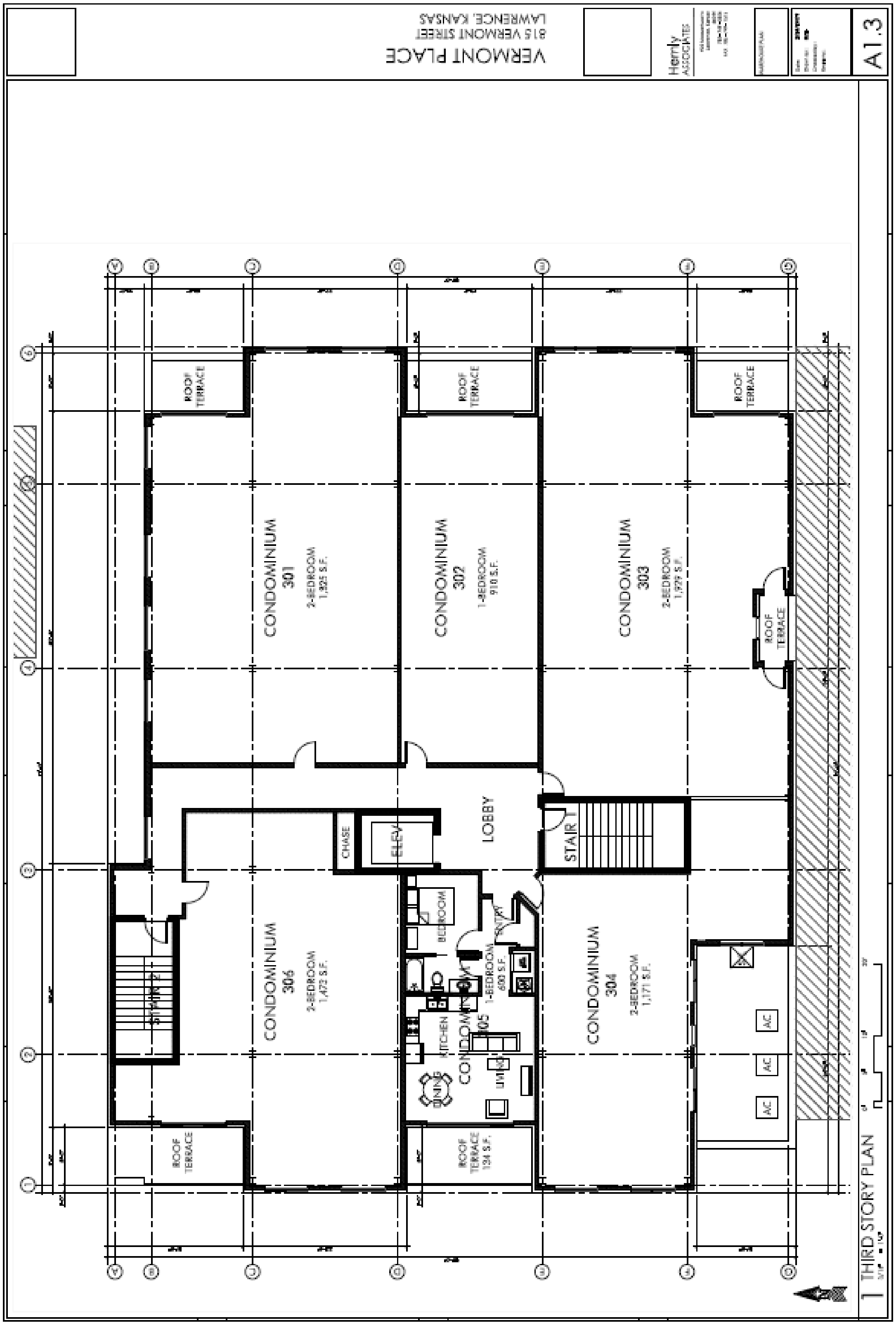
Addendum A: Applicant Request Letter and Incentives Application



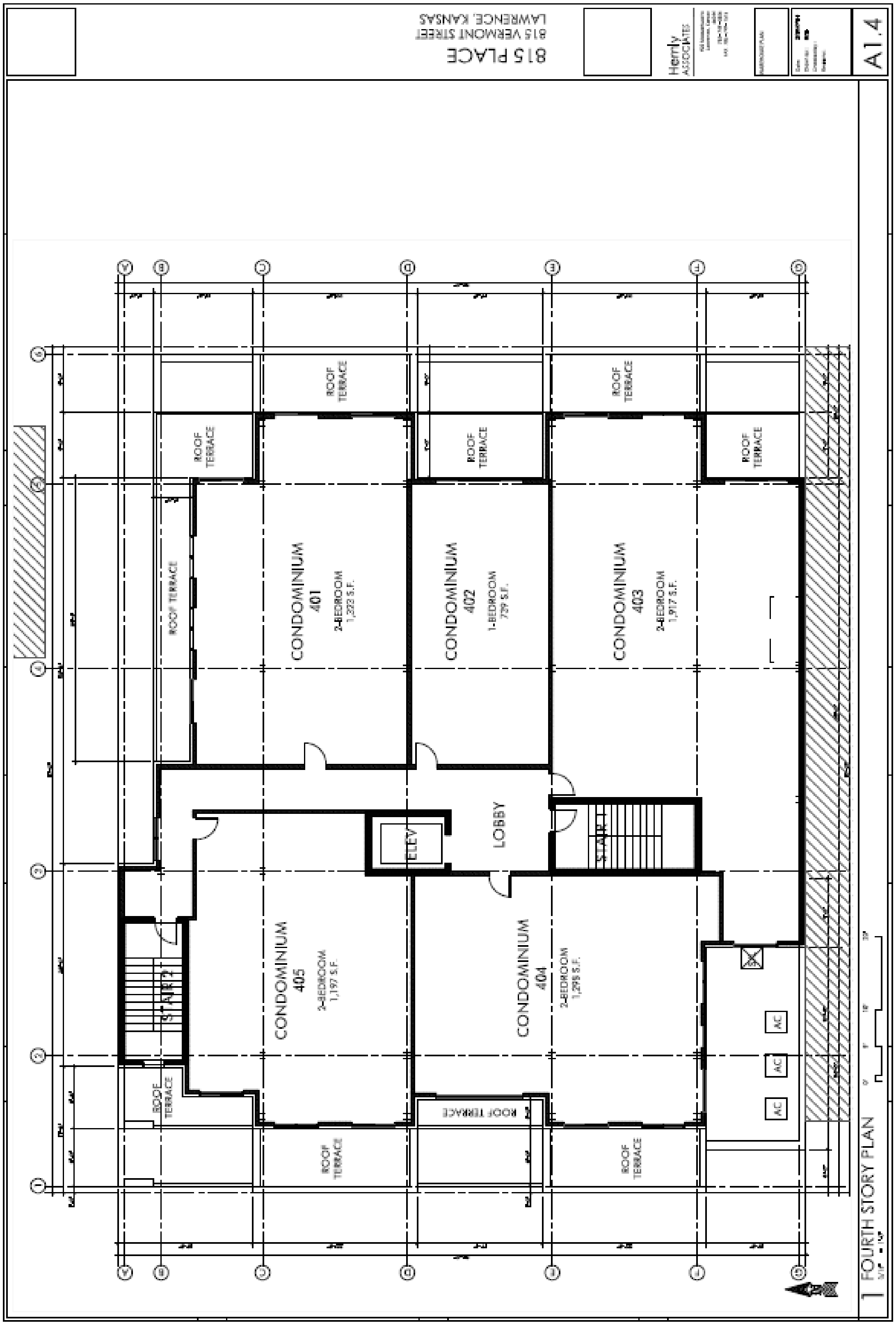
Addendum A: Applicant Request Letter and Incentives Application



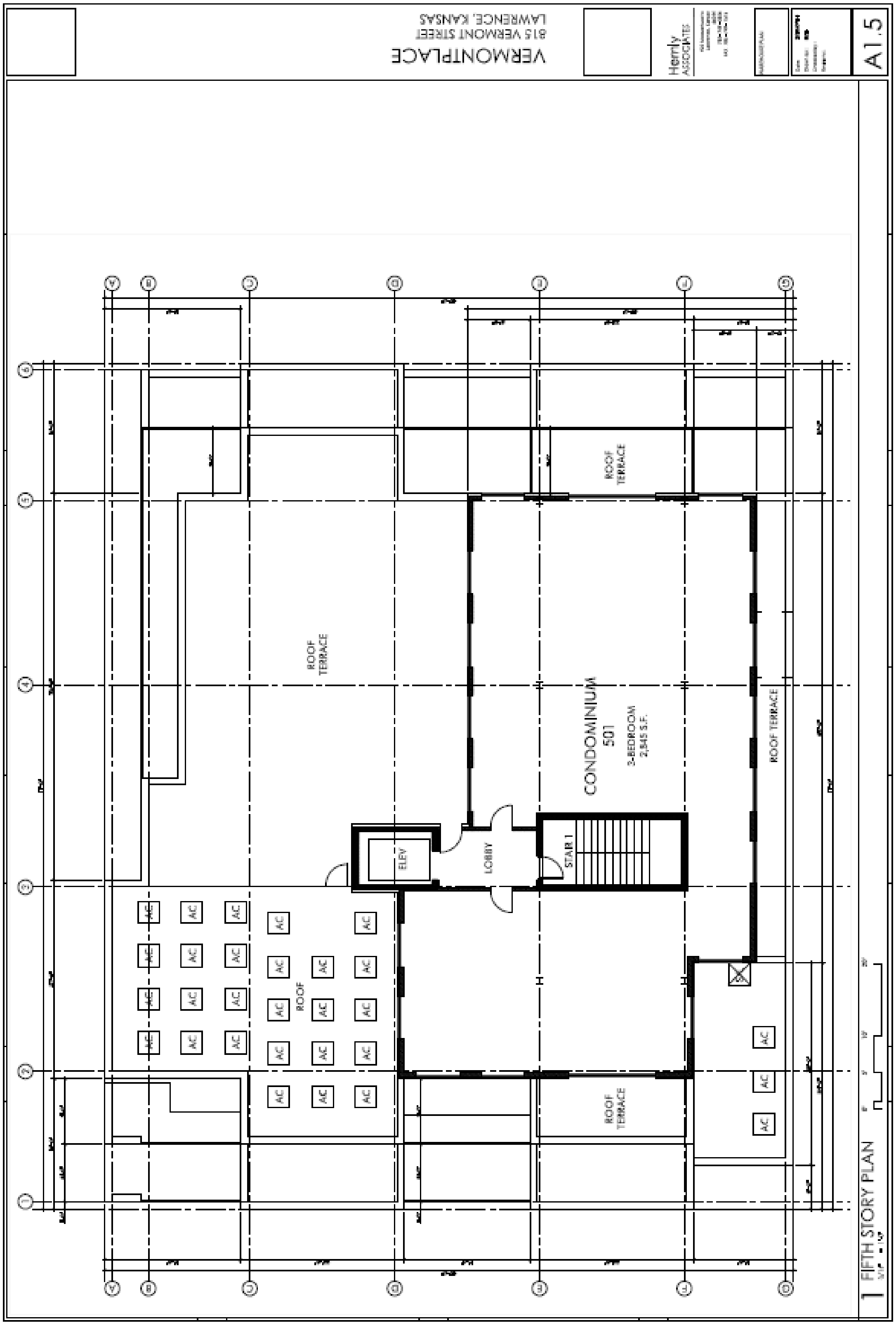
Addendum A: Applicant Request Letter and Incentives Application



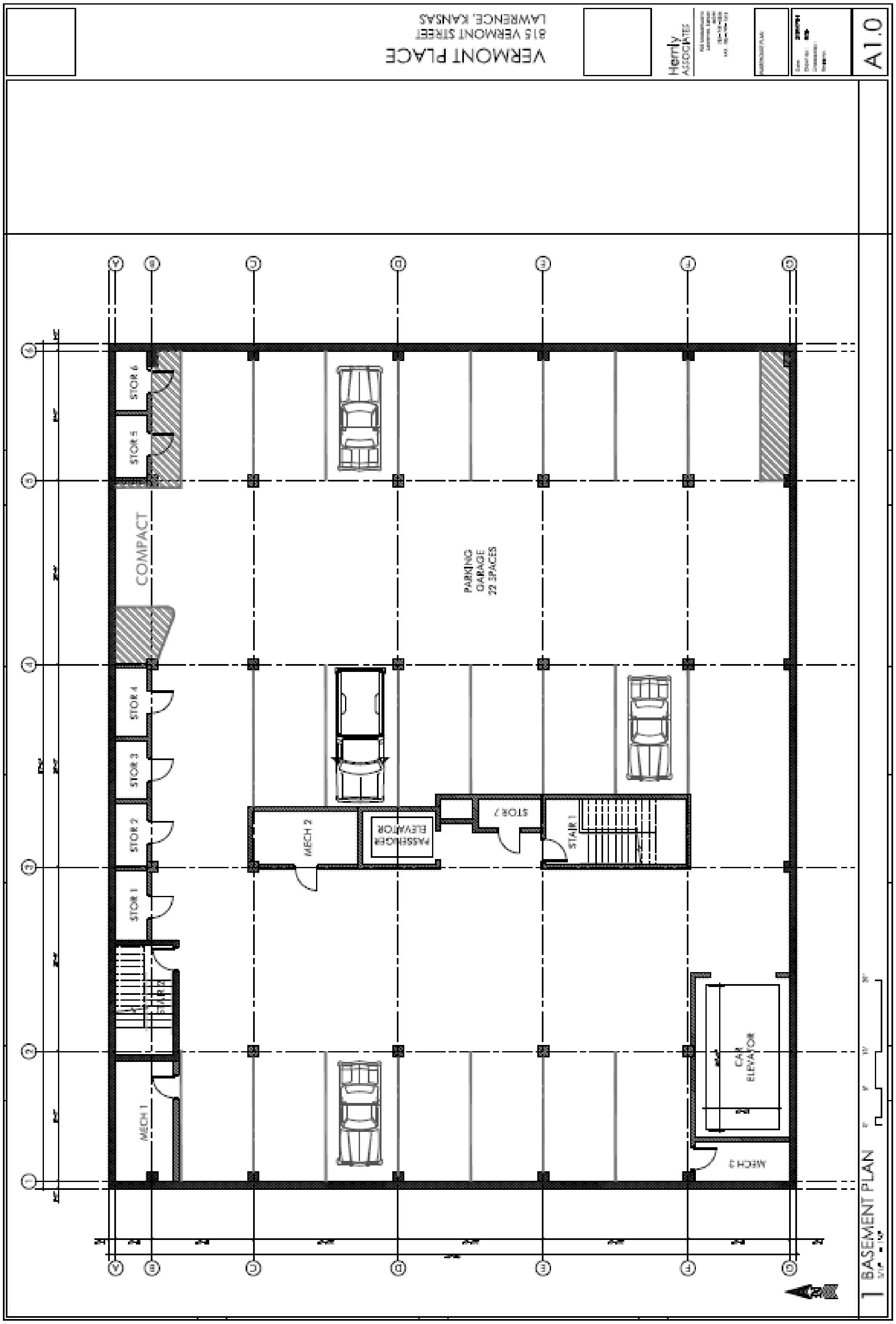
Addendum A: Applicant Request Letter and Incentives Application



Addendum A: Applicant Request Letter and Incentives Application



Addendum A: Applicant Request Letter and Incentives Application



Addendum B: Staff Memo on Project NRA Eligibility

Memorandum
City of Lawrence
City Attorney's Office

TO:	City Commission
FROM:	Toni R. Wheeler, City Attorney trw
C:	Thomas M. Markus, City Manager Diane Stoddard, Assistant City Manager Britt Crum-Cano, Economic Development Coordinator
DATE:	July 27, 2016
RE:	Schumm Property Company's Application and Eligibility for Neighborhood Revitalization Act (NRA) Incentive

The City Commission requested our office provide an opinion on whether the application submitted by Robert and Sandra Schumm and Schumm Property Company is eligible for Neighborhood Revitalization Act (NRA) tax rebates under state law. We conclude the proposed project satisfies at least one of the conditions described in subsection (c) of K.S.A. 12-17,115, and amendments thereto. Provided the Governing Body finds the condition exists and that rehabilitation or redevelopment of the area is necessary to protect the public health, safety, or welfare of Lawrence residents, then the project will be eligible for the NRA incentive.

<u>Brief Background of Neighborhood Revitalization Act (NRA)</u>
The Kansas Legislature enacted the NRA in 1994. Its purpose is to improve blighted areas in municipalities by incentivizing property owners to improve their properties through the use of property tax rebates. Under the law, a municipality is authorized to designate an area as a neighborhood revitalization area and develop a corresponding revitalization plan for the area. A special fund is established and all or a portion of the increment in the ad valorem property taxes resulting from the taxpayer's improvements to his or her property in the designated area is credited to the fund. The tax increment (or percentage approved by the governing body) is returned to the taxpayer in the form of a rebate.

<u>Neighborhood Revitalization Area Defined</u>
The Act defines a neighborhood revitalization area as follows:

> "'Neighborhood revitalization area' means:
>
> (1) An area in which there is a predominance of buildings or improvements which by reason of dilapidation, deterioration, obsolescence, inadequate provision for ventilation, light, air, sanitation, or open spaces, high density of population and overcrowding, the existence of conditions which endanger life or property by fire and other causes or a combination of such factors, is conducive to ill health, transmission of disease, infant mortality, juvenile

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delinquency or crime and which is detrimental to the public health, safety or welfare;

(2) an area which by reason of the presence of a substandard number of deteriorated or deteriorating structures, defective or inadequate streets, incompatible land use relationships, faulty lot layout in relation to size, adequacy, accessibility or usefulness, unsanitary or unsafe conditions, deterioration of site or other improvements, diversity of ownership, tax or special assessment delinquency exceeding the actual value of the land, defective or unusual conditions of title, or the existence of conditions which endanger life or property by fire or other causes, or a combination of such factors, substantially impairs or arrests the sound growth of a municipality, retards the provision of housing accommodations or constitutes an economic or social liability and is detrimental to the public health, safety or welfare in its present condition and use; or

(3) an area in which there is a predominance of buildings or improvements which by reason of age, history, architecture or significance should be preserved or restored to productive use."

K.S.A. 12-17,115(c).

The proposed NRA area will comprise a single lot near the middle of the 800 block of Vermont Street. The land has been vacant since a 1990 fire destroyed an historic structure on the lot. A hair salon, bakery, restaurant, and extended stay hotel are located north of the subject lot; to its south is an office building that contains a law office, dental office, and an optometrist's office. The City's Carnegie Library is located on the south end of the block. A map is attached for your reference.

The vacant lot that is the subject of the Schumms' application meets the "incompatible land use relationships" condition identified in K.S.A. 12-17,115(c)(2). The subject lot is located amid an otherwise thriving commercial area, but has remained undeveloped and virtually useless for many years. As a vacant lot, the subject lot is incompatible with other land uses on the block and the commercial uses along Massachusetts Street. Since the area meets at least one of the conditions listed in the statute, it can be designated as a revitalization area if the governing body makes the necessary finding that the rehabilitation of the area is necessary to protect the welfare of the Lawrence residents.

Please let me know if you need additional information.

815 Vermont Neighborhood Revitalization Area

0 200 400 Feet

City of Lawrence

Addendum C: City NRA Policy, Resolution 6954

RESOLUTION NO. 6954

A RESOLUTION ESTABLISHING A POLICY OF THE CITY OF LAWRENCE, KANSAS RELATING TO NEIGHBORHOOD REVITALIZATION AREAS.

WHEREAS, the City of Lawrence, Kansas (the "City") is committed to the high quality and balanced growth and development of the community while preserving the City's unique character and broadening and diversifying the tax base; and

WHEREAS, the economic development goals of the City include the expansion of existing businesses, development of new businesses, economic development activities which are environmentally sound, diversification of the economy, quality in-fill development, historic preservation, and the creation of quality jobs; and

WHEREAS, neighborhood revitalization areas are an economic development tool established by K.S.A. 12-17,114 et seq. (the "Neighborhood Revitalization Act") which can assist with spurring reinvestment and revitalization of properties which can benefit a neighborhood and the general public; and

WHEREAS, the City finds it in the best interest of the public to establish certain policies and guidelines for the consideration of requests to utilize the Neighborhood Revitalization Act ("NRA") within the City of Lawrence.

NOW, THEREFORE, THE GOVERNING BODY OF THE CITY OF LAWRENCE, KANSAS DOES HEREBY RESOLVE;

SECTION ONE: This policy shall be entitled the Neighborhood Revitalization Act Policy of the City of Lawrence.

SECTION TWO: POLICY STATEMENT: It is the policy of the City to consider the establishment of Neighborhood Revitalization areas in order to promote reinvestment and revitalization of properties which in turn have a positive economic effect upon a neighborhood and the City in general. An applicant may request the City consider the establishment of a Neighborhood Revitalization area under the NRA either for a specific property, group of properties or neighborhood area. In considering the establishment of an NRA, the Governing Body shall consider the criteria outlined in Section Three. In determining the amount of a rebate, the Governing Body may balance the desirability of the project versus the amount and duration of the rebate and the requirements set forth in Section Four. It is the policy of the City to only consider the establishment of Neighborhood Revitalization areas which yield a benefit/cost ratio of at least 1.25.

SECTION THREE: CRITERIA:

1. ELIGIBLE AREAS: Eligible areas may include a defined geographic area which encompasses more than one property, or it may be a single property/lot.

2. STATUTORY FINDINGS AND OTHER CRITERIA:

A. STATUTORY CRITERIA. It shall be the policy of the City to create a Neighborhood Revitalization area, if, in the opinion of the Governing Body, the rehabilitation, conservation or redevelopment of the area is necessary to protect the public health, safety or welfare of the residents of the City of Lawrence, it is in the best interest of the City to do so, and if, in the opinion of the Governing Body, one of the following findings, set forth in K.S.A. 12-17,115 can be made:

1. An area in which there is a predominance of buildings or improvements which by reason of dilapidation, deterioration, obsolescence, inadequate provision of ventilation, light, air or open spaces, high density of population and overcrowding, the existence of conditions which endanger life or property by fire and other causes or a combination of such factors, is conductive to ill health, transmission of disease, infant mortality, juvenile delinquency or crime and which is detrimental to the public health, safety or welfare;
2. an area which by reason of the presence of a substantial number of deteriorated or deteriorating structures, defective or inadequate streets, incompatible land use relationships, faulty lot layout in relation to size, adequacy, accessibility or usefulness, unsanitary or unsafe conditions, deterioration of site or other improvements, diversity of ownership, tax or special assessment delinquency exceeding the actual value of the land, defective or unusual conditions of title, or the existence of conditions which endanger life or property by fire and other causes, or a combination of such factors, substantially impairs or arrests the sound growth of a municipality, retards the provision of housing accommodations or constitutes an economic or social liability and is detrimental to the public health, safety or welfare in its present condition and use; or
3. an area in which there is a predominance of buildings or improvements which by reason of age, history, architecture or significance should be preserved or restored to productive use.

B. OTHER CRITERIA. Additionally, the Governing Body will consider whether a project meets the Policy Statement outlined in Section Two, and the project meets a majority of the following criteria when considering the establishment of a Neighborhood Revitalization area:

1. the opportunity to promote redevelopment activities which enhance Downtown Lawrence;
2. the opportunity to promote redevelopment activities for properties which have been vacant or significantly underutilized;

3. the opportunity to attract unique retail and/or mixed use development which will enhance the economic climate of the City and diversify the economic base;
4. the opportunity to enhance the vitality of a neighborhood within the City as supported by the City's Comprehensive Plan and/or other sector planning documents;
5. the opportunity to enhance the community's sustainability by supporting projects which embrace energy efficiency, multi-modal transportation options, or other elements of sustainable design.

SECTION FOUR: AMOUNT OF REBATE:

As a standard practice, the City will not provide a rebate amount in excess of 50% of the incremental property taxes and will not establish an NRA for a period of time longer than 10 years. The City may consider a greater rebate and/or a longer duration if sufficiently justified in the "but for" analysis required by Section Five. The determination of the rebate amount and duration of the NRA is the sole discretion of the Governing Body.

SECTION FIVE: PROCESS:

1. An applicant wishing to request that the City to create a Neighborhood Revitalization Area in the City of Lawrence shall submit a request to the City. The request shall include information that would be required for a revitalization plan. Such requirements are set forth in K.S.A. 12-17,117. The applicant shall also submit a "but for" analysis to the City demonstrating the need for the NRA and the purpose for which the NRA revenue will be used. The analysis should support that "but for" the NRA, the project will be unable to proceed. The applicant shall provide City Staff with pro forma cash flow analysis and sources and uses of funds in sufficient detail to demonstrate that reasonably available conventional debt and equity financing sources will not fund the entire cost of the project and still provide the applicant a reasonable market rate of return on investment.

The applicant shall furnish such additional information as requested by the City in order to clarify the request or to assist staff or the Governing Body with the evaluation of the request.

2. The Governing Body shall receive the request and determine whether to consider the request or deny the request. If the Governing Body wishes to consider the request, the request shall be referred to the City's Public Incentive Review Committee for review and a recommendation. Staff will perform a benefit/cost analysis on the project. The Governing Body may also set a date for a public hearing to consider the establishment of a revitalization area and a revitalization plan.

3. Douglas County and USD 497 are also important parties related to a NRA request. When an NRA is considered, the City and the applicant will work with Douglas County and USD 497 to seek concurrence from these entities regarding the establishment of an NRA.

4. The Governing Body will determine whether one of the findings set forth in Section Three can be made regarding the request. Additionally, the Governing Body shall consider the other criteria outlined in Section Three.

5. The Governing Body shall hold a public hearing, after the required statutory notice is provided, and consider adoption of the revitalization plan to establish the revitalization area.

6. The City will require a performance agreement with the property owner to require adherence to the adopted Neighborhood Revitalization Plan.

7. The merits of the proposal under this policy shall guide the decision on the application without regard to the applicant.

SECTION SIX: PUBLIC INCENTIVES REVIEW COMMITTEE AND GOVERNING BODY ANNUAL REVIEW OF THIS POLICY: Annually, the Public Incentives Review Committee and the Governing Body shall review this policy.

SECTION SEVEN: AUTHORITY OF GOVERNING BODY: The Governing Body reserves the right to deviate from any policy, but not any procedure set forth in state law, when it considers such action to be of exceptional benefit to the City or extraordinary circumstances prevail that are in the best interests of the City. Additionally, the Governing Body, by its inherent authority, reserves the right to reject any proposal or petition for creation of a NRA at any time in the review process when it considers such action to be in the best interests of the City.

SECTION EIGHT: REPEAL OF RESOLUTION 6921. Resolution 6921 is hereby repealed.

SECTION NINE: EFFECTIVE DATE: This Resolution shall take effect immediately.

ADOPTED by the Governing Body this 25th day of October, 2011.

Aron E. Cromwell, Mayor

ATTEST:

Jonathan M. Douglass, City Clerk

Addendum D: City IRB Policy, Ordinance 8253

ORDINANCE NO. 8523

AN ORDINANCE ESTABLISHING A POLICY OF THE CITY OF LAWRENCE, KANSAS RELATING TO INDUSTRIAL REVENUE BONDS, AND REPEALING RESOLUTION 5239.

BE IT ORDAINED BY THE GOVERNING BODY OF THE CITY OF LAWRENCE, KANSAS:

SECTION ONE: The Policy of the City of Lawrence, Kansas relating to the issuance of Industrial Revenue Bonds, shall be as follows:

INDUSTRIAL REVENUE BONDS: PURPOSE.
Industrial Revenue Bonds (IRBs) are an incentive established by the State of Kansas to enhance economic development and improve the quality of life. The City may from time to time grant IRBs when the project under consideration helps further the economic and community development objectives as set forth in this Ordinance and Horizon 2020.

SECTION TWO: CRITERIA.
The City favors issuing Industrial Revenue Bonds to projects that bring in new revenues from outside the community or enhance the local quality of life over projects that will primarily compete against other local firms. Additionally, a project must meet the following criteria in order to qualify for IRBs:

1) Only those projects which qualify under Kansas law will be eligible for IRB financing. The City shall look more favorably upon projects that support the targeted industries listed in Section 1-2103 of the Code of the City of Lawrence.

2) The proposed project shall achieve one or more of the following public benefits:
   a. Meet the economic development goals of the City as set forth in this policy and the Comprehensive Plan of Lawrence and Douglas County;
   b. Enhance Downtown Lawrence;
   c. Promote infill through the development of vacant lots, the rehabilitation of deteriorated properties or the adaptive reuse of historic properties;
   d. Incorporate environmentally sustainable elements into the design and operation of the facility; or
   e. Provide other public benefits to the community, particularly as set forth in the Comprehensive Plan of Lawrence and Douglas County.

3) The prospective tenant shall show the financial capacity to complete the proposed project and successfully market the bonds.

SECTION THREE: SPECIAL CONSIDERATION FOR HOUSING AND RETAIL PROJECTS.
Except as indicated below, Industrial Revenue Bonds shall not be granted for projects that are principally for retail or residential use.

1) Projects requesting IRBs that are primarily retail in nature shall only be considered if the applicant demonstrates that the project is exceptional and unique, and is likely to add to the retail base by attracting new retail sales or capturing sales that are leaking to other markets.

2) Projects requesting IRBs that are primarily residential in nature shall only be considered if the project is a multi-family or senior living project and fits the criteria herein described. Infill development or redevelopment is preferred. Mixed-use projects are more desirable, as are projects in the Downtown area. Multi-family or senior living projects that contain no non-residential uses and are requesting IRBs must have at least 35% of all housing units set aside for households making 80% of the Area Median Income or less. Infill housing projects shall be looked upon more favorably if they are mixed use, located in Downtown, or both.

SECTION FOUR: PROCEDURES.

1) **Formal Application.** An applicant may pick up a formal application either at City Hall in the City Manager's Office, or online. The applicant shall complete the application and file it with the City Manager. A fee of $1,000 is due upon filing in order to help defray the City's cost in processing the application. Such fee shall be collected regardless of the City Commission's action on the application or if the bond issue closes.

2) **Preliminary Review.** City staff will provide an initial review of the application to ensure that it meets the requirements in City policy.

3) **Coordination with Bond Counsel:** City staff will coordinate with the applicant and bond counsel a schedule for the issuance of the bonds which meets the needs of all parties involved. During the process, bond counsel will assist with the preparation of other documents needed for filing through the State of Kansas.

   Applicants are encouraged to utilize the City's bond counsel. In the event that the applicant selects other bond counsel, the City may require its bond counsel to be involved in the transaction in a review capacity, depending upon the amount of the transaction and the project involved.

4) **Public Notification:** At least seven (7) days prior to consideration, the City shall prepare a Notice of Public Hearing to be published in the official City newspaper, giving notice of hearing on the IRB request, and indicating the purpose, time and place thereof.

5) **Resolution of Intent and Ordinance Provisions:** The City Commission shall conduct a public hearing and consider a Resolution of Intent followed by two readings of an ordinance authorizing the issuance of the bonds.

6) **Documents:** All documents related to Industrial Revenue Bonds will be kept on file with the City Clerk.

SECTION FIVE: SALES TAX EXEMPTIONS

Labor and materials used in construction as well as equipment purchased with IRB proceeds are generally exempted from State and local sales tax. Payments-in-lieu of sales tax may be made as negotiated between the City and the Applicant.

SECTION SIX: INDUSTRIAL REVENUE BONDS AND TAX ABATEMENTS.

Applicants that request tax abatements in conjunction with IRBs must follow the policies and procedures set forth in the City's Tax Abatement Policy in addition to the procedures for IRBs as provided above.

SECTION SEVEN: ADDITIONAL FEES.

Each applicant who receives an issuance of Industrial Revenue Bonds shall pay all fees associated with the issuance of the Industrial Revenue Bonds.

SECTION EIGHT: AUTHORITY TO ISSUE INDUSTRIAL REVENUE BONDS.

The authority to approve the issuances of IRBs shall be the responsibility of the City Commission. The Commission's decision for approval or disapproval will be based on the analysis made by the City staff and the recommendations the staff provides to the City Commission from its review of all pertinent data relating to a particular request for bonds.

SECTION NINE:

Resolution 5239, approved May 4th, 1989 to govern the issuance and use of Industrial Revenue Bonds by the City, is hereby repealed.

SECTION TEN. If any section clause, sentence, or phrase of this ordinance is found to be unconstitutional or is otherwise held invalid by any court of competent jurisdiction, it shall not affect the validity of any remaining parts of this ordinance.

SECTION ELEVEN. This Ordinance shall take effect and be in force from and after its adoption and publication as provided by law.

Adopted this 18th day of May, 2010.

APPROVED:

Mike Amyx, Mayor

ATTEST:

Jonathan M. Douglass
City Clerk

APPROVED AS TO FORM AND LEGALITY:

Toni Ramirez Wheeler, Director of Legal Services

Addendum E: Detailed CBA Model Results

Cost-Benefit Model Results: Vermont Place project

Scenario: 75%, 10-Year NRA Rebate, IRB for Sales Tax Exemption

Project Summary

Capital Investment in Plant:	$8,575,979	
Annual Local Expenditures by Firm:	$416,506	
Retained Jobs (part-time):	0.5	
Average Wage per Retained Job (part-time):	n/a	Model does not consider impact of part-time jobs
Indirect Jobs Created:	0	
Economic Value per Indirect Job:	$0	
Total New Households:	-	
Discount Rate:	5.64%	
Cost and Revenue Escalation:	1.00%	
Number of Years Evaluated:	15	

Incentives

IRB Offered	Y	
Value of IRB Construction Sales Tax:	$272,011	Does not include County Other sales tax ($2,002)
Tax Rebate:	0%	
Length of Tax Abatement/s:	0 Years	
Value of Tax Abatements, Total:	$0	
Other Incentives		
Site Infrastructure:	$0	
Facility Construction:	$0	
Other: NRA	$1,013,295	
Value of All Incentives Offered:	**$1,285,306**	
Value of All Incentives per Job per Year:	n/a	Model does not consider impact of part-time jobs
Value of Incentives in Hourly Pay:	n/a	Model does not consider impact of part-time jobs
Value of Incentives per Dollar Invested:	$0.15	

Summary of Results

Returns for Jurisdictions	Lawrence	Douglas County	USD 497	State of Kansas
Revenues	$936,394	$931,729	$739,503	$1,179,218
Costs	$210,520	$125,983	$0	$0
Revenue Stream, Pre-Incentives	*$725,874*	*$805,746*	*$739,503*	*$1,179,218*
Value of Incentives Offered	$351,333	$406,289	$330,879	$196,805
Revenue Stream with Incentives	**$374,542**	**$399,457**	**$408,623**	**$982,413**

Returns for Jurisdictions, Discounted	Lawrence	Douglas County	USD 497	State of Kansas
Discount Rate	5.64%			
Discounted Cash Flow, Without Incentives	$428,470	$488,393	$477,972	$846,094
Benefit/Cost Ratio, Without Incentives	*3.15*	*5.10*	*n/a*	*n/a*
Discounted Cash Flow, With Incentives	$155,208	$185,489	$233,128	$659,791
Benefit/Cost Ratio, With Incentives	**1.78**	**2.56**	**n/a**	**n/a**

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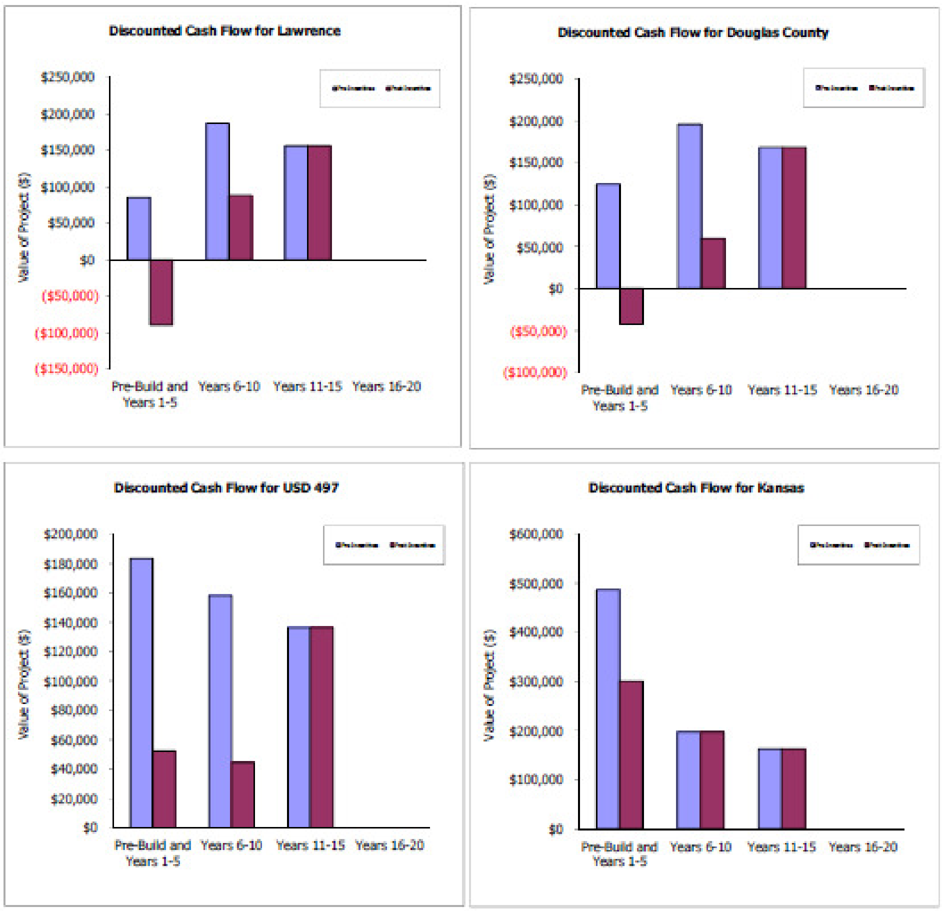
Addendum E: Detailed CBA Model Results

Cost-Benefit Model Results: Vermont Place project
Scenario: 75%, 10-Year NRA Rebate, IRB for Sales Tax Exemption

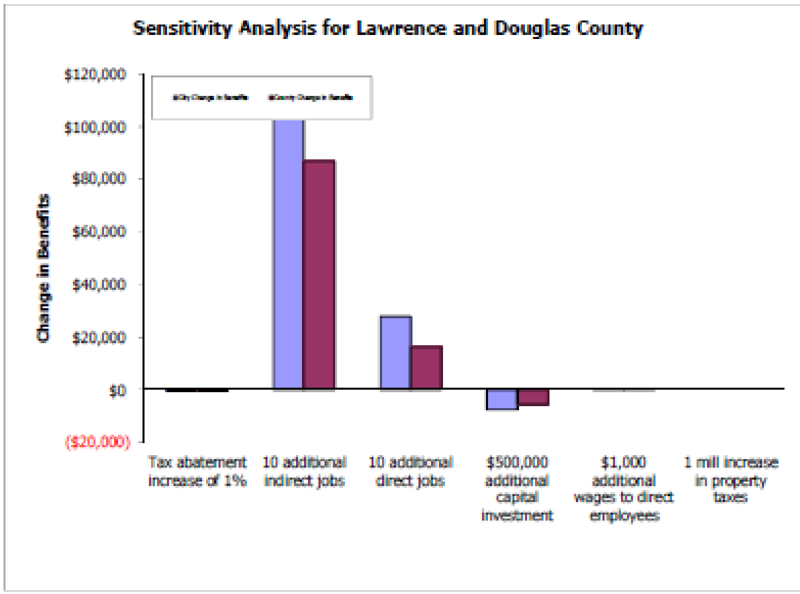
Graphs of Benefits and Costs by Time Period, with and Without Abatement



Addendum E: Detailed CBA Model Results

Cost-Benefit Model Results: Vermont Place project
Scenario: 75%, 10-Year NRA Rebate, IRB for Sales Tax Exemption

Sensitivity Analysis



Addendum E: Detailed CBA Model Results

Cost-Benefit Model Results: Vermont Place project

Scenario: 75%, 10-Year NRA Rebate, IRB for Sales Tax Exemption

APPENDIX 1: Annual Results Not Discounted

Lawrence: Annual Results (not discounted)					
Year	Revenues	Costs	Incentives	Net	Cumulative
Pre-Operation	$0	$0	$0	$0	$0
1	$109,991	($210,520)	($89,686)	($190,215)	($190,215)
2	$52,926	$0	($26,095)	$26,832	($163,383)
3	$54,026	$0	($26,796)	$27,229	($136,154)
4	$55,150	$0	($27,516)	$27,635	($108,519)
5	$56,301	$0	($28,253)	$28,048	($80,471)
6	$57,477	$0	($29,009)	$28,468	($52,003)
7	$56,676	$0	($29,783)	$26,893	($25,110)
8	$57,212	$0	($30,577)	$26,635	$1,524
9	$58,444	$0	($31,391)	$27,053	$28,577
10	$59,705	$0	($32,226)	$27,479	$56,057
11	$60,995	$0	$0	$60,995	$117,052
12	$62,315	$0	$0	$62,315	$179,366
13	$63,666	$0	$0	$63,666	$243,032
14	$65,048	$0	$0	$65,048	$308,080
15	$66,462	$0	$0	$66,462	$374,542
16	$0	$0	$0	$0	$374,542
17	$0	$0	$0	$0	$374,542
18	$0	$0	$0	$0	$374,542
19	$0	$0	$0	$0	$374,542
20	$0	$0	$0	$0	$374,542

Douglas County: Annual Results (not discounted)					
Year	Revenues	Costs	Incentives	Net	Cumulative
Pre-Operation	$0	$0	$0	$0	$0
1	$68,066	($125,983)	($45,927)	($103,844)	($103,844)
2	$52,283	$0	($35,940)	$16,343	($87,500)
3	$53,591	$0	($36,906)	$16,685	($70,816)
4	$54,932	$0	($37,897)	$17,035	($53,781)
5	$56,306	$0	($38,913)	$17,393	($36,387)
6	$57,714	$0	($39,953)	$17,760	($18,627)
7	$59,157	$0	($41,020)	$18,136	($491)
8	$60,635	$0	($42,114)	$18,521	$18,030
9	$62,150	$0	($43,235)	$18,916	$36,946
10	$63,703	$0	($44,384)	$19,319	$56,265
11	$65,295	$0	$0	$65,295	$121,560
12	$66,926	$0	$0	$66,926	$188,485
13	$68,597	$0	$0	$68,597	$257,082
14	$70,310	$0	$0	$70,310	$327,392
15	$72,065	$0	$0	$72,065	$399,457
16	$0	$0	$0	$0	$399,457
17	$0	$0	$0	$0	$399,457
18	$0	$0	$0	$0	$399,457
19	$0	$0	$0	$0	$399,457
20	$0	$0	$0	$0	$399,457

Addendum E: Detailed CBA Model Results

Cost-Benefit Model Results: Vermont Place project

Scenario: 75%, 10-Year NRA Rebate, IRB for Sales Tax Exemption

APPENDIX 1: Annual Results Not Discounted (Continued)

USD 497: Annual Results (not discounted)					
Year	Revenues	Costs	Incentives	Net	Cumulative
Pre-Operation	$0	$0	$0	$0	$0
1	$41,073	$0	($29,289)	$11,784	$11,784
2	$42,125	$0	($30,078)	$12,047	$23,831
3	$43,204	$0	($30,887)	$12,317	$36,147
4	$44,309	$0	($31,716)	$12,593	$48,740
5	$45,443	$0	($32,566)	$12,876	$61,617
6	$46,604	$0	($33,437)	$13,167	$74,783
7	$47,795	$0	($34,330)	$13,464	$88,248
8	$49,015	$0	($35,246)	$13,769	$102,017
9	$50,266	$0	($36,184)	$14,082	$116,099
10	$51,548	$0	($37,145)	$14,403	$130,502
11	$52,862	$0	$0	$52,862	$183,364
12	$54,209	$0	$0	$54,209	$237,573
13	$55,590	$0	$0	$55,590	$293,163
14	$57,005	$0	$0	$57,005	$350,168
15	$58,456	$0	$0	$58,456	$408,623
16	$0	$0	$0	$0	$408,623
17	$0	$0	$0	$0	$408,623
18	$0	$0	$0	$0	$408,623
19	$0	$0	$0	$0	$408,623
20	$0	$0	$0	$0	$408,623

State of Kansas: Annual Results (not discounted)					
Year	Revenues	Costs	Incentives	Net	Cumulative
Pre-Operation	$0	$0	$0	$0	$0
1	$317,146	$0	($196,805)	$120,342	$120,342
2	$54,993	$0	$0	$54,993	$175,335
3	$55,926	$0	$0	$55,926	$231,262
4	$56,878	$0	$0	$56,878	$288,140
5	$57,849	$0	$0	$57,849	$345,988
6	$58,839	$0	$0	$58,839	$404,828
7	$59,850	$0	$0	$59,850	$464,677
8	$60,881	$0	$0	$60,881	$525,558
9	$61,933	$0	$0	$61,933	$587,490
10	$63,006	$0	$0	$63,006	$650,496
11	$64,101	$0	$0	$64,101	$714,598
12	$65,219	$0	$0	$65,219	$779,817
13	$66,360	$0	$0	$66,360	$846,177
14	$67,524	$0	$0	$67,524	$913,701
15	$68,712	$0	$0	$68,712	$982,413
16	$0	$0	$0	$0	$982,413
17	$0	$0	$0	$0	$982,413
18	$0	$0	$0	$0	$982,413
19	$0	$0	$0	$0	$982,413
20	$0	$0	$0	$0	$982,413

Addendum E: Detailed CBA Model Results

Cost-Benefit Model Results: Vermont Place project
Scenario: 75%, 10-Year NRA Rebate, IRB for Sales Tax Exemption

APPENDIX 2: Discounted Annual Results

Lawrence: Annual Results (discounted)					
Year	Revenues	Costs	Incentives	Net	Cumulative
Pre-Operation	$0	$0	$0	$0	$0
1	$104,122	($199,287)	($84,901)	($180,065)	($180,065)
2	$47,429	$0	($23,384)	$24,045	($156,021)
3	$45,831	$0	($22,732)	$23,099	($132,921)
4	$44,288	$0	($22,096)	$22,192	($110,729)
5	$42,800	$0	($21,478)	$21,322	($89,408)
6	$41,362	$0	($20,876)	$20,487	($68,921)
7	$38,610	$0	($20,290)	$18,320	($50,601)
8	$36,895	$0	($19,719)	$17,176	($33,424)
9	$35,679	$0	($19,164)	$16,515	($16,909)
10	$34,504	$0	($18,623)	$15,880	($1,029)
11	$33,368	$0	$0	$33,368	$32,339
12	$32,271	$0	$0	$32,271	$64,611
13	$31,211	$0	$0	$31,211	$95,822
14	$30,187	$0	$0	$30,187	$126,010
15	$29,198	$0	$0	$29,198	$155,208
16	$0	$0	$0	$0	$155,208
17	$0	$0	$0	$0	$155,208
18	$0	$0	$0	$0	$155,208
19	$0	$0	$0	$0	$155,208
20	$0	$0	$0	$0	$155,208

Douglas County: Annual Results (discounted)					
Year	Revenues	Costs	Incentives	Net	Cumulative
Pre-Operation	$0	$0	$0	$0	$0
1	$64,434	($119,260)	($43,476)	($98,303)	($98,303)
2	$46,852	$0	($32,207)	$14,646	($83,657)
3	$45,462	$0	($31,308)	$14,154	($69,503)
4	$44,113	$0	($30,433)	$13,680	($55,823)
5	$42,804	$0	($29,581)	$13,222	($42,601)
6	$41,533	$0	($28,752)	$12,781	($29,820)
7	$40,300	$0	($27,945)	$12,355	($17,465)
8	$39,103	$0	($27,159)	$11,944	($5,521)
9	$37,941	$0	($26,394)	$11,547	$6,027
10	$36,814	$0	($25,650)	$11,165	$17,191
11	$35,720	$0	$0	$35,720	$52,912
12	$34,659	$0	$0	$34,659	$87,571
13	$33,629	$0	$0	$33,629	$121,200
14	$32,629	$0	$0	$32,629	$153,829
15	$31,659	$0	$0	$31,659	$185,489
16	$0	$0	$0	$0	$185,489
17	$0	$0	$0	$0	$185,489
18	$0	$0	$0	$0	$185,489
19	$0	$0	$0	$0	$185,489
20	$0	$0	$0	$0	$185,489

Addendum E: Detailed CBA Model Results

Cost-Benefit Model Results: Vermont Place project
Scenario: 75%, 10-Year NRA Rebate, IRB for Sales Tax Exemption

APPENDIX 2: Discounted Annual Results (Continued)

USD 497: Annual Results (discounted)					
Year	Revenues	Costs	Incentives	Net	Cumulative
Pre-Operation	$0	$0	$0	$0	$0
1	$38,881	$0	($27,726)	$11,155	$11,155
2	$37,750	$0	($26,954)	$10,796	$21,951
3	$36,650	$0	($26,202)	$10,448	$32,399
4	$35,583	$0	($25,470)	$10,113	$42,512
5	$34,545	$0	($24,757)	$9,789	$52,300
6	$33,538	$0	($24,063)	$9,475	$61,775
7	$32,559	$0	($23,387)	$9,172	$70,948
8	$31,609	$0	($22,729)	$8,880	$79,828
9	$30,686	$0	($22,089)	$8,597	$88,424
10	$29,790	$0	($21,466)	$8,323	$96,748
11	$28,919	$0	$0	$28,919	$125,667
12	$28,073	$0	$0	$28,073	$153,740
13	$27,252	$0	$0	$27,252	$180,992
14	$26,455	$0	$0	$26,455	$207,447
15	$25,681	$0	$0	$25,681	$233,128
16	$0	$0	$0	$0	$233,128
17	$0	$0	$0	$0	$233,128
18	$0	$0	$0	$0	$233,128
19	$0	$0	$0	$0	$233,128
20	$0	$0	$0	$0	$233,128

State of Kansas: Annual Results (discounted)					
Year	Revenues	Costs	Incentives	Net	Cumulative
Pre-Operation	$0	$0	$0	$0	$0
1	$300,224	$0	($186,303)	$113,920	$113,920
2	$49,281	$0	$0	$49,281	$163,202
3	$47,443	$0	$0	$47,443	$210,645
4	$45,676	$0	$0	$45,676	$256,320
5	$43,977	$0	$0	$43,977	$300,297
6	$42,343	$0	$0	$42,343	$342,640
7	$40,772	$0	$0	$40,772	$383,411
8	$39,261	$0	$0	$39,261	$422,673
9	$37,808	$0	$0	$37,808	$460,481
10	$36,411	$0	$0	$36,411	$496,892
11	$35,068	$0	$0	$35,068	$531,960
12	$33,775	$0	$0	$33,775	$565,735
13	$32,532	$0	$0	$32,532	$598,267
14	$31,337	$0	$0	$31,337	$629,604
15	$30,187	$0	$0	$30,187	$659,791
16	$0	$0	$0	$0	$659,791
17	$0	$0	$0	$0	$659,791
18	$0	$0	$0	$0	$659,791
19	$0	$0	$0	$0	$659,791
20	$0	$0	$0	$0	$659,791

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Addendum F: Gap Analysis (NDC)

NDC Headquarters
One Battery Park Place
21 Whitehall Street, Suite 710
New York, NY 10004
(212) 682-1106

MEMORANDUM

Date: October 3, 2016

To: Britt Crum-Cano, Economic Development Coordinator, City of Lawrence

From: Tom Jackson, Senior Director, National Development Council

RE: Gap Financing Analysis for Proposed Mixed-Use Development at 815 Vermont Street

Pursuant to its agreement with the City, the National Development Council (NDC) has analyzed a request by the Schumm Property Company, LLC (hereinafter, the "Developer") for a Neighborhood Revitalization Area (NRA) property tax abatement and approval of Industrial Revenue Bond (IRB) financing during construction to provide a sales tax exemption for the development of a mixed-use project at 815 Vermont Street (the "Project"). The Project will redevelop two vacant parcels of land owned by the Developer into a five-story mixed-use building that will include:

- One level of underground parking with 22 spaces
- A first floor designed for retail, restaurant and commercial uses with 7,788 square feet of leasable space
- A second floor with 6,504 square feet of leasable space that will be divided into approximately 30 individual offices of 150-300 square feet each.
- Three floors (#3, #4 and #5) of for-sale residential condominiums totaling 12 units
  - The unit mix is currently configured as:
    - One Bedroom – 3 units
    - Two Bedroom – 8 units
    - Three Bedroom – 1 unit
  - A 600 square foot, one-bedroom unit on the 3rd floor will be fully finished and its sale will be restricted to income-qualified households.
  - The remaining 11 units will vary in size from 739 to 2,845 square feet and will be sold partially finished. Final finishes will be the responsibility of the condo buyers and are estimated to range in cost from $100 To $200 per square foot.

NDC has discussed the Project with the Developer on multiple occasions over the past two months in person, by phone and via email. The Developer has supported its assumptions and projections on the Project's development costs, condominium sales proceeds and operating revenues and expenses with increasing detail as additional information has become available and in response to requests by the City and NDC. The Developer has provided the following documentation to support its request for NRA and IRB incentive financing and NDC's analysis of the request:

- A Development Budget based on:
  - Architectural designs by Hernly Associates of Lawrence. The designs are characterized by the Developer as having progressed through the schematic stage and ready to move into the design-development and construction documents stages.
  - Multiple preliminary construction estimates, based on the schematic designs and prepared by:
    - First Construction LLC of Lawrence
    - RF Benchmark Construction of Eudora and Manhattan, Kansas
    - B. A. Green Construction of Lawrence
  - Bid comparisons compiled by the Developer
  - Soft cost estimates completed by the Developer and supported with average cost documentation from the Developer and Project design team.
- Proforma statements of annual operating revenues and expenses (the Proforma) that were supported by:
  - Rent and vacancy surveys of the Lawrence market prepared by Collier's International (2016 Lawrence Market Snapshot)
  - Rent rolls and associated lease rates for the Developer's existing multiple tenant, small office space on Massachusetts Street.
  - Developer estimates of Common Area Maintenance (CAM) expenses by floor
  - Absorption and associated vacancy rates provided by the Developer as refined through requests from NDC.
  - Property tax estimates prepared by the Developer as advised by the County Appraiser's office.
- Projected gross and net condominium sales proceeds and a three-year sales schedule prepared by the Developer and refined during the course of the review given design changes and additional documentation on sales in the Lawrence market, comparisons of amenities and broker opinions.

- A letter of interest with preliminary terms for commercial financing from Corner Bank of Lawrence dated May 2, 2016. Additional detail on bank underwriting criteria and terms was provided by Corner Bank by email, dated August 4, 2016, in response to questions from NDC that were conveyed by the Developer.
- Project narratives from the Developer describing the development team and the Project's components and benefits.

Documentation that has not yet been available for review includes:

- A detailed appraisal report (FIRREA-compliant) that provides:
  - A third party opinion on the Fair Market Value of the proposed Project
  - Verification of estimates of revenues, expenses and vacancy rates for the retail and commercial space
  - Verification of residential condominium sale prices per square foot and likely absorption rates.
- A final commitment letter and term sheet from the Project's senior lender.

NDC's analysis of the Project's proposed financing sources and uses, projected net operating revenue, net condominium sales proceeds, property appreciation and associated returns on invested equity suggests that a NRA rebate of 75% of available property tax increment over 10 years, combined with an IRB sales tax exemption on eligible project costs is reasonable. The reasonableness of the requests has been evaluated given the following:

1) The Project's financing sources and uses are summarized as follows:

	Amount	% of Total
Total Project Costs	**$9,275,979**	**100.00%**
Project Sources		
Projected Bank Loan	$3,404,489	36.70%
Net Condominium Sales Proceeds	$3,616,086	38.99%
Required from Developer	$2,255,404	24.31%
Total Sources	**$9,275,979**	**100.00%**

2) The estimated permanent bank debt projected by the Developer, $3,404,489, exceeds NDC's projection of debt capacity by $473,367 given the Developer's projected operating

proforma and underwriting criteria (1.25 debt coverage ratio, 80% loan to value) proposed by the prospective lender's preliminary term sheet.

a. The interest rates modeled in NDC's analysis start with the lender's current proposed rate of 4.25% and increase to 5.50% given a projected refinance of the outstanding principal at the end of Year 5 of operations.
b. The maximum projected loan amount is also influenced by the capitalization rate. This rate has been identified by area appraisers for other observed sales and for proposed projects in the 7.0-7.77% range, depending on their location, proposed uses, and other factors. NDC's analysis projects a capitalization rate at the lower end of this range given the Project's favorable location. The final capitalization rate will be determined by the appraisal report.
c. Pending completion of the appraisal report, the Developer has done a thorough job of documenting prevailing lease rates in the Lawrence market and associated Project revenues and expenses. The projected rents for the first and second floors of the project appear to be in the upper range for similar space in Downtown Lawrence.

3) The anticipated presales and sales of the 12 residential condominiums provide $3,616,086 in financing that reduces debt, equity and gap financing requirements.
   a. The unfinished market rate condominiums are projected to sell for $225 per square foot.
   b. The finished, affordable unit is projected to sell for approximately $158 per square foot for a total price of $95,000. The provision of the affordable unit reduces the Developer's sales proceeds, net of realtor/broker charges, by approximately $38,000 and the estimated finishing costs of $100 per square foot brings the total additional cost of the unit to $98,000.
   c. The appraisal report ordered by the Project's senior lender will verify or advise adjustments to net condominium sales proceeds.

4) The Developer, using construction estimates provided by the three firms identified above, has estimated that the incremental cost of the underground parking is $1,138,020. While the Developer has noted that few developments in the area provide underground parking, the appraisal report should assign value to this amenity that can positively impact the Project's commercial lease rates and condominium sale prices.

5) The NRA incentive, according to an opinion issued by the Attorney General of Kansas, is only payable to the owner of the property that is responsible for the taxes. With the sale of each condominium, the ownership of the unit would pass from the Developer to the buyer. The

Developer has indicated that it will require the assignment of any NRA rebate for each condo unit back to the Developer as part of its sales agreements.

a. Because the market rate residential condos will be sold without final finishes, and the Developer estimates that finishing costs will average $100 to $200 per square foot, NDC's analysis added an additional $1.58 million, or $100 per square foot, in appraised residential value to the sales prices for the Project to determine the valuation for property tax estimates.
b. With the addition of the value of the residential finishes, and the assumed ability of the Developer to receive assignments of the individual condo owner rebates, the Developer's initial consideration of a NRA rebate of 85% for the total project with the unfinished sales was adjusted down to a 75% rebate based on the estimated assessment on the completed and fully-valued residential condos.
c. Returns to the Developer associated with this 75% NRA rebate are outlined below. If the Developer is not able to take an assignment of the residential condominium property tax rebates, the estimated rebate in Year 1 would drop by over 50% from $106,758 to $45,561. Given this reduction, the returns on invested equity outlined in the following section, would drop dramatically.

6) The Developer's commitment of an equity contribution of $2,255,404 was sized based on the difference between projected project costs and the combination of projected bank financing and net sales proceeds.
    a. Given a 10-year rebate of 75% of the available increment in the completed Project's property taxes and an IRB exemption of sales taxes on eligible construction costs, the current projection of revenues and expenses and estimated net sales proceeds at the end of the 20th year of operations, the Developer's Internal Rate of Return (IRR) on the invested equity is estimated at 7.94%.
        i. The general strength of the Lawrence market – as evidenced by observed capitalization rates, low vacancy rates and strong square foot rents – would suggest that an 8.0% to 10% IRR would be an appropriate range for investments in and near the Massachusetts Street business district. The projected return of 7.94% is just below the bottom of this range.
        ii. If the NRA incentives were reduced to 50% for ten years, the estimated IRR would decline to 7.39%. Without any level of NRA incentives, the estimated IRR would fall to 6.36%.

   iii. The discounted value of the 75% NRA incentive over 10 years, given a target IRR of 8%, is approximately $795,897. The undiscounted rebates would total $1,206,052.

b. The estimated IRB incentive totals $274,013 and reduces the need for an equal amount of additional Developer equity. Without the IRB incentive, but with a 75% NRA rebate for 10 years, the Developer's estimated IRR would decrease to 7.23%.
c. Absent both the NRA and IRB incentives, the estimated IRR would decrease to 5.78%.

7) Without the 75% NRA and IRB incentives, the Project's financing gap can be estimated by subtracting the projected net sales proceeds and its calculated debt and equity capacity from total project costs as follows:
   a. If maximum debt capacity is calculated given lender underwriting criteria (Debt Coverage Ratio and Loan to Value), prevailing interest rates, amortization terms and projected revenues and expenses; and,
   b. If the equity attracted to the project, given projected cash flows after tax and appreciation over twenty years, is calculated based on a target Internal Rate of Return of 9% (the middle of the target range); then,
   c. Without the NRA incentives outlined above, the project would face an estimated financing gap of $1,246,492.
   d. If the IRB incentive is also withdrawn, the estimated financing gap would increase to $1,520,505.

Conclusion: The documents, discussions and responses presented by the Developer in support of its request for incentives, as outlined above, demonstrate that a 75% NRA rebate and approval of IRBs to exempt eligible sales taxes are reasonable and help to avoid financing gaps that could make the project economically unfeasible and unlikely to proceed. If the appraisal report for financing, final terms for the senior debt, updated project costs and projected net sales proceeds are substantially different from what the Developer has projected, NDC will review this evaluation as requested by the City.

Addendum G: About the Cost-Benefit Model

The City of Lawrence uses a proprietary Cost-Benefit model when examining projects. The Cost-Benefit model is one tool that government decision makers can incorporate in their decision-making process. The City's cost-benefit model provides a framework for estimating the fiscal impacts of a project, assuming it were in existence and in use today, through the examination of costs and benefits to various taxing jurisdictions (City, County, School District, State). As with all economic models, there are limitations, which are generalized below:

- **Does not consider intangible effects**
  The model does not speak to the effects of intangible costs or benefits resulting from a project, since intangible effects are difficult, if not impossible to assign a dollar value.

- **Does not consider private or market effects**
  The model only seeks to quantify the cumulative effect on public revenues and expenses and not the effect on private interests that may be affected by a project. Thus, the model only considers public, or governmental, costs and revenues.

  Logic would dictate that any development may also have a financial impact on the private sector. For example, if one were analyzing a proposal to build a new baseball stadium, the new tax revenue from the building and property – as well as the costs for providing additional public security and emergency services (police, fire, ambulance, etc.) – would factor into the analysis. However, the effect of the stadium on neighboring property values or the impact on business at local restaurants would not be accounted for within the model.

  The cost-benefit model does not consider market impacts of a project, including the amount of market share a project captures from existing businesses or the amount of new revenues brought into the community as a direct result of a project. A market study can be employed to study these effects.

- **The model considers direct effect economic impacts**
  Multipliers used within the model are applied to direct effects such as the number of jobs created by the project and associated wages. The model does not attempt to measure all indirect effects such as capturing visitor spending associated with a project, or the economic effects of that spending as outside dollars circulate through the community over time.

- **Model assumes current effects**
  The model is run on assumptions and estimations provided at the time of analysis. The current effects aspect of the model means that the analysis provides a means of estimating the financial impact of a development as if the project under consideration were in existence and in use today, given estimated costs and assumptions that are usually defined prior to the project being constructed or operational. Given that it may be difficult to predict future costs and benefits accurately, there is an implicit assumption that future changes affect both revenues and costs.

  In addition, the model does not reflect any changes in economic adjustments over time due to macroeconomic conditions, regional industrial structure, public policies, and technological advances.

- **Does not consider fiscal impacts of temporary or part-time employment**
  Employment analyzed is for full-time, permanent positions related to a project and does not consider temporary jobs created due to project construction or part-time positions created during project operation.

Other considerations for decision making:
There could be several important considerations that fall outside of the realm of municipal budgets and cost-benefit analysis. For example, fiscal impacts of development on abutters, local businesses and natural resources are not accounted for in cost-benefit analysis.

Cost-benefit analysis also does not consider issues of equity and social responsibility. For instance, while it may be easy to identify the fiscal downsides of low-income housing on municipal and school budgets, municipalities may also bear some level of responsibility for ensuring access to affordable housing. Finally, communities maintain certain values that cannot be assigned a price tag, such as the intrinsic value of nature, cultural heritage, and aesthetics.

Depending on the project, it may be prudent to employ other analytical models or studies (e.g. economic impact analysis; pro forma/but-for analysis; trade area analysis; tourism impact, market demand and other studies; etc.) in conjunction with cost-benefit analysis, as well as give consideration to other, non-quantifiable elements to gain insight into a project's overall value to the community.