Downtown Development Districts

FISCAL YEAR 2021 ANNUAL REPORT
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Summary
This annual report highlights achievements and projects of the Downtown Development District (DDD) program which was created to promote the revitalization of designated downtown areas. Since 2015, the program has been a catalyst for private investment turning distressed areas into vibrant community centers. In spite of the COVID-19 pandemic hits that were particularly hard on the many small unique businesses that anchor downtowns, the elements that make them the heart and soul of our communities are still in place. Combined with the strong partnerships and powerful incentives, Fiscal Year 2021 has seen record activity with the completion of 60 projects. Numerous other projects are still underway and continued demand for the DDD rebate reinforce prior downtown successes.

The Division of Small Business, Delaware State Housing Authority, and the Office of State Planning Coordination collaborate to bring training, online resources, marketing material and coaching to support Districts in attracting private investment and redevelopment. This complements local collaborations with public and private partners. We look forward to continuing these successful efforts that are revitalizing so many of Delaware’s communities.

<table>
<thead>
<tr>
<th>FISCAL YEARS 2015 – 2021</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>12</strong></td>
</tr>
<tr>
<td>Designated Districts</td>
</tr>
<tr>
<td><strong>191</strong></td>
</tr>
<tr>
<td>Small Projects</td>
</tr>
<tr>
<td><strong>90</strong></td>
</tr>
<tr>
<td>Large Projects</td>
</tr>
</tbody>
</table>

$1 State Funds = $18 Private Investment

Eligible Use and Construction Activity

- Residential: 146
- Mixed-Use: 64
- Commercial: 71
- Rehab-Existing Building: 187
- New Construction: 94

Eligible Use

Construction Activity
Program Overview
In 2014, The Downtown Development District Act was adopted to promote the revitalization of designated districts by leveraging state and local resources to:

- Spur private capital investment
- Improve commercial vitality
- Build stable communities of long-term residents

How it Works
Local governments identify an area in their downtowns for revitalization and develop a District Plan and local incentives. The Office of State Planning Coordination (OSPC) facilitates the application process for designation as a District. The Cabinet Committee on State Planning Issues evaluates the applications and makes recommendations to the Governor for final designation. There are currently twelve Districts.

<table>
<thead>
<tr>
<th>January 2015</th>
<th>August 2016</th>
<th>August 2019</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dover</td>
<td>Georgetown</td>
<td>Clayton</td>
</tr>
<tr>
<td>Seaford</td>
<td>Harrington</td>
<td>Delaware City</td>
</tr>
<tr>
<td>Wilmington</td>
<td>Laurel</td>
<td>Middletown</td>
</tr>
<tr>
<td></td>
<td>Milford</td>
<td>New Castle</td>
</tr>
<tr>
<td></td>
<td>Smyrna</td>
<td></td>
</tr>
</tbody>
</table>

Investor Incentives
Once designated, investors making real property investments within a District boundary are eligible for a variety of state and local incentives. The primary state-level incentive is the DDD Rebate and is administered by the Delaware State Housing Authority (DSHA).

- **DDD Rebate**: The rebate provides up to 20 percent of capital costs.
- **Historic Preservation Tax Credits**: The Act reserves 30 percent of the State’s yearly allocation of Historic Preservation Tax Credits for projects within a District.
- **Municipal Incentives**: Each municipality implements a package of District-specific incentives specific. Examples include:
  - Reduction or waiver in fees or taxes
  - Permit process reform
  - Special zoning districts or exemptions from local ordinances
  - Façade improvement grants
• **Partner Incentives**: Other entities, who see value in the program, provide additional incentives that work in concert with one another to produce a compelling, meaningful package.

### Single-family Residential

<table>
<thead>
<tr>
<th>Description</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>TOTAL DEVELOPMENT COSTS</td>
<td>$102,835</td>
</tr>
<tr>
<td>Qualified Real Property Investments</td>
<td>$94,017</td>
</tr>
<tr>
<td>DDD Rebate</td>
<td>$18,803</td>
</tr>
<tr>
<td>District Incentives</td>
<td>$851</td>
</tr>
<tr>
<td>Kent County Grant</td>
<td>$1,500</td>
</tr>
<tr>
<td><strong>Total Incentive Value</strong></td>
<td><strong>$21,154</strong></td>
</tr>
</tbody>
</table>

### Commercial

<table>
<thead>
<tr>
<th>Description</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>TOTAL DEVELOPMENT COSTS</td>
<td>$235,927</td>
</tr>
<tr>
<td>Qualified Real Property Investments</td>
<td>$235,927</td>
</tr>
<tr>
<td>DDD Rebate</td>
<td>$47,059</td>
</tr>
<tr>
<td>District Incentives</td>
<td>$1,000</td>
</tr>
<tr>
<td>Kent County Grant</td>
<td>$10,000</td>
</tr>
<tr>
<td><strong>Total Incentive Value</strong></td>
<td><strong>$58,059</strong></td>
</tr>
</tbody>
</table>

The different projects above demonstrate the potential monetary value of layering different incentives.

### Partner Incentives

**Delaware State Historic Preservation Office**
Reserves thirty percent of state’s yearly allocation of Historic Preservation Tax Credit for District projects.

**Delaware Div. Small Business**
Provides small business assistance. EDGE Grants provide up to $100,000 for STEM-based companies. Projects located in District receive points in competitive application process.

**Sussex County**
Matches $.50 of every DDD rebate dollar up to $10,000.

**Kent County**
Matches $.50 of every DDD rebate up to $10,000.

**Energize Delaware**
Increased Home Performance with ENERGY STAR program rebates.

**Cinnaire**
As CFDI, offers Bridge Loan for investors by monetizing ‘Reserved’ funds up front.

**NCALL**
As CFDI, provides financing for neighborhood revitalization projects.
Rebate Overview

The DDD Rebate is provided to Qualified District Investors who make a Qualified Real Property Investment (QRPI) within a District. Rebates are performance-based as the project must be completed prior to applying for funds. The QRPI must meet a Minimum Qualified Investment Threshold (MQIT) of $25,000 for Small Projects and $350,000 for Large Projects.

- **Qualified District Investor**: An entity or individual making capitalized Qualified Real Property Investments with in a District. This can be:
  - Owners of real property
  - Tenants making capitalized leasehold improvements with owner’s permission
  - For-profit developers, nonprofit organizations, businesses, and homeowners

Federal, state, and local government agencies and quasi-government organization are **ineligible** to participate in the rebate program in any form.

- **Qualified Real Property Investment**: The amount chargeable to a capital account for eligible improvement costs to rehabilitate, expand, or construct a commercial, residential, or mixed-use building or facility located within a District.

**Reservation Process**: A reservation is required for Large Project Investors to provide assurance that funding will be available once their project is completed.

**Threshold Requirements**: The project must:
- be located within a designated District.
- conform to the District Plan.
- have a QRPI must in excess of the MQIT.
- have demonstrated site control by Investor.

**Everett Theatre, Middletown**
Renovation of this Historic building included HVAC, duct work, furnace, and substantial roof repair.

Photo Credit: Rachel Alfano
**Small and Large Project Set-Asides**: Established to ensure a variety of projects.

<table>
<thead>
<tr>
<th>Small Project Set-Aside</th>
<th>Large Project Set-Aside</th>
</tr>
</thead>
<tbody>
<tr>
<td>Minimum QRPI: $25,000</td>
<td>Minimum QRPI: $350,000</td>
</tr>
<tr>
<td>Maximum rebate: $70,000</td>
<td>Maximum rebate: $2,000,000</td>
</tr>
<tr>
<td>Can apply as long as funding is available</td>
<td>Reservation is required</td>
</tr>
</tbody>
</table>

**District Pool**: To ensure that Investors from all Districts have reasonable access to DDD funding, the Large Project has a District Pool, which is calculated based on District population.

**Priority Consideration**: When reservation requests exceed available funding, priority consideration is given to projects that meet mutual state and local community objectives.

- Readiness to proceed
- Creates permanent jobs
- Provides mixed-use development
- **Expands housing opportunities**
- Protects historic resources
- Actively reuses existing structures
- Promotes sustainable practices

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**Saville Deerot LLC, Wilmington**

Renovation of the beautiful Saville building modernizing 42 apartments, common areas and large ground floor retail.

Photo Credit: Yada Properties
Program Resources

DSHA, works with State and local partners to regularly evaluate and incorporate improvements to ensure program success. Partnering with OSPC and Delaware Division of Small Business (DSB) as a resource team has been successful in bringing resources and programming to assist District staff in attracting new development.

- **Central Incentives Website**: The OSPC and DSHA created a centralized website where potential investors can view all available incentives in DDDs. It links to each municipality’s incentives as well as other useful incentives and programs.

- **DDD Story Map**: This interactive web map highlights private investment for both Large and Small Projects within each District. The Story Map was developed in cooperation with the University of Delaware’s Institute of Public Administration.

- **Education and Training**: Both OSPC and DSHA regularly provides training, through online and in-person workshops, to different audiences on various topics, such as training for elected officials of Districts or Investors.

- **Promotional Materials**: In partnership with the University of Delaware, District-specific templates were developed for printable promotional materials (18” W x 24” L posters, Fliers, Window clings) and digital tools (social media posts and short videos).

- **Community Development Coach**: The DSB and DSHA pooled resources to hire a consultant to assist Districts in building capacity to attract new businesses, or expand existing businesses within their District. Highlights of work include:
  - **One-on-one coaching** of District administrators.
  - **Technical assistance** to existing and potential investors in partnership with District administrators.
Assisting Districts in developing a “Community Inventory of Projects and Prospects.” This tool proactively engages District staff and property owners in mutual planning and identifying assistance needed to move properties to a ‘shovel-ready’ status.

**New Initiatives:** This unique collaboration between DSB, OSPC, DSHA and the Community Development Coach has been very effective. In addition to existing resources, the team is working on the following:

- Create and regularly distribute a **DDD Resource Team e-Newsletter** to provide timely information and resources.
- To assist towns in maintaining current online information, the Team developed an **online integrated DDD Website template** across Districts where information is provided and updated centrally. While the template is standardized, there is enough flexibility to allow each community to promote their unique content. So far, the Resource Team created a webpage template (“proof of concept” for Clayton and Dover). This template was favorably reviewed by all of the DDD communities and we look forward to completing these web pages for all DDD communities.
- Expand *completed* ‘Community Inventory’ into ‘Business and Building Inventories’ to match “end-users” of downtown space with available space. Information on now shovel-ready sites can then be incorporated into existing inventories, such as the one maintained by the Delaware Prosperity Partnership.

![Image](image_url)

Source: DDD Interactive Story Map
FY 2021 Program Activity

While the State, like the rest of the nation, is still recovering from impacts of a global pandemic, this past year has seen record activity as 5 Large and 55 Small Projects were completed receiving a total of $2.5 million in state funds. In addition to the numerous projects already underway, $10 million in state funds were reserved for 17 large projects and are expected to leverage $250 million in private investment. Altogether, approximately $12.6 million in DDD funds is leveraging $270 million in private investment.

The majority of all projects were residential creating a range of housing opportunities building a strong customer base for nearby businesses. The remaining projects were divided between mixed-use or commercial uses. Most projects were accomplished through rehabilitation of existing buildings often removing blight. In addition, several historic properties were renovated helping to preserve the character of downtowns. Rehabilitating mixed-use buildings are increasing the number and type of living options (typically in the above floors) while active first floor commercial and retail are key elements of successful downtowns. See the Appendix Tables for more information on all FY 2021 projects.

### Summary of Fiscal Year 2021 Activity

<table>
<thead>
<tr>
<th>Large Projects Reservations</th>
<th>Total Development Cost (TDC)</th>
<th>Reservation/Rebate</th>
<th>#</th>
</tr>
</thead>
<tbody>
<tr>
<td>Round 12 Fall</td>
<td>$77,882,668</td>
<td>$4,714,142</td>
<td>9</td>
</tr>
<tr>
<td>Round 13</td>
<td>$171,644,142</td>
<td>$5,258,490</td>
<td>8</td>
</tr>
<tr>
<td>Subtotal</td>
<td>$249,526,810</td>
<td>$9,972,632</td>
<td>17</td>
</tr>
</tbody>
</table>

### Rebates Issued

<p>| | | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Small Projects</td>
<td>$9,983,035</td>
<td>$1,271,708</td>
<td>5</td>
</tr>
<tr>
<td>Large Projects</td>
<td>$10,209,326</td>
<td>$1,214,341</td>
<td>55</td>
</tr>
<tr>
<td>Subtotal</td>
<td>$20,192,361</td>
<td>$2,486,049</td>
<td>60</td>
</tr>
<tr>
<td>Grand Total</td>
<td>$269,719,171</td>
<td>$12,458,681</td>
<td>77</td>
</tr>
</tbody>
</table>

![Eligible Use and Construction Activity Chart](image)
FY 2015-2021 Program Activity

The rebate continues to be extremely successful. Since early 2015, there have been 235 projects completed and placed in service. These projects have used $19.4 million in state DDD funds to leverage $312 million in private investment. The total pool of completed projects and reserved projects (still in construction) represent $42.8 million in state DDD funds leveraging $836 million in private investment. This represents 90 Large Projects and 191 Small Projects.

As indicated in the Summary, the largest percentage of projects have been for residential, followed by commercial and mixed-use. A majority of these projects have been for rehabilitating existing buildings, with the remaining project being new construction.

**Project Type**

Each year, the number of Small Projects has grown. In 2021, there were 55 Small Projects completed among the twelve Districts. The table below shows how number of Small and Large Projects have grown over time. Unlike Large Projects, reservations are not required for Small Projects. As a result, it is difficult to project the number of Small Projects currently underway.
**District Usage**

Partnerships and strong incentives are facilitating private investment in both Small and Large Projects in all designated Districts. However, Wilmington has seen more Large Projects than all other Districts combined. This is reflected in amount of DDD Rebate funds and amount of private investment leveraged. Most of the Large Projects in Wilmington are the rehabilitation of existing buildings to incorporate commercial and residential spaces. However, Small Projects double the number of Large Projects. Residential use continues to comprise the majority of Small Projects, as non-profit organizations, such as NCALL, Inc., Milford Housing Development Corporation, and Habitat for Humanity construct new homes for sustainable homeownership. Increased homeownership is a goal in many District Plans to balance the housing tenure.

Overall the initial Districts in Dover, Seaford and Wilmington have seen much of the project activity. However, the active marketing of the DDD program by Milford is resulting in an infusion of projects and private investment. Harrington is also experiencing a substantial number of projects, which is impressive given that it is one of the smaller and newer Districts. The chart below shows how many projects have been completed in each District FY 2015 through FY 2021. It is important to note it does not include projects that are still under construction.

**Rebated Projects by District FY 2015-21**

<table>
<thead>
<tr>
<th>District</th>
<th>DDD Rebate</th>
<th>Private Investment</th>
<th>Large Projects</th>
<th>Small Projects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Delaware City</td>
<td>$149,980</td>
<td>$961,889</td>
<td>0</td>
<td>7</td>
</tr>
<tr>
<td>Dover</td>
<td>$1,150,624</td>
<td>$9,334,546</td>
<td>4</td>
<td>39</td>
</tr>
<tr>
<td>Georgetown</td>
<td>$530,044</td>
<td>$4,123,989</td>
<td>1</td>
<td>5</td>
</tr>
<tr>
<td>Harrington</td>
<td>$656,441</td>
<td>$4,082,221</td>
<td>1</td>
<td>22</td>
</tr>
<tr>
<td>Laurel</td>
<td>$191,802</td>
<td>$1,177,115</td>
<td>0</td>
<td>12</td>
</tr>
<tr>
<td>Middletown</td>
<td>$128,663</td>
<td>$970,110</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Milford</td>
<td>$1,511,789</td>
<td>$10,624,634</td>
<td>4</td>
<td>37</td>
</tr>
<tr>
<td>New Castle (City)</td>
<td>$62,811</td>
<td>$604,388</td>
<td>0</td>
<td>3</td>
</tr>
<tr>
<td>Seaford</td>
<td>$1,765,075</td>
<td>$20,761,983</td>
<td>3</td>
<td>22</td>
</tr>
<tr>
<td>Smyrna</td>
<td>$552,560</td>
<td>$3,936,842</td>
<td>1</td>
<td>14</td>
</tr>
<tr>
<td>Wilmington</td>
<td>$12,696,001</td>
<td>$255,337,866</td>
<td>29</td>
<td>28</td>
</tr>
</tbody>
</table>

*NOTE: Only Districts with activity were included in table.*
## Appendix: Downtown Development District Tables

### Summary (FY15-FY21), ending 6/30/21

#### Table 1: DDD Rebates Issued To-Date by Eligible Use

<table>
<thead>
<tr>
<th>Large Projects</th>
<th>Total Development Cost (TDC)</th>
<th>Qualified Real Property Investment (QRPI)</th>
<th>Rebate</th>
<th>#</th>
</tr>
</thead>
<tbody>
<tr>
<td>Commercial</td>
<td>$98,043,836</td>
<td>$77,727,069</td>
<td>$5,298,268</td>
<td>16</td>
</tr>
<tr>
<td>Mixed Use</td>
<td>$146,390,428</td>
<td>$91,174,361</td>
<td>$7,314,856</td>
<td>21</td>
</tr>
<tr>
<td>Residential</td>
<td>$37,235,556</td>
<td>$24,235,665</td>
<td>$2,348,745</td>
<td>7</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$281,669,820</strong></td>
<td><strong>$193,137,095</strong></td>
<td><strong>$14,961,869</strong></td>
<td><strong>44</strong></td>
</tr>
</tbody>
</table>

#### Small Projects

| Commercial     | $8,972,700                  | $5,785,196                              | $1,152,599 | 46 |
| Mixed Use      | $5,143,306                  | $4,270,888                              | $814,913   | 22 |
| Residential    | $16,453,261                 | $12,357,314                             | $2,466,410 | 123|
| **Total**      | **$30,569,267**             | **$22,413,398**                         | **$4,433,922** | **191** |

#### Large/Small Projects

| Commercial     | $107,016,536                | $83,512,265                             | $6,450,867 | 62 |
| Mixed Use      | $151,533,734                | $95,445,249                             | $8,129,769 | 43 |
| Residential    | $53,688,817                 | $36,592,979                             | $4,815,155 | 130|
| **Total**      | **$312,239,087**            | **$215,550,493**                        | **$19,395,791** | **235** |

#### Table 2: DDD Rebates Issued To-Date by Activity

<table>
<thead>
<tr>
<th>Large Projects</th>
<th>TDC</th>
<th>QRPI</th>
<th>Rebate</th>
<th>#</th>
</tr>
</thead>
<tbody>
<tr>
<td>New Construction</td>
<td>$94,820,529</td>
<td>$76,119,787</td>
<td>$4,069,910</td>
<td>10</td>
</tr>
<tr>
<td>Rehab-Existing</td>
<td>$186,849,291</td>
<td>$117,017,308</td>
<td>$10,891,959</td>
<td>34</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$281,669,820</strong></td>
<td><strong>$193,137,095</strong></td>
<td><strong>$14,961,869</strong></td>
<td><strong>44</strong></td>
</tr>
</tbody>
</table>

#### Small Projects

| New Construction | $9,919,870         | $7,834,040       | $1,562,596     | 66 |
| Rehab-Existing   | $20,649,397        | $14,579,358      | $2,871,325     | 125|
| **Total**        | **$30,569,267**    | **$22,413,398**  | **$4,433,921** | **191** |

#### Large/Small Projects

| New Construction | $104,740,399       | $83,953,827      | $5,632,506     | 76 |
| Rehab-Existing   | $207,498,688       | $131,596,666     | $13,763,284    | 159|
| **Total**        | **$312,239,087**   | **$215,550,493** | **$19,395,790**| **235** |
### Summary FY21

#### Table 3: Large Project Reservations - Announced Fall 2020

<table>
<thead>
<tr>
<th>Investor</th>
<th>District</th>
<th>Eligible Use</th>
<th>Project Cost</th>
<th>Rebate/Reservation</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Residences at River Place LLC (2)</td>
<td>Seaford</td>
<td>Residential</td>
<td>$7,629,601</td>
<td>$660,000</td>
</tr>
<tr>
<td>308 Market LLC</td>
<td>Wilmington</td>
<td>Mixed Use</td>
<td>$12,016,365</td>
<td>$620,000</td>
</tr>
<tr>
<td>Habitat for Humanity of NCC</td>
<td>Wilmington</td>
<td>Residential</td>
<td>$1,410,800</td>
<td>$191,450</td>
</tr>
<tr>
<td>Saville Deerot LLC</td>
<td>Wilmington</td>
<td>Residential</td>
<td>$5,209,500</td>
<td>$241,700</td>
</tr>
<tr>
<td>NCALL *</td>
<td>Dover</td>
<td>Commercial</td>
<td>$2,146,000</td>
<td>$361,492</td>
</tr>
<tr>
<td>Greenlea LLC *</td>
<td>Georgetown</td>
<td>Commercial</td>
<td>$2,145,822</td>
<td>$379,500</td>
</tr>
<tr>
<td>Shadaw Enterprises, LLC *</td>
<td>Smyrna</td>
<td>Commercial</td>
<td>$9,836,026</td>
<td>$660,000</td>
</tr>
<tr>
<td>105 West 7th LLC *</td>
<td>Wilmington</td>
<td>Residential</td>
<td>$9,771,667</td>
<td>$580,000</td>
</tr>
<tr>
<td>DAD 1220 N. Market Street, LLC *</td>
<td>Wilmington</td>
<td>Commercial</td>
<td>$27,716,887</td>
<td>$1,020,000</td>
</tr>
<tr>
<td>LP-Round 12, FY21 TOTAL</td>
<td></td>
<td></td>
<td>$77,882,668</td>
<td>$4,714,142</td>
</tr>
</tbody>
</table>

* Returned and resubmitted reservations

#### Table 4: Large Project Reservations - Announced Spring 2021

<table>
<thead>
<tr>
<th>Investor</th>
<th>District</th>
<th>Eligible Use</th>
<th>Project Cost</th>
<th>Rebate/Reservation</th>
</tr>
</thead>
<tbody>
<tr>
<td>1007 Market Residential Owner LLC</td>
<td>Wilmington</td>
<td>Mixed Use</td>
<td>$4,598,930</td>
<td>$500,000</td>
</tr>
<tr>
<td>212 9th LLC</td>
<td>Wilmington</td>
<td>Mixed Use</td>
<td>$3,461,574</td>
<td>$381,574</td>
</tr>
<tr>
<td>801 Orange LLC</td>
<td>Wilmington</td>
<td>Mixed Use</td>
<td>$80,162,986</td>
<td>$2,000,000</td>
</tr>
<tr>
<td>Midtown Apartments LLC</td>
<td>Wilmington</td>
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* Returned and resubmitted reservations

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