

August 6, 2019

# Project Plan for the Creation of Tax Incremental District No. 15

## **CITY OF SUPERIOR, WISCONSIN**

Organizational Joint Review Board Meeting Held:	Scheduled for: September 11, 2019
Public Hearing Held:	Scheduled for: September 11, 2019
Consideration for Approval by Plan Commission:	Scheduled for: September 11, 2019
Consideration for Adoption by Common Council:	Scheduled for: October 1, 2019
Consideration for Approval by the Joint Review Board:	Scheduled for: October 2, 2019

# Tax Incremental District No. 15 Creation Project Plan

## City of Superior Officials

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Dan Olson	Councilor
Jenny Van Sickle	Councilor
Warren Bender	Councilor
Jack Sweeney	Councilor
Brent Fennessey	Councilor
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Craig Sutherland	Councilor
Keith Kern	Councilor
Esther Dalbec	Councilor

### City Staff

Terri Kalan	City Clerk
Jason Serck	Planning & Economic Development Director
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### Plan Commission

Mayor Jim Paine	Ann Porter
Esther Dalbec	Dave Strum
Brent Fennessey	Dennis Dalbec
Jack Sweeney	Brian Finstad
Kaylee Hermanson	Jason Serck

### Joint Review Board

Jason Serck	City Representative
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## SECTION 1: Executive Summary

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### Description of District

#### Type of District, Size and Location

Tax Incremental District (“TID”) No. 15 (the “TID” or “District”) is proposed to be created by the City of Superior (“City”) as a mixed-use district. A map of the proposed District boundaries is located in Section 3 of this plan.

#### Estimated Total Project Expenditures.

The City anticipates making total project expenditures of approximately \$5,500,000 to undertake the projects listed in this Project Plan. The City anticipates completing the projects in a single phase. The Expenditure Period of this District is 15 years from the date of adoption of the authorizing Resolution of the Common Council (the “Creation Resolution”). The projects to be undertaken pursuant to this Project Plan are expected to be financed with General Obligation debt issued by the City and Development Agreement Payments based on the creation of tax increment revenues, however, the City may use other alternative financing methods which may provide overall lower costs of financing, preserve debt capacity, mitigate risk to the City, or provide other advantages as determined by the Common Council. A discussion and listing of other possible financing mechanisms, as well as a summary of total project financing, is located in Section 10 of this plan.

#### Economic Development

As a result of the creation of this District, the City projects that additional land and improvements value of approximately \$18,300,000 will be created as a result of new development, redevelopment, and appreciation in the value of existing properties. This additional value will be a result of the improvements made and projects undertaken within the District. A table detailing assumptions as to the timing of new development and redevelopment and associated values is located in Section 10 of this Plan. In addition, creation of the District is expected to result in other economic benefits as detailed in the Summary of Findings hereafter.

#### Expected Termination of District

Based on the Economic Feasibility Study located in Section 10 of this plan, this District would be expected to generate sufficient tax increments to recover all project costs by the year 2038; 4 years earlier than the 20-year maximum life of this District.

### Summary of Findings

As required by Wisconsin Statutes Section 66.1105, and as documented in this Project Plan and the exhibits contained and referenced herein, the following findings are made:

1. **That “but for” the creation of this District, the development projected to occur as detailed in this Project Plan: 1) would not occur; or 2) would not occur in the manner, at the values, or**

**within the timeframe desired by the City.** In making this determination, the City has considered the following information:

- The site proposed for development has remained vacant for  years. Given that the site has not developed as would have been expected under normal market conditions, it is the judgment of the City that the use of Tax Incremental Financing (“TIF”) will be required to provide the necessary infrastructure and inducements to encourage development on the sites consistent with that desired by the City.
- In order to make the areas included within the District suitable for development, the City and Developer will need to make a substantial investment to pay for the costs of: site improvements including: site assembly and preparations; soil correction; below grade foundations including excavation and filling; underground utilities; storm water drainage; parking improvements and engineering plans; soil tests; and related costs in preparing such work. Due to the extensive initial investment in public infrastructure and rehabilitation that is required in order to allow development to occur, the City has determined that development of the area will not occur solely as a result of private investment. Accordingly, the City finds that absent the use of TIF, development of the area is unlikely to occur.
- Due to its geographic location and market conditions, the City has seen little growth or new investment in the community. According to reports produced by the State of Wisconsin, Department of Revenue, net new construction within the City for the period of 2013 to 2018 has averaged only 1.04%. Absent the use of Tax Increment Financing (TIF), this trend is likely to continue. Use of TIF will provide the City with the means to stimulate new development.

2. **The economic benefits of the Tax Incremental District, as measured by increased employment, business and personal income, and property value, are sufficient to compensate for the cost of the improvements.** In making this determination, the City has considered the following information:

- As demonstrated in the Economic Feasibility Section of this Project Plan, the tax increments projected to be collected are more than sufficient to pay for the proposed project costs. On this basis alone, the finding is supported.
- The development expected to occur within the District would create approximately 136 residential apartment units, providing housing opportunities for workers.

3. **The benefits of the proposal outweigh the anticipated tax increments to be paid by the owners of property in the overlying taxing jurisdictions.**

- If approved, the District’s creation would become effective for valuation purposes as of January 1, 2018. As of this date, the values of all existing development would be frozen and the property taxes collected on this base value would continue to be distributed amongst the various taxing entities as they currently are now. Taxes levied on any additional value established within the District due to new construction, renovation or appreciation of property values occurring after January 1, 2018 would be collected by the TID and used to repay the costs of TIF-eligible projects undertaken within the District.
- Since the development expected to occur is unlikely to take place or in the same manner without the use of TIF (see Finding #1) and since the District will generate economic benefits that are more than sufficient to compensate for the cost of the improvements (see Finding #2), the City reasonably concludes that the overall benefits of the District outweigh the anticipated tax

increments to be paid by the owners of property in the overlying taxing jurisdictions. It is further concluded that since the “but for” test is satisfied, there would, in fact, be no foregone tax increments to be paid in the event the District is not created. As required by Section 66.1105(4)(i)4., a calculation of the share of projected tax increments estimated to be paid by the owners of property in the overlying taxing jurisdictions has been made and can be found in Appendix A of this plan.

4. Not less than 50% by area of the real property within the District is suitable for a combination of commercial and residential uses, defined as “mixed-use development” within the meaning of Wisconsin Statutes Section 66.1105(2)(cm).
5. Based upon the findings, as stated above, the District is declared to be a mixed-use District based on the identification and classification of the property included within the District.
6. The project costs relate directly to promoting mixed-use development in the District consistent with the purpose for which the District is created.
7. The improvement of such area is likely to enhance significantly the value of substantially all of the other real property in the District.
8. The equalized value of taxable property of the District, plus the value increment of all existing tax incremental districts within the City, does not exceed 12% of the total equalized value of taxable property within the City.
9. The City estimates that approximately 6.8% of the territory within the District will be devoted to retail business at the end of the District’s maximum expenditure period, pursuant to Wisconsin Statutes Sections 66.1105(5)(b) and 66.1105(6)(am)1.
10. The Project Plan for the District in the City is feasible, and is in conformity with the master plan of the City.

## **SECTION 2: Type and General Description of District**

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The District is being created by the City under the authority provided by Wisconsin Statutes Section 66.1105. The District is created as a “Mixed Use District” based upon a finding that at least 50%, by area, of the real property within the District is suitable for a combination of commercial and residential uses as defined within the meaning of Wisconsin Statutes Section 66.1105(2)(cm) (See Section 5 of this plan for a breakdown of District parcels by class and calculation of compliance with the 50% test). Lands proposed for newly platted residential development comprise 0% of the area of the District

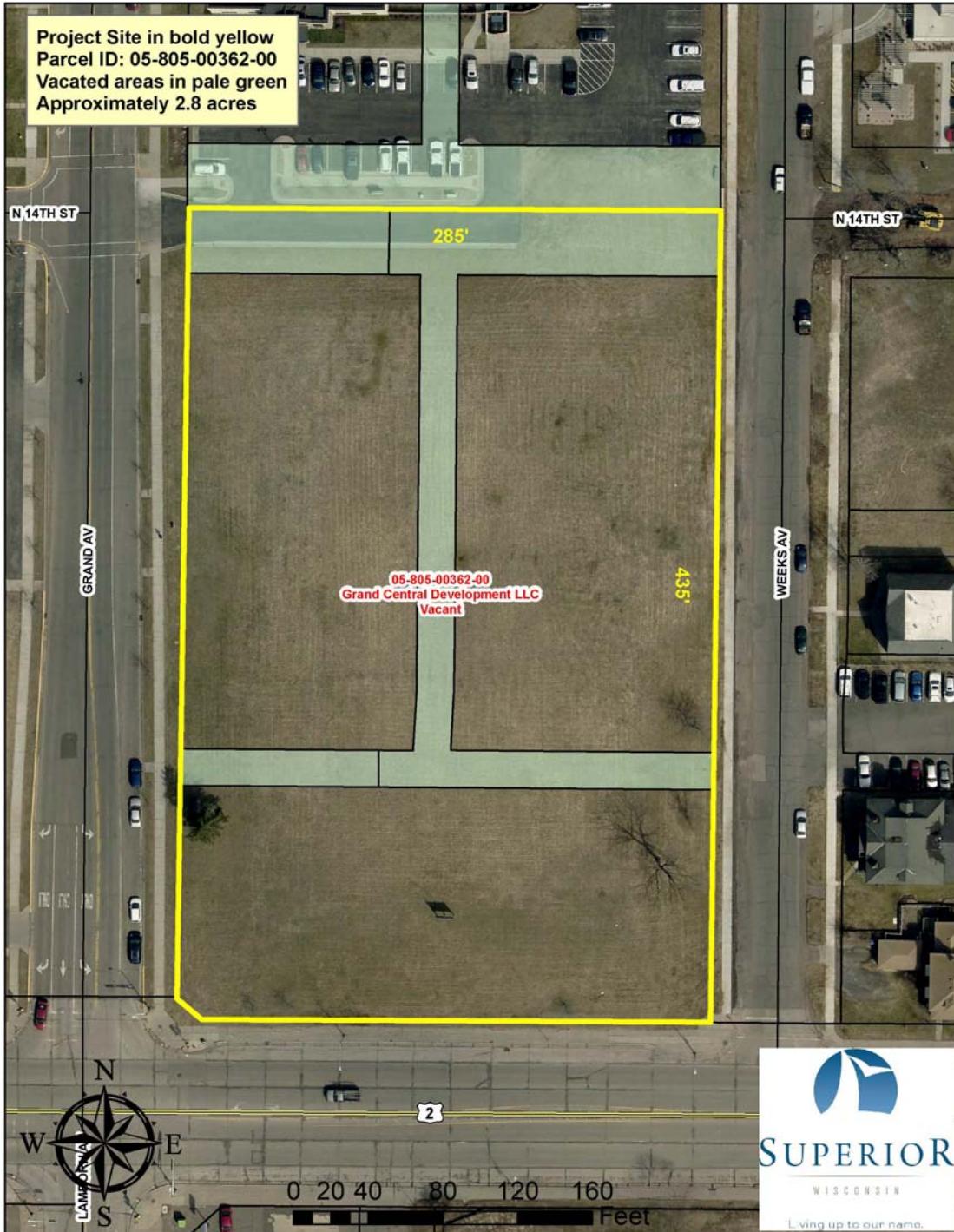
A map depicting the boundaries of the District is found in Section 3 of this Plan. A map depicting the proposed uses of the District is found in Section 8 of this plan. The City intends that TIF will be used to assure that a combination of private, commercial and residential development occurs within the District consistent with the City’s development objectives. This will be accomplished by installing public improvements and making necessary related expenditures to induce and promote development within the District. The goal is to increase the tax base, develop underdeveloped property, provide housing options,

and to provide for and preserve employment opportunities within the City. The project costs included in the Plan relate directly to promoting mixed-use development in the District consistent with the purpose for which the District is created.

Based upon the findings, as stated within this Plan, the District is declared to be a mixed-use District based on the identification and classification of the property included within the district.

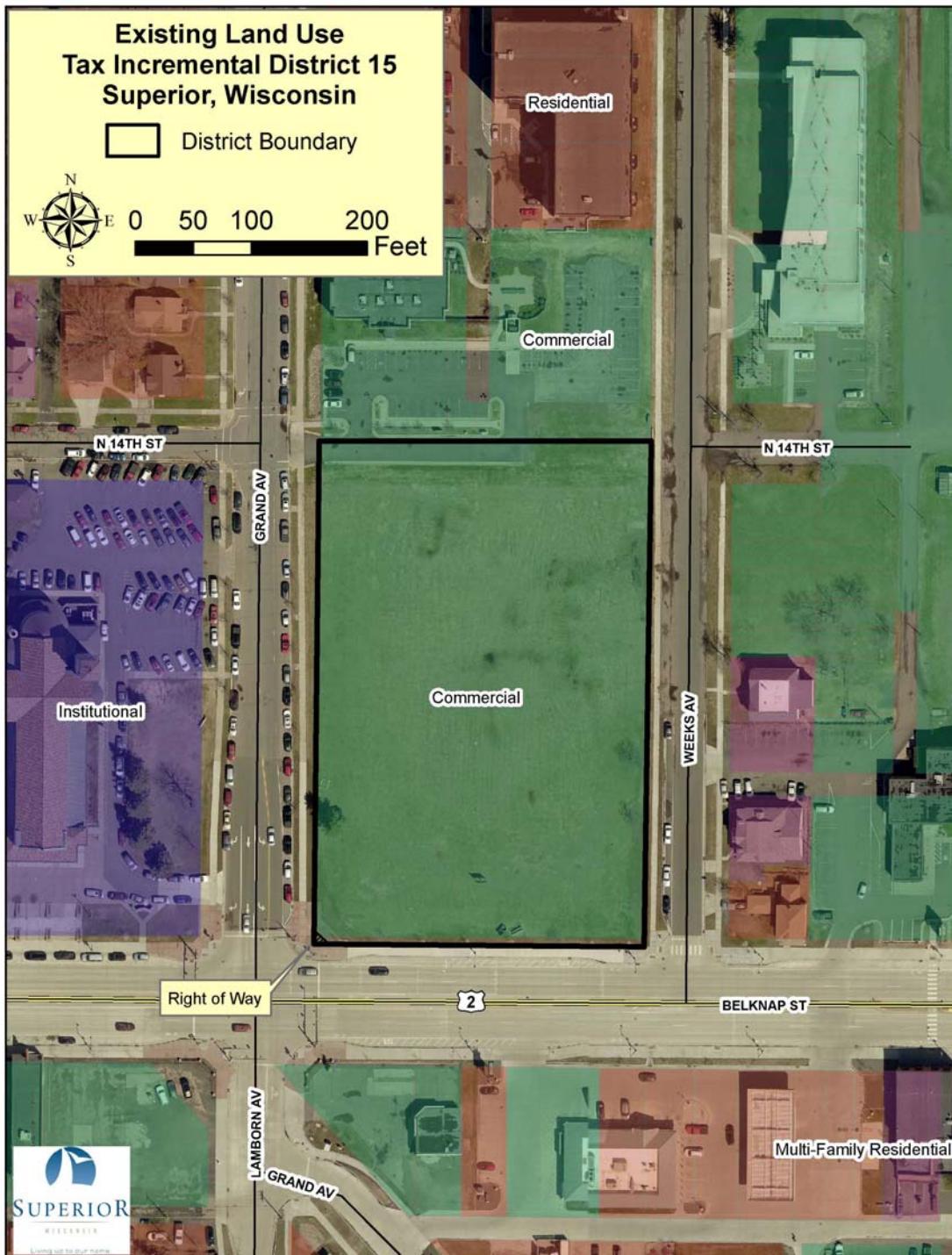
## SECTION 3: Preliminary Map of Proposed District Boundary

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## SECTION 4: Maps Showing Existing Uses and Conditions

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## SECTION 5: Preliminary Parcel List and Analysis

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City-Owned Parcel # 05.805.00362.000.

Lots 1 thru 32, Fractional Lots 33 thru 42, Block 267, Alleys and North 14th Street vacated, West Superior 13th Division, except that part conveyed to the City of Superior in Document Number 882012 for Right of Way, all in the City of Superior, Douglas County, Wisconsin. Parcel # 05-805-00362-00.

## SECTION 6: Equalized Value Test

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The following calculations demonstrate that the City is in compliance with Wisconsin Statutes Section.66.1105(4)(gm)4.c., which requires that the equalized value of the taxable property in the proposed District, plus the value increment of all existing tax incremental districts, does not exceed 12% of the total equalized value of taxable property within the City.

The equalized value of the increment of existing tax incremental districts within the City, plus the base value of the proposed District, totals \$59,150,300. This value is less than the maximum of \$207,767,892 in equalized value that is permitted for the City of Superior. The City is therefore in compliance with the statutory equalized valuation test and may proceed with creation of this District.

City of Superior, Wisconsin				
Tax Increment District # 15				
Valuation Test Compliance Calculation				
District Creation Date	10/1/2019	Valuation Data Currently Available 2019	Dollar Charge	Percent Change
Total EV (TID In)	1,731,399,100			1,731,399,100
12% Test	207,767,892			207,767,892
Increment of Existing TIDs				
TID #7	12,598,700			12,598,700
TID #8	18,678,900			18,678,900
TID #9	19,348,400			19,348,400
TID #11	3,317,100			3,317,100
TID #12	0			0
TID #13	5,207,200			5,207,200
Total Existing Increment	<u>59,150,300</u>			<u>59,150,300</u>
Projected Base of New or Amended District	0			0
Less Value of Any Underlying TID Parcels	0			0
Total Value Subject to 12% Test	<u>59,150,300</u>			<u>59,150,300</u>
Compliance	PASS			PASS

## **SECTION 7: Statement of Kind, Number and Location of Proposed Public Works and Other Projects**

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The following is a list of public works and other TIF-eligible projects that the City expects to implement in conjunction with this District. Any costs necessary or convenient to the creation of the District or directly or indirectly related to the public works and other projects are considered "Project Costs" and eligible to be paid with tax increment revenues of the District.

### **Property, Right-of-Way and Easement Acquisition**

#### **Property Acquisition for Development**

In order to promote and facilitate development the City may acquire property within the District. The cost of property acquired, and any costs associated with the transaction, are eligible Project Costs. Following acquisition, other Project Costs within the categories detailed in this Section may be incurred in order to make the property suitable for development. Any revenue received by the City from the sale of property acquired pursuant to the execution of this Plan will be used to reduce the total project costs of the District. If total Project Costs incurred by the City to acquire property and make it suitable for development exceed the revenues or other consideration received from the sale or lease of that property, the net amount shall be considered "real property assembly costs" as defined in Wisconsin Statutes Section 66.1105(2)(f)1.c., and subject to recovery as an eligible Project Cost.

#### **Acquisition of Rights-of-Way**

The City may need to acquire property to allow for installation of streets, driveways, sidewalks, utilities, stormwater management practices and other public infrastructure. Costs incurred by the City to identify, negotiate and acquire rights-of-way are eligible Project Costs.

#### **Acquisition of Easements**

The City may need to acquire temporary or permanent easements to allow for installation and maintenance of streets, driveways, sidewalks, utilities, stormwater management practices and other public infrastructure. Costs incurred by the City to identify, negotiate and acquire easement rights are eligible Project Costs.

#### **Relocation Costs**

If relocation expenses are incurred in conjunction with the acquisition of property, those expenses are eligible Project Costs. These costs may include, but are not limited to: preparation of a relocation plan; allocations of staff time; legal fees; publication of notices; obtaining appraisals; and payment of relocation benefits as required by Wisconsin Statutes Sections 32.19 and 32.195.

### **Site Preparation Activities**

#### **Environmental Audits and Remediation**

There have been no known environmental studies performed within the proposed District. If, however, it becomes necessary to evaluate any land or improvement within the District, any cost incurred by the City related to environmental audits, testing, and remediations are eligible Project Costs.

#### **Demolition**

In order to make sites suitable for development, the City may incur costs related to demolition and removal of structures or other land improvements, to include abandonment of wells or other existing utility services.

### **Site Grading**

Land within the District may require grading to make it suitable for development, to provide access, and to control stormwater runoff. The City may need to remove and dispose of excess material, or bring in fill material to provide for proper site elevations. Expenses incurred by the City for site grading are eligible Project Costs.

## **Utilities**

### **Sanitary Sewer System Improvements**

There are inadequate sanitary sewer facilities serving areas of the District. To allow development to occur, the City may need to construct, alter, rebuild or expand sanitary sewer infrastructure within the District. Eligible Project Costs include, but are not limited to, construction, alteration, rebuilding or expansion of: collection mains; manholes and cleanouts; service laterals; force mains; interceptor sewers; pumping stations; lift stations; wastewater treatment facilities; and all related appurtenances. To the extent sanitary sewer projects undertaken within the District provide direct benefit to land outside of the District, the City will make an allocation of costs based on such benefit. Those costs corresponding to the benefit allocated to land within the District, and necessitated by the implementation of the Project Plan, are eligible Project Costs. Implementation of the Project Plan may also require that the City construct, alter, rebuild or expand sanitary sewer infrastructure located outside of the District. That portion of the costs of sanitary sewer system projects undertaken outside the District which are necessitated by the implementation of the Project Plan are eligible Project Costs. The improvements to the wastewater treatment facilities, although not within the  $\frac{1}{2}$  mile radius, is an eligible project cost under Section 66.1105(2)(f)1 k.

### **Water System Improvements**

There are inadequate water distribution facilities serving areas of the District. To allow development to occur, the City may need to construct, alter, rebuild or expand water system infrastructure within the District. Eligible Project Costs include, but are not limited to, construction, alteration, rebuilding or expansion of: distribution mains; manholes and valves; hydrants; service laterals; pumping stations; wells; water treatment facilities; storage tanks and reservoirs; and all related appurtenances. To the extent water system projects undertaken within the District provide direct benefit to land outside of the District, the City will make an allocation of costs based on such benefit. Those costs corresponding to the benefit allocated to land within the District, and necessitated by the implementation of the Project Plan, are eligible Project Costs. Implementation of the Project Plan may also require that the City construct, alter, rebuild or expand water system infrastructure located outside of the District. That portion of the costs of water system projects undertaken outside the District which are necessitated by the implementation of the Project Plan are eligible Project Costs.

### **Stormwater Management System Improvements**

Development within the District will cause stormwater runoff and pollution. To manage this stormwater runoff, the City may need to construct, alter, rebuild or expand stormwater management infrastructure within the District. Eligible Project Costs include, but are not limited to, construction, alteration, rebuilding or expansion of: stormwater collection mains; inlets, manholes and valves; service laterals; ditches; culvert pipes; box culverts; bridges; stabilization of stream and river banks; and infiltration, filtration and detention Best Management Practices (BMP's). To the extent stormwater management system projects undertaken within the District provide direct benefit to land outside of the District, the

City will make an allocation of costs based on such benefit. Those costs corresponding to the benefit allocated to land within the District, and necessitated by the implementation of the Project Plan, are eligible Project Costs. Implementation of the Project Plan may also require that the City construct, alter, rebuild or expand stormwater management infrastructure located outside of the District. That portion of the costs of stormwater management system projects undertaken outside the District which are necessitated by the implementation of the Project Plan are eligible Project Costs.

### **Electric Service**

In order to create sites suitable for development, the City may incur costs to provide, relocate or upgrade electric services. Relocation may require abandonment and removal of existing poles or towers, installation of new poles or towers, or burying of overhead electric lines. Costs incurred by the City to undertake this work are eligible Project Costs.

### **Gas Service**

In order to create sites suitable for development, the City may incur costs to provide, relocate or upgrade gas mains and services. Costs incurred by the City to undertake this work are eligible Project Costs.

### **Communications Infrastructure**

In order to create sites suitable for development, the City may incur costs to provide, relocate or upgrade infrastructure required for voice and data communications, including, but not limited to: telephone lines, cable lines and fiber optic cable. Costs incurred by the City to undertake this work are eligible Project Costs.

## **Streets and Streetscape**

### **Street Improvements**

There are inadequate street improvements serving areas of the District. To allow development to occur, the City may need to construct and/or reconstruct streets, highways, alleys, access drives and parking areas. Eligible Project Costs include, but are not limited to: excavation; removal or placement of fill; construction of road base; asphalt or concrete paving or repaving; installation of curb and gutter; installation of sidewalks and bicycle lanes; installation of culverts, box culverts and bridges; rail crossings and signals; utility relocation, to include burying overhead utility lines; street lighting; installation of traffic control signage and traffic signals; pavement marking; right-of-way restoration; installation of retaining walls; and installation of fences, berms, and landscaping.

### **Streetscaping and Landscaping**

In order to attract development consistent with the objectives of this Plan, the City may install amenities to enhance development sites, rights-of-way and other public spaces. These amenities include, but are not limited to: landscaping; lighting of streets, sidewalks, parking areas and public areas; installation of planters, benches, clocks, tree rings, trash receptacles and similar items; and installation of brick or other decorative walks, terraces and street crossings. These and any other similar amenities installed by the City are eligible Project Costs.

## **RDA Type Activities**

### **Contribution to Redevelopment Authority**

As provided for in Wisconsin Statues Sections 66.1105(2)(f)1.h and 66.1333(13), the City may provide funds to its RDA for administration, planning, and capital costs, including but not limited to real property acquisition, related to the purposes for which it was established in furtherance of any redevelopment or urban renewal project. Funds provided to the RDA for this purpose are eligible Project Costs.

## **Revolving Loan/Grant Program**

To encourage private redevelopment consistent with the objectives of this Plan, the City, through its RDA, may provide loans and/or matching grants to eligible property owners in the District. Loan and/or matching grant recipients will be required to sign an agreement specifying the nature of the property improvements to be made. Eligible improvements will be those that are likely to improve the value of the property, enhance the visual appearance of the property and surrounding area, correct safety deficiencies, or as otherwise specified by the RDA in the program manual. Any funds returned to the RDA from the repayment of loans made are not considered revenues to the District, and will not be used to offset District Project Costs. Instead, these funds may be placed into a revolving loan fund and will continue to be used for the program purposes stated above. Any funds provided to the RDA for purposes of implementing this program are considered eligible Project Costs.

## **Miscellaneous**

### **Cash Grants (Development Incentives)**

The City may enter into agreements with property owners, lessees, or developers of land located within the District for the purpose of sharing costs to encourage the desired kind of improvements and assure tax base is generated sufficient to recover project costs. No cash grants will be provided until the City executes a developer agreement with the recipient of the cash grant. Any payments of cash grants made by the City are eligible Project Costs.

### **Projects Outside the Tax Increment District**

Pursuant to Wisconsin Statutes Section 66.1105(2)(f)1.n, the City may undertake projects within territory located within one-half mile of the boundary of the District provided that: 1) the project area is located within the City's corporate boundaries and 2) the projects are approved by the Joint Review Board. The cost of projects completed outside the District pursuant to this section are eligible project costs, and may include any project cost that would otherwise be eligible if undertaken within the District. The City intends to make the following project cost expenditures outside the District:

### **Professional Service and Organizational Costs**

The costs of professional services rendered, and other costs incurred, in relation to the creation, administration and termination of the District, and the undertaking of the projects contained within this Plan, are eligible Project Costs. Professional services include, but are not limited to: architectural; environmental; planning; engineering; legal, audit; financial; and the costs of informing the public with respect to the creation of the District and the implementation of the Plan.

### **Administrative Costs**

The City may charge to the District as eligible Project Costs reasonable allocations of administrative costs, including, but not limited to, employee salaries. Costs allocated will bear a direct connection to the time spent by City employees in connection with the implementation of the Plan.

### **Financing Costs**

Interest expense, debt issuance expenses, redemption premiums, and any other fees and costs incurred in conjunction with obtaining financing for projects undertaken under this Plan are eligible Project Costs.

With all projects the costs of engineering, design, survey, inspection, materials, construction, restoring property to its original condition, apparatus necessary for public works, legal and other consultant fees, testing, environmental studies, permits, updating City ordinances and plans, judgments or claims for damages and other expenses are included as Project Costs.

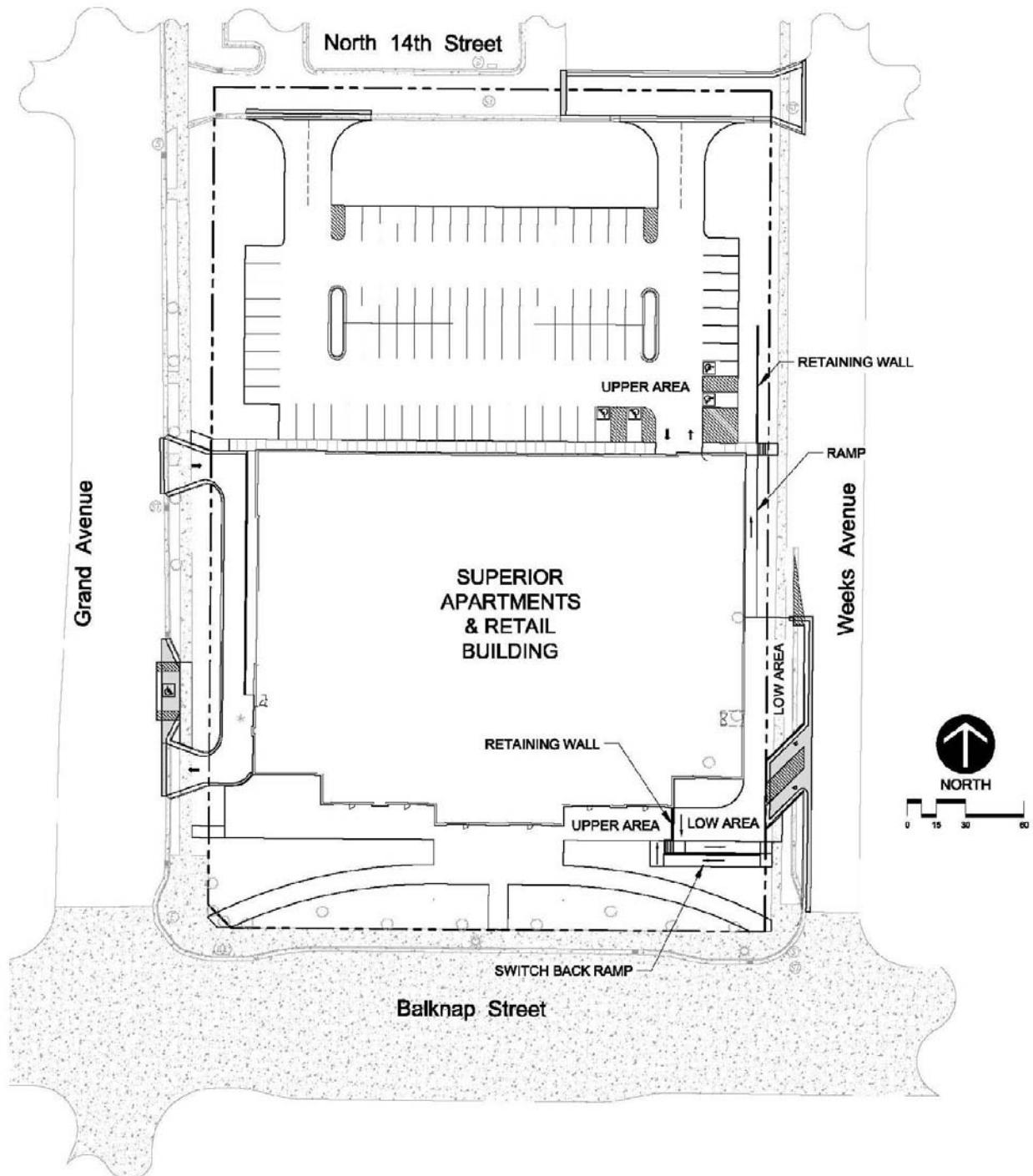
In the event any of the public works project expenditures are not reimbursable out of the special TIF fund under Wisconsin Statutes Section 66.1105, in the written opinion of counsel retained by the City for such purpose or a court of record so rules in a final order, then such project or projects shall be deleted herefrom and the remainder of the projects hereunder shall be deemed the entirety of the projects for purposes of this Project Plan.

**The City reserves the right to implement only those projects that remain viable as the Plan period proceeds.**

Project Costs are any expenditure made, estimated to be made, or monetary obligations incurred or estimated to be incurred, by the City and as outlined in this Plan. Project Costs will be diminished by any income, special assessments or other revenues, including user fees or charges. To the extent the costs benefit the municipality outside the District, a proportionate share of the cost is not a Project Cost. Costs identified in this Plan are preliminary estimates made prior to design considerations and are subject to change after planning is completed. Prorations of costs in the Plan are also estimates and subject to change based upon implementation, future assessment policies and user fee adjustments.

## SECTION 8: Map Showing Proposed Improvements and Uses

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## SECTION 9: Detailed List of Project Costs

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All costs are based on 2019 prices and are preliminary estimates. The City reserves the right to increase these costs to reflect inflationary increases and other uncontrollable circumstances between 2019 and the time of construction. The City also reserves the right to increase certain project costs to the extent others are reduced or not implemented without amending the Plan. The tax increment allocation is preliminary and is subject to adjustment based upon the implementation of the Plan.

**This Plan is not meant to be a budget nor an appropriation of funds for specific projects, but a framework within which to manage projects. All costs included in the Plan are estimates based on best information available. The City retains the right to delete projects or change the scope and/or timing of projects implemented as they are individually authorized by the Common Council, without amending the Plan.**

Proposed Project	Estimated Cost
Site Improvements	\$5,500,000

City of Superior, Wisconsin			
Tax Increment District # 15			
Estimated Project List			
Project ID	Project Name/Type	Phase I 2019-20	Total (Note 1)
1	Site Improvements	5,500,000	5,500,000
Total Projects		<u>5,500,000</u>	<u>5,500,000</u>
Notes:			
Note 1      Project costs are estimates and are subject to modification			

## SECTION 10: Economic Feasibility Study, Financing Methods, and the Time When Costs or Monetary Obligations Related are to be Incurred

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The information and exhibits contained within this Section demonstrate that the proposed District is economically feasible insofar as:

- The City has available to it the means to secure the necessary financing required to accomplish the projects contained within this Plan. A listing of “Available Financing Methods” follows.
- The City expects to complete the projects in one or multiple phases, and can adjust the timing of implementation as needed to coincide with the pace of private development. A discussion of the phasing and projected timeline for project completion is discussed under “Plan Implementation” within this Section. A table identifying the financing method for each phase and the time at which that financing is expected to be incurred is included.
- The development anticipated to occur as a result of the implementation of this Plan will generate sufficient tax increments to pay for the cost of the projects. Within this Section are tables identifying: 1) the development expected to occur, 2) a projection of tax increments to be collected resulting from that development and other economic growth within the District, and 3) a cash flow model demonstrating that the projected tax increment collections and all other revenues available to the District will be sufficient to pay all Project Costs.

### Available Financing Methods

#### General Obligation (G.O.) Bonds or Notes

The City may issue G.O. Bonds or Notes to finance the cost of projects included within this Plan. The Wisconsin State Constitution limits the principal amount of G.O. debt that the community may have outstanding at any point in time to an amount not greater than five percent of its total equalized value (TID IN). As of the date of this plan, the City has a G.O. debt limit of \$85,569,955, of which \$41,753,611 is currently unused and could be made available to finance Project Costs.

#### Bonds Issued to Developer, Developer Agreement Payments (“Pay as You Go” Financing)

The City may issue a bond or other obligation to one or more developers who provide financing for projects included in this Plan. Repayment of the amounts due to the developer under the bonds or other obligations are limited to an agreed percentage of the available annual tax increments collected that result from the improvements made by the developer. To the extent the tax increments collected are insufficient to make annual payments, or to repay the entire obligation over the life of the District, the City’s obligation is limited to not more than the agreed percentage of the actual increments collected. Bonds or other obligations issued to developers in this fashion are not general obligations of the City and, therefore, do not count against the City’s statutory borrowing capacity.

## **Tax Increment Revenue Bonds**

The City has the authority to issue revenue bonds secured by the tax increments to be collected. These bonds may be issued directly by the City, or as a form of lease revenue bond by a Redevelopment Authority (RDA). Tax Increment Revenue Bonds and Lease Revenue Bonds are not general obligations of the City and therefore do not count against the City's statutory borrowing capacity. To the extent tax increments collected are insufficient to meet the annual debt service requirements of the revenue bonds, the City may be subject to either a permissive or mandatory requirement to appropriate on an annual basis a sum equal to the actual or projected shortfall.

## **Utility Revenue Bonds**

The City can issue revenue bonds to be repaid from revenues of its various systems, including revenues paid by the City that represent service of the system to the City. There is neither a statutory nor constitutional limitation on the amount of revenue bonds that can be issued, however, water rates are controlled by the Wisconsin Public Service Commission and the City must demonstrate to bond purchasers its ability to repay revenue debt with the assigned rates. To the extent the City utilizes utility revenues other than tax increments to repay a portion of the bonds, the City must reduce the total eligible Project Costs in an equal amount.

## **Special Assessment "B" Bonds**

The City has the ability to levy special assessments against benefited properties to pay part of the costs for street, curb, gutter, sewer, water, storm sewers and other infrastructure. In the event the City determines that special assessments are appropriate, the City can issue Special Assessment B bonds pledging revenues from special assessment installments to the extent assessment payments are outstanding. These bonds are not counted against the City's statutory borrowing capacity. If special assessments are levied, the City must reduce the total eligible Project Costs under this Plan in an amount equal to the total collected.

## **Plan Implementation**

Projects identified will provide the necessary anticipated governmental services to the area. A reasonable and orderly sequence is outlined on the following page. However, public debt and expenditures should be made at the pace private development occurs to assure increment is sufficient to cover expenses.

It is anticipated developer agreements between the City and property owners will be in place prior to major public expenditures. These agreements can provide for development guarantees or a payment in lieu of development. To further assure contract enforcement, these agreements might include levying of special assessments against benefited properties.

The order in which public improvements are made should be adjusted in accordance with development and execution of developer agreements. The City reserves the right to alter the implementation of this Plan to accomplish this objective.

Interest rates projected are based on current market conditions. Municipal interest rates are subject to constantly changing market conditions. In addition, other factors such as the loss of tax-exempt status of municipal bonds or broadening the purpose of future tax-exempt bonds would affect market conditions. Actual interest expense will be determined once the methods of financing have been approved and securities or other obligations are issued.

**If financing as outlined in this Plan proves unworkable, the City reserves the right to use alternate financing solutions for the projects as they are implemented.**

## Implementation and Financing Timeline

### City of Superior, Wisconsin

#### Tax Increment District # 15

##### Estimated Financing Plan

	Municipal Revenue Obligation (MRO) 2020	G.O. Bond 2020	Totals
Projects			
Phase I	4,250,000	1,250,000	5,500,000
Total Project Funds	4,250,000	1,250,000	5,500,000
Estimated Finance Related Expenses			
Municipal Advisor		16,000	
Bond Counsel		10,000	
Rating Agency Fee		12,000	
Paying Agent		1,000	
Underwriter Discount	0.00	0 12.00	17,100
Debt Service Reserve			
Capitalized Interest			118,632
Total Financing Required	4,250,000		1,424,732
Estimated Interest			
Assumed spend down (months)			
Rounding	0		268
Net Issue Size	4,250,000	1,425,000	5,675,000

**Notes:**

The Municipal Revenue Obligations are projected to be development agreement payments made to property developers who complete development projects which create new tax increment revenues. Generally, the annual developer agreement payments are limited to newly created revenues created by the redevelopment projects.

## Development Assumptions

### City of Superior, Wisconsin

#### Tax Increment District # 15

#### Development Assumptions

Construction Year	Actual	Central Flats	Annual Total	Construction Year
1 2020		18,300,000	18,300,000	2020 1
2 2021		0	0	2021 2
3 2022		0	0	2022 3
4 2023		0	0	2023 4
5 2024		0	0	2024 5
6 2025		0	0	2025 6
7 2026		0	0	2026 7
8 2027		0	0	2027 8
9 2028		0	0	2028 9
10 2029		0	0	2029 10
11 2030		0	0	2030 11
12 2031		0	0	2031 12
13 2032		0	0	2032 13
14 2033		0	0	2033 14
15 2034		0	0	2034 15
16 2035		0	0	2035 16
17 2036		0	0	2036 17
18 2037		0	0	2037 18
19 2038		0	0	2038 19
20 2039		0	0	2039 20
Totals	0	<u>18,300,000</u>	<u>18,300,000</u>	

Notes:

# Increment Revenue Projections

City of Superior, Wisconsin  
 Tax Increment District # 15

Tax Increment Projection Worksheet

Type of District District Creation Date Valuation Date Max Life (Years) Expenditure Period/Termination Revenue Periods/Final Year Extension Eligibility/Years Eligible Recipient District	Mixed Use October 1, 2019 Jan 1, 2020 20 15 10/1/2034 20 2041 Yes 3 No	Base Value Appreciation Factor Base Tax Rate Rate Adjustment Factor  Tax Exempt Discount Rate Taxable Discount Rate	18,640,600 0.00% \$22.26  3.00% 4.00%	Apply to Base Value
--	---	---	--	---------------------

Construction Year	Value Added	Valuation Year	Inflation Increment	Total Increment	Revenue Year	Tax Rate	Tax Increment	Tax Exempt	
								NPV Calculation	Taxable NPV Calculation
1 2020	18,300,000	2021	0	18,300,000	2022	\$22.26	407,312	372,748	362,099
2 2021	0	2022	0	18,300,000	2023	\$22.26	407,312	734,639	710,271
3 2022	0	2023	0	18,300,000	2024	\$22.26	407,312	1,085,990	1,045,051
4 2023	0	2024	0	18,300,000	2025	\$22.26	407,312	1,427,108	1,366,956
5 2024	0	2025	0	18,300,000	2026	\$22.26	407,312	1,758,289	1,676,479
6 2025	0	2026	0	18,300,000	2027	\$22.26	407,312	2,079,825	1,974,098
7 2026	0	2027	0	18,300,000	2028	\$22.26	407,312	2,391,996	2,260,270
8 2027	0	2028	0	18,300,000	2029	\$22.26	407,312	2,695,074	2,535,436
9 2028	0	2029	0	18,300,000	2030	\$22.26	407,312	2,989,325	2,800,018
10 2029	0	2030	0	18,300,000	2031	\$22.26	407,312	3,275,005	3,054,423
11 2030	0	2031	0	18,300,000	2032	\$22.26	407,312	3,552,365	3,299,044
12 2031	0	2032	0	18,300,000	2033	\$22.26	407,312	3,821,646	3,534,257
13 2032	0	2033	0	18,300,000	2034	\$22.26	407,312	4,083,084	3,760,423
14 2033	0	2034	0	18,300,000	2035	\$22.26	407,312	4,336,907	3,977,890
15 2034	0	2035	0	18,300,000	2036	\$22.26	407,312	4,583,338	4,186,993
16 2035	0	2036	0	18,300,000	2037	\$22.26	407,312	4,822,590	4,388,053
17 2036	0	2037	0	18,300,000	2038	\$22.26	407,312	5,054,875	4,581,381
18 2037	0	2038	0	18,300,000	2039	\$22.26	407,312	5,280,393	4,767,273
19 2038	0	2039	0	18,300,000	2040	\$22.26	407,312	5,499,344	4,946,015
20 2039	0	2040	0	18,300,000	2041	\$22.26	407,312	5,711,917	5,117,882
<b>Totals</b>	<b>18,300,000</b>		<b>0</b>				<b>Future Value of Increment</b>	<b>8,146,238</b>	

Notes:

Actual results will vary depending on development, inflation of overall tax rates.  
 NPV calculations represent estimated amount of funds that could be borrowed (including project cost, capitalized interest and issuance costs).

## Cash Flow

### City of Superior, Wisconsin

Tax Increment District # 15

Cash Flow Projection

Year	Projected Revenues				Expenditures						Balances				
	Tax Increments	Interest Earnings/ (Cost)	Capitalized Interest	Total Revenues	Municipal Revenue Obligation (MRO) 4,250,000			G.O. Bond 1,425,000			Total Expenditures	Annual	Cumulative	Principal Outstanding	
2019															
2020		67,790	67,790					67,790	40,000	107,790	(40,000)	(40,000)	5,675,002	2020	
2021		50,843	50,843					50,843	5,000	55,843	(5,000)	(45,000)	5,675,002	2021	
2022	407,312		407,312	195,738				120,000	3.15%	50,843	5,000	371,581	35,731	(9,269)	5,359,264
2023	407,312		407,312	194,518				125,000	3.25%	47,063	5,000	371,581	35,731	26,463	5,039,746
2024	407,312		407,312	193,581				130,000	3.35%	43,000	5,000	371,581	35,731	62,194	4,716,165
2025	407,312		407,312	192,936				135,000	3.45%	38,645	5,000	371,581	35,731	97,925	4,388,229
2026	407,312		407,312	192,593				140,000	3.50%	33,988	5,000	371,581	35,731	133,656	4,055,636
2027	407,312		407,312	192,493				145,000	3.65%	29,088	5,000	371,581	35,731	169,387	3,718,143
2028	407,312		407,312	192,786				150,000	3.70%	23,795	5,000	371,581	35,731	205,118	3,375,357
2029	407,312		407,312	193,336				155,000	3.75%	18,245	5,000	371,581	35,731	240,849	3,027,021
2030	407,312		407,312	194,148				160,000	3.80%	12,433	5,000	371,581	35,731	276,581	2,672,873
2031	407,312		407,312	195,228				165,000	3.85%	6,353	5,000	371,581	35,731	312,312	2,312,645
2032	407,312		407,312	366,581						5,000	371,581	35,731	348,043	1,946,064	2032
2033	407,312		407,312	366,581						5,000	371,581	35,731	383,774	1,579,483	2033
2034	407,312		407,312	366,581						5,000	371,581	35,731	419,505	1,212,902	2034
2035	407,312		407,312	366,581						5,000	371,581	35,731	455,236	846,321	2035
2036	407,312		407,312	366,581						5,000	371,581	35,731	490,966	479,740	2036
2037	407,312		407,312	366,581						5,000	371,581	35,731	526,697	113,159	2037
2038	407,312		407,312	113,159						5,000	118,159	289,153	815,850	0	2038
2039	407,312		407,312							5,000	402,312	1,218,162		0	2039
2040	407,312		407,312							5,000	402,312	1,620,474		0	2040
2041	407,312		407,312							5,000	402,312	2,022,786		0	2041
Total	8,146,238	0	118,633	8,264,870	4,250,002	0	1,425,000	422,083	145,000	6,242,085					Total
Notes:														Projected TID Closure	

## **SECTION 11: Annexed Property**

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There are no lands proposed for inclusion within the District that were annexed by the City on or after January 1, 2004.

## **SECTION 12: Estimate of Property to be Devoted to Retail Business**

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Pursuant to Wisconsin Statutes Sections 66.1105(5)(b) and 66.1105(6)(am)1, the City estimates that 6.8% of the territory within the District will be devoted to retail business at the end of the District's maximum expenditure period, according to the proposed Development Agreement.

## **SECTION 13: Proposed Zoning Ordinance Changes**

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The City does not anticipate that the District will require any changes in zoning ordinances.

## **SECTION 14: Proposed Changes in Master Plan, Map, Building Codes and City of Superior Ordinances**

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It is expected that this Plan will be complementary to the City's Master Plan. There are no proposed changes to the Master Plan, map, building codes or other City ordinances for the implementation of this Plan.

## **SECTION 15: Relocation**

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It is not anticipated there will be a need to relocate persons or businesses in conjunction with this Plan. In the event relocation or the acquisition of property by eminent domain becomes necessary at some time during the implementation period, the City will follow applicable Wisconsin Statutes Section chapter 32.

## **SECTION 16: Orderly Development of the City of Superior**

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The District contributes to the orderly development of the City by providing the opportunity for continued growth in tax base, job opportunities and general economic activity.

## **SECTION 17: List of Estimated Non-Project Costs**

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Non-Project costs are public works projects that only partly benefit the District or are not eligible to be paid with tax increments, or costs not eligible to be paid with TIF funds.

### **Examples would include:**

A public improvement made within the District that also benefits property outside the District. That portion of the total project costs allocable to properties outside of the District would be a non-project cost.

A public improvement made outside the District that only partially benefits property within the District. That portion of the total project costs allocable to properties outside of the District would be a non-project cost.

Projects undertaken within the District as part of the implementation of this Project Plan, the costs of which are paid fully or in part by impact fees, grants, special assessments, or revenues other than tax increments.

The City does not expect to incur any non-project costs in the implementation of this Project Plan.

SECTION 18:

**Opinion of Attorney for the City of Superior Advising  
Whether the Plan is Complete and Complies with  
Wisconsin Statutes 66.1105**

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| August 9, 2019August 6, 2019

**SAMPLE**

Mayor Jim Paine  
City of Superior  
1316 N. 14th St.  
Superior, Wisconsin 54880

**RE: City of Superior, Wisconsin Tax Incremental District No. 15**

Dear Mayor:

As City Attorney for the City of Superior, I have reviewed the Project Plan and, in my opinion, have determined that it is complete and complies with Wisconsin Statutes Section 66.1105(4)(f).

Sincerely,

Attorney Bob Toftey  
City of Superior

Exhibit A:

**Calculation of the Share of Projected Tax Increments  
Estimated to be Paid by the Owners of Property in the  
Overlying Taxing Jurisdictions**

Estimated portion of taxes that owners of taxable property in each taxing jurisdiction overlying district would pay by jurisdiction.						
Statement of Taxes Data Year:			2018		Percentage	
County			7,983,508		20.65%	
Technical College			635,834		1.64%	
Municipality			13,985,166		36.18%	
School District			16,048,932		41.52%	
Total			38,653,440			
Revenue Year      County      Technical College      Municipality      School District      Total      Revenue Year						
2022	84,126	6,700	147,369	169,116	407,312	2022
2023	84,126	6,700	147,369	169,116	407,312	2023
2024	84,126	6,700	147,369	169,116	407,312	2024
2025	84,126	6,700	147,369	169,116	407,312	2025
2026	84,126	6,700	147,369	169,116	407,312	2026
2027	84,126	6,700	147,369	169,116	407,312	2027
2028	84,126	6,700	147,369	169,116	407,312	2028
2029	84,126	6,700	147,369	169,116	407,312	2029
2030	84,126	6,700	147,369	169,116	407,312	2030
2031	84,126	6,700	147,369	169,116	407,312	2031
2032	84,126	6,700	147,369	169,116	407,312	2032
2033	84,126	6,700	147,369	169,116	407,312	2033
2034	84,126	6,700	147,369	169,116	407,312	2034
2035	84,126	6,700	147,369	169,116	407,312	2035
2036	84,126	6,700	147,369	169,116	407,312	2036
2037	84,126	6,700	147,369	169,116	407,312	2037
2038	84,126	6,700	147,369	169,116	407,312	2038
2039	84,126	6,700	147,369	169,116	407,312	2039
2040	84,126	6,700	147,369	169,116	407,312	2040
2041	84,126	6,700	147,369	169,116	407,312	2041
	1,682,530	134,002	2,947,383	3,382,323	8,146,238	

Notes:  
The projection shown above is provided to meet the requirements of Wisconsin Statute 66.1105(4)(i)4.