



August 11, 2020

# Tax Incremental District No. 11 Project Plan Amendment



Organizational Joint Review Board Meeting Held:	August 10, 2020
Public Hearing Held:	August 11, 2020
Adoption by Plan Commission:	August 11, 2020
Adoption by Common Council:	August 19, 2020
Approval by the Joint Review Board:	September 10, 2020

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# SECTION 1: Executive Summary

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## Description of District

Tax Incremental District (“TID”) No. 11 (“District”) is a blighted area district created by the City on August 2, 2017. In accordance with its Project Plan (“Plan”), the objectives for the District are to eliminate blight and stimulate the redevelopment of East College Avenue approximately from Drew Street to just west of Superior Street, South to Water Street and North to E. Washington Street. A complete description of the District, individual development areas, and objectives related to those areas can be found in Section 2 of this Plan.

## Amendment Purpose

The City has identified 61 parcels within Tax Incremental District No. 3 (TID No. 3) comprising an area that continues to have redevelopment potential. Since TID No. 3’s expenditure period has passed, the City is unable to incur further Project Costs within this area. This Plan Amendment will add these 61 parcels to the District as permitted under Wis. Stat. § 66.1105(4)(h)2. Four additional parcels not presently located within TID No. 3 will also be added to the District as part of this Plan Amendment. This will allow the City to promote further redevelopment in the downtown area in furtherance of the objectives of both TIDs No. 3 and 11. The effective date of the territory additions for valuation purposes will be January 1, 2020. The Plan also sets forth additional Project Costs the City may incur within the District and the territory being added to the District.

## Summary of Findings

As required by Wis. Stat. § 66.1105, and as documented in this Plan Amendment and the exhibits contained and referenced herein, the following findings are made:

1. **That “but for” this Plan Amendment: 1) the City’s economic development objectives for the District will not be achieved; and 2) additional potential development within the District may not occur in the manner, at the values, or within the timeframe desired by the City.** Development Areas identified in this Plan Amendment contain various impediments to redevelopment including obsolete structures, structures requiring substantial renovation, substandard access, and inadequate parking. Due to the additional development costs associated with brownfield redevelopment such as demolition, remediation and provision of off-street parking, Tax Incremental Financing (“TIF”) is often required to make a project economically feasible. Without use of TIF, redevelopment projects that the City wants to encourage are unlikely to attract needed private investment capital. It is therefore the City’s judgment that “but for” the use of TIF within the District and the territory to be added, that redevelopment is not likely to occur in the manner, at the values, or within the timeframe desired by the City. Since the District includes various potential Development Areas, the City will evaluate specific projects as they are proposed regarding any requested TIF assistance.
2. **The economic benefits of amending the District, as measured by increased employment, business and personal income, and property value, are sufficient to compensate for the cost of the improvements.** Beyond the expected increase in incremental property value, development within the District will result in short-term employment opportunities as a result of both public and private construction, as well as long-term employment opportunities resulting from commercial and retail operations that will locate in or be retained within the District. Implementation of the Plan Amendment will also provide housing opportunities, and commercial enterprise providing goods and services to

workers and residents in the area. The City expects that the level of economic benefit derived from implementing the amended Plan will be more than sufficient to compensate for the Project Costs to be undertaken.

3. **The benefits of the proposal outweigh the anticipated tax increments to be paid by the owners of property in the overlying taxing jurisdictions.** As identified in 2. above, the economic benefits of the Plan Amendment are expected to more than compensate for the Project Costs. These same benefits will be enjoyed by taxpayers of all overlying taxing jurisdictions. The City finds that the benefits of the Plan Amendment similarly outweigh the cost of the anticipated tax increments to be paid.
4. Not less than 50% by area of the real property within the District, as amended, is a blighted area within the meaning of Wis. Stat. § 66.1105(2)(ae)1.
5. Based on the foregoing finding, the District is declared to be, and remains, a blighted area district based on the identification and classification of the property included within the District.
6. The District's Project Costs relate directly to promoting the elimination of blight.
7. The equalized value of the taxable property within the territory to be added to the District, plus the value increment of all other existing tax incremental districts within the City, does not exceed 12% of the total equalized value of taxable property within the City.
8. Improvements to be made in the District are likely to significantly enhance the value of substantially all of the other real property in the District
9. The Plan for the District is feasible and is in conformity with the Master Plan of the City.
10. The City estimates that 10% of the territory within the District will devoted to retail business at the end of the District's maximum expenditure period, pursuant to Wis. Stat. § 66.1105(5)(b).

## SECTION 2: Intent and Purpose of District and the Amendment

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The District was created by the City of Appleton under the authority provided by Wis. Stat. § 66.1105 to eliminate blight and stimulate the redevelopment of East College Avenue approximately from Drew Street to just west of Superior Street, South to Water Street and North to E. Washington Street. This area is primarily characterized by a large blighted and vacant commercial site and a mixture of small businesses, office space, and housing which have the potential to, and in some cases already have, created a blighting influence on the surrounding area. The original District consisted of approximately 39 acres of land with the vast majority zoned Central Business District. This Amendment will add approximately 29 acres of land to the District, further identified as Development Areas #9 through #13 in the Section. A minority of parcels in the District are currently zoned Planned Development Multi-Family, Public Institution, Single-Family Residential, and Multi-Family Residential.

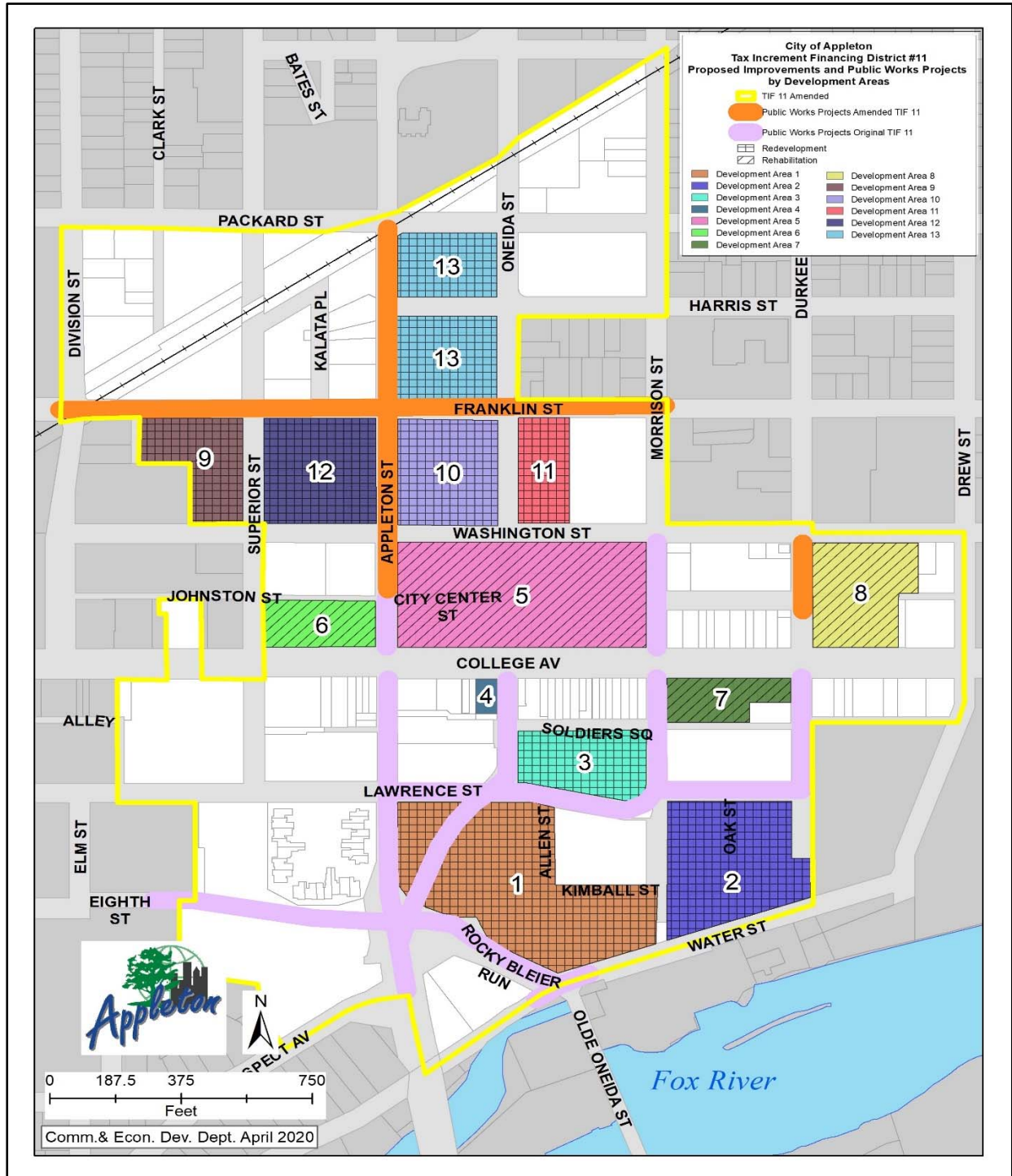
The District was created as a “Blighted Area” district based upon the finding that at least 50%, by area of the real property within the District, was blighted within the meaning of Wis. Stat. § 66.1105 and 66.1333 described below.

**Blight is described as:** *the presence of a substantial number of substandard or deteriorating structures or site improvements; inadequate street layout or faulty lot layout in relation to size, adequacy, accessibility or usefulness, or conditions which endanger life or property by fire and other causes, or any combination of such factors that impairs or arrests the sound growth of a city. This definition also includes land upon which building, or structures have been demolished and which because of obsolete platting, diversity of ownership or deterioration of structures or site improvements, or otherwise, substantially impairs or arrests the sound growth of the community.*

This Plan, as amended, outlines the City’s role in assisting with the redevelopment of vacant, blighted, and underutilized properties and the rehabilitation or conservation of existing properties as needed to support the urban renewal of this area. The investment in this District will:

- eliminate blight and foster urban renewal through public and private investment.
- enhance the development potential of private property within and adjacent to the District.
- stabilize and increase property values in the area.
- promote retention, expansion, attraction and reuse through the development of an improved area thereby facilitating the creation of new jobs and increased tax base.
- improve the overall appearance of public and private spaces.
- strengthen the economic well-being and economic diversity of the area.
- provide appropriate financial incentives to encourage business expansion.
- maximize the Districts strategic location in Downtown Appleton.

There are thirteen identified development areas (see map below) within the District that include a combination of redevelopment and rehabilitation sites. Areas #1 through #8 are located within the original District boundary, with Areas #9 through #13 incorporated through this Amendment. The following map and accompanying narrative highlight the key development areas targeted for redevelopment and rehabilitation/conservation in this District that would not happen otherwise but for the creation of this District.



**Development Area #1:** The largest site in this Development Area is commonly known as “The Bluff Site.” This site is comprised of Trinity Lutheran Church and Michiels Fox Banquet Rivertyme Catering.

Trinity Lutheran Church is located at 209 Allen Street and is approximately 1.86 acres. This site originally consisted of several residential lots. In 1924, Trinity English Lutheran Church was constructed on the northwest corner of Allen Street and Kimball Street. In 1954, a parish center was built on the north end of the property. The church and parish center were connected via an addition in 1963, which greatly expanded the church sanctuary. Another addition was completed in 1996 on the northwest side to create a lobby with an elevator. The building is currently vacant as the parish relocated to another site in December of 2016, when the site was purchased by One Lawrence Street, LLC, in January 2017. This local developer intended to demolish the site for redevelopment.

Michiels Fox Banquet Rivertyme Catering is located at 111 Kimball Street and is approximately 2.15 acres. This site originally consisted of several residential lots. In 1917, the Appleton Vocational School was constructed on the southwest corner of Allen Street and Kimball Street. The school was the precursor to the Fox Valley Technical College. In 1935, the portion of Allen Street south of Kimball Street was vacated, and the Appleton Vocational School built a second building to the southeast of the original building. An addition was built onto the south end of the original building in 1952. The auto mechanics shop was expanded in 1954. The Appleton Vocational School moved to Grand Chute in 1972 and became the Fox Valley Technical Institute. The school buildings on this site were razed in 1975. The Elks Club built the present building on the site in 1982. The building and property were sold to Michiels Fox Banquet in the late 1980’s. Michiels operated a banquet and catering business from this facility until December of 2016 when they moved operations to their Menasha facility, vacated this site and sold the property to a local developer, One Lawrence Street, LLC, in January 2017 whose intentions were to demolish the site for redevelopment.

Subsequently, in December of 2019, U.S. Venture, Inc. purchased both 209 Allen Street and 111 Kimball Street sites with the intention to build their National Headquarters. Demolition of the Church and Michiels buildings are underway.

Future possible uses for these sites may include office, mixed use, public parking, public library, medical clinic, hotel, multi-family apartments and/or condominiums. The timing for this redevelopment is 2017-2022, and the proposed construction costs are estimated at \$81.6 million. Potentially, a portion of this would be exempt from property taxes if owned by a not-for-profit or tax-exempt entity.

The Bluff Site is highly visible from the Oneida Street Bridge, a primary gateway into the City of Appleton and Appleton’s Downtown. Redevelopment of this site would further benefit, and potentially induce investment in parcels located surrounding and in close proximity to this site. This development area would benefit from increased commercial activity from Development Area #2 along College Avenue and Development Area #3 Solider Square Parking Ramp and Plaza Area.

This information was largely taken from a Phase 1 Environmental Site Assessment conducted by OMNNI Associates in June 2016.



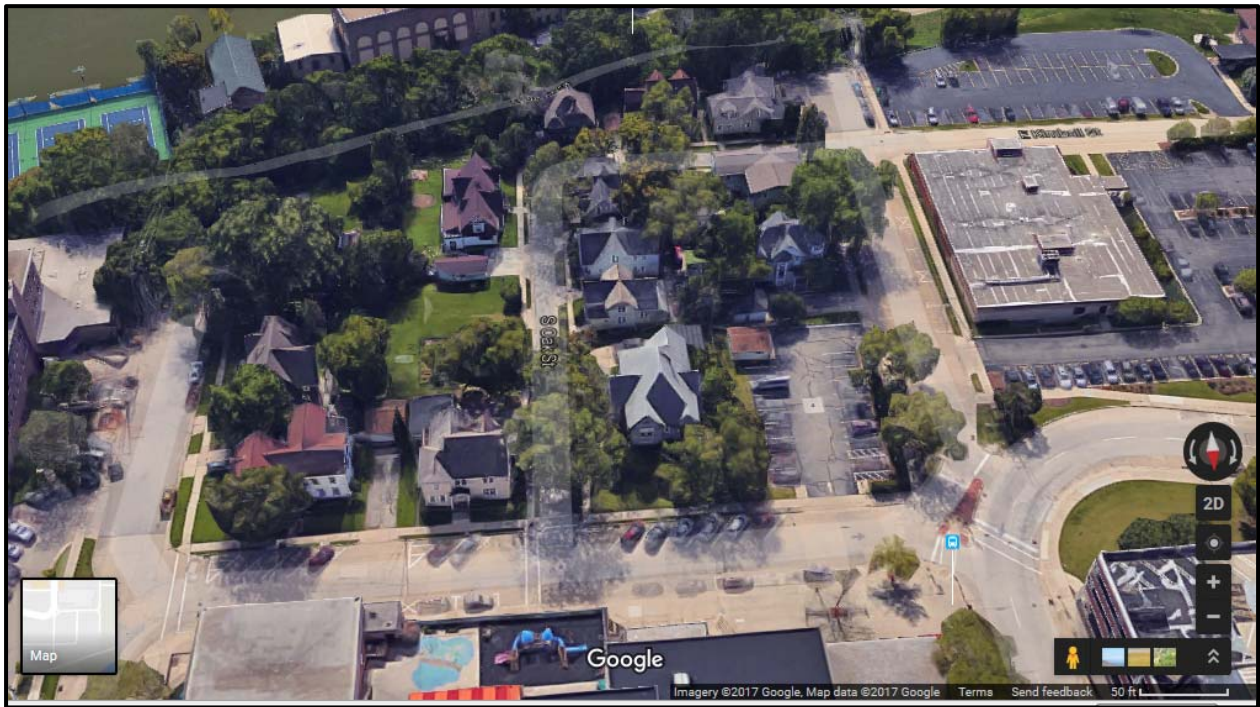
**An aerial view of the bluff site.**



**Development Area #2:** This is the site south of Lawrence Street, north of Water Street, east of S. Morrison Street and west of S. Durkee Street and is commonly referred to as “Bluff Site 2”. This site is comprised of 16 separate parcels and had several owners but currently there are only two owners. U.S. Venture, Inc. or their proxy and the YMCA of the Fox Cities. The YMCA of the Fox Cities owns 7 of the 16 parcels. The 7 parcels owned by the YMCA of the Fox Cities are comprised of 1 vacant lot, 5 vacant homes and 1 surface parking lot. Five (5) of the 7 parcels are on the tax rolls.

The remaining parcels owned by U.S. Venture or their proxy and have been or are in the process of being demolished. U.S. Venture intends to use this area for future growth and an approximate value is not known at this time.

This blighted area could benefit from redevelopment and rehabilitation or be incorporated in part or in whole into a larger site for future redevelopment. This Development Area would benefit from increased commercial activity from Development Area #1 and along College Avenue.



**An aerial view of bluff site 2.**

**Development Area #3.** The Solider Square Ramp located at 120 S. Oneida Street was built in 1966, has 424 parking stalls, and is a blighted parcel in very poor condition. The YMCA purchased this ramp from the City of Appleton on February 1, 1996 for \$1. The Purchase Agreement contains a reversionary and other use clause. This development area is shown as Central Business District designation on the Future Land Use Map. The image below is a concept that was included in Chapter 14: Downtown Plan. It is acknowledged that the current use of this site as parking is imperative to the continued success of the YMCA, and the lost parking stalls, due to demolition of this structure, will need to be replaced in close proximity to this site. Development Area #3 has negatively impacted other properties due to being blighted, is not aesthetically pleasing, is structurally challenging, and needs to be redeveloped to enhance the overall area and provide a positive impression.

This blighted area could benefit from redevelopment as a stand-alone project or be incorporated into a larger site for future redevelopment. This Development Area would benefit from increased commercial activity from Development Areas #1 and #2 and along College Avenue. Due to the City’s release of an RFP for a mixed-use library, Commercial Horizons, in early 2017, proposed to construct a mixed-use library on this site. The City has, and at some point, may continue to complete due diligence on this proposal.



**SOLDIER'S SQUARE/YMCA PARKING LOT PERSPECTIVE**

**Development Area #4:** The historic Zuelke Building located at 103 W. College Avenue was built in 1931 with 5 additional floors built in 1951. There are approximately 76,540 sq.ft., within the building and the vacancy rate is high due to a pending re-development project. The building has a total of 12 floors with two elevator shafts, one elevator services the original 7 floors and later serviced up to the 10<sup>th</sup> floor. The second elevator services the addition of the 11<sup>th</sup> and 12<sup>th</sup> floors. The inability of the main elevator to access the 11<sup>th</sup> and 12<sup>th</sup> floors is a significant burden and will require extensive engineering and updating to facilitate the modification.

The first seven floors in the original 1931 building were largely constructed using marble originally designed and planned for a church in Milwaukee. Due to the depression, the church was unable to accept delivery of the marble. The quality and uniqueness of the marble provides much character and status to the building. However, preservation of the marble makes it difficult to update the HVAC and plumbing systems, many of which are original to a 1950-1953 renovation of the building.

The building was considered “fireproof” when constructed, however new NFPA 1 rules would require installation of sprinklers throughout the entire building with any substantial renovation. The marble once again makes this endeavor very costly.

This neo-gothic high-rise building, named for Irving Zuelke a local businessman and philanthropist, was added to the National Register of Historic Places in 1982 as part of the College Avenue Historic District.

The owners of this building are interested in rehabilitation into mixed use by utilizing TIF and/or Federal and State Historic Tax Credits, but they recognize the challenges of this blighted site. They have a desire to preserve the historic nature of the building, including the marble, but they recognize that the antiquated infrastructure upgrades, parking challenges, and the high cost of construction/rehab will require several layers of funding and support from the City.

Rehabilitation of this development area would further enhance the entire area by increasing commercial activity along College Avenue. Redevelopment of this area would further benefit, and potentially induce, investment in parcels located surrounding and in close proximity to this area. The timing for this redevelopment is undetermined based on construction bids, funding and timing of other projects. The proposed project will have an approximate value of \$10 million upon completion of the proposed renovations.



**100 West College Avenue (south side) Zuelke Building to Houdini Plaza**

**Development Area #5:** This area is comprised of City Center Plaza and the vacant land where the Blue Ramp and Washington Place once stood. 10 College Avenue, City Center Plaza, was constructed in 1986 and is located in the heart of Appleton’s Business District. This 3-story, 190,000 sq. ft. multi-use building contains both retail and office spaces. Major tenants include Appleton Area School District, Saleytics, ThedaCare, Air Wisconsin, Joseph’s Shoes and Murray Photos. The current vacancy rate is 20%, and the property is for sale. The local owners may use TIF to assist with conservation and renovations for tenants of approximately \$1,000,000 within the next three years.

122 E. College Avenue, City Center East Office Condo, was constructed in 1974 as Gimbals Department Store and was converted to office condo in 2003. This 150,000 sq. ft. building contains office space with major tenants that include: ThedaCare, Appleton Area School District, Thrivent Financial and Hoffman Planning Design and Construction. The current vacancy rate is 15%. The local owners may use TIF to assist with conservation and renovations for tenants of approximately \$2,000,000 within the next three years.

100 N. Appleton Street, City Center West Office Condo, was constructed in 1960 as HC Prange Company and was converted to office condo units in 1996. The City of Appleton owns the top two floors and space on the first floor. The Pfefferle group owns the balance of the condo units consisting of 62,318 sq. ft. The current vacancy rate is 5%. The local owners may use TIF for renovation and/or remodeling of tenant space of approximately \$1,000,000 within the next three years.

The Blue Ramp, located at 120 N. Appleton Street, was built in 1963, with 7 ½ post-tension decks replacing original reinforced decks in 1986, had 401 stalls parking ramp, and was demolished in 2019 as it was blighted, a substandard and/or deteriorating structure, and had an inadequate layout for today’s parking needs. The vacant land located at 103 E. Washington Street was most recently Washington Place. This blighted building was demolished in 2013, and this is a prime site for redevelopment. As of March 1, 2020, the City of Appleton has an exclusive planning option with Merge Development on both the Blue Ramp and Washington Place sites. This option will allow Merge Development to complete all due diligence necessary to determine physical and financial feasibility of constructing a mixed-use development with rental units and light retail space. At this time, it is estimated that a development such as this would add a minimum of \$4 million in assessed value to our tax rolls.

This blighted Development Area #5 could benefit from rehabilitation and conservation and/or incorporate portions into a larger site for future redevelopment. Since this entire area is highly visible and an integral part of the Downtown, this Development Area would benefit from increased commercial activity along College Avenue and the other Development Areas. Redevelopment of this area would further benefit, and potentially induce, investment in parcels located surrounding and in close proximity to this area. Potentially, a portion of this would be exempt from property taxes if owned by a not-for-profit or tax-exempt entity.



**100 West College Avenue (north side) Hoffman/ThedaCare to The Building  
for Kids Children’s Museum/City Center**

**Development Area #6:** This area includes Chase Bank and parking, a parklet, and the 222 Building.

Chase Bank, located at 200 W. College Avenue, is a 45,000 sq. ft. building currently listed for sale. This is a prime redevelopment opportunity with JP Morgan Chase Bank remaining as the ground floor tenant. Located on College Avenue, the main street leading from the interstate into a vibrant Downtown, this site is in close proximity to Lawrence University, City and County municipal buildings, and many other attractions. The site encompasses half of a city block with access on three of the surrounding streets. Potential uses could be office, residential, and hospitality. In 2019, as recommended in the Downtown Mobility Study, adopted by Council in 2016, Appleton Street was converted from one-way southbound traffic to two-way traffic, creating improved access and visibility to the property.

The parklet (small parcel currently decorated with lights, tables and chairs) is owned by Pfefferle Management and located between two vibrant businesses.

The 222 Building, located at 222 W. College Avenue, was originally constructed in 1952, and an addition on the west side was constructed in 1964. Pfefferle Group purchased the building in 2003. The current vacancy rate is 25%. The owners may use TIF for renovating the vacant floors and/or a possible restaurant on the first floor for an estimated cost of \$2,000,000.

This blighted Development Area #6 could benefit from rehabilitation and conservation and/or incorporate portions into a larger site for future redevelopment. Since this entire area is highly visible and an integral part of the Downtown, this Development Area would benefit from increased commercial activity along College Avenue and the other Development Areas. Redevelopment of this area would further benefit, and potentially induce, investment in parcels located surrounding and in close proximity to this area.



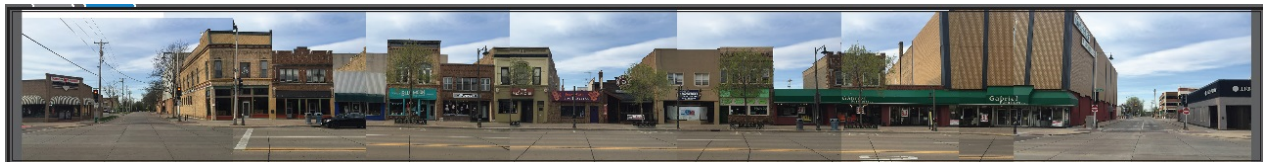
**200 West College Avenue (north side) Chase Bank to 222 Building**

**Development Area #7:** This area encompasses Gabriel Furniture and businesses in the 200 block of East College Avenue.

The Gabriel Furniture building has been on the corner of College Avenue and Morrison Street for over 100 years. Built in 1888 by the Konemic Lodge, International Order of the Odd Fellows, it became the first home for several local organizations including The Knights of Pythius, Elks Lodge 337, Loyal Order of the Moose, and Appleton Eagles. In 1928, Joseph Gabriel opened Gabriel Furniture at 201 E. College Avenue. Over the next 60 years, the business flourished and grew. In the 1960's, a metal covering was put on the façade to make the property “look more modern”. In 1988, Joe and Ruby Wells, bought the business and in 1990, they purchased 201 and 207 E. College Avenue. In the early 1990's, the Wells then purchased 209 and 211 E. College Avenue (former Shirley's Children's Shop) combining all the sites with interior connections. The four buildings were used as a retail furniture store utilizing approximately 35,000 sq. ft. for showroom with additional basement space for storage until 2019.

In May 2019, Fore Development purchased all four buildings for redevelopment into a mixed-use project named Gabriel Lofts. This project will have 21 market rate apartments and street level commercial/retail space. These efforts will make this blighted area more aesthetically pleasing through redevelopment, rehabilitation and conservation. This project will add approximately \$4 million in increment to our tax rolls.

Additional buildings in this area were built from 1870 thru 1978. Development Area #7 is characterized by small parcels with historic/older buildings and could be redeveloped individually or as a coordinated effort. Rehabilitation of the existing buildings and property would further enhance the entire area. Since this entire area is highly visible and an integral part of the Downtown, this Development Area would benefit from increased commercial activity along College Avenue and the other Development Areas. Redevelopment of this area would further benefit, and potentially induce, investment in parcels located surrounding and in close proximity to this area.



**200 East College Avenue (south side) Lou's Brews to Gabriel Furniture**

**Development Area #8:** Includes the 300 block of E. College Avenue, as well as parcels North of Johnston Street, between N. Durkee Street and N. Drew Street. In the recently updated Comprehensive Plan approved unanimously by the Appleton Common Council on March 15, 2017, the 300 block of E. College Avenue is conceptually identified as a site for new multi-family residential development over a mix of commercial/office space which could serve the needs of existing property owners, including but not limited to, Heid Music and Lawrence University. The goal would be to fill a housing demand, transition to small-scale neighborhoods, and enhance the immediate surroundings with small commercial space to pull foot traffic north of College Avenue. \*Narrative taken from Comprehensive Plan 2010-2030.

Fore Development plans to redevelop 118 N. Durkee Street into the Avant Apartments. The Avant Apartments is a 33-unit multi-family, market rate apartment complex with an approximate incremental assessed value of \$4 million. This project is anticipated to be open Summer of 2020.

Tadych Investments plans to redevelop 320 E. College Avenue into a 6 story, mixed use building containing 39 apartments, 44 indoor parking stalls, and 2,770 sq. ft. of commercial space with an estimated assessed value of \$9.0 million. This project should be completed in the fall of 2022.

This blighted area deals with parking challenges, ingress and egress difficulties, deteriorating structures, accessibility and obsolescence. This area is characterized by small parcels with historic/older buildings and could be redeveloped individually or in groups. Rehabilitation of the existing buildings and property would further enhance the entire area. Since this entire area is highly visible and an integral part of the Downtown, this Development Area would benefit from increased commercial activity along College Avenue and the other Development Areas. Redevelopment of this area would further benefit, and potentially induce, investment in parcels located surrounding and in close proximity to this area.



**300 East College Avenue (north side) History Museum at the Castle to Heid Music**



**THE CONCEPTUAL SITE PLAN SHOWS PARKING BEHIND THE PROPOSED DEVELOPMENT JUST NORTH OF JOHNSTON STREET, BETWEEN N. DURKEE STREET AND N. DREW STREET**



**PERSPECTIVE OF CONCEPTUAL REDEVELOPMENT OF 300 BLOCK OF E. COLLEGE AVENUE VANTAGE POINT IS LOOKING SOUTHWEST TOWARD THE FOX RIVER FROM THE CORNER OF N. DREW STREET AND E. WASHINGTON STREET.**



**Development Area #9:** The Gannett Building, 306 W. Washington Street and adjacent parking area is a redevelopment site for Crescent Lofts, a 69-unit redevelopment project utilizing WHEDA Tax Credits and Historic Tax Credits. This building was added to the State and National Register in 2019.

Of the total 69 units, 58- units will be designated for low to moderate-income households and 11 units will be market rate. Estimated construction costs are around \$13 million and construction may begin in 2020.

This blighted area deals with parking challenges, ingress and egress difficulties, deteriorating structures, accessibility and obsolescence. This area is characterized by multiple smaller parcels with an historic/older building and could be redeveloped individually or in groups. Rehabilitation of the existing building and/or property would further enhance the entire area. Encouraging development north of College Avenue has been a longtime priority for the City and is a potential catalyst for other projects.

**Development Area #10:** The existing Library Site located north of E. Washington Street between N. Appleton Street and N. Oneida Street. The library occupies the northern half of the block, while the southern half of the block is a separate lot currently owned by the City of Appleton and used as surface parking. The site's close proximity to City Center Plaza, City Hall, and College Avenue make it a high priority location for future development north of College Avenue. If the library were to leave this site (or stay) the development concept envisioned is a three to five story mixed use development including a combination of office, commercial, and residential uses. Potentially, current on-site surface parking would need to be accommodated on-street and in the Yellow Ramp. Cost, timing and exact project(s) are not known at this time.

This blighted area deals with parking challenges, ingress and egress difficulties, deteriorating structures, accessibility and obsolescence. Rehabilitation of the existing buildings and property, conservation and/or incorporate portions of this site into a large site for future development. Since this entire area is highly visible and an integral part of the Downtown, this Development Area would benefit from increased commercial activity. Redevelopment of this area would further benefit, and potentially induce, investment in parcels located surrounding and in close proximity to this area.

**Development Area #11:** The current transit center site, located between the library and the Yellow Ramp, is also strategically located near a number of key destinations downtown. The 2010-2030 Comprehensive Plan shares a concept envisioned for this site as a vertical mixed-use building which would maintain the transit center as the primary use on the first floor of the building. The additional 3-4 stories of development over the transit center would include a mix of office and commercial uses. Sound could be mitigated by a green deck over the bus loading area and through the use of green screens on the existing parking deck or via other methods.

The Appleton Redevelopment Authority owns the parcel at 222 N. Oneida St. The building has been demolished and the site is being mitigated.

This blighted area deals with parking challenges, ingress and egress difficulties, deteriorating structures, accessibility and obsolescence. This area could be redeveloped individually or in groups. Rehabilitation, conservation and/or redevelopment of the existing buildings and/or property would further enhance the entire area. Since this entire area is highly visible and an integral part of the Downtown, this Development Area would benefit from increased commercial activity. Redevelopment of this area would further benefit, and potentially induce, investment in parcels located surrounding and in close proximity to this area.

**Development Area #12:** The area comprised of the west side of the 200 Block of North Appleton Street includes a vacant lot, 2 story historic buildings, surface parking and a church and event site. A fire destroyed one of the buildings, creating a vacant lot. Additional buildings are in poor condition, and some of the existing first floor businesses do not maintain regular hours. The block is strategically important because of its high visibility immediately west of the existing Library and Transit Center and north of City Center Plaza and College Avenue. This area is prime for redevelopment. Street level could be residential, retail, office, service, and/or hospitality.

This blighted area deals with parking challenges, ingress and egress difficulties, deteriorating structures, accessibility and obsolescence. This area is characterized by small parcels with historic/older buildings and could be redeveloped individually or in groups. Rehabilitation, conservation or redevelopment of the existing buildings and/or property would further enhance the entire area. Encouraging development north of College Avenue has been a longtime priority for the City and is a potential catalyst for other projects.

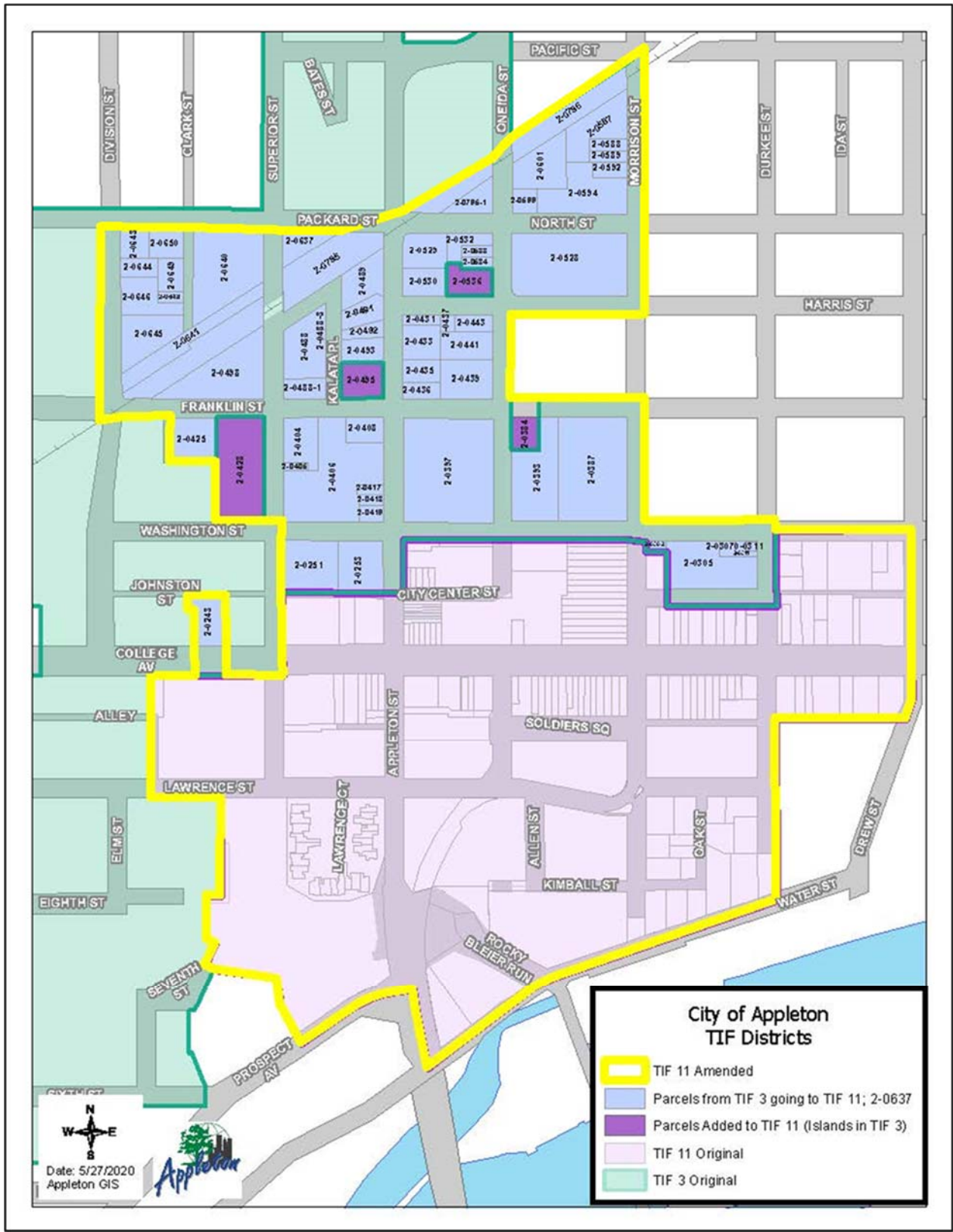
**Development Area #13:** The area North of Franklin Street, the block bound by Appleton Street, Packard Street, Oneida Street and Harris Street includes vacant lots, a vacant building and two businesses. This area is prime for redevelopment. Town homes, multi-family, office, service and/or hospitality could be opportunities in this area. Cost, timing and exact project is not known at this time.

This blighted area deals with ingress and egress difficulties, deteriorating structures, accessibility and obsolescence. This area is characterized by multiple parcels with multiple owners of vacant lots and/or historic/older buildings and could be redeveloped individually or in groups. Rehabilitation, conservation or redevelopment of the existing buildings and/or property would further enhance the entire area. Encouraging development north of College Avenue has been a longtime priority for the City and is a potential catalyst for other projects.

SECTION 3:  
District Boundary Map & Identification of Parcels to be  
Added

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Map Found on Following Page.



## SECTION 4: Identification of Parcels to be Added

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The purpose of this Plan Amendment is to add the parcels identified in the tables below to the District effective January 1, 2020. The figures listed under the “Current Value” column reflect valuations as of January 1, 2019. The actual addition to the District’s base value will be based on January 1, 2020 valuations which are not yet available. The District’s revised base will first be reflected in the valuations certified for January 1, 2021. Any changes in the valuation of the parcels being added to the District that occurs after January 1, 2020 will impact the incremental value of the District.

### **Parcels Currently Located within TID No. 3**

<b>Parcel Number</b>	<b>Street Address</b>	<b>Current Value (Jan. 1, 2019)</b>	<b>Acres</b>	<b>Blighted Acres</b>
0-0311	229 E WASHINGTON ST	\$ -	0.081	
2-0243	318 W COLLEGE AVE	\$ 827,000	0.375	0.375
2-0251	221 W WASHINGTON ST	\$ -	0.679	
2-0253	131 N APPLETON ST	\$ 536,600	0.543	0.543
2-0302	130 N MORRISON ST	\$ 140,000	0.050	
2-0305	215 E WASHINGTON ST	\$ 34,100	0.866	
2-0307	E WASHINGTON ST	\$ 28,500	0.057	0.057
2-0311	129 N DURKEE ST	\$ 160,500	0.081	
2-0387	130 E WASHINGTON ST	\$ -	1.676	
2-0393	100 E WASHINGTON ST	\$ -	0.906	0.906
2-0397	225 N ONEIDA ST	\$ -	2.176	2.176
2-0404	231 W FRANKLIN ST	\$ 270,900	0.379	
2-0405	214 N SUPERIOR ST	\$ 174,900	0.041	
2-0406	N APPLETON ST	\$ 762,800	1.585	1.585
2-0408	233 N APPLETON ST	\$ 223,100	0.221	0.221
2-0417	211 N APPLETON ST	\$ 135,500	0.058	0.058
2-0418	207 N APPLETON ST	\$ 218,700	0.066	
2-0419	201 N APPLETON ST	\$ 313,000	0.096	0.096
2-0425	W FRANKLIN ST	\$ 136,600	0.483	0.483
2-0431	322 N APPLETON ST	\$ -	0.083	0.083
2-0433	314 N APPLETON ST	\$ -	0.305	
2-0435	304 N APPLETON ST	\$ 272,600	0.197	
2-0436	300 N APPLETON ST	\$ -	0.138	
2-0437	E HARRIS ST	\$ 14,700	0.052	0.052
2-0439	303 N ONEIDA ST	\$ -	0.464	
2-0441	N ONEIDA ST	\$ 103,800	0.340	0.340
2-0443	N ONEIDA ST	\$ 38,900	0.137	0.137
2-0488	N SUPERIOR ST	\$ 173,400	0.577	0.577

(Table Continued on Next Page)

Parcel Number	Street Address	Current Value (Jan. 1, 2019)	Acres	Blighted Acres
2-0488-1	222 W FRANKLIN ST	\$ -	0.201	
2-0488-3	323 N KALATA PL	\$ -	0.014	
2-0489	N APPLETON ST	\$ -	0.395	0.395
2-0491	325 N APPLETON ST	\$ 228,000	0.243	
2-0492	319 N APPLETON ST	\$ -	0.126	
2-0493	317 N APPLETON ST	\$ 212,000	0.247	0.247
2-0498	N SUPERIOR ST	\$ 236,100	0.998	0.998
2-0528	120 E HARRIS ST	\$ -	1.696	
2-0529	N APPLETON ST	\$ 86,900	0.361	0.361
2-0530	116 W HARRIS ST	\$ 125,000	0.286	0.286
2-0532	433 N ONEIDA ST	\$ -	0.188	0.188
2-0533	415 N ONEIDA ST	\$ 86,000	0.087	0.087
2-0534	N ONEIDA ST	\$ 20,900	0.087	0.087
2-0587	531 N MORRISON ST	\$ -	0.545	
2-0588	N MORRISON ST	\$ -	0.099	0.099
2-0589	517 N MORRISON ST	\$ 66,300	0.099	
2-0592	513 N MORRISON ST	\$ -	0.127	0.127
2-0594	130 E NORTH ST	\$ -	0.772	0.772
2-0599	506 N ONEIDA ST	\$ 122,200	0.147	
2-0601	510 N ONEIDA ST	\$ 242,600	0.547	
2-0637	N SUPERIOR ST	\$ -	0.298	0.298
2-0640	311 W PACKARD ST	\$ -	1.214	1.214
2-0641	311 N SUPERIOR ST	\$ 143,200	0.514	0.514
2-0643	414 N DIVISION ST	\$ 142,000	0.200	
2-0644	N DIVISION ST	\$ -	0.165	
2-0645	N DIVISION ST	\$ 132,400	0.556	0.556
2-0646	400 N DIVISION ST	\$ -	0.405	
2-0648	401 N CLARK ST	\$ 108,000	0.067	
2-0649	403 N CLARK ST	\$ 88,900	0.194	
2-0650	327 W PACKARD ST	\$ 162,000	0.245	
2-0795	LAND LOCKED	\$ -	1.793	1.793
2-0795	LAND LOCKED	\$ -		
2-0795-1	W PACKARD ST	\$ -	0.235	0.235
2-0796	LAND LOCKED	\$ -	1.610	1.610
2-0796	LAND LOCKED	\$ -		

**Subtotal of TID No. 3 Parcels**

**\$ 6,768,100      27.470      17.553**

**Additional Parcels to be Added to the District**

<b>Parcel Number</b>	<b>Street Address</b>	<b>Current Value (Jan. 1, 2019)</b>	<b>Acres</b>	<b>Blighted Acres</b>
2-0428	306 W WASHINGTON ST	\$ 1,127,300	1.161	1.161
2-0495	N APPLETON ST	\$ 70,400	0.341	0.341
2-0536	N ONEIDA ST	\$ 75,200	0.314	0.314
2-0384	N ONEIDA ST	\$ -	0.211	0.211

**Subtotal of Additional Parcels to be Added**

**\$ 1,272,900                      2.027                      2.027**

**Total of All Parcels to be Added**

**\$ 8,041,000                      29.497                      19.581**

**Calculation of Blighted Area Percentage**

	<b>Total Acres</b>	<b>Blighted Acres</b>	<b>Percentage</b>
Original District Area	38.670	25.587	66.17%
Territory to be Added	29.497	19.581	66.38%
<b>Total</b>	<b>68.167</b>	<b>45.168</b>	<b>66.26%</b>

Parcels within the territory to be added to the District that have been identified as blighted include those that:

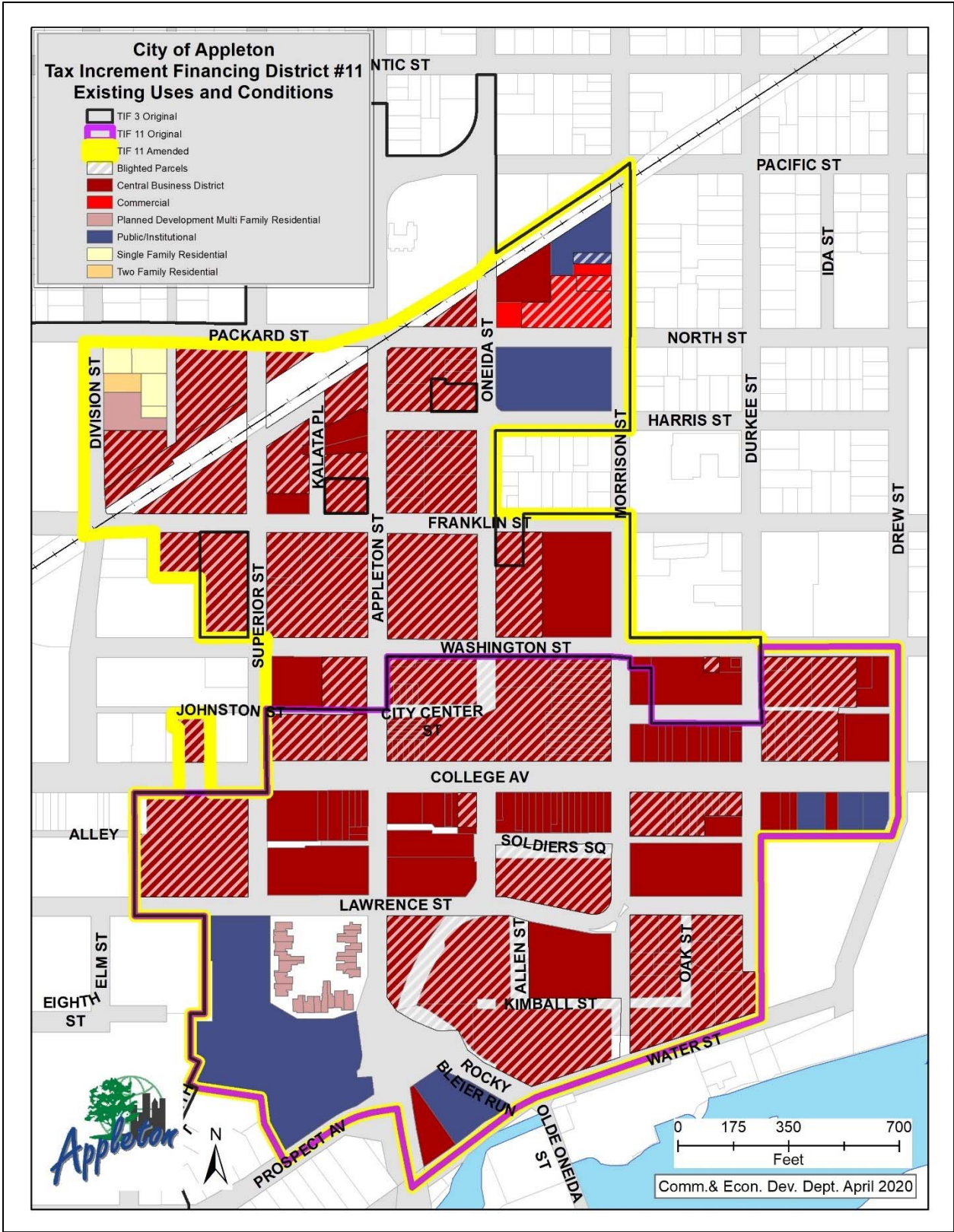
1. Contain substandard or deteriorating structures or site improvements; inadequate street layout or faulty lot layout in relation to size, adequacy, accessibility or usefulness, or conditions which endanger life or property by fire and other causes, or any combination of such factors that impairs or arrests the sound growth of a city.
2. Consist of land upon which building, or structures have been demolished and which because of obsolete platting, many of changes of ownership or deterioration of structures or site improvements, or otherwise, substantially impairs or arrests the sound growth of the community.

## SECTION 5: Maps Showing Existing Uses and Conditions

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Map Found on Following Page





## SECTION 6: Equalized Value Test

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The following calculations demonstrate that the City expects to be in compliance with Wis. Stat. § 66.1105(4)(gm)4.c., which requires that the equalized value of the taxable property proposed to be added to the 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.

### **Calculation of City Equalized Value Limit**

City TID IN Equalized Value (Jan. 1, 2019)	\$ 5,855,356,700
<b>TID Valuation Limit @ 12% of Above Value</b>	<b>\$ 702,642,804</b>

### **Calculation of Value Subject to Limit**

Base Value of Territory to be Added to District	\$ 8,041,000
Less: Incremental Value of Overlapped Parcels	(\$ 1,095,100)
Plus: Incremental Value of Existing Districts (Jan. 1, 2019)	<u>\$ 235,828,500</u>
<b>Total Value Subject to 12% Valuation Limit</b>	<b>\$ 242,774,400</b>

The equalized value of the territory to be added to the District plus the incremental value within all other existing tax incremental districts totals \$242,774,400 which is 4.15% of the City's total equalized value. This value is less than the maximum of \$702,642,804 in equalized value that is permitted for the City.

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

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Project Costs are any expenditure made, estimated to be made, or monetary obligations incurred or estimated to be incurred as outlined in this Plan. Project Costs will be diminished by any income, special assessments or other revenues, including user fees or charges, other than tax increments, received or reasonably expected to be received in connection with the implementation of the Plan. If Project Costs incurred benefit territory outside the District, a proportionate share of the cost is not a Project Cost. Costs identified in this amended Plan are preliminary estimates made prior to design considerations and are subject to change after planning, design and construction is completed. With all Project Costs, 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.

As set forth in the District's original Plan approved on August 2, 2017, the following is a list of public works and other tax incremental financing eligible Project Costs that the City expects to make, or may need to make, in conjunction with the implementation of the District's Plan. The map found in Section 8 of this Plan along with the Detailed List of Project Costs found in Section 9 provide additional information as to the kind, number and location of potential Project Costs.

### **A. Municipal Infrastructure Improvements**

- Construction and/or reconstruction of the streets, bridges, pedestrian connections and parking to facilitate development and rehabilitation projects within the District. Scope of work may include right-of-way acquisition, land assembly, grading, gravel, curb and gutter, asphalt, streetlights, traffic signals, walkways, concrete paving, lighting, signage, and related appurtenances.
- Construction and/or reconstruction of a sanitary sewer collection system to facilitate development and rehabilitation projects within the District. The scope of work may include sewer mains, manholes, laterals, force main, lift stations, and related appurtenances.
- Construction and/or reconstruction of the water distribution system to facilitate development and rehabilitation projects within the District. Projects may include water mains, valves, hydrants, service connections, laterals and other related appurtenances.
- Construction and/or reconstruction of storm water drainage facilities to support development and rehabilitation projects within the District. Projects may include retention or detention basins, biofilters, conveyance systems, storm sewer mains, manholes, inlets, drains and related appurtenances.
- Installation of electric and/or natural gas service or the relocation of existing services to facilitate blight elimination and redevelopment or rehabilitation in the District and provide better service. Acquisition of equipment to service the District.
- Installation of telephone, fiber, and cable or the relocation of existing services to facilitate blight elimination and redevelopment or rehabilitation in the District and provide better service. Acquisition of equipment to service the District.

- The costs associated with the design, implementation, purchase and maintenance of streetscape amenities to improve the aesthetic appearance of this District, including but not limited to, decorative lighting, banners and/or flags, public art, landscaping and/or planters, benches and other pedestrian elements to encourage the viability of the businesses in the district and attract high quality development.
- B. Administrative Costs:** These include, but not limited to, a portion of the salaries of the City employees, professional fees, and others directly involved in the projects for the District over the implementation of the project plan. Audit expenses, state filing fees, and any expenses associated with dissolving the District are also eligible costs.
- C. Organizational Costs:** These include, but are not limited to, publication and printing costs in connection with this Project Plan as well as the fees for the financial consultants, attorney, engineers, planners, surveyors, and other contracted services.
- D. Professional Services:** These include, but are not limited to, those costs incurred for architectural, planning, engineering and legal advice and services.
- E. Financing Costs:** Interest, finance fees, bond discounts, redemption premiums, legal opinions, credit ratings, capitalized interest, insurance and other expenses related to financing. This would also include interest on advances made by the City of Appleton.
- F. Land Assembly, Clearance, and Real Estate Acquisitions:** In order to eliminate blight and promote rehabilitation and redevelopment, it may be necessary to assist developers or for the City to acquire and demolish blighted or underutilized properties within the District. These may include but are not limited to, the cost of acquisitions, clearance/demolition, titles, easements, appraisals, consultant fees, closing costs, surveying and mapping, and the lease and/or the sale of property at or below market price to encourage or make feasible an economic development project that is consistent with the intent of this District.
- G. Relocation Costs:** In the event any property is acquired for the projects, expenses including the cost of the relocation plan, director and staff time, publications, appraisals, land and property acquisition costs and relocation benefits as required by Wisconsin Statutes Section 32 are considered eligible project costs.
- H. Development Incentives (Cash Grants and/or Loans):** As a partner in the future redevelopment and rehabilitation/conservation of this District, the City of Appleton may enter into agreements with property owners, lessees, or developers for the purpose of sharing costs to encourage the desired kind of improvements based on the purpose of this District and assure tax base is generated sufficient to recover project costs. This assistance is regularly needed in rehabilitation and redevelopment projects to offset the additional costs in re-use versus greenfield development. Not every project will demand the same level of funding. These payments would be negotiated on a project basis in order to attract new taxable property or rehabilitate existing property in the District. No cash grants or loans will be provided until the Common Council adopts a development agreement and a copy of such agreement will be retained in the City's official records for the TID.
- I. Environmental Audits and Remediation:** Costs related to all environmental assessments and remediation will be considered eligible project costs.

- J. Promotion and Development:** Promotion and development of the District including professional services or marketing, recruitment, realtor commissions and fees in lieu of commissions, marketing services and materials, advertising costs, administrative costs and support of development organizations.
- K. Project 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 (1/2) mile of the boundary of the district provided that (1) the project 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 expects to incur the following Project Costs outside of the District:

<b>Project &amp; Year</b>	<b>Estimated Cost</b>
Lawrence Street (Walnut to Elm)	
• Underground Utilities (2021)	\$250,000
• Paving (2022)	\$238,000
Atlantic Street (Oneida to Lawe)	
• Underground Utilities (2021)	\$709,000
• Paving (2022)	\$920,000
Alley (Walnut to Lawrence)	
• Storm Sewer & Paving (2022)	\$179,000
Lawe Street (College to Spring)	
• Underground Utilities (2023)	\$832,000
• Paving (2024)	\$1,486,000
Atlantic Street (Richmond to Oneida)	
• Underground Utilities (2025)	\$940,000
• Paving (2026)	\$1,230,000

Refer to Section 8 for a map of proposed improvements and Public Works projects by development area.

- L. Payments Made at the Discretion of the Common Council:** These payments may include but are not limited to payments which are found to be necessary or convenient to the creation of the District or the implementation of the Project Plan that support the goals of the District as outlined in Section 2.

## SECTION 8: Map Showing Proposed Improvements and Uses

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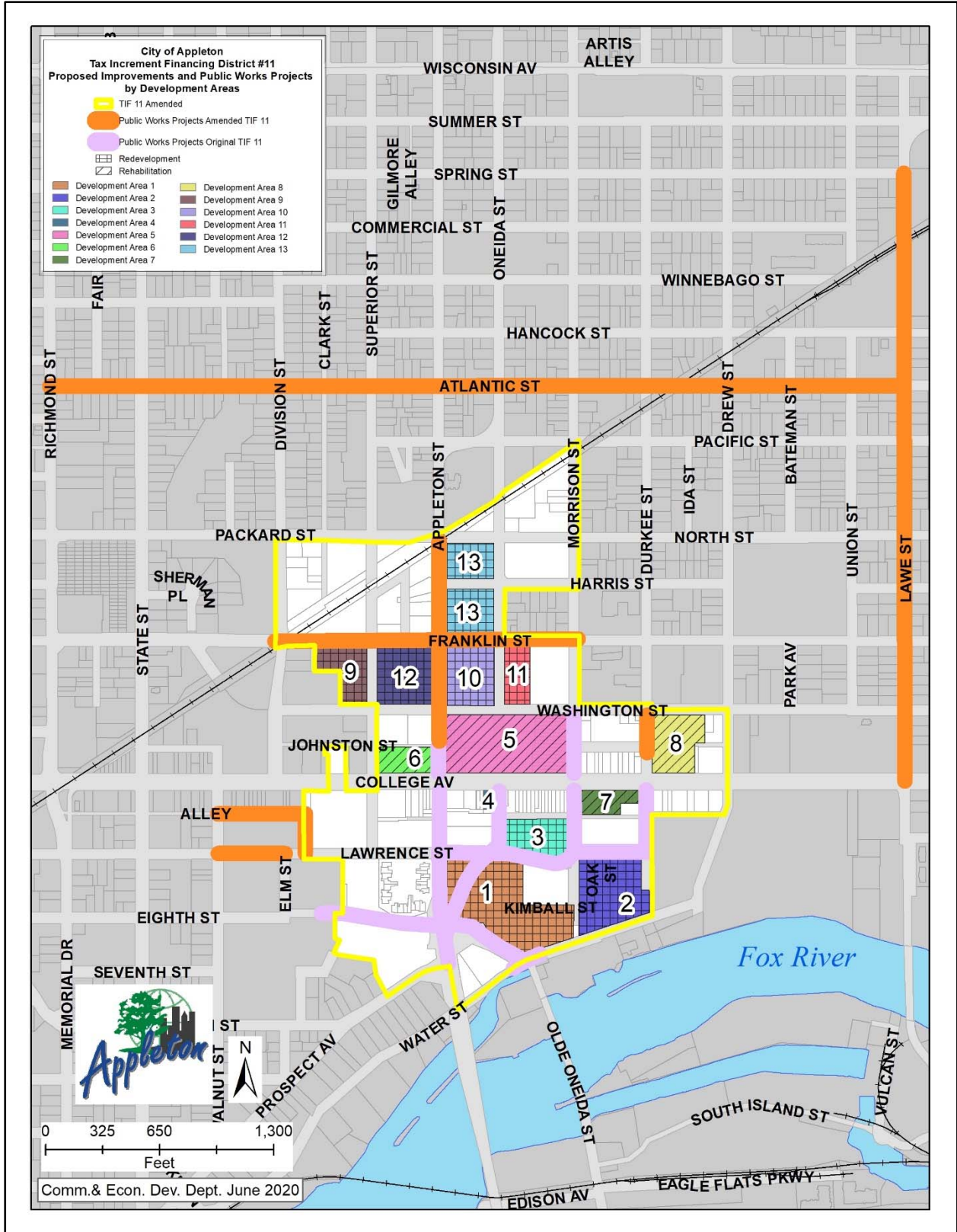
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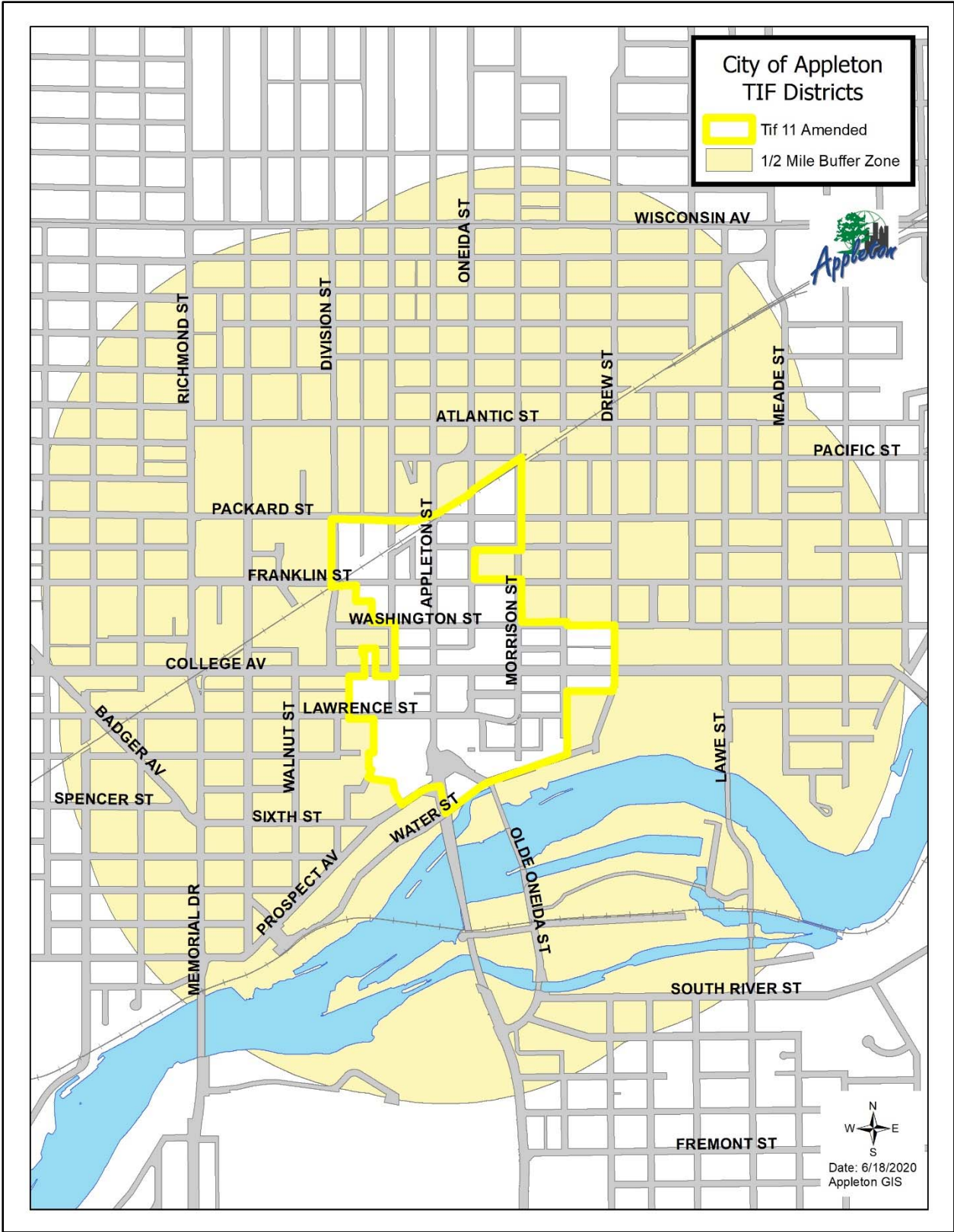
The first map depicts the locations where the City may undertake Municipal Infrastructure Improvements as detailed in Section 7. This includes eligible Project Costs to be incurred outside of, but within ½ mile of the District's boundaries. The second map identifies the ½ mile zone of eligibility.

The following types of Project Costs included in Section 7 are generally expected to be incurred within the Development Areas identified on the map.

- Land Assembly, Clearance, and Real Estate Acquisitions
- Relocation costs.
- Development Incentives (Cash Grants and/or Loans).

Other costs identified in Section 7 may be associated with expenditures made for the Municipal Infrastructure Improvements, activities within the Development Areas, or may not relate to a specifically identified geographical location such as District administrative costs.







## SECTION 9: Detailed List of Project Costs

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The following list identifies the Project Costs that the City currently expects to incur in implementing the District's amended Plan. All projects identified and related costs reflect the best estimates available as of the date of preparation of this amended Plan. All costs are preliminary estimates and may increase or decrease. Certain Project Costs listed may become unnecessary, and other Project Costs not currently identified may need to be made. (Section 7 details the general categories of eligible Project Costs). Changes in Project Cost totals or the types of Project Costs to be incurred will not require that this Plan be further amended. This Plan is not meant to be a budget nor an appropriation of funds for specific Project Costs, but a framework within which to manage Project Costs.

Project/Activity	Total Cost (Original Plan Est.)	Cost Added (This Amendment)	Total Revised Cost Estimate	Estimated Timing
• Municipal Infrastructure Improvements	\$3,234,600	\$1,869,382	\$5,103,982	2018 – 2023
• Municipal Infrastructure within the ½ Mile Boundary	None	\$6,784,000	\$6,784,000	2021 - 2026
• Development Incentives & Property Grants	\$14,847,560	\$24,693,461	\$39,541,021	2018 – 2042
• Other Costs – Administrative, Professional, Environmental, and Promotion Services Costs. Filing fees and fees charged by State.	\$124,750	\$528,859	\$653,609	2017 – 2045
• Financing Costs <ul style="list-style-type: none"> <li>○ General Fund Advance Interest Expense</li> <li>○ General Obligation</li> </ul>	\$1,528,283	\$7,234,048	\$8,762,331	2017 – 2041
<b>SUBTOTAL:</b>	<b>\$19,735,193</b>	<b>\$41,109,750</b>	<b>\$60,840,943</b>	<b>2017 – 2045</b>
• Financing Costs* <ul style="list-style-type: none"> <li>○ Development Incentives</li> </ul>	\$9,127,794	(\$9,127,794)		
<b>TOTAL*</b>	<b>\$28,862,987</b>	<b>\$31,981,956</b>	<b>\$60,840,943</b>	

**\*NOTE:** The original District Plan line item for Development Incentives & Property Grants did not include estimated interest payments on developer financed incentives, although that cost was reflected in projected District cash flows. That total from the original Plan was \$9,127,794. When comparing the estimated total Project Costs from the original Plan to the Amended Plan, it is necessary to include that additional amount. The actual increase in estimated Project Costs from the original Plan to the Amended Plan is the \$31,981,956 figure shown on the total line.

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

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This Section includes a forecast of the valuation increases expected within the District, the associated tax increment collections, a summary of how Project Costs would be financed, and a projected cash flow demonstrating that the District is economically feasible.

As of January 1, 2019, the District had incremental value of \$1,603,700. The Plan assumes that \$122.6 million in additional incremental value will be created within the District by January 1, 2022 as a result of development projects proceeding within Development Areas #1, #4, #5, #7, #8 and #9 as shown on **Table 1**. The City expects it may need to pay Development Incentives to make these private projects economically feasible. A projection of potential incentive payments is shown on **Table 2**. These payments would be made from a combination of City borrowed funds, and tax increment cash (“pay as you go”) generated by the projects.

In addition to payment of incentives, the City has, and will, complete Municipal Infrastructure Improvements within the District. The City has, and will, finance these costs with General Obligation debt. Actual and estimated debt service for paying the cost of both the Municipal Infrastructure Projects and Development Incentives are identified on **Table 3**.

**Table 4** is a projected cash flow for the District. Based on the incremental value expected to be created (**Table 1**) the District is projected to generate approximately \$73.6 million in tax increment revenue over its twenty-seven-year life. This assumes a tax rate increasing at ½% per year over the actual rate for the 2019/20 budget year. Considering the projected debt service (**Table 2**) and Development Incentive payments (**Table 3**), the District is projected to run a negative fund balance through the year 2036 before eventually generating a projected \$19.5 million surplus by its required closure date. The City will advance funds to the District as needed to cover the deficit fund balance and will charge the District interest on the advance.

The projected surplus fund balance indicates the District could close prior to the end of its maximum life; however, the City expects that development will occur within other identified Development Areas, and that the City may incur additional associated Project Costs. Additional development and incurrence of costs beyond what is shown in the projections included within this Section could increase or decrease the projected surplus fund balance and hasten or delay District closure. Under all circumstances, the District must make all Project Cost expenditures not later than the year 2039 and must close in 2044 with a final collection of tax increment for the 2045 budget year.

The cash flow exhibit does not include the costs of projects identified in this Plan located outside of, but within ½ mile of the District’s boundaries. These costs will be paid for initially from other sources. The extent to which the District may be able to offset a portion of these costs will be determined at a future date depending on District financial performance. Any contributions from the District towards these costs would reduce the projected surplus shown in the cash flow exhibit.

Based on the information included within this Section, the City concludes that the District remains economically feasible and that the City has the financial resources available to implement the Plan.

**TAX INCREMENT DISTRICT #11  
TAX INCREMENTS BY YEAR**

Valuation Year	TID Revenue Year	TID Value (1)	TID Base Value	TID Increment	New Construction						Total TID Increment (1)	
					Dev Area #1 Bluff Site	Dev Area #4 Zuelke Building LLC	Dev Area #5 Blue Ramp/ City Center	Dev Area #7 Gabriel Lofts LLC	Dev Area #8 Avant Apartments LLC	Dev Area #8 320 E College LLC		Dev Area #9 Crescent Lofts
2017	2018	\$ 83,099,200	\$ 83,099,200	\$ -								\$ -
2018	2019	90,259,800	83,099,200	7,160,600								7,160,600
2019	2020	84,702,900	83,099,200	1,603,700								1,603,700
2020	2021	85,549,929	83,099,200	2,450,729								2,450,729
2021	2022	94,446,428 (2)	91,140,200	3,306,228				4,000,000	4,090,300	9,221,100		21,195,528
2022	2023				79,334,300	577,900	8,000,000				8,000,000	124,241,784
2023	2024					7,500,000						125,484,201
2024	2025											126,739,043
2025	2026											128,006,434
2026	2027											129,286,498
2027	2028											130,579,363
2028	2029											131,885,157
2029	2030											133,204,008
2030	2031											134,536,048
2031	2032											135,881,409
2032	2033											137,240,223
2033	2034											138,612,625
2034	2035											139,998,752
2035	2036											141,398,739
2036	2037											142,812,726
2037	2038											144,240,854
2038	2039											145,683,262
2039	2040											147,140,095
2040	2041											148,611,496
2041	2042											150,097,611
2042	2043											151,598,587
2043	2044											153,114,573
2044	2045											154,645,718
					<u>\$ 79,334,300</u>	<u>\$ 8,077,900</u>	<u>\$ 8,000,000</u>	<u>\$ 4,000,000</u>	<u>\$ 4,090,300</u>	<u>\$ 9,221,100</u>	<u>\$ 8,000,000</u>	

(1) TID values for the 2017-2019 valuation years are actual. TID values for valuation years 2020 and beyond projected to increase 1% annually.  
(2) Both the TID value and TID base value increased \$8,041,000 due to transfer of parcels from TID #3 to TID #11 in 2020.

**Table 1**

**TAX INCREMENT DISTRICT #11  
ESTIMATED DEVELOPER INCENTIVE PAYMENTS**

Valuation Year	Budget Year	Dev Area #1 Developer TIF Payment Bluff Site	Dev Area #4 Developer TIF Payment Zuelke Bld LLC	Dev Area #5 Developer TIF Payment Blue Ramp/City Center	Dev Area #7 Developer TIF Payment Gabriel Lofts LLC	Dev Area #8 Developer TIF Payment Avant Apts LLC	Dev Area #8 Developer TIF Payment 320 E College LLC	Total Payments
2016	2017	\$0	\$0	\$0	\$0	\$0	\$0	\$0
2017	2018	0	0	0	0	0	0	0
2018	2019	0	0	0	0	0	0	0
2019	2020	0	0	0	0	0	0	0
2020	2021	0	0	0	0	0	0	0
2021	2022	16,500,000	9,912	0	76,464	78,927	177,930	16,843,233
2022	2023	545,764	172,400	155,160	76,589	79,421	179,028	1,208,362
2023	2024	544,410	173,487	156,108	76,714	79,916	180,127	1,210,762
2024	2025	545,018	174,575	157,057	76,839	80,411	181,228	1,215,128
2025	2026	545,228	175,667	158,009	76,964	80,908	182,331	1,219,107
2026	2027	544,935	176,760	158,962	77,090	81,406	183,437	1,222,590
2027	2028	546,281	177,856	159,917	77,215	81,905	184,544	1,227,718
2028	2029	544,709	178,954	160,874	77,341	82,405	185,654	1,229,937
2029	2030	544,735	180,055	161,832	77,468	82,906	186,766	1,233,762
2030	2031	546,257	181,157	162,793	77,594	83,408	187,879	1,239,088
2031	2032	544,712	182,263	163,754	77,720	83,911	188,995	1,241,355
2032	2033	544,613	183,370	164,718	77,846	84,415	190,113	1,245,075
2033	2034	545,847	184,480	165,684	77,973	84,920	191,233	1,250,137
2034	2035	546,170	185,592	166,651	78,100	85,426	192,355	1,254,294
2035	2036	545,657	186,706	167,620	78,227	0	193,479	1,171,689
2036	2037	544,295	187,823	168,591	78,354	0	194,606	1,173,669
2037	2038	546,508	189,024	169,636	78,482	0	195,819	1,179,469
2038	2039	545,429	190,227	170,684	78,610	0	0	984,950
2039	2040	545,571	191,433	171,733	0	0	0	908,737
2040	2041	544,601	192,641	0	0	0	0	737,242
2041	2042	544,717	0	0	0	0	0	544,717
2042	2043	0	0	0	0	0	0	0
2043	2044	0	0	0	0	0	0	0
2044	2045	0	0	0	0	0	0	0
		<u>\$27,405,457</u>	<u>\$3,474,382</u>	<u>\$2,939,783</u>	<u>\$1,395,590</u>	<u>\$1,150,285</u>	<u>\$3,175,524</u>	<u>\$39,541,021</u>

Note: Actual amounts may differ due to changes in project timing, projected valuations, and equalized tax rates

**Table 2**

**TAX INCREMENT DISTRICT #11  
GENERAL OBLIGATION DEBT**

Budget Year	\$2,010,000 2019 GO Notes		\$2,310,000 2021 GO Notes		\$17,800,000 2022 Taxable GO Bonds		Total Payments
	Principal	Interest	Principal	Interest	Principal	Interest	
2017	\$0	\$0	\$0	\$0	\$0	\$0	\$0
2018	0	0	0	0	0	0	0
2019	0	0	0	0	0	0	0
2020	0	*	0	0	0	0	0
2021	0	*	0	0	0	0	0
2022	0	51,150	0	58,766	0	425,798	535,714
2023	260,000	47,250	0	58,766	710,000	559,199	1,635,215
2024	270,000	39,300	0	58,766	730,000	541,528	1,639,594
2025	280,000	31,050	295,000	54,405	740,000	522,714	1,923,169
2026	285,000	22,575	310,000	45,268	765,000	502,555	1,930,398
2027	295,000	15,350	320,000	35,830	785,000	480,956	1,932,136
2028	305,000	9,350	330,000	25,953	810,000	457,912	1,938,215
2029	315,000	3,150	340,000	17,661	835,000	433,491	1,944,302
2030	0	0	350,000	10,804	860,000	407,865	1,628,669
2031	0	0	365,000	5,402	885,000	381,048	1,636,450
2032	0	0	0	0	915,000	352,608	1,267,608
2033	0	0	0	0	945,000	322,635	1,267,635
2034	0	0	0	0	975,000	291,222	1,266,222
2035	0	0	0	0	1,010,000	258,151	1,268,151
2036	0	0	0	0	1,045,000	223,521	1,268,521
2037	0	0	0	0	1,080,000	187,052	1,267,052
2038	0	0	0	0	1,115,000	148,956	1,263,956
2039	0	0	0	0	1,160,000	108,824	1,268,824
2040	0	0	0	0	1,200,000	66,514	1,266,514
2041	0	0	0	0	1,235,000	22,539	1,257,539
2042	0	0	0	0	0	0	0
2043	0	0	0	0	0	0	0
2044	0	0	0	0	0	0	0
2045	0	0	0	0	0	0	0
	<u>\$2,010,000</u>	<u>\$219,175</u>	<u>\$2,310,000</u>	<u>\$371,621</u>	<u>\$17,800,000</u>	<u>\$6,695,088</u>	<u>\$29,405,884</u>

\* Interest payments paid with debt premium

**Table 3**

**TAX INCREMENT DISTRICT #11  
CASH FLOW PROFORMA**

Valuation Year	Budget Year	TID Increment	Tax Rate (1)	TIF Revenue	Other Revenues	Debt Proceeds	Admin Expense	General Obligation Debt Service	Project/Other Expenses	Developer Incentive Payments	Interest on General Fund Advance	Annual Surplus/ (Deficit)	Fund Balance
2016	2017	0		0	0	0	(1,000)	0	0	0	(25)	(1,025)	(1,025)
2017	2018	0		0	133	0	(150)	0	(409,539)	0	(8,551)	(418,107)	(419,132)
2018	2019	7,160,600	22.7611	162,983	0	2,010,000	(1,470)	0	(2,820,982)	0	(27,729)	(677,198)	(1,096,330)
2019	2020	1,603,700	21.2190	34,029	0	0	(1,500)	0	(42,000)	0	(48,740)	(58,211)	(1,154,541)
2020	2021	2,450,729	21.3251	52,262	0	2,310,000	(1,500)	0	(2,310,000)	0	(58,115)	(7,353)	(1,161,894)
2021	2022	21,195,528	21.4317	454,257	0	17,800,000	(1,500)	(535,714)	0	(16,843,233)	(38,115)	835,694	(326,200)
2022	2023	124,241,784	21.5389	2,676,029	0	0	(6,500)	(1,635,215)	(118,450)	(1,208,362)	(26,865)	(319,363)	(645,564)
2023	2024	125,484,201	21.6466	2,716,303	0	0	(1,500)	(1,639,594)	0	(1,210,762)	(40,615)	(176,168)	(821,732)
2024	2025	126,739,043	21.7548	2,757,183	0	0	(1,500)	(1,923,169)	0	(1,215,128)	(55,615)	(438,229)	(1,259,961)
2025	2026	128,006,434	21.8636	2,798,679	0	0	(1,500)	(1,930,398)	0	(1,219,107)	(76,865)	(429,191)	(1,689,152)
2026	2027	129,286,498	21.9729	2,840,799	0	0	(1,500)	(1,932,136)	0	(1,222,590)	(98,115)	(413,542)	(2,102,694)
2027	2028	130,579,363	22.0828	2,883,553	0	0	(1,500)	(1,938,215)	0	(1,227,718)	(118,115)	(401,995)	(2,504,689)
2028	2029	131,885,157	22.1932	2,926,951	0	0	(1,500)	(1,944,302)	0	(1,229,937)	(138,115)	(386,904)	(2,891,593)
2029	2030	133,204,008	22.3041	2,971,001	0	0	(1,500)	(1,628,669)	0	(1,233,762)	(148,115)	(41,045)	(2,932,638)
2030	2031	134,536,048	22.4157	3,015,715	0	0	(1,500)	(1,636,450)	0	(1,239,088)	(148,115)	(9,439)	(2,942,077)
2031	2032	135,881,409	22.5277	3,061,101	0	0	(1,500)	(1,267,608)	0	(1,241,355)	(138,115)	412,523	(2,529,554)
2032	2033	137,240,223	22.6404	3,107,171	0	0	(1,500)	(1,267,635)	0	(1,245,075)	(116,865)	476,096	(2,053,458)
2033	2034	138,612,625	22.7536	3,153,934	0	0	(1,500)	(1,266,222)	0	(1,250,137)	(91,865)	544,209	(1,509,248)
2034	2035	139,998,752	22.8674	3,201,400	0	0	(1,500)	(1,268,151)	0	(1,254,294)	(63,115)	614,340	(894,908)
2035	2036	141,398,739	22.9817	3,249,582	0	0	(1,500)	(1,268,521)	0	(1,171,689)	(29,365)	778,506	(116,402)
2036	2037	142,812,726	23.0966	3,298,488	0	0	(1,500)	(1,267,052)	0	(1,173,669)	(5,308)	850,959	734,557
2037	2038	144,240,854	23.2121	3,348,130	0	0	(1,500)	(1,263,956)	0	(1,179,469)	0	903,205	1,637,762
2038	2039	145,683,262	23.3281	3,398,519	0	0	(6,500)	(1,268,824)	0	(984,950)	0	1,138,245	2,776,007
2039	2040	147,140,095	23.4448	3,449,667	0	0	(1,500)	(1,266,514)	0	(908,737)	0	1,272,916	4,048,923
2040	2041	148,611,496	23.5620	3,501,585	0	0	(1,500)	(1,257,539)	0	(737,242)	0	1,505,304	5,554,227
2041	2042	150,097,611	23.6798	3,554,283	0	0	(1,500)	0	0	(544,717)	0	3,008,066	8,562,293
2042	2043	151,598,587	23.7982	3,607,775	0	0	(1,500)	0	0	0	0	3,606,275	12,168,569
2043	2044	153,114,573	23.9172	3,662,072	0	0	(1,500)	0	0	0	0	3,660,572	15,829,141
2044	2045	154,645,718	24.0368	3,717,187	0	0	(6,500)	0	0	0	0	3,710,687	19,539,828
				<u>73,600,637</u>	<u>133</u>	<u>22,120,000</u>	<u>(56,620)</u>	<u>(29,405,884)</u>	<u>(5,700,971)</u>	<u>(39,541,021)</u>	<u>(1,476,447)</u>	<u>19,539,828</u>	

(1) Tax rate projected to increase 1/2% annually beginning in 2021

**Table 4**

## SECTION 11: Annexed Property

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A tax incremental district cannot include annexed territory unless at least three years have elapsed since the annexation, or certain other requirements are met. None of the territory being added to the District as part of this Plan Amendment was annexed to the City in the preceding three years.

## SECTION 12: Proposed Zoning Ordinance Changes

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The proposed Plan Amendment is in general conformance with the City's current zoning ordinances. Individual properties may require rezoning at the time of development.

## SECTION 13: Proposed Changes in Master Plan, Map, Building Codes and Ordinances

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The proposed Plan Amendment is in general conformance with the City's Comprehensive Plan. Development within the District will be required to conform to State Building Codes and will be subject to the City's permitting and inspection procedures. The proposed Plan conforms to all relevant State and local ordinances, plans, and codes. No changes to the existing regulations are proposed or needed.

## SECTION 14: Relocation

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The City does not expect that the continued implementation of the Plan will cause a need to relocate persons or businesses. In the event relocation becomes necessary at some time during the implementation period, the City will take the following steps and actions as required by Wisconsin Statutes Section 32:

1. Before negotiations begin for the acquisition of property or easements, all property owners will be provided with an informational pamphlet "The Rights of Landowners" prepared by the Wisconsin Department of Administration, and if any person is to be displaced as a result of the acquisition, they will be given a pamphlet on "Relocation Rights" prepared by the Wisconsin Department of Administration.
2. The City will provide each owner a full narrative appraisal, a map showing the owners of all property affected by the proposed project, and a list of all or at least ten neighboring landowners to whom offers are being made.
3. The City will file a relocation plan with the Wisconsin Department of Administration and will keep all records as required in Wisconsin Statutes Section 32.

## SECTION 15: Orderly Development of the City

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Amendment of the District contributes to the orderly development of the City by providing for the elimination of blighting influences and the redevelopment of underutilized properties along the East College Avenue corridor, and by providing for continued growth in residential, office, and retail development. By improving and maintaining an attractive area for private investment along the corridor, the City will ensure a healthy tax base, job growth/creation and a more vibrant economy.

The Amended Plan is complimentary to the adopted City of Appleton's *Comprehensive Plan 2010-2030* (Comprehensive Plan), specifically Chapter 14 Downtown Plan that identifies the corridor of West College Avenue for reinvestment, rehabilitation and redevelopment. The City's recommendations for this corridor and surrounding downtown sites include the following key strategies as adopted on March 15, 2017 in the updated Comprehensive Plan. These key strategies, and the detailed policies to support these efforts, can be found in the Comprehensive Plan – Chapter 14 Downtown Plan Initiatives Section from pages 335 to 362:

- 1.1 *Continue development of entry features on major routes into the downtown.*
- 1.3 *Implement appropriate streetscaping projects throughout the downtown.*
- 1.5 *Continue to encourage quality urban design throughout the downtown through voluntary measures.*
- 2.2 *Pursue opportunities to attract more artists and arts-related businesses to the downtown.*
- 3.1 *Encourage mixed-use and mid-density residential redevelopment on under-utilized or marginal sites on the edge of downtown.*
- 3.3 *Promote development of neighborhood serving businesses and amenities to meet the basic shopping and service needs of downtown and nearby residents.*
- 3.10 *Promote well-designed transitional areas between higher density development downtown and lower density development in adjacent, largely single-family neighborhoods.*
- 4.1 *Sustain and grow the retail niches which have formed downtown.*
- 4.2 *Identify and aggressively recruit target industries.*
- 4.3 *Protect the existing retail blocks on College Avenue.*
- 4.5 *Facilitate and pursue entrepreneurial business development in the downtown.*
- 4.6 *Create opportunities for smaller offices and business services to locate downtown, including north of College Avenue.*
- 4.7 *Maintain an environment favorable to larger employers in the downtown.*
- 4.8 *Support private sector efforts to redevelop and invest in downtown.*



## SECTION 16: List of Estimated Non-Project Costs

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Non-Project Costs are public works projects which only partly benefit the District. Costs incurred that do not benefit the District may not be paid with tax increments. Examples of non-project costs are:

- 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.

No improvements to be made within the District will benefit property outside the District. Furthermore, there will be no improvements made outside the District that will only partially benefit the District.

SECTION 17:

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

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**LEGAL SERVICES DEPARTMENT**

**Office of the City Attorney**

100 North Appleton Street  
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Phone: 920/832-6423  
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August 13, 2020

Mayor Jacob A. Woodford  
City of Appleton  
100 N. Appleton Street  
Appleton, WI 54911

Re: Project Plan Amendment for Tax Incremental District No. 11

Dear Mayor Woodford:

Wisconsin Statute 66.1105(4)(f) requires that a project plan for a tax incremental financing district include an opinion provided by the City Attorney advising as to whether the plan is complete and complies with Wisconsin Statute 66.1105. As City Attorney for the City of Appleton, I have been asked to review the above-referenced project plan for compliance with the applicable statutory requirements. Based upon my review, in my opinion, the Project Plan Amendment for the City of Appleton Tax Incremental District No. 11 is complete and complies with the provisions of Wisconsin Statute 66.1105.

Sincerely,

Christopher R. Behrens  
City Attorney

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Christopher R. Behrens  
*City Attorney*

Amanda K. Abshire  
*Deputy City Attorney*

Darrin M. Glad  
*Assistant City Attorney*

Nicholas VandeCastle  
*Assistant City Attorney*

SECTION 18:  
**Calculation of the Share of Projected Tax Increments  
 Estimated to be Paid by the Owners of Property in the  
 Overlying Taxing Jurisdictions**

The following projection is provided to meet the requirements of Wis. Stat. § 66.1105(4)(i)4. Allocation percentages based on 2019 Statement of Taxes.

<u>Budget</u> <u>Year</u>	<u>Tax Increment</u>	<u>City of Appleton</u> 39.11%	<u>Outagamie</u> <u>County</u> 17.40%	<u>Appleton Schools</u> 38.62%	<u>FVTC</u> 4.87%
2019 (Act.)	162,983	\$ 63,735	\$ 28,363	\$ 62,950	\$ 7,935
2020 (Act.)	34,029	\$ 13,307	\$ 5,922	\$ 13,143	\$ 1,657
2021	52,262	\$ 20,437	\$ 9,095	\$ 20,186	\$ 2,545
2022	454,257	\$ 177,638	\$ 79,051	\$ 175,451	\$ 22,117
2023	2,676,029	\$ 1,046,465	\$ 465,689	\$ 1,033,582	\$ 130,293
2024	2,716,303	\$ 1,062,214	\$ 472,698	\$ 1,049,137	\$ 132,254
2025	2,757,183	\$ 1,078,201	\$ 479,812	\$ 1,064,926	\$ 134,244
2026	2,798,679	\$ 1,094,428	\$ 487,033	\$ 1,080,954	\$ 136,264
2027	2,840,799	\$ 1,110,899	\$ 494,363	\$ 1,097,222	\$ 138,315
2028	2,883,553	\$ 1,127,618	\$ 501,803	\$ 1,113,735	\$ 140,397
2029	2,926,951	\$ 1,144,588	\$ 509,356	\$ 1,130,497	\$ 142,510
2030	2,971,001	\$ 1,161,815	\$ 517,021	\$ 1,147,511	\$ 144,654
2031	3,015,715	\$ 1,179,300	\$ 524,803	\$ 1,164,781	\$ 146,832
2032	3,061,101	\$ 1,197,048	\$ 532,701	\$ 1,182,311	\$ 149,041
2033	3,107,171	\$ 1,215,064	\$ 540,718	\$ 1,200,105	\$ 151,284
2034	3,153,934	\$ 1,233,351	\$ 548,856	\$ 1,218,166	\$ 153,561
2035	3,201,400	\$ 1,251,912	\$ 557,116	\$ 1,236,500	\$ 155,872
2036	3,249,582	\$ 1,270,754	\$ 565,501	\$ 1,255,109	\$ 158,218
2037	3,298,488	\$ 1,289,879	\$ 574,011	\$ 1,273,998	\$ 160,599
2038	3,348,130	\$ 1,309,291	\$ 582,650	\$ 1,293,172	\$ 163,016
2039	3,398,519	\$ 1,328,996	\$ 591,419	\$ 1,312,634	\$ 165,470
2040	3,449,667	\$ 1,348,998	\$ 600,320	\$ 1,332,389	\$ 167,960
2041	3,501,585	\$ 1,369,300	\$ 609,355	\$ 1,352,442	\$ 170,488
2042	3,554,283	\$ 1,389,908	\$ 618,526	\$ 1,372,796	\$ 173,054
2043	3,607,775	\$ 1,410,826	\$ 627,834	\$ 1,393,457	\$ 175,658
2044	3,662,072	\$ 1,432,059	\$ 637,283	\$ 1,414,428	\$ 178,302
2045	3,717,187	\$ 1,453,611	\$ 646,874	\$ 1,435,715	\$ 180,985
<b>Totals</b>	<b>73,600,637</b>	<b>\$ 28,781,641</b>	<b>\$ 12,808,175</b>	<b>\$ 28,427,296</b>	<b>\$ 3,583,527</b>