



# CITY OF APPLETON

## MEMORANDUM

**Date:** July 1, 2026  
**To:** Community Development Committee  
**From:** Kara Homan, AICP, Director of Community Development  
**Subject:** Recommendation to Approve Tax Incremental Development Agreement  
Between City, Thrivent Financial for Lutherans and North Meadows  
Investment LTD

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Attached please find the proposed Tax Increment Development Agreement between City of Appleton, Thrivent Financial for Lutherans, and North Meadows Investment Ltd. The City negotiation team was comprised of my office and the City Attorney's office, and heavily relied on our partners in Public Works, Finance, Ehlers (our TID consultant) and Foley & Lardner (our Bond Counsel). The agreement establishes a fiscally responsible public-private partnership that will facilitate construction of critical public infrastructure while supporting one of the City's most significant mixed-use development opportunities.

Under the agreement, the City will partner with the developer by bonding for \$11 million to fund, in part, construction of core public infrastructure within Wilden Portfolio Park Plat, including the Evergreen Drive extension, intersection improvements, and bicycle and pedestrian accommodations. Bond-funded developer reimbursements are limited to publicly owned infrastructure, ensuring our investment provides lasting public benefit while leveraging substantial private investment. The City will also provide "Pay Go" financing to the developer (\$14 million at 6% interest), to help fund, in part, additional developer costs related to Wilden Portfolio Park Plat infrastructure & site development. Developer "Pay Go" payments do not commence until such time increment can service the City's debt and were capped to only an amount justified by Ehlers' financial underwriting for TIF incentive. Phase 1 infrastructure will also unlock the development potential of lands planned and zoned for a mixture of uses, including commercial, office, and diverse housing types, including multifamily and "missing middle" housing, helping implement the City's Comprehensive Plan and expand housing opportunities.

The agreement also contains significant safeguards that protect the City's financial interests. The developer is required to make shortfall payments if increment is insufficient to pay City debt service and the developer is providing an \$11 million irrevocable letter of credit, additional remedies are available through special assessment if necessary, the City's debt service is given "first position" on tax incremental revenue, reimbursement obligations are tied to actual project performance, and the agreement includes a 10-year

financial lookback provision that reduces future incentive payments if project returns exceed established thresholds. The agreement also contains provisions related to the transfer of up to 3.5 acres of land for a future City Fire Station for \$1.

Conservative Phase 1 projections anticipate the creation of more than \$200 million in new incremental value by 2033 (Ehlers phase 1 projections attached). Through a carefully structured public-private partnership, the agreement leverages private investment to deliver essential public infrastructure, unlock future housing and commercial development, and position the City for significant long-term fiscal and economic benefits.

For these reasons, staff recommends approval of the proposed Tax Incremental Development Agreement between the City of Appleton, Thrivent Financial for Lutherans and North Meadows Investment LTD.

cc: Jennifer Messerschmidt, Finance Director  
Chris Behrens, City Attorney