

Memorandum

TO: Franklin City Council
Mayor Steve Olson

FROM: Dawn Gunderson, CPFO, CIPMA
Senior Municipal Advisor

DATE: June 23, 2016

SUBJECT: Tax Increment District #5 Feasibility Analysis

Ehlers and Associates, Inc. has been hired to provide an analysis of the feasibility for creating a tax increment district (TID) in the City of Franklin. A general map of the proposed TID boundary is depicted to the right. The overall proposed TID represents 167 acres. The site is bordered by Loomis road on the southeast is located north and south of Rawson Ave. The proposed area includes a large tract of land currently owned by Milwaukee County.



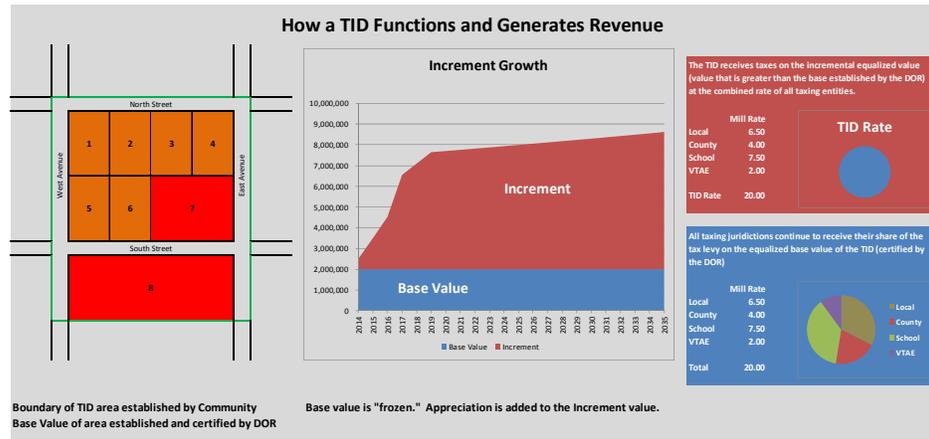
What is a Tax Increment District?

Tax Incremental Finance districts have been Wisconsin's primary economic development tool available to municipalities since the mid 1970's. The law has gone through a number of changes, with the current law allowing basically four(4) types of districts: Blight Elimination/Redevelopment (finding that 50% of land within the district is blighted or in need of rehabilitation), Industrial Development (finding that at least 50% of the land within the district is suitable for Industrial Development), Mixed Use (finding that at least 50% of the land within the district is suitable for 2 of 3 land classifications: industrial, commercial and/or residential), and Environmental Remediation Districts.

Dependent on the type of district created, the life cycle of a TID is between 20 and 27 years. During the life of the TID, expenditures can be made up to five years prior to the statutory closure of a tax increment district. Eligible expenditures within a TID include, but are not limited to: streets and roads, utilities, storm water facilities, grading, landscaping, direct development incentives (cash grants), administrative costs and finance costs.

TIDs are not allowed to expend funds on public buildings and projects that benefit areas outside the district, unless specifically identified and within ½ mile of the district boundary. Expenditures made prior to the creation of a district, other than planning, legal and engineering costs, are not eligible to be reimbursed by a TID.

The graphic below depicts the basics of how a TID operates. Generally a boundary is established which carries a base value (equalized value of all the parcels within the district). The base value is frozen and then taxed at the same tax rate as all other lands within the municipality. The taxes on the base value continue to be distributed to the various taxing jurisdictions on their proportionate share of the levy.



Any increased value within the boundary of the TID is also taxed

at the same rate as the base value, however the taxes generated by the new value or increment are retained by the TID to cover the costs that were incurred to "cause" the development to occur.

A tax incremental finance district utilizes the taxing authority of the municipality, school district, county and vocational/technical college district to pay for improvements that otherwise would not have occurred. In other words, "but for" the use of tax incremental financing, the development would either have not occurred, not occurred in the same timeframe, or would not have occurred with the same value.

Proposed District Creation

The type of district proposed for creation in the City is a Mixed Use District. Based upon the land area designated for inclusion in the district, greater than 50% of the land area would be suitable for a combination of commercial and residential development. The area proposed to be included in the district encompasses approximately 167 acres.

Proposed District Projects

Projects contemplated for the proposed district have been quantified in the developer probable cost estimates. The overall development project is anticipated to cost approximately \$12 M. The major projects included as eligible for reimbursement through the TID are as follows:

- Sanitary Sewer \$1,256,000
- Storm Sewer \$943,000
- Water \$1,513,000
- Streets \$3,550,000
- Shared Parking \$3,000,000



• Site Remediation	\$3,450,000
• Trails	\$120,000
• Privacy Berms	\$560,000
• Contingency @ 15%	\$2,046,370
• TID Creation	30,000
• Direct Development Incentives	\$9,290,000

It is anticipated that approximately \$4,750,000 of the above water, sewer and street improvements will be assessed directly back to the benefitting properties or will be paid directly by developers within the TID.

Proposed Private Development (Development Assumptions)

With the construction of the above improvements, it is anticipated that the developer shall construct a 120,000 square foot indoor sports facility, as well as 98,000 square feet of mixed use office and commercial and 100 units of residential housing north of Rawson. The development south of Rawson is anticipated to include a 100 unit hotel, 25,000 sq. feet of commercial development and 303 garden apartments.



The developer has estimated that the entire development area area will generate a value of approximately \$101 million.

Assumptions for Financial Feasibility Analysis

Attached on the ensuing pages is a detailed financial analysis of the proposed tax increment district.

For purposes of the feasibility analysis the following data and assumptions were applied:

- Infrastructure costs provided by developer
- Timing and value of development provided by developer at 85% of construction costs
- No property appreciation was applied to improvements
- The City's current equalized tax rate was declined at a rate of 1% annually.
- Certain improvements currently located on County owned land would either be taxable or would pay a comparable Payment in Lieu of Taxes (PILOT)
- All development incentives (cash grants) provided through a Pay as You Go Municipal Revenue Obligation which is only paid based upon available revenues after any upfront financed City obligations are met.



Summary and Conclusions

Based upon the above, Ehlers conclude that:

- With the private development assumptions, coupled with the district costs assumptions, the tax increment revenue stream generated by the tax increment generated would support the proposed expenditure of \$25.8 million of public funds within a tax increment district;
- The assumptions would result in a tax increment district created in 2016 that would generate a surplus of tax increments in 2033, dependent upon the final value of the development.
- A review of the Developer's sources and uses and the project operating pro forma was not undertaken as part of this analysis. Such a review will assist the City in determining the financial strength of the project and the need for public assistance in order for the development to be financially feasible for the developer. This will help in addressing the "but for" question in the TIF law.

In the event that the City desires to proceed with the creation of a tax increment district, a draft timeline is attached that lays out the process of creating a tax increment district.

Attachments

1. Financial feasibility analysis
2. Tax Increment District creation timeline

Cc: Michael Harrigan, Ehlers
Paula Czaplewski, Ehlers



City of Franklin, Wisconsin

Tax Increment District # 5

Estimated Project List

Project ID	Project Name/Type	Phase I 2017	Phase II 2017	Phase III 2017	Phase IV 2017	Phase V 2020	Phase VI 2031	Total (Note 1)
North of Rawson								
1	Sanitary Sewer (with 75% Special Assessed)	523,500 *	523,500 *					1,047,000
2	Storm Sewer	263,250	263,250					526,500
3	Water (with 75% Special Assessed)	609,250 *	609,250 *					1,218,500
4	Streets (with 75% Special Assessed)	900,000 *	900,000 *					1,800,000
5	Shared Parking	1,500,000	1,500,000					3,000,000
6	County Methane Collection System						750,000	750,000
7	Relocate Methane Gas Line	125,000	125,000					250,000
8	Excavate Unsuitable soils	1,225,000	1,225,000					2,450,000
9	Oak Leaf Trail		80,000					80,000
10	Privacy Berms			160,000				160,000
11	Contingency @ 15%	771,900	783,900	24,000			112,500	1,692,300
South of Rawson								
12	Sanitary Sewer (with 75% Special Assessed)	104,500 *	104,500 *					209,000
13	Storm Sewer	208,250	208,250					416,500
14	Water (with 75% Special Assessed)	147,500 *	147,500 *					295,000
15	Streets (with 75% Special Assessed)	875,000 *	875,000 *					1,750,000
16	Oak Leaf Trail		40,000					40,000
17	Privacy Berms			400,000				400,000
18	Contingency @ 15%	200,288	206,288	60,000				466,575
Overall TIF Area								
19	TIF Creation and Administration	30,000						30,000
20	Developer Incentive for delivery of additional development				8,240,000	1,050,000		9,290,000
Total Projects		<u>7,483,438</u>	<u>7,591,438</u>	<u>644,000</u>	<u>8,240,000</u>	<u>1,050,000</u>	<u>862,500</u>	<u>25,871,375</u>

Notes:

Note 1 Project costs are estimates and are subject to modification
 Infrastructure Costs Provided by Developer
 75% of Sewer, Water and Streets Special Assessed

City of Franklin, Wisconsin

Tax Increment District # 5

Development Assumptions

Construction Year	Actual	North of Rawson			South of Rawson			Total	Construction Year	
		Stadium	Indoor Sports Venue	Sports Village	Commercial	Hotel	Garden Apartments			
1 2016								0	2016	1
2 2017			6,375,000	6,426,000			12,007,950	24,808,950	2017	2
3 2018			3,825,000	4,069,375	4,462,500		24,709,500	37,066,375	2018	3
4 2019				12,835,000		5,312,500	7,066,050	25,213,550	2019	4
5 2020				8,765,625		5,312,500		14,078,125	2020	5
6 2021								0	2021	6
7 2022								0	2022	7
8 2023								0	2023	8
9 2024								0	2024	9
10 2025								0	2025	10
11 2026								0	2026	11
12 2027								0	2027	12
13 2028								0	2028	13
14 2029								0	2029	14
15 2030								0	2030	15
16 2031								0	2031	16
17 2032								0	2032	17
18 2033								0	2033	18
19 2034								0	2034	19
20 2035								0	2035	20
Totals	0	0	10,200,000	32,096,000	4,462,500	10,625,000	43,783,500	101,167,000		

Notes: Development Values provided by Developer based upon 85% of construction costs

Indoor Sports Venue value reflected assumed to be taxable for this analysis, if tax exempt due to location on County owned land, a comparable PILOT will be necessary to meet the cash flow projections in this analysis

No taxable value has been identified for the Developer's improvements to the Stadium

City of Franklin, Wisconsin

Tax Increment District # 5

Tax Increment Projection Worksheet

Type of District	Mixed Use	Base Value	3,071,294	
District Creation Date	September 6, 2016	Appreciation Factor	0.00%	
Valuation Date	Jan 1, 2016	Base Tax Rate	\$23.76	
Max Life (Years)	20	Rate Adjustment Factor	-1.00%	
Expenditure Period/Termination	15 9/6/2031	Tax Exempt Discount Rate		
Revenue Periods/Final Year	20 2037	Taxable Discount Rate	1.50%	
Extension Eligibility/Years	Yes 3			
Recipient District	No			

Construction Year	Value Added	Valuation Year	Inflation Increment	Total Increment	Revenue Year	Tax Rate	Tax Increment	Tax Exempt	Taxable NPV
								NPV Calculation	Calculation
1	2016	0	2017	0	2018	\$23.53	0	0	0
2	2017	24,808,950	2018	0	24,808,950	2019	\$23.29	577,798	560,847
3	2018	37,066,375	2019	0	61,875,325	2020	\$23.06	1,426,660	1,925,186
4	2019	25,213,550	2020	0	87,088,875	2021	\$22.83	1,987,929	3,798,181
5	2020	14,078,125	2021	0	101,167,000	2022	\$22.60	2,286,189	5,920,359
6	2021	0	2022	0	101,167,000	2023	\$22.37	2,263,327	8,541,903
7	2022	0	2023	0	101,167,000	2024	\$22.15	2,240,694	10,009,193
8	2023	0	2024	0	101,167,000	2025	\$21.93	2,218,287	11,978,391
9	2024	0	2025	0	101,167,000	2026	\$21.71	2,196,104	13,899,087
10	2025	0	2026	0	101,167,000	2027	\$21.49	2,174,143	15,772,475
11	2026	0	2027	0	101,167,000	2028	\$21.28	2,152,402	17,599,721
12	2027	0	2028	0	101,167,000	2029	\$21.06	2,130,878	19,381,960
13	2028	0	2029	0	101,167,000	2030	\$20.85	2,109,569	21,120,302
14	2029	0	2030	0	101,167,000	2031	\$20.64	2,088,473	22,815,827
15	2030	0	2031	0	101,167,000	2032	\$20.44	2,067,589	24,469,591
16	2031	0	2032	0	101,167,000	2033	\$20.23	2,046,913	26,082,622
17	2032	0	2033	0	101,167,000	2034	\$20.03	2,026,444	27,655,923
18	2033	0	2034	0	101,167,000	2035	\$19.83	2,006,179	29,190,473
19	2034	0	2035	0	101,167,000	2036	\$19.63	1,986,117	30,687,226
20	2035	0	2036	0	101,167,000	2037	\$19.44	1,966,256	32,147,113
Totals		101,167,000		0	Future Value of Increment		37,951,952		

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).



City of Franklin, Wisconsin

Tax Increment District # 5

Estimated Financing Plan

	G.O. Bond 2017	Municipal Revenue Obligation (MRO) 2017	Municipal Revenue Obligation (MRO) 2020	Totals
Projects				
Phase I	4,434,313			4,434,313
Phase II	5,900,938			5,900,938
Phase III	644,000			644,000
Phase IV		8,240,000		8,240,000
Phase V			1,050,000	1,050,000
Total Project Funds	10,979,250	8,240,000	1,050,000	20,269,250
Estimated Finance Related Expenses				
Municipal Advisor	32,900			
Bond Counsel	17,500			
Disclosure Counsel (if engaged)	10,500			
Rating Agency Fee	18,000			
Paying Agent	675			
Underwriter Discount	12.50	144,688	0.00	0
Debt Service Reserve				
Capitalized Interest	380,325			
Capitalized Carrying Costs		1,018,427		
Total Financing Required	11,583,838	9,258,427	1,050,000	
Estimated Interest	0.25%	(13,724)	0.00%	0
Assumed spend down (months)	6	6	6	0
Rounding	4,887	0	0	
Net Issue Size	11,575,000	9,258,427	1,050,000	21,883,427

Notes:



City of Franklin, Wisconsin

Tax Increment District # 5

Cash Flow Projection

Year	Projected Revenues					Expenditures						Balances			Year
	Tax Increments	Interest Earnings/ (Cost)	Capitalized Interest	PILOT	Total Revenues	Dated Date: Principal	G.O. Bond 11,575,000 03/01/17 Est. Rate	Interest	Municipal Revenue Obligation (MRO)	Other Project Costs	Admin.	Total Expenditures	Annual	Cumulative	
2016		0.25%			0						0	0	0		2016
2017			380,325		380,325			126,775			126,775	253,550	253,550	20,069,607	2017
2018	0	634			634		1.40%	253,550			253,550	(252,916)	634	20,578,820	2018
2019	577,798	2			577,800		1.45%	253,550	254,607	30,000	538,157	39,643	40,277	20,833,427	2019
2020	1,426,660	101			1,426,760	500,000	1.55%	249,675	656,463	30,000	1,436,138	(9,378)	30,899	21,233,427	2020
2021	1,987,929	77			1,988,006	625,000	1.70%	240,488	1,041,338	30,000	1,936,826	51,180	82,079	20,058,427	2021
2022	2,286,189	205			2,286,394	750,000	1.80%	228,425	1,235,401	30,000	2,243,826	42,568	124,647	18,533,427	2022
2023	2,263,327	312			2,263,639	800,000	1.85%	214,275	1,173,963	25,000	2,213,238	50,401	175,048	16,983,427	2023
2024	2,240,694	438			2,241,132	900,000	1.95%	198,100	1,113,901	25,000	2,237,001	4,131	179,178	15,358,427	2024
2025	2,218,287	448			2,218,735	1,000,000	2.05%	179,075	1,006,588	25,000	2,210,663	8,072	187,250	13,708,427	2025
2026	2,196,104	468			2,196,572	1,050,000	2.15%	157,538	952,026	20,000	2,179,563	17,009	204,259	12,033,427	2026
2027	2,174,143	511			2,174,654	1,100,000	2.25%	133,875	918,288	20,000	2,172,163	2,490	206,749	10,313,427	2027
2028	2,152,402	517			2,152,919	1,150,000	2.35%	107,988	797,301	15,000	2,070,288	82,630	289,380	8,638,427	2028
2029	2,130,878	723			2,131,601	1,175,000	2.45%	80,081	759,338	15,000	2,029,420	102,182	391,561	6,953,427	2029
2030	2,109,569	979			2,110,548	1,225,000	2.55%	50,069	727,063	10,000	2,012,132	98,416	489,977	5,228,427	2030
2031	2,088,473	1,225			2,089,698	1,300,000	2.65%	17,225	386,251	10,000	2,575,976	(486,278)	3,699	3,753,427	2031
2032	2,067,589	9			2,067,598		2.75%	0	1,956,938	10,000	1,966,938	100,659	104,359	1,953,427	2032
2033	2,046,913	261			2,047,174		2.85%	0	2,007,146	10,000	2,017,146	30,027	134,386	(0)	2033
2034	2,026,444	336			2,026,780		2.95%	0			0	2,026,780	2,161,165	(0)	2034
2035	2,006,179	5,403			2,011,582		3.00%	0			0	2,011,582	4,172,748	(0)	2035
2036	1,986,117	10,432			1,996,549		3.05%	0			0	1,996,549	6,169,297	(0)	2036
2037	1,966,256	15,423			1,981,679	0	3.10%	0			0	1,981,679	8,150,976	(0)	2037
Total	37,951,952	38,503	380,325	0	38,370,779	11,575,000		2,490,688	14,986,616	862,500	305,000	30,219,803			Total

Notes: Interest estimates based upon June, 2016 Aa1 sale plus .60%
MRO includes carrying costs

Projected TID Closure

CITY OF FRANKLIN, WI
TAX INCREMENTAL DISTRICT MIXED-USE DISTRICT CREATION
Proposed Timetable - 5/4/16

<u>ACTION DATE</u>	<u>STEP</u>
	City will provide Ehlers with, for each District, a list of the parcel tax key #'s within each of the Districts, pertinent parcel information, the maps, list of projects and costs, the Statement of Taxes Worksheet, etc.
	Ehlers will prepare & provide an applicable findings report, for rehab Districts.
June 28	Ehlers will prepare & present the City with a feasibility analysis report
	Community Development Authority makes a motion to call for a public hearing (optional)
July 27	Ehlers' will e-mail a Notice to Official City Newspaper of organizational JRB meeting & public hearing. (cc: City)
	Ehlers will provide City with a draft of a notice that must be sent to property owners within the proposed TID creations, for the City's use.
	Ehlers will mail notification letters, along with required enclosures, to overlapping taxing jurisdictions of JRB organizational meeting & public hearing, as well as the agenda - to be posted by the City. (cc: City & attorney) <i>(Letters must be postmarked prior to first publication).</i>
July	Ehlers will provide City, overlapping taxing entities, and/or City Attorney with [revised] draft Project Plan documents, if not yet provided and/or necessary, as well as agenda language (City to post) & resolutions (City to distribute) for first meetings, and will also request legal opinion of the plans.
Aug. 4	First Publication of Public Hearing & JRB Meeting Notice <i>(Week prior to second notice & at least 5 days prior to JRB meeting)</i>
Aug. 11	Second Publication of Public Hearing & JRB Meeting Notice. <i>(At least 7 days prior to public hearing)</i>
Aug. 18	Joint Review Board meets to review plans, appoint chairperson and public member and set next meeting date. <i>(Prior to public hearing)</i>
	Community Development Authority Public Hearing on Project Plans and approval TIDs. <i>(Within 14 days of second publication)</i>
	Community Development Authority reviews plans & approval of District Project Plans.
Aug.	Ehlers will provide City & City Attorney with revised draft Project Plans, if necessary, as well as agenda language (City to post) & resolutions (City to distribute) for City Council meeting.
Sept. 6	City Council reviews Plans & adopts resolutions approving District Project Plans. <i>(at least 14 days after hearing)</i>
TBD	Ehlers' will e-mail a Class 1 Notice to Official City Newspaper of JRB meeting. (cc: City)
	Ehlers will mail notices & required attachments to JRB of the final meeting, along with the Agenda (City to post). (cc: City & Attorney) <i>(Letters must be postmarked prior to publication).</i>
TBD	Publication of JRB Meeting Notice <i>(At least 5 days prior to meeting)</i>
TBD	Joint Review Board consideration. <i>(Within 30 days of notification of meeting / receipt of Community Development Authority & City Council resolutions)</i>
May – Oct.	Ehlers will gather, prepare, and submit state forms & required documents to the state, once the 2016 assessed parcel values available (following the BOR) & we receive all remaining maps, legal descriptions, parcel information, documents, etc. from the City. DOR filing deadline October 31.

Franklin-Greendale-Hales Corners-Oak Creek NOW

Publishes Th. Deadline Wed. prior. Via legal@JRN.com mycommunitynow.com 414.224.2100

CDA meets: Thursday's, after the 3rd Tuesday @ 6 p.m. @ Council Chambers, City Hall

CC meets: 1st & 3rd Tuesday @ 6:30 p.m. @ Council Chambers, City Hall