

## RESOLUTION #19-11

---

### PLAN COMMISSION RESOLUTION DESIGNATING PROPOSED BOUNDARIES AND APPROVING A PROJECT PLAN FOR TAX INCREMENTAL DISTRICT NO. 7, VILLAGE OF JACKSON, WISCONSIN

---

**WHEREAS**, the Village of Jackson (the "Village") has determined that use of Tax Incremental Financing is required to promote development and redevelopment within the Village; and

**WHEREAS**, Tax Incremental District No. 7 (the "District") is proposed to be created by the Village as a mixed-use district in accordance with the provisions of Wisconsin Statutes Section 66.1105 (the "Tax Increment Law"); and

**WHEREAS**, a Project Plan for the District has been prepared that includes:

- a. A statement listing of the kind, number and location of all proposed public works or improvements within the District, or to the extent provided in Wisconsin Statutes Sections 66.1105(2)(f)1.k. and 66.1105(2)(f)1.n., outside of the District;
- b. An economic feasibility study;
- c. A detailed list of estimated project costs;
- d. A description of the methods of financing all estimated project costs and the time when the related costs or monetary obligations are to be incurred;
- e. A map showing existing uses and conditions of real property in the District;
- f. A map showing proposed improvements and uses in the District;
- g. Proposed changes of zoning ordinances, master plan, map, building codes and Village ordinances;
- h. A list of estimated non-project costs;
- i. A statement of the proposed plan for relocation of any persons to be displaced;
- j. A statement indicating how the District promotes the orderly development of the Village;
- k. An opinion of the Village Attorney or of an attorney retained by the Village advising that the plan is complete and complies with Wisconsin Statutes Section 66.1105(4)(f).

**WHEREAS**, prior to its publication, a copy of the notice of public hearing was sent to the chief executive officers of Washington County, the West Bend School District, and the Moraine Park Technical College District, and any other entities having the power to levy taxes on property located within the District, in accordance with the procedures specified in the Tax Increment Law; and

**WHEREAS**, in accordance with the procedures specified in the Tax Increment Law, the Plan Commission, on May 23, 2019 held a public hearing concerning the project plan and boundaries and proposed creation of the District, providing interested parties a reasonable opportunity to express their views thereon.

**NOW, THEREFORE, BE IT RESOLVED** by the Plan Commission of the Village of Jackson that:

1. It recommends to the Village Board that Tax Incremental District No. 7 be created with boundaries as designated in Exhibit A of this Resolution.
2. It approves and adopts the Project Plan for the District, attached as Exhibit B, and recommends its approval to the Village Board.
3. Creation of the District promotes orderly development in the Village.

Adopted this 23rd day of May, 2019.

Introduced by: President Schwab

Seconded by: Jon Weil

Vote: 6 Ayes 0 Nays

Michael E. Schwab  
Plan Commission Chair

Attest: Jill S. Dobratz  
Jill S. Dobratz - Village Clerk

Proof of Posting:

I the undersigned, certify that I posted this Resolution on bulletin boards at the Village Hall, Post Office, and one other location in the Village.

Jill S. Dobratz  
Village Official

June 4, 2019  
Date

**EXHIBIT A -**

**LEGAL BOUNDARY DESCRIPTION OR MAP OF  
TAX INCREMENTAL DISTRICT NO. 7  
VILLAGE OF JACKSON**

**THIS CAN BE FOUND IN THE PROJECT PLAN**

**PROJECT PLAN**

**SEE ATTACHED**

May 23, 2019

# Project Plan for the Creation of Tax Incremental District No. 7



Organizational Joint Review Board Meeting Held:	Scheduled for: May 23, 2019
Public Hearing Held:	Scheduled for: May 23, 2019
Consideration for Approval by Plan Commission:	Scheduled for: May 23, 2019
Consideration for Adoption by Village Board:	Scheduled for: June 11, 2019
Consideration for Approval by the Joint Review Board:	Scheduled for: TBD

# Tax Incremental District No. 7 Creation Project Plan

## Village of Jackson Officials

### Village Board

Mike Schwab	Village President
Brian Emmrich	Trustee
John Kruepke	Trustee
Gary Malcolm	Trustee
Debra Kurtz	Trustee
Jack Lippold	Trustee
Donald Olson	Trustee

### Village Staff

Jilline Dobratz	Village Clerk - Treasurer
John M. Walther	Village Administrator
John St. Peter	Village Attorney

### Plan Commission

Mike Schwab	John Kruepke
Keith Berben	Steve Schoen
Brian Emmrich	Jon Weil
Peter Habel	

### Joint Review Board

Village Representative
Washington County
Moraine Park Technical College District
West Bend School District
Public Member

# Table of Contents

EXECUTIVE SUMMARY .....	4
TYPE AND GENERAL DESCRIPTION OF DISTRICT .....	6
PRELIMINARY MAP OF PROPOSED DISTRICT BOUNDARY .....	7
MAP SHOWING EXISTING USES AND CONDITIONS .....	8
PRELIMINARY PARCEL LIST AND ANALYSIS .....	9
EQUALIZED VALUE TEST .....	10
STATEMENT OF KIND, NUMBER AND LOCATION OF PROPOSED PUBLIC WORKS AND OTHER PROJECTS.....	11
MAP SHOWING PROPOSED IMPROVEMENTS AND USES.....	16
DETAILED LIST OF PROJECT COSTS .....	17
ECONOMIC FEASIBILITY STUDY, FINANCING METHODS, AND THE TIME WHEN COSTS OR MONETARY OBLIGATIONS RELATED ARE TO BE INCURRED.....	19
ANNEXED PROPERTY.....	25
PROPOSED ZONING ORDINANCE CHANGES.....	25
PROPOSED CHANGES IN MASTER PLAN, MAP, BUILDING CODES AND VILLAGE OF JACKSON ORDINANCES .....	25
RELOCATION.....	25
ORDERLY DEVELOPMENT OF THE VILLAGE OF JACKSON .....	25
LIST OF ESTIMATED NON-PROJECT COSTS.....	26
OPINION OF ATTORNEY FOR THE VILLAGE OF JACKSON ADVISING WHETHER THE PLAN IS COMPLETE AND COMPLIES WITH WISCONSIN STATUTES 66.1105 .....	27
CALCULATION OF THE SHARE OF PROJECTED TAX INCREMENTS ESTIMATED TO BE PAID BY THE OWNERS OF PROPERTY IN THE OVERLYING TAXING JURISDICTIONS .....	28

# SECTION 1: Executive Summary

---

## Description of District

### Type of District, Size and Location

Tax Incremental District (“TID”) No. 7 (the “TID” or “District”) is proposed to be created by the Village of Jackson (“Village”) as a mixed-use district. A map of the proposed District boundaries is located in Section 3 of this plan.

### Estimated Total Project Expenditures.

The Village anticipates making total project expenditures of approximately \$2,705,000 not including interest expense, to undertake the projects listed in this Project Plan. The Expenditure Period of this District is 15 years from the date of adoption of the authorizing Resolution of the Village Board (the “Creation Resolution”). The projects to be undertaken pursuant to this Project Plan are expected to be financed with G.O. debt issued by the Village, however, the Village may use other alternative financing methods which may provide overall lower costs of financing, preserve debt capacity, mitigate risk to the Village, or provide other advantages as determined by the Village Board. A discussion and listing of other possible financing mechanisms, as well as a summary of total project financing, is in Section 10 of this plan.

### Economic Development

As a result of the creation of this District, the Village projects that additional land and improvements value of approximately \$29M will be created as a result of new development, and appreciation in the value of existing properties. This additional value will be a result of the improvements made and projects undertaken within the District. A table detailing assumptions as to the timing of new development and associated values is located in Section 10 of this Plan. In addition, creation of the District is expected to result in other economic benefits as detailed in the Summary of Findings hereafter.

### Expected Termination of District

Based on the Economic Feasibility Study located in Section 10 of this plan, this District would be expected to generate enough tax increments to recover all project costs by the year 2029; 10 years earlier than the 20-year maximum life of this District.

## Summary of Findings

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

1. **That “but for” the creation of this District, the development projected to occur as detailed in this Project Plan: 1) would not occur; or 2) would not occur in the manner, at the values, or within the timeframe desired by the Village.** In making this determination, the Village has considered the following information:
  - The sites proposed for development have remained vacant for due to a lack of adequate infrastructure and past ownership. Given that the sites have not developed as would have been expected under normal market conditions, it is the judgment of the Village that the use of Tax

Incremental Financing (“TIF”) will be required to provide the necessary infrastructure and inducements to encourage development on the sites consistent with that desired by the Village.

- To make the areas included within the District suitable for development, the Village will need to make a substantial investment to pay for the costs of: installation of utilities; installation of streets and related streetscape items; development incentive payments, and other associated costs. Due to the extensive initial investment in public infrastructure that is required in order to allow development to occur, the Village has determined that development of the area will not occur solely as a result of private investment. Accordingly, the Village finds that absent the use of TIF, development of the area is unlikely to occur.
2. **The economic benefits of the Tax Incremental District, as measured by increased employment, business and personal income, and property value, are sufficient to compensate for the cost of the improvements.** In making this determination, the Village has considered the following information:
- As demonstrated in the Economic Feasibility Section of this Project Plan, the tax increments projected to be collected are more than sufficient to pay for the proposed project costs. On this basis alone, the finding is supported.
  - The development expected to occur will generate both housing opportunities for workers and new jobs over the life of the District.
3. **The benefits of the proposal outweigh the anticipated tax increments to be paid by the owners of property in the overlying taxing jurisdictions.**
- If approved, the District’s creation would become effective for valuation purposes as of January 1, 2019. As of this date, the values of all existing development would be frozen and the property taxes collected on this base value would continue to be distributed amongst the various taxing entities as they currently are now. Taxes levied on any additional value established within the District due to new construction, renovation or appreciation of property values occurring after January 1, 2019 would be collected by the TID and used to repay the costs of TIF-eligible projects undertaken within the District.
  - Since the development expected to occur is unlikely to take place or in the same manner without the use of TIF (see Finding #1) and since the District will generate economic benefits that are more than sufficient to compensate for the cost of the improvements (see Finding #2), the Village reasonably concludes that the overall benefits of the District outweigh the anticipated tax increments to be paid by the owners of property in the overlying taxing jurisdictions. It is further concluded that since the “but for” test is satisfied, there would, in fact, be no foregone tax increments to be paid in the event the District is not created. As required by Section 66.1105(4)(i)4., a calculation of the share of projected tax increments estimated to be paid by the owners of property in the overlying taxing jurisdictions has been made and can be found in Appendix A of this plan.
4. Not less than 50% by area of the real property within the District is suitable for a combination of commercial and residential uses, defined as “mixed-use development” within the meaning of Wisconsin Statutes Section 66.1105(2)(cm). Lands proposed for newly platted residential development comprise 34.59% (and in no event will exceed 35%) by area of the real property within the District. Any project costs related to newly platted residential development are eligible

expenditures based on the finding that the development has a residential housing density of at least 3 units per acre as defined in Wisconsin Statutes Section 66.1105(2)(f)3.a.

5. Based upon the findings, as stated above, the District is declared to be a mixed-use District based on the identification and classification of the property included within the District.
6. The project costs relate directly to promoting mixed-use development in the District consistent with the purpose for which the District is created.
7. The improvement of such area is likely to enhance significantly the value of substantially all of the other real property in the District.
8. The equalized value of taxable property of the District, plus the value increment of all existing tax incremental districts within the Village, does not exceed 12% of the total equalized value of taxable property within the Village.
9. The Project Plan for the District in the Village is feasible and is in conformity with the master plan of the Village.

## SECTION 2: Type and General Description of District

---

The District is being created by the Village under the authority provided by Wisconsin Statutes Section 66.1105. The District is created as a “Mixed Use District” based upon a finding that at least 50%, by area, of the real property within the District is suitable for a combination of commercial and residential uses as defined within the meaning of Wisconsin Statutes Section 66.1105(2)(cm) (See Section 5 of this plan for a breakdown of District parcels by class and calculation of compliance with the 50% test). Lands proposed for newly platted residential development comprise 34.59% of the area of the District. To the extent that project costs will be incurred by the Village for newly platted residential development, the residential development will have a density of at least 3 units per acre as defined in Wisconsin Statutes Section 66.1105(2)(f)3.a.

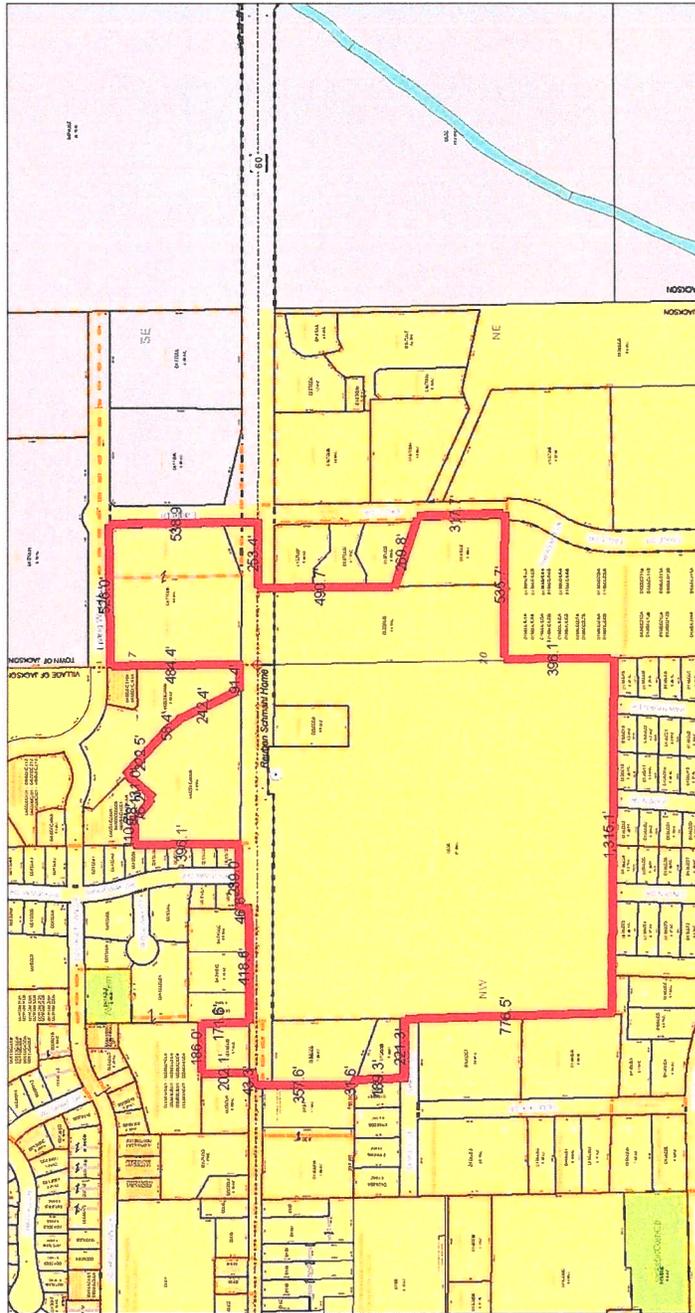
A map depicting the boundaries of the District is found in Section 3 of this Plan. A map depicting the proposed uses of the District is found in Section 8 of this plan. The Village intends that TIF will be used to assure that a combination of commercial and residential occurs within the District consistent with the Village’s development objectives. This will be accomplished by installing public improvements and making necessary related expenditures to induce and promote development within the District. The goal is to increase the tax base and to provide for and preserve employment opportunities within the Village. The project costs included in the Plan relate directly to promoting mixed-use development in the District consistent with the purpose for which the District is created.

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



# SECTION 4: Map Showing Existing Uses and Conditions

## Washington County GIS



May 17, 2019

- Trails
- Road Centerline LUSH
- Road Centerline STH, CTH
- Road Centerline TWM, CWS, PVT
- Public Open Spaces
- Current Parcel
- PLSS Monument
- PLSS Boundary
- Plat
- Lot
- Parcels
- Landhook
- Meander Line
- Parcel Retired YTD
- Right-of-Way
- Text Leader Lines

1:3,695  
0 0.045 0.09 0.18 mi  
0 0.05 0.1 0.2 km

Washington County GIS  
Washington County

Washington County GIS | Washington County | Southeast Wisconsin Regional Planning Commission | US Department of Agriculture | Washington County, US Census Bureau | Washington County

# SECTION 5: Preliminary Parcel List and Analysis

Village of Jackson, Wisconsin Tax Increment District # 7 Base Property Information			Property Information			Assessment Information			Equalized Value				
Map Ref #	Parcel Number	Street Address	Owner	Acreage	Land	Imp	PP	Total	Equalized Value Ratio	Land	Imp	PP	Total
V3_0196069	196069	4320 Country Aire Dr, Cedarburg, WI, 53012	Louis W Scheunemann	1.85	139,500	429,300		568,800	100.00%	139,500	429,300		568,800
V3_0196068	196068	4320 Country Aire Dr, Cedarburg, WI, 53012	Louis W Scheunemann	0.77	11,300			11,300	100.00%	11,300			11,300
V3_0536	0536	PO Box 673 Jackson, WI, 53037	Village of Jackson	37.26				0	100.00%	0			0
V3_0536	053600A	PO Box 673 Jackson, WI, 53037	Village of Jackson	0.92	54,600	141,700		196,300	100.00%	54,600	141,700		196,300
V3_053300	053300B	N168W19555 Main St, Jackson, WI, 53037	Marjory A Model Revoc	5.44	66,100	169,100		235,200	100.00%	66,100	169,100		235,200
V3_00	019700P	N107W5270 Sarangela Ct, Cedarburg, WI, 53012	Claypool Properties	0.94	130,500	192,600		323,100	100.00%	130,500	192,600		323,100
	019700R	W194N16747 Eagle Dr Ste N, Jackson, WI, 53037	Buck Properties LLC	0.77	129,900	456,700		586,600	100.00%	129,900	456,700		586,600
	019700S	5032 Fairy Charm Rd	Bruk P Thompson, Anni	0.89	117,400	268,800		386,200	100.00%	117,400	268,800		386,200
V3_019700	019700F	PO Box 673 Jackson, WI, 53037	Village of Jackson	2.08				0	100.00%				0
V3_0800	008008	PO Box 122, Jackson, WI, 53037	S W Charmoli Propertie	0.76	105,400			105,400	100.00%	105,400			105,400
V3_0465009999	0465009999	4470 N Lake Dr, Shorewood, WI, 53211	Jackson Development L	3.97	216,400			216,400	100.00%	216,400			216,400
V3_047700	047700K	N166W21060 Parkway Dr PO Box 477, Jackson, WI, 53037	Karm Properties LLC Institutional	5.62	421,800	1,946,000		2,367,800	100.00%	421,800	1,946,000		2,367,800
			<b>Total Acreage</b>	<b>52.32</b>	<b>1,392,900</b>	<b>3,604,200</b>	<b>0</b>	<b>4,997,100</b>		<b>1,392,900</b>	<b>3,604,200</b>	<b>0</b>	<b>4,997,100</b>
													<b>Estimated Base Value 4,997,100</b>

## SECTION 6: Equalized Value Test

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

The equalized value of the increment of existing tax incremental districts within the Village, plus the base value of the proposed District, totals \$48,574,200. This value is less than the maximum of \$82,08,024 in equalized value that is permitted for the Village of Jackson. The Village is therefore in compliance with the statutory equalized valuation test and may proceed with creation of this District.

Village of Jackson, Wisconsin				
Tax Increment District # 7				
Valuation Test Compliance Calculation				
District Creation Date	1/1/2019			
	Valuation Data	Dollar	Percent	Valuation Data
	Currently Available	Charge	Change	Est. Creation Date
	2018			
Total EV (TID In)	683,400,200			683,400,200
12% Test	82,008,024			82,008,024
Increment of Existing TIDs				
TID #4	42,098,300			42,098,300
TID #5	6,475,900			6,475,900
				0
				0
				0
				0
Total Existing Increment	48,574,200			48,574,200
Projected Base of New or Amended District	4,997,100			4,997,100
Less Value of Any Underlying TID Parcels	0			0
Total Value Subject to 12% Test	53,571,300			53,571,300
Compliance	PASS			PASS

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

---

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

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

#### Property Acquisition for Development

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

#### Property Acquisition for Conservancy

In order to promote the objectives of this Plan, the Village intends to acquire property within the District that it will designate for conservancy. These conservancy objectives include: preserving historic resources or sensitive natural features; protection of scenic and historic views; maintaining habitat for wildlife; maintaining adequate open space; reduction of erosion and sedimentation by preserving existing vegetation; and providing adequate areas for management of stormwater. The cost of property acquired for conservancy, and any costs associated with the transaction, are eligible Project Costs.

#### Acquisition of Rights-of-Way

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

#### Acquisition of Easements

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

#### Relocation Costs

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

## Site Preparation Activities

### Environmental Audits and Remediation

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

### Demolition

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

### Site Grading

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

## Utilities

### Sanitary Sewer System Improvements

There are inadequate sanitary sewer facilities serving areas of the District. To allow development to occur, the Village may need to construct, alter, rebuild or expand sanitary sewer infrastructure within the District. Eligible Project Costs include, but are not limited to, construction, alteration, rebuilding or expansion of: collection mains; manholes and cleanouts; service laterals; force mains; interceptor sewers; pumping stations; lift stations; wastewater treatment facilities; and all related appurtenances. To the extent sanitary sewer projects undertaken within the District provide direct benefit to land outside of the District, the Village will make an allocation of costs based on such benefit. Those costs corresponding to the benefit allocated to land within the District, and necessitated by the implementation of the Project Plan, are eligible Project Costs. Implementation of the Project Plan may also require that the Village construct, alter, rebuild or expand sanitary sewer infrastructure located outside of the District. That portion of the costs of sanitary sewer system projects undertaken outside the District which are necessitated by the implementation of the Project Plan are eligible Project Costs. The improvements to the wastewater treatment facilities, although not within the ½ mile radius, is an eligible project cost under Section 66.1105(2)(f)1 k.

### Water System Improvements

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

## **Stormwater Management System Improvements**

Development within the District will cause stormwater runoff and pollution. To manage this stormwater runoff, the Village may need to construct, alter, rebuild or expand stormwater management infrastructure within the District. Eligible Project Costs include, but are not limited to, construction, alteration, rebuilding or expansion of: stormwater collection mains; inlets, manholes and valves; service laterals; ditches; culvert pipes; box culverts; bridges; stabilization of stream and river banks; and infiltration, filtration and detention Best Management Practices (BMP's). To the extent stormwater management system projects undertaken within the District provide direct benefit to land outside of the District, the Village will make an allocation of costs based on such benefit. Those costs corresponding to the benefit allocated to land within the District, and necessitated by the implementation of the Project Plan, are eligible Project Costs. Implementation of the Project Plan may also require that the Village construct, alter, rebuild or expand stormwater management infrastructure located outside of the District. That portion of the costs of stormwater management system projects undertaken outside the District which are necessitated by the implementation of the Project Plan are eligible Project Costs.

## **Electric Service**

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

## **Gas Service**

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

## **Communications Infrastructure**

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

## **Streets and Streetscape**

### **Street Improvements**

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

### **Streetscaping and Landscaping**

In order to attract development consistent with the objectives of this Plan, the Village may install amenities to enhance development sites, rights-of-way and other public spaces. These amenities include, but are not limited to: landscaping; lighting of streets, sidewalks, parking areas and public areas; installation of planters, benches, clocks, tree rings, trash receptacles and similar items; and installation of

brick or other decorative walks, terraces and street crossings. These and any other similar amenities installed by the Village are eligible Project Costs.

## Miscellaneous

### Cash Grants (Development Incentives)

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

### Projects Outside the Tax Increment District

Pursuant to Wisconsin Statutes Section 66.1105(2)(f)1.n, the Village may undertake projects within territory located within one-half mile of the boundary of the District provided that: 1) the project area is located within the Village'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 Village intends to make the following project cost expenditures outside the District:

### Professional Service and Organizational Costs

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

### Administrative Costs

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

### Financing Costs

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

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

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

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

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

**SECTION 8:**  
**Map Showing Proposed Improvements and Uses**

---

## SECTION 9: Detailed List of Project Costs

---

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

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

# Proposed TIF Project Cost Estimates

## Village of Jackson, Wisconsin

Tax Increment District # 7

Estimated Project List

Project ID	Project Name/Type	Phase I 2019	Phase II 2020	Total (Note 1)
<b>Sanitary Sewer</b>				
1	8" Sanitary Sewer		185,100	185,100
2	Sanitary Manhole (6 units)		27,000	27,000
3	6" Sanitary Lateral		25,410	25,410
<b>Water Main</b>				
4	8" Water Main		203,040	203,040
5	Hydrant Assembly		36,000	36,000
6	8" Gate Valve		31,500	31,500
7	6" Water Service		1,610	1,610
8	6" Gate Valve		2,000	2,000
9	1 1/4" Water Service		25,980	25,980
10	1 1/4" Water Service Fittings		6,600	6,600
<b>Storm Sewer</b>				
11	43" x 68" HRCF Culvert Pipe		39,000	39,000
12	43" x 68" Apron Endwall		7,000	7,000
13	34" x 53" HRCF Culvert Pipe		66,300	66,300
14	34" x 53" Apron Endwall		11,200	11,200
15	36" CMP Culvert Extension		11,520	11,520
16	36" Apron Endwall		1,200	1,200
17	27" Storm Sewer		10,530	10,530
18	27" Apron Endwall		1,000	1,000
19	24" Storm Sewer		51,525	51,525
20	18" Storm Sewer		31,980	31,980
21	18" Apron Endwall		600	600
22	15" Storm Sewer		2,040	2,040
23	12" Storm Sewer		27,995	27,995
24	6" Storm Sewer Lateral		9,990	9,990
25	Catch Basins		32,500	32,500
26	Rip Rap		2,100	2,100
27	Storm Water Infiltration Basin		50,000	50,000
28	48" Storm Sewer Manhole		24,000	24,000
<b>Roadway</b>				
29	Unclassified Excavation		260,000	260,000
30	Crushed Aggregate Base Course		85,500	85,500
31	Asphaltic Concrete Pavement (5')		210,000	210,000
32	Curb & Gutter		104,200	104,200
33	Landscape Restoration		37,500	37,500
34	Silt Fence		19,750	19,750
35	Excavation Below Subgrade		30,000	30,000
36	Backfill For Excavation Below Subgrade		60,000	60,000
37	Sidewalk (5')		123,000	123,000
38	Handicap Ramps		4,000	4,000
39	Aggregate Tracking Pad		10,000	10,000
40	Traffic Control		20,000	20,000
<b>41 Other</b>				
42	Property Relocation	200,000		200,000
43	Removal of Old Infrastructure	100,000		100,000
44	Professional Services	25,000		25,000
44	Engineering, Legal, Admin		340,000	340,000
45	Contingencies		151,330	151,330
<b>Total Projects</b>		<b>325,000</b>	<b>2,380,000</b>	<b>2,705,000</b>

**Notes:**

Note 1 Project costs are estimates and are subject to modification

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

---

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

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

### Available Financing Methods

The following is a list of the types of obligations the Village may choose to utilize.

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

The Village may issue G.O. Bonds or Notes to finance the cost of projects included within this Plan. The Wisconsin State Constitution limits the principal amount of G.O. debt that the community may have outstanding at any point in time to an amount not greater than five percent of its total equalized value (TID IN). As of the date of this plan, the Village has a G.O. debt limit of \$34,170,010, of which \$25,075,069 is currently unused and could be made available to finance Project Costs.

#### Bonds Issued to Developers (“Pay as You Go” Financing)

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

## Tax Increment Revenue Bonds

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

## Special Assessment "B" Bonds

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

## Plan Implementation

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

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

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

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

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

Implementation and Financing Timeline

Village of Jackson, Wisconsin Tax Increment District # 7 Estimated Financing Plan			
	State Trust Fund Loan 2019	G.O. Promissory Note 2020	Totals
<b>Projects</b>			
Phase I Projects <sup>1</sup>	325,000		325,000
Phase II Projects <sup>1</sup>		2,380,000	2,380,000
<b>Total Project Funds</b>	<u>325,000</u>	<u>2,380,000</u>	<u>2,705,000</u>
<b>Estimated Finance Related Expenses</b>			
Municipal Advisor	7,500	23,700	
Bond Counsel		11,000	
Rating Agency Fee		12,500	
Paying Agent		850	
Underwriter Discount		10.00	27,300
Capitalized Interest			290,542
<b>Total Financing Required</b>	<b>332,500</b>	<b>2,745,892</b>	
Estimated Interest		0.25%	(2,975)
Assumed spend down (months)		6	
<b>Rounding</b>	<b>2,500</b>	<b>(12,917)</b>	
<b>Net Issue Size</b>	<b>335,000</b>	<b>2,730,000</b>	<b>3,065,000</b>
<b>Notes:</b>			
<sup>1</sup> Project list from Village as of 5/14/2019			

# Development Assumptions

Village of Jackson, Wisconsin							
Tax Increment District # 7							
Development Assumptions							
Construction Year	Actual	Single-family Residential <sup>1</sup>	Multi-family Residential <sup>1</sup>	Commercial <sup>2</sup>	Annual Total	Construction Year	
1	2019				0	2019	1
2	2020				3,000,000	2020	2
3	2021	2,000,000	1,000,000		3,500,000	2021	3
4	2022	2,000,000	1,500,000	300,000	3,800,000	2022	4
5	2023	3,000,000	2,500,000		5,500,000	2023	5
6	2024	3,000,000	2,500,000	300,000	5,800,000	2024	6
7	2025	2,748,000	2,810,800		5,558,800	2025	7
8	2026			300,000	300,000	2026	8
9	2027				0	2027	9
10	2028			300,000	300,000	2028	10
11	2029				0	2029	11
12	2030			300,000	300,000	2030	12
13	2031				0	2031	13
14	2032			300,000	300,000	2032	14
15	2033				0	2033	15
16	2034			300,000	300,000	2034	16
17	2035				0	2035	17
18	2036			300,000	300,000	2036	18
19	2037				0	2037	19
20	2038				0	2038	20
Totals		0	14,748,000	11,810,800	2,400,000	28,958,800	

Notes:

<sup>1</sup> Assumes 20.48 acres of residential development; 12.29 acres of single family residential development at \$300,000 per home and 8.19 acres of multi-family residential development at \$110,000 per unit.

<sup>2</sup> Assumes 28.95 acres of commercial development at \$300,000 every 2 years through 2034

# Increment Revenue Projections

Village of Jackson, Wisconsin Tax Increment District # 7 Tax Increment Projection Worksheet									
Type of District	Mixed Use			Base Value	5,286,258		Apply to Base Value		
District Creation Date	January 1, 2019			Appreciation Factor	0.50%				
Valuation Date	Jan 1,	2019		Base Tax Rate	\$20.00				
Max Life (Years)	20			Rate Adjustment Factor					
Expenditure Period/Termination	15	1/1/2034		Tax Exempt Discount Rate					
Revenue Periods/Final Year	20 2040			Taxable Discount Rate	1.50%				
Extension Eligibility/Years	Yes 3								
Eligible Recipient District	No								

Construction Year	Valuation Year	Inflation Increment	Total Increment	Revenue Year	Tax Rate	Tax Increment	Tax Exempt	
							NPV Calculation	Taxable NPV Calculation
1	2019	0	0	2021	\$20.00	0	0	0
2	2020	3,000,000	0	3,000,000	\$20.00	60,000	60,000	56,531
3	2021	3,500,000	15,000	6,515,000	\$20.00	130,300	190,300	177,483
4	2022	3,800,000	32,575	10,347,575	\$20.00	206,952	397,252	366,749
5	2023	5,500,000	51,738	15,899,313	\$20.00	317,986	715,238	653,263
6	2024	5,800,000	79,497	21,778,809	\$20.00	435,576	1,150,814	1,039,929
7	2025	5,558,800	108,894	27,446,503	\$20.00	548,930	1,699,744	1,520,019
8	2026	300,000	137,233	27,883,736	\$20.00	557,675	2,257,419	2,000,549
9	2027	0	139,419	28,023,155	\$20.00	560,463	2,817,882	2,476,345
10	2028	300,000	140,116	28,463,270	\$20.00	569,265	3,387,147	2,952,471
11	2029	0	142,316	28,605,587	\$20.00	572,112	3,959,259	3,423,907
12	2030	300,000	143,028	29,048,615	\$20.00	580,972	4,540,231	3,895,569
13	2031	0	145,243	29,193,858	\$20.00	583,877	5,124,108	4,362,584
14	2032	300,000	145,969	29,639,827	\$20.00	592,797	5,716,905	4,829,726
15	2033	0	148,199	29,788,026	\$20.00	595,761	6,312,665	5,292,266
16	2034	300,000	148,940	30,236,966	\$20.00	604,739	6,917,405	5,754,838
17	2035	0	151,185	30,388,151	\$20.00	607,763	7,525,168	6,212,853
18	2036	300,000	151,941	30,840,092	\$20.00	616,802	8,141,970	6,670,810
19	2037	0	154,200	30,994,292	\$20.00	619,886	8,761,856	7,124,255
20	2038	0	154,971	31,149,264	\$20.00	622,985	9,384,841	7,573,233
<b>Totals</b>	<b>28,958,800</b>		<b>2,190,464</b>		<b>Future Value of Increment</b>	<b>9,384,841</b>		

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

# Cash Flow

## Village of Jackson, Wisconsin

Tax Increment District # 7

Cash Flow Projection

Year	Projected Revenues				Expenditures										Balances			
	Tax Increments	Interest Earnings at 0.25%	Capitalized Interest	Total Revenues	State Trust Fund Loan 335,000		G.O. Promissory Note 2,730,000		Developer Incentives		Admin. + 2%		Total Expenditures	Annual	Cumulative	Principal Outstanding	Year	
					Dated Date: Principal	Est. Rate	Interest	Dated Date: Principal	Est. Rate	Interest	Other	Developer Incentives	Admin. + 2%					
2019				0														
2020				0														
2021	0		140,898	140,898		4.25%	14,238		4.25%	126,661				0	0	335,000	2019	
2022	60,000	(0)	104,519	164,519	10,000	4.25%	14,025	25,000	4.25%	115,494				0	(0)	3,065,000	2020	
2023	130,900	0	45,125	175,425	15,000	4.25%	13,494	25,000	4.25%	114,431			7,500	0	0	3,030,000	2021	
2024	206,952	0		206,952	25,000	4.25%	12,644	45,000	4.25%	112,944			7,650	0	0	2,990,000	2022	
2025	317,986	9		317,996	35,000	4.25%	11,369	150,000	4.25%	108,800			7,803	3,714	3,714	2,920,000	2023	
2026	435,576	22		435,598	45,000	4.25%	9,669	155,000	4.25%	102,319		500,000	7,959	5,024	8,738	2,735,000	2024	
2027	548,930	311		549,241	45,000	4.25%	7,756	155,000	4.25%	95,731			8,118	115,651	124,389	2,535,000	2025	
2028	557,675	(345)		557,330	50,000	4.25%	5,738	155,000	4.25%	89,144			8,281	(262,365)	(137,975)	2,335,000	2026	
2029	560,463	278		560,741	55,000	4.25%	3,506	160,000	4.25%	82,450			8,446	249,168	111,193	2,130,000	2027	
2030	569,265	906		570,172	55,000	4.25%	1,169	160,000	4.25%	75,650		500,000	8,615	362,531	362,531	1,915,000	2028	
2031	572,112	331		572,442				165,000	4.25%	68,744			8,787	(230,262)	132,269	1,700,000	2029	
2032	580,972	1,155		582,128				165,000	4.25%	61,731			8,963	329,911	462,180	1,535,000	2030	
2033	583,877	2,022		585,899				170,000	4.25%	54,613		500,000	9,142	346,433	808,614	1,370,000	2031	
2034	592,797	1,652		594,448				170,000	4.25%	47,388			9,325	(147,856)	660,757	1,200,000	2032	
2035	595,761	2,571		598,332				170,000	4.25%	40,163			9,512	367,736	1,028,493	1,030,000	2033	
2036	604,739	3,518		608,257				170,000	4.25%	32,938			9,702	378,657	1,407,150	860,000	2034	
2037	607,763	4,507		612,270				170,000	4.25%	25,713			9,896	395,618	1,802,768	690,000	2035	
2038	616,802	5,524		622,325				170,000	4.25%	18,488			10,094	406,661	2,209,429	520,000	2036	
2039	619,886	6,583		626,469				170,000	4.25%	11,263			10,296	423,744	2,633,173	350,000	2037	
2040	622,985	7,670		630,655				180,000	4.25%	3,825			10,502	434,910	3,068,084	180,000	2038	
Total	9,384,841	36,714	290,542	9,712,097	335,000		93,606	2,730,000		1,388,486	0	1,500,000	160,592	436,329	3,504,412	0	2040	
Notes:																		
Projected TID Closure																		

## **SECTION 11: Annexed Property**

---

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

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

---

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

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

---

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

## **SECTION 15: Relocation**

---

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

## **SECTION 16: Orderly Development of the Village of Jackson**

---

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

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

---

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

SECTION 18:  
Opinion of Attorney for the Village of Jackson Advising  
Whether the Plan is Complete and Complies with  
Wisconsin Statutes 66.1105

---

May 21, 2019

**SAMPLE**

Mike Schwab, Village President  
Village of Jackson  
N168 W20733 Main Street  
Jackson, Wisconsin 53037

**RE: Village of Jackson, Wisconsin Tax Incremental District No. 7**

Dear Village President:

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

Sincerely,

Attorney John St. Peter  
Village of Jackson

# Exhibit A: Calculation of the Share of Projected Tax Increments Estimated to be Paid by the Owners of Property in the Overlying Taxing Jurisdictions

Estimated portion of taxes that owners of taxable property in each taxing jurisdiction overlaying district would pay by jurisdiction.						
Statement of Taxes Data Year:				2017	Percentage	
County				1,557,617	12.71%	
School District of West Bend				4,280,998	34.94%	
Municipality				6,040,253	49.30%	
Moraine Park Technical College				372,289	3.04%	
Total				12,251,157		
Revenue Year	County	School District of West Bend	Municipality	Moraine Park Technical College	Total	Revenue Year
2021	0	0	0	0	0	2021
2022	3,306	9,085	12,819	790	26,000	2022
2023	21,138	58,097	81,972	5,052	166,260	2023
2024	39,912	109,696	154,775	9,540	313,923	2024
2025	63,138	173,531	244,842	15,091	496,602	2025
2026	72,929	200,441	282,811	17,431	573,612	2026
2027	73,659	202,445	285,639	17,605	579,348	2027
2028	75,158	206,566	291,454	17,964	591,141	2028
2029	75,910	208,632	294,368	18,143	597,053	2029
2030	77,431	212,815	300,270	18,507	609,023	2030
2031	78,206	214,943	303,273	18,692	615,114	2031
2032	79,751	219,189	309,264	19,061	627,265	2032
2033	80,548	221,381	312,356	19,252	633,537	2033
2034	82,117	225,691	318,438	19,627	645,873	2034
2035	82,938	227,948	321,622	19,823	652,332	2035
2036	84,530	232,324	327,797	20,204	664,855	2036
2037	85,375	234,648	331,075	20,406	671,503	2037
2038	86,229	236,994	334,386	20,610	678,218	2038
2039	87,091	239,364	337,729	20,816	685,001	2039
2040	87,962	241,758	341,107	21,024	691,851	2040
	<u>1,337,328</u>	<u>3,675,548</u>	<u>5,185,997</u>	<u>319,637</u>	<u>10,518,510</u>	

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