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for the remaining quarters of the calendar year?

If you answered NO to any of the last three questions, please call the City Clerk at 266-4601 or go to the Clerk's Office at Room 103 of the City-County Building, Madison, for more information.

☐ Yes ☐ No

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If you answered NO to both these questions, STOP. You need not complete the rest of this form. If you answered YES, please continue.

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#### **MEMORANDUM**

To: Joint Review Board Members and Mark Clear, Madison City Council President

From: Gary L. Peterson, AICP

Subject: Joint Review Board as part of a Tax Incremental District (TID) Approval Process

Date: August 23, 2010

We had discussed what the Joint Review Board could or could not do as part of the approval of the creation of a new or amended TID. I would like to comment on what I see is their function and authority.

First, when Wisconsin initiated the Tax Incremental Financing (TIF) Law there were no Joint Review Boards. The reason they were created was the law was abused. A couple of examples of abuse are: one, a new building is being built on one end of town and the TID boundary was drawn around the developing parcel, run down either side of a railroad right of way to the other end of town and then drawn around an area needing improvements. None of the money was spent at the generator site. There was absolutely no relationship between the two occurrences. A second example was when a new manufacturing development was announced a TID would be created in that area and the increment used to create a new industrial park on the speculation more industry could be attracted. Again no increment was used to support the original manufacturing facility.

I believe that just having a Joint Review Board stopped those abuses. I know of only one TID that has not been approved by a JRB, but there may be others. However, we do have the law and the law must be followed. I have included a copy of the State Status for TIDs at the end of this memo so you can review the law for yourself.

A TID cannot be created unless a majority of members present at the JRB meeting approve the creation resolution. The Join Review Board must exam the record and establishes its decision on the following 3 criteria:

- 1. Whether the development would occur without the use of tax incremental financing. This is the "but for" test. In a blight removal TID would the blight be removed without the TID? In one scenario would the development as proposed occur without financing under the TID law? In a second scenario is it so important to a City to remove blighted conditions that the increment may never pay back the TID costs, yet a TID is necessary to make changes. In either case it is an approval able TID.
- Another criteria is whether the economic benefits of the TID to be created, as measured by increased employment, business and personal income, and property tax are sufficient to pay back TID costs. This is the desired outcome. However, it is not an absolute requirement the

- increment pay back the TID cost. The TID may be so important, the blight so severe that partial recovery of the funds is better than no recovery. In either case this is an approval able TID.
- 3. Whether the benefits of the proposal outweigh the anticipated tax increments to be paid by the owners of the property in the overlaying taxing districts. The question is, is this a TID that will be a benefit to the TID district and the region? If it improves the TID district and the region it is an approval able TID.

The following is what a JRB cannot do:

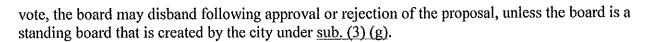
- 1. Cannot determine the TID boundaries.
- 2. Cannot determine what activities are included in the TID Plan unless the activities are outside the TID district.
- 3. Cannot determine if an activity is TIF eligible.
- 4. Cannot determine if a TID should be closed out.
- 5. Cannot determine if a TID should be a Blight Removal TID, Mixed Use TID or Industrial TID.
- 6. Cannot determine how many years a TID plan projects the TID to stay open.
- 7. Cannot determine if it is an appropriate time to create a TID.
- 8. Cannot determine if their constituents do or do not support the TID.

An item a JRB can do is hold public hearings. No matter what the testimony is at a public hearing a JRB can only vote on the 3 items listed above. Nothing else can be taken into consideration.

#### (4m) Joint review board.

(4m)(a)

(a) Any city that seeks to create a tax incremental district, amend a project plan, or incur project costs as described in sub. (2) (f) 1. n. for an area that is outside of a district's boundaries, shall convene a temporary joint review board under this paragraph, or a standing joint review board under sub. (3) (g), to review the proposal. Except as provided in par. (am), and subject to par. (ae), the board shall consist of one representative chosen by the school district that has power to levy taxes on the property within the tax incremental district, one representative chosen by the technical college district that has power to levy taxes on the property within the tax incremental district, one representative chosen by the county that has power to levy taxes on the property within the tax incremental district, one representative chosen by the city, and one public member. If more than one school district, more than one union high school district, more than one elementary school district, more than one technical college district or more than one county has the power to levy taxes on the property within the tax incremental district, the unit in which is located property of the tax incremental district that has the greatest value shall choose that representative to the board. The public member and the board's chairperson shall be selected by a majority of the other board members before the public hearing under sub. (4) (a) or (h) 1. is held. All board members shall be appointed and the first board meeting held within 14 days after the notice is published under sub. (4) (a) or (h) 1. Additional meetings of the board shall be held upon the call of any member. The city that seeks to create the tax incremental district, amend its project plan, or make or incur an expenditure as described in sub. (2) (f) 1. n. for an area that is outside of a district's boundaries shall provide administrative support for the board. By majority



(4m)(ae)

(ae)

(4m)(ae)1.

1. A representative chosen by a school district under <u>par. (a)</u> or <u>(am)</u> shall be the president of the school board, or his or her designee. If the school board president appoints a designee, he or she shall give preference to the school district's finance director or another person with knowledge of local government finances.

(4m)(ae)2.

2. The representative chosen by the county under <u>par.</u> (a) shall be the county executive or, if the county does not have a county executive, the chairperson of the county board, or the executive's or chairperson's designee. If the county executive or county board chairperson appoints a designee, he or she shall give preference to the county treasurer or another person with knowledge of local government finances.

(4m)(ae)3.

3. The representative chosen by the city under <u>par. (a)</u> shall be the mayor, or city manager, or his or her designee. If the mayor or city manager appoints a designee, he or she shall give preference to the person in charge of administering the city's economic development programs, the city treasurer, or another person with knowledge of local government finances.

(4m)(ae)4.

4. The representative chosen by the technical college district under <u>par. (a)</u> shall be the district's director or his or her designee. If the technical college district's director appoints a designee, he or she shall give preference to the district's chief financial officer or another person with knowledge of local government finances.

(4m)(am)

(am) If a city seeks to create a tax incremental district that is located in a union high school district, the seat that is described under par. (a) for the school district representative to the board shall be held by 2 representatives, each of whom has one-half of a vote. Subject to par. (ae), one representative shall be chosen by the union high school district that has the power to levy taxes on the property within the tax incremental district and one representative shall be chosen by the elementary school district that has the power to levy taxes on the property within the tax incremental district.

(4m)(b)

(b)

(4m)(b)1.

1. The board shall review the public record, planning documents and the resolution passed by the local legislative body or planning commission under <u>sub.</u> (4) (gm) or (h) 1. As part of its deliberations the board may hold additional hearings on the proposal.

(4m)(b)2.

2. Except as provided in <u>subd. 2m.</u>, no tax incremental district may be created and no project plan may be amended unless the board approves the resolution adopted under <u>sub. (4) (gm)</u> or (h) 1. by a majority vote within 30 days after receiving the resolution. The board may not approve the resolution under this subdivision unless the board's approval contains a positive assertion that, in its judgment, the development described in the documents the board has reviewed under <u>subd. 1</u>. would not occur without the creation of a tax incremental district. The board may not approve the resolution under this subdivision unless the board finds that, with regard to a tax incremental district that is proposed to be created by a city under <u>sub. (17) (a)</u>, such a district would be the only existing district created under that subsection by that city.

(4m)(b)2m.

2m. The requirement under <u>subd. 2</u>. that a vote by the board take place within 30 days after receiving a resolution does not apply to a resolution amending a project plan under <u>sub. (4) (h) 1</u>. if the resolution relates to a tax incremental district, the application for the redetermination of the tax incremental base of which was made in 1998, that is located in a village that was incorporated in 1912, has a population of at least 3,800 and is located in a county with a population of at least 108,000.

(4m)(b)3.

3. The board shall submit its decision to the city no later than 7 days after the board acts on and reviews the items in <u>subd. 2.</u>, except that, if the board requests a department of revenue review under <u>subd. 4.</u>, the board shall do one of the following:

(4m)(b)3.a.

a. Submit its decision to the city no later than 10 working days after receiving the department's written response.

(4m)(b)3.b.

b. If the city resubmits its proposal under <u>subd. 4.</u> no later than 10 working days after the board receives the department's written response, submit its decision to the city no later than 10 working days after receiving the city's resubmitted proposal.

(4m)(b)4.

4. Before the joint review board submits its decision under <u>subd. 3.</u>, a majority of the members of the board may request that the department of revenue review the objective facts contained in any of the documents listed in <u>subd. 1.</u> to determine whether the information submitted to the board complies with this section or whether any of the information contains a factual inaccuracy. The request must be in writing and must specify which particular objective fact or item the members believe is incomplete or inaccurate. Not later than 10 working days after receiving a request that complies with the requirements of this subdivision, the department of revenue shall investigate

the issues raised in the request and shall send its written response to the board. If the department of revenue determines that the information in the proposal does not comply with this section or contains a factual inaccuracy, the department shall return the proposal to the city. The board shall request, but may not require, that the city resolve the problems in its proposal and resubmit the proposal to the board. If the city resubmits its proposal, the board shall review the resubmitted proposal and vote to approve or deny the proposal as specified in this paragraph.

(4m)(b)4m.

4m. The board shall notify prospectively the governing body of every local governmental unit that is not represented on the board, and that has power to levy taxes on the property within the tax incremental district, of meetings of the board and of the agendas of each meeting for which notification is given.

(4m)(c)

(c)

(4m)(c)1.

1. The board shall base its decision to approve or deny a proposal on the following criteria:

(4m)(c)1.a.

a. Whether the development expected in the tax incremental district would occur without the use of tax incremental financing.

(4m)(c)1.b.

b. Whether the economic benefits of the tax incremental district, as measured by increased employment, business and personal income and property value, are insufficient to compensate for the cost of the improvements.

(4m)(c)1.c.

c. Whether the benefits of the proposal outweigh the anticipated tax increments to be paid by the owners of property in the overlying taxing districts.

(4m)(c)2.

2. The board shall issue a written explanation describing why any proposal it rejects fails to meet one or more of the criteria specified in <u>subd. 1.</u>

(4m)(d)

(d) Before a city may make or incur an expenditure for project costs, as described in <u>sub. (2) (f) 1. n.</u>, for an area that is outside of a district's boundaries, the joint review board must approve the proposed expenditure.

(5)

(5) Determination of tax increment and tax incremental base.

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Comments to the Joint Review Board regarding the Amendment to TID 32 August 26, 2010

Thank you for this opportunity. I was out of town at your last meeting.

A document I prepared was provided to you at that time and I would be happy to answer any questions you may have.

The basic question before you is; What is the public benefit of the expanded TID and does this outweigh the costs?

Increased assessed value is suggested as a benefit. In the staff projections 75% of the increased value comes from normal appreciation of the properties within the expanded TID. (2% per year.) So the question here would be; Do the public infrastructure improvements actually do anything to increase this value? Apparently the impact is negligible. So this increase in increment will occur without the TID expansion.

The balance of the increase in assessed value is projected from the Edgewater. This increased value comes at a significant cost to the taxpayer, the \$16 million dollar grant. As detailed in the report I prepared it takes over 25 years for the incremental property taxes to pay back this subsidy. Any taxpayer benefit from this grant doesn't even begin until at least the year 2030.

The other suggested benefit is in terms of jobs. The number of projected jobs is highly inflated. Take the hotel jobs projected to be 240 FTE. These are not all new jobs by the way. How realistic is this projection? If you take the applicant's total hotel expenses divided by this number of jobs, the average hourly employee expense for wages, benefits and overhead would be about \$19/hour. This is assuming there would be no other hotel expenses such as utilities, supplies or maintenance. Obviously this is not the case. Just what kind of pay would these jobs have if there are in fact 240?

Likewise the short term construction jobs have been highly inflated and I can go into more detail if your are interested.

The other question I think you face is just what kind of information have you been given to help you make this assessment?

As has been noted previously the financial assessment of the proposal is for a project with all hotel rooms, while the project approved by the city includes two floors of condominiums. You've been told that staff felt a hotel project was a more conservative and financially viable project so that's what they evaluated. In essence they are saying that including condos makes this a riskier project. So how is the taxpayer better protected if the analysis puts on blinders and doesn't analyze the actual proposal? How do you know that the 'but for' test has actually been met?

You've just been given a new staff document today that demonstrates that the closure date for the TID is always 2019. It doesn't change if the project is built only as a hotel or if condos are included. This doesn't answer any questions about the basic economics of the project. It simply shows what has always been the case that the tax increment from the current TID is what pays for the Edgewater subsidy.

And this is really the cost to the taxpayer. The current TID is generating \$3 million per year in increment revenue. Unamended the district will close in 2015. In simplistic terms the taxpayer is effectively forgoing \$12 million by holding the expanded TID open until 2019.

This is being done to subsidize a luxury hotel and high end condominiums which don't generate enough increment to pay this back for decades. The case has simply not been made, as required by statute, that the benefits of the proposed plan outweigh the costs or that the 'but for' test has been met.

Peter Ostlind