

# **Executive Summary to the City of Madison Joint Review Board**

## **Tax Incremental District (TID) No. 36 (Capitol Gateway) 2023 Project Plan Amendment City of Madison**

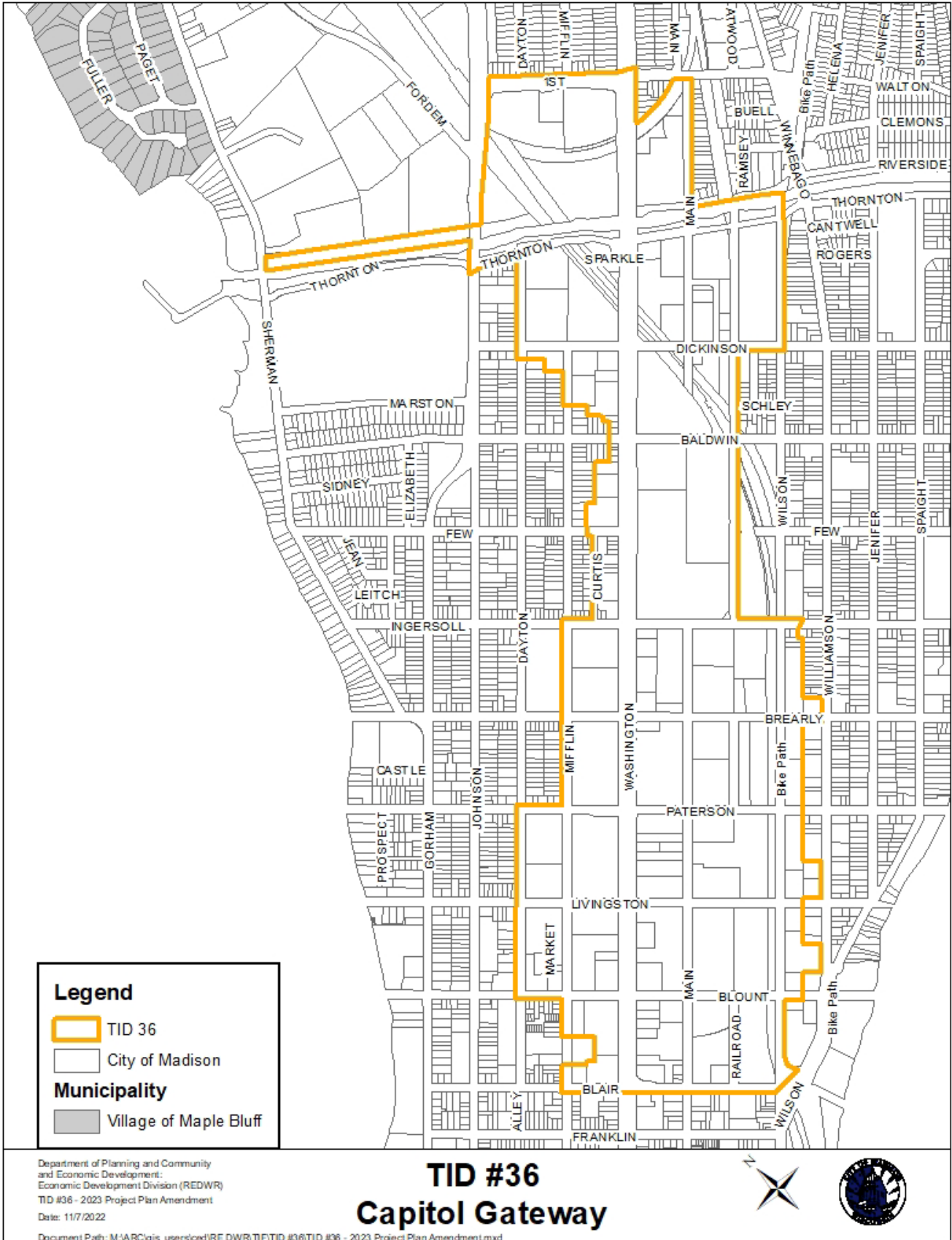
January 19, 2023

### Background

By statute, a TIF Joint Review Board, comprised of one representative each from the Madison Metropolitan School District (MMSD), the City of Madison, Dane County, Madison College (MATC) and one public member, meets to review, and if acceptable, approve a proposed amendment to a Tax Incremental District (TID) Project Plan. The Joint Review Board will meet at a future date to take action upon the proposed amendment to the project plan to TID 36 (Capitol Gateway).

### Summary of the TID #36 Project Plan

The map on the next page depicts the boundaries of TID 36 in the East Washington area of the City of Madison:



TIF Law Required Information for TID Amendment Approval

1) Estimates of project costs and tax increments, including:

a) Specific items that constitute project costs; (See Chart Below)

**NOTE:**

Amendments to the Project Plan from the Second Amendment are highlighted in yellow.  
 Amendments to the Project Plan from the 2021 Project Plan amendment are highlighted in blue.  
 Amendments to the Project Plan from the 2022 Project Plan amendment are highlighted in pink.  
 Amendments to the Project Plan from the 2023 Project Plan amendment are highlighted in teal.

ACTIVITY		Funded by Special Assessments	Funded by TIF	Year
<b>Public Improvements</b>	Total Cost			
Breese Stevens Field	\$485,000	\$0	\$485,000	2005-27
East Rail Track Relocation	<del>\$8,500,000</del>	<del>\$0</del>	<del>\$5,000,000</del> <sup>1</sup>	<del>2005-27</del>
Reynolds Park	\$130,000	\$0	\$130,000	2005-27
Sanitary Sewer Improvements (Yahara River)	\$512,000	\$0	\$512,000	2005-27
Street Reconstruction (N. Livingston St)	\$1,381,000	\$98,000	\$1,283,000	2005-27
<del>Streetcar Improvements</del>	<del>\$500,000</del>	<del>\$0</del>	<del>\$500,000</del> <sup>2</sup>	<del>2005-27</del>
Streetscape Improvements	\$500,000	\$0	\$500,000	2005-27
Storm Sewer Improvements (Blount St)	\$728,000	\$0	\$728,000	2005-27
Yahara River Parkway / Burr Jones Park Bike Path Improvements	\$560,000	\$0	\$560,000	2005-27
Subtotal	<del>\$13,296,000</del> \$4,296,000	\$98,000	<del>\$9,698,000</del> \$4,198,000	2005-27

<sup>1</sup> This project was not implemented and funding was re-allocated.

<sup>2</sup> This project was not implemented and funding was re-allocated.  
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<b>Economic Development</b>	Total Costs	Funded by Special Assessments	Funded by TIF	Year
Economic Development Assistance Loans	\$8,000,000 \$9,500,000	\$0	\$8,000,000 \$9,500,000	2005-27
Land Acquisition	\$4,000,000	\$0	\$4,000,000	2010
Affordable Housing Development Assistance Loans	\$2,000,000	\$0	\$2,000,000	2005-27
Subtotal	\$10,000,000 \$15,500,000	\$0	\$10,000,000 \$15,500,000	2005-27

Administrative Cost	Total Costs	Funded by Special Assessments	Funded by TIF	Year
Admin. & Professional	\$524,000	\$0	\$524,000	2005-27
<b>Total Costs</b>	<del>\$23,820,000</del> \$20,320,000	\$98,000	<b>\$20,222,000</b>	2005-27
Estimated Finance Cost on TIF Borrowing			\$5,561,000	

<b>Second Boundary Amendment Project Costs</b>				
	<b>Total Cost</b>	<b>Other Funds (Non-Project Costs / Assessable)</b>	<b>Funded by TIF</b>	
<b>Public Improvements</b>				
Stormwater	\$460,000	\$460,000	\$-	2016-27
Cosmos Parking Ramp	\$13,000,000	\$4,000,000 <sup>3</sup>	\$9,000,000	2016-27
Curtis Court	\$220,000	\$220,000	\$-	2016-27
<b>Public Improvements - Subtotal</b>	<b>\$13,680,000</b>	<b>\$4,680,000</b>	<b>\$9,000,000</b>	<b>2016-27</b>
<b>Economic Development</b>				
Economic Development Assistance Loans	\$3,450,000	\$-	\$3,450,000 <sup>4</sup>	2016-27
Land Acquisition (MG&E Purchase)	\$1,000,000	\$1,000,000 <sup>5</sup>	\$-	2016-27
Starting Block - Grant	\$1,500,000	\$1,500,000 <sup>6</sup>	\$1,500,000-	20226-27
Affordable Housing Assistance	\$-	\$-	\$-	2016-27
<b>Economic Development - Subtotal</b>	<b>\$5,950,000</b>	<b>\$2,500,000</b> <b>\$1,000,000</b>	<b>\$3,450,000</b> <b>\$4,950,000</b>	<b>2016-27</b>
<b>Administrative Costs (NOTE: Additional Admin Costs are identified in the 2021 Amendment)</b>	<b>\$550,000</b>	<b>\$-</b>	<b>\$550,000</b>	<b>2016-27</b>
<b>Total New Project Costs (2016 Amendment)</b>	<b>\$20,180,000</b>	<b>\$7,180,000</b> <b>\$5,680,000</b>	<b>\$13,000,000</b> <b>\$14,500,000</b>	<b>2016-27</b>
<b>Total Project Costs (Previous Project Costs and Second Amendment Project Costs)</b>	<b>\$40,500,000</b>	<b>\$7,778,000</b> <b>\$5,778,000</b>	<b>\$34,722,000</b>	<b>2016-27</b>

<sup>3</sup> 2016 Boundary and Project Plan amendment envisioned future reimbursement of Cosmos / Livingston St Parking ramp and land acquisition when sufficient incremental revenues were available. The 2022 Project Plan Amendment will reimburse the City these \$4,000,000.

<sup>4</sup> City intent to fund loans to Madison Dairy (Lyric) of \$3.45M.

<sup>5</sup> 2016 Boundary and Project Plan amendment envisioned future reimbursement of Cosmos / Livingston St Parking ramp and land acquisition when sufficient incremental revenues were available. The 2022 Project Plan Amendment will reimburse the City these \$1,000,000.

<sup>6</sup> The City disbursed the \$1,500,000 grant to Starting Block out of the proceeds from the sale of City land located in TID 36 to Gebhardt for the Cosmos project in 2017. The Fourth Project Plan Amendment (2022) updates the source of funds from "Other Funds" to "Funded by TIF" as the TID will reimburse the City for grant.

Third Project Plan Amendment (2021) Project Costs				
Public Market	\$7,000,000	\$0	\$7,000,000	2020-27
Public / Private / Non-Profit Development Partnerships	\$5,000,000	\$0	\$5,000,000 <sup>7</sup>	2020-27
Administrative Costs (In addition to existing Admin Costs)	\$500,000	\$0	\$500,000	2020-27
Total Project Costs - Third Project Plan Amendment (2021)	\$12,500,000	\$0	\$12,500,000	2020-27
	\$7,500,000	\$0	\$7,500,000	2020-27
<b>Total Project Costs (Original Project Plan, First, Second &amp; Third (2021) Project Plan Amendment)</b>	<b>\$53,000,000</b>		<b>\$47,222,000</b>	
	<b>\$48,000,000</b>	<b>\$5,778,000</b>	<b>\$42,222,000</b>	<b>2005-27</b>
Fourth Project Plan Amendment (2022) Project Costs				
	Total Cost	Other Funds (Non-Project Costs / Assessable)	Funded by TIF	
Blair St Intersection Improvements	\$1,222,000	\$0	\$1,222,000	2022-23
Livingston Street Ramp Reimbursement	\$0	(\$-4,000,000) <sup>8</sup>	\$4,000,000 <sup>9</sup>	2022
Land Acquisition (MGE) Reimbursement	\$0	(\$-1,000,000)	\$1,000,000 <sup>10</sup>	2022
Donation to TID 42	\$4,000,000	\$0	\$4,000,000	2022
<b>Total Project Costs – Fourth Project Plan Amendment (2022)</b> <i>(NOTE: These are total new costs, and do not include \$5M cost re-allocation from 2021 amendment. This is reflected in the Total Project Costs below.)</i>	<b>\$5,222,000</b>	<b>(\$-5,000,000)</b>	<b>\$10,222,000</b>	<b>2022-23</b>
<b>Total Project Costs (Original Project Plan and 1<sup>st</sup>, 2<sup>nd</sup>, 3<sup>rd</sup>, and 4<sup>th</sup> (2022) Project Plan Amendment)</b> <i>(NOTE: Includes \$5M cost re-allocation from 2021 amendment)</i>	<b>\$53,222,000</b>	<b>\$778,000<sup>11</sup></b>	<b>\$52,444,000</b>	<b>2022-27</b>

<sup>7</sup> 2016 Boundary and Project Plan amendment envisioned loans to assist two projects; Brink and Doran projects. Neither required TIF assistance. As such, in 2022, the City is proposing to reallocate this previously authorized expenditure to repay the aggregate costs of the Livingston Ramp.

<sup>8</sup> 2022 Reimbursement will take place over time, as determined by City Finance Staff.

<sup>9</sup> 2022 Reimbursement of the balance of the Livingston / Cosmos Ramp construction costs.

<sup>10</sup> 2022 Reimbursement of the \$1,000,000 MGE acquisition associated with the Livingston Ramp construction, as outlined in the 2016 Boundary and Project Plan Amendment.

<sup>11</sup> This figure reflects the changes noted in Footnote 6 above.

Fifth Project Plan Amendment (2023) Project Costs				
	Total Cost	Other Funds (Non-Project Costs / Assessable)	Funded by TIF	
2023 Additional Public Market Support	\$4,500,000	\$0	\$4,500,000	2023-28
Donation to TID 42	\$2,800,000	\$0	\$2,800,000	2023-28
Donation to TID 51	\$47,200,000	\$0	\$47,200,000	2023-28
Additional Admin and Professional Costs (in addition to previously approved Admin / Professional Costs)	\$500,000	\$0	\$500,000	2023-28
<b>Total Project Costs – Fifth Project Plan Amendment (2023)</b>	<b>\$55,000,000</b>	<b>\$0</b>	<b>\$55,000,000</b>	<b>2023-28</b>
<b>Total Project Costs (Original Project Plan and 1<sup>st</sup>, 2<sup>nd</sup>, 3<sup>rd</sup>, 4<sup>th</sup>, and 5<sup>th</sup> (2023) Project Plan Amendment)</b>				
<i>(NOTE: Includes \$5M cost re-allocation from 2021 amendment)</i>	<b>\$108,222,000</b>	<b>\$778,000<sup>12</sup></b>	<b>\$107,444,000</b>	<b>2023-28</b>

**b) The total dollar amount of these project costs to be paid with tax increments;**

Per the above chart, tax increments will pay for a total of **\$107,444,000** of project costs.

**c) The amount of tax increments to be generated over the life of the tax incremental district.**

Through the end of 2022, TID 36 generated an estimated \$55.5 million of incremental revenues. Based upon the City's TIF run, TID 36 will generate an additional \$89 million of incremental revenue through its expiration date of 2032. The net present value of these incremental revenues is \$64 million. **This would lead to a total forecasted incremental revenue over the entire life of TID 36 of \$144.5 million.**

**2. The amount of value increment when the project costs are paid in full and the district is closed.**

Based upon development projects that have occurred to date, the anticipated incremental value of property within the district at the end of its 27-year life is estimated at **\$592,000,000**. This value will be returned to overlying tax jurisdictions for general tax levy purposes upon closure of the district at the end of its statutory life. Based upon conservative estimates, the district will generate sufficient incremental revenues to repay all anticipated project costs by 2029.

<sup>12</sup> This figure reflects the changes noted in Footnote 6 above.  
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Without any additional projects generating new incremental value, the estimated incremental value in 2029 is \$552 million. The 2022 incremental value is approximately \$489 million.

**3. The reasons why the project costs may not or should not be paid by the owners of property that benefit by improvements within the district.**

The budget for the proposed project plan amendment is estimated at \$55,000,000.

The total amount of assessable costs not to be paid for with TIF funds is \$778,000.

The total amount of costs to be paid for with TIF funds is \$107,444,000.

**4. The share of the projected tax increments estimated to be paid by the owners of taxable property in each of the taxing jurisdictions overlying the district.**

The certified base value of TID 36 is **\$97,652,400**. Overlying jurisdictions will continue to collect their portion of the levy upon the base value over time. The box below indicates the share of the estimated tax increment invested by overlying tax jurisdictions based upon the 2023 mill rate.

<u>Tax Jurisdiction</u>	<u>2023 Mill Rate</u>	<u>Share of Tax Levy</u>
City	7.69	36%
County	2.58	12%
MMSD	10.42	49%
MATC	0.75	4%
State of WI	<u>0.0</u>	<u>0%</u>
Totals*	21.46**	100%*

Source: City of Madison 2023 Adopted Operating Budget  
 \*NOTE: Total Mill Rate is the Gross Mill, prior to any State Tax Credits being applied to this rate.  
 \*\*NOTE: Total may not add due to rounding

**5. The benefits that the owners of taxable property in the overlying taxing jurisdictions will receive to compensate them for their share of the projected tax increments.**

A conservative estimate of the total incremental value resulting from potential development projects, and economic growth or value appreciation of the life of the TID is estimated to be \$592 million. The benefits of these potential projects are: sharing new equalized value growth, blight elimination, infrastructure improvements, and job creation / retention to benefit those in the district and throughout the City of Madison.

TID 36’s base value of \$97,652,400 is anticipated to grow by \$592 million at the end of the 27-year life of the TID. Assuming that the City incurs all of the \$107,444,000 of projected costs identified in the TID Project Plan, that there are no changes in tax



increment estimates, no further project plan amendments and no changes to TIF Law, the City of Madison forecasts that TID 36 may close in 2029. The average life of a TID in the City of Madison is 12 years. The estimated incremental value of the TID in 2029 when the TID is forecasted to be closed is estimated to be \$552 million (*Note: variations are due to rounding*).

TID 36 is a “blighted area” TID, as defined by State Statute 66.1105.

### Criteria for TID Approval

Per TIF Law, the Joint Review Board will cast a vote based upon the following three criteria:

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

Only \$778,000 of the proposed \$108,222,000 of project costs are assessable. Without tax increment revenue, such improvements are not likely to occur when compared to areas in the City where special assessment revenues may be more readily available to fund greater portions of project costs.

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

If the District closes in 2029 as projected, it is estimated that approximately \$552 million of incremental value would return to the overlying taxing jurisdictions. At 27 years, the District would return approximately \$592 million of incremental value to the overlying taxing jurisdictions. Without TIF, the infrastructure and other investments described in the project plan document in and adjacent to TID 36, and in South Madison where TID 36 incremental revenue has been donated, would not occur. The infrastructure and other improvements will continue to boost values within and adjacent to TID 36 and throughout South Madison.

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

Property and infrastructure improvements, blight elimination, tax base growth and job creation / retention are the most significant and quantifiable benefit to overlying tax jurisdictions from the investment of TIF funds. These investments and improvements are occurring both in TID 36 and in South Madison. The investment of donated incremental revenue from TID 36 in both TID 42 (Wingra) and TID 51 (South Madison) will help to revitalize and reinvigorate South Madison in a way that is long overdue.

The City is committed to investing in South Madison to begin to address the systemic neglect that this area has faced since the early 1900's. As outlined in the TID 51 Project Plan and the recently adopted South Madison Plan, South Madison was historically overlooked, facing systematic negligence for nearly 100 years. Systemic

racism was the primary driver of this mistreatment. The investments in South Madison from the City's TIF program, including proposed donated incremental revenue from TID 36, are meant to begin to address this long-standing mistreatment of South Madison and its residents.

Without TIF, overlying tax jurisdictions would share approximately \$2.2 million of tax revenues for the tax parcels included in TID 36, based on the base value of \$97,652,400. As stated earlier, the incremental value in 2029 at the end of the projected life of the TID is estimated at \$552 million. Theoretically, if the City invested all \$107.4 million of project costs in the district, which investment would leverage over \$552 million; or \$1 of TIF leverages approximately \$5.15 of value growth. If the TID were to be closed at that time, this value growth would be returned to overlying tax jurisdictions that would now share in a levy of approximately \$12.8 million, or a net gain of approximately \$10.6 million as a result of TIF. Note that this projection of value growth only reflects value growth in TID 36, and does not account for any value growth in South Madison associated with the donation of incremental revenue from TID 36 to TID 51.

In turn, the anticipated tax increments over the life of the district are estimated to support \$107.4 million of public investment. This investment will further enhance the area, eliminate blight, increase values in and around the District, and in South Madison, and help create new, family supporting jobs.