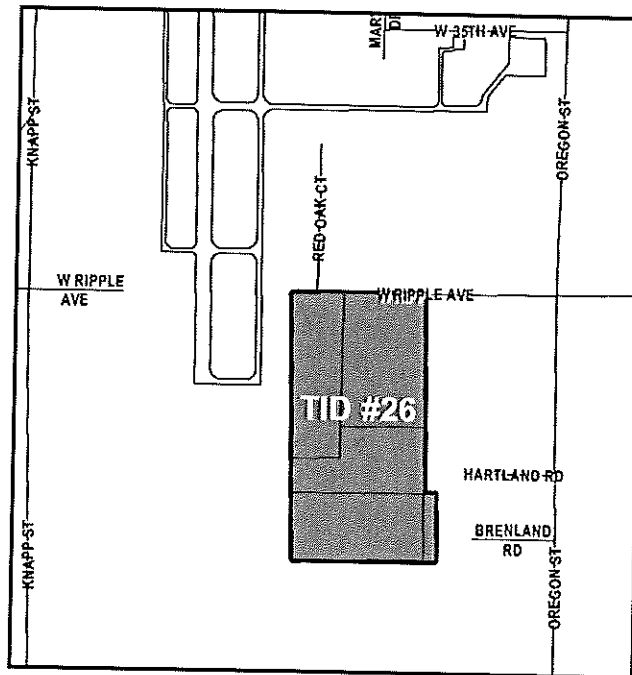
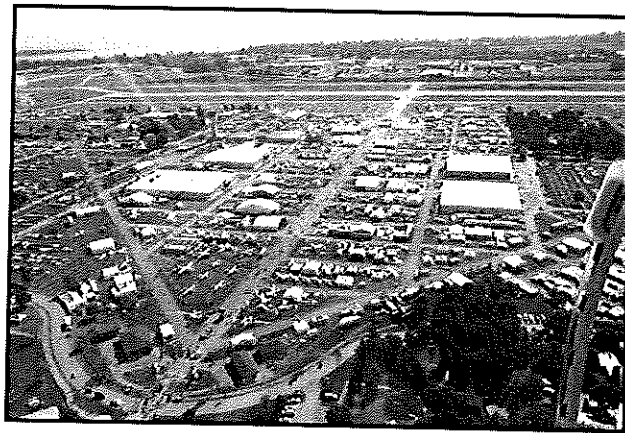


# City of Oshkosh

## TAX INCREMENTAL DISTRICT #26

### Aviation Business Park



City of Oshkosh Planning Services Division

January 2013

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TAX INCREMENTAL DISTRICT #26

PROJECT PLAN

CITY OF OSHKOSH

ADOPTED BY THE PLAN COMMISSION  
February 5, 2013

ADOPTED BY THE COMMON COUNCIL  
February 26, 2013

ADOPTED BY THE JOINT REVIEW BOARD  
March 18, 2013

PREPARED BY:

PLANNING SERVICES DIVISION  
January 2013

## Plan Summary

### City of Oshkosh Tax Incremental District # 26 Project Plan

District Name:	City of Oshkosh Tax Incremental District #26 Aviation Business Park
TID Type:	Industrial
Purpose:	To facilitate the creation and development of an industrial park promoting aviation related industrial development in the area near and adjacent to Wittman Regional Airport.
Max. Life of TID:	20 Years
Location:	Southeast side of the City of Oshkosh; south of West Ripple Avenue, north of County Road "N"/Fisk Avenue, west of County Trunk Highway "I"/Oregon Street and east of Knapp Street.
Size:	Approximately 80.93 acres
Estimated District Base Value:	\$31,500
Estimated District Value at Closure:	\$24,865,395
Estimated Future Increment Value:	\$6,762,646
Proposed Costs:	Approximately \$4.5 million for costs related to infrastructure improvements including; sanitary sewer, water, storm sewer and drainage and pavement. Costs also include financing, administration and marketing. Other project costs may include the development of a Business Accelerator Program.
Project Financing:	\$1,840,577 borrowing program, utilizing General Obligation notes, including financing and capitalized interest costs.
Economic Feasibility:	Based on planned expenditures and revenue levels, all costs of the TID will be paid off by the end of 2032, the 20th year and the district will be dissolved. Beginning in 2033, all taxes generated as a result of development in the TID will be apportioned among and directly benefit all taxing entities.

## **Introduction**

Wisconsin's Tax Incremental Financing law provides a mechanism that enables cities and villages to rehabilitate blighted areas, improve business areas, and/or develop industrial sites. The intent is to defray the cost of public improvements in a designated Tax Incremental District (TID) by using tax revenues or increments generated from new development to pay for project improvements in the district.

Under Tax Incremental Financing, the tax increment generated from private investment in a TID is applied entirely to the retirement of debt incurred by the municipality in order to make the area attractive to investment or reinvestment. When the cost of improvements has been recovered and the debt service attributable to the district retired, the TID is dissolved and all taxing jurisdictions benefit on the same shared basis as before the creation of the TID. If the TID has been successful, each of the taxing jurisdictions should receive a much larger share of the property taxes from the new development that came about as a direct result of the creation of the TID.

Tax incremental financing laws provide benefits to all taxing entities, city, county, public schools, and technical college, by promoting development of new taxable value which otherwise would not occur. It provides a tool for municipalities to make reasonable levels of investment using local financing sources to meet identified local needs and fill legitimate public purpose roles. The law also recognizes that since municipalities do not share the investment risk with other tax entities, they are entitled within a prescribed period of time, to receive all new tax revenues of the TID as the source of paying off all public investment costs. All other taxing entities receive benefits in the future from the increased tax base generated as a result of the city's investment in the TID.

## **Purpose**

A community's growth and long term well-being depends on a strong business and industrial sector. Development that occurs within a municipal industrial park promotes tax base growth, job creation, and capital investment, the benefits of which are felt throughout the area served by all taxing entities. Successful industrial development also spurs additional business activity, residential development, job creation and tax base growth elsewhere in the community. This is reflected in the fact that one new job created in the manufacturing sector will have a multiplier effect of creating jobs in other sectors of the local and state economies.

Consistent with adopted City objectives of encouraging industrial growth and orderly land development, the City of Oshkosh is proposing to create Tax Incremental District #26 to facilitate the creation and development of an industrial park designed to promote aviation related industrial development in the area near and adjacent to Wittman Regional Airport.. The proposed industrial park will be located adjacent Wittman Regional Airport on the Southeast side of Oshkosh, south of West Ripple Avenue, north of County Road "N"/Fisk Avenue, west of County Trunk Highway "I"/Oregon Street and east of Knapp

Street. This industrial park will be approximately 80.93 acres in size. The Proposed Boundaries Map is on page 19.

### **Proposal**

Create a Tax Incremental District to facilitate the creation and development of the Aviation Business Park and pay for land acquisition, infrastructure construction and improvements, professional services and administrative costs and assist with the construction of a business accelerator support facility.

### **Industrial Development Program**

The City of Oshkosh, working in a cooperative effort with Winnebago County and Chamco, a non-profit industrial development corporation, is involved in a continuing industrial development program aimed at encouraging tax base growth, job creation, and capital investment in the community. Municipal industrial parks are a major component of this ongoing program, along with other efforts to improve the overall economic health of the community.

The City's industrial parks have provided a supply of industrial sites within managed controlled business park environments. The use of TIF has enabled the City to meet a critical need for industrial land by providing the resources to develop industrial parks and offer land for sale at a price that remains competitive in the area, regional and national economies.

### **Boundaries/Legal Description**

A parcel of land containing all of the west ½ of the northeast ¼ and part of the southeast ¼ of the northeast ¼ of Section 11, Township 17 North, Range 16 East, 14th Ward, City of Oshkosh, Winnebago County, Wisconsin bounded and described as follows: Beginning at the north ¼ corner of Section 11, Township 17 North, Range 16 East; thence south 89°27'34" east, 1,310.03 feet along the north line of said quarter line; thence south 00°23'14" west, 1,979.99 feet along the east line of the west ½ of said northeast ¼; thence south 89°16'44" east, 112.87 feet along the north line of the south ½ of the southeast ¼ of the northeast ¼; thence south 00°27'38" west, 660.11 feet to a point on the south line of the northeast ¼ of said Section 11; thence north 89°13'07" west, 1,419.40 feet along said south line of northeast ¼ of said Section 11 to the center of said Section 11; thence north 00°19'43" east, 2,634.51 feet along the west line of the northeast ¼ of said Section 11 to the point of beginning.

Said parcel contains 3,525,537 square feet or 80.9352 acres, more or less.

### **Name of District**

The name of the TID shall be City of Oshkosh Tax Incremental District #26 (TID #26) – Aviation Business Park.

### Creation Date

The date of creation for the capture of all new taxable value created within TID #26 shall be January 1, 2013. The value established as of this date shall be used as the base in computing any increments that will accrue in the tax base for the district. The current estimated base value of the district is \$31,500 which is estimated based on the current agricultural and undeveloped use of the land to be included in the TID.

### Project Costs and Improvements

The cost of public improvements and other project costs including financing associated with implementing this Project Plan are estimated at approximately \$6.4 million. These costs include land acquisition and providing infrastructure within the district. Costs more specifically include land acquisition, sanitary sewer, water, storm sewers and stormwater management, pavement construction, and administrative costs related to planning and engineering of improvement activities and park marketing. The Proposed Improvements Map on page 21 provides a general overview and area of the improvements.

Table 1 shows estimates of costs for the major project categories and estimates of timing of these costs. The estimated project costs may be adjusted within the amounts shown without modification to the Project Plan.

**Table 1**

<b>Estimate and Timing of Project Costs</b>		
<b>Eligible Expense</b>	<b>Estimated Cost</b>	<b>Year</b>
Real Property Assembly	\$610,000	2013-2014
Public Work & Improvements including streets, utilities , stormwater, and open space	\$3,635,000	2013-2018
Professional Service and Administration Costs	\$225,000	2013-2033
<b>Subtotal</b>	<b>\$4,470,000</b>	
Finance and Interest Costs	\$1,840,577	2013-2033
<b>Total</b>	<b>\$6,310,577</b>	2013-2033

Appendix A provides a more detailed listing of the estimated public work & improvements costs.

Professional services and administrative costs include planning studies, legal services, surveys, real estate marketing costs, fees and other costs related to the implementation and annual administration of this Project Plan. This cost category provides for studies and survey costs for planning and implementation of the project, including planning and legal fees, architectural and engineering fees, development site marketing costs, and financial and special service costs. (Estimated cost: \$225,000)

Property assembly costs include, but are not limited to, acquisition of land or other property, real or personal, or rights or interests therein, and other appropriate and eligible costs needed to prepare the property for redevelopment. (Estimated cost \$610,000)

Construction of public improvements, infrastructure, and facilities are intended to develop public infrastructure within the industrial park to provide lands for and stimulate development within the park. Infrastructure development costs typically includes installation of water service, sewer service, stormwater facilities, streets, transportation lighting, and open space improvements. (Estimated cost \$3,635,000)

Finance and interest costs are those costs related to financing project cost indebtedness such as interest on principal loan amounts, costs and fees associated with bond issuance or loan processing, and capitalized interest costs. These costs are subject to prevailing market conditions. (Estimated \$1,840,577)

### **Other Development Costs – Comprehensive Business Accelerator Program**

As currently proposed, UW Oshkosh would create a comprehensive business accelerator program designed to attract entrepreneurs from throughout the United States and construct a support facility for the program at the Aviation Business Park. The accelerator program would look to foster growth in aviation and space technologies, clean technologies, advanced manufacturing and processes, advanced materials and information technology with a program that provides entrepreneurs pre-seed financing, intensive mentoring, and networking opportunities as well as physical space in the accelerator support facility. The accelerator support facility as proposed would be a 20,000 square foot building which would include office space, space suitable for light manufacturing or laboratory use and common area. There would be shared services and security provided as well as high-end technology infrastructure.

Costs to develop the accelerator program are estimated at \$10,000,000 of which a variety of funding sources will need to be utilized to facilitate the accelerator's development. Such capital development costs are an eligible TIF expense and are included in this Project Plan as a potential future TID expenditure should tax increment generated by the district be able to support project assistance after all other park development costs are addressed. Appendix A provides a more detailed breakdown of proposed project costs.

All project expenditures are anticipated to be made within the first five years of the creation date of the District. Tax increments may be received until project costs are recovered, but for no longer than fifteen years after the last expenditure is made. In the case of this District, all project costs are anticipated to be made by the fall of 2018.

### **Method of Financing**

The project costs, including financing, are the estimated amount of tax increment revenues to be requested under the provisions of Section 66.1105 Wisconsin Statutes. The method of financing project costs will be through the issuance of general obligation



notes or any other method of financing approved by the Oshkosh Common Council. Total project expenditures will be recovered through the tax increment.

### **Master Plan, Zoning, Building, and Other Code Considerations**

The project elements proposed in the Project Plan conform to the objectives and conceptual recommendations contained in the City's 2005 Comprehensive Plan, as approved by the Plan Commission and Common Council. The Park is zoned M-3 General Industrial District with a Planned Development Overlay District. No changes to the zoning, building or other codes are expected as a result of the creation of this TID. Existing and proposed zoning is shown on the map on page 22.

### **Economic Feasibility/Expectations for Development**

The determination of economic feasibility for the district is based on an initial public investment of approximately \$4.5 million which will be used to acquire land and develop an 80 acre industrial park. Land sales within City industrial parks were analyzed to determine that historically approximately 10 acres are developed each year. Additionally, in order to estimate value on the land that will be purchased in the proposed Aviation Business Park, the total equalized values of commercial and manufacturing properties were calculated to determine an average value per acre for properties within existing developed Industrial Parks. The average value per acre of manufacturing classed properties within existing Industrial Parks is approximately \$233,000 and was used to determine the anticipated future values within the proposed TID.

The total estimated value of the anticipated development within the district when it is dissolved at the end of its allowed life is expected to be approximately \$24.8 million which will generate approximately \$520,000 in property taxes annually. The projected value of the tax increment over the life of the district is estimated at approximately \$6.8 million.

Each major category project component (i.e. storm sewer, sanitary, water, etc.) will necessitate approval by the Common Council through the annual Capital Improvement Program. The method of financing and the individual debt issues will also require Common Council approval.

An economic impact study related to the creation of the Aviation Business Park was conducted by Winnebago County UW-Extension with estimated results based on three potential build-out scenarios representing the types of airport and aircraft businesses that are likely to be located at or near Wittman Regional Airport. Results of the three scenarios predict between 250-1000 jobs being created with multiplier impacts (based on the idea that employment of one additional person causes ripple effects resulting from this person's consumption of goods in the economy) distributed across major industry sectors and illustrates the estimated impact to state and local revenues associated with each scenario. The results of this study are included as Appendix B – Wittman Airport Scenario Impacts.

### **Promotion of Orderly Development**

The proposed district will promote orderly development of the City by facilitating a type and scale of industrial development fully supportive of City planning objectives. The subject area has been designated in the City's Comprehensive Plan as being suitable for industrial development.

With a planned industrial district, the City, Chamco, and Winnebago County will be able to actively promote this area for business location. Private improvements will not be done in an unplanned fashion because of the establishment of the Planned Development Overlay District and the oversight and administration of the industrial park covenants by Chamco.

### **Proposed Uses**

The proposed use of land within the district is for industrial sites and will remain zoned for manufacturing uses during the life of the district. The City's Comprehensive Plan has designated this area as suitable for industrial uses. The existing and proposed land uses are shown on the maps on pages 23 and 24. The zoning of the TID will be M-3 General Industrial District with a Planned Development Overlay District, ensuring that industrial uses are created and development is consistent with the districts objective and purpose.

### **Non-Project Costs**

It is anticipated that Winnebago County will expand Wittman Regional Airport taxi ways to service development within the proposed TID #26 Aviation Business Park. The cost of the taxi ways is not included in the initial project costs of proposed TID #26 and is anticipated to be financed by individual lot owners or Winnebago County.

### **Relocation**

No displacement and resulting relocation of persons or businesses is needed or will be undertaken in this project. If relocation of individuals or businesses were required, it would be carried out in accordance with applicable relocation requirements set forth by the State of Wisconsin and/or federal regulations.

## **Findings and Report to the Joint Review Board**

- 1) Not less than 50 percent of the real property within the TID is suitable for industrial sites within the meaning of Section 66.1101, Wis. Stats and has been zoned for industrial use; and
- 2) Improvement of the area is likely to significantly enhance the value of substantially all of the other real property in the district; and
- 3) The project costs relate directly to the promotion of industrial development, consistent with the purpose for which the tax incremental district is created; and
- 4) The equalized value of taxable property in TID #26 plus all existing Districts does not exceed 12% of the total equalized value of taxable property within the City; and
- 5) Any real property within the TID that is found suitable for industrial sites is zoned for industrial use and will remain zoned for industrial use for the life of the tax incremental district; and
- 6) The project plan is feasible and in conformity with the City's Comprehensive Plan.

Since the entire area is identified as being suitable for industrial development and zoned for industrial uses, TID #26 is consistent with the statutory requirement that not less than 50% of the real property in the district is suitable and zoned for industrial sites.

The primary objective for creating TID #26 is to provide the infrastructure and improvements necessary to create the Aviation Business Park, a municipal Industrial Park. Implementation of the Project Plan for TID #26 will enhance significantly the current value of the land in the District at the time of its creation. Development of the industrial park benefits all other layers of government (County, Technical College, Schools) through enhanced property values. The jurisdictions receive a share of this heightened future tax base but do not have the fiscal impact that is incurred by the City to provide service.

The base value of the district is estimated at approximately \$31,500 and is based on the current agricultural usage on the parcels. The district value is estimated to exceed \$24.8 million in its 20th and final year of existence prior to being dissolved. It is estimated that the district will generate approximately \$6.8 million in tax increments over the life of the district – See Table 2 on page 10. At the current proportion of the tax rate for 2012 and assuming that the development would have occurred without the creation of the TID, the overlying taxing jurisdictions would have received \$2.3 million for Area Schools (34.60%), \$2.3 million for the City (34.77%), \$1.5 million for the County (22.92%), \$500,000 for the Technical College (7.71%) – See Table 3 on page 11.

The City's Comprehensive Plan, adopted in 2005, recommends that the City promote continued manufacturing development and provide the infrastructure to support this development. This requires that there be an adequate supply of sites available for manufacturing activity. The project costs identified in the Project Plan are all consistent with providing land for industrial development and providing the amenities necessary to market a competitive industrial park. A detailed list of project costs is shown in Table 1 on page 4 and in Appendix A on page 12. Project costs to be paid for with tax increments

are estimated at approximately \$6.8 million. Tax increment available after servicing park development costs may be made available to assist the development of the Business Accelerator project.

Equalized value of taxable property within TID #26 plus all existing districts as of January 1, 2013 does not exceed 12% of the City of Oshkosh's total equalized value or the value of TID #26 plus the value increment of existing districts does not exceed 11.88% of the total municipal equalized value. The base value of TID #26 plus all other TIDs equals \$390,679,700 or 10.38% of the City's total municipal equalized value of \$3,762,601,100.

## Table 2 TID #26 Aviation Business Park Tax Increment Projection Worksheet

Type of District	Industrial
Anticipated Creation Date	Feb. 26, 2013
Valuation Date	Jan. 1, 2013
Maximum Life (years)	20
Expenditure Period Years	15
Revenue Periods / Final Rev Year	19 / 2033
End of Expenditure Period	Feb. 26, 2028
Latest Termination Date	Feb. 26, 2033
Eligible for Extension / No. of Years	Yes / 3
Eligible Recipient District	no

Projected Base Value	\$0
Pre-Amendment Base Value (Actual)	N/A
Property Appreciation Factor	2.00%
Current Tax Rate (per \$1000 EV)	\$25.54
Tax Rate Adjustment Factor (next 2 years)	-5.00%
Tax Rate Adjustment Factor (following 2 years)	-2.50%
Tax Rate Adjustment Factor (thereafter)	0.00%
Discount Rate 1 for NPV Calculation	3.00%
Discount Rate 2 for NPV Calculation	7.00%

Year	Value Added	Valuation Year	Inflation Increment	Valuation Increment	Revenue Year	Tax Rate	Tax Increment
1	2013	\$ -	2014	\$ -	2015	22.99	\$ -
2	2014	\$ -	2015	\$ -	2016	22.42	\$ -
3	2015	\$2,330,000	2016	\$46,600	2017	21.30	\$50,622
4	2016	\$2,330,000	2017	\$94,132	2018	21.30	\$102,256
5	2017	\$2,330,000	2018	\$142,615	2019	21.30	\$154,922
6	2018	\$2,330,000	2019	\$192,067	2020	21.30	\$208,642
7	2019	\$2,330,000	2020	\$242,508	2021	21.30	\$263,437
8	2020	\$2,330,000	2021	\$293,958	2022	21.30	\$319,327
9	2021	\$2,330,000	2022	\$346,438	2023	21.30	\$376,335
10	2022	\$2,330,000	2023	\$399,966	2024	21.30	\$434,483
11	2023	\$ -	2024	\$407,966	2025	21.30	\$443,173
12	2024	\$ -	2025	\$416,125	2026	21.30	\$452,037
13	2025	\$ -	2026	\$424,447	2027	21.30	\$461,077
14	2026	\$ -	2027	\$432,936	2028	21.30	\$470,299
15	2027	\$ -	2028	\$441,595	2029	21.30	\$479,705
16	2028	\$ -	2029	\$450,427	2030	21.30	\$489,299
17	2029	\$ -	2030	\$459,436	2031	21.30	\$499,085
18	2030	\$ -	2031	\$468,624	2032	21.30	\$509,067
19	2031	\$ -	2032	\$477,997	2033	21.30	\$519,248
20	2032	\$ -	2033	\$487,557	2034	21.30	\$529,633

### Net Present Value Calculation

	Cumulative @ 3%	Cumulative @ 7%
	\$0.00	\$0.00
	\$0.00	\$0.00
	\$46,325.92	\$41,322.29
	\$137,178.69	\$119,332.59
	\$270,816.01	\$229,790.04
	\$445,550.66	\$368,817.22
	\$659,748.83	\$532,872.38
	\$911,828.55	\$718,723.63
	\$1,200,258.12	\$923,425.02
	\$1,523,554.62	\$1,144,294.38
	\$1,843,712.31	\$1,479,758.43
	\$2,160,761.68	\$1,555,552.39
	\$2,474,732.90	\$1,746,883.08
	\$2,785,655.85	\$1,929,273.09
	\$3,093,560.13	\$2,103,140.20
	\$3,398,475.05	\$2,268,882.68
	\$3,700,429.64	\$2,426,880.18
	\$3,999,452.62	\$2,577,494.63
	\$4,295,572.47	\$2,721,071.01
	\$4,588,817.37	\$2,857,938.22

\$18,640,000	\$ 6,225,395	Future Value Increment	\$6,762,646
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## TABLE 3 - Tax Increment by Taxing Jurisdiction

TID 26: Aviation Business Industrial Park

Estimated share by taxing jurisdiction of projected tax increments to be paid by owners of taxable property in each of the taxing jurisdictions overlying the Tax Increment District.

Revenue Year	City	County	School District	Vocational School	Total
	34.770%	22.920%	34.600%	7.710%	
2016	\$ -	\$ -	\$ -	\$ -	\$ -
2017	\$ 17,601	\$ 11,602	\$ 17,515	\$ 3,903	\$ 50,622
2018	\$ 35,554	\$ 23,437	\$ 35,380	\$ 7,884	\$ 102,256
2019	\$ 53,866	\$ 35,508	\$ 53,603	\$ 11,945	\$ 154,922
2020	\$ 72,545	\$ 47,821	\$ 72,190	\$ 16,086	\$ 208,642
2021	\$ 91,597	\$ 60,380	\$ 91,149	\$ 20,311	\$ 263,437
2022	\$ 111,030	\$ 73,190	\$ 110,487	\$ 24,620	\$ 319,327
2023	\$ 130,852	\$ 86,256	\$ 130,212	\$ 29,015	\$ 376,335
2024	\$ 151,070	\$ 99,584	\$ 150,331	\$ 33,499	\$ 434,483
2025	\$ 154,091	\$ 101,575	\$ 153,338	\$ 34,169	\$ 443,173
2026	\$ 157,173	\$ 103,607	\$ 156,405	\$ 34,852	\$ 452,037
2027	\$ 160,317	\$ 105,679	\$ 159,533	\$ 35,549	\$ 461,077
2028	\$ 163,523	\$ 107,792	\$ 162,723	\$ 36,260	\$ 470,299
2029	\$ 166,793	\$ 109,948	\$ 165,978	\$ 36,985	\$ 479,705
2030	\$ 170,129	\$ 112,147	\$ 169,297	\$ 37,725	\$ 489,299
2031	\$ 173,532	\$ 114,390	\$ 172,683	\$ 38,479	\$ 499,085
2032	\$ 177,002	\$ 116,678	\$ 176,137	\$ 39,249	\$ 509,067
2033	\$ 180,543	\$ 119,012	\$ 179,660	\$ 40,034	\$ 519,248
2034	\$ 184,153	\$ 121,392	\$ 183,253	\$ 40,835	\$ 529,633
	\$2,351,372	\$1,549,999	\$2,339,876	\$ 521,400	\$ 6,762,646

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

Appendix A  
Project Expenditures

**City of Oshkosh  
Aviation Industrial Park  
Public Work & Improvement Cost Estimates**

Description	Estimated Quantity	Unit	Unit Price	Amount
10" sanitary sewer	2814	LF	\$60.00	\$168,840.00
8" sanitary sewer	251	LF	\$50.00	\$12,550.00
6" sanitary lateral	528	LF	\$40.00	\$21,120.00
Sanitary manhole	179.52	VF	\$250.00	\$44,880.00
Retention pond excavation	100000	CY	\$5.00	\$500,000.00
Retention pond outlet structure	1	LS	\$5,000.00	\$5,000.00
Retention pond outlet pipe (48")	550	LF	\$200.00	\$110,000.00
72" storm sewer	780	LF	\$500.00	\$390,000.00
66" storm sewer	470	LF	\$450.00	\$211,500.00
60" storm sewer	220	LF	\$400.00	\$88,000.00
54" storm sewer	380	LF	\$350.00	\$133,000.00
48" storm sewer	240	LF	\$200.00	\$48,000.00
42" storm sewer	380	LF	\$150.00	\$57,000.00
36" storm sewer	660	LF	\$80.00	\$52,800.00
18" storm sewer	110	LF	\$45.00	\$4,950.00
12" inlet leads	360	LF	\$35.00	\$12,600.00
12" storm laterals	330	LF	\$35.00	\$11,550.00
Inlets	18	Each	\$1,200.00	\$21,600.00
Storm Manholes (96" dia.)	90	VF	\$800.00	\$72,000.00
Storm Manholes (60" dia.)	10	VF	\$450.00	\$4,500.00
72" endwall	1	Each	\$10,000.00	\$10,000.00
42" endwall	1	Each	\$4,500.00	\$4,500.00
12" water main	3089	LF	\$50.00	\$154,450.00
8" water main	50	LF	\$35.00	\$1,750.00
8" water service	570	LF	\$40.00	\$22,800.00
6" hydrant lead	140	LF	\$30.00	\$4,200.00
12" valve	7	Each	\$1,800.00	\$12,600.00
8" valve	16	Each	\$1,000.00	\$16,000.00
Hydrant with auxiliary valve	8	Each	\$3,000.00	\$24,000.00
Excavation	10900	CY	\$5.00	\$54,500.00
Dense aggregate base	4900	Tons	\$10.00	\$49,000.00
8" concrete pavement (dowelled)	11300	SY	\$35.00	\$395,500.00
30" curb and gutter	5800	LF	\$8.00	\$46,400.00
Restoration	9400	SY	\$3.00	\$28,200.00
	<b>Construction cost:</b>			<b>\$2,793,790.00</b>
	<b>Engineering:</b>			<b>\$419,068.50</b>
	<b>Contingencies:</b>			<b>\$419,068.50</b>
	<b>Total:</b>			<b>\$3,631,927.00</b>



**City of Oshkosh  
Accelerator Cost Estimates**

<b>Capital Development Costs</b>	<b>Proposed Cost</b>	<b>TIF Eligible</b>
Land Acquisition	\$1,600,000	\$1,600,000
Site Infrastructure	\$3,500,000	\$3,500,000
Building Construction (LEED)	\$3,500,000	\$3,500,000
Technology & Lab Infrastructure	\$440,000	
<b>Sub Total – Facility and Infrastructure Costs</b>	<b>\$9,400,000</b>	
Pre-Seed Funding for 3 Years @ \$150,000 per year	\$450,000	
Facility Working Capital for 3 years until 70% leased	\$150,000	
<b>Sub Total</b>	<b>\$600,000</b>	
<b>Total Estimated Capital Development Costs</b>	<b>\$10,000,000</b>	<b>\$8,600,000</b>

## Appendix B

### Wittman Airport Scenario Impacts



**Cooperative Extension**

**Winnebago County**

University of Wisconsin-Extension  
625 E. County Road Y, Suite 600  
Oshkosh, WI 54901-8131  
920-232-1970  
920-232-1967 (fax)  
TDD Phone: 711 for Wisconsin Relay

**Cooperative Extension**

Agriculture (920) 232-1971  
Community Development (920) 232-1972  
Family Living (920) 232-1973  
4-H Youth Development (920) 232-1974

27 October 2010

To: Peter Moll, Airport Director

From: Catherine Neiswender, Winnebago County UW-Extension

Re: Wittman Airport 2010 Scenario Impacts

Here are the economic impact results of three potential build-out scenarios for proposed land acquisition at the Wittman Regional Airport. These results were provided by Dr. Steve Deller, UW-Madison, using IMPLAN software, and based on the scenarios provided by the airport committee. Each scenario represents a potential build-out in terms of types of businesses and the number of potential jobs. Of course, each scenario is just that – a scenario, so the economic impact should be viewed as an estimate also.

The IMPLAN analysis is identical to the previous economic impact studies with the exception of the source of the data. For the 2003 and 2007 economic impact studies, job and wages data were collected directly from the businesses on the airport and represented the actual situation. Data for this impact analysis were created by the airport committee and represents three potential scenarios. NAICS codes used for these scenarios were similar to the codes used in previous studies and represent the types of airport and aircraft businesses that are likely to be located at Wittman Regional Airport.

The three scenarios are:

**Scenario #1: 1000 Jobs "Predominantly Manufacturing"**

- 30% 332 Fabricated Metal Products
- 30% 336 Transport Equipment Manufacturing
- 30% 339 Misc Manufacturing
- 10% 493 Warehouse & Storage

**Scenario #2: 500 Jobs "Manufacturing, Air Transport, Education Mix"**

- 20% 336 Transport Equipment Manufacturing
- 20% 339 Misc Manufacturing
- 20% 481 Air Transport
- 30% 488 Support Activities for Transportation
- 10% 611 Education

**Scenario #3: 250 Jobs "Light Manufacturing, Some Education, Aircraft Maintenance, and Private Hangar Development"**

- 10% 336 Transport Equipment Manufacturing
- 10% 339 Misc Manufacturing
- 15% 481 Air Transport
- 15% 488 Support Activities for Transportation
- 30% 493 Warehouse & Storage
- 20% 611 Education

Some background on the data provided: There are four metrics used to assess the size of the impacts: (1) industry sales, (2) employment or jobs, (3) labor income (wages/salaries and proprietor income), and (4) total

income, which is akin to gross domestic product (GDP). The multiplier effect is also provided, and is broken down into direct, indirect and induced affects. Multiplier effects are based on the idea that employment of one additional person causes ripple effects resulting from this person's consumption of retail, real estate, and other goods in the economy. For this study, the implicit (i.e., overall) "income multiplier" used for this analysis ranged from 1.28-1.43 depending on the scenario, meaning that for every \$1.00 of wages paid another \$0.28-\$0.43 in income was created elsewhere. The implicit "employment multiplier" used for this analysis ranged from 1.40-1.62 depending on the scenario, meaning that for every 100 jobs created another 40-62 were created elsewhere. It is important to note that this employment is not necessarily fulltime equivalent, but rather a mixture of full- and part-time jobs. Some of the employment impacts are then likely to be part-time in nature and must be considered when interpreting the results.

For each scenario, three tables are presented. The first table presents the multiplier impacts; the second table presents the impacts distributed across major industry sectors; and the third table illustrates impact to state and local revenues associated with the scenario.

I hope these data are helpful in understanding one aspect of the economic impact of the three airport scenarios. Please don't hesitate to contact me if you have further questions.

Respectfully,



Catherine Neiswender  
Community Development Educator and Associate Professor  
UW-Extension Winnebago County  
[cneiswender@co.winnebago.wi.us](mailto:cneiswender@co.winnebago.wi.us)

<b>Scenario #1: 1000 Jobs – “Predominantly Manufacturing”</b>				
<b>Impact Type</b>	<b>Employment</b>	<b>Labor Income</b>	<b>Total Income</b>	<b>Industry Sales</b>
Direct Effect	1,000.00	\$69,157,499	\$90,583,119	\$260,081,321
Indirect Effect	322.7	\$20,382,958	\$28,969,365	\$52,089,550
Induced Effect	296.5	\$9,713,424	\$18,498,336	\$31,453,536
<b>Total Effect</b>	<b>1,619.10</b>	<b>\$99,253,881</b>	<b>\$138,050,820</b>	<b>\$343,624,407</b>
<b>Multiplier</b>	<b>1.619</b>	<b>1.435</b>	<b>1.524</b>	<b>1.321</b>

**Definitions:** Direct impact is the actual number of jobs or wages gained. Indirect impact captures the effect of non-wage expenditures by the businesses in the scenario. Induced impact captures the multiplier effect associated with employees spending in the local economy. Labor income equals wages, salaries and proprietor income. Total income equals labor income plus transfer payments, dividends, interest, rent, and some taxes.

<b>Scenario #1: Impact Across Industries</b>	<b>Employment</b>	<b>Labor Income</b>	<b>Total Income</b>	<b>Industry Sales</b>
Agriculture	0.9	\$21,021	\$32,057	\$57,412,103
Mining	0	\$2,319	\$5,233	\$19,312,676
Construction	5	\$321,698	\$365,056	\$255,335,501
Manufacturing	922	\$63,934,585	\$83,603,828	\$9,214,497
TIPU (Transportation, Information and Public Utilities)	149.5	\$9,525,243	\$13,147,881	\$1,638,579
Trade	101.6	\$3,555,413	\$6,107,374	\$613,773
Service	431.4	\$21,296,754	\$34,134,999	\$88,913
Government	8.7	\$596,846	\$654,394	\$8,368
<b>Total</b>	<b>1,619.10</b>	<b>\$99,253,881</b>	<b>\$138,050,820</b>	<b>\$343,624,407</b>

<b>Scenario #1: State and Local Government Revenues</b>	
Corporate Profit and Dividends	\$1,892,023
Property Taxes	\$2,043,901
Sales Taxes	\$1,529,143
Income Taxes	\$2,027,488
Other	\$3,016,418
<b>Total State and Local Rev.</b>	<b>\$8,481,485</b>

<b>Scenario #2: 500 Jobs – “Manufacturing, Air Transport, Education Mix”</b>				
<b>Impact Type</b>	<b>Employment</b>	<b>Labor Income</b>	<b>Total Income</b>	<b>Industry Sales</b>
Direct Effect	500	\$32,892,049	\$42,582,870	\$110,396,595
Indirect Effect	127.1	\$7,345,202	\$10,545,571	\$19,346,591
Induced Effect	131.6	\$4,317,493	\$8,213,936	\$13,969,108
<b>Total Effect</b>	<b>758.7</b>	<b>\$44,554,744</b>	<b>\$61,342,377</b>	<b>\$143,712,295</b>
<b>Multiplier</b>	<b>1.517</b>	<b>1.355</b>	<b>1.441</b>	<b>1.302</b>

**Definitions:** Direct impact is the actual number of jobs or wages gained. Indirect impact captures the effect of non-wage expenditures by the businesses in the scenario. Induced impact captures the multiplier effect associated with employees spending in the local economy. Labor income equals wages, salaries and proprietor income. Total income equals labor income plus transfer payments, dividends, interest, rent, and some taxes

<b>Scenario #2: Impact Across Industries</b>	<b>Employment</b>	<b>Labor Income</b>	<b>Total Income</b>	<b>Industry Sales</b>
Agriculture	0.4	\$9,026	\$13,950	\$39,020
Mining	0	\$1,727	\$4,221	\$6,709
Construction	1.9	\$118,884	\$137,176	\$230,805
Manufacturing	207.5	\$15,526,839	\$20,297,618	\$68,206,023
TIPU (Transportation, Information and Public Utilities)	271.7	\$18,444,837	\$23,971,175	\$45,590,546
Trade	42.5	\$1,422,804	\$2,446,044	\$3,688,119
Service	229.2	\$8,654,608	\$14,051,365	\$24,899,548
Government	5.4	\$376,020	\$420,828	\$1,051,522
<b>Total</b>	<b>758.7</b>	<b>\$44,554,744</b>	<b>\$61,342,377</b>	<b>\$143,712,295</b>

<b>Scenario #2: State and Local Government Revenues</b>	
Corporate Profit and Dividends	\$713,290
Property Taxes	\$1,762,763
Sales Taxes	\$1,334,797
Income Taxes	\$900,044
Other	\$1,529,853
<b>Total State and Local Rev.</b>	<b>\$5,340,703</b>

<b>Scenario #3: 250 Jobs – “Light Manufacturing, Some Education, Aircraft Maintenance, and Private Hangar Development”</b>				
<b>Impact Type</b>	<b>Employment</b>	<b>Labor Income</b>	<b>Total Income</b>	<b>Industry Sales</b>
Direct Effect	250.5	\$14,792,143	\$19,449,550	\$41,674,648
Indirect Effect	45.2	\$2,436,231	\$3,566,706	\$6,519,146
Induced Effect	54.7	\$1,798,453	\$3,412,608	\$5,806,456
<b>Total Effect</b>	<b>350.4</b>	<b>\$19,026,826</b>	<b>\$26,428,864</b>	<b>\$54,000,251</b>
<b>Multiplier</b>	<b>1.399</b>	<b>1.286</b>	<b>1.359</b>	<b>1.296</b>

**Definitions:** Direct impact is the actual number of jobs or wages gained. Indirect impact captures the effect of non-wage expenditures by the businesses in the scenario. Induced impact captures the multiplier effect associated with employees spending in the local economy. Labor income equals wages, salaries and proprietor income. Total income equals labor income plus transfer payments, dividends, interest, rent, and some taxes.

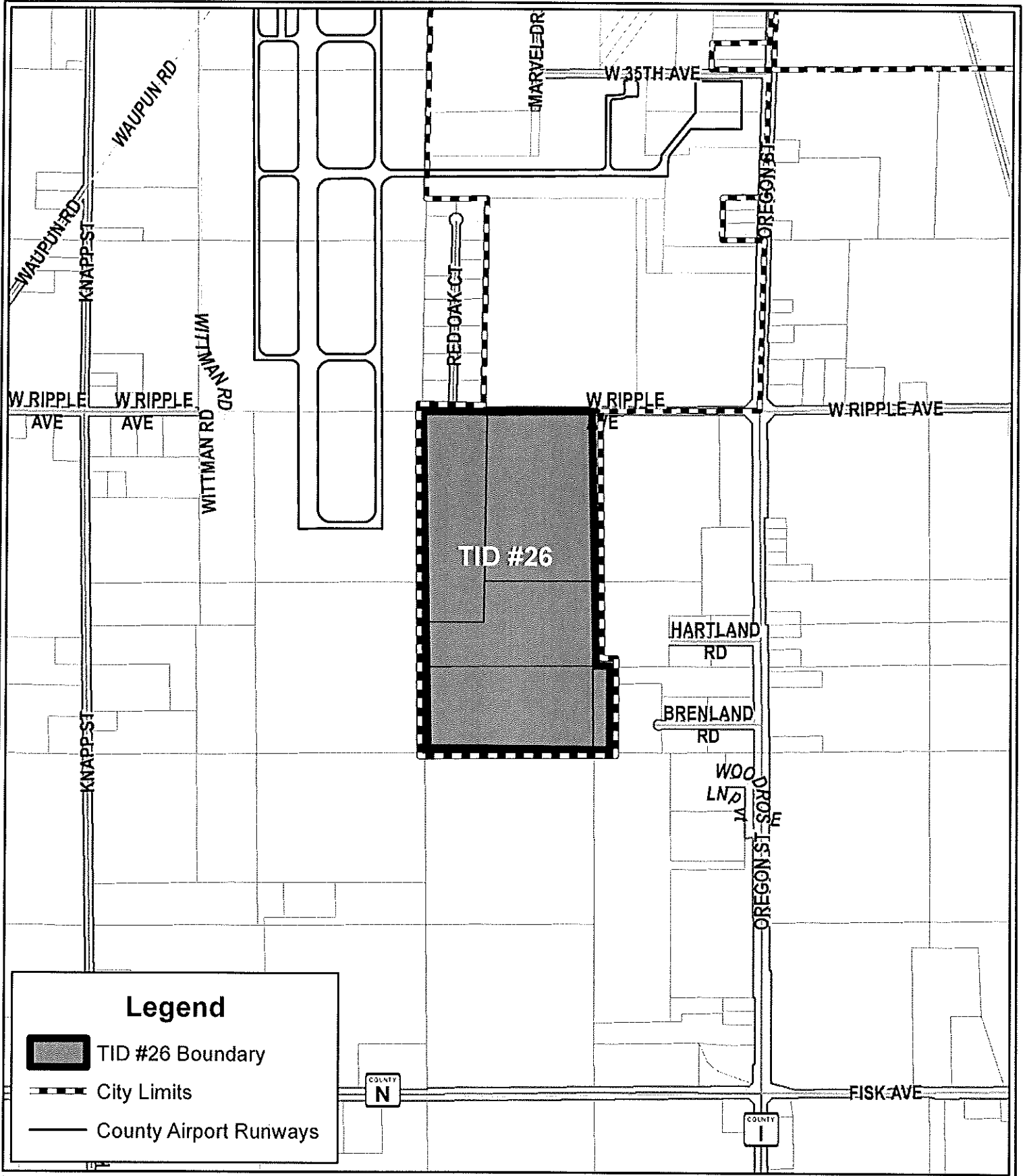
<b>Scenario #3: Impact Across Industries</b>	<b>Employment</b>	<b>Labor Income</b>	<b>Total Income</b>	<b>Industry Sales</b>
Agriculture	0.2	\$3,587	\$5,618	\$15,889
Mining	0	\$667	\$1,638	\$2,603
Construction	0.8	\$51,739	\$59,423	\$100,012
Manufacturing	52.4	\$3,915,539	\$5,120,803	\$17,216,772
TIPU (Transportation, Information and Public Utilities)	159.3	\$10,887,909	\$14,486,922	\$24,293,521
Trade	16.7	\$532,893	\$916,934	\$1,381,604
Service	118.8	\$3,473,237	\$5,658,756	\$10,553,755
Government	2.3	\$161,255	\$178,771	\$436,094
<b>Total</b>	<b>350.4</b>	<b>\$19,026,826</b>	<b>\$26,428,864</b>	<b>\$54,000,251</b>

<b>Scenario #3: State and Local Government Revenues</b>	
Corporate Profit and Dividends	\$332,960
Property Taxes	\$622,970
Sales Taxes	\$470,677
Income Taxes	\$373,686
Other	\$615,172
<b>Total State and Local Rev.</b>	<b>\$2,041,779</b>




# Appendix C

## Project Maps





**Legend**

-  TID #26 Boundary
-  City Limits
-  County Airport Runways

# TID #26 Proposed Boundary

The City of Oshkosh creates and maintains GIS maps and data for its own use. They may show the approximate relative location of property, boundaries and other feature from a variety of sources. These map(s)/datasets are provided for information purposes only and may not be sufficient or appropriate for legal, engineering, or surveying purposes. They are provided "AS-IS" without warranties of any kind and the City of Oshkosh assumes no liability for use or misuse.



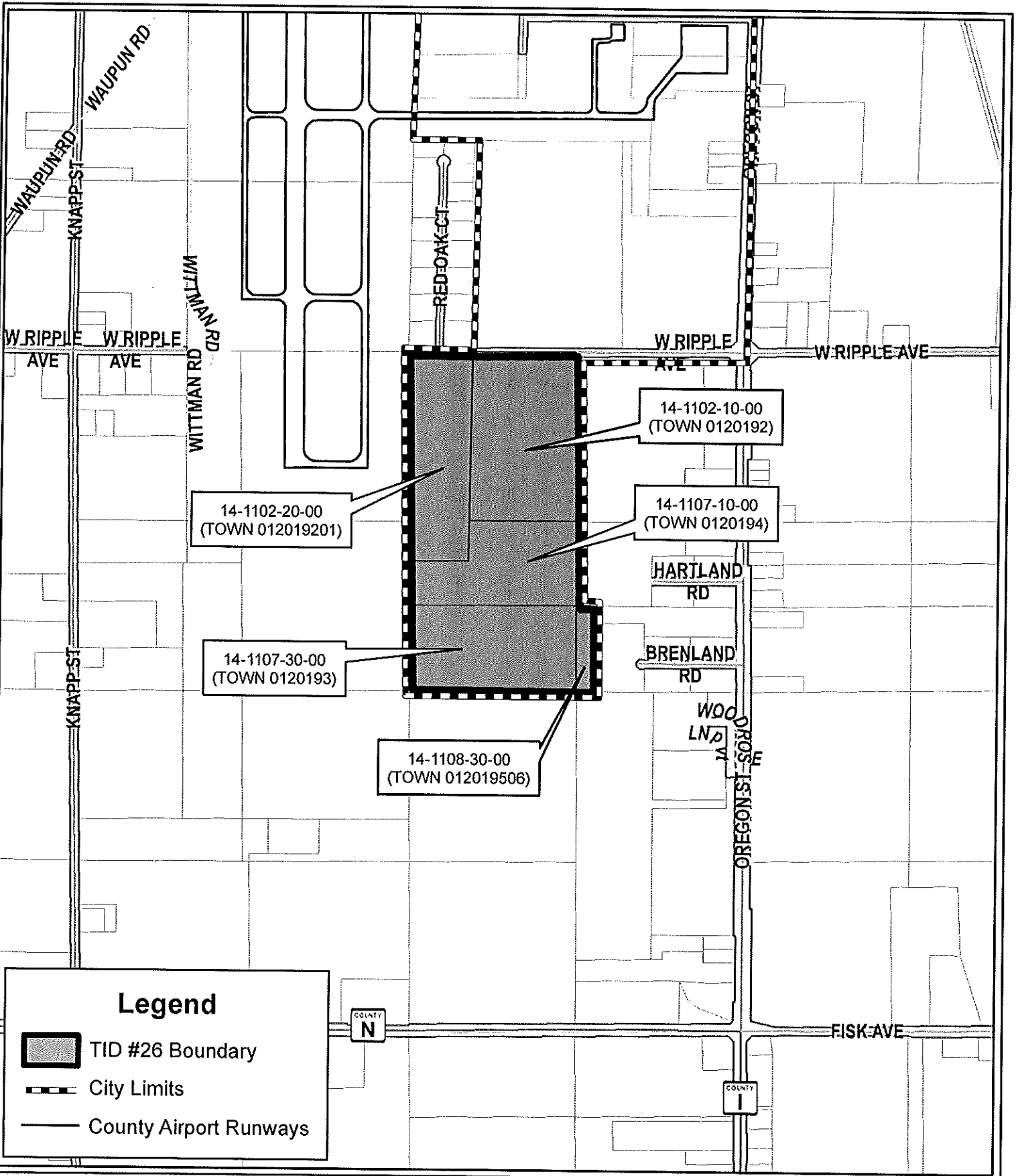
1 in = 0.19 mi  
1 in = 1,000 ft

Printing Date: 1/16/2013

Prepared by: City of Oshkosh, WI



**OSHKOSH**  
ON THE WATER



**Legend**

- TID #26 Boundary
- City Limits
- County Airport Runways

# TID #26 Parcel Identification

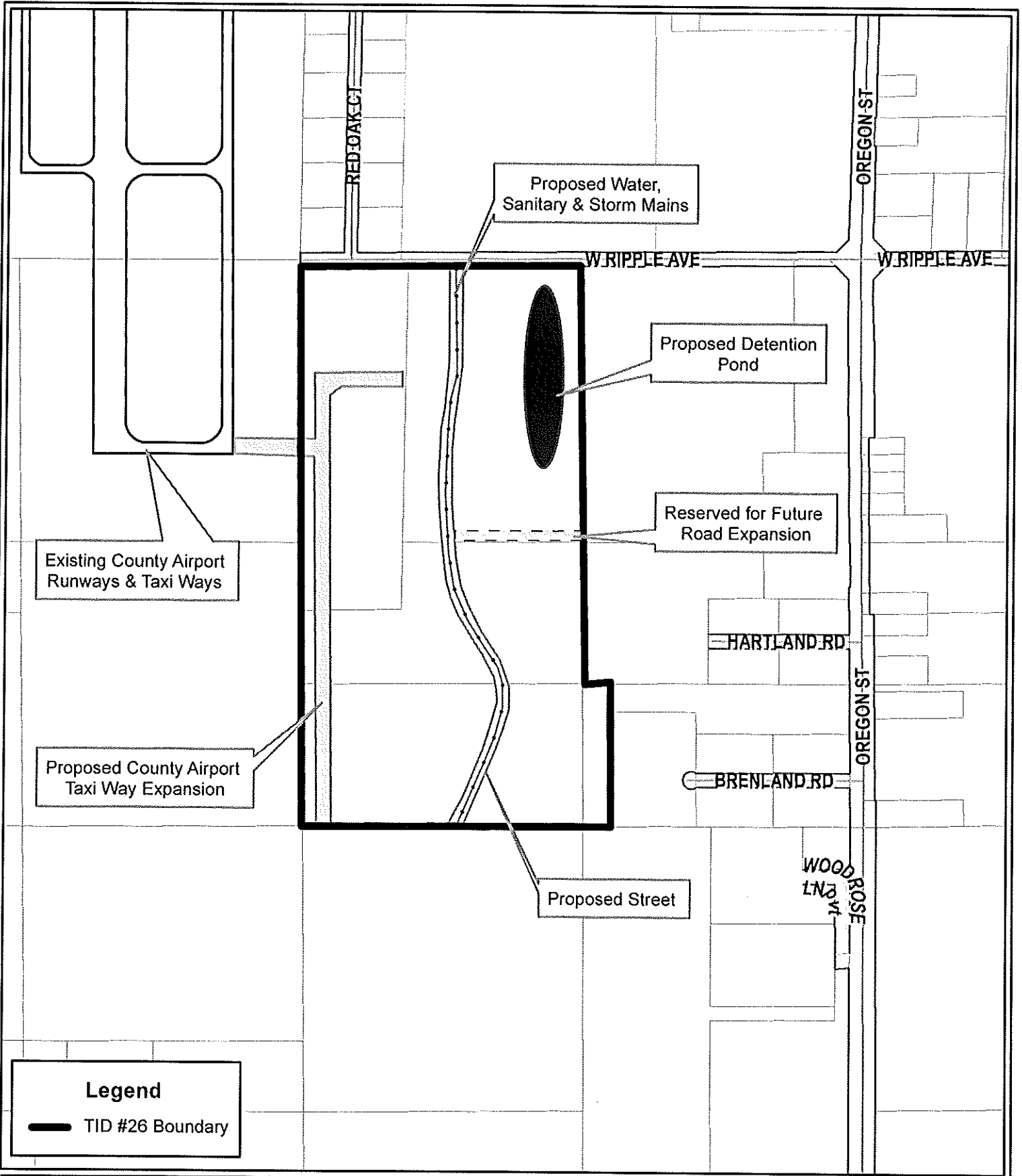
The City of Oshkosh creates and maintains GIS maps and data for its own use. They may show the approximate relative location of property, boundaries and other feature from a variety of sources. These map(s)/datasets are provided for information purposes only and may not be sufficient or appropriate for legal, engineering, or surveying purposes. They are provided "AS-IS" without warranties of any kind and the City of Oshkosh assumes no liability for use or misuse.



1 in = 0.19 mi  
1 in = 1,000 ft

Printing Date: 1/22/2013  
Prepared by: City of Oshkosh, WI





**Legend**

— TID #26 Boundary

## TID #26 Proposed Improvements

The City of Oshkosh creates and maintains GIS maps and data for its own use. They may show the approximate relative location of property, boundaries and other feature from a variety of sources. These map(s)/datasets are provided for information purposes only and may not be sufficient or appropriate for legal, engineering, or surveying purposes. They are provided "AS-IS" without warranties of any kind and the City of Oshkosh assumes no liability for use or misuse.

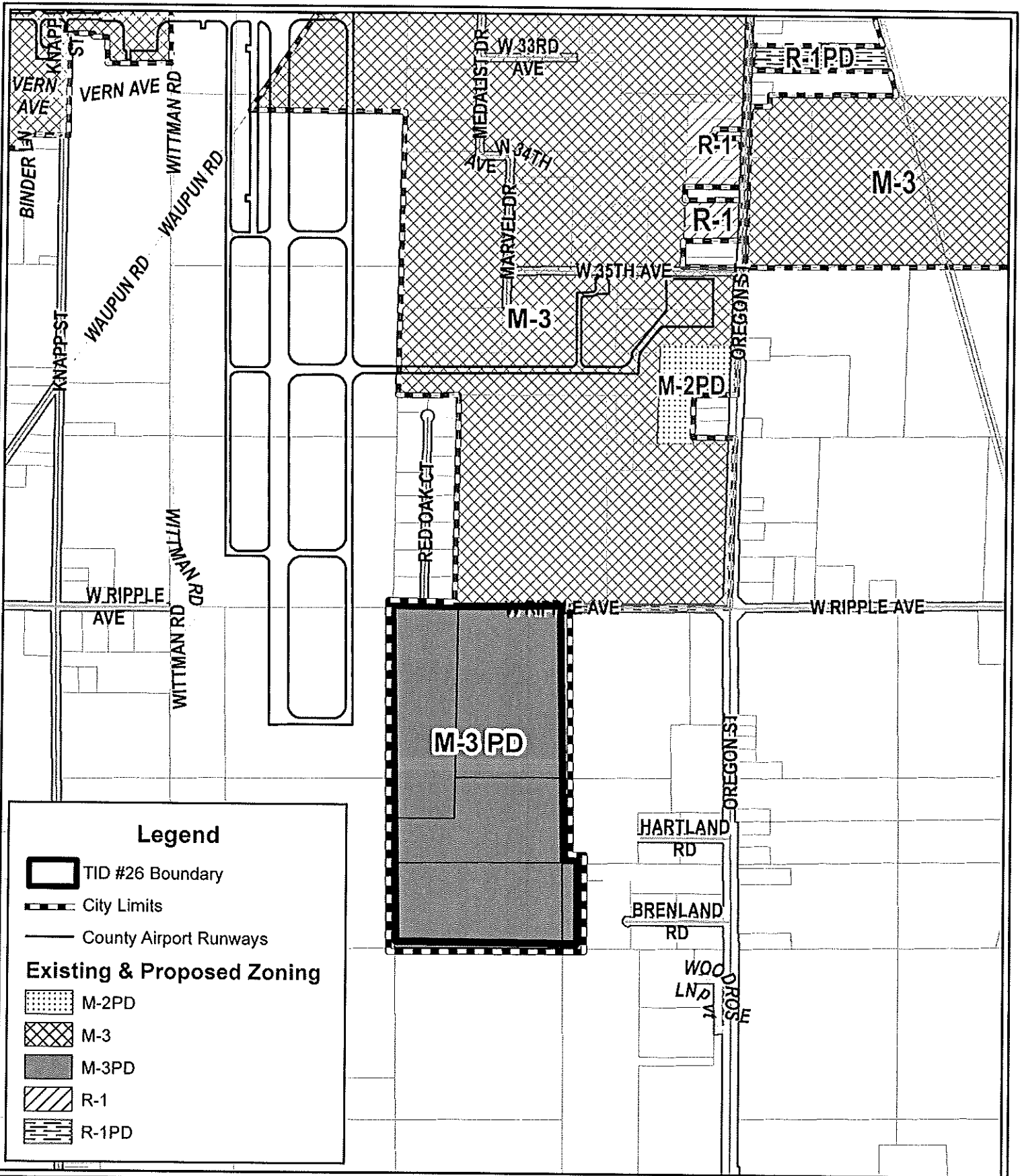


1 in = 0.11 mi  
1 in = 600 ft

Printing Date: 1/22/2013  
Prepared by: City of Oshkosh, WI



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ON THE WATER



**Legend**

TID #26 Boundary

City Limits

County Airport Runways

**Existing & Proposed Zoning**

M-2PD

M-3

M-3PD

R-1

R-1PD

**TID #26 Existing & Proposed Zoning**

The City of Oshkosh creates and maintains GIS maps and data for its own use. They may show the approximate relative location of property, boundaries and other feature from a variety of sources. These map(s)/datasets are provided for information purposes only and may not be sufficient or appropriate for legal, engineering, or surveying purposes. They are provided "AS-IS" without warranties of any kind and the City of Oshkosh assumes no liability for use or misuse.



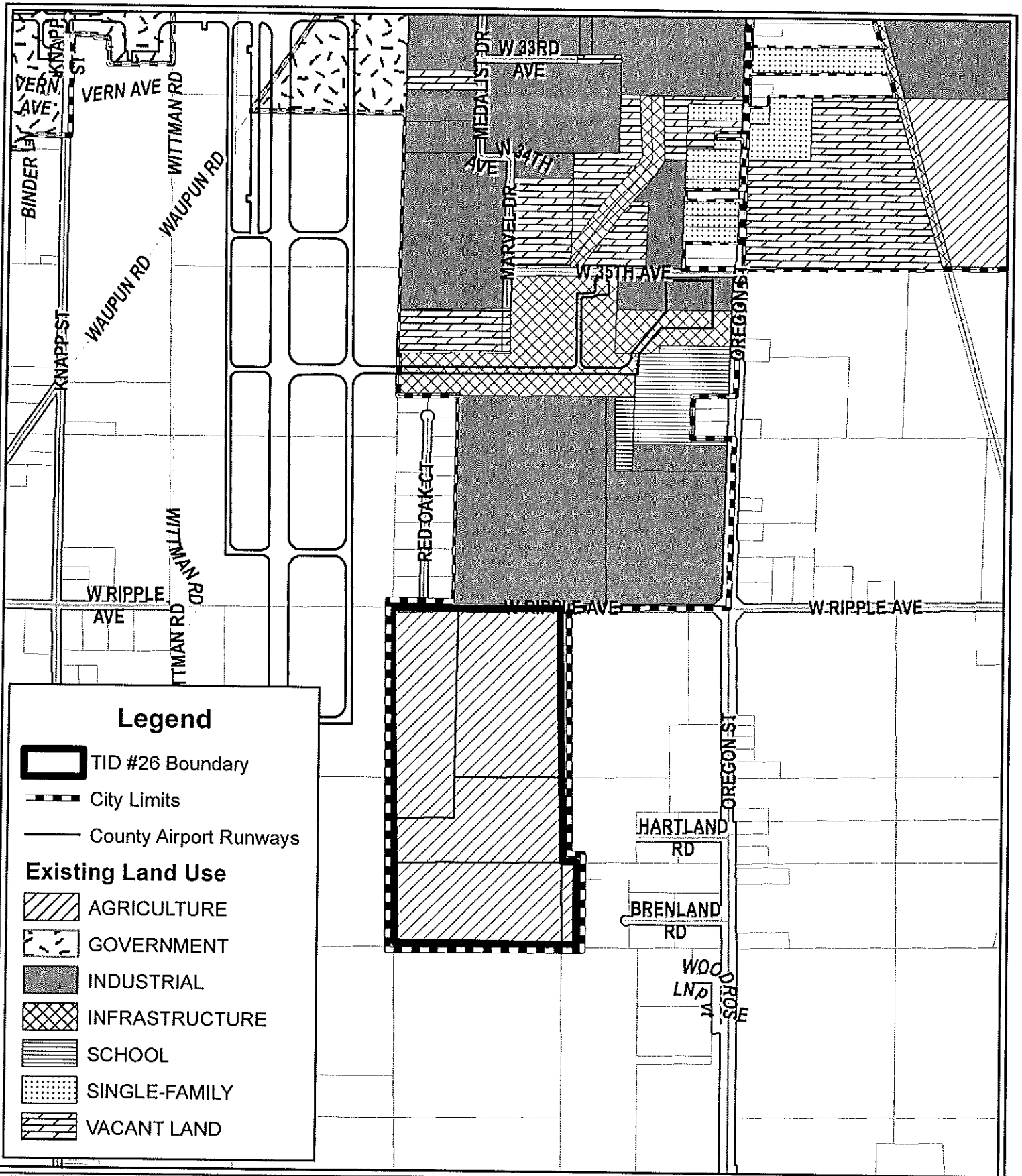
1 in = 0.19 mi  
1 in = 1,000 ft

Printing Date: 1/16/2013

Prepared by: City of Oshkosh, WI



**OSHKOSH**  
ON THE WATER



## TID #26 Existing Land Use

The City of Oshkosh creates and maintains GIS maps and data for its own use. They may show the approximate relative location of property, boundaries and other feature from a variety of sources. These map(s)/datasets are provided for information purposes only and may not be sufficient or appropriate for legal, engineering, or surveying purposes. They are provided "AS-IS" without warranties of any kind and the City of Oshkosh assumes no liability for use or misuse.



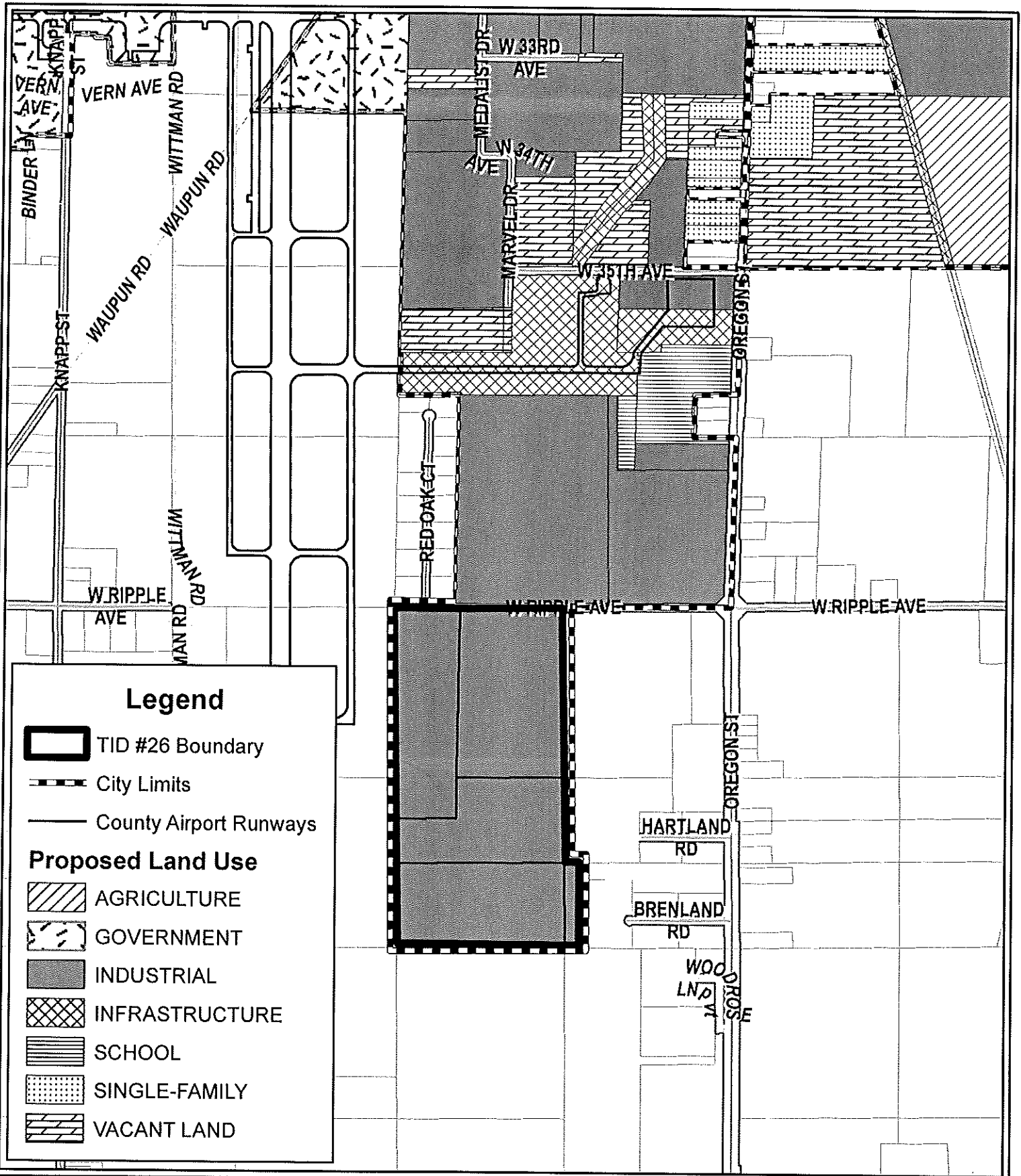
1 in = 0.19 mi  
1 in = 1,000 ft

Printing Date: 1/16/2013

Prepared by: City of Oshkosh, WI



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ON THE WATER



# TID #26 Proposed Land Use

The City of Oshkosh creates and maintains GIS maps and data for its own use. They may show the approximate relative location of property, boundaries and other feature from a variety of sources. These map(s)/datasets are provided for information purposes only and may not be sufficient or appropriate for legal, engineering, or surveying purposes. They are provided "AS-IS" without warranties of any kind and the City of Oshkosh assumes no liability for use or misuse.

N  
 1 in = 0.19 mi  
 1 in = 1,000 ft

Printing Date: 1/16/2013  
 Prepared by: City of Oshkosh, WI



Appendix D  
Notice of Public Hearing

NOTICE OF PUBLIC HEARING  
BEFORE THE CITY OF OSHKOSH PLAN COMMISSION

Tuesday, February 5, 2013  
4:00 pm, Room 404  
City Hall, Oshkosh, WI

The Plan Commission will hear public comments on the designation of boundaries and Project Plan for a proposed Tax Incremental District # 26 Aviation Business Park. The primary purpose in creating the district is to promote industrial development within the district.

The District is generally located on the southeast side of the City of Oshkosh; south of West Ripple Avenue, north of County Road "N"/Fisk Avenue, west of County Trunk Highway "I"/Oregon Street and east of Knapp Street.

Interested persons are encouraged to attend. The draft Project Plan will be available for review on or about January 25, 2013. For information, call the City of Oshkosh Planning Services Division at 920-236-5059 between 8:00 am – 4:30 pm, Monday thru Friday.

PUBLISHED: JAN. 25 & 28, 2013



Appendix E  
Attorney's Opinion

CITY HALL  
215 Church Avenue  
P.O. Box 1130  
Oshkosh, Wisconsin  
54903-1130

City of Oshkosh



City Attorney's Office  
Phone: (920) 236-5115  
Fax: (920) 236-5106  
<http://www.ci.oshkosh.wi.us>

January 30, 2013

Darryn Burich  
Director of Planning Services  
City of Oshkosh  
215 Church Avenue  
Oshkosh, WI 54903-1130

Dear Mr. Burich:

I have reviewed the project plan for City of Oshkosh Tax Increment District # 26 Aviation Business Park, pursuant to Section 66.1105(4)(f) of Wisconsin Statutes. I find that the plan includes a statement listing the kind, number, and location of proposed public improvements. It includes an economic feasibility study, a detailed list of estimated project costs, and a description of the method of financing all estimated project costs, and the time when the costs are to be incurred. The plan contains maps of existing and proposed uses and zoning of the real property in the district and a map showing proposed improvements in the district. The plan further shows that the district will promote the orderly development within the City, which is consistent with the City's Comprehensive Plan (Master Plan), building codes and other city ordinances in relation to project elements and indicates that there are no proposed changes to the Comprehensive Plan, zoning or other ordinances expected as a result of the creation of this District.

Upon adoption of the project plan by the Plan Commission and their submission to the City Council, all requirements of Section 66.1105(4)(f), Wisconsin Statutes, shall be complete and it is, therefore, my opinion that the project plan attached hereto is complete and complies with Sec. 66.1105, Wis. Stats.

Sincerely,  
CITY OF OSHKOSH

Lynn A. Lorensen  
City Attorney

LL/cm



## Appendix F

### Section 30-30 Zoning Ordinance M-3 General Industrial District Provisions

**SECTION 30-30 M-3 GENERAL INDUSTRIAL DISTRICT****(A) Permitted Uses**

- (1) Uses permitted in the M-1 Light Industrial District, unless otherwise provided in this Chapter.
- (2) The open storage of any materials, other than those associated with auto wrecking, junk yards, and similar storage of salvage operations.
- (3) Structures or land may be used for any purpose, except the following:
  - (a) Residential, educational, or institutional uses.
  - (b) Uses in conflict with any laws of the State of Wisconsin or any Ordinances of the City governing nuisances.

**(4) Conditional Uses:**

- Acid manufacture
- Asphalt/concrete batch plant
- Automobile service facility
- Cement, lime, gypsum, or plaster of paris manufacture
- Day care center
- Explosive manufacture or storage
- Extraction of sand, gravel, and other raw materials
- Fat rendering
- Fertilizer manufacture
- Garbage, rubbish, offal or dead animal reduction or dumping
- Glue manufacture
- Hotel/motel directional signs
- Junk yard
- Land-based, outdoor motor vehicle racing or test tracks. Motor vehicle as defined in Section 340.01(35), Wis. Stats., including snowmobiles.
- Oil drilling, development, and refining operations
- Petroleum refining
- Public utility structure
- Railroad yard
- Restaurant with drive-up or drive-thru
- Slaughterhouse
- Smelting of tin, copper, zinc, or iron ores
- Stockyard
- Tannery
- Vocational school

An application for a conditional use permit shall not be approved unless it complies with the conditions and standards set forth in Section 30-11 Conditional Use Permits.

**(B) Standards - All Structures**

The following standards shall apply to development undertaken in this district, unless modified by the application of provisions in Section 30-33 Planned Development Districts, or unless more restrictive standards apply per Section 30-35 Additional Standards and Exceptions.

- (1) Front Yard Setback: Thirty (30) feet minimum.
- (2) Side Yard Setback: Twenty (20) feet minimum, except when adjacent to a residential district/use, the minimum setback is fifty (50) feet.
- (3) Rear Yard Setback: Twenty-five (25) feet minimum, except when adjacent to a residential district/use, the minimum setback is fifty (50) feet.
- (4) Lot Width: One hundred fifty (150) feet minimum.
- (5) Lot Size: One (1) acre minimum.
- (6) Off-Street Parking: In accordance with Section 30-36 Off-Street Parking and Loading Facilities.
- (7) The open storage of any materials, other than those associated with auto wrecking, junk yards, and similar storage of salvage operations, are allowed in areas surrounded, at minimum, by a solid fence not less than six (6) feet in height.
- (8) Existing Uses and Structures: Uses and structures in this District that were conforming prior to the effective date of this Ordinance will remain conforming upon adoption of this Ordinance. New standards effective upon adoption of this Ordinance shall be applied to building additions/expansions and new development under building permits issued after the effective date of this Ordinance.

## Appendix G

### Plan Commission/Public Hearing Minutes

## EXCERPT- PLAN COMMISSION MINUTES

February 5, 2013

PRESENT: David Borsuk, Ed Bowen, Jeffrey Thoms, Thomas Fojtik, John Hinz, Steve Cummings, Kathleen Propp, Donna Lohry, Robert Vajgrt, Karl Nollenberger

EXCUSED: none

STAFF: Darryn Burich, Director of Planning Services; David Buck, Principal Planner; Steve Gohde, Assistant Director of Public Works; Allen Davis, Director of Community Development; Steven Schwoerer, City Assessor; Deborah Foland, Recording Secretary

### III. PUBLIC HEARING ON PROPOSED CREATION OF TAX INCREMENT DISTRICT #26 AVIATION BUSINESS PARK: DESIGNATION OF BOUNDARIES AND APPROVAL OF PROJECT PLAN

TID #26 is being proposed to facilitate the creation of a new industrial park on the City's southeast side adjacent to Wittman Regional Airport. The new 82 acre industrial park will be named the Aviation Business Park with the intent of marketing the park for aviation related industry due to proximity and direct access to the airport facility.

The Project Plan includes a statement listing the kind, number, and location of proposed improvements. It contains an economic feasibility study, a detailed list of estimated project costs and timing of those costs as well as a method of financing. The Project Plan identifies various district costs with the majority of costs going into physical development of public infrastructure within the park estimated at approximately \$4.5 million.

*Mr. Cummings left at 4:55 pm.*

Mr. Buck presented the item and reviewed the site and surrounding area and the details of the project plan. He described how the public improvements would be handled and reviewed the site plan for the proposed business park. He stated that the land use was consistent with the Comprehensive Plan and discussed the job creation that would be generated due to the development of the industrial park.

Mr. Borsuk inquired what the area was designated for as far as land use in the Comprehensive Plan.

Mr. Burich responded that the area was designated for manufacturing use from the area of the proposed industrial park and to the south with the only residential area being located to the east. This was reflected in the current and previous Comprehensive Plans.

Mr. Borsuk commented that the area had been designated for manufacturing use since the 1990's.

Mr. Thoms questioned if anything had changed since the 90's that would cause concerns such as limitations on height of buildings near the airport.

Mr. Burich indicated that it was rated as an Air Three zone and prohibited new residential uses in this area however height limitations were not significant.

Mr. Fojtik inquired what type of uses would be allowed in the district.

Mr. Buck responded that the district would have an M-3 General Industrial District zoning classification with a planned development overlay.

Mr. Fojtik questioned if the area would be limited to airport industry uses only.

Mr. Burich replied that it would not and that it may develop slower than normal industrial parks however there is a demand and necessity for industrial lands adjacent to the airport.

Mr. Thoms commented that he thought it sounded similar to a deal that Winnebago County recently turned down.

Mr. Burich indicated that the land area is being brought into the city and will be going to the Common Council for action on annexation at their next meeting.

Mr. Thoms questioned if the access for the runway would be going through County property.

Mr. Burich responded affirmatively.

Ms. Propp commented that the numbers in the project plan were smaller than she anticipated.

Mr. Burich indicated that it was due to the fact that the land was valued as agricultural lands and thus significantly reduced in value to this agricultural use exemption.

Mr. Bowen commented that Red Oak Court was a residential island in the Town of Nekimi and questioned if the approval for this subdivision came through the extraterritorial process of review.

Mr. Burich replied that he did not know as it was developed prior to his employment with the City but it could not be replicated now as the recommended land use plans for the area surrounding it are manufacturing uses only.

Mr. Bowen commented that we should be sensitive to the property values of the residential uses in this area and could consider relocating the detention basin planned for the industrial park as well as being aware of the residential uses when developing the park.

Mr. Fojtik opened the public hearing for comment at 5:07 pm.

John Terzynski, Red Oak Court, stated that when he purchased his property he was concerned with good neighbors and he felt the detention basin should be turned to buffer the residents on Red Oak Court. He further stated that homes were built and lot layouts were changed afterward and the City has created a residential island in this area. He was looking for neighbors who will respect their properties and property values and the industrial park will not be attractive and he would like to see large buffers protecting their residences. The City is moving into their neighborhood and pushing too much into this area and heavy industrial uses without restrictions are not good for the residents on Red Oak Court. He felt that bike paths and sidewalks should be installed with green space as a component. He voiced his concerns with more traffic in their neighborhood and commented on the number of business buildings that existed within the city that are unoccupied.

Larry Last, 3827 Red Oak Court, questioned if the city has purchased the property and stated that an aviation park is not a good business venture at this time. He also questioned if the property has been



annexed into the city and suggested that more research be done on it. He stated his concerns with what kind of provisions would be made to mitigate noise and garbage issues, etc. and that it would change their rural lifestyle. The airport was there when he bought his house but he felt their residential uses needed some protection.

*Mr. Bowen left at 5:18 pm.*

Allen Davis, Director of Community Development, stated that the City and County have accepted offers which would be proceeding to the Common Council at the end of February or the beginning of March and the annexation of the lands was in progress now.

William Schumacher, 253 Brenland Road, stated that he built his house 25 years ago when the area was rural and he moved out there to get away from the noise, flooding, and other problems in the city. He felt the plans coming about now were frustrating and questioned where the road coming off of Oregon Street extending to the west would be located.

Mr. Buck responded that the road would be going through an area that is currently farm land.

Mr. Schumacher then stated he had concerns with being annexed into the city.

Mr. Burich explained the process of attachments according to the boundary agreement with the City and the Town of Nekimi which entails a ten year delay to attach a property to the City when 70% of the surrounding lands are within the City for certain sections of the Town.

Mr. Schumacher commented that there were water problems in this area and displayed the area on the map where the water flowed when flooding occurred. He questioned if it will go into the detention basin in the proposed industrial park and if it will be capable of containing it. He also voiced his concerns with noise, lights, and traffic issues and commented that he was disappointed in these developments. He felt the expansion area was disturbing and the layout for the perimeter of the airport had changed. He questioned if the City was going to buy out their properties to the east of the industrial park and felt that a berm could be considered to protect their residences. He also commented about his taxes going up and flooding concerns.

Mr. Davis indicated that the storm water would all be directed to the detention basin which will control the runoff and direct it toward Ripple Road therefore not flooding any neighboring properties. The planned development overlay zoning designation will allow development to be reviewed by the Plan Commission and Common Council at which time adjacent property owners concerns could be addressed.

Mr. Thoms inquired if any considerations were given to protect the housing subdivision.

Mr. Davis responded that the detention basin's location was based on the topography of the area and its planned location was the low point in said area.

Mr. Thoms also inquired if the industrial park gets planned as an overall property or is it reviewed and approved as each development comes in.

Mr. Davis replied that the City has no developments planned for the park at this time and the only improvements we are aware of are shown on the map. The detention basin needs to be located as far

as possible from the airport and the road is the only other improvement to be done by the City. There are no specifications on design or green space at this time.

Mr. Thoms felt that the City should look at laying out boundaries of the district rather than wait until development comes along to deal with it.

Ms. Lohry questioned what the distance was from the cul-de-sac on Brenland Road to the proposed industrial park.

Mr. Davis responded that the proposed industrial park would be approximately 1700 feet from Oregon Street therefore about 400 feet from the cul-de-sac.

Ms. Lohry commented that something needs to be done to provide a buffer area for the residential uses.

Mr. Davis replied that there is a well established tree line in this area as well as wetlands present on the site.

Mr. Hinz questioned if the County owns the land to the west of the proposed industrial park, how much input will the City have on it.

Mr. Davis indicated that the County would require the City's approval for a conditional use permit for proposed uses in this area.

Terry Wesenberg, south of Brenland Road, questioned who was going to maintain the property while waiting for it to be developed.

Mr. Burich responded that some industrial park land is typically leased for farming purposes before development occurs depending on the circumstances.

Marty Waite, 4601 Oregon Street, stated he owns property to the south of the proposed industrial park area and the water issues discussed previously extend to the south as well.

Sheree Zellner, 3669 Oregon Street, commented that the neighborhood used to be quiet and now they are surrounded by industrial uses and described some of the businesses located in the area. She further stated that the original aviation plan was to be utilized for aviation purposes however the industries that have moved into the area are not aviation related. She also voiced her concerns with traffic flow and Oregon Street going from four lanes to two lanes near their house and what is going to happen to the road situation with more traffic in the neighborhood. She felt there were safety issues to be addressed.

Bart Brouillette, 3891 Red Oak Court, stated that he had some of the same concerns as his neighbors and assumed their properties will be annexed into the city eventually.

Eric Dvorachek, 3843 Red Oak Court, stated that he did not receive a notice about the proposed TID district and that he heard about it from one of his neighbors. He commented that the city shouldn't wait until development happens to plan on being good neighbors.

Linda Schumacher, 253 Brenland Road, stated that she was concerned with the water flow from this development as flooding was an issue in this area and the factories and additional roadway will make the flooding issues worse. She questioned if the City would be paying for damages if her basement

floods and stated her concerns about her well. She also commented about the workers that would be employed at these establishments and where they would be going during lunch and if they would be trespassing on residential properties in the area. She felt that since there could be 1500 workers on this site, that safety issues should be a concern. She also commented that she didn't get a meeting notice regarding this either and she thought this area was to remain residential.

Mr. Fojtik closed the public hearing at 5:50 pm.

Mr. Thoms questioned if each development would be required to have detention basin facilities.

Mr. Burich responded that in industrial parks there is a regional detention basin that serves the entire park and runoff from each individual site need to be directed to the basin.

Mr. Thoms then questioned how we know if the basin is going to adequately handle all the storm water runoff from each site.

Mr. Gohde replied that an assumption is made based on the amount of buildable area and each development is allowed to pave areas based on a percentage of that and further described the process of how this is calculated.

Mr. Thoms commented that the Commission needs to look at if this is appropriate land use and not the financial end of this proposal but stated that he was disappointed by the way industrial parks are developed. He felt the City should strategically develop topography before properties are sold and developed as it would allow the development to flow better with the surrounding area. He also commented that he had issues with using a large amount of general obligation debt for this project.

Ms. Lohry questioned how the 80 acres of land in the proposed industrial park will be divided.

Mr. Burich responded that in most industrial parks the area is left as one large parcel until lots are sold for development.

Ms. Lohry then questioned if the City could make the area into a park while waiting for the area to be developed.

Mr. Burich indicated that this would add significant costs to the debt for this project and it is all site graded currently and engineering sites prior to development beginning would not be practical. The planned development overlay will help control what is developed on these lands and the basic perimeters are laid out only at this time.

Mr. Nollenberger commented that there could be design standards added for landscaping for proposed industrial parks.

Mr. Borsuk stated that the Commission should be considering if this is a good plan and if it is consistent with the City's Comprehensive Plan and there would be time to consider other details at a later date. The industrial park has covenants and could develop additional covenants if necessary and hopefully will have aviation industry business willing to develop these sites.

*Motion by Borsuk to approve Tax Increment District #26 Aviation Business Park designation of boundaries and approval of the project plan.*

*Seconded by Vajgrt. Motion carried 8-0.*

Mr. Hinz commented that the planned development overlay gives the city a lot of control over future development and approval of the boundaries and project plan for the district is basic planning at this point and new residential uses in this area is not an option near the airport.

Ms. Lohry stated that she would support this request with reservations as she felt it was time to start looking at plans with a more aesthetic view.

Mr. Thoms commented that staff needs to start taking things such as design standards into consideration regarding neighboring properties and the approval of the industrial park without more specific guidelines leaves most decisions for future Plan Commission members to undertake.

Mr. Fojtik stated that the Commission can look at other industrial park areas in the city when considering future development plans for this area.

There being no further business, the meeting adjourned at approximately 6:08 pm. (Vajgrt/Hinz)

Respectfully submitted,  
Darryn Burich  
Director of Planning Services

## Appendix H

### Common Council Creation Resolution

(CARRIED 7-0 LOST \_\_\_\_\_ LAID OVER \_\_\_\_\_ WITHDRAWN \_\_\_\_\_)

PURPOSE: APPROVE TAX INCREMENT DISTRICT NO. 26 PROJECT PLAN; DESIGNATE TAX INCREMENT DISTRICT NO. 26 BOUNDARIES; CREATE TAX INCREMENT DISTRICT NO. 26 AVIATION BUSINESS PARK

INITIATED BY: CITY ADMINISTRATION

PLAN COMMISSION RECOMMENDATION: Approved

WHEREAS, pursuant to Section 66.1105, Wis. Stats., the City of Oshkosh proposes to create Tax Increment District No. 26 Aviation Business Park; and

WHEREAS, the City of Oshkosh Plan Commission has prepared and adopted a project plan for Tax Increment District No. 26 Aviation Business Park, which:

- 1) Includes a statement listing the kind, number and location of all proposed public works or improvements within such District.
- 2) Contains an economic feasibility study.
- 3) Contains a detailed list of estimated project costs.
- 4) Contains a description of the methods of financing all estimated project costs and the time when such costs or monetary obligations related thereto are to be incurred.
- 5) Includes a map showing existing uses and conditions of real property in such District.
- 6) Includes a map showing proposed improvements and uses therein.
- 7) Contains a list of estimated non-project costs.
- 8) Contains a statement of a proposed method for the relocation of any person to be displaced.
- 9) Indicates how the creation of TID No. 26 promotes the orderly development of the City.
- 10) Contains an opinion of the City Attorney that the Plan complies with Section 66.1105(4)(f), Wis. Stats.

and

WHEREAS, the Plan Commission has held a public hearing on the creation of TID No. 26 and the proposed boundaries thereof and has notified the Chief Executive Officers of all local government entities having the power to levy taxes on property within the District, including the School Board of any school district which includes property within the District pursuant to Section 66.1105, Wis. Stats.; and

WHEREAS, the City of Oshkosh Plan Commission affirms the following per the TID No. 26 Project Plan:

- 1) The district is an industrial TID.
- 2) The improvements contemplated in TID #26 Aviation Business Park, are likely to significantly enhance the value of substantially all real property in TID #26.
- 3) Not less than 50% of the real property within TID #26 is suitable for industrial development and zoned for industrial uses.
- 4) Implementation of this Project Plan is consistent with the City's 2005 Comprehensive Plan and its associated amendments and additions.
- 5) Project costs associated with implementing this project plan are consistent with the purpose for which the District was created.
- 6) The equalized value of taxable property of the district plus all existing districts does not exceed 12% of the total equalized value of taxable property within the city.

NOW, THEREFORE, BE IT RESOLVED that the Common Council of the City of Oshkosh approves said Project Plan for Tax Incremental District No. 26 Aviation Business Park, pursuant to the provisions of Section 66.1105, Wis. Stats.

BE IT FURTHER RESOLVED that the Common Council of the City of Oshkosh hereby designates the boundaries of TID No. 26 as described in "Exhibit A".

BE IT FURTHER RESOLVED that the Common Council of the City of Oshkosh hereby approves creation of Tax Incremental Financing District No. 26 Aviation Business Park.

BE IT FURTHER RESOLVED that TID No. 26 is an industrial district.

BE IT FURTHER RESOLVED that the improvements contemplated in TID No. 26 Aviation Business Park, are likely to significantly enhance the value of all real property in TID No. 26.

BE IT FURTHER RESOLVED that the value of equalized, taxable property in TID No. 26, together with all other established Tax Incremental Districts, does not exceed 12% of the total equalized value of taxable property within the City of Oshkosh.

BE IT FURTHER RESOLVED that not less than 50% of the real property within TID #26 is suitable for industrial uses within the meaning of 66.1101, Wis. Stats., and has been zoned for industrial uses.

BE IT FURTHER RESOLVED that all property within TID #26 is zoned for industrial use and will remain zoned for industrial uses for the life of TID #26.

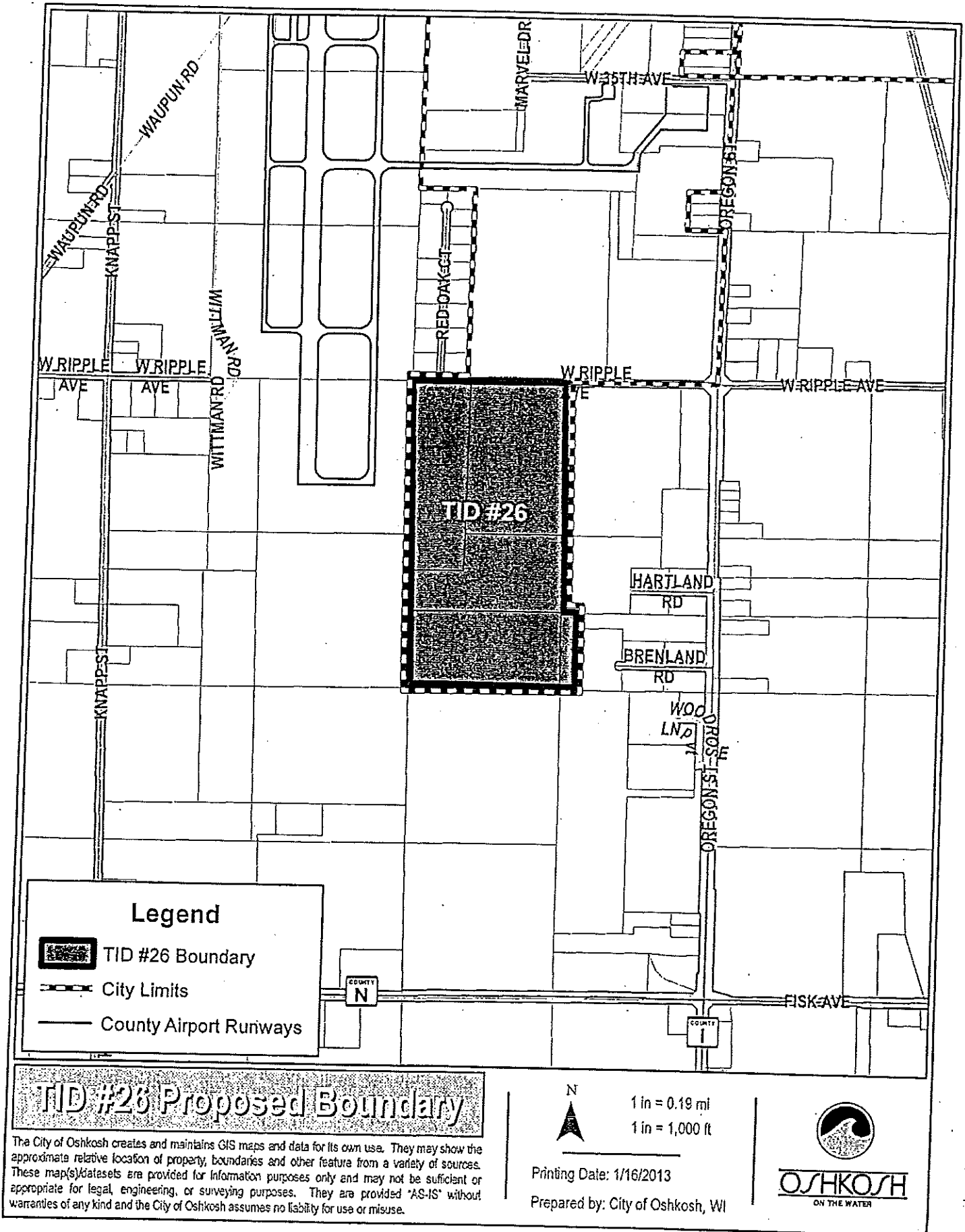
BE IT FURTHER RESOLVED that all property within TID #26 was not within the City boundaries on January 1, 2004 and said property was voluntarily attached to the City in 2013 pursuant to an adopted Cooperative Plan between the City and Town of Nekimi as set forth in Section 66.0307, Wis. Stats., and approved by the Wisconsin Department of Administration, that identifies areas within the Town of Nekimi as expansion areas to attach to the City of Oshkosh.

BE IT FURTHER RESOLVED that the project costs are consistent with the purposes for which the Tax Incremental District is created with the primary objective being to provide improvements necessary to facilitate the creation and development of an industrial park promoting aviation related industrial development within TID #26.






**"EXHIBIT A"**  
**TIF 26 AVIATION BUSINESS PARK**  
**LEGAL DESCRIPTION**

A PARCEL OF LAND CONTAINING ALL OF THE WEST ½ OF THE NORTHEAST ¼ AND PART OF THE SOUTHEAST ¼ OF THE NORTHEAST ¼ OF SECTION 11, TOWNSHIP 17 NORTH, RANGE 16 EAST, 14TH WARD, CITY OF OSHKOSH, WINNEBAGO COUNTY, WISCONSIN BOUNDED AND DESCRIBED AS FOLLOWS: BEGINNING AT THE NORTH ¼ CORNER OF SECTION 11, TOWNSHIP 17 NORTH, RANGE 16 EAST; THENCE SOUTH 89°27'34" EAST, 1,310.03 FEET ALONG THE NORTH LINE OF SAID QUARTER LINE; THENCE SOUTH 00°23'14" WEST, 1,979.99 FEET ALONG THE EAST LINE OF THE WEST ½ OF SAID NORTHEAST ¼; THENCE SOUTH 89°16'44" EAST, 112.87 FEET ALONG THE NORTH LINE OF THE SOUTH ½ OF THE SOUTHEAST ¼ OF THE NORTHEAST ¼; THENCE SOUTH 00°27'38" WEST, 660.11 FEET TO A POINT ON THE SOUTH LINE OF NORTHEAST ¼ OF SAID SECTION 11; THENCE NORTH 89°13'07" WEST, 1,419.40 FEET ALONG SAID SOUTH LINE OF NORTHEAST ¼ OF SAID SECTION 11 TO THE CENTER OF SAID SECTION 11; THENCE NORTH 00°19'43" EAST, 2,634.51 FEET ALONG THE WEST LINE OF THE NORTHEAST ¼ OF SAID SECTION 11 TO THE POINT OF BEGINNING. SAID PARCEL CONTAINS 3,525,537 SQUARE FEET OR 80.9352 ACRES, MORE OR LESS.




**Legend**

-  TID #26 Boundary
-  City Limits
-  County Airport Runways

**TID #26 Proposed Boundary**

The City of Oshkosh creates and maintains GIS maps and data for its own use. They may show the approximate relative location of property, boundaries and other feature from a variety of sources. These map(s)/datasets are provided for information purposes only and may not be sufficient or appropriate for legal, engineering, or surveying purposes. They are provided 'AS-IS' without warranties of any kind and the City of Oshkosh assumes no liability for use or misuse.

N  
  
 1 in = 0.19 mi  
 1 in = 1,000 ft

Printing Date: 1/16/2013  
 Prepared by: City of Oshkosh, WI



Appendix I  
Joint Review Board Approval

**Joint Review Board  
City of Oshkosh  
Resolution Approving Creation of  
Tax Incremental District No. 26**

**WHEREAS**, the City of Oshkosh seeks to create Tax Increment District No. 26 (Aviation Business Park, or “District”), and

**WHEREAS**, Wisconsin Statutes, Section 66.1105 requires that a Joint Review Board (City of Oshkosh Joint Review Board) shall convene to review the proposal, and

**WHEREAS**, the Board consists of one representative chosen by the School District (Oshkosh Area School District); one representative chosen by the Technical College District (Fox Valley Technical College); one representative chosen by the County (Winnebago); all of whom have the power to levy taxes on property within the District; and one representative chosen by the City (Oshkosh) and one public member, and

**WHEREAS**, the Board members were selected and the first Board meeting held within 14 days after the public hearing notice was published under Section 66.1105(4)(a) and (e), Wisconsin Statutes, and

**WHEREAS**, the Board has reviewed the public record, planning documents, and the minutes from the Plan Commission adopting the Project Plan, and the resolution passed by the Common Council approving the creation of the District under Section 66.1105(4)(gm), Wisconsin Statutes;

**NOW, THEREFORE, BE IT RESOLVED** by the Joint Review Board for Tax Incremental District No. 26 of the City of Oshkosh that:


- 1) TID No. 26 is an industrial district; and
- 2) Not less than 50 percent of the real property within the TID is suitable for industrial sites and has been zoned for industrial use; and
- 3) Improvement of the area is likely to significantly enhance the value of substantially all of the other real property in the district; and
- 4) The project costs relate directly to the promotion of industrial development, consistent with the purpose for which the tax incremental district is created; and
- 5) The equalized value of taxable property in TID #26 plus all existing Districts does not exceed 12% of the total equalized value of taxable property within the City; and
- 6) Any real property within the TID that is found suitable for industrial sites is zoned for industrial use and will remain zoned for industrial use for the life of the tax incremental district; and
- 7) The project plan is feasible and in conformity with the City’s Comprehensive Plan

BE IT FURTHER RESOLVED that the Board approves the creation of this District.

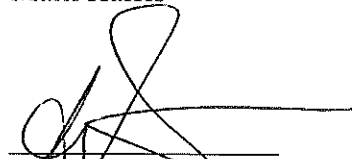
Approved and adopted this \_\_\_\_\_ day of \_\_\_\_\_, 2013.

Joint Review Board  
(signatures)

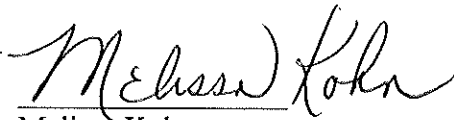
Representing

  
Mark Harris

Winnebago County

  
Allison Garner

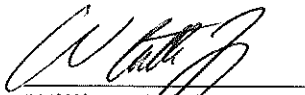
Oshkosh Area School District

  
Melissa Kohn

Fox Valley Technical College

  
Mark Rohloff

City of Oshkosh

  
William Castle

Public Member