

BUSINESS IMPROVEMENT DISTRICT NO. 49

Reed Street Yards

2015 OPERATING PLAN

c/o General Capital
6938 N. Santa Monica Blvd.
Milwaukee, Wisconsin 53217

Year 1 Operating Plan for Reed Street Yards
Business Improvement District

I. Introduction

In 1984, the Wisconsin Legislature created Sec. 66.1109 (formerly Sec. 66.608) of the Wisconsin Statutes (“BID Law”) enabling municipalities to establish a Business Improvement District (“BID”) upon the petition of at least one property owner within the proposed BID. The purpose of the law is “... *to allow businesses within those districts to develop, to manage and promote the districts and to establish an assessment method to fund these activities.*” (1983 Wisconsin Act 184, Section 1, legislative declaration)

The BID was approved in 2013 and became operational in 2014.

II. District Boundaries

Boundaries of the RSY BID are shown on the map in Appendix C of this Operating Plan. A listing of the properties included in the RSY BID is provided in Appendix B.

III. 2015 Operating Plan

A. Plan Objectives

A substantial portion of the property within the District is comprised of vacant land that is in the process of being improved for future redevelopment and revitalization pursuant to a Development Agreement among the City of Milwaukee, the Redevelopment Authority of the City of Milwaukee and Building 41, LLC (the "Development Agreement"). Among the improvements being undertaken pursuant to the Development Agreement are : (a) installation of a new dockwall along the Menomonee Canal; (b) installation of a publicly accessible river path; and (c) installation of stormwater retention/treatment facilities (the "Stormwater Facilities"). In addition, the Development Agreement contemplates that one or more parking structures may be erected within the District if sufficient future development occurs to generate a need and demand for such structure(s) (the "Parking Structures").

The objectives of the RSY BID include the following:

1. To provide a financing mechanism to fund the private share of the cost of the dockwall and river path improvements identified in the Development Agreement (collectively, the "River Improvements"). The private share will be loaned by the City to the RSY BID (the "Loan") and disbursed (along with funds from the City) to pay for the River Improvements. The RSY BID will repay the Loan over a term of 15 years at the City's cost of funds plus 1%. The RSY BID will obtain funds to repay the Loan by levying annual assessments against the properties located within the RSY BID in accordance with the assessment formula set forth herein. The first assessment for repayment of the Loan will occur in 2015.

2. To manage, maintain, repair and replace the River Improvements and the Stormwater Facilities. Owners of the land upon which the River Improvements and/or Stormwater Facilities are located may, at their option, convey the River Improvements and Stormwater Facilities to the District. If such owners exercise such option, the District shall accept ownership of the property conveyed to it. Whether or not any River Improvements or Stormwater Facilities are conveyed to the District, the District shall be responsible for managing, maintaining, repairing and replacing same (including procuring casualty and liability insurance). The costs incurred by the District in so doing shall be funded through the annual assessments levied by the District.

3. If and at such time as it becomes necessary to erect one or more of the Parking Structures, the District may be asked by one or more owners of real property within the District to finance, construct, own and operate the same. Provided that the owners of at least 50.1% of the real property located within the District consent in writing, the District shall proceed with the development and ownership of such Parking Structure(s) on such terms as are consented to by such owners.

B. Proposed 2014 Expenditures

| | |
|------------------------------------|-------------|
| <u>Revenue</u> | \$58,000.00 |
| <u>Expenses</u> | |
| Debt Service – Loan | \$33,000.00 |
| Maintenance and Operating Expenses | \$20,000.00 |
| Administrative Expenses | \$ 5,000.00 |

C. Financing Method

The proposed expenditures of the District will be financed from funds collected from the BID Assessments (as defined in Section IV.A). One hundred percent of the District budget will be raised through BID Assessments.

The District Board of Directors shall have the authority and responsibility to prioritize expenditures, and to revise the budget as necessary.

D. Organization of District Board

The Mayor appointed members to the District board ("Board"). The Board's primary responsibility will be implementation of this Operating Plan. This will require the board to negotiate with providers of services and materials to carry out the Operating Plan; to enter into various contracts; to monitor development activity; to periodically revise the Operating Plan; to ensure District compliance with the provisions of applicable statutes and regulations; and to make reimbursements for any overpayments of BID Assessments.

The BID Law requires that the board be composed of at least five members and that a majority of the board members be owners or occupants of property within the District.

It is recommended that the RSY BID board be structured and operate as follows:

1. Board Size – Five

2. Composition - At least three members shall be owners or occupants of property within the District. Any non-owner or non-occupant appointed to the board shall be a resident of the City of Milwaukee. The board shall elect its Chairperson from among its members.

3. Term - Appointments to the board shall be for a period of three years except that initially two members shall be appointed for a period of three years, two members shall be appointed for a period of two years, and one member shall be appointed for a period of one year.

4. Compensation – None

5. Meetings - All meetings of the board shall be governed by the Wisconsin Open Meetings Law.

6. Initial Board members are William Cobb, Peter Moede, Michael Weiss, Joseph Klein and Sigurd Strautmanis.

IV. Method of Assessment

A. Assessment Method

The general principle underlying the assessment methodology for the District is that each property should contribute to the annual expenses of the District in proportion to the benefits derived from the District. After due consideration, it is determined that annual assessments levied by the board against the properties within the District (the "BID Assessments") shall be governed by the following:

1. The BID Assessments will be levied against each property within the District in proportion to the current assessed value of each property for real property tax purposes. Thus, the amount of a BID Assessment against a particular property may change from year to year if that property's assessed value changes relative to other properties within the District. In addition, as properties are divided, additional parcels will be created thereby adding new assessable properties to the District.

2. Notwithstanding the foregoing, the maximum annual BID assessment that may be levied against each of the following properties shall not exceed \$5,000.00 per property:.

- (a) 606 West Oregon;
- (b) 615 West Oregon;
- (c) 720 West Oregon; and
- (d) 223 West Pittsburgh.

3. Appendix B shows the estimated 2014 BID Assessments for each property within the District.

4. The annual assessments under any Maintenance Agreements and Improvement Loans (as such terms are defined in Article IV.B., herein) shall be levied directly against the property benefited by such agreement or loan. The amount of such assessment shall match the actual annual costs of the District in providing services or funds; thus, the amount of the assessment will not vary as a result of changes in the benefited property's assessed value.

5. The BID Assessments for each year shall be calculated and fixed based upon the City of Milwaukee real property assessments as of June 1 of such year. No BID Assessment for a given year shall be modified for such year as a result of an increase or decrease in the assessed value of a property for such year that occurs after June 1 of the year in which such BID Assessment has been levied. However, as noted in subsection 1, above, the amount of some BID assessments levied against a particular property may change from year to year to the extent that the property's assessed value changes in relation to the assessed values of other properties within the BID.

B. Unique Assessment Categories and Methods

1. A property owner within the District may request that the District enter into an agreement with the property owner pursuant to which the BID shall be responsible for certain maintenance activities (such as cleaning, landscaping, watering of plants) on such owner's improvements (a "Maintenance Agreement") or request that the District make a loan to fund certain upgrades or modifications to the owner's property or improvements (an "Improvement Loan"). If the board agrees to enter into a Maintenance Agreement or to make an Improvement Loan, the maintenance costs and/or loan repayment shall be specially assessed directly against the property owners who have requested such services or received such loan.

2. Any improvements made by property owners within the District to their properties that will increase access to and use of the River Improvements will further the public purposes and objectives set forth in Article III.A. of this Operating Plan. Accordingly, future loans from the City may be available to or through the District for owners of property located within the District for improvements that enhance the use and enjoyment of the River Improvements. In the event such loans become available from the City, the District may lend such funds to individual property owners who shall repay such funds through special assessments incorporating such terms and conditions as the City requires.

C. Excluded and Exempt Property

The BID Law requires specific consideration of certain classes of property. In compliance with the law the following statements are provided:

1. State Statute 66.1109(1)(f)lm: The District may contain property used exclusively for manufacturing purposes, as well as properties used in part for manufacturing . These properties will be assessed according to the method set forth in this Operating Plan because it is assumed that they will benefit from development in the District.

2. State Statute 66.1109(5)(a): Property known to be used exclusively for residential purposes will not be assessed; such properties will be identified as Exempt Properties in Appendix B, as revised each year.

3. In accordance with the interpretation of the City Attorney regarding State Statute 66.1109(1)(b), property exempt from general real estate taxes at the time of creation of the District has been excluded from the District. (Such property may subsequently become part of the District at such time as it becomes taxable.) Privately owned, tax exempt property adjoining the District and which is expected to benefit from District activities may be asked to make a financial contribution to the District on a voluntary basis.

D. Prepayment and Acceleration of Assessments

1. Any property owner within the District shall be entitled to prepay at any time either: (a) the then outstanding principal portion (together with accrued interest) of the portion of the BID Assessment allocable to the Loan that is allocable to such owner's property (with such allocation to be determined by the board); or (b) as to a recipient of an Improvement Loan, the principal amount (together with accrued interest) of the Improvement Loan. For administrative convenience, no partial prepayments shall be permitted. Any interested property owner may make a written request to the board for a statement of the outstanding principal portion (together with accrued interest) of the Loan allocable to such property. Upon receipt from a property owner of payment of all principal and accrued interest for either category of assessments identified above, the board shall prepare and deliver to the respective property owner a written confirmation of payment and satisfaction of assessment in recordable form. The released property shall continue to be assessed for District operating expenses and for any subsequent expenses (capital or otherwise) incurred by the board pursuant to future operating plans.

2. The entire outstanding principal portion (together with accrued interest) of the Loan allocable to a particular property (as determined by the board) and, if applicable, the entire outstanding principal amount (together with accrued interest) of any separate assessment allocable to a particular property shall become immediately due and payable in full in either of the following events: (a) if the particular property or any portion thereof becomes wholly residential such that the property in its entirety or any portion thereof would not be assessable under subsequent operating plans pursuant to Chapter 66.1109, Wis. Stat.; or (b) if the particular property becomes exempt from general real estate taxes. If either of such accelerated assessments is not paid in full within 15 days following the event giving rise to such acceleration, the board may commence any action it deems appropriate to collect same, including initiation of proceedings to foreclose the statutory lien securing such assessments.

V. Relationship to Milwaukee Comprehensive Plan and Orderly Development of the City

A. City Plans

In February 1978, Common Council of the City of Milwaukee adopted the Preservation Policy as the policy basis for its Comprehensive Plan and as a guide for its planning, programming, and budgeting decisions. The Common Council reaffirmed and expanded the Preservation Policy in Resolution File Number 881978, adopted January 24, 1989.

The Preservation Policy emphasizes maintaining Milwaukee's present housing, jobs, neighborhoods, services, and tax base rather than passively accepting loss of jobs and population, or emphasizing massive new development. In its January 1989 reaffirmation of the policy, the Common Council gave new emphasis to forging new public and private partnerships as a means to accomplish preservation.

The District is a means of formalizing and funding the public-private partnership between the City and property owners in the Reed Street business area and for furthering redevelopment in that portion of the City of Milwaukee. Therefore, it is fully consistent with City's Comprehensive Plan Preservation Policy.

B. City Role In District Operations

The City of Milwaukee has committed to helping private property owners in the District to promote its development. To this end, the City of Milwaukee has played a significant role in the creation of the District, and intends to assist in the implementation of the Operating Plan. In particular, the City of Milwaukee will:

1. Provide assistance as appropriate to the board;
2. Monitor and, when appropriate, apply for outside funding which could be used in support of the District;
3. Collect BID Assessments and maintain them in a segregated account; Disburse all funds of the District, no earlier than January 31, 2014 and no later than March 31, 2014. Disbursement of the full amount assessed by the District shall be made without reference to the amount of assessments collected by the City by the date of disbursement;
4. Receive annual audits as required per Wis. Stats. Sec. 66.1109(3)(c).
5. Provide the board through the Assessor's Office on or before June 1 of each plan year with the official City of Milwaukee records on the assessed value of each tax key number within the District as of January 1 of each plan year and provide an update immediately prior to preparation of tax bills for purpose of calculating the actual BID Assessments for the following plan year; and

6. Encourage the State of Wisconsin, County of Milwaukee and other units of government to support the activities of the District.

The presentation of this Operating Plan to the City of Milwaukee shall be deemed a standing order of the board under Sec. 66.1109(4) Wis. Stats. to disburse the BID Assessments without necessity of an additional disbursement agreement, disbursement method or accounting method. Budget authority made under this plan shall be shown in the City's budget as a line item.

VI. Plan Approval Process

A. Public Review Process

The BID Law establishes a specific process for reviewing and approving proposed districts. Pursuant to the statutory requirements, the following process was followed:

1. The Milwaukee City Plan Commission will review the proposed District boundaries and proposed Operating Plan and will then set a date for a formal public hearing.
2. The City Plan Commission will send, by certified mail, a public hearing notice and a copy of the proposed Operating Plan to all owners of real property within the proposed District. In addition a Class 2 notice of the public hearing will be published in a local newspaper of general circulation.
3. The City Plan Commission will hold a public hearing, will approve or disapprove the Operating Plan, and will report its action to the Common Council.
4. The Economic Development Committee of the Common Council will review the proposed Operating Plan at a public meeting and will make a recommendation to the full Common Council.
5. The Common Council will act on the proposed Operating Plan.
6. If adopted by the Common Council, the proposed Operating Plan will be sent to the Mayor for his approval.
7. If approved by the Mayor, the District will be created and the Mayor will appoint members to the district board established to implement the Operating Plan.

B. Petition against Creation of the BID

The City may not create the District if, within 30 days of the City Plan Commission's hearing, a petition is filed with the City containing signatures of:

Owners of property to be assessed under the proposed initial Operating Plan having a valuation equal to more than 40% of the valuation of all property to be assessed under the

proposed initial Operating Plan, using the method of valuation specified in the proposed initial Operating Plan; or

Owners of property to be assessed under the proposed initial Operating Plan having an assessed valuation equal to more than 40% of the assessed valuation of all property to be assessed under the proposed Operating Plan.

VI. Future Year Operating Plans

A. Phased Development

It is possible that the board will revise the Operating Plan in a given year in response to conditions and/or opportunities and needs within the District.

Section 66.1109 (3) (a) of the BID Law requires the board and the City to annually review and make changes as appropriate in the Operating Plan. Greater detail about subsequent year's activities will be provided in the required annual Operating Plan updates, and approval by the Common Council of such Operating Plan updates shall be conclusive evidence of compliance with this Operating Plan and the BID Law.

B. Amendment, Severability and Expansion

The District created under authority of the BID Law. Should any court subsequently find any portion of this BID Law to be invalid or unconstitutional its decision will not invalidate or terminate the District and this Operating Plan shall be amended to conform to the BID Law without need of reestablishment.

Should the legislature amend the BID Law to narrow or broaden the process of a business improvement district so as to exclude or include as assessable properties a certain class or classes of properties, then this Operating Plan may be amended by the Common Council of the City of Milwaukee as and when it conducts its annual Operating Plan approval and without necessity to undertake any other act. This is specifically authorized under Section 66.1109(3)(b).

VII. Contracting with District

Any contracting with the District shall be exempt from the requirements of Sec 62.15, Wis. Stats. because such contracts shall not be for the construction of improvements or provision of materials. If the District does contract for the construction of improvements or provisions of material, it shall follow the requirements of such statutes to the extent applicable. Further, the annual accounting required under Sec 66.1109(3)(c) Wis. Stats., shall be deemed to fulfill the requirements of Sec 62.15 (14) Wis. Stats. The board and the City of Milwaukee shall comply with applicable law before the City inserts assessments for this Operating Plan onto the tax bills for the parcels assessed there under, only to the extent required by law, to create a lien on the parcels assessed.

APPENDICES

- A. STATE STATUTE
- B. ESTIMATED 2014 ASSESSMENTS
- C. PROPOSED DISTRICT BOUNDARIES

APPENDIX "A"
BID STATUTE

WEST'S WISCONSIN STATUTES ANNOTATED MUNICIPALITIES
SUBCHAPTER XI. DEVELOPMENT

Current through 2003 Act 28, published 6/2/03

66.1109. Business improvement districts

(1) In this section:

(a) "Board" means a business improvement district board appointed under sub. (3)(a).

(b) "Business improvement district" means an area within a municipality consisting of contiguous parcels and may include railroad rights-of-way, rivers, or highways continuously bounded by the parcels on at least one side, and shall include parcels that are contiguous to the district but that were not included in the original or amended boundaries of the district because the parcels were tax-exempt when the boundaries were determined and such parcels became taxable after the original or amended boundaries of the district were determined.

(c) "Chief executive officer" means a mayor, city manager, village president or town chairperson.

(d) "Local legislative body" means a common council, village board of trustees or town board of supervisors.

(e) "Municipality" means a city, village or town.

(f) "Operating plan" means a plan adopted or amended under this section for the development, redevelopment, maintenance, operation and promotion of a business improvement district, including all of the following:

1. The special assessment method applicable to the business improvement district.

1m. whether real property used exclusively for manufacturing purposes will be specially assessed.

2. The kind, number and location of all proposed expenditures within the business improvement district.

3. A description of the methods of financing all estimated expenditures and the time when related costs will be incurred.

4. A description of how the creation of the business improvement district promotes the orderly development of the municipality, including its relationship to any municipal master plan.

5. A legal opinion that subds. 1 to 4 have been complied with.

(g) "Planning commission" means a plan commission under s. 62.23, or if none a board of public land commissioners, or if none a planning committee of the local legislative body.

(2) A municipality may create a business improvement district and adopt its operating plan if all of the following are met:

(a) An owner of real property used for commercial purposes and located in the proposed business improvement district designated under par. (b) has petitioned the municipality for creation of a business improvement district.

(b) The planning commission has designated a proposed business improvement district and adopted its proposed initial operating plan.

(c) At least 30 days before creation of the business improvement district and adoption of its initial operating plan by the municipality, the planning commission has held a public hearing on its proposed business improvement district and initial operating plan. Notice of the hearing shall be published as a class 2 notices under ch. 985. Before publication, a copy of the notice together with a copy of the proposed initial operating plan and a copy of a detail map showing the boundaries of the proposed business improvement district shall be sent by certified mail to all owners of real property within the proposed business improvement district. The notice shall state the boundaries of the proposed business improvement district and shall indicate that copies of the proposed initial operating plan are available from the planning commission on request.

(d) Within 30 days after the hearing under par. (c), the owners of property to be assessed under the proposed initial operating plan having a valuation equal to more than 40% of the valuation of all property to be assessed under the proposed initial operating plan, using the method of valuation specified in the proposed initial operating plan, or the owners of property to be assessed under the proposed initial operating plan having an assessed valuation equal to more than 40% of the assessed valuation of all property to be assessed under the proposed initial operating plan, have not filed a petition with the planning commission protesting the proposed business improvement district or its proposed initial operating plan.

(e) The local legislative body has voted to adopt the proposed initial operating plan for the municipality.

(3)(a) The chief executive officer shall appoint members to a business improvement district board to implement the operating plan. Board members shall be confirmed by the local legislative body and shall serve staggered terms designated by the local legislative body. The board shall have at least 5 members. A majority of board members shall own or occupy real property in the business improvement district.

(b) The board shall annually consider and may make changes to the operating plan, which may include termination of the plan, for its business improvement district. The board shall then submit the operating plan to the local legislative body for its approval. If the local legislative body disapproves the operating plan, the board shall consider and may make changes to the operating plan and may continue to resubmit the operating plan until local legislative body approval is obtained. Any change to the special assessment method applicable to the business improvement district shall be approved by the local legislative body.

(c) The board shall prepare and make available to the public annual reports describing the current status of the business improvement district, including expenditures and revenues. The report shall include an independent certified audit of the implementation of the operating plan obtained by the municipality. The municipality shall obtain an additional independent certified audit upon termination of the business improvement district.

(d) Either the board or the municipality, as specified in the operating plan as adopted, or amended and approved under this section, has all powers necessary or convenient to implement the operating plan, including the power to contract.

(4) All special assessments received from a business improvement district and all other appropriations by the municipality or other moneys received for the benefit of the business improvement district shall be placed in a segregated account in the municipal treasury. No disbursements from the account may be made except to reimburse the municipality for appropriations other than special assessments, to pay the costs of audits required under sub. (3)(c) or on order of the board for the purpose of implementing the operating plan. On termination of the business improvement district by the municipality, all moneys collected by special assessment remaining in the account shall be disbursed to the owners of specially assessed property in the business improvement district, in the same proportion as the last collected special assessment.

(4m) A municipality shall terminate a business improvement district if the owners of property assessed under the operating plan having a valuation equal to more than 50% of the valuation of all property assessed under the operating plan, using the method of valuation specified in the operating plan, or the owners of property assessed under the operating plan having an assessed valuation equal to more than 50% of the assessed valuation of all property assessed under the operating plan, file a petition with the planning commission requesting termination of the business improvement district, subject to all of the following conditions:

(a) A petition may not be filed under this subsection earlier than one year after the date the municipality first adopts the operating plan for the business improvement district.

(b) On and after the date a petition is filed under this subsection, neither the board nor the municipality may enter into any new obligations by contract or otherwise to implement the operating plan until the expiration of 30 days after the date of hearing under par. (c) and unless the business improvement district is not terminated under par. (e).

(c) Within 30 days after the filing of a petition under this subsection, the planning commission shall hold a public hearing on the proposed termination. Notice of the hearing shall be published as a class 2 notice under ch. 985. Before publication, a copy of the notice together with a copy of the operating plan and a copy of a detail map showing the boundaries of the business improvement district shall be sent by certified mail to all owners of real property within the business improvement district. The notice shall state the boundaries of the business improvement district and shall indicate that copies of the operating plan are available from the planning commission on request.

(d) Within 30 days after the date of hearing under par. (c), every owner of property assessed under the operating plan may send written notice to the planning commission indicating, if the owner signed a petition under this subsection, that the owner retracts the owner's request to terminate the business improvement district, or, if the owner did not sign the petition, that the owner requests termination of the business improvement district.

(e) If after the expiration of 30 days after the date of hearing under par. (c), by petition under this subsection or subsequent notification under par. (d), and after subtracting any retractions under par. (d), the owners of property assessed under the operating plan having a valuation equal to more than 50% of the valuation of all property assessed under the operating plan, using the method of valuation specified in the operating plan, or the owners of property assessed under the operating plan having an assessed valuation equal to more than 50% of the assessed valuation of all property assessed under the operating plan, have requested the termination of the business improvement district, the municipality shall terminate the business improvement district on the date that the obligation with the latest completion date entered into to implement the operating plan expires.

(5)(a) Real property used exclusively for residential purposes and real property that is exempted from general property taxes under s. 70. 11 may not be specially assessed for purposes of this section.

(b) A municipality may terminate a business improvement district at any time.

(c) This section does not limit the power of a municipality under other law to regulate the use of or specially assess real property.

HISTORICAL AND STATUTORY NOTES

2003 Main Volume

APPENDIX "B"
PROPERTY LIST AND ESTIMATED 2015 BID ASSESSMENTS

APPENDIX "C"
PROPOSED BID BOUNDARIES

