

Middleton Committee of the Whole Agenda

May 7, 2025 6:00 PM
City Council Chambers

This meeting is available for viewing/participation via www.zoom.us
Zoom Meeting ID: 883 4407 9249 Passcode: 765378 Toll-Free Number: 833-548-0282

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<https://www.youtube.com/user/MiddletonWeb>

Posted on the City's web site at meetings.cityofmiddleton.us

Call to Order

Roll Call

Discussion Items for Committee of the Whole Direction

- 1.) Update, Discussion, and Consideration of the Community Campus Project

Future Agenda Items

- 1.) Potential Agenda Items for Future C.O.W. Meetings

Adjourn

POSTED: May 1, 2025; 4:15PM

It is possible that members of and possibly a quorum of members of other governmental bodies of the municipality may be in attendance at this meeting to gather information; however, no action will be taken by any governmental body at this meeting other than the governmental body specifically referenced in this notice.

Any person who has a qualifying disability as defined by the American With Disabilities Act that requires the meeting or materials at the meeting to be in an accessible location or format must contact the City Administrator at (608) 821-8350, 7426 Hubbard Ave., Middleton, WI at least 24 hours prior to the commencement of the meeting so that any necessary arrangements can be made to accommodate each request.

AGENDA ITEM SUMMARY SHEET



Submitter: Bryan Gadow

Department: AM CITY ADMIN

Subject: Update, Discussion, and Consideration of the Community Campus Project

Referral History:

Fiscal Impact: None

City Staff and consultants from Eppstein Uhen Architects, Inc (EUA) will provide an update on the Civic Campus project and lead a discussion on work completed to date from the City's Community Campus Committee (CCC), regarding possible options for the City's civic facilities within the downtown core.



Middleton Community Campus

City Council Committee of the Whole

May 7, 2025

DRAFT / MAY BE UPDATED



Agenda

- CCC Background
- Option Review
- Cost Estimates
- Tax Impact Estimates
- Council Feedback
- Next Steps





Community Campus Committee Background



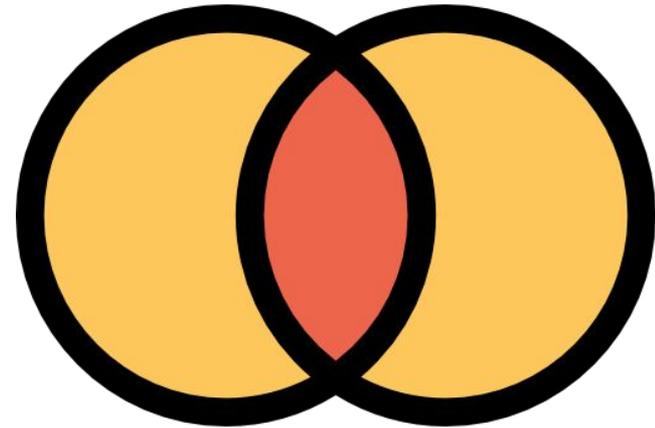
Project Goals

- Identify opportunities to modernize and/or replace the City's current public facilities in Downtown Middleton where needed and appropriate.





- Identify opportunities for more **efficient** utilization of land through opportunities for combined facilities, flexible spaces that can serve more than one purpose, and underground and/or shared parking opportunities.





Project Goals

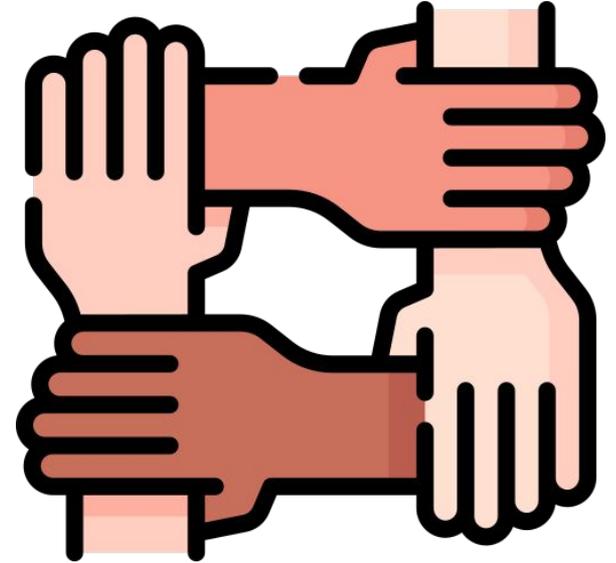
- Ensure that municipal facility **space needs** are met, and can accommodate future growth of the city.





Project Goals

- Enhance downtown Middleton by creating concepts for buildings that will be visually-appealing, **inviting**, customer-friendly, and functional.





Project Goals

- Align with the City's ambitious goals related to **environmental sustainability** by identifying opportunities for compact urban form, renewable energy generation, energy-efficient design, water efficient design, and sustainable stormwater management and landscaping





Previous CCC Work 2019 - 2020



2019

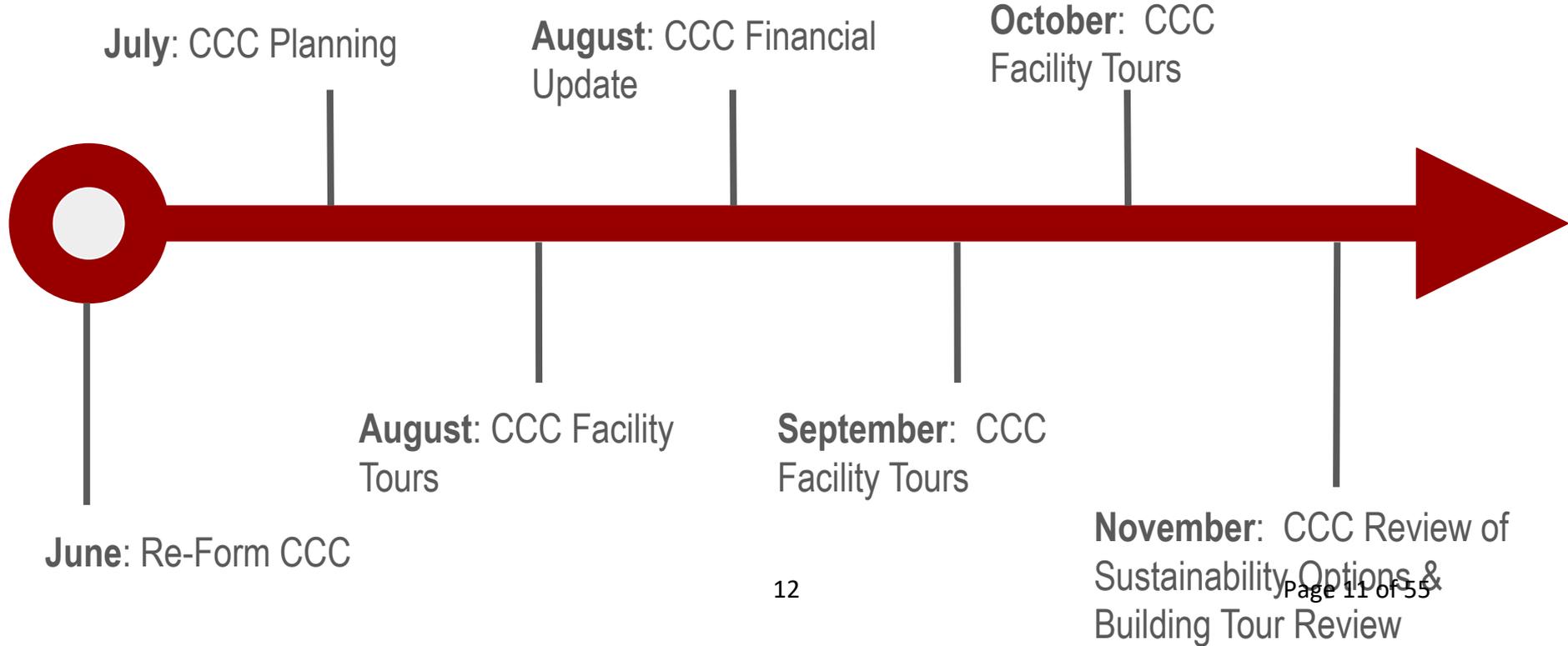
- Identified Needs
- Developed Options
- Engaged Community

2020

- Refined Options
- Estimated Costs
- Presented To Council

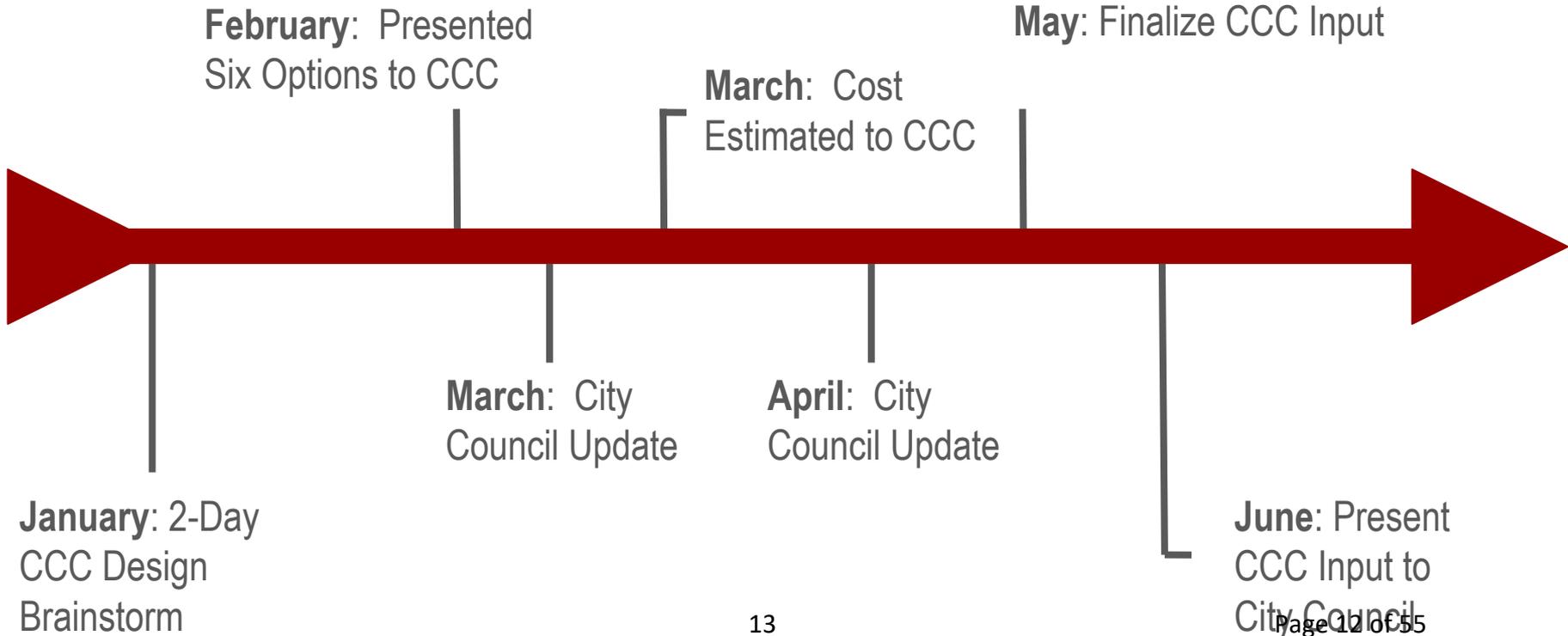


2024





2025





Option Development & Cost Estimated



Space Needs (Square Feet)

	Option 1	Option 2	Option 3	Option 4	Option 5	Option 6
	Do Nothing	Renovate Only	Renovate & Expand	Construct & Renovate	Construct & Renovate	New Construction
City Hall	22,283	22,283	32,054	33,219	33,819	33,819
Senior Center	22,685	22,685	32,679	33,805	33,042	34,037
Library	33,805	33,805	84,174	81,494	80,861	80,861
Total	78,773	78,773	148,907	148,518	147,722	148,717

NOTES: Options 1 & 2 **DO NOT** meet current or anticipated space needs.

Options do not include underground parking.



CCC Input (Square Feet)

	Option 1	Option 2	Option 3	Option 4	Option 5	Option 6
	Do Nothing	Renovate Only	Renovate & Expand	Construct & Renovate	Construct & Renovate	New Construction
City Hall	22,283	22,283	32,054	33,219	33,819	33,819
Senior Center	22,685	22,685	32,679	33,805	33,042	34,037
Library	33,805	33,805	84,174	81,494	80,861	80,861
Total	78,773	78,773	148,907	148,518	147,722	148,717

NOTES: New Option 7 requested by CCC.
CCC narrows focus to Options 4 ¹⁶⁷



Additional Option (Square Feet)

	Option 4	Option 5	Option 6	Option 7
	Construct & Renovate	Construct & Renovate	New Construction	New Construction
City Hall	33,219	33,819	33,819	33,219
Senior Center	33,805	33,042	34,037	34,037
Library	81,494	80,861	80,861	81,494
Total	148,518	147,722	148,717	148,750

NOTES: New Option 7 requested by CCC.
CCC narrows focus to Options 4 ¹⁷⁷



Estimated Parking Summary

	Option 1	Option 2	Option 3	Option 4	Option 5	Option 6	Option 7
At Grade	116	116	63	76	63	63	50
Street Parking	33	33	33	33	33	33	33
Below Grade	0	0	39	84	86	119	84
Total	149	149	135	193	182	215	167



Space Planning Back:

- Space planning phase
 - Not designs
 - Images are block or “massing” diagrams
- Architectural design occurs in the future
- Space planning → “program” or full accounting of rooms / areas
- Current program is based on staff and CCC input
- Programming allows for cost estimates
- Size of program evolves over time based on Council direction



Cost Estimate Assumptions

Preliminary Cost Estimates:

- Are based on 2027 dollars (5% inflation)
- Are not bids
- Are not based on final designs
- Are based on similar projects and historical costs
- Include all soft costs, fees, furniture, fixtures & equipment (FFE)
- Include a 10% contingency
- Does not include operational costs
- Includes \$5 million to address sustainability goals
- Assumes ongoing refinement of cost estimates

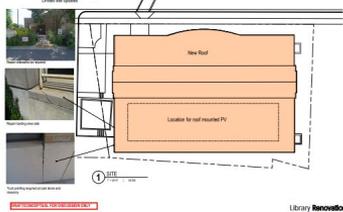


Preliminary Cost Estimates

Option 2 Existing Buildings Renovation No Addition

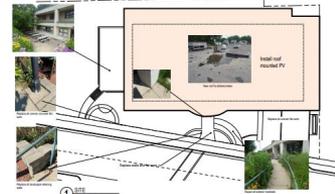
The existing buildings are renovated. **Current building sizes do not accommodate the future space planning needs.**

Library



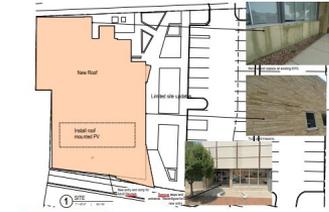
Library Renovation

City Hall

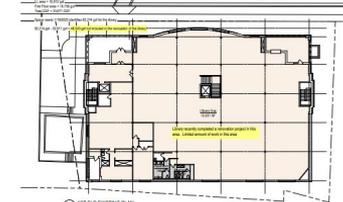


City Hall Renovation

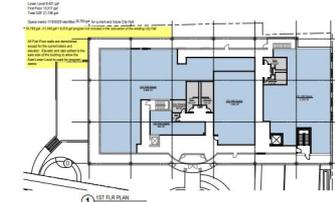
Senior Center



Senior Center Renovation



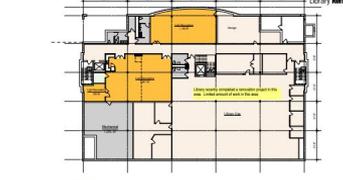
Library Renovation



City Hall Renovation



Senior Center Renovation



Library Renovation



City Hall Renovation

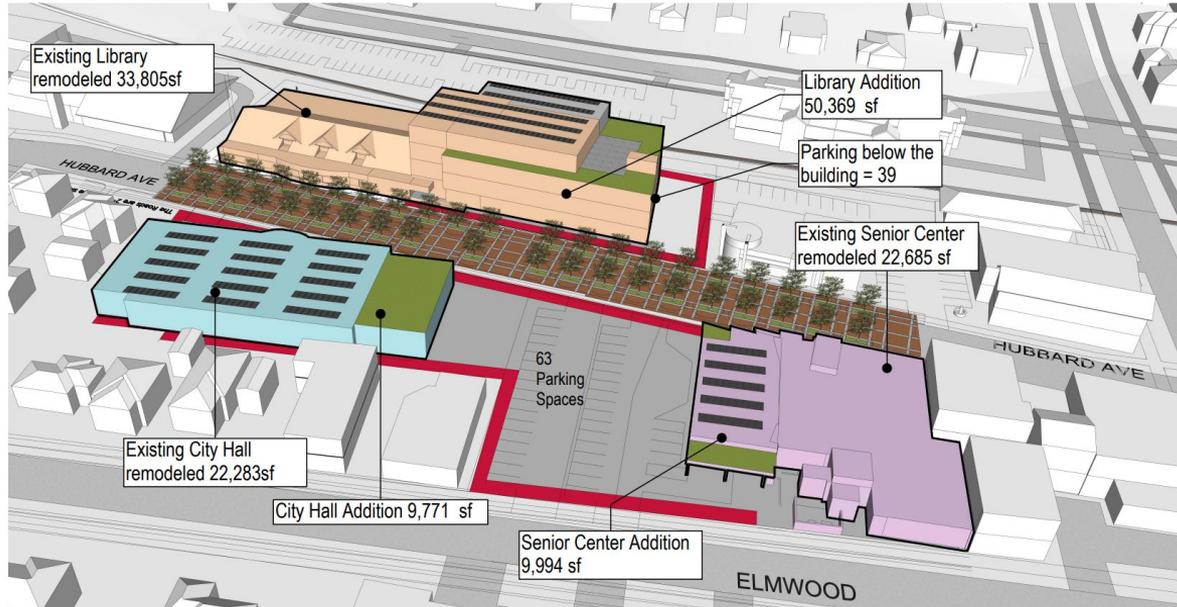


Senior Center Renovation

Option 2
Total Estimated Project Cost
\$30.9 million



Preliminary Cost Estimates

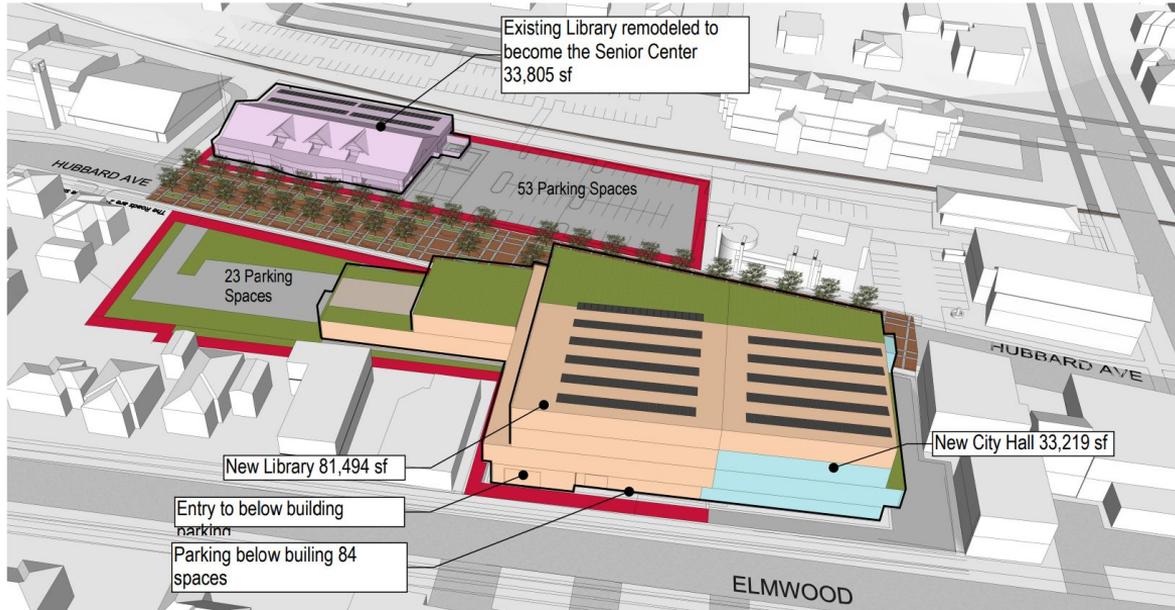


<h2>Option 3</h2> <p>Total Estimated Project Cost</p>
<h1>\$87.4 million</h1>

3 Additions to the Library, City Hall and Senior Center



Preliminary Cost Estimates

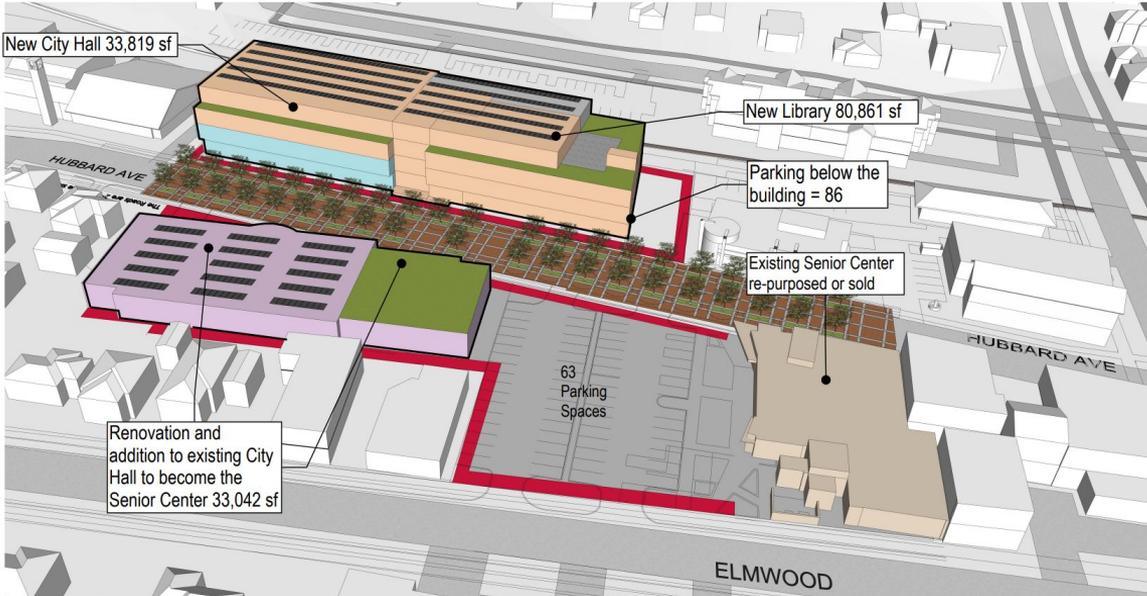


<h2>Option 4</h2> <p>Total Estimated Project Cost</p>
<p>\$113.0 million</p>

4 New Library and City Hall in one building and the existing Library renovated to become the Senior Center. The existing Senior Center is demolished. Multiple phases allow for one move per department.



Preliminary Cost Estimates



<h2>Option 5</h2> <p>Total Estimated Project Cost</p>
<h3>\$117.8million</h3>

5 New Library and City Hall on the existing Library site. City Hall remodeled with an additions to become the new Senior Center. Existing Senior Center re-purposed or sold. Phases allow for one move per department.



Preliminary Cost Estimates



Option 6

Total Estimated Project Cost

\$135.8 million

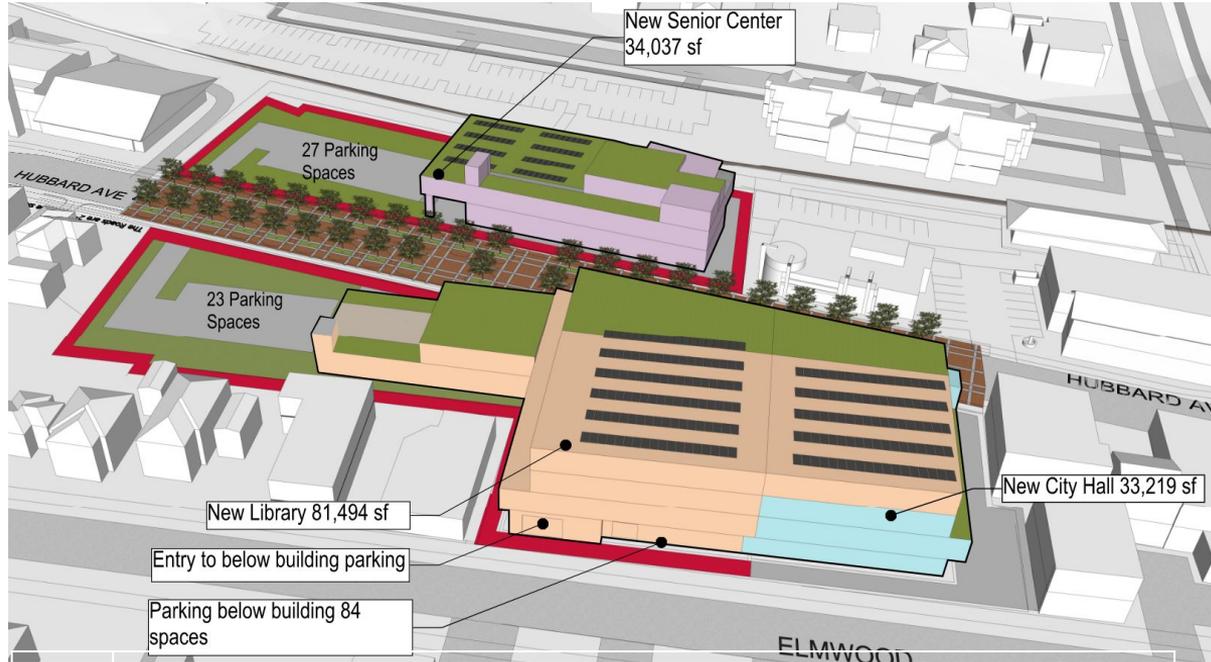
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New Library and City Hall on the existing Library site. City Hall is demolished and a new Senior Center is built. Phases allow for one move per department. Existing Senior Center re-purposed or sold.

25



Preliminary Cost Estimates



Option 7

Total Estimated Project Cost

\$137.4 million

7 Combined City Hall and Library. New Senior Center. Existing Library, Senior Center and City Hall are demolished.

26



Preliminary Cost Estimate Summary

	Option 1	Option 2	Option 3	Option 4	Option 5	Option 6	Option 7
	Do Nothing	Renovate Only	Renovate & Expand	Construct & Renovate	Construct & Renovate	New Construction	New Construction
Total SF	78,773	78,773	148,907	148,518	147,722	148,717	148,750
Library		\$5,021,000	\$36,08,000	\$64,500,000	\$65,230,000	\$63,839,000	\$65,107,000
Senior Center		\$5,195,000	\$9,130,000	\$6,777,000	\$9,818,000	\$23,247,000	\$23,522,000
City Hall		\$3,128,000	\$7,947,000	<i>Incl in library</i>	<i>Incl in library</i>	<i>Incl in library</i>	<i>Incl in library</i>
Total Project Cost*	\$0	\$30.9m	\$87.4m	\$113.0m	\$117.8m	\$135.8m	\$137.4m

*Difference between sum of buildings and total project costs is due to sustainability investments, fees, permitting, etc.



Sustainability Considerations

- Analyzed of energy consumption and emissions
- Reviewed of photovoltaic costs and production
 - Solar arrays could annually generate 250,000 kWh or more
- Considered geothermal for partial heating & cooling
- Incorporated permeable streetscape

Budget includes \$5 million for sustainability investments

Additional analysis is possible as options are refined / narrowed



Financial Implications & Tax Impact



Council Feedback



What is your reaction to the options, cost estimates, and the projected tax impact?



What direction / guidance can you provide to the staff and consultant team?



What additional information do you need to inform your decision making?



What suggestions do you have to ensure we're informing and engaging our community?



Next Steps

- May 7: Common Council
Committee of the Whole meeting
- May 22: CCC meeting
 - Review project goals
 - Consider options
 - Identify key themes for report
- June 3: Summary presentation to
Common Council





Potential Next Steps: 2025 + 2026

Common Council Updates / Committee of the Whole Meetings



Summer / Fall 2025: Refine Options & Costs

Fall 2025 / Winter 2026: Community Listening Sessions

Spring 2026: Potential Community-Wide Survey; Refine Options

Summer 2026: Public Information



Questions / Comments?



Community Campus Plan for Downtown Middleton Preliminary Financing Plans

Outline

Context

- Debt Management Policy
- Existing Debt & Capital Improvement Plan
- Tax Increment District #3 Closure

Options Costs & Conceptual Financing Plan Estimates

- Assumptions
- Mill Rate & Tax Impacts
- Debt Limit Impact

Other Considerations

Debt Management Policy

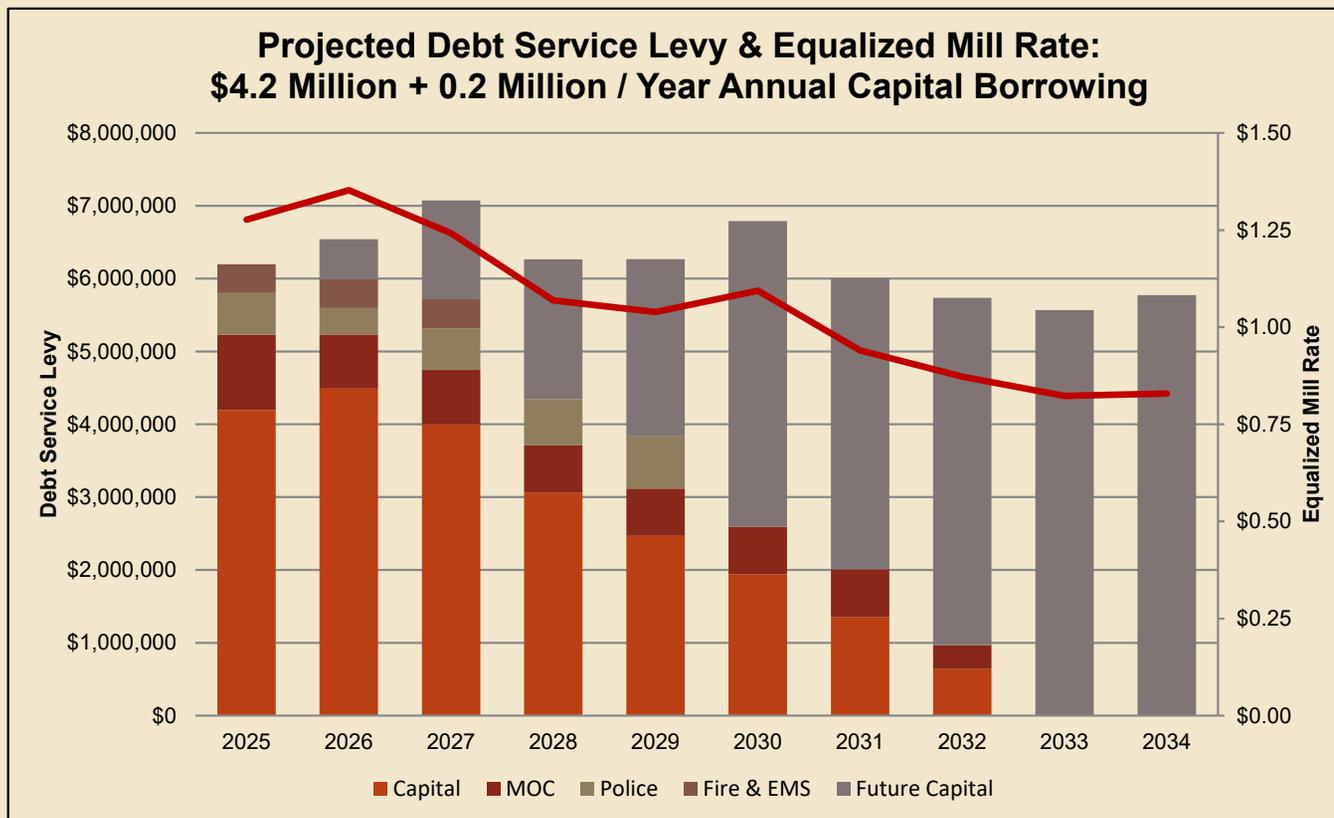
- Adopted by Council October 3, 2017
- Identifies appropriate uses of borrowing
- Establishes policies & procedures for debt issuance
- Sets limitations on debt levels:
 - Outstanding debt shall not exceed **3.33%** of the City's total equalized valuation (2/3 of state limit of 5.0%)
 - Target maximum equalized mill rate for debt service of **\$2.10** per \$1,000 of value (may exceed by referendum)

Current Debt Levels:

14%	22%
of State Debt Limit	of City Debt Limit

\$1.28 Debt Service EV
Mill Rate per \$1,000

Existing and Planned CIP Debt Service



Debt Service EV Mill Rate for Existing & Planned CIP Borrowing is projected to peak at **\$1.35** per \$1,000 in 2026 and then decline to **\$0.94** per \$1,000 by 2033 as existing facility debt is repaid. Net Impact:

- \$0.41 per \$1,000

Tax Increment District (TID) #3 Closure

- City anticipates taking action to close TID #3 by April 15, 2026
- This will impact the 2026 tax levy for the 2027 budget year
- Closure of the TID is estimated to increase the City's TID-Out Equalized Value by **\$720 million** which is an increase of about **15%**
- By spreading costs over a larger tax base the increase in TID-Out Equalized Value will put downward pressure on both operating and debt service tax rates

Estimated Impact of TID 3
Closure on Debt Service
Mill Rate:

- \$0.18 per \$1,000

Financing Plan Considerations

- The Financing Plans are conceptual and show the potential impact of estimated constructions costs.
- These preliminary estimates reflect one point in time and will be refined and updated as additional planning and design is conducted.
- Option 2 (Remodel Only) is based on the current square footage of the existing facilities and does not meet the current or anticipated space needs.
- Options 3 to 6 are based on the anticipated space needs of 148,000 – 150,000 sq. ft.
- In addition to considering differences between the current options any of the options could be modified to adjust the square footage, if needed, to achieve an acceptable cost.

Financing Plan Assumptions

- Financing plans prepared by Ehlers based on cost estimates provided by Findorff
- Enhanced sustainability improvements estimated to cost an additional \$5 million
- Equalized Value 2.9% annual increase
- Increase of \$720 million in non-TID equalized value from TID 3 closure in 2026
- General capital borrowing of \$4.2 million in 2025 increased by \$0.2 million 2026-2029 then 3% increase each year
- Community campus borrowing with 20-year general obligation notes issued in 2027 with interest-only payments in the first year
- Does not include potential offsets to borrowing (impact fees, fundraising, grants)
- Interest rates based on recent City of Green Bay Sale (Aa3 bond rating)

Options Costs & Borrowing Amounts

Option	Option 2	Option 3	Options 4/5	Options 6/7
Description	Renovation Only with No Additions	Renovations with Additions	New Facility & Repurpose One Existing Building	All New Construction
Total Project Cost* (Findorff Estimate)	\$24.0 MM	\$81.4 MM	\$108 - \$113 MM	\$130 - \$132 MM
Debt Principal	\$25.3 MM	\$84.6 MM	\$112.3 MM	\$133.9 MM

* Does not include roughly \$5 million in estimated costs for enhanced sustainability investments

Financing Plan: Option 2 (Remodel Only)

Principal: \$25.3 MM (Conceptual Estimate)

Total Debt Service
EV Mill Rate

\$1.40 per \$1,000

Total Debt Service
Taxes on Average Home

\$728 per year

Community Campus
Debt Service Mill Rate

+ \$0.31 per \$1,000

Community Campus
Taxes on Average Home

+ \$163 per year

* Estimated annual tax impact for a home with an average equalized assessment of \$521,538

Year	Levy	Tax Rate	Taxes*
2028	\$ 1,366,497	\$ 0.23	\$ 122
2029	\$ 1,887,138	\$ 0.31	\$ 163
2030	\$ 1,888,743	\$ 0.30	\$ 159
2031	\$ 1,884,056	\$ 0.29	\$ 154
2032	\$ 1,887,757	\$ 0.29	\$ 150
2033	\$ 1,884,739	\$ 0.28	\$ 145
2034	\$ 1,885,291	\$ 0.27	\$ 141
2035	\$ 1,884,308	\$ 0.26	\$ 137
2036	\$ 1,886,258	\$ 0.26	\$ 133
2037	\$ 1,885,826	\$ 0.25	\$ 130
2038	\$ 1,888,112	\$ 0.24	\$ 126
2039	\$ 1,887,900	\$ 0.23	\$ 122
2040	\$ 1,885,061	\$ 0.22	\$ 119
2041	\$ 1,884,354	\$ 0.22	\$ 115
2042	\$ 1,885,075	\$ 0.22	\$ 112
2043	\$ 1,886,764	\$ 0.21	\$ 109
2044	\$ 1,889,159	\$ 0.20	\$ 106
2045	\$ 1,887,095	\$ 0.20	\$ 103
2046	\$ 1,887,738	\$ 0.19	\$ 100
2047	\$ 1,886,513	\$ 0.19	\$ 97
TOTAL	\$ 37,208,384		

Financing Plan: Option 3 (Remodel/Additions)

Principal: \$84.6 MM (Conceptual Estimate)

Total Debt Service
EV Mill Rate

\$1.85 per \$1,000

Total Debt Service
Taxes on Average Home

\$963 per year

Community Campus
Debt Service Mill Rate

+ \$0.95 per \$1,000

Community Campus
Taxes on Average Home

+ \$498 per year

* Estimated annual tax impact for a home with an average equalized assessment of \$521,538

Year	Levy	Tax Rate	Taxes*
2028	\$ 4,580,421	\$ 0.78	\$ 408
2029	\$ 4,641,074	\$ 0.77	\$ 401
2030	\$ 5,398,978	\$ 0.87	\$ 454
2031	\$ 5,486,939	\$ 0.86	\$ 448
2032	\$ 6,016,617	\$ 0.91	\$ 477
2033	\$ 6,461,777	\$ 0.95	\$ 498
2034	\$ 6,544,144	\$ 0.94	\$ 490
2035	\$ 6,613,850	\$ 0.92	\$ 481
2036	\$ 6,615,280	\$ 0.90	\$ 468
2037	\$ 6,613,442	\$ 0.87	\$ 454
2038	\$ 6,613,736	\$ 0.85	\$ 441
2039	\$ 6,610,453	\$ 0.82	\$ 429
2040	\$ 6,612,795	\$ 0.80	\$ 417
2041	\$ 6,614,786	\$ 0.78	\$ 405
2042	\$ 6,614,209	\$ 0.75	\$ 394
2043	\$ 6,614,646	\$ 0.73	\$ 382
2044	\$ 6,610,386	\$ 0.71	\$ 371
2045	\$ 6,610,610	\$ 0.69	\$ 361
2046	\$ 6,615,088	\$ 0.67	\$ 351
2047	\$ 6,610,463	\$ 0.65	\$ 341
TOTAL	\$ 125,099,694		

Financing Plan: Options 4/5 (Hybrid)

Principal: \$112.3 MM (Conceptual Estimate)

Total Debt Service
EV Mill Rate

\$2.11 per \$1,000

Total Debt Service
Taxes on Average Home

\$1,099 per year

Community Campus
Debt Service Mill Rate

+ \$1.26 per \$1,000

Community Campus
Taxes on Average Home

+ \$659 per year

* Estimated annual tax impact for a home with an average equalized assessment of \$521,538

Year	Levy	Tax Rate	Taxes*
2028	\$ 6,076,168	\$ 1.04	\$ 541
2029	\$ 6,269,279	\$ 1.04	\$ 542
2030	\$ 7,152,036	\$ 1.15	\$ 601
2031	\$ 7,360,326	\$ 1.15	\$ 601
2032	\$ 8,000,522	\$ 1.22	\$ 635
2033	\$ 8,546,370	\$ 1.26	\$ 659
2034	\$ 8,724,852	\$ 1.25	\$ 653
2035	\$ 8,753,085	\$ 1.22	\$ 637
2036	\$ 8,751,393	\$ 1.19	\$ 619
2037	\$ 8,753,742	\$ 1.15	\$ 601
2038	\$ 8,755,577	\$ 1.12	\$ 584
2039	\$ 8,755,952	\$ 1.09	\$ 568
2040	\$ 8,753,919	\$ 1.06	\$ 552
2041	\$ 8,753,329	\$ 1.03	\$ 536
2042	\$ 8,751,194	\$ 1.00	\$ 521
2043	\$ 8,755,506	\$ 0.97	\$ 506
2044	\$ 8,755,189	\$ 0.94	\$ 492
2045	\$ 8,754,245	\$ 0.92	\$ 478
2046	\$ 8,754,363	\$ 0.89	\$ 464
2047	\$ 8,752,600	\$ 0.87	\$ 451
TOTAL	\$ 165,929,647		

Financing Plan: Options 6/7 (New Construction)

Principal: \$133.9 MM (*Conceptual Estimate*)

Total Debt Service
EV Mill Rate

\$2.32 per \$1,000

Total Debt Service
Taxes on Average Home

\$1,209 per year

Community Campus
Debt Service Mill Rate

+ \$1.47 per \$1,000

Community Campus
Taxes on Average Home

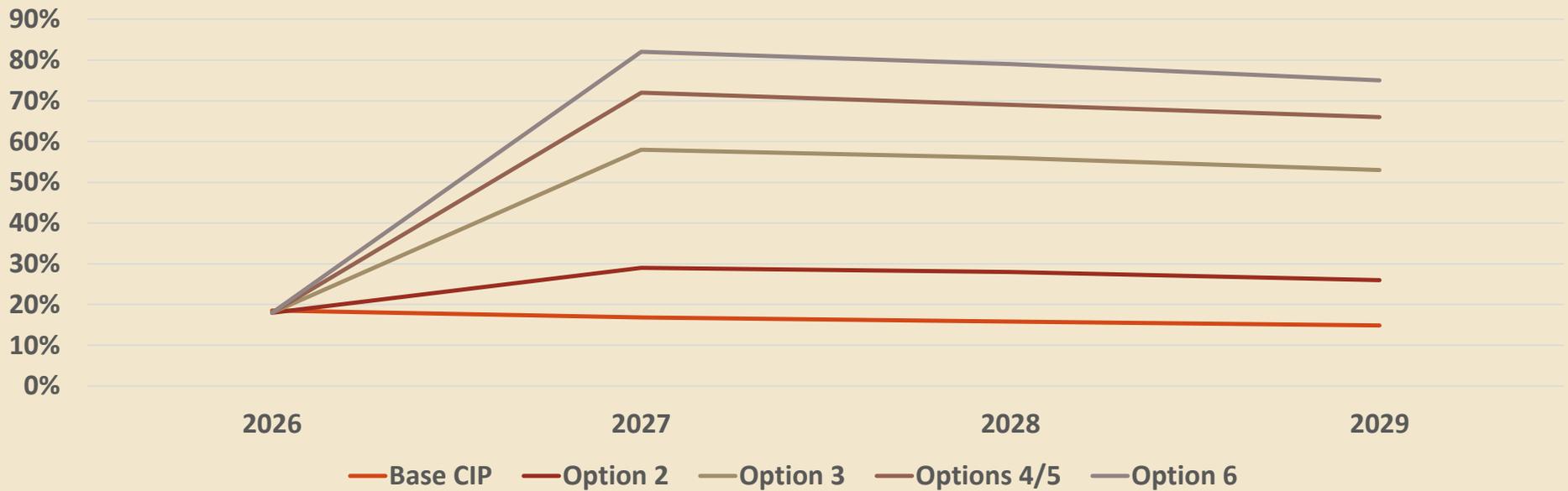
+ \$767 per year

* Estimated annual tax impact for a home with an average equalized assessment of \$521,538

Year	Levy	Tax Rate	Taxes*
2028	\$ 7,253,380	\$ 1.24	\$ 645
2029	\$ 7,556,947	\$ 1.25	\$ 653
2030	\$ 8,464,727	\$ 1.36	\$ 711
2031	\$ 8,701,552	\$ 1.36	\$ 710
2032	\$ 9,373,477	\$ 1.43	\$ 743
2033	\$ 9,949,118	\$ 1.47	\$ 767
2034	\$ 10,150,678	\$ 1.46	\$ 760
2035	\$ 10,338,121	\$ 1.44	\$ 752
2036	\$ 10,528,484	\$ 1.43	\$ 744
2037	\$ 10,527,766	\$ 1.39	\$ 723
2038	\$ 10,529,468	\$ 1.35	\$ 703
2039	\$ 10,532,356	\$ 1.31	\$ 683
2040	\$ 10,530,271	\$ 1.27	\$ 664
2041	\$ 10,531,831	\$ 1.24	\$ 645
2042	\$ 10,528,458	\$ 1.20	\$ 627
2043	\$ 10,527,891	\$ 1.17	\$ 609
2044	\$ 10,528,802	\$ 1.13	\$ 592
2045	\$ 10,529,840	\$ 1.10	\$ 575
2046	\$ 10,530,013	\$ 1.07	\$ 559
2047	\$ 10,531,750	\$ 1.04	\$ 543
TOTAL	\$ 198,144,930		

Financing Plan: Debt Limit

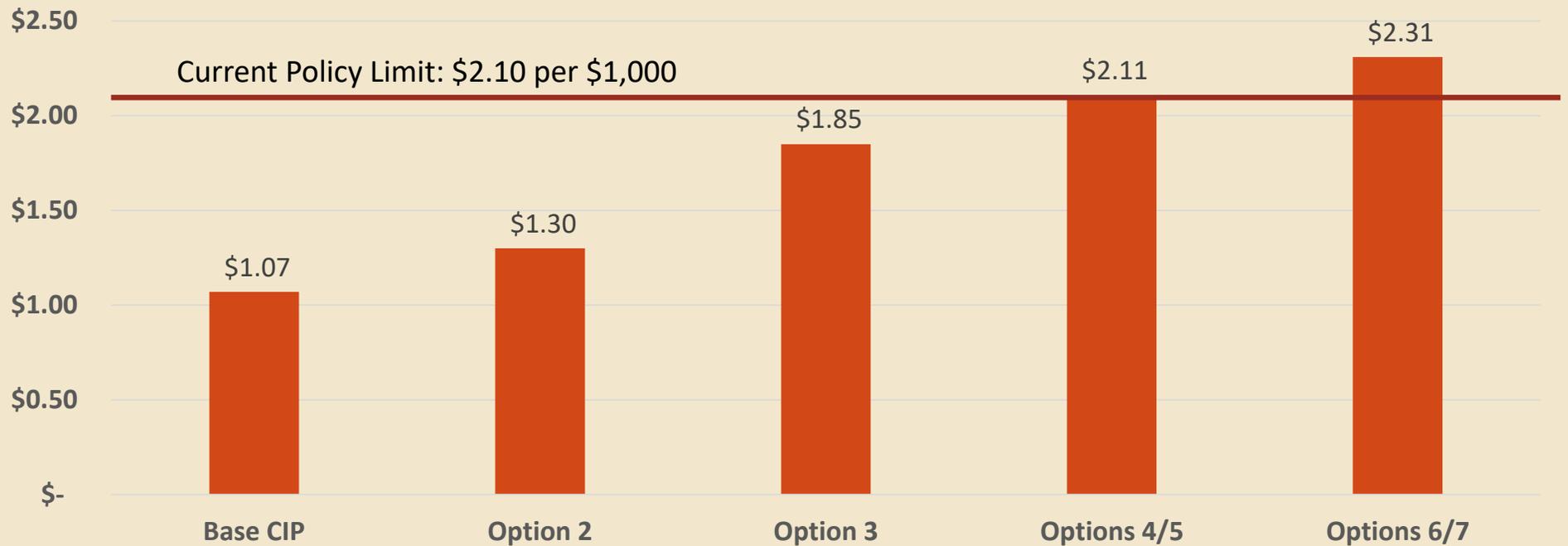
Percent of City Debt Limit* Utilized



* City Debt Limit set by policy to 2/3 of state limit of 5% of total equalized value (3.33% of total equalized value)

Financing Plan: Debt Service Mill Rate

Total Equalized Mill Rate for Debt Service (2028)



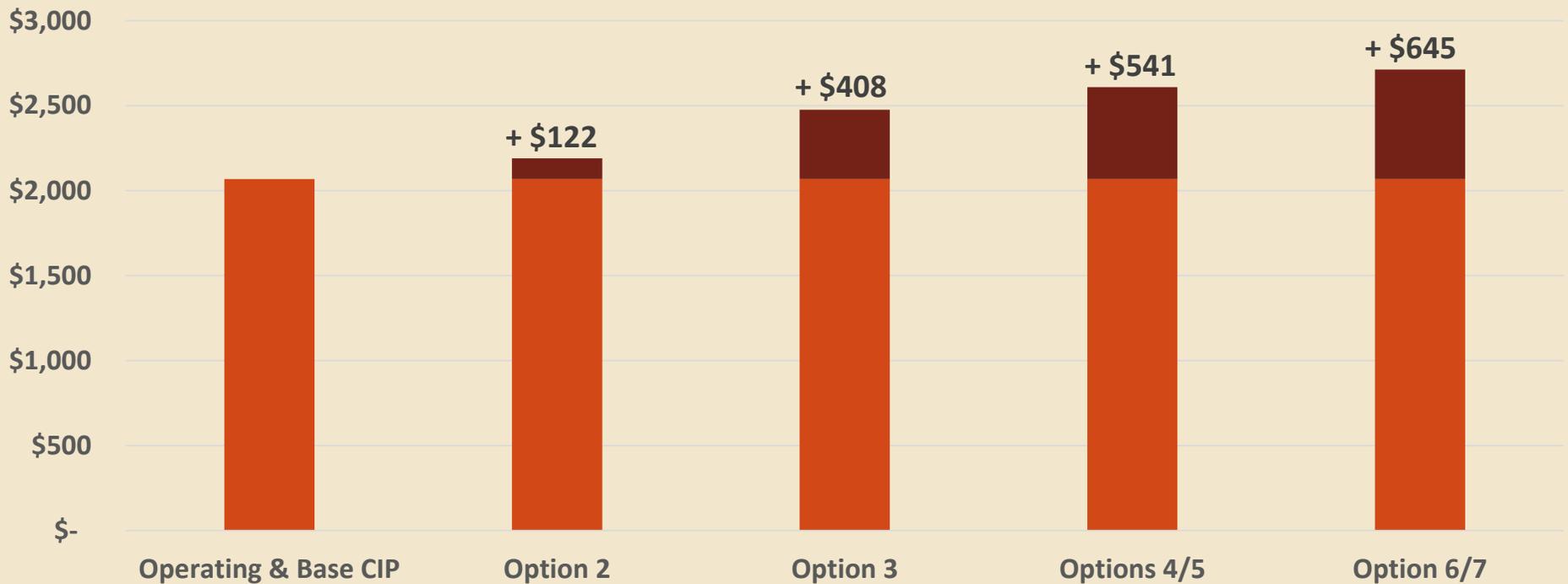
Financing Plan: Tax Impact (Debt Service)

Total Debt Service Taxes on Average Home (2028)



Financing Plan: Tax Impact (Total City Tax)

Total City Taxes on Average Home (2028)



Other Considerations: Moody's Rating

- The City's outstanding debt is rated by Moody's Investors Service with each new borrowing.
- Moody's last credit opinion issued in 2024 affirmed the City's Aa1 rating.
- A rating of Aa1 is the second highest possible (behind AAA) and is considered excellent credit which helps the City obtain lower interest rates on its debt.
- A significant increase in outstanding debt (long-term liabilities ratio) could lead to a downgrade from Moody's.
- The financing plan uses conservative interest rate estimates based on a recent sale by a Aa3 issuer.

Current Moody's
Rating:

Aa1

Long-term
Liabilities Ratio
Weight in Moody's
Methodology

20%

Other Considerations: Future Projects & Staffing

Potential Future Capital Borrowing Projects

- EMS Satellite Station
- Community Center
- Aquatic Center Improvements
- TIF / Development Debt

Potential Future Operating Levy Limit Referendum Items

- EMS Third Ambulance Crew
- Community Campus Facility Staffing
- Other Staffing Needs Identified in Organization Study & from Community Growth