



BOARD OF SUPERVISORS MEETING

Wednesday, October 15, 2025 at 6:30 PM

Town Hall Meeting Room, 8348 Hickory Ave, Larsen, WI 54947

AGENDA

CALL TO ORDER

- A. Pledge of Allegiance
- B. Verification of Notice
- C. Meeting Roll

APPROVAL OF MINUTES

- A. Approval of the Minutes of the Wednesday, October 1, 2025 Town Board Meeting

OPEN FORUM – TOWN RELATED MATTERS NOT ON THE AGENDA

Individuals properly signed in may speak directly to the Town Board on non-repetitive Town Matters whether on or not on the agenda. Commentators must wait to be called, must speak from the podium, directing their comments to the Board. Comments must be orderly, and will be limited to a maximum of **2 minutes** per person. **Public comment is not permitted outside of this public comment period. Note:** The Board's ability to act on or respond to the public comments is limited by Chapter 19, Wis. Stats. Please complete the "Request to Speak at Meeting" form located on the agenda/sign-in table and submit the form to the Town Clerk for in-person attendance.

CORRESPONDENCE

- A. Distribution of the September 2025 Building Inspection Report
- B. Distribution of the September 2025 Winnebago County Tonnage Report

DISCUSSION ITEMS (NO ACTION WILL BE TAKEN)

- A. Winnebago County Sheriff's Department – Public Concerns and Issues
- B. Larsen/Winchester Sanitary District Report
- C. Administrator's Report
- D. Chair & Supervisor Reports

OPERATOR LICENSES ISSUED BY THE TOWN CLERK

- A. New - Rachael Nielsen, Larsen Tavern

BUSINESS REFERRED BY THE PLAN COMMISSION

- A. Plan Commission Recommendation: Town Board review & consideration of Ordinance 2025-009 to Amend the Town of Clayton Comprehensive Plan 2040, amending the future land use categories for Tax ID #006-0347-01; Tax ID #006-0344; Tax ID #006-0345; and Tax ID #006-0339-06 (immediately South of US Hwy 10 between Clayton Ave and Fairview Rd) from "Business Park" to a combination of "Single-Family Residential" and "Multi-Family Residential" future land use categories.

- B. Plan Commission Recommendation: Town Board review & consideration of Ordinance 2025-Z002 to Amend the Official Town of Clayton Zoning Map for the re-zoning of Tax ID #006-0347-01; Tax ID #006-0344; Tax ID #006-0345; and Tax ID #006-0339-06 (immediately South of US Hwy 10 between Clayton Ave and Fairview Rd) from A-2 (General Agriculture District); I-1 (Light Industrial District); and B-3 (General Business District) to R-2 (Suburban Residential District), and R-4 (Multi-family Residential District).
- C. Plan Commission Recommendation: Town Board review & consideration of a Preliminary Plat Review Application submitted by Vierbicher for the division of Tax ID #006-0347-01; Tax ID #006-0344; Tax ID #006-0345; and Tax ID #006-0339-06 into 46 lots and 2 outlots intended for a combination of single-family residential & multi-family residential use.
- D. Plan Commission Recommendation: Town Board review & consideration of a Site Plan Review Application submitted by Excel Engineering Inc on behalf of Spark Development, LLC for a proposed multi-family residential development located on Tax ID #006-0328-02-02 (9111 Eagle Heights Dr).
- E. Plan Commission Recommendation: Town Board review & consideration of a Concept Plan Review Application submitted by Vierbicher on behalf of Vander Heiden Family Limited Partnership for a proposed mixed-use development.

BUSINESS

- A. Discussion/Action: Town Board review & consideration of an intergovernmental agreement with Winnebago County Highway Department to provide road maintenance services for the Town.
- B. Discussion/Action: Town Board review & consideration of a Development Agreement between the Town and Spark Development for property described as Tax ID #006-0328-02-02 (9111 Eagle Heights Dr).
- C. Discussion/Action: Town Board review & consideration of operational updates & fees for the Town Yard Waste Site.

UPCOMING MEETING ATTENDANCE

- A. Town Board (6:30 pm start unless otherwise noted) - Nov 5 & 19; Dec 3 & 17; Jan 7 & 21
- B. Plan Commission (6:30 pm start unless otherwise noted) - Nov 12; Dec 10; Jan 14
- C. Town Board Budget Meeting - Oct 21 beginning at 1 pm
- D. Clayton Sanitary District #1 Commission Meeting - immediately following the Town Board of Supervisors Budget Meeting

BOARD MEMBER REQUESTS FOR FUTURE AGENDA ITEMS

ADJOURNMENT

Respectfully submitted,

Russell D. Geise
Town Chairperson

Pursuant to Wisconsin Statute 19.84 (2) and (3) notice is hereby given to the public and the media that two or more members of any or all Boards, Commissions, and Committees of the Town of

Clayton, may attend the meeting of the Town Board in order to gather information. For purposes of the Open Meetings Law only; attendance at a meeting by a quorum of members of the Town Boards, Commissions, and Committees constitutes a meeting of the Board, Commission, or Committee, pursuant to Badke Vs. Village Board of Village of Greendale, 173 Wis2d 553, 494 NW2d 408 (1993), and must be noticed as such, although it is not contemplated that any formal action by those bodies will be taken. The only business to be conducted is for Town Board action.

Upon reasonable notice, efforts will be made to accommodate the needs of disabled individuals through appropriate aids and services. For additional information or to request this service, please call the Town Office at 920.836.2007.

This agenda has been posted at the following locations in the Town of Clayton:

1. The Town Hall Posting Board – 8348 Hickory Ave, Larsen, WI 54947
2. The Town’s Web Page: --



BOARD OF SUPERVISORS MEETING

Wednesday, October 01, 2025 at 6:30 PM

Town Hall Meeting Room, 8348 Hickory Ave, Larsen, WI 54947

MINUTES

CALL TO ORDER – Chair Geise called the meeting to order at 6:30 pm.

- A. Pledge of Allegiance
- B. Verification of Notice
- C. Meeting Roll

PRESENT

Town Chair Russell Geise
 Supervisor Kay Lettau
 Supervisor Linda Grundman
 Supervisor Patti Christianson

EXCUSED

Supervisor Scott Reif

STAFF

Administrator Wisnefske
 Clerk Faust-Kubale
 Treasurer Fietzer
 Attorney LaFrombois - virtual

APPROVAL OF MINUTES

- A. Approval of the Minutes of the Wednesday, September 17, 2025 Town Board Meeting

MOTION

Motion made by unanimous consent to approve the Minutes of the Wednesday, September 17, 2025 Town Board Meeting as presented.

Motion carried by unanimous voice vote.

OPEN FORUM – TOWN-RELATED MATTERS NOT ON THE AGENDA

Ron Steffen, 3377 Winnegamie Dr, offered suggestions on how Town Board of Supervisors meeting minutes may be improved.

Ted Hughes, N177 Horizon Dr, spoke regarding flooding issues along the Outagamie County side of Winnegamie Dr near his property.

Kathy Houle, 9619 Oakwood Ave, attempted to speak regarding flooding issues on the Winnebago County side of Winnegamie Dr, was briefly interrupted by an audience disturbance, and offered to provide documentation of such issues to both Outagamie & Winnebago Counties, as well as the Town.

DISCUSSION ITEMS (NO ACTION WILL BE TAKEN)

- A. County Board Supervisor Report
- B. Winnebago County Sheriff's Department – Public Concerns and Issues
- C. Department of Public Safety Report
- D. Larsen/Winchester Sanitary District Report
- E. Administrator's Report
- F. Chair & Supervisor Reports

OPERATOR LICENSES ISSUED BY THE TOWN CLERK

- A. New - Charlotte Klossing, Larsen Tavern
- B. New - Stephanie Wiegman, Larsen Tavern

BUSINESS

- A. Discussion/Action: Town Board review & consideration of a renewal agreement for the Health and Welfare plan MP benefits for Town Staff.

MOTION

Motion made by unanimous consent to approve the renewal agreement and direct Administrator Wisnefske to sign & execute all relevant documents.

Motion carried by unanimous voice vote.

- B. Discussion/Action: Town Board review & consideration of Ordinance 2025-008 Regarding Recycling Rules & Regulations in the Town of Clayton.

MOTION

Motion made by Supervisor Grundman, **Seconded** by Supervisor Christianson to approve Ordinance 2025-008 and direct Staff to post and publish as required.

Voting Yea: Town Chair Geise, Supervisor Lettau, Supervisor Grundman, Supervisor Christianson

Motion carried 4-0.

- C. Discussion/Action: Town Board review & consideration of a Development Agreement between the Town and Trident Holdings LLC for property addressed 2517 West American Dr (Tax ID #006-0340-03-01).

MOTION

Motion made by unanimous consent to approve the development agreement between the Town & Trident Holdings LLC.

Motion carried by unanimous voice vote.

REVIEW OF DISBURSEMENTS

- A. Check Summary Register

UPCOMING MEETING ATTENDANCE

- A. Town Board (6:30 pm start unless otherwise noted) - Oct 15; Nov 5 & 19; Dec 3 & 17
- B. Plan Commission (6:30 pm start unless otherwise noted) - Oct 8; Nov 12; Dec 10

C. Town Board Budget Meeting - Oct 21 beginning at 1 pm

BOARD MEMBER REQUESTS FOR FUTURE AGENDA ITEMS

ADJOURNMENT

MOTION

Motion made by unanimous consent to adjourn at 7:00 pm.

Motion carried by unanimous voice vote.

Respectfully submitted,

Kelsey Faust-Kubale
Town Clerk

INTERMUNICIPAL REPORT SEPTEMBER 2025 PERMITTING

DATE	PERMIT #	OWNER	ADDRESS	DESCRIPTION	CONTRACTOR	EST. PROJECT COST	PERMIT FEE	BLDING INSPECTOR FEE
TOWN OF CLAYTON PERMITS:								
9/8/2025	269-25-9B	PATRICK JENKINS	9353 BROAD MEADOWS	NSFD	PORTSIDE BUILDERS	\$ 465,000.00	\$ 1,233.90	\$ 987.12
9/8/2025	270-25-9E	PATRICK JENKINS	9353 BROAD MEADOWS	NSFD ELECT	SCHOMMER ELECT	\$ 17,750.00	\$ 722.60	\$ 578.08
9/8/2025	271-25-9H	PATRICK JENKINS	9353 BROAD MEADOWS	NSFD HVAC	KP HVAC	\$ 26,552.00	\$ 722.60	\$ 578.08
9/8/2025	272-25-9P	PATRICK JENKINS	9353 BROAD MEADOWS	NSFD PLUMB	HANSEN PLUMB	\$ 27,735.00	\$ 722.60	\$ 578.08
9/10/2025	273-25-9H	ROCKSOILD	8388 ST NORBERT	NSFD HVAC	MATTHEWS HVAC	\$ 10,000.00	\$ 537.00	\$ 429.60
9/10/2025	274-25-9P	ROCKSOILD	8388 ST NORBERT	NSFD PLUMB	INTEGRITY PLUMB	\$ 15,300.00	\$ 537.00	\$ 429.60
9/10/2025	275-25-9B	MCGUIRE PROPERTIES	2690&2692 PRINCETON	NEW DUPLEX	MARCUS MCGUIRE HOMES	\$ 450,000.00	\$ 1,512.75	\$ 1,210.20
9/10/2025	276-25-9B	MCGUIRE PROPERTIES	2657&2659 PRINCETON	NEW DUPLEX	MARCUS MCGUIRE HOMES	\$ 450,000.00	\$ 1,512.75	\$ 1,210.20
9/10/2025	277-25-9B	FRANK WESLEY	7377 MURRAY	REROOF	NICKOLS ROOFING	\$ 15,761.00	\$ 100.00	\$ 80.00
9/11/2025	278-25-9B	BLACK DIAMOND HOLDINGS	8397&8399 ST NORBERT	NEW DUPLEX	MARCUS MCGUIRE HOMES	\$ 450,000.00	\$ 1,458.00	\$ 1,166.40
9/15/2025	279-25-9B	TODD CHESLOCK	3612 ROYAL SIERRA	REROOF	PRESTIGE ROOFING	\$ 31,695.00	\$ 100.00	\$ 80.00
9/15/2025	280-25-9B	TOM KOPCZYK	3614 JADE TREE	REROOF	PRESTIGE ROOFING	\$ 34,800.00	\$ 100.00	\$ 80.00
9/16/2025	281-25-9B	ANGELA COENEN	9351 MEMORY	3-SEASONS ROOM	HOME FIRST INTERIORS	\$ 40,000.00	\$ 228.50	\$ 182.80
9/16/2025	282-25-8E	GE CHANG	9367 BROAD MEADOW	NSFD ELECT	HIPKE ELECT	\$ 33,536.00	\$ 948.30	\$ 758.64
9/16/2025	283-25-9E	GARY CUTLER	8179 CHALLENGER	ADDN ELECT	TWINS ELECT	\$ 8,000.00	\$ 247.50	\$ 198.00
9/16/2025	284-25-9H	GARY CUTLER	8179 CHALLENGER	ADDN HVAC	3RD GOSPEL HVAC	\$ 7,000.00	\$ 247.50	\$ 198.00
9/16/2025	285-25-9P	GARY CUTLER	8179 CHALLENGER	ADDN PLUMB	FOX CITIES PLUMB	\$ 10,000.00	\$ 247.50	\$ 198.00
9/16/2025	286-25-9E	JIM ANDREWS	7382 MURRAY	SERVICE	CUMINGS ELECT	\$ 3,100.00	\$ 150.00	\$ 120.00
9/16/2025	287-25-9E	MARY POWERS	7398 MURRAY	SERVICE	CUMINGS ELECT	\$ 3,100.00	\$ 150.00	\$ 120.00
9/16/2025	288-25-9E	CHARLEEN DAVIS	2924 RIDGEWAY	SERVICE	CR FOCHS	\$ 1,300.00	\$ 150.00	\$ 120.00
9/16/2025	289-25-9E	TRIDENT HOLDINGS	9063 CLAYTON UNIT #1	SOLAR INSTALL	APPLETON SOLAR	\$ 14,655.00	\$ 150.00	\$ 120.00
9/16/2025	290-25-9E	TRIDENT HOLDINGS	9063 CLAYTON UNIT #2	SOLAR INSTALL	APPLETON SOLAR	\$ 14,655.00	\$ 150.00	\$ 120.00
9/17/2025	292-25-9B	STEVE SPENCE	3155 WESTFIELD RIDGE	REROOF	SCHABEL EXTERIORS	\$ 38,542.00	\$ 100.00	\$ 80.00
9/17/2025	293-25-9E	THOMAS PHILLIP	2621 CTY JJ	SERVICE	CUMINGS ELECT	\$ 2,000.00	\$ 150.00	\$ 120.00
9/23/2025	294-25-9P	MCGUIRE PROPERTIES	2690&2692 PRINCETON	NSFD PLUMB	PERFORMANCE PLUMB	\$ 24,000.00	\$ 908.50	\$ 726.80
9/23/2025	295-25-9E	MCGUIRE PROPERTIES	2690&2692 PRINCETON	NSFD ELECT	BLACK-HAAK	\$ 20,000.00	\$ 908.50	\$ 726.80
9/23/2025	296-25-9H	MCGUIRE PROPERTIES	2690&2692 PRINCETON	NSFD HVAC	BLACK-HAAK	\$ 20,000.00	\$ 908.50	\$ 726.80
9/23/2025	297-25-9P	BLACK DIAMOND HOLDINGS	8397&8399 ST NORBERT	NSFD PLUMB	PERFORMANCE PLUMB	\$ 24,000.00	\$ 872.00	\$ 697.60
9/23/2025	298-25-9E	BLACK DIAMOND HOLDINGS	8397&8399 ST NORBERT	NSFD ELECT	BLACK-HAAK	\$ 20,000.00	\$ 872.00	\$ 697.60
9/23/2025	299-25-9H	BLACK DIAMOND HOLDINGS	8397&8399 ST NORBERT	NSFD HVAC	BLACK-HAAK	\$ 20,000.00	\$ 872.00	\$ 697.60
9/23/2025	300-25-9P	MCGUIRE PROPERTIES	2657&2659 PRINCETON	NSFD PLUMB	PERFORMANCE PLUMB	\$ 24,000.00	\$ 908.50	\$ 726.80
9/23/2025	301-25-9E	MCGUIRE PROPERTIES	2657&2659 PRINCETON	NSFD ELECT	BLACK-HAAK	\$ 20,000.00	\$ 908.50	\$ 726.80
9/23/2025	302-25-9H	MCGUIRE PROPERTIES	2657&2659 PRINCETON	NSFD HVAC	BLACK-HAAK	\$ 20,000.00	\$ 908.50	\$ 726.80
9/24/2025	303-25-9B	ARTHUR LADISH	7932 WHITE PETAL	NSFD	ARTHUR LADISH	\$ 969,000.00	\$ 1,459.20	\$ 1,167.36
9/24/2025	304-25-9E	ARTHUR LADISH	7932 WHITE PETAL	NSFD ELECT	BELL ELECT	\$ 41,495.00	\$ 872.80	\$ 698.24
9/24/2025	305-25-9H	ARTHUR LADISH	7932 WHITE PETAL	NSFD HVAC	BREWER HVAC	\$ 64,310.00	\$ 872.80	\$ 698.24
9/24/2025	306-25-9P	ARTHUR LADISH	7932 WHITE PETAL	NSFD PLUMB	SBS PLUMB	\$ 38,800.00	\$ 872.80	\$ 698.24
9/24/2025	307-25-9B	JIM JOHNSON	3628 ROYAL SIERRA	REROOF	PRESTIGE ROOFING	\$ 28,500.00	\$ 100.00	\$ 80.00
9/24/2025	308-25-9B	AMY WEISKOPF	3611 JADE TREE	REROOF	PRESTIGE ROOFING	\$ 22,700.00	\$ 100.00	\$ 80.00
9/24/2025	309-25-9B	BRAD HOLTZ	3387 VOYAGER	REROOF	SILVERCREST CONST	\$ 1,100.00	\$ 100.00	\$ 80.00
9/29/2025	310-25-9B	KORY KESHEMBERD	3223 FAIRVIEW	DETACHED GARAGE ELECT	KMILL ELECT	\$ 2,000.00	\$ 219.00	\$ 175.20
9/29/2025	311-25-9B	MICHAEL SCHMIDT	2694 CASSY	DETACHED GARAGE	SELF	\$ 67,000.00	\$ 267.00	\$ 213.60
9/29/2025	312-25-9B	RICK WATERS	8187 OAKWOOD	RAZE BUILDING	VALLEY CONST	\$ 5,750.00	\$ 100.00	\$ 80.00
9/29/2025	313-25-9E	KARI WEINHOLZER	2948 RIDGEWAY	SERVICE	CUMINGS ELECT	\$ 1,000.00	\$ 150.00	\$ 120.00
TOTALS						\$ 3,603,936.00	\$ 25,359.10	\$ 20,287.28
TOWN OF WINNECONNE PERMITS:								
9/10/2025	102-25-9B	ERVIN FISCHER	6671 LASLEY SHORE	REMODO	E2 INNOVATION	\$ 75,000.00	\$ 210.00	\$ 168.00
9/11/2025	103-25-9B	PAMELA WEIS	6876 WENTZEL SHORE	RAZE HOUSE	SELF	\$ 15,000.00	\$ 55.00	\$ 44.00
9/11/2025	104-25-9B	PAMELA WEIS	6876 WENTZEL SHORE	NSFD	SELF	\$ 450,000.00	\$ 500.00	\$ 400.00
9/11/2025		PAMELA WEIS	6876 WENTZEL SHORE	TOWN FEES	SELF	\$	\$ 610.00	\$
9/16/2025	105-25-9B	PAMELA VERSTOPPEN	514 MEMORIAL	SCREEN ROOM ADDN	SELF	\$ 8,000.00	\$ 165.00	\$ 132.00
9/16/2025	106-25-9B	ROD STOFFEL	7204 CLARK PT	RAZE SHED	HANK BONS	\$ 500.00	\$ 40.00	\$ 32.00
9/16/2025	107-25-9B	ROD STOFFEL	7204 CLARK PT	NEW SHED	TODD KRAUSE	\$ 50,000.00	\$ 160.20	\$ 128.16
9/24/2025	108-25-9B	GENE KUHNS	6869 SUNSET TRAIL	ADDITION	JASON EHRMENTRAUT	\$ 200,000.00	\$ 306.40	\$ 245.12
9/24/2025	109-25-9B	MIKE MATHISON	7151 JACGUIS	FOUNDATION REPAIR	RAISE RITE	\$ 10,500.00	\$ 50.00	\$ 40.00
9/24/2025	110-25-9B	JOHN HERZFELDT	7266 CTY M	REROOF	SECURITY ROOFING	\$ 10,714.00	\$ 50.00	\$ 40.00
9/30/2025	111-25-9E	JAKE PETERSON	5151 CTY G	SOLAR INSTALL	EVERLIGHT SOLAR	\$ 27,127.00	\$ 60.00	\$ 48.00
9/30/2025	112-25-9H	NICK WEIS	6876 WENTZEL SHORE	NSFD HVAC	MARTENS HVAC	\$ 19,421.00	\$ 188.37	\$ 150.70
9/30/2025	113-25-9E	MIKE CHEVREMONT	5624 LASLEY POINT	BASEMENT REMOD ELECT	ECHO ELECT	\$ 8,000.00	\$ 67.20	\$ 53.76
TOTALS						\$ 874,262.00	\$ 2,462.17	\$ 1,481.74

**WINNEBAGO COUNTY SOLID WASTE MANAGEMENT BOARD
2025 RECYCLING TONNAGE REPORT**

	January	February	March	April	May	June	July	August	September	October	November	December	YTD	
	SS Tons	SS Tons	SS Tons	SS Tons	SS Tons	SS Tons	SS Tons	SS Tons	SS Tons	SS Tons	SS Tons	SS Tons	SS Tons	
001	T. Algoma	64.10	34.34	39.99	41.09	45.98	44.27	43.86	53.16	40.77			407.56	T. Algoma
002	T. Black Wolf	21.21	17.29	16.94	18.97	26.25	19.69	27.20	18.73	16.89			183.17	T. Black Wolf
003	T. Clayton	32.22	29.62	33.53	36.01	36.70	37.20	39.76	32.87	42.09			320.00	T. Clayton
004	V. Fox Crossing	119.59	82.63	99.67	113.34	114.59	102.28	126.41	101.28	102.02			961.81	V. Fox Crossing
005	T. Neenah	29.20	30.96	36.68	25.81	33.18	27.11	35.46	28.45	24.09			270.94	T. Neenah
006	T. Nekimi	10.28	8.29	8.90	10.71	9.53	8.94	12.29	8.50	7.84			85.28	T. Nekimi
008	T. Omro	9.81	8.11	10.97	7.02	12.09	11.72	9.48	10.02	11.27			90.49	T. Omro
013	T. Vinland	11.96	9.62	13.12	18.47	15.12	13.86	18.05	14.36	16.46			131.02	T. Vinland
014	T. Winchester	16.40	11.56	12.21	11.97	14.52	14.96	13.70	13.59	11.72			120.63	T. Winchester
015	T. Winneconne	26.60	18.26	18.39	21.98	34.03	26.11	39.00	26.82	31.24			242.43	T. Winneconne
016	T. Wolf River	9.51	4.80	6.47	6.11	7.81	10.48	15.17	8.79	8.04			77.18	T. Wolf River
017	V. Winneconne	18.98	15.42	14.80	13.92	18.32	12.45	19.68	15.15	14.09			142.81	V. Winneconne
018	C. Menasha	131.18	77.49	117.63	120.69	100.23	132.58	108.30	110.27	91.77			990.14	C. Menasha
019	C. Neenah	169.09	131.53	149.20	171.61	180.26	164.84	181.55	155.18	161.76			1465.02	C. Neenah
020	C. Omro	29.79	16.95	18.62	19.11	20.19	21.35	25.39	23.89	18.81			194.10	C. Omro
021	C. Oshkosh	315.79	254.82	291.80	333.34	384.65	351.73	342.12	297.60	301.09			2872.94	C. Oshkosh
	Other SS	278.51	173.11	265.54	244.17	282.10	229.55	282.43	215.14	170.44			2140.99	Other SS
	TOTAL TONS	1294.22	924.80	1154.46	1214.32	1335.55	1229.12	1339.85	1133.80	1070.39			10696.51	TOTAL TONS

	Population	SS lbs./person		Population	SS lbs./person		Population	SS lbs./person
T. Algoma	6,867	118.70	T. Omro	2,413	75.00	C. Menasha	18,662	106.11
T. Black Wolf	2,429	150.82	T. Vinland	1,754	149.40	C. Neenah	27,611	106.12
T. Clayton	4,525	141.44	T. Winchester	1,783	135.31	C. Omro	3,624	107.12
V. Fox Crossing	19,285	99.75	T. Winneconne	2,647	183.17	C. Oshkosh	67,245	85.45
T. Neenah	3,664	147.89	T. Wolf River	1,214	127.15			
T. Nekimi	1,324	128.82	V. Winneconne	2,514	113.61	Total	167561	102.12

*Population updated on 1/31/24 from Dept. of Admin. "January 1, 2024 Final Population Estimates"

https://doa.wi.gov/DIR/Final_Ests_Muni_2024.pdf

https://doa.wi.gov/Pages/LocalGovtsGrants/Population_Estimates.aspx

** Other SS - in 2017 include all direct haul to OC (City Disposal, etc.)

Wastewater Treatment Plant Construction Update

For the past 40 years, under the oversight of the DNR, the Larsen-Winchester Sanitary District has efficiently and successfully provided sewer services through the operation of a controlled discharge lagoon system, managing our infrastructure and operations while keeping costs affordable for the 315 district users. In recent years, the DNR has set and imposed ammonia and phosphorus discharge limitations which the existing treatment facility is unable to meet. As such, these requirements result in an unfunded mandate forcing the district to undertake a complete Wastewater Treatment Plant (WWTP) overhaul and upgrade. Construction of the new WWTP began last summer and it is hoped that it will be substantially complete and operational by May 2026.

With the anticipated construction cost estimated at \$4,200,000, the financial impact to comply with the DNR mandate will most certainly be a burden on the taxpayers and district customers.

Cognizant of this, the Sanitary District Board has tirelessly researched and continues to actively seek grant funding opportunities. They have requested assistance from our Federal, State, and County representatives to identify and access potential grant programs. Despite submission of numerous requests and applications, LWSD does not meet the qualification requirements, making these funding efforts unsuccessful.

The only program for which LWSD qualifies is the Clean Water Fund Program (CWFP). This program is administered by the DNR and is funded using federal infrastructure monies. Through the CWFP LWSD will receive approximately \$900,000 in Principal Forgiveness. The balance of the project, \$3,300,000, will then be paid for with a

30-year CWFP loan with a fixed interest rate of 2.585 percent.

Even with the generous Principal Forgiveness and the subsidized interest rate, the DNR mandate still carries with it a significant financial burden. The annual debt payment is estimated to be \$160,000.

Beginning in 2025, the debt service payments will have to be funded either by adding them to the tax levy or through billing rate increases or both. It must also be understood that the Clean Water Fund Program comes with “strings attached.” By accepting the funding through the program, there are specific requirements imposed on the district which will have a direct impact on the annual tax levy over and above the annual loan payments.

Specifically, the CWFP requires that each year the district deposit money into an “Equipment Replacement Fund” so that as the mechanical components of the system age-out or fail, there is money “on-hand” to replace them. The amount required for deposit each year is calculated based on a full inventory of components and various factors associated with each such as purchase price, life expectancy, and other criterion. After providing the necessary information to the DNR, they have determined that the district must deposit ~\$61,000 annually into the “Equipment Replacement Fund”.

Finally, the mandated change to the WWTP system will result in added operational costs. The new system will require daily checks and new tasks which previously were not needed. There will also be added equipment maintenance, electric and natural gas utility increases, and building and site

maintenance. While exact costs are yet to be determined, staff expect the added operational costs to be approximately \$77,000 annually.

The bottom line for taxpayers and district customers is an unavoidable increase to the LWSD tax levy. Because the project is not yet complete, the impact on property owners can only be estimated. LWSD expects to maintain the current usage rates for the near term. However, property owners will see an increase to the LWSD tax levy. Below is an approximation of the impact on the average property owner.

2024 Tax Levy Payment	2025 Tax Levy Payment	2026 Tax Levy Payment
\$500	\$775*	\$953*

*Payments are ESTIMATED. Actual Tax is yet to be determined.

The Sanitary District Board members and staff will continue to strive to minimize costs whenever and wherever possible. Please feel free to reach out with questions or concerns, and as always, we encourage public attendance at the Sanitary District Board meetings.

District information and postings available at:

www.townofwinchesterwi.gov
www.townofclayton.net

Scott Reif, Chair
(920) 850-1405

Rob Nelson, Vice Chair
(920) 470-2574

Andy Miller, Commissioner
(920) 858-9211

Adam Blackburn, Commissioner
(920) 376-1207

Connie Kreutzberg, Commissioner
(920) 716-8072

MEMORANDUM

Business Referred by Plan Commission

From: Administrator/Staff

To: Town Board

Re: Town Board review & consideration of Ordinance 2025-009 to Amend the Town of Clayton Comprehensive Plan 2040, amending the future land use categories for Tax ID #006-0347-01; Tax ID #006-0344; Tax ID #006-0345; and Tax ID #006-0339-06 (immediately South of US Hwy 10 between Clayton Ave and Fairview Rd) from "Business Park" to a combination of "Single-Family Residential" and "Multi-Family Residential" future land use categories.

SUGGESTED MOTION(S):

*Motion and **ROLL CALL** to deny the Amendment to the Town of Clayton Comprehensive Plan 2040 for Tax ID #006-0347-01; Tax ID #006-0344; Tax ID #006-0345; and Tax ID #006-0339-06.*

*Motion and **ROLL CALL** to approve Ordinance 2025-009 and direct Staff to publish and post as required.*

Re: Town Board review & consideration of Ordinance 2025-Z002 to Amend the Official Town of Clayton Zoning Map for the re-zoning of Tax ID #006-0347-01; Tax ID #006-0344; Tax ID #006-0345; and Tax ID #006-0339-06 (immediately South of US Hwy 10 between Clayton Ave and Fairview Rd) from A-2 (General Agriculture District); I-1 (Light Industrial District); and B-3 (General Business District) to R-2 (Suburban Residential District), and R-4 (Multi-family Residential District).

SUGGESTED MOTION(S):

*Motion and **ROLL CALL** to deny the Amendment to the Official Town of Clayton Zoning map for Tax ID #006-0347-01; Tax ID #006-0344; Tax ID #006-0345; and Tax ID #006-0339-06.*

*Motion and **ROLL CALL** to approve Ordinance 2025-Z002 and direct Staff to publish and post as required.*

Re: Town Board review & consideration of a Preliminary Plat Review Application submitted by Vierbicher for the division of Tax ID #006-0347-01; Tax ID #006-0344; Tax ID #006-0345; and Tax ID #006-0339-06 into 46 lots and 2 outlots intended for a combination of single-family residential & multi-family residential use.

SUGGESTED MOTION(S):

Motion to deny the Preliminary Plat Review Application submitted by Vierbicher.

Re: Town Board review & consideration of a Site Plan Review Application submitted by Excel Engineering Inc on behalf of Spark Development, LLC for a proposed multi-family residential development located on Tax ID #006-0328-02-02 (Eagle Heights Dr).

SUGGESTED MOTION(S):

Motion to approve the Site Plan Review Application submitted by Excel Engineering Inc with the seven (7) conditions recommended by the Plan Commission.

Re: Town Board review & consideration of a Concept Plan Review Application submitted by Vierbicher on behalf of Vander Heiden Family Limited Partnership for a proposed mixed-use development.

SUGGESTED MOTION(S):

Suggesting no action be taken by the Board at this time – Plan Commission may entertain revisions to the concept plan that would come forward at a future Plan Commission meeting.

Respectfully Submitted
Kelsey



PLAN COMMISSION AMENDED

Wednesday, October 08, 2025 – 6:30 PM

Item A.

Town Hall Meeting Room, 8348 Hickory Ave, Larsen, WI 54947

MINUTES

CALL TO ORDER – Chair Knapinski called the meeting to order at 6:30 pm.

- A. Pledge of Allegiance
- B. Verification of Notice
- C. Meeting Roll

PRESENT

Chair Knapinski
Commissioner Haskell
Commissioner Nemecek
Commissioner Haase
Commissioner Ketter
Commissioner Hopkins
Town Board Rep. Christianson

STAFF

Administrator Wisnefske
Clerk Faust-Kubale
Planner Jaworski
Code Administrator Kamke

PUBLIC HEARING(S) AND/OR PUBLIC INFORMATION MEETINGS

- A. Plan Commission Public Hearing on an amendment to the Future Land Use Map of the Town of Clayton Comprehensive Plan 2040 submitted by Vierbicher on behalf of the Town of Clayton in the area immediately South of US Hwy 10 between Clayton Ave and Fairview Rd, being Tax ID #006-0347-01; Tax ID #006-0344; Tax ID #006-0345; and Tax ID #006-0339-06.

PUBLIC HEARING CLOSED AT 6:34 PM

- B. Plan Commission Public Hearing on a Re-zoning Application submitted by Vierbicher on behalf of the Town of Clayton to re-zone Tax ID #006-0347-01; Tax ID #006-0344; Tax ID #006-0345; and Tax ID #006-0339-06 (immediately South of US Hwy 10 between Clayton Ave and Fairview Rd).

PUBLIC HEARING CLOSED AT 6:35 PM

APPROVAL OF MINUTES

- A. Approval of the Minutes of the Wednesday, September 10, 2025 Plan Commission Meeting

MOTION

Motion made by Commissioner Nemecek, **Seconded** by Commissioner Hopkins to approve the Minutes of the Wednesday, September 10, 2025, Plan Commission Meeting as presented.

Voting Yea: Chair Knapinski, Commissioner Haskell, Commissioner Nemecek, Commissioner Haase, Commissioner Hopkins, Town Board Rep. Christianson

Abstaining: Commissioner Ketter

Motion carried 6-0, 1 abstention.

OPEN FORUM – Public comments addressed to the Plan Commission

John Borchert, 8761 State Rd 76. spoke regarding concerns with future development and the potential water drainage implications to neighboring property along State Rd 76.

Kathy Houle, 9619 Oakwood Ave, spoke regarding flooding & water issues along Winnegamie Dr and Oakwood Ave.

Ted Hughes, N177 Horizon Dr, spoke regarding flooding & water issues along Winnegamie Dr and Oakwood Ave.

Mark Lesperance, 3373 Winnegamie Dr, spoke regarding flooding & water issues along Winnegamie Dr and Oakwood Ave.

CORRESPONDENCE

- A. Distribution of the September 2025 Building Inspection Report

DISCUSSION ITEMS (NO ACTION WILL BE TAKEN)

- A. Administrator's Report

BUSINESS

- A. Review/Recommendation: Plan Commission review & recommendation on an amendment to the Future Land Use Map of the Town of Clayton Comprehensive Plan 2040 submitted by Vierbicher on behalf of the Town of Clayton in the area immediately South of US Hwy 10 between Clayton Ave and Fairview Rd, being Tax ID #006-0347-01; Tax ID #006-0344; Tax ID #006-0345; and Tax ID #006-0339-06.

MOTION

Motion made by Commissioner Nemecek, **Seconded** by Commissioner Ketter to recommend denial of the amendment to the Future Land Use Map of the Town of Clayton Comprehensive Plan 2040 submitted by Vierbicher.

Voting Yea: Chair Knapinski, Commissioner Haskell, Commissioner Nemecek, Commissioner Haase, Commissioner Ketter, Commissioner Hopkins, Town Board Rep. Christianson

Motion carried 7-0.

- B. Review/Recommendation: Plan Commission review & recommendation on Resolution 2025-002 making a Recommendation to the Town Board of Supervisors regarding a Re-zoning Application submitted by Vierbicher on behalf

of the Town of Clayton to re-zone Tax ID #006-0347-01; Tax ID #006-0344; Tax ID #006-0345; and Tax ID #006-0339-06 (immediately South of US Hwy 10 between Clayton Ave and Fairview Rd) from A-2 (General Agriculture District); I-1 (Light Industrial District); and B-3 (General Business District) to R-2 (Suburban Residential District), and R-4 (Multi-family Residential District).

MOTION

Motion made by Commissioner Ketter, **Seconded** by Commissioner Nemecek to recommend denial of the Re-zoning Application submitted by Vierbicher.

Voting Yea: Chair Knapinski, Commissioner Haskell, Commissioner Nemecek, Commissioner Haase, Commissioner Ketter, Commissioner Hopkins, Town Board Rep. Christianson

Motion carried 7-0.

- C. Review/Recommendation: Plan Commission review & recommendation on a Preliminary Plat Review Application submitted by Vierbicher for the division of Tax ID #006-0347-01; Tax ID #006-0344; Tax ID #006-0345; and Tax ID #006-0339-06 into 46 lots and 2 outlots intended for a combination of single-family residential & multi-family residential use.

MOTION

Motion made by Commissioner Ketter, **Seconded** by Commissioner Nemecek to recommend denial of the Preliminary Plat Review Application submitted by Vierbicher.

Voting Yea: Chair Knapinski, Commissioner Haskell, Commissioner Nemecek, Commissioner Haase, Commissioner Ketter, Commissioner Hopkins, Town Board Rep. Christianson

Motion carried 7-0.

- D. Review/Recommendation: Plan Commission review & recommendation on a Site Plan Review Application submitted by Excel Engineering Inc on behalf of Spark Development, LLC for a proposed multi-family residential development located on Tax ID #006-0328-02-02 (Eagle Heights Dr).

MOTION

Motion made by Commissioner Nemecek, **Seconded** by Commissioner Ketter to recommend approval of the Site Plan Review Application submitted by Excel Engineering with the following conditions:

1. A site plan agreement shall be entered into between the landowner and the Town, per 9.07-182.
2. Stormwater and erosion control plans must meet the requirements set forth by Winnebago County and the State of Wisconsin, as applicable.
3. The project must connect to the available utilities, including sewer and water lines.
4. Convert some of the standard spaces to accessible space size to meet the minimum of 6 accessible spaces required.

5. Solar Reflective Index (SRI) values for roofing materials must be submitted prior to building permit issuance. SRI values must be at least 21 or higher.
6. Landscaping must be installed within six (6) months of the building occupancy.
7. Lighting plan meeting Dark Sky Certification standards must be submitted and reviewed for compliance before building permit issuance.

Voting Yea: Chair Knapinski, Commissioner Haskell, Commissioner Nemecek, Commissioner Haase, Commissioner Ketter, Commissioner Hopkins, Town Board Rep. Christianson

Motion carried 7-0.

- E. Review/Recommendation: Plan Commission review & recommendation on a Concept Plan Review Application submitted by Vierbicher on behalf of Vander Heiden Family Limited Partnership for a proposed mixed-use development.

MOTION

Motion made by Commissioner Ketter, **Seconded** by Commissioner Nemecek to continue pursuing discussions on the concept plan submitted by Vierbicher and encourage the developer to bring back revisions for review at a future Plan Commission meeting.

Voting Yea: Chair Knapinski, Commissioner Haskell, Commissioner Nemecek, Commissioner Haase, Commissioner Ketter, Commissioner Hopkins, Town Board Rep. Christianson

Motion carried 7-0.

UPCOMING MEETING ATTENDANCE

- A. Plan Commission (6:30 pm start unless otherwise noted) - Nov 12; Dec 10; Jan 14
- B. Town Board (6:30 pm start unless otherwise noted) - Oct 15; Nov 5 & 19; Dec 3 & 17
- C. Town Board Budget Meeting - Oct 21 beginning at 1 pm

ADJOURNMENT

MOTION

Motion made by Commissioner Haskell, **Seconded** by Commissioner Nemecek to adjourn at 8:26 pm.

Voting Yea: Chair Knapinski, Commissioner Haskell, Commissioner Nemecek, Commissioner Haase, Commissioner Ketter, Commissioner Hopkins, Town Board Rep. Christianson

Motion carried 7-0.

Respectfully submitted,

Kelsey Faust-Kubale
Town Clerk

**TOWN OF CLAYTON
WINNEBAGO COUNTY, WISCONSIN**

**ORDINANCE NO. 2025-009
AN ORDINANCE TO AMEND THE TOWN OF CLAYTON
COMPREHENSIVE PLAN 2040**

WHEREAS, an application for amendment to the Town of Clayton Comprehensive Plan has been filed with the Town of Clayton as described herein; and

WHEREAS, the application for amendment to the Town of Clayton Comprehensive Plan is to amend the Future Land Use Plan Map by amending the future land use categories of Tax ID #006-0347-01; Tax ID #006-0344; Tax ID #006-0345; and Tax ID #006-0339-06 (immediately South of US Hwy 10 between Clayton Ave and Fairview Rd) from "Business Park" to a combination of "Single-Family Residential" and "Multi-Family Residential" and

WHEREAS, the proposed amendment has been reviewed by the Town of Clayton Plan Commission on October 8, 2025, which recommended amendment of the Town of Clayton Comprehensive Plan 2040; and

WHEREAS, a public hearing on the Comprehensive Plan amendment was held at a Town of Clayton Plan Commission meeting at 6:30 pm on Wednesday, October 8, 2025, to hear comments from the public in support or objection of the proposed Comprehensive Plan amendment; and

WHEREAS, all procedural requirements have been met for the purposes of consideration of the amendment as provided in the Town of Clayton Comprehensive Plan and §66.1001, Wisconsin Statutes; and

NOW, THEREFORE, BE IT ORDAINED, THAT THE TOWN BOARD OF SUPERVISORS OF THE TOWN OF CLAYTON, WINNEBAGO COUNTY, WISCONSIN, PURSUANT TO THE TOWN COMPREHENSIVE PLAN AND §66.1001, WISCONSIN STATUTES, HEREBY ADOPTS THE FOLLOWING AMENDMENT TO THE TOWN OF CLAYTON COMPREHENSIVE PLAN 2040:

- Property Owner(s):
Town of Clayton, 8348 Hickory Ave, Larsen, WI 54956
- Legal Description of Property:
For property specifically described as Tax ID #006-0347-01; Tax ID #006-0344; Tax ID #006-0345; and Tax ID #006-0339-06 ; being a part of the Southeast ¼ of the Southeast ¼, Section 12, Township 20 North, Range 16 East; and being a part of the Southwest 1/4 of the Southeast 1/4, Section 12, Township 20 North, Range 16 East; and being a part of the Southeast 1/4 of the Southwest 1/4, Section 12, Township 20 North, Range 16 East, all in the Town of Clayton, County of Winnebago, Wisconsin.
- Adopted Amendment(s):

Amend Future Land Use Plan Map by amending the future land use category of the above-described property from "Business Park" to "Single-Family Residential" and Multi-Family Residential".

NOW, THEREFORE, BE IT FURTHER ORDAINED, that this amendment to the Town of Clayton Comprehensive Plan 2040 shall be effective immediately upon adoption by the Town Board of Supervisors of the Town of Clayton, and upon posting or publication of the same, as made and required by law.

Adopted this _____ day of _____, 20_____

Vote: Yes: _____ No: _____ Absent: _____ Abstain: _____

TOWN OF CLAYTON

By: _____
Russell D. Geise, Town Chair

Attest: _____
Kelsey Faust-Kubale, Town Clerk

TOWN OF CLAYTON

PLAN COMMISSION RESOLUTION # 2025-002

RE-ZONING OF TAX ID #006-0347-01; TAX ID #006-0344; TAX ID #006-0345;
AND TAX ID #006-0339-06

The Plan Commission for the Town of Clayton has recommended [] Approval [X] Denial
of the following Re-zoning:

Owner: Town of Clayton

Applicant: Vierbicher

Location: Property immediately South of US Hwy 10 between Clayton Ave and
Fairview Rd

Legal Description: Being a part of the Southeast 1/4 of the Southeast 1/4, Section 12,
Township 20 North, Range 16 East; and being a part of the Southwest
1/4 of the Southeast 1/4, Section 12, Township 20 North, Range 16 East;
and being a part of the Southeast 1/4 of the Southwest 1/4, Section 12,
Township 20 North, Range 16 East, all in the Town of Clayton, County of
Winnebago, Wisconsin.

Parcel Number: The properties are known as Tax ID #006-0347-01; Tax ID #006-0344;
Tax ID #006-0345; and Tax ID #006-0339-06

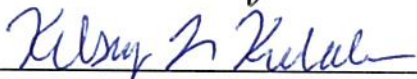
Explanation: Applicant is requesting a Zoning Change from A-2 (General Agriculture
District); I-1 (Light Industrial District); and B-3 (General Business District)
to R-2 (Suburban Residential District), and R-4 (Multi-family Residential
District).

Town Findings:

1. The Town does have an adopted land use plan.
2. The proposed zoning change does comply with the Town's adopted Land Use
Plan.
3. The proposed zoning change is consistent with the Town's Future Land Use Plan.
4. The proposed zoning change is consistent with the existing land use pattern.

Signed: 
Dick Knapinski, Plan Commission Chair

Date: 10/8/2025

Attest: 
Kelsey Faust-Kubale, Town Clerk

Date: 10/8/25

TOWN OF CLAYTON

ORDINANCE 2025-Z002

**AN ORDINANCE TO AMEND THE OFFICIAL TOWN OF CLAYTON ZONING MAP
– WINNEBAGO COUNTY, WISCONSIN**

WHEREAS, one or more applications for amendments(s) to the “Town of Clayton Zoning Map – Winnebago County, Wisconsin” have been filed with the Town of Clayton Clerk as described herein; and

WHEREAS, following the requisite Notices and Public Hearing(s), the proposed amendment(s) have been reviewed and recommended to the Town of Clayton Board of Supervisors by the Town’s Plan Commission; and

WHEREAS, the application(s) for amendment(s) to the “Town of Clayton Zoning Map – Winnebago County, Wisconsin” does comply with the Town’s future land use element of the Town of Clayton Comprehensive Plan 2040; and

WHEREAS, all other procedural requirements have been met for purposes of consideration of the amendment(s) as provided in Article 7 of the Town of Clayton Zoning Code of Ordinances; and

NOW, THEREFORE BE IT ORDAINED THAT, the Board of Supervisors of the Town of Clayton, County of Winnebago, State of Wisconsin, pursuant to Article 7 of the Town of Clayton Zoning Code of Ordinances, hereby adopts the following amendment(s) to the “Town of Clayton Zoning Map – Winnebago County, Wisconsin”:

Section 1: The Official “Town of Clayton Zoning Map – Winnebago County, Wisconsin” is amended as follows:

A. Property Owner(s):

Town of Clayton, 8348 Hickory Ave, Larsen, WI 54947

Legal description of the property:

Being a part of the Southeast ¼ of the Southeast ¼, Section 12, Township 20 North, Range 16 East; and being a part of the Southwest 1/4 of the Southeast 1/4, Section 12, Township 20 North, Range 16 East; and being a part of the Southeast 1/4 of the Southwest 1/4, Section 12, Township 20 North, Range 16 East, all in the Town of Clayton, County of Winnebago, Wisconsin.

Findings of Fact:

1. The Town of Clayton has an adopted Comprehensive Plan.
2. The Future Land Use Plan Map of the Comprehensive Plan shows the subject property as “Residential – Single and Duplex”.

- 3. The proposed R-2 (Suburban Residential District), and R-4 (Multi-family Residential District) are consistent with the Single-Family Residential, and Multi-Family Residential future land use categories.
- 4. Therefore, a zoning map amendment from R-2 (Suburban Residential District), and R-4 (Multi-family Residential District) is consistent with the adopted Comprehensive Plan.
- 5. The zoning map amendment is compatible with adjacent land uses.

The above-described property is hereby rezoned from:
 A-2 (General Agriculture District); I-1 (Light Industrial District); and B-3 (General Business District) to R-2 (Suburban Residential District), and R-4 (Multi-family Residential District).

Section 2: This Ordinance shall be submitted to the Winnebago County Board for approval. This amendment to the “Town of Clayton Zoning Map – Winnebago County, Wisconsin” shall be effective upon approval by the Winnebago County Board.

Adopted this _____ day of _____, 20_____

Vote: Yes: _____ No: _____ Abstain: _____ Absent: _____

ATTEST:

 Russell D. Geise, Town Chair

 Kelsey Faust-Kubale, Town Clerk

MEMORANDUM

Business Item A

From: Administrator/Staff

To: Town Board

Re: Town Board review & consideration of an intergovernmental agreement with the Winnebago County Highway Department to provide road maintenance services for the Town.

The attached proposed agreement would be another 1-year extension of our current agreement with the Winnebago County Highway Department. This relationship with the County to assist with services and support has provided the Town with significant cost savings on our road and culvert projects.

SUGGESTED MOTION(S):

Motion to approve the Maintenance Agreement with Winnebago County Highway Department for 2026.

If you have any questions about this information, please feel free to call or e-mail me.

Respectfully submitted,
Kelsey

ROBERT DOEMEL, JR.
Highway Commissioner

901 W. COUNTY RD. Y, P.O. BOX 100
OSHKOSH, WISCONSIN 54901 Item A.



OSHKOSH (920) 232-1700
FOX CITIES (920) 727-8640
FAX (920) 424-7790

Winnebago County

Highway Commission

The Wave of the Future

October 1, 2025

Mr. Russell Geise, Chairperson
Town of Clayton
8348 Hickory Avenue
Larsen, WI 54947

Dear Mr. Geise:

Each year, the Winnebago County Highway Department seeks to partner with the towns by providing maintenance services for the following year. This is a positive arrangement for both the county and the town. To continue providing these services to our customers, the Highway Department is attempting to assess the future material, labor, and equipment needs of the Highway Department. I would ask that you consider your maintenance needs for 2026 and review the language in the enclosed Maintenance Agreement. If you and the town board agree, please sign in the appropriate place at the bottom of the page and return it to the Highway Department as soon as possible.

I would like to thank the Town of Clayton for utilizing the Highway Department to provide and deliver maintenance services to the town residents. I strongly believe that we can deliver the highest quality services to our residents when local governments work together.

If you or the town board have any questions concerning the town maintenance agreement, please feel free to contact me at rdoemel@winnebagocountywi.gov or 920-232-1700 at your convenience. Thank you.

Sincerely,

A handwritten signature in black ink, appearing to read "Rob Doemel", written over a horizontal line.

Robert Doemel, Commissioner
Winnebago County Highway Department

CC: Town Clerk

RD: ls

**WINNEBAGO COUNTY HIGHWAY
&
TOWN OF CLAYTON
MAINTENANCE AGREEMENT**

Whereas, the Town of Clayton, a town located in Winnebago County, would like to retain the services of the Winnebago County Highway Department to provide and deliver certain highway-related maintenance work during the calendar year of 2026; and

Whereas the Winnebago County Highway Department is willing and able to perform said maintenance services on behalf of the Town of Clayton during calendar year 2026.

Now, therefore, for that mutual consideration as stated herein, it is agreed by and between the Town of Clayton and the Winnebago County Highway Department as follows:

1. This agreement shall be for a period of one-year commencing the 1st day of January 2026 and continuing through December 31, 2026.
2. This maintenance work shall include general maintenance and miscellaneous work as needed during the year;

GENERAL MAINTENANCE ACTIVITIES

Surface Maintenance
Shoulder Maintenance
Vegetation Maintenance and Control
Maintenance of Safety Appurtenances
Guard and security fencing, bridge railings, and attenuators
Maintenance of Drainage Facilities
Culverts, ditches, and catch basins
Litter Pickup
Traffic Control
Marking and Signage
Pavement Ratings

MISCELLANEOUS ACTIVITIES

Asphalt Milling
Asphalt Pulverizing
Seal Coating
Grading
Paving
Bridge Inspections and Repairs
Equipment Repairs

- 3. The Town shall pay for all maintenance work performed & delivered in accordance with the wage rates, material costs and machinery rental rates of the Winnebago County Highway Department as established by Winnebago County.
- 4. All work will be on a time and materials basis and will be at the direction of the Town.
- 5. Both parties agree not to discriminate against any employee or applicant for employment because of age, race, religion, color, handicap, sex, physical condition, developmental disability, sexual orientation as defined in s.51.01(5) Wis. Stats., or national origin. This provision shall include, but not be limited to, the following: employment, upgrading, demotion or transfer, recruitment or recruitment advertising, layoff or termination, rates of pay or other forms of compensation, and selection for training, including apprenticeship.
- 6. The Town of Clayton agrees at all times during the term of this agreement to; indemnify, save harmless, and defend Winnebago County, its Board, Officers, Employees, and Representatives may sustain, incur or be required to pay by reason Winnebago County, furnishing services, or goods required to be provided under this Agreement, provided, however, that the provisions of this section shall not apply to liabilities, losses, charges, costs, or expenses caused solely by or resulting from the acts or omissions of Winnebago County, its Agencies, Boards, Officers, Employees, or Representatives.

IN WITNESS WHEREOF the parties have hereunto set their hands and seals this

_____ Day of _____, 2025.

TOWN of Clayton

CHAIRMAN _____

CLERK _____

Winnebago County Highway Department

By: _____
Robert Doemel, Commissioner
Winnebago County Highway Department

MEMORANDUM

Business Item B

From: Administrator/Staff

To: Town Board

Re: Town Board review & consideration of a Development Agreement between the Town and Spark Development for property described as Tax ID #006-0328-02-02 (9111 Eagle Heights Dr).

Administrator Wisnefske & Attorney LaFrombois have reviewed the draft and feel the agreement is in the Town's best interest to move forward.

SUGGESTED MOTION(S):

Motion to approve the development agreement between the Town & Spark Development.

If you have any questions about this information, please call or e-mail me.

Respectfully Submitted
Kelsey

DEVELOPMENT AGREEMENT
(Tax Incremental District No. 1)

THIS DEVELOPMENT AGREEMENT, which may be amended or supplemented from time to time (this “**Agreement**”), dated as of [DATE] (the “**Effective Date**”), is by and between the TOWN OF CLAYTON, Winnebago County, Wisconsin, a Wisconsin municipal corporation (the “**Town**”), and Spark Development, LLC, a Wisconsin limited liability company (“**Developer Entity**”), and Derek Liebhauser, an individual, and TJ Lamers, an individual (Derek Liebhauser and TJ Lamers, collectively, “**Developer Principals**”) (Developer Entity and Developer Principals are collectively referred to herein as “**Developer**”).

WHEREAS, Developer has proposed to acquire and develop certain real property located at Lot 2 of CSM 8002, Town of Clayton, Winnebago County, Wisconsin, identified as Parcel Number 006-03280202 containing approximately 14.04 acres, as further described on **Exhibit A** attached hereto and made a part hereof, with a 2024 assessed value of \$0.00 (the “**Property**”); and

WHEREAS, the Town and Developer have entered into that certain Vacant Land Offer to Purchase, dated May 07, 2025, accepted on May 13, 2025, amended on August 15, 2025, and as may be further amended (the “**Purchase Agreement**”) for the conveyance of the Property from the Town to the Developer pursuant to its terms; and

WHEREAS, Developer intends to construct Six (6) apartment buildings, totaling Seventy-Two (72) apartment units (the “**Project**”). The Project improvements are shown on the Preliminary Concept Plan attached hereto and made a part hereof as **Exhibit B**; and

WHEREAS, as of January 1, 2025 the Property has an aggregate assessed value of Zero and 00/100 dollars (\$0.00), which based on the assessed tax rates in effect as of January 1, 2025, the Property yields approximately Zero and 00/100 dollars (\$0.00) in total real estate taxes annually; and

WHEREAS, upon completion of Project, the Town estimates the aggregate assessed property value of the Property will be Ten Million and 00/100 dollars (\$10,000,000.00) which is anticipated to yield approximately One Million Eight Hundred Fifty-Nine Thousand Four Hundred Fifty-Three and 41/100 (\$1,859,453.41) in total real estate taxes annually; and

WHEREAS, pursuant to the provisions of Wis. Stat. §66.1105 (the “**Tax Increment Law**”), the Town has included the Property within Tax Increment District No. 1 (the “**District**”), and has adopted a project plan for the District (as may be amended, the “**Project Plan**”) to finance certain Project Costs and development incentives within the District, which will provide part of the financing for certain costs of the Project; and

WHEREAS, Developer has requested TIF assistance from the Town with regard to certain expenses, including, but not limited to, construction of new buildings and the construction of public works infrastructure, estimated to be Nine Hundred Twenty-Nine Thousand Seven Hundred Twenty-Six and 77/100 dollars (\$929,726.77), as detailed on the PAYGo Payment Estimates which is attached hereto and incorporated herein by reference as **Exhibit C**, which will constitute qualified expenditures for which TIF assistance may be afforded to Developer; and

WHEREAS, the Town desires to have Developer perform the Project in order to generate economic activity and tax base for the community consistent with the Town’s Comprehensive Plan; and

WHEREAS, in order to induce Developer to undertake the Project, such that the Project will remediate environmental contamination and/or enhance the physical (soil, water, air) landscape, build new structures with designs, systems, and finishes, create a significantly higher per-acre property value than adjacent properties and the Town average, generate property taxes greater than the cost of providing infrastructure and services, expand our range of residential and commercial real estate products, and the public will generally benefit, the Town has agreed to provide assistance to Developer as provided by this Agreement, all in accordance with the terms and conditions of this Agreement; and

WHEREAS, the Developer would not undertake the Project without the incentives and agreements of the Town as set forth herein.

NOW, THEREFORE, for good and valuable consideration, the receipt and sufficiency of which are acknowledged, the parties agree as follows:

I. PURPOSE

A. Incorporation of Proceedings, Exhibits, and Recitals. All motions adopted, approvals granted, minutes documenting such motions and approvals, and plans and specifications submitted by the Developer in conjunction with any and all approvals as granted by the Town, including but not limited to adopted or approved plans or specifications on file with the Town, along with all of the Recitals set forth above, shall be incorporated into this Agreement by reference, upon attachment, or upon consent by amendment if necessary if not referenced or attached at the time of execution of this Agreement.

B. Implementation Schedule. TIME IS OF THE ESSENCE with regard to all dates and time periods set forth and/or incorporated herein. Any material modification or deviation from an approved schedule described in this Agreement shall occur only upon approval of the Town, with any such approvals required to be in writing as an amendment to this Agreement, and which approvals shall not be unreasonably withheld, conditioned or delayed. The Town shall cooperate and act promptly with respect to any and all permits or approvals necessary for completion of the Project upon receipt of complete and accurate application materials. Notwithstanding the above, this Agreement shall not limit the discretion of the Town, or any of its duly appointed and authorized governing bodies, boards or entities, in approving or rejecting any aspect of the Project or improvements contemplated on or about the Property as part of the Town's customary processes.

C. Purpose of the Agreement. In order to cause the Project to occur and to induce Developer to undertake the Project, to promote community development, industry and job creation and to expand and enhance the tax base within the Town, the Town intends to provide the TIF Incentive as set forth in this Agreement. The Town intends to recover its costs through the Available Tax Increment generated by the Property, which retainer of Town costs shall be capped at Ten percent (10%) of the tax increment received from the Project (the "**Administrative Fee**"). The Town will charge an Administrative Fee to the Developer to partially offset the direct and indirect costs incurred by the Town in association with this Project, including, but not limited to, the costs of record keeping, report preparation, accounting, legal fees, and any other related administrative duties. The parties intend to enter into this Agreement to record the understandings and undertakings of the parties and to provide a framework within which the Project may proceed.

II. DEFINITIONS

A. "Available Tax Increment" means the amount of Tax Increment (as defined below) actually received by the Town generated by any increase of value of the Property above the Base Value and attributable to development within a tax incremental finance district, during the twelve

(12) month period preceding a payment date, that has not been previously used to make payment on bonds or other obligations as determined by the Town. The amount of Available Tax Increment may fluctuate based on variations in the property valuations, tax rate, depreciation and other independent factors.

B. “Base Value” means the aggregate assessed value of the Property when the District was created, which shall be Zero and 00/100 dollars (\$0.00).

C. “Completion Date” means the substantial completion of the Project as evidenced by issuance of a certificate of occupancy for the buildings.

D. “Concept Plan” means the plan for the Project.

E. “District” means Tax Increment District No. 1 of the Town of Clayton, which has been established, and is in good standing, by the Town of Clayton, Winnebago County, Wisconsin. The Town created District No. 1 in 2019; District No. 1 terminates in 2039.

F. “Plans and Specifications” means the plans and specifications developed for the Project.

G. “Preliminary Concept Plan” means the initial Concept Plan, a copy of which is attached as Exhibit B and which is subject to such changes as Developer or the Town may propose and the Town may accept in its discretion, consistent with applicable law governing plan review.

H. “Private Improvements” means the improvements to be constructed on the Property that are not Public Improvements.

I. “Public Improvements” means the infrastructure improvements in connection with the Project that will ultimately be dedicated for public service, potentially including, without limitation:

- i. road, pedestrian, and bicycle improvements; and
- ii. sanitary sewer, storm sewer, and potable water and wastewater mains and laterals, and storm water management facilities; and
- iii. telephone, high-speed cable, and related technology infrastructure; and
- iv. natural gas, electrical power, and other public utilities; and
- v. any related engineering, grading, erosion control, and landscaping; and
- vi. any related land acquisitions and anticipated and intentional corrections to adjacent property affected by the public improvements, including grading.

J. “Qualified Expenditures” means any expenditures of Developer for the Project that are eligible for TIF Incentives including the Public Improvements approved by the applicable governing authority or as required by State or Federal law, Private Improvements specifically approved by the Town, or any other activity specifically approved by the Town.

K. “Special Assessment” means any special assessment levied against the Property by the Town under Wis. Stat. §60.77(5)(f) or §60.79, the Town Code of Ordinances and this Agreement.

L. “Special Charge” means any special charge levied against the Property by the Town under Wis. Stat. §60.23 or §60.55, the Town Code of Ordinances and this Agreement.

M. “Tax Increment” means that amount obtained by multiplying the total county, town, school and other local general property taxes levied on all taxable property within a District in a year by a fraction having as a numerator the value increment for that year in the District and as a denominator that year’s equalized value of all taxable property in the District.

N. “TIF” means Tax Increment Financing, as described in Section III below and in particular, Tax Increment Financing relating to the District.

O. “TIF Incentive” means the incentive as set forth in Section III of this Agreement including specifically the Tax Incentive Cap, as well as the Public Improvements that will service the Property.

III. TAX INCREMENT FINANCING

A. Qualification for TIF. Developer shall demonstrate, to the satisfaction of the Town, a need for TIF, with such determination to be made according to the “but for” test, that is, that but for the Town providing TIF, the Project would not happen.

B. PAYGo Reimbursement. The Town shall provide a TIF Incentive as a pay-as-you-go (PAYGo) obligation of the Town, which is further defined as follows:

- i. The Developer guarantees that the Property shall have a minimum aggregate assessed value of Ten Million and 00/100 dollars (\$10,000,000.00) on or before the January 1 following the Completion Date.
- ii. Developer shall be responsible to incur and pay all of the upfront costs of the Project and, to the extent District revenues are sufficient to the limits of the District and this Agreement, Qualified Expenditures shall be reimbursed to Developer.
- iii. Commencing the first year after the first occupancy permit for the Project has been issued, which occupancy permits shall be issued upon the completion of each building comprising the Project subject to the building or project satisfying the approved permit requirements, local ordinances and state statute, the assessed value of the Property shall be determined on January 1 of each tax year and shall be compared to the assessed value of the Property as of January 1 of the year in which construction commenced. The difference in assessed values shall be known as the “**Incremental Property Value**”.
- iv. The “**Available Tax Increment**” shall mean the Incremental Property Value multiplied by the assessed mill rate, less payments of real estate taxes to the State of Wisconsin, administrative fees as contemplated by Paragraph I(C) above, and any other lawful deductions.
- v. Provided the aggregate assessed Property value meets or exceeds Ten Million and 00/100 dollars (\$10,000,000.00) on or before the January 1 following the Completion Date, the Town shall make available up to Fifty percent (50%) of the Available Tax Increment to the Developer (the “**TIF Incentive**”) until all Qualified Expenditures have been repaid. If the aggregate assessed Property value fails to meet or exceed Ten Million and 00/100 dollars (\$10,000,000.00), the TIF Incentive shall be proportionally reduced.

- vi. TIF Incentive payments will be payable to Developer in the year following the year of the Available Tax Increment determination, after Developer has provided proof to the Town of the full payment of the real estate taxes, Special Assessments and Special Charges against the Property for the previous year. For example, if the first occupancy permit is issued on September 1, 2026, the TIF Increment would be determined as of January 1, 2027 and the TIF Incentive would first be payable in 2028.
- vii. The Town shall take all actions necessary to continue the existence of the District in good standing through its current 2039 termination date.
- viii. Upon the request of the Developer or an assignee of the Developer's payment rights hereunder, the Town shall provide a written certification of facts regarding the current amount due to the Developer or assignee pursuant to Section III.B.4, the current Available Tax Increment, and a confirmation of the person or location to which the Town will make payments.
- ix. The TIF Incentive shall be available to Developer until the TIF expires on August 31, 2039.

C. Qualified Expenditures. The TIF Incentive available to Developer under this Agreement shall be disbursed in the following priority, and only fund:

- i. **"Public Improvements"** which shall include infrastructure improvements in connection with the Project that will ultimately be dedicated for public service, environmental remediation, and asbestos abatement as required by State and Federal law; then
- ii. **"Private Improvements"** which shall include the improvements to be constructed on the Property that are not Public Improvements; then
- iii. Any other activity specifically approved by the Town.

D. Limitations. The TIF Incentive available to Developer for the Project is limited as follows:

- i. Monetary Limitation. The TIF Incentive in any year shall not exceed Fifty percent (50%) of the Available Tax Increment for the Property and in-fact paid by the Developer to the Town.
- ii. Tax Incentive Cap. Subject to Section III.A., the total amount of TIF assistance shall not exceed the lesser of 10% of the total aggregate assessed value of the Property following the Completion Date or Nine Hundred Twenty-Nine Thousand Seven Hundred Twenty-Six and 77/100 dollars (\$929,726.77) (the **"Tax Incentive Cap"**).
- iii. Tax Receipts Limitation. Only the Available Tax Increment actually received by the Town, and no other property, revenue, or asset of the Town, shall be used to pay such amounts.
- iv. Temporal Limitation. Provided Developer qualifies for TIF Incentive and provides adequate proof to the Town that Developer has incurred and paid Qualified Expenditures, and provided Developer and all transferees have paid the real estate taxes and any Special Assessments and Special Charges

in full for the previous tax year by July 31, TIF Incentive payments shall be made on or before September 1 of each year; provided, however, in no event shall TIF Incentive payments continue after the earlier of: (a) the termination date of the District, or (b) the termination of this Agreement if before the termination of the District.

E. No General Obligation of Town. The Town's obligation to make TIF Incentive payments shall be a special and limited obligation only and shall not be considered a general obligation of the Town, and neither the full faith and credit nor the taxing powers of the Town are pledged to the payment of such amounts. The Town shall take no action to dissolve the District before payment of all TIF Incentive payments due to the Developer, subject to the provisions of this Agreement. In no circumstances shall amounts to be paid Developer hereunder be considered an indebtedness of the Town, and the obligation of the Town hereunder is limited to the Available Tax Increment appropriated and received by the Town. Amounts due hereunder shall not count against the Town's constitutional debt limitation, and no taxes will be levied for its payment or pledged to its payment other than from the Available Tax Increment.

F. Other Grants and Credits. The Town, as appropriate and in its sole discretion, may also apply for such other grants and credits in regard to the Project as they shall deem appropriate for the benefit of the Project and as may be required to achieve necessary financing for the Project, provided, however, the Town makes no representations or warranties about the availability of such grants and credits or whether any such grants or credits that may be available will be awarded.

IV. DEVELOPER OBLIGATIONS.

A. Acquisition of Property. The Developer shall acquire fee simple title to the Property no later than [DATE] (the "**Closing Date**"). This date may be modified by mutual agreement of the parties. The Property and rights of way shall be owned in the name of the Developer or its assigns at least until the Completion Date and to initiate payment of taxes based on the increased Property value.

B. Recordation of Development Agreement. Simultaneously with the purchase of the Property, the Developer shall record a short form memorandum of this Agreement in the form attached hereto as **Exhibit D** (the "**Memorandum**"), executed by both the Developer and the Town, to be recorded with the Register of Deeds for Winnebago County, Wisconsin. The Memorandum shall be recorded prior to the recordation of any mortgages or other liens. In the event that a mortgage is recorded prior to the Memorandum, then, no later than thirty (30) days after the purchase of the Property, Developer shall record one or more subordination agreements in form and substance reasonably acceptable to the Town which have been executed by the holder(s) of any mortgages or liens affecting the Property as of the date or recording of the Memorandum which subordinates such mortgage(s) and lien(s) to this Agreement.

C. Preliminary Concept Plan. Developer shall submit a Preliminary Concept Plan, clearly identifying the Project, to the Town for approval, allowing sufficient lead time for such request to be included on the agenda for all applicable Town authorities to review at their regularly scheduled meetings. Town approval of such Preliminary Concept Plan is due prior to Closing.

D. Preparation of the Plans. To the extent not already completed, the Developer shall prepare the Concept Plan in form and substance acceptable to the Town prior to commencement of construction. The Plans shall include, among other details, site plans, building plans, and other drawings that fix and describe the size and character of the entire Project, along with the schematics

and location of the water mains, sanitary sewer mains, and storm sewer system. The Town reserves the right to request additional documentation of the Project as may be reasonably determined by the Town to be appropriate.

E. Development Budget. Developer shall submit a budget, prepared in accordance with general principles for construction and development budgeting and consistent with the sample included in the TIF application packet, to the Town for approval, allowing sufficient lead time for such request to be included on the agenda for all applicable Town authorities to review at their regularly scheduled meetings. The budget should be arranged to identify acquisition and site related costs, hard costs, and soft costs. Also, identify all line items that are performed by the developer, owner, or related entities as well as the up-front sources intended to finance the development costs for each line item.

F. Guaranty. Developer shall execute a Guaranty in form and substance consistent with **Exhibit E** attached hereto and made a part hereof.

G. Assessments. Subject to the limitations set forth hereinafter, Developer shall be responsible for: (i) the payment of assessments including but not limited to road, sanitary sewer and potable and storm water improvements, and other assessments lawfully enacted by the Town; and (ii) utility hook-up fees pursuant to the utility providers standard practice and policy.

H. Compliance with Planning; Zoning; Permits and Use. Developer will obtain from the Town and all other appropriate governmental bodies (and all other councils, boards, and parties having a right to control, permit, approve, or consent to the development and use of the Property) all approvals and consents necessary to develop and use the Property as set forth above.

I. Proof of Equity. Developer must provide a minimum Fifteen percent (15%) equity of total Project Costs. Equity is defined as cash or un-leveraged value in land or prepaid costs attributable to the project. TIF shall not be used to supplant cash equity.

J. Proof of Financing. Developer shall have delivered proof of financing, reasonably satisfactory to the Town, which after injection of the Developer equity into the Project, will be sufficient in the determination of the Town, to complete the Project according to the Plans and Specifications.

K. Construction of the Project. The Developer shall, subject to receipt of all necessary governmental approvals, construct and pay all costs of the Project on the Property, including, without limitation, all other proposed and future storm water, sewer, water, driveways, parking areas, appurtenances and private utilities but specifically excluding the Improvements (defined below) (the “**Project Costs**”). The Project to be constructed upon the Property and its uses shall be in conformity with the Town-approved Plans, and in compliance with all applicable municipal ordinances of the Town and with any pertinent provisions of the Project Plan. The Project to be constructed upon the Property and its uses shall be in conformity with the Town-approved Plans, Town and Fox Crossing Utilities (“**FCU**”) applicable municipal ordinances, utility specifications, and standards, and pertinent provisions of the Project Plan. Neither the establishment of the District nor this Agreement shall obligate the Town to grant variances, exceptions, or conditional use permits.

L. Construction of Sanitary Sewer, Water Mains/Laterals, and Storm Sewer System; Grant of Easements. Developer will build the water mains, laterals, and all other equipment needed for the system located on the Project, at Developer’s sole cost and expense. The sanitary sewer and water lines will be connected at the Developer’s sole cost and expense; such lines shall be constructed as required for the Project pursuant to sound engineering practice, consistent with applicable codes and regulations, and as reasonably agreed by the Developer, Town engineer, and

FCU, such consent of Town shall not be unreasonably withheld, delayed or conditioned. The sanitary sewer connections will be provided by the Town at a location or locations approved by the Town and FCU. The water main connections will be provided by the Town at a location approved by the Town and FCU. Developer's obligation under this Section is limited to the construction of sanitary sewer and water lines to be constructed by Developer's private contractors. The sanitary sewer, water lines, and storm sewer system must be constructed and approved according to Town specifications and approved by the Town prior to construction. Each dwelling unit located on the Project shall be services with a separate meter for billing purposes.

M. Storm Sewer System Maintenance. The Developer, its successors and assigns, shall adequately maintain the storm water management practices, including, but not limited to, all pipes and channels built to convey storm water to and from approved facilities, as well as all structures, improvements and vegetation provided to control the quantity and quality of the stormwater. Adequate maintenance is herein defined as maintaining the stormwater management facilities in good working condition so that these facilities are performing their design functions and are in accordance with Wisconsin Department of Natural Resources, County, and County Drainage Board regulations.

N. Standard of Care. Developer shall construct the sanitary sewer, water mains/laterals, and storm sewer system in accordance with the degree of professional care, skill, judgment, and diligence usually exercised by project developers regularly developing and operating development projects similar in scope and complexity to the Project. Developer shall fully and faithfully discharge its obligations and responsibilities hereunder and shall devote sufficient time and attention to ensure the full, prompt, and professional discharge of its duties under this Agreement. The Town must review and approve utility plans prior to construction. The plans must be in compliance with Town specifications and standards. Changes from the approved utility plans require review and approval by the Town. Prior to an occupancy permit being issued, the utilities must be inspected and approved to be in compliance with the plans. The Developer, engineer and Town shall hold a pre-construction meeting. The Developer is responsible for the following costs:

1. Utility inspections by Town engineer and attendance at pre and post construction meetings.
2. Preparing an As-Built set of plans for the Town at project completion.

O. Employees. Developer shall assign to the construction of the sanitary sewer, water mains/laterals, and storm sewer system such staff or third-party contractors as may be reasonably required to complete the Project with due diligence and to cause the Project to be completed in accordance with the Project schedule and Plans. All persons employed by Developer in connection with the Services will be Developer's employees or independent contractors, and the Town shall have no liability, responsibility, or authority regarding them. Developer is solely responsible for the salaries of its employees and any employee benefits to which they may claim to be entitled. Developer will fully comply with all applicable laws and regulations relating to worker's compensation, social security, unemployment insurance, hours of labor, wages, working conditions, and other employer-employee related laws.

P. Reports and Information. During the period before the commencement of construction, Developer shall, upon request, provide to the Town information having a bearing upon the interests of the Town in the Property or under this Agreement.

Q. No Transfer to Tax-Exempt Entity; PILOT. Developer agrees that as long as the District is in existence, no portion of the Property shall be sold, transferred or conveyed to, or leased or owned by any entity or used in any manner which would render any part of the Property exempt from property taxation, except that portion of the Property dedicated to the Town under the terms of this Agreement. In the event the Property, or any part of it, becomes exempt or partially exempt from general property taxes during the term of this Agreement, the Developer and its successors and assigns shall make annual payments in lieu of taxes to the Town in an amount equal to the property taxes that would otherwise have been paid as property taxes on the Property, or the applicable portion thereof.

R. Ownership Retained. Developer shall retain ownership at least long enough to complete the Project, to stabilize its occupancy, to establish the project management, and to initiate payment of taxes based on the increased project value.

V. TOWN OBLIGATIONS.

A. Property Transfer. The Town shall convey the Property to Developer or, upon Developer's request, to Developer's assignee, free and clear of liens and encumbrances that materially prohibit development of the Property as herein proposed, via warranty deed, in exchange for the Purchase Price as defined in the Purchase Agreement, and shall provide an owner's policy of title insurance at the time of conveyance.

B. Town Approvals. The Town shall make all reasonable efforts to indicate its approval or further requirements in writing within thirty (30) days from the date of receipt of the Concept Plan, Development Budget or any revisions.

C. Public Improvements.

- i. The Town has completed roadway installation and improvements, as well as potable water, sanitary sewer, and storm sewer mains to service the Project (collectively, the "**Improvements**"). The total fees associated with these improvements in the amount of Three Hundred Sixteen Thousand Eight Hundred Twenty-Four and 29/100 dollars (\$316,824.29) may be paid by the Developer in one lump sum at Closing, or at the Developer's election, in installments over a period of ten (10) years, with interest at a rate of 4.5% per annum.
- ii. Upon stabilization of the site, as determined by Winnebago County, the Developer will be permitted to connect surface storm water from the Project to the regional retaining pond at the Developer's expense. Prior to stabilization, the Developer shall follow the approved storm water plan for removing sediment before and prior to the surface water leaving the Project site.

D. Payment of Certain Tax Increment Revenues Toward Cost of Project.

- i. Incentive Amount. Subject to the conditions set forth herein including, without limitation, completion of the Project on or before December 31, 2030 ("**Project Completion Date**") with a minimum value of Ten million and 00/100 dollars (\$10,000,000.00) (the "**Minimum Value**") for the buildings within the Project, the Town shall pay to the Developer, as an incentive for development of the Property, the TIF Incentive. If the Project is not completed by the Project Completion Date, the Incentive Amount shall

be proportionately reduced by the Minimum Value less the completed value of the buildings divided by the Minimum Value.

E. Source of Payment. The Incentive Amount shall be payable solely from Available Tax Increments (as defined above) which have been received and retained by the Town in accordance with the provisions of Wis. Stat. §66.1105, and appropriated by the Town Board to payment of the Incentive Amount. The Incentive Amount shall be payable in installments on or before September 1st of each year, commencing with the first tax year where the Available Tax Increment is included as part of the tax due against the Property, and on each September 1st thereafter based on Available Tax Increments generated in the immediately prior tax year, with the exception of any payment scheduled for 2039, based on 2038 taxes, which must be paid on or before August 31, 2039 and must be received by the Town on or before August 31, 2039. If Available Tax Increments have been insufficient to pay the full Incentive Amount after the scheduled installment payable on or before August 31, 2039 (based on the Available Tax Increments generated in 2038), then the Incentive Amount shall be deemed paid in full, the obligation of the Town to make any further payment shall terminate, and the Developer shall have no right to receive any additional payments. The Town makes no representation or covenant, express or implied, that Available Tax Increments will be generated or that they will be sufficient to pay, in whole or in part, the Incentive Amount. All Tax Increments received by the Town which are not appropriated to pay the Incentive Amount may be used by the Town for any legally permitted purpose, in its sole discretion

- i. Payment of the Incentive Amount, and/or any other refund of property tax pursuant to this Agreement, shall cease on August 31, 2039. The last year for tax reimbursement pursuant to this Agreement shall be 2039 for 2038 taxes, so long as such taxes are timely paid on or before July 31, 2039 and received by the Town on or before August 31, 2039. Tax payments made for 2038 taxes on or after August 1, 2039 will not be subject to this Agreement and will not be repaid pursuant to this Agreement.
- ii. Notwithstanding any other term of this Agreement, if, by no fault of the Town, 2038 tax payments timely made by Developer are not processed and returned to the Town by Winnebago County or the State of Wisconsin in sufficient time to pay the Incentive Amount prior to termination of the TIF, or if other unforeseen circumstances makes payment of the Incentive Amount prior to TIF termination impossible, the Town shall be under no obligation to make TIF Incentive payments or any other tax refunds under this Agreement following TIF termination.

F. Payment Subject to Annual Appropriation. As stated above, the application of Available Tax Increments to payment of the Incentive Amount each year is subject to future annual appropriation by the Town Board. The Town makes no representation or covenant, express or implied, that any non-zero Available Tax Increments will be generated and/or appropriated in any given year, nor does the Town make any representation or covenant as to any aggregate amount of Available Tax Increments to be paid to the Developer. Any Tax Increment (defined below) which is not appropriated and allocated toward the Available Tax Increments may be used by the Town for any legally permitted purpose, in its sole discretion.

G. Available Tax Increments. In this Agreement, “**Available Tax Increments**” for any given year means an amount equal to the result of the following computation:

- i. the annual gross tax increment revenues (using a 2025 base year) paid with respect to the Project and actually received and retained by the Town which is generated by property tax payments on the Property (the “**Tax Increment**”); minus,
- ii. the Project's share (as reasonably determined by the Town) of the actual legal, financial and administrative expenses incurred by the Town, in connection with the creation or administration of the District and the negotiation, preparation and administration of this Agreement and related documentation which has not yet been reimbursed by Tax Increment.
- iii. The Town shall not make any TIF Incentive payments or other tax refunds under this Agreement following TIF termination on September 1, 2039. As of September 1, 2039, if the Developer has received less than 10% of the total aggregate assessed value of the Property following the Completion Date or Nine Hundred Twenty-Nine Thousand Seven Hundred Twenty-Six and 77/100 dollars (\$929,726.77) then the Town shall be under no further obligation to pay the Developer additional money or have any other obligation to the Developer, with the exception of Section IX(G).
- iv. On an annual basis, the Town may reasonably adjust the amount of the Available Tax Increment shared with the Developer with the intent to achieve a ten (10) year payout that is consistent and even in light of circumstances.

H. Tax Increment Revenue Bond. Notwithstanding anything to the contrary in this Section V or in this Agreement, in the event the Town determines, in its discretion, that the Incentive Amount may not be paid in full prior to the end of the District's statutorily-permitted expenditure period, the Town shall (unless the Town, in its sole discretion, prepays the Incentive Amount prior to the expiration of the District's statutorily-permitted expenditure period) issue the Developer a taxable tax increment revenue bond evidencing the Town's obligation to pay the then-remaining balance of the Incentive Amount. Such revenue bond shall be payable solely from Available Tax Increments and shall be subject to the terms and conditions of this Agreement, including, without limitation, that all payments under the bond shall be subject to and conditioned upon future annual appropriation of Available Tax Increments by the Town Board to payment of the bond.

I. No Dedication of Public Right of Way. Within the Project, no public dedication of roads will be performed and no roadway within the Project shall be the responsibility of the Town, nor driveways, nor any unpaved area. The Developer shall not request, propose, or otherwise seek the dedication of any portion of the Project as a public right of way.

VI. NOTICES

All notices hereunder must be in writing and must be sent by United States registered or certified mail (postage prepaid) or by an independent overnight courier service, addressed to the addresses specified below:

If to the Developer:
 Spark Development, LLC
 2065 American Dr., Ste A
 Neenah, WI 54956
 Attn: Derek Liebhauser

If to the Town:
 Town of Clayton
 8348 Hickory Avenue
 Larsen, WI 54947
 Attn: Kelly Wisnefske

VII. TERM

A. Term. Unless sooner terminated, the term of this Agreement shall commence on the date hereof and continue until the earliest of:

- i. All Qualified Expenditures have been repaid in full by Tax Increment;
- ii. The Town closes and terminates the District;
- iii. The Wisconsin Department of Revenue fails to certify or revokes certification of all or any portion of the District or the Property;
- iv. This Agreement is terminated because of an Event of Default; or
- v. The parties agree in writing to terminate this Agreement.

B. Default. In the event that either the Town or the Developer defaults under any material terms or conditions of this Agreement (an “**Event of Default**”), the defaulting party shall be responsible for all costs and expenses incurred by reason of such default including, but not limited to, any legal expenses incurred by the nondefaulting party. The rights and remedies of the nondefaulting party shall not be limited to those, if any, specified in this Agreement, but the nondefaulting party shall have all rights and remedies to which it may be entitled, either at law or in equity. Developer Entity and Developer Principals shall be jointly and severally liable for the payment and performance of all obligations of the Developer under this Agreement and the Town may bring suit against each such entity, jointly or severally, or against any one or more of them.

C. Limitation of Damages. The foregoing notwithstanding, none of the parties shall be liable to any other party for any incidental, consequential, indirect, punitive or exemplary damages. All claims and damages asserted against the Town shall be subject to statutory protections of municipalities and their officials and employees, including the immunity and limitations set forth in Wis. Stat. §893.80.

D. Waiver. Any delay by the nondefaulting party in instituting or prosecuting any action or proceeding or other asserting its rights under this article shall not operate as a waiver of such rights or to deprive it of or to limit such rights in any way (it being the intent of these provisions that such nondefaulting party should not be constrained, so as to avoid the risk of being deprived of or limited in the exercise of the remedy provided for in this Section because of concepts of waiver, laches or otherwise, to exercise such remedy at a time when it may still hope otherwise to resolve the Project created by the default involved). No waiver in fact made by the nondefaulting party with respect to any specific default by the defaulting part under this Section is to be considered or treated as the waiver of the rights of the nondefaulting party with respect to any other defaults by the defaulting party under this Section, or with respect to the particular default except to the extent specifically waived in writing.

E. Termination of Agreement. If the Developer shall not acquire the Property by the Closing Date, this Agreement shall terminate and be of no further force or effect.

VIII. DEVELOPER REPRESENTATIONS

Developer hereby represents, warrants, and covenants to the Town as follows:

A. Good Standing. Developer Entity is a limited liability company, duly formed, validly existing, and in good standing under the laws of the State of Wisconsin. Developer holds and shall maintain at all times during the term of this Agreement, all licenses, permits, or other certifications necessary to perform its duties under this Agreement, and is in compliance with and shall continue to comply with all applicable laws.

B. Due Authorization. Developer has all requisite power and authority, has taken all actions required by its organizational documents and applicable law, and has obtained all necessary consents, to: (i) execute and deliver this Agreement; and (ii) consummate the transactions contemplated by this Agreement. This Agreement has been duly authorized and properly executed and delivered and constitutes the valid and binding obligations of Developer, enforceable in accordance with its terms, subject to principles of equity, bankruptcy, insolvency, and other laws generally affecting creditors' rights and the enforcement of debtors' obligations.

C. Qualification. Developer is qualified and has the skill and professional competence, expertise, and experience to undertake the obligations imposed, and to perform the work contemplated by this Agreement and the requirements of a project of the magnitude and scope of the Project.

D. Sufficient Resources. Developer has and shall maintain at all times during the term of this Agreement, sufficient facilities, expertise, staff, assets, and other resources to perform its duties under this Agreement. The services to be rendered and performed for the Town under this Agreement shall be performed and rendered by professionals experienced, licensed (if a license is required), and qualified to perform such services in the State of Wisconsin.

E. No Material Change in Documents. All contract documents and agreements have been furnished to the Town by the Developer and are true and correct and there has been no material change in any of the same.

F. No Material Change in Developer Operations. There has been no material change in the business operations of Developer since the date the parties began negotiation to enter into this Agreement that would adversely affect the ability of the Developer to perform its obligations hereunder.

G. Compliance with Zoning. The Project will conform at all times and in all respects with applicable zoning and land division laws, rules, regulations and ordinances.

H. Payment. Developer shall pay for all work performed or materials furnished for the Project when and as the same become due and payable.

I. Certification of Facts. No statement of fact by Developer contained in this Agreement and no statement of fact furnished or to be furnished by Developer to the Town pursuant to this Agreement contains or will contain any untrue statement of a material fact or omits or will omit to state a material fact necessary in order to make the statements herein or therein contained not misleading.

J. No Conflict. The execution, delivery, and performance of the obligations of Developer, the development company, and all principals of the development company pursuant to this Agreement will not violate or conflict with the Articles of Organization or Operating Agreement of

Developer or any indenture, instrument or material agreement by which Developer is bound, nor, to the knowledge of the officer of the Developer signing this Agreement, upon a due diligence evaluation, will the execution, delivery, or performance of obligations of Developer pursuant to this Agreement violate or conflict with any law applicable to Developer.

K. No Litigation. To the knowledge of the managing member of the Developer signing this Agreement upon a due diligence evaluation, there is no litigation or proceeding pending or threatened against or affecting Developer or the Property that would adversely affect the Project, Developer or the priority or enforceability of this Agreement, the ability of Developer to complete the Project or the ability of Developer to perform its obligations under this Agreement.

L. No Default. No default, or event that with the giving of notice or lapse of time or both would be a default, exists under this Agreement, and Developer is not in default (beyond any applicable period of grace) of any of its obligations under any other material agreement or instrument to which Developer is a party or an obligor.

M. Compliance with Laws and Codes. The Project, when completed, will conform and comply in all respects with all applicable laws, rules, regulations and ordinances, including without limitation, all building codes and ordinances of the Town. Developer will comply with, and will cause the Project to be in compliance with all applicable federal, state, local and other laws, rules, regulations and ordinances, including without limitation, all environmental laws, rules, regulations and ordinances at all times during its period of ownership of the Project.

N. Fees or Commissions. The Town shall not be liable for any broker fees or commissions incurred by Developer in connection with the Property or any transactions contemplated by this Agreement.

O. No Objection to Property Assessment. Prior to termination of this Agreement, Developer shall not file an objection to real or personal property assessment as provided under Wis. Stat. §70.47(7)(a) that, if successful, would reduce the aggregate assessed value of the Property to less than Ten Million and 00/100 dollars (\$10,000,000.00).

IX. MISCELLANEOUS PROVISIONS.

A. Assignment; Covenants Run with the Land. This Agreement shall not be assignable by the Developer without the prior written consent of the Town, except that the Developer may make a collateral assignment of the right to receive payment of the Incentive Amount under this Agreement to its lender as part of a first mortgage on the Property, subject to all terms and conditions of this Agreement. No assignment of this Agreement shall serve to release the Developer from any liability or obligations under this Agreement. The provisions of this Agreement shall run with the land and inure to the benefit of and be binding upon the successors and assigns of the parties and all assignees, mortgagees, purchasers and transferees of all or any part of or interest in the Property.

B. Indemnification; No Personal Liability. The Developer shall indemnify, save harmless and defend the Town and its respective officers, agents and employees from and against any and all liability, suits, actions, claims, demands, losses, costs, damages and expenses of every kind and description, including reasonable attorney costs and fees, for claims of any kind including liability and expenses in connection with the loss of life, personal injury or damage to property, or any of them brought because of any injuries or damages received or sustained by any persons or property relating to or in connection with the Property, including, without limitation, on account of or arising out of the construction and/or operations of the Project. Under no circumstances shall any trustee, officer, official, director, administrator, attorney, employee or agent of the Town have any personal liability

arising out of this Agreement, and no party shall seek or claim any such personal liability. The provisions of this Section shall survive the term of this Agreement.

C. No Third-Party Beneficiaries; Relationship of the Parties. This Agreement is intended solely for the benefit of the Developer and the Town, and no third party (other than successors and permitted assigns) shall have any rights or interest in any provision of this Agreement, or as a result of any action or inaction of the Town in connection therewith. The Developer and its contractors and subcontractors shall be solely responsible for the completion of the Project. This Agreement does not create the relationship of principal and agent, or of partnership, joint venture, or of any association or relationship between the Town and the Developer or any contractor or subcontractor employed by the Developer in the construction of the Project.

D. Conflicts of Interest. No member of the governing body or other officer of the Town shall have any financial interest, direct or indirect, in this Agreement, the Property, or the Project, or any contract, agreement or other transaction contemplated to occur or be undertaken thereunder or with respect thereto, nor shall any such member of the governing body or other official participate in any decision relating to the Agreement which affects his or her personal interests or the interests of any corporation, partnership or association in which he or she is directly or indirectly interested.

E. Force Majeure. No party shall be responsible to any other party for any resulting losses and it shall not be a default hereunder if the fulfillment of any of the terms of this Agreement is delayed or prevented by revolutions or other civil disorders, wars, acts of enemies, strikes, fires, floods, acts of God, pandemics, adverse weather conditions, legally required environmental remedial actions, industry-wide shortage of materials or labor, or by any other cause not within the control of the party whose performance was interfered with, and which exercise of reasonable diligence, such party is unable to prevent, whether of the class of causes herein above enumerated or not, and the time for performance shall be extended by the period of delay occasioned by any such cause. The foregoing notwithstanding, a Force Majeure event may not be used to avoid an Event of Default if the delay caused by the Force Majeure event exceeds one hundred eighty (180) days from the date the event occurred.

F. Entire Agreement; Waiver; Amendment; Severability. This Agreement and the documents executed pursuant to this Agreement contain the entire understanding of the parties with respect to the subject matter hereof and all prior letters of intent or offers, if any, are hereby terminated. There are no restrictions, promises, warranties, covenants or undertakings other than those expressly set forth in this Agreement and the documents executed in connection with this Agreement. This Agreement shall be deemed to include and incorporate such minutes, approvals, plans, and specifications, as referenced in this Agreement, and in the event of a conflict between this Agreement and any action of the Town, granting approvals or conditions attendant with such approval, the terms of this Agreement shall be deemed controlling and the Town will take the necessary action to amend any conflicting approvals or conditions. This Agreement and the documents executed in connection herewith supersede all prior negotiations, agreements and undertakings between the parties with respect to the subject matter hereof. No waiver, amendment, or variation in the terms of this Agreement shall be valid unless in writing and signed by the Town and the Developer, and then only to the extent specifically set forth in writing. Nothing contained in this Agreement is intended to or has the effect of releasing the Developer from compliance with all applicable laws, rules, regulations and ordinances in addition to compliance with all terms, conditions and covenants contained in this Agreement. If any covenant, condition, provision, term or agreement of this Agreement is, to any

extent, held invalid or unenforceable, the remaining portion thereof and all other covenants, conditions, provisions, terms, and agreements of this Agreement will not be affected by such holding, and will remain valid and in force to the fullest extent by law.

G. Parties and Survival of Agreement. Except as otherwise expressly provided herein, this Agreement is made solely for the benefit of the parties hereto and no other person, partnership, association or corporation shall acquire or have any rights hereunder or by virtue hereof. All representations and agreements in this Agreement shall remain operative and in full force and effect until fulfilled and shall survive the closing.

H. Recording of the Agreement. Recording of this Agreement is prohibited except as expressly allowed herein.

I. No Construction Against Drafter. This Agreement is a product of the negotiation and drafting of attorneys for the parties, and, as such, the rule of construing ambiguous contracts against the drafter shall not apply to this Agreement.

J. Venue. The venue for any proceeding involving the negotiation, drafting, interpretation or enforcement of this Agreement shall be the circuit court for Winnebago County, Wisconsin, all other venues being inappropriate for any such proceeding.

K. Headings. Descriptive headings as used in this Agreement are for convenience only and shall not control or affect the meaning or construction of any provision of this Agreement.

L. Governing Law. This Agreement is governed by the laws of the State of Wisconsin.

M. Counterparts. This Agreement may be executed in multiple counterparts, each of which shall be deemed an original but all of which counterparts collectively shall constitute one instrument representing the agreement among the parties. Electronic, facsimile and photocopy signatures shall have the same effect as original signatures.

SIGNATURE PAGE FOLLOWS

IN WITNESS WHEREOF, the parties have executed this Agreement as of the Effective Date stated in the first paragraph of this Agreement.

THE TOWN:

TOWN OF CLAYTON, a Wisconsin municipal corporation

Russell Geise, Town Chair

Kelsey Faust-Kubale, Town Clerk

DEVELOPER ENTITY:

SPARK DEVELOPMENT, LLC, a Wisconsin limited liability company

Name: Derek Liebhauser

Title: Authorized Member

DEVELOPER PRINCIPALS:

Name: Derek Liebhauser

Name: TJ Lamers

**EXHIBIT B
TO
DEVELOPMENT AGREEMENT**

Plans and Specifications

See attached.

DRAFT

**EXHIBIT D
TO
DEVELOPMENT AGREEMENT**

Form of Memorandum

See attached.

DRAFT

**EXHIBIT E
TO
DEVELOPMENT AGREEMENT**

Form of Guaranty

See attached.

DRAFT

MEMORANDUM

Business Item C

From: Administrator/Staff

To: Town Board

Re: Town Board review & consideration of operational updates & fees for the Town Yard Waste Site.

The yard waste site will be closing at the end of October. In the interest of getting more solid budget numbers, Staff has been evaluating the use of the site and operating costs. A final recap of the season will be presented to the Board in November.

The vast majority of residents complied with the new pass requirements. There were 2 who did not purchase a pass at all, 1 non-resident who was given entry, and several who used a pass not issued to them. As of Oct 8th, 388 passes have been issued, generating \$7,760 to offset the operational costs of the site.

The Town's operational costs include the Site Attendant wages, grinding costs, and disposal of any inorganic or oversized materials. The grinding cost for the 2025 season is estimated to be between \$5,000 and \$8,000. That will not happen until after the site closes. The projected total cost for operating the yard waste site in 2025 is between \$16,000 and \$18,000.

Based on the number of passes issued in 2025, Staff estimates that an increase in the pass price to \$25 will generate an additional \$2,000 to contribute to operational costs. Staff would like to see this additional service to residents become self-sustaining. The pass system has been a great addition and has given Staff valuable data towards achieving that goal.

SUGGESTED MOTION(S):

Motion to operate the Town Yard Waste Site in 2026 with a \$25 fee for resident use.

If you have any questions about this information, please call or e-mail me.

Respectfully Submitted,
Kelsey