City of Stoughton, 381 E Main Street, Stoughton WI 53589

RESOLUTION OF THE FINANCE COMMITTEE

Authorize and Direct the proper city official(s) to Amend the City of Stoughton Debt Management Policy

Committee Action: Finance Committee approved 5-0 on February 27, 2018 and meets on April 10, 2018 for additional revisions

Fiscal Impact: None

File Number: R- -2018	**Date Introduced:** April 10, 2018

WHEREAS, the City of Stoughton Debt Management Policy was adopted by the Common Council in 1999 and amended on August 26, 2008 and April 25, 2017; and

WHEREAS, the City's Finance Director recommended several changes to the Debt Management Policy at the Finance Committee meeting held on February 27, 2018 and April 10, 2018 as follows:

- Debt Indicators: Targeted Ranges – to update "Moodys Investors Service currently rates General Obligation debt of the City for 2017 "Aa2", electric system revenue debt for 2016 "A2" and water revenue debt for 2016 "A1"., with the remaining language as is; and

- Expenditures for Debt Service: Annual general obligation debt payments should remain in the range 22 – 24 percent of total budgeted expenditures for operations and debt service. This rating for 2017 was 18%.

- Direct Debt Per Capita: The City's objective is to maintain direct debt at a level equal to or lower than the Moody's Median A-1 on a per capita basis (outstanding general obligation debt principal divided by total equalized value).

- Other Types of Debt – Paragraph on Tax Increment Financing to read: Tax Increment Financing District debt is a way to collect the funds necessary to pay for the construction of the infrastructure designed to serve the district. The revenue is from the differential of the original tax revenue collected from the district before it was created and the value of the growth. The risk to using TIF debt financing is that the projections of the growth may fail to materialize as quickly as expected and the shortfall which is a general obligation or revenue obligation of the City will have to come from the general taxpayers and not the property owners that specifically benefit from the project. In 1995, State law structured TIF debt to be feasible and self-sufficient. As a general guide the City should only undertake TIF projects if there is a committed project that will fund a substantial portion of the expected debt service and meet the requirements of the City's Policy for the Creation of Tax Incremental Finance Districts and the Approval of TIF Projects.

WHEREAS, the Finance Committee has reviewed and recommends the proposed changes 5-0 at their meeting held February 27, 2018; and

WHEREAS, the Finance Committee met on April 10, 2018 regarding revisions to the section on Other Types of Debt. Now therefore

BE IT RESOLVED that the Common Council of the City of Stoughton authorizes and directs the property city official(s) to amend the City of Stoughton Debt Management Policy as recommended.

Council Action: ☐ **Adopted** ☐ **Failed** **Vote** _____

Mayoral Action: ☐ **Accept** ☐ **Veto**

_____

Donna Olson, Mayor Date

Council Action: _____ ☐ **Override** **Vote** _____

CITY OF STOUGHTON DEBT MANAGEMENT POLICY

APPROVED BY COUNCIL JUNE 8, 1999
AMENDED AUGUST 26, 2008, APRIL 25, 2017 and
AMENDED March 13, 2018

The following debt management policies should be used to provide the general framework for planning and reviewing debt proposals. The Common Council recognizes that there are no absolute rules or easy formulas that can substitute for a thorough review of all information affecting the City's debt position. Debt decisions should be the result of deliberative consideration of all factors involved.

DEBT POLICIES

Every future bond or note (collectively "bond") issue proposal will be accompanied by an analysis showing how it conforms to the debt policies adopted by the Common Council. The City's financial advisor will review and comment on each bond issue proposal, especially in regard to conformance with existing debt policies and how the financial package impacts the City's debt structure, debt service tax impact and credit factors as viewed by rating agencies. City guidelines for determining appropriate utilization of debt include:

- General Principals

  - The City will not use short-term borrowing to finance operating needs except in the case of an extreme financial emergency which is beyond the City's control or reasonable ability to forecast.

  - The City will maintain a balanced relationship between issuing debt and pay-as-you-go financing.

  - The scheduled maturities of long-term obligations should not exceed the expected useful life of the capital project or asset(s) financed.

  - Interim financing in anticipation of a definite fixed source of revenue such as an authorized, but unsold bond issue, or a grant is acceptable, however, the City should pursue all available cash management techniques which will limit the need for interim financing. When determined necessary, such anticipation notes should not:

    - Have maturities greater than two years;

    - Be rolled over for a period greater than one year; or

    - Be issued solely on the expectations that interest rates will decline from current levels.

  - Use of bond proceeds should be limited to financing the costs of planning, design, land acquisition, buildings, permanent structures, attached fixtures or equipment, movable pieces of large equipment such as fire engines, construction project costs, economic development related capital costs, acquisition of other fixed assets, bond issue costs, debt service reserve requirements, and refunding of outstanding bond issues.

- Non-capital furnishings and supplies will not be financed from bond proceeds.
- Refunding bond issues designed to restructure outstanding debt is an acceptable use of bond proceeds.
- The City should actively monitor its investment practices to ensure maximum returns on its invested bond funds while complying with Federal arbitrage guidelines.

- General Obligation Debt
  - A significantly large proportion of Stoughton's property taxpayers and citizens should benefit from projects financed by general obligation bonds.
  - This principle of taxpayer equity should be a primary consideration in determining the type of projects selected for financing by general obligation debt.
  - General obligation property tax-supported bonds should be used only after considering alternative funding sources, such as project revenues, Federal and State grants, and special assessments.
  - Every project proposed for financing through general obligation debt should be accompanied by a full analysis of the future operating and maintenance costs associated with the project.

- Revenue Debt
  - Revenue supported bonds should be used to limit potential dependence on property taxes for those projects with available revenue sources, whether self-generated or dedicated from other sources.
  - Whenever possible, the City will finance utility or enterprise projects by using self-supporting revenue bonds. Revenue bonds assure the greatest degree of equity because those who benefit from a project and those who pay for a project are most closely matched.
  - Every project proposed for financing through revenue bond debt should be accompanied by a full analysis of the future operating and maintenance costs associated with the project.

DEBT INDICATORS: TARGETED RANGES

Moodys Investors Service currently rates General Obligation debt for 2017 of the City "Aa2", electric system revenue debt for 2016 "A2" and water revenue debt for 2016 "A1". The City intends to manage its debt profile in order to maintain and improve these ratings over time. The City further intends to maintain a favorable debt profile as compared to similar communities in the Dane County area and to the medians of cities its size as reported by Moodys Investors Service. The following are the City's objectives with respect to debt and fund balance related measures:

- **FUND BALANCE.** To provide for unanticipated expenditures and to permit orderly adjustment to changes resulting from termination of revenue sources or unanticipated fluctuations in revenues, the City should strive to maintain an undesignated General Fund balance, which is fifteen to twenty percent of General Fund revenues.

- **EXPENDITURES FOR DEBT SERVICE.** Annual general obligation debt payments should remain in the range 22 – 24 percent of total budgeted expenditures for operations and debt service. This rating for 2017 budget was 18%.

- **DIRECT DEBT BURDEN.** The City's objective is to maintain a direct debt burden ratio of 4.00% or less (outstanding general obligation debt principal divided by total equalized value).

- **DIRECT DEBT PER CAPITA.** The City's objective is to maintain direct debt at a level equal to or lower than the Moody's Median A-1 on a per capita basis (outstanding general obligation debt principal divided by total equalized value).

DEBT ANALYSIS CRITERIA

Whenever the City is contemplating a possible debt issue, information will be developed concerning the following four categories commonly used by rating agencies to assess credit worthiness. The utilization of the following criteria may be selective and not all criteria may apply to a specific financing.

1. *Debt Analysis*
   - Debt capacity analysis
   - Purposes for which debt is issued
   - Debt type, structure and term
   - Debt burden and magnitude indicators and ratios as compared to other communities and national medians
   - Debt history and trends
   - Adequacy of debt and capital planning
   - Obsolescence of capital plant

2. *Financial Analysis*
   - Stability, diversity, and growth rates of tax sources
   - Trend in property valuation and collections
   - Current budget trends to include the effect of any State levy limitations
   - Appraisals of past revenue and expenditure estimates
   - Evidences of financial planning
   - History and long-term trends of revenues and expenditures
   - Adherence to generally accepted accounting principles
   - Fund balance status and trends
   - Financial monitoring systems and capabilities

3. *Governmental and Administrative Analysis*
   - Adequacy of basic service provision
   - Intergovernmental cooperation/conflict and extent of duplication
   - Overall city planning efforts

4. Economic Analysis

- Population and demographic characteristics
- Level of new construction and development
- Types of employment, industry, and occupation
- Trend of the economy

DEBT PLANNING TIMEFRAME

To allow sufficient time for review and analysis, bond issues should be submitted to the City Council at least two months prior to the meetings at which Common Council approval will be requested to award the sale of the bonds. General obligation bond borrowing and especially revenue bonds must be planned and the details of the plan must be incorporated in the multi-year CIP program. It is imperative that the City demonstrates to the rating agencies, underwriters and other financial institutions that may purchase City debt and City of Stoughton taxpayers that City officials are following a prescribed financial plan.

COMMUNICATION AND DISCLOSURE POLICIES

The City will maintain good communications with bond rating agencies to inform them about the City's financial condition. The City will follow a policy of full disclosure. Significant financial reports affecting or commenting on the City will be forwarded to the rating agencies. Each bond prospectus will follow Federal Security and Exchange Commission, State and the Government Finance Officers Association disclosure guidelines.

The City should attempt to develop coordinated communication processes with all other jurisdictions that share a common property tax base concerning collective plans for future debt issues. Reciprocally shared information on debt plans including amounts, purposes, timing, and types of debt would aid each jurisdiction in its debt planning decisions.

LONG TERM LEASES

Adequate financial feasibility studies should be performed for all innovative financing proposals such as lease and lease-purchase agreements. Lease financing is appropriate in the following situations:

a) Whenever the introduction of leased equipment and/or a capital improvement results in verifiable operating savings that, properly discounted, outweigh the lease financing costs.

b) To purchase important capital equipment or finance improvement projects for which lease financing costs can be paid for by: 1) existing non-general fund revenues; 2) new, earmarked revenues approved by the Council, or 3) incremental general fund revenues that can be specifically attributed to the introduction of the capital project.

c) To finance projects deemed important enough (for safety, legal, efficiency, or other reasons) to lead to a reallocation of existing revenues.

Written justification is required for each proposed lease transaction. The project lease payments and a cash flow statement over the life of the transaction are required for every proposed lease agreement. This justification should include the following:

a) Detailed explanation of the factors listed in the guidelines;

b) Reasons for not recommending a “current payment” alternative;

c) Explanation for not recommending financing through bond issuance.

OTHER TYPES OF DEBT

The City can act as a conduit for financing a variety of public/private partnerships where a private enterprise uses the City as a means of obtaining lower cost financing. These issues in the past have included Special Assessment “B-Bonds” for subdivision development and Industrial Revenue Bonds (IRB’s) for manufacturing plant expansions. The City has also used Tax Increment Financing District revenue to fund general obligation and revenue debt issues. Each type of debt issuance has a different type of concern or issue to deal with.

B-Bonds potentially have the greater risk compared to Industrial Revenue Bonds for the City and even though the B-Bond debt is not an obligation of the City there may be an effect on the credit rating of the City if the bond issuer defaults. The City should require that the party seeking the bonds provide the City with a financial plan that demonstrates the need for the special debt and that the project can sustain the necessary debt payments. In particular the City should determine the likelihood of the special assessments not being paid off in a timely manner and how the developer could pay the installments in that case. The City should require the establishment of a reserve account equal to one year’s principal and interest payment. The City should recover all administrative and issuance costs for the term of the bonds from the bond issuer by insuring that all of the administrative costs are included in the special assessments. The City will not issue any B-bond debt for any improvements coupled with a housing development project until there is a shortage of single family housing as determined by the Dane County Regional Planning Commission or some other recognized agency that can provide housing availability statistics.

Industrial Revenue bond debt merely uses the City as a conduit for obtaining lower cost financing. Due to the nature of these types of projects the City has no risk in the case of a default. The City should insure that the issuance of IRB provides benefit to the City through the creation of jobs or improvements to the manufacturing capabilities at the site and not for refinancing purposes. The City should recover all administrative and issuance costs for the term of the bonds from the bond issuer. In the case that the IRB will be issued on a tax-exempt basis, the City must consider the impact this may have on its ability to issue “Bank Qualified” tax exempt obligations in that calendar year.

Tax Increment Financing District debt is a way to collect the funds necessary to pay for the construction of the infrastructure designed to serve the district. The revenue is from the differential of the original tax revenue collected from the district before it was created and the value of the growth. The risk to using TIF debt financing is that the projections of growth may fail to materialize as quickly as expected and the shortfall which is a general obligation or revenue obligation of the City will have to come from the general taxpayers and not the property owners that specially benefit from the project. In 1995, State law structured TIF Debt to be feasible and self-sufficient. As a general guide the City should only undertake TIF projects if there is a committed project that will fund a substantial portion of the expected debt service. The TIF debt project should only be undertaken if the initial project plus the schedule of improvements over a ten-year period will pay off in ten years or less. The same type of analysis identified in the Debt Analysis Criteria starting on page two should be done for TIF related debt as for normal general obligation debt.

LEGAL CONSIDERATIONS

General Obligation Bonds and Notes Chapter 67 of the State Statutes. The City is authorized to issue General Obligation Bonds and Notes payable from ad valorem taxes to finance capital improvements. The repayment term for bonds cannot exceed 20 years and notes cannot exceed 10 years. The Wisconsin State Statutes provide that the principal amount of bonds payable from tax receipts (including bonds payable from special assessments) will not exceed 5% of the total equalized valuation of the taxable property in the City.

Revenue Bonds for Cities Section 66.51 of the State Statutes. The City is authorized to issue Industrial Revenue Bonds payable from revenues generated from the owner of the project. The repayment term cannot exceed 35 years. The Wisconsin State Statutes provide that the credit of the City will not be pledged to repay this form of debt. This type of debt will not count toward the 5% calculation discussed above.

Revenue Bonds for Utility Purposes Section 66.066 of the State Statutes. The City is authorized to issue Revenue Bonds payable from revenues generated from the income of the utility systems like water, sanitary sewer, electric, transportation and other related types of capital improvements. The repayment term cannot exceed 40 years. The Wisconsin State Statutes provide that the credit of the City will not be pledged to repay this form of debt. This type of debt will not count toward the 5% calculation discussed above.

Special Assessment B-Bonds Section 66.54 of the State Statutes. The City is authorized to issue B-Bonds payable from special assessments levied against benefiting properties. The B-Bonds can be used to construct improvements like streets, water and sewer lines, sidewalks, street lighting, etc. The repayment schedule is complex because the repayment schedule must match that of the special assessment plan for the particular project. The term cannot exceed the length of time that the special assessment project is levied for in the adopting ordinance. The Wisconsin State Statutes provide that the credit of the City will not be pledged to repay this form of debt. This type of debt will not count toward the 5% calculation discussed above.

Tax and Grant Anticipation Notes. The City is further empowered under the State law to borrow money to meet the cash requirements of any fund in anticipation of revenue receipts from the current fiscal year. All such tax and revenue anticipation notes must be repaid within nine months from the date borrowed and in no event beyond the end of the fiscal year in which the debt was incurred.

The City has never utilized tax anticipation or grant anticipation notes, but could do so under the procedures outlined in the State Statues. Unlike tax and revenue anticipation notes which represent the full faith and credit obligations of the City payable from the General Fund revenues, grant anticipation notes are special obligations payable solely from, and secured by, federal highway grants. The taxing power of the City is not pledged to the payment of the notes, nor do the notes constitute an indebtedness of the City within the meaning of any constitutional, statutory or charter provision.

CITY OF STOUGHTON DEBT MANAGEMENT POLICY

APPROVED BY COUNCIL JUNE 8, 1999
AMENDED AUGUST 26, 2008, APRIL 25, 2017 and
AMENDED April 10, 2018

The following debt management policies should be used to provide the general framework for planning and reviewing debt proposals. The Common Council recognizes that there are no absolute rules or easy formulas that can substitute for a thorough review of all information affecting the City's debt position. Debt decisions should be the result of deliberative consideration of all factors involved.

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  - The City will not use short-term borrowing to finance operating needs except in the case of an extreme financial emergency which is beyond the City's control or reasonable ability to forecast.

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- General Obligation Debt

  - A significantly large proportion of Stoughton's property taxpayers and citizens should benefit from projects financed by general obligation bonds.

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DEBT INDICATORS: TARGETED RANGES

Moodys Investors Service currently rates General Obligation debt for 2017 of the City "~~A1~~" "Aa2", electric system revenue debt for 2016 "A2" and water revenue debt for 2016 "~~A3~~ A1". The City intends to manage its debt profile in order to maintain and improve these ratings over time. The City further intends to maintain a favorable debt profile as compared to similar communities in the Dane County area and to the medians of cities its size as reported by Moodys Investors Service. The following are the City's objectives with respect to debt and fund balance related measures:

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- **DIRECT DEBT BURDEN.** The City's objective is to maintain a direct debt burden ratio of 4.00% or less (outstanding general obligation debt principal divided by total equalized value).

- **DIRECT DEBT PER CAPITA.** The City's objective is to maintain direct debt at a level equal to or lower than the Moody's Median A-1, ~~($1,713 for 2008)~~ on a per capita basis (outstanding general obligation debt principal divided by total equalized value).

DEBT ANALYSIS CRITERIA

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b) To purchase important capital equipment or finance improvement projects for which lease financing costs can be paid for by: 1) existing non-general fund revenues; 2) new, earmarked revenues approved by the Council, or 3) incremental general fund revenues that can be specifically attributed to the introduction of the capital project.

c) To finance projects deemed important enough (for safety, legal, efficiency, or other reasons) to lead to a reallocation of existing revenues.

Written justification is required for each proposed lease transaction. The project lease payments and a cash flow statement over the life of the transaction are required for every proposed lease agreement. This justification should include the following:

a) Detailed explanation of the factors listed in the guidelines;

b) Reasons for not recommending a “current payment” alternative;

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OTHER TYPES OF DEBT

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B-Bonds potentially have the greater risk compared to Industrial Revenue Bonds for the City and even though the B-Bond debt is not an obligation of the City there may be an effect on the credit rating of the City if the bond issuer defaults. The City should require that the party seeking the bonds provide the City with a financial plan that demonstrates the need for the special debt and that the project can sustain the necessary debt payments. In particular the City should determine the likelihood of the special assessments not being paid off in a timely manner and how the developer could pay the installments in that case. The City should require the establishment of a reserve account equal to one year’s principal and interest payment. The City should recover all administrative and issuance costs for the term of the bonds from the bond issuer by insuring that all of the administrative costs are included in the special assessments. The City will not issue any B-bond debt for any improvements coupled with a housing development project until there is a shortage of single family housing as determined by the Dane County Regional Planning Commission or some other recognized agency that can provide housing availability statistics.

Industrial Revenue bond debt merely uses the City as a conduit for obtaining lower cost financing. Due to the nature of these types of projects the City has no risk in the case of a default. The City should insure that the issuance of IRB provides benefit to the City through the creation of jobs or improvements to the manufacturing capabilities at the site and not for refinancing purposes. The City should recover all administrative and issuance costs for the term of the bonds from the bond issuer. In the case that the IRB will be issued on a tax-exempt basis, the City must consider the impact this may have on its ability to issue “Bank Qualified” tax exempt obligations in that calendar year.

Tax Increment Financing District debt is a way to collect the funds necessary to pay for the construction of the infrastructure designed to serve the district. The revenue is from the differential of the original tax revenue collected from the district before it was created and the value of the growth. The risk to using TIF debt financing is that the projections of growth may fail to materialize as quickly as expected and the shortfall which is a general obligation or revenue obligation of the City will have to come from the general taxpayers and not the property owners that specially benefit from the project. ~~State law was changed in 1995 and established new controls over the issuance of TIF debt.~~ In 1995, State law structured TIF Debt to be feasible and self-sufficient. As a general guide the City should only undertake TIF projects if there is a committed project that will fund a substantial portion of the expected debt service and meet the requirements of the City’s Policy for the Creation of Tax Incremental Finance Districts and the Approval of TIF Projects. ~~The TIF debt project should only be undertaken if the initial project plus the schedule of improvements over a ten-year period will pay off in ten years or less. The same type of analysis identified in the Debt Analysis Criteria starting on page two should be done for TIF related debt as for normal general~~

~~obligation debt~~.

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Tax and Grant Anticipation Notes. The City is further empowered under the State law to borrow money to meet the cash requirements of any fund in anticipation of revenue receipts from the current fiscal year. All such tax and revenue anticipation notes must be repaid within nine months from the date borrowed and in no event beyond the end of the fiscal year in which the debt was incurred.

The City has never utilized tax anticipation or grant anticipation notes, but could do so under the procedures outlined in the State Statues. Unlike tax and revenue anticipation notes which represent the full faith and credit obligations of the City payable from the General Fund revenues, grant anticipation notes are special obligations payable solely from, and secured by, federal highway grants. The taxing power of the City is not pledged to the payment of the notes, nor do the notes constitute an indebtedness of the City within the meaning of any constitutional, statutory or charter provision.

CITY OF STOUGHTON DEBT MANAGEMENT POLICY

APPROVED BY COUNCIL JUNE 8, 1999
AMENDED AUGUST 26, 2008, APRIL 25, 2017 and
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  - The City will maintain a balanced relationship between issuing debt and pay-as-you-go financing.

  - The scheduled maturities of long-term obligations should not exceed the expected useful life of the capital project or asset(s) financed.

  - Interim financing in anticipation of a definite fixed source of revenue such as an authorized, but unsold bond issue, or a grant is acceptable, however, the City should pursue all available cash management techniques which will limit the need for interim financing. When determined necessary, such anticipation notes should not:

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    - Be rolled over for a period greater than one year; or

    - Be issued solely on the expectations that interest rates will decline from current levels.

  - Use of bond proceeds should be limited to financing the costs of planning, design, land acquisition, buildings, permanent structures, attached fixtures or equipment, movable pieces of large equipment such as fire engines, construction project costs, economic development related capital costs, acquisition of other fixed assets, bond issue costs, debt service reserve requirements, and refunding of outstanding bond issues.

- Non-capital furnishings and supplies will not be financed from bond proceeds.
- Refunding bond issues designed to restructure outstanding debt is an acceptable use of bond proceeds.
- The City should actively monitor its investment practices to ensure maximum returns on its invested bond funds while complying with Federal arbitrage guidelines.

- General Obligation Debt
  - A significantly large proportion of Stoughton's property taxpayers and citizens should benefit from projects financed by general obligation bonds.
  - This principle of taxpayer equity should be a primary consideration in determining the type of projects selected for financing by general obligation debt.
  - General obligation property tax-supported bonds should be used only after considering alternative funding sources, such as project revenues, Federal and State grants, and special assessments.
  - Every project proposed for financing through general obligation debt should be accompanied by a full analysis of the future operating and maintenance costs associated with the project.

- Revenue Debt
  - Revenue supported bonds should be used to limit potential dependence on property taxes for those projects with available revenue sources, whether self-generated or dedicated from other sources.
  - Whenever possible, the City will finance utility or enterprise projects by using self-supporting revenue bonds. Revenue bonds assure the greatest degree of equity because those who benefit from a project and those who pay for a project are most closely matched.
  - Every project proposed for financing through revenue bond debt should be accompanied by a full analysis of the future operating and maintenance costs associated with the project.

DEBT INDICATORS: TARGETED RANGES

Moodys Investors Service currently rates General Obligation debt for 2017 of the City "Aa2", electric system revenue debt for 2016 "A2" and water revenue debt for 2016 "A1". The City intends to manage its debt profile in order to maintain and improve these ratings over time. The City further intends to maintain a favorable debt profile as compared to similar communities in the Dane County area and to the medians of cities its size as reported by Moodys Investors Service. The following are the City's objectives with respect to debt and fund balance related measures:

- **FUND BALANCE.** To provide for unanticipated expenditures and to permit orderly adjustment to changes resulting from termination of revenue sources or unanticipated fluctuations in revenues, the City should strive to maintain an undesignated General Fund balance, which is fifteen to twenty percent of General Fund revenues.

- **EXPENDITURES FOR DEBT SERVICE.** Annual general obligation debt payments should remain in the range 22 – 24 percent of total budgeted expenditures for operations and debt service. This rating for 2017 budget was 18%.

- **DIRECT DEBT BURDEN.** The City's objective is to maintain a direct debt burden ratio of 4.00% or less (outstanding general obligation debt principal divided by total equalized value).

- **DIRECT DEBT PER CAPITA.** The City's objective is to maintain direct debt at a level equal to or lower than the Moody's Median A-1 on a per capita basis (outstanding general obligation debt principal divided by total equalized value).

DEBT ANALYSIS CRITERIA

Whenever the City is contemplating a possible debt issue, information will be developed concerning the following four categories commonly used by rating agencies to assess credit worthiness. The utilization of the following criteria may be selective and not all criteria may apply to a specific financing.

1. *Debt Analysis*
   - Debt capacity analysis
   - Purposes for which debt is issued
   - Debt type, structure and term
   - Debt burden and magnitude indicators and ratios as compared to other communities and national medians
   - Debt history and trends
   - Adequacy of debt and capital planning
   - Obsolescence of capital plant

2. *Financial Analysis*
   - Stability, diversity, and growth rates of tax sources
   - Trend in property valuation and collections
   - Current budget trends to include the effect of any State levy limitations
   - Appraisals of past revenue and expenditure estimates
   - Evidences of financial planning
   - History and long-term trends of revenues and expenditures
   - Adherence to generally accepted accounting principles
   - Fund balance status and trends
   - Financial monitoring systems and capabilities

3. *Governmental and Administrative Analysis*
   - Adequacy of basic service provision
   - Intergovernmental cooperation/conflict and extent of duplication
   - Overall city planning efforts

4. Economic Analysis

- Population and demographic characteristics
- Level of new construction and development
- Types of employment, industry, and occupation
- Trend of the economy

DEBT PLANNING TIMEFRAME

To allow sufficient time for review and analysis, bond issues should be submitted to the City Council at least two months prior to the meetings at which Common Council approval will be requested to award the sale of the bonds. General obligation bond borrowing and especially revenue bonds must be planned and the details of the plan must be incorporated in the multi-year CIP program. It is imperative that the City demonstrates to the rating agencies, underwriters and other financial institutions that may purchase City debt and City of Stoughton taxpayers that City officials are following a prescribed financial plan.

COMMUNICATION AND DISCLOSURE POLICIES

The City will maintain good communications with bond rating agencies to inform them about the City's financial condition. The City will follow a policy of full disclosure. Significant financial reports affecting or commenting on the City will be forwarded to the rating agencies. Each bond prospectus will follow Federal Security and Exchange Commission, State and the Government Finance Officers Association disclosure guidelines.

The City should attempt to develop coordinated communication processes with all other jurisdictions that share a common property tax base concerning collective plans for future debt issues. Reciprocally shared information on debt plans including amounts, purposes, timing, and types of debt would aid each jurisdiction in its debt planning decisions.

LONG TERM LEASES

Adequate financial feasibility studies should be performed for all innovative financing proposals such as lease and lease-purchase agreements. Lease financing is appropriate in the following situations:

a) Whenever the introduction of leased equipment and/or a capital improvement results in verifiable operating savings that, properly discounted, outweigh the lease financing costs.

b) To purchase important capital equipment or finance improvement projects for which lease financing costs can be paid for by: 1) existing non-general fund revenues; 2) new, earmarked revenues approved by the Council, or 3) incremental general fund revenues that can be specifically attributed to the introduction of the capital project.

c) To finance projects deemed important enough (for safety, legal, efficiency, or other reasons) to lead to a reallocation of existing revenues.

Written justification is required for each proposed lease transaction. The project lease payments and a cash flow statement over the life of the transaction are required for every proposed lease agreement. This justification should include the following:

a) Detailed explanation of the factors listed in the guidelines;

b) Reasons for not recommending a “current payment” alternative;

c) Explanation for not recommending financing through bond issuance.

OTHER TYPES OF DEBT

The City can act as a conduit for financing a variety of public/private partnerships where a private enterprise uses the City as a means of obtaining lower cost financing. These issues in the past have included Special Assessment “B-Bonds” for subdivision development and Industrial Revenue Bonds (IRB’s) for manufacturing plant expansions. The City has also used Tax Increment Financing District revenue to fund general obligation and revenue debt issues. Each type of debt issuance has a different type of concern or issue to deal with.

B-Bonds potentially have the greater risk compared to Industrial Revenue Bonds for the City and even though the B-Bond debt is not an obligation of the City there may be an effect on the credit rating of the City if the bond issuer defaults. The City should require that the party seeking the bonds provide the City with a financial plan that demonstrates the need for the special debt and that the project can sustain the necessary debt payments. In particular the City should determine the likelihood of the special assessments not being paid off in a timely manner and how the developer could pay the installments in that case. The City should require the establishment of a reserve account equal to one year’s principal and interest payment. The City should recover all administrative and issuance costs for the term of the bonds from the bond issuer by insuring that all of the administrative costs are included in the special assessments. The City will not issue any B-bond debt for any improvements coupled with a housing development project until there is a shortage of single family housing as determined by the Dane County Regional Planning Commission or some other recognized agency that can provide housing availability statistics.

Industrial Revenue bond debt merely uses the City as a conduit for obtaining lower cost financing. Due to the nature of these types of projects the City has no risk in the case of a default. The City should insure that the issuance of IRB provides benefit to the City through the creation of jobs or improvements to the manufacturing capabilities at the site and not for refinancing purposes. The City should recover all administrative and issuance costs for the term of the bonds from the bond issuer. In the case that the IRB will be issued on a tax-exempt basis, the City must consider the impact this may have on its ability to issue “Bank Qualified” tax exempt obligations in that calendar year.

Tax Increment Financing District debt is a way to collect the funds necessary to pay for the construction of the infrastructure designed to serve the district. The revenue is from the differential of the original tax revenue collected from the district before it was created and the value of the growth. The risk to using TIF debt financing is that the projections of growth may fail to materialize as quickly as expected and the shortfall which is a general obligation or revenue obligation of the City will have to come from the general taxpayers and not the property owners that specially benefit from the project. In 1995, State law structured TIF Debt to be feasible and self-sufficient. As a general guide the City should only undertake TIF projects if there is a committed project that will fund a substantial portion of the expected debt service and meet the requirements of the City’s Policy for the Creation of Tax Incremental Finance Districts and the Approval of TIF Projects.

LEGAL CONSIDERATIONS

General Obligation Bonds and Notes Chapter 67 of the State Statutes. The City is authorized to issue General Obligation Bonds and Notes payable from ad valorem taxes to finance capital improvements. The repayment term for bonds cannot exceed 20 years and notes cannot exceed 10 years. The Wisconsin State Statutes provide that the principal amount of bonds payable from tax receipts (including bonds payable from special assessments) will not exceed 5% of the total equalized valuation of the taxable property in the City.

Revenue Bonds for Cities Section 66.51 of the State Statutes. The City is authorized to issue Industrial Revenue Bonds payable from revenues generated from the owner of the project. The repayment term cannot exceed 35 years. The Wisconsin State Statutes provide that the credit of the City will not be pledged to repay this form of debt. This type of debt will not count toward the 5% calculation discussed above.

Revenue Bonds for Utility Purposes Section 66.066 of the State Statutes. The City is authorized to issue Revenue Bonds payable from revenues generated from the income of the utility systems like water, sanitary sewer, electric, transportation and other related types of capital improvements. The repayment term cannot exceed 40 years. The Wisconsin State Statutes provide that the credit of the City will not be pledged to repay this form of debt. This type of debt will not count toward the 5% calculation discussed above.

Special Assessment B-Bonds Section 66.54 of the State Statutes. The City is authorized to issue B-Bonds payable from special assessments levied against benefiting properties. The B-Bonds can be used to construct improvements like streets, water and sewer lines, sidewalks, street lighting, etc. The repayment schedule is complex because the repayment schedule must match that of the special assessment plan for the particular project. The term cannot exceed the length of time that the special assessment project is levied for in the adopting ordinance. The Wisconsin State Statutes provide that the credit of the City will not be pledged to repay this form of debt. This type of debt will not count toward the 5% calculation discussed above.

Tax and Grant Anticipation Notes. The City is further empowered under the State law to borrow money to meet the cash requirements of any fund in anticipation of revenue receipts from the current fiscal year. All such tax and revenue anticipation notes must be repaid within nine months from the date borrowed and in no event beyond the end of the fiscal year in which the debt was incurred.

The City has never utilized tax anticipation or grant anticipation notes, but could do so under the procedures outlined in the State Statues. Unlike tax and revenue anticipation notes which represent the full faith and credit obligations of the City payable from the General Fund revenues, grant anticipation notes are special obligations payable solely from, and secured by, federal highway grants. The taxing power of the City is not pledged to the payment of the notes, nor do the notes constitute an indebtedness of the City within the meaning of any constitutional, statutory or charter provision.

CITY OF STOUGHTON DEBT MANAGEMENT POLICY

The following debt management policies should be used to provide the general framework for planning and reviewing debt proposals. The Common Council recognizes that there are no absolute rules or easy formulas that can substitute for a thorough review of all information affecting the City's debt position. Debt decisions should be the result of deliberative consideration of all factors involved. The City's financial management policies should be oriented to maintain a balanced relationship between issuing debt and pay-as-you-go financing. Proceeds from long-term debt should not be used to fund current operating costs. The scheduled maturities of long-term obligations should not exceed the expected useful life of the capital project or asset(s) financed.

General Debt Policies

The City may seek to obtain a bond rating so any future borrowing costs are minimized and access to credit is preserved. Every future bond issue proposal will be accompanied by an analysis provided by the proposing department, board or commission and the City Finance Director showing how it conforms with the debt policies adopted by the Common Council. The City's auditing firm and/or financial advisor will review and comment on each bond issue proposal, especially in regard to conformance with existing debt policies and how the financial package impacts on the City's credit worthiness.

The City will not use short-term borrowing to finance operating needs except in the case of an extreme financial emergency which is beyond the City's control or reasonable ability to forecast. However, interim financing in anticipation of a definite fixed source of revenue such as an authorized, but unsold bond issue, or a grant is acceptable. Such bonds or grant anticipation notes and warrants should not:

- Have maturities greater than two years;

- Be rolled over for a period greater than one year; or

- Be issued solely on the expectations that interest rates will decline from current levels.

Bond proceeds should be limited to financing the costs of planning, design, land acquisition, buildings, permanent structures, attached fixtures or equipment, and movable pieces of large equipment such as fire engines. Bond proceeds should only be used for the following: construction project costs, acquisition of other fixed assets, bond issue costs, debt service reserve requirements, and refunding of outstanding bond issues. Non-capital furnishings and supplies will not be financed from bond proceeds. Refunding bond issues designed to restructure outstanding debt is an acceptable use of bond proceeds.

To provide for unanticipated expenditures and to permit orderly adjustment to changes resulting from termination of revenue sources or unanticipated fluctuations in revenues, the City should strive to maintain an undesignated General Fund balance which is ten to fifteen percent of Gen-

eral Fund expenditures. The City may want to create a Debt Amortization fund balance which is at least 25% of average annual debt service of the succeeding year. Annual debt payments should remain in the range of 8 - 15 percent of total budgeted expenditures.

The City will seek to maintain certain debt ratios within the medians of cities our size as reported by Moody's Investors Service. For example in 1997, the comparable comparisons were as follows:

	Stoughton	Moody's Median
Per Capita Direct Debt	$720	$811
Ratio of Net Debt to Equalized Value	1.65%	2.1%

Additionally, the City will endeavor to maintain debt ratios which compare favorably to cities of our size in the Dane County area.

The City should pursue all available cash management techniques which will limit the need for outside interim cash flow borrowing such as tax and grant anticipation notes. The City should actively monitor its investment practices to ensure maximum returns on its invested bond funds while complying with Federal arbitrage guidelines.

Whenever the City is contemplating a possible debt issue, information will be developed concerning the following four categories commonly used by rating agencies to assess credit worthiness. The utilization of the following criteria may be selective and not all criteria may apply to a specific financing.

<u>Debt Analysis Criteria</u>

1. *Debt Analysis*

   - Debt capacity analysis
   - Purposes for which debt is issued
   - Debt structure
   - Debt burden and magnitude indicators and ratios as compared to other communities
   - Debt history and trends
   - Adequacy of debt and capital planning
   - Obsolescence of capital plant

2. *Financial Analysis*
   - Stability, diversity, and growth rates of tax sources
   - Trend in assessed valuation and collections
   - Current budget trends
   - Appraisals of past revenue and expenditure estimates

- Evidences of financial planning
- History and long-term trends of revenues and expenditures
- Adherence to generally accepted accounting principles
- Fund balance status and trends
- Financial monitoring systems and capabilities

3. *Governmental and Administrative Analysis*
   - Adequacy of basic service provision
   - Intergovernmental cooperation/conflict and extent of duplication
   - Overall city planning efforts

4. *Economic Analysis*
   - Population and demographic characteristics
   - Level of new construction and development
   - Types of employment, industry, and occupation
   - Trend of the economy

Debt Planning Policies

To allow sufficient time for review and analysis, bond issues should be submitted to the City Council at least two months prior to the meetings at which Common Council approval will be requested. General obligation bond borrowing and especially revenue bonds must be planned and the details of the plan must be incorporated in the multi year CIP program. It is imperative that the City demonstrates to the rating agencies, investment bankers, our creditors, and City of Stoughton taxpayers that City officials are following a prescribed financial plan.

Communication and Disclosure Policies

The City will maintain good communications with bond rating agencies to inform them about the City's financial condition. The City will follow a policy of full disclosure. Significant financial reports affecting or commenting on the City will be forwarded to the rating agencies. Each bond prospectus will follow Federal Security and Exchange Commission, State and the Government Finance Officers Association disclosure guidelines.

The City should attempt to develop coordinated communication processes with all other jurisdictions that share a common property tax base concerning collective plans for future debt issues. Reciprocally shared information on debt plans including amounts, purposes, timing, and types of debt would aid each jurisdiction in its debt planning decisions.

General Obligation Bond Policies

A significantly large proportion of Stoughton's property taxpayers and citizens should benefit from projects financed by general obligation bonds. This principle of taxpayer equity should be a primary consideration in determining the type of projects selected for financing by general obligation debt. General obligation property tax-supported bonds should be used only after consider-

ing alternative funding sources, such as project revenues, Federal and State grants, and special assessments.

Every project proposed for financing through general obligation debt should be accompanied by a full analysis of the future operating and maintenance costs associated with the project. Bonds cannot be issued for a longer maturity schedule than a conservative estimate of the useful life of the asset to be financed.

Revenue Bond Policies

Revenue supported bonds should be used to limit potential dependence on property taxes for those projects with available revenue sources, whether self-generated or dedicated from other sources. Whenever possible, the City will finance utility or enterprise projects by using self-supporting revenue bonds. Revenue bonds assure the greatest degree of equity because those who benefit from a project and those who pay for a project are most closely matched.

Every project proposed for financing through revenue bond debt should be accompanied by a full analysis of the future operating and maintenance costs associated with the project. Bonds cannot be issued for a longer maturity schedule than a conservative estimate of the useful life of the asset to be financed. In order to bring the City's current maturity structure more in line with existing credit evaluation criteria, the City should attempt to gradually shorten the average maturity of our currently outstanding revenue bond debt.

Long Term Leases

Adequate financial feasibility studies should be performed for all innovative financing proposals such as lease and lease-purchase agreements. Lease financing is appropriate in the following situations:

a) Whenever the introduction of leased equipment and/or a capital improvement results in verifiable operating savings that, properly discounted, outweigh the lease financing costs.

b) To purchase important capital equipment or finance improvement projects for which lease financing costs can be paid for by: 1) existing non-general fund revenues; 2) new, earmarked revenues approved by the Council; or 3) incremental general fund revenues that can be specifically attributed to the introduction of the capital project.

c) To finance projects deemed important enough (for safety, legal, efficiency, or other reasons) to lead to a reallocation of existing revenues.

Written justification is required for each proposed lease transaction. The project lease payments and a cash flow statement over the life of the transaction are required for every proposed lease agreement. This justification should include the following:

a) Detailed explanation of the factors listed in the guidelines;

b) Reasons for not recommending a “current payment” alternative;

c) Explanation for not recommending financing through bond issuance.

Other Types of Debt

The City can act as a conduit for financing a variety of public/private partnerships where a private enterprise uses the City as a means of obtaining lower cost financing. These issues in the past have included "B-Bonds" for subdivision development and Industrial Revenue Bonds (IRBs) for manufacturing plant expansions. The City has also used Tax Increment Financing District revenue to fund general obligation and revenue debt issues. Each type of debt issuance has a different type of concern or issue to deal with.

B-Bonds potentially have the greater risk compared to Industrial Revenue Bonds for the City, and even though the B-Bond debt is not an obligation of the City, there may be an effect on the credit rating of the City if the bond issuer defaults. The City should require that the party seeking the bonds provide the City with a financial plan that demonstrates the need for the special debt and that the project can sustain the necessary debt payments. In particular the City should determine the likelihood of the special assessments not being paid off in a timely manner and how the developer could pay the installments in that case. The City should require the establishment of a reserve account equal to one year's principal and interest payment. The City should recover all administrative and issuance costs for the term of the bonds from the bond issuer by insuring that all of the administrative costs are included in the special assessments. The City will not issue any B-bond debt for any improvements coupled with a housing development project until there is a shortage of single family housing as determined by the Dane County Regional Planning Commission or some other recognized agency that can provide housing availability statistics.

Industrial Revenue bond debt merely uses the City as a conduit for obtaining lower cost financing. Due to the nature of these types of projects, the City has no risk in the case of a default. The City should insure that the issuance of IRB provides benefit to the City through the creation of jobs or improvements to the manufacturing capabilities at the site and not for refinancing purposes. The City should recover all administrative and issuance costs for the term of the bonds from the bond issuer.

Tax Increment Financing District debt is really just another way to collect the funds necessary to pay for the construction of the infrastructure designed to serve the district. The revenue is from the differential of the original tax revenue collected from the district before it was created and the value of the growth. The risk to using TIF debt financing is that the projections of growth may fail to materialize as quickly as expected and the shortfall which is a general obligation or revenue obligation of the City will have to come from the general taxpayers and not the property owners that specially benefit from the project. State law was changed in 1995 and established new controls over the issuance of TIF debt. As a general guide the City should only undertake TIF projects if there is a committed project that will fund a substantial portion of the expected debt service. The TIF debt project should only be undertaken if the initial project plus the schedule of improvements over a ten-year period will pay off in ten years or less. The same type of

analysis identified in the Debt Analysis Criteria starting on page two should be done for TIF related debt as for normal general obligation debt.

Summary of Long-term Obligations

Legal Considerations

General Obligation Bonds and Notes Chapter 67 of the State Statutes. The City is authorized to issue General Obligation Bonds payable from ad valorem taxes to finance capital improvements. The repayment term for bonds cannot exceed 20 years and notes cannot exceed 10 years. The Wisconsin State Statutes provide that the amount of bonds payable from tax receipts (including bonds payable from special assessments) will not exceed 5% of the total equalized valuation of the taxable property in the City.

Revenue Bonds for Cities Section 66.51 of the State Statutes. The City is authorized to issue Industrial Revenue Bonds payable from revenues generated from the owner of the project. The repayment term cannot exceed 35 years. The Wisconsin State Statutes provide that the credit of the City will not be pledged to repay this form of debt. This type of debt will not count toward the 5% calculation discussed above.

Revenue Bonds for Utility Purposes Section 66.066 of the State Statutes. The City is authorized to issue Revenue Bonds payable from revenues generated from the income of the utility systems like water, sanitary sewer, electric, transportation and other related types of capital improvements. The repayment term cannot exceed 40 years. The Wisconsin State Statutes provide that the credit of the City will not be pledged to repay this form of debt. This type of debt will not count toward the 5% calculation discussed above.

Special Assessment B-Bonds Section 66.54 of the State Statutes. The City is authorized to issue B-Bonds payable from special assessments levied against benefiting properties. The B-Bonds can be used to construct improvements like streets, water and sewer lines, sidewalks, street lighting, etc. The repayment schedule is complex because the repayment schedule must match that of the special assessment plan for the particular project. The term cannot exceed the length of time that the special assessment project is levied for in the adopting ordinance. The Wisconsin State Statutes provide that the credit of the City will not be pledged to repay this form of debt. This type of debt will not count toward the 5% calculation discussed above.

Tax and Grant Anticipation Notes. The City is further empowered under the State law to borrow money to meet the cash requirements of any fund in anticipation of revenue receipts from the current fiscal year. All such tax and revenue anticipation notes must be repaid within nine months from the date borrowed and in no event beyond the end of the fiscal year in which the debt was incurred.

The City has never utilized tax anticipation or grant anticipation notes, but could do so under the procedures outlined in the State Statues. Unlike tax and revenue anticipation notes which represent the full faith and credit obligations of the City payable from the General Fund revenues, grant anticipation notes are special obligations payable solely from, and secured by, federal

highway grants. The taxing power of the City is not pledged to the payment of the notes, nor do the notes constitute an indebtedness of the City within the meaning of any constitutional, statutory or charter provision.

Bonds, Notes, and Leases Outstanding
As of January 1, 1999, the City has general obligation bonds totaling $10,971,551 outstanding.

ADOPTED BY THE COMMON COUNCIL: June 8, 1999
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City of Stoughton Policy
for the Creation of Tax Incremental Finance Districts
and the Approval of TIF Projects.

1. *Purpose*. This policy has been prepared to assist the City in determining whether to create a Tax Incremental Finance District, and in determining whether to approve the use of Tax Incremental Financing for particular projects. The authority to approve the use of Tax Incremental Financing is vested solely in the City Council. The City reserves the right to reject any and all projects, including projects that are eligible for the use of Tax Incremental Financing, for any reason or no reason. The City Council reserves the right to approve or disapprove any project as it deems appropriate.

2. *General Goals for the use of Tax Incremental Financing*. The City may consider whether a TIF District or a TIF project serves one or more of the following general goals when deciding whether to create a TIF District, or whether to provide TIF financing for a particular project:

   A. Eliminate blighting influences, redevelop underutilized lands, and provide suitable sites for industrial, commercial or residential development.
   B. Achieve or accelerate development on sites that would not be developed without the use of Tax Incremental Financing.
   C. Increase employment opportunities in the City.
   D. Increase the tax base for the City and other taxing jurisdictions.
   E. Assists implementation of the City's Comprehensive Plan.
   F. Provide affordable housing opportunities.
   G. Encourage unsubsidized private development in the City.

3. *TIF District Creation*.

   A. TIF Districts will be created in accordance with the procedures and standards in Wis. Stat. § 66.1105, and as such statute may be amended. (See Appendix A - Department of Revenue TIF Creation Checklist).
   B. The City Council may, in individual cases, expand the process for creating a TIF District in such manner as it deems appropriate.

4. *TIF Project Approval*. All TIF projects must be approved by the City Council, following review and report by the Finance Committee. The Finance Director shall provide a report to the Finance Committee and the City Council addressing the following issues, which shall be considered by the Finance Committee and City Council before approving any TIF project:

   A. Is the project authorized by the Project Plan for the TIF District?

B. Does the project serve one or more of the City's general goals for the use of TIF?

C. Is Tax Incremental Financing feasible, in that the TIF District will support the level of TIF investment?

D. Is the amount of Tax Increment Financing requested reasonably necessary to make the project financially viable?

E. Should a development agreement be required, and what terms should be included in the agreement?

F. Is more process (such as additional public hearings or a referendum) appropriate?

G. Such other factors as either the Finance Committee or the City Council deem appropriate.

5. *Permissive Referendum*. Before the City may issue bonds or otherwise borrow funds that will be payable over more than 10 years to fund a TIF project, the City Council must first adopt a resolution declaring its intent to borrow the funds. If a number of electors of the city equal to at least 15% of the of the votes cast for governor at the last general election in the city sign and file a petition conforming to the requirements of Wis. Stat. § 8.40 with the city clerk requesting submission of the resolution, the City may not issue bonds or borrow funds for financing the TIF project without calling a special election to submit the question of bonding or borrowing to the city electors for their approval.

6. *Negotiations*. City staff and the city attorney will negotiate development agreements within the parameters established by the City Council, and subject to final approval by the City Council.

7. *Suspension of Policy*. This policy shall be followed in all cases, except where the common council approves deviating from this policy by a vote of two-thirds of the members present.

Policy approved by City Council on March 8, 2016