

Accounting for Referendums and Bonds

March 20, 2024 | 2:00-2:50 PM

WASBO Accounting Conference

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Discover the Baird Difference

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Explain referenda legal timelines and requirements

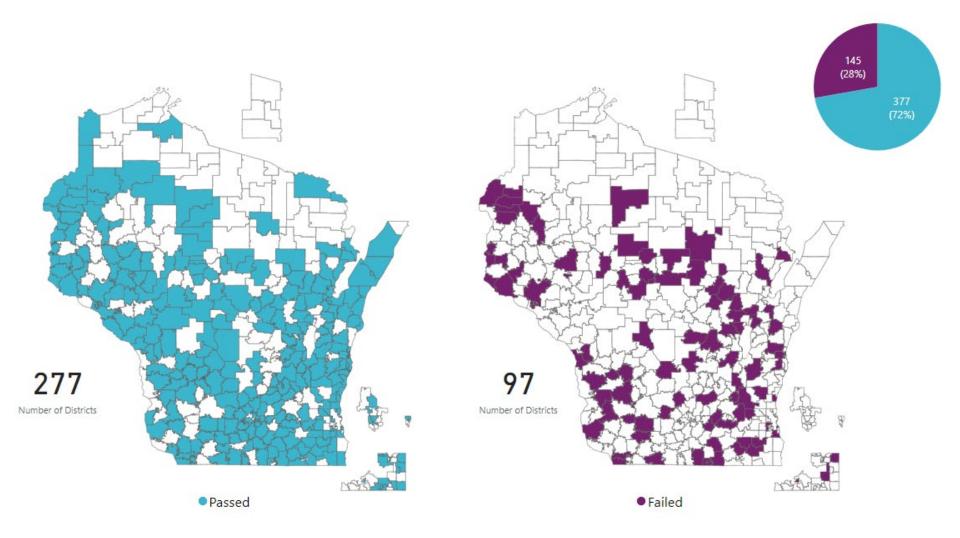
Present post-referendum accounting and processes

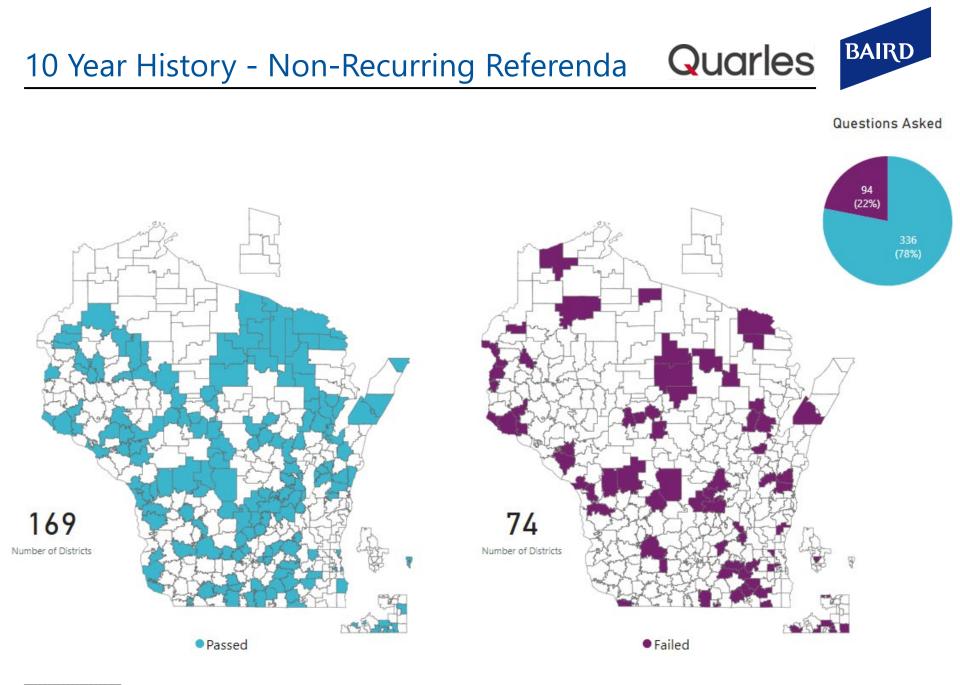
Clarify arbitrage and spending requirements

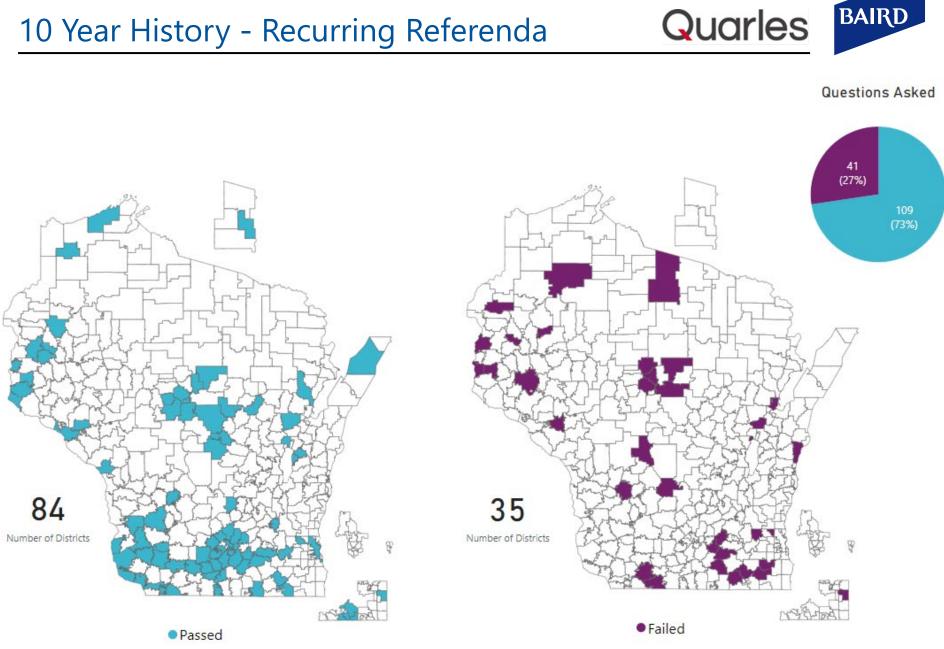
10 Year History - Debt Referenda





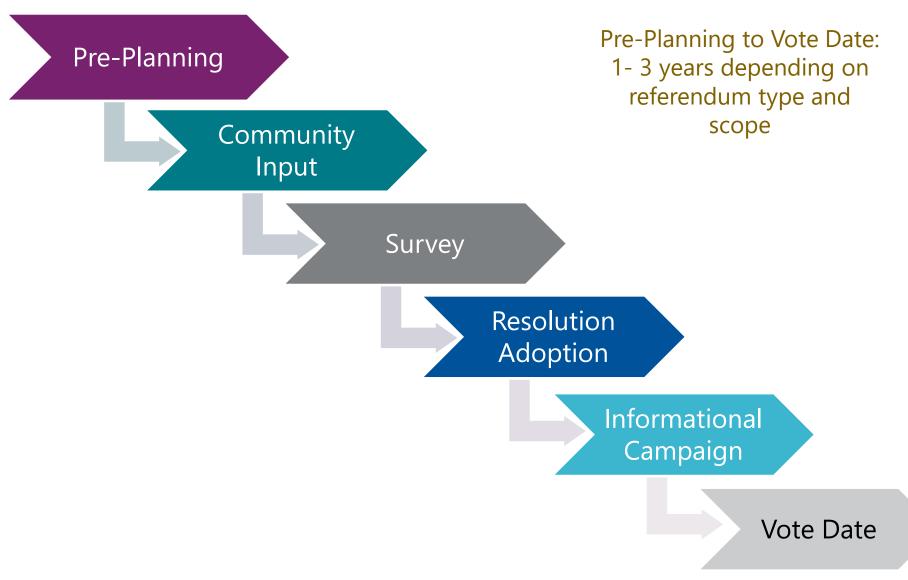














Legal Timelines and Requirements



Action	Timing	Notes
Adopt initial, revenue limit & referendum resolutions (as applicable)	At least 70 days prior to the election date	
File ballot with County Clerks	At least 70 days prior to the election date	
Publish first notice	Within 10 days of adoption of initial resolution	
Notify DPI	Within 10 days of adoption of the resolutions	
Informational campaign	Ongoing through election date	More to come later
Publish second notice	On the 4 th Tuesday prior to the election	Type A Notice
Publish third notice	On the day prior to the election	Type B, C & D Notice
Election day	April 2, 2024	
Report results to DPI	Within 10 days of referendum (report preliminary results once known)	
Board of canvassers meet	By 9:00 a.m. on April 9, 2024	Meeting must be noticed and open to the public



Election Dates	70 Day Ballot Filing Deadline
August 13, 2024	June 4, 2024
November 5, 2024	August 27, 2024
February 18, 2025	December 10, 2024
April 1, 2025	January 21, 2025
February 17, 2026	December 9, 2025
April 7, 2026	January 27, 2026
August 11, 2026	June 2, 2026
November 3, 2026	August 25, 2026
February 16, 2027	December 8, 2026
April 6, 2027	January 26, 2027



Resolution Adoption

Debt Issue

- Initial Resolution authorizes debt issuance
 - Maximum amount
 - Purpose

Referendum Resolution

- Directs the District Clerk to call a referendum
- Sets forth other procedural and notice requirements

Operational Limit

- Revenue Limit Resolution authorizes operational revenue limit increase
 - Specifies excess amount(s)
- Year(s)
- Purpose
- Whether recurring (permanent) or non-recurring (temporary)
- Referendum Resolution
- Directs the District Clerk to call a referendum
- Sets forth other procedural and notice requirements





Capital Borrowing/Debt Sample Ballot Question

"Shall the ______School District, Wisconsin, be authorized to issue pursuant to Chapter 67 of the Wisconsin Statutes, general obligation bonds in an amount not to exceed \$_____for the public purpose of paying the cost of a school building and facility improvement project consisting of: [describe – for example 'construction of a new middle school on District-owned land' or 'renovations to District facilities consisting of...; and acquisition of furnishings, fixtures and equipment']?"





Non-Recurring Operational Referendum Sample Ballot Question

Shall the _____ School District, Wisconsin be authorized to exceed the revenue limit specified in Section 121.91, Wisconsin Statutes, by \$_____ per year beginning with the 2024-2025 school year and ending with the 2027-2028 school year, for non-recurring purposes consisting of operational and maintenance expenses?

Recurring Operational Referendum Sample Ballot Question

Shall the _____ School District, Wisconsin be authorized to exceed the revenue limit specified in Section 121.91, Wisconsin Statutes, by \$_____ beginning with the 2024-2025 school year, for recurring purposes consisting of operational and maintenance expenses?





A Few Practical Tips for Ballot Questions:

- Certain Statutory requirements must be included (bond counsel makes sure these requirements are being met).
 - Bond counsel drafts ballot questions for review/comment.
- Have other members of your referendum team weighin on the ballot question(s).
- Be clear and concise.
- Provide some level of detail but not so much detail that the question becomes too cumbersome or confusing.
 - Use your informational campaign to explain the details to the community!



Informational Campaign

After the resolutions have been adopted, it is time to continue communicating with your stakeholders through the informational campaign.

Use of District Funds

- District funds <u>can</u> be used for informational materials (factual information).
- Expenditures <u>may</u> be made for public purposes.
- Inform voters of the facts so that voters can make an educated vote.
 - *Examples* the date of the election, an explanation of the referendum question, the purpose of the referendum (in a factual manner), the estimated tax impact (cite sources and make clear when a projection)
- Neutral fact sheets are okay.
- Social media posts by the district that are meant to inform voters with factual information are generally okay.





Use of District Funds

- District funds <u>cannot</u> be used for "express advocacy" or political/promotional materials.
 - No "express advocacy" phrases such as "vote for", "elect", "support", "cast your ballot for", "vote against, "defeat", "reject".
 - Avoid "puffery".
 - District computers/technology equipment should not be used for any political/promotional purpose.



Informational Campaign

School Board members may

- School Board members are not school district employees and may speak freely in favor of or against a referendum as individual citizens of a district.
- School Board members may individually be involved in referendum committees (in compliance with applicable law – for example, campaign finance and open meeting laws).
- School Board members should make clear when expressing their viewpoint that they are speaking as an individual citizen and not on behalf of the district, the board or in one's board member role.



Informational Campaign

Role of School District Administration and Teachers and Staff

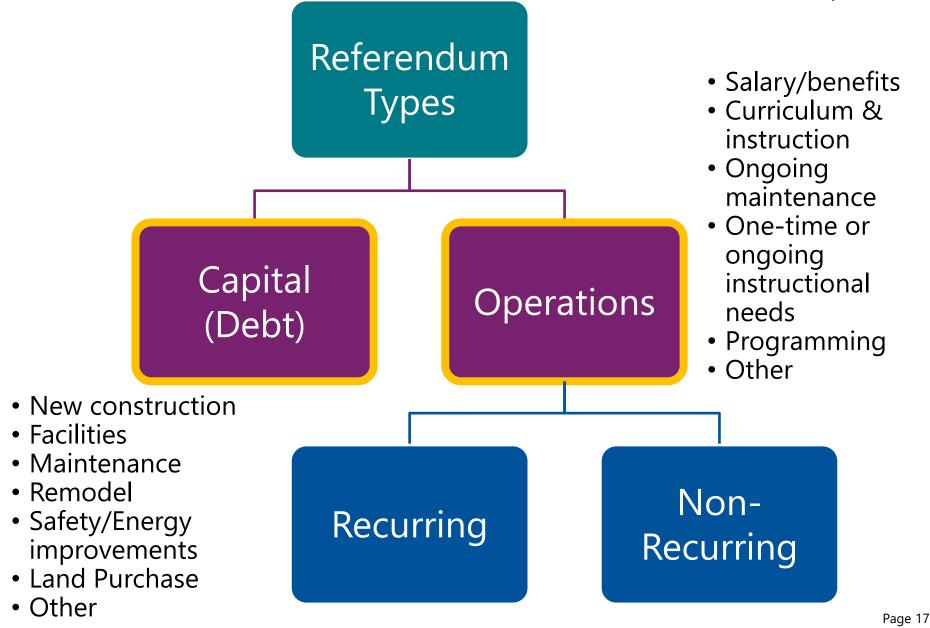
- As employees of the district, district administration, teachers and staff <u>cannot</u> engage in political/promotional activities during working hours or use district resources for that purpose.
 - No social media posts during working hours that involve advocacy.
 - No work on a referendum committee/campaign during working hours.
 - No use of district resources or technology <u>at any time</u> for advocacy purposes.
- More limited role for school district administration.
 - Can be a resource and provide and distribute information and facts.
 - May attend community meetings and discuss the referendum in a factual manner.



Post-Referendum Accounting and Processes

Referendum Types





Operational Referendums:

- Levy via the Revenue Limit Worksheet
- Included in Fund 10 tax levy

Capital (Debt) Referendums:

- Issue debt
- Note/bond proceeds deposited into Fund 49

	2023-2024 Revenue Limit Works	sheet	
1.	2023-24 Base Revenue (Funds 10, 38, 41)	(from left)	3,063,321
2.	Base Sept Membership Avg (2020+.4ss, 2021+.4ss, 2022+.4ss)/3	(from left)	245
3.	2023-24 Base Revenue Per Member (Ln 1 / Ln2)	(with cents)	12,503.35
4.	2023-24 Per Member Change (A+B)		325.00
	2023-24 Low Revenue Ceiling per s.121.905(1):	11,000.00	
Α.	Allowed Per-Member Change for 23-24	325.00	
Β.	Low Rev Incr ((Low Rev Ceiling-(3+4A))-4C) NOT<0	0.00	
C.	Value of the CCDEB (23-24 DPI Computed-CCDEB Dists only)	0.00	
5.	2023-24 Maximum Revenue / Member (Ln 3 + Ln 4)		12,828.35
6.	Current Membership Avg (2021+.4ss, 2022+.4ss, 2023+.4ss)/3	(from left)	253
7.	2023-24 Rev Limit, No Exemptions (Ln7A + Ln 7B)	(rounded)	3,245,573
Α.	Max Rev/Memb x Cur Memb Avg (Ln 5 x Ln 6)	3,245,573	
Β.	Hold Harmless Non-Recurring Exemption	0	
8.	Total 2023-24 Recurring Exemptions (A+B+C+D+E)	(rounded)	0
Α.	Prior Year Carryover	0	
	Transfer of Service	0	
C.	Transfer of Territory/Other Reorg (if negative, include sign)	0	
D.	Federal Impact Aid Loss (2021-22 to 2022-23)		
Ε.	Recurring Referenda to Exceed (If 2023-24 is first year)	0	
9.	2023-24 Limit with Recurring Exemptions (Ln 7 + Ln 8)		3,245,573
10.	Total 2023-24 Non-Recurring Exemptions (A+B+C+D+E+F+G+H+I)		687,260
Α.	Non-Recurring Referenda to Exceed 2023-24 Limit	575,000	
Β.	Declining Enrollment Exemption for 2023-24 (from left)		
С.	Energy Efficiency Net Exemption for 2023-24 (see pg 4 for details)	0	
	Adjustment for Refunded or Rescinded Taxes, 2023-24	0	
	Prior Year Open Enrollment (uncounted pupil[s])	5,848	
	Reduction for Ineligible Fund 80 Expenditures (enter as negative)	0	
	Other Adjustments (Fund 39 Bal Transfer)	0	
Η.	WPCP and RPCP Private School Voucher Aid Deduction	106,412	

Quarles

BAIRD



Vote Date	Amount Type	Yes	No	<u>Result</u>	Brief Description
	022 \$675,000 NR 2022- 023 \$775,000 2023 : \$1,450,000	251	188	Passed	

	2021-2022 Revenue Limit Worksheet					
10 Total 2021 20	Non Decurring Exemptions (ALDICIDIE ECULU)		002.000			
A. Non-Recurrin	g Referenda to Exceed 2021-22 Limit	675,000	,			
	ency Net Exemption for 2021-22 (from left)	61 487	ĺ			

2022-2023 Revenue Limit Worksheet				
10 Total 2022 22 Non Decurring Examptions (ALDICIDIE FIC)		060.022		
A. Non-Recurring Referenda to Exceed 2022-23 Limit	775,000			
D. Declining Enrollment Exemption for 2022-20 (nom left)	(1, 1)			

0	
	0



Vote Date	<u>Amount</u>	Type	Ye	<u>es</u>	No	<u>Result</u>	Brief Description
11/08/2022 To	2022 \$999,999 otal: \$999,999	RR 2022	1,89	97	1,240		To exceed the recence limit by \$999,999 beginning with the 2022-2023 school year, for recurring purposes consisting or operational and maintenance expenses.

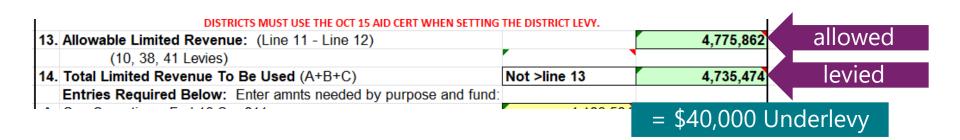
5. 2022-23 Maximum Revenue / Member (Ln 3 + Ln 4) 10,53 6. Current Membership Avg (2020+.4ss, 2021+.4ss, 2022+.4ss)/3 (from left)	916					
	916					
	010					
7. 2022-23 Rev Limit, No Exemptions (Ln 7A + Ln 7B) (rounded) 9,705,406						
A. Max Rev/Memb x Cur Memb Avg (Ln 5 x Ln 6) 9,652,716						
B. Hold Harmless Non-Recurring Exemption 52,690						
8. Total 202 2023-2024 Revenue Limit Worksheet						
A. Prior 3: 2023-24 Base Revenue Per Member (Ln 1 / Ln2)	11,629.60					
D. Trange 2023-24 Per Member Change (A+B)	0.00					
<u>C. Tran 5</u> 2023-24 Maximum Revenue / Member (Ln 3 + Ln 4)	11,629.60					
E. Rec Current Membership Avg (2021+.4ss, 2022+.4ss, 2023+.4ss)/3 (from left) 7. 2023-24 Rev Limit, No Exemptions (Ln7A + Ln 7B) (rounded)	0					
E. Recu. 2023-24 Rev Limit, No Exemptions (Ln7A + Ln 7B) (rounded)	0					
A. Max Rev/Memb x Cur Memb Avg (Ln 5 x Ln 6)						
B. Hold Harmless Non-Recurring Exemption						
8. Total 2023-24 Recurring Exemptions (A+B+C+D+E) (rounded)	0					
A. Prior Year Carryover 0						
B. Transfer of Service						
C. Transfer of Territory/Other Reorg (if negative, include sign)						
D. Fodoral Impaol Aid Loop (2021 22 to 2022 20)						
E. Recurring Referenda to Exceed (If 2023-24 is first year)	Pa					





Do we have to use the full authority granted? No. If not, how do we adjust? **Revenue Limit Levy < Full Authority** What are the long-term impacts?

- Non-Recurring referendum: one-time levy opportunity for that year, not used and not available later
- Recurring referendum: carry into following year (use later)





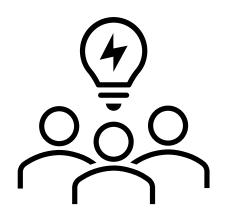
Operational Referendums:

- Revenue:
 - Levy via the Revenue Limit Worksheet
- Expenditures:
 - Typically, no coding changes as a result
 - No unique Fund
 - No unique Program/Project code required



Capital (Debt) Referendums:

- Issue debt
- Note/bond proceeds deposited into Fund 49
- Note/bond repayment via Fund 39





Note / Bond Issuance



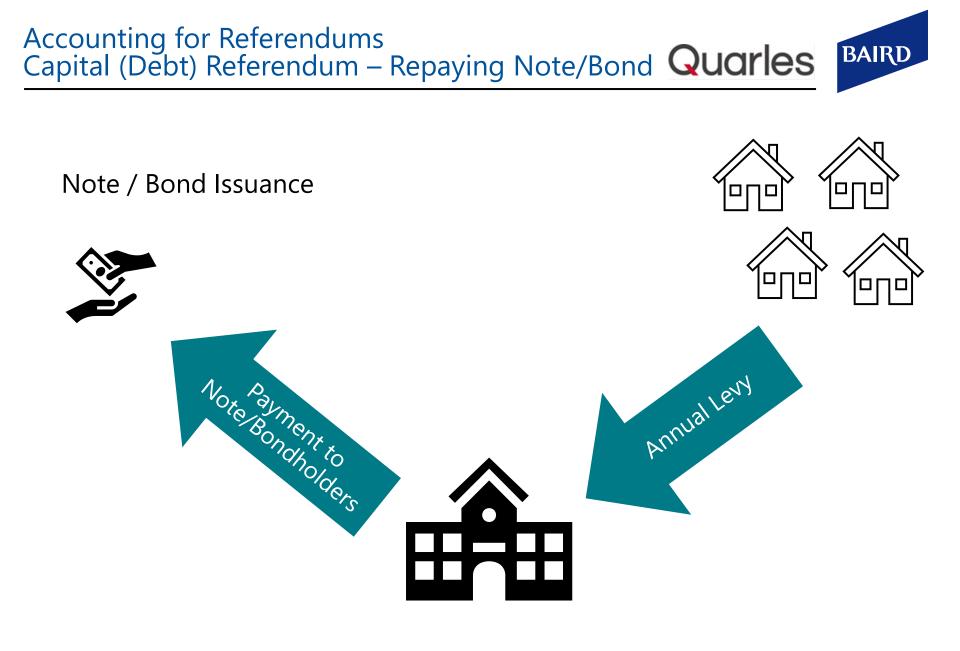
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Fund 49 Considerations:

- Investment account
 - Collateralized
 - Use draw schedule to determine investment timing
- Distinguishing between projects not required. If desired, consider:
 - Location
 - Program/project code

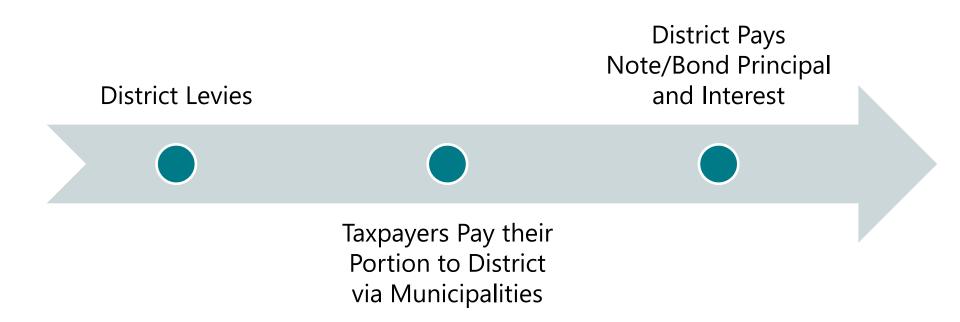






Note / Bond Repayment: Fund 39

Revenue = Tax Levy (+ others) Expenditures = Debt Payments





	FUND 39	O TOTAL DEB	T SERVICE		
PRINCIPAL	INTEREST	TOTAL	FISCAL YEAR TOTAL	CALENDAR YEAR TOTAL	PAYMENT PERIOD
\$2,585,000 \$2,790,000	\$934,172 \$886,247 \$886,247	\$3,519,172 \$886,247 \$3,676,247	Jan-June Only \$3,519,172 \$4,562,494	\$4,405,419	Jan-June 2024 July-Dec 2024 Jan-June 2025

	2023-2024 Revenue Limit Works		
14.	Total Limited Revenue To Be Used (A+B+C)	Not >line 13	13,337,901
	Entries Required Below: Enter amnts needed by purpose and fun	d:	
Α.	Gen Operations: Fnd 10 Src 211	13,088,901	(Proposed Fund 10)
В.	Non-Referendum Debt (inside limit) Fund 38 Src 211	0	(to Budget Rpt)
C.	Capital Exp, Annual Meeting Approved: Fund 41 Src 211	249,000	(to Budget Rpt)
15.	Total Revenue from Other Levies (A+B+C+D)		4,937,821
Α.	Referendum Approved Debt (Fund 39 Debt-Src 211)	4,405,419	
В.	Community Services (Fund 80 Src 211)	532,402	(to Budget Rpt)
C.	Prior Year Levy Chargeback for Uncollectible Taxes (Src 212)	0	(to Budget Rpt)
D.	Other Levy Revenue - Milwaukee & Kenosha Only	0	(to Budget Rpt)
16.	Total Fall, 2023 REPORTED All Fund Tax Levy (14A + 14B + 14C +	18,275,722	
	Line 16 is the total levy to be apportioned in the PI-401.	Levy Rate =	0.00793357



SFS Debt Schedules Module

Home	Manage Debt Schedules	Reports

--- Manage Debt Schedules Page ---

Instructions

Use the grid below to add new district debt schedules or edit/manage existing debt schedules.

You can also view your district's' annual debt service summary to see what Fund 38 and Fund 39 principal, interest and totals are due each calendar year.

Note: The Debt Schedules list is not affected by the fiscal year list above.

			4		bt Schedules					
Debt Schedule Name	Debt Schedule Typ	WUFAR Fund	WUFAR Functio	New	Maturity Date	Start Date	Principal Before Start	Original Amount	Current Balance [RO]	
GO School Improvement Bonds, Series 2018A	Bonds	Fund 39	Function 281		04/01/2038	01/01/1900	\$0	\$18,000,000	\$12,845,000	🧪 Edit 🛛 🗙 Del
GO School Improvement Bonds, Series 2017A	Bonds	Fund 39	Function 281		04/01/2037	01/01/2018	\$0	\$41,000,000	\$36,800,000	X Del



Within 10 days, enter in the SFS WiSFiP portal under "Debt Schedules" Check

Entering Debt into the Debt Portal



Complete ALL Fields Below			670	Principal 673 Long-Term Note Principal 674 State Trust Fund Loan Principa
Schedule Name GO School Improvement Bonds	03/05/2024	tet. B		675 Long-Term Bond Principal 676 TEACH Loan Principal
Debt Schedule Type	Start Date			677 Land Contract Principal
Bonds	▼ 03/05/2024	•••		678 Capital Lease Principal
WUFAR Fund	Maturity Date			
Fund 39 WUFAR Function	▼ 03/05/2024	t.	680	Interest 682 Temporary Note Interest 683 Long-Term Note Interest
Function 281	▼			684 State Trust Fund Loan Interes 685 Long-Term Bond Interest
Principle Before Start	Original Amount			686 TEACH Loan Interest 687 Land Contract Interest
\$0	\$0	▲ ▼		688 Capital Lease Interest
Notes: the Current Balance is read-only/F	RO; live-computed upon access			



The portal detail determines how to code annual expenditures

Correctly Coded:

39 E 800 **675 281000** 000 **39** E 800 **685 281000** 000



	Journal Entries for Debt Issuance and Subsequent Interest and Princip	al Payments	1
	Below are the anticipated journal entries to record the various debt issuance		
	Also included below are the debt anticipated journal entries to record the d		l payments
	Debt is recorded in Fund 38 if non-referendum related or in Fund 39 if refere		payments.
DI Codina Cuido		indum reforced.	
<u> </u>	General Obligation Bonds		
-	deneral obligation bonds		
	Dr. 49 B 000 000 711000 000 Cash	-	
	Cr. 49 R 000 875 500000 000 Long-Term Bond Proceeds		-
	Ci. 45 K 000 875 500000 000		- JE IN BALANCE
	To Record Bond Premium, if applicable	-	- JE IN DALANCE
	Dr. 38/39 B 000 000 711000 000 Cash		
	Dr. 38/39 E 000 690 281000 000 Other Debt Payment-Closing Costs		
	Dr. 38/39 E 000 690 281000 000 Other Debt Payment-Discount		
	Cr. 38/39 R 000 968 500000 000 Debt Premium-Non-Refinancing Debt		
	CI. 36/39 K 000 908 500000 000 DEbt Premium-Non-Kermancing Debt		- JE IN BALANCE
	Debt Service Interest and Principal Payments	-	- JE IN BALANCE
	Dr. 38/39 E 000 675 281000 000 Long-Term Bond Principal		
Debt Proceeds	Dr. 38/39 E 000 685 281000 000 Long-Term Bond Principal	-	
DEDITIOCECUS		-	
Fund 49	Cr. 38/39 B 000 000 711000 000 Cash		-
T UNG 43		-	- JE IN BALANCE
	General Obligation Notes		
	I O Record Note Issuance		
	Dr. 49 B 000 000 711000 000 Cash	-	
	; Cr. 49 R 000 873 500000 000 Long-Term Notes Proceeds		-
		-	- JE IN BALANCE
	To Record Note Premium, if applicable		
Delet Deve was evet	Dr. 38/39 B 000 000 711000 000 Cash	-	
Debt Repayment	Dr. 38/39 E 000 690 281000 000 Other Debt Payment-Closing Costs	-	
	Dr. 38/39 E 000 690 281000 000 Other Debt Payment-Discount	-	
Fund 38 or 39	Cr. 38/39 R 000 968 500000 000 Debt Premium-Non-Refinancing Debt		-
		-	- JE IN BALANCE
	Debt Service Payments		
	Dr. 38/39 E 000 673 281000 000 Long-Term Notes Principal	-	



<u>Baird Video Library Video – Coding Debt Issues</u>



DPI Coding Guide

Journal Entries for Debt Issuanc	e and Subsequent Interest and Princi	pal Payments			
Below is the anticipated journal entry to record the defeasance of debt by a school district.					
Defeasance uses levied cash on hand to make prepayment of debt principal and interest. It					
removes a portion of the remaining closes.	g debt as a legal liability of the District one	ce the escrow			
Debt is recorded in Fund 38 if non-i	eferendum related or in Fund 39 if refere	ndum related.			
Bond Defeasance					
Dr. 38/39 E 000 675 281000 000	Long-Term Bond Principal	-			
Dr. 38/39 E 000 685 281000 000	Long-Term Bond Interest	-			
Dr. 38/39 E 000 690 281000 000	Other Debt Retirement-Closing Costs	-			
Cr. 38/39 R 000 968 500000 000	Debt Premium-Non-Refinancing Debt		-		
Cr. 38/39 B 000 000 711000 000	Cash		-		
		-	- JE IN BALANC		
Debt Schedule Adjustments					
The principal payment defease	d should be included in the "Principal Pay	ments Scheduled" colum	n in SAFR debt schedule		
The interest payment defeased	should be included in the "Interest Paym	ents Scheduled" column	in SAFR debt schedule.		
Remember to adjust future pay	ments per the new debt schedule provide	ed during defeasance.			
Debt schedule should equal 0 a	t end.				



Baird Video Library Video – Coding Debt Issues

Coding Debt Transactions – Refinancing



0ebt is recorded in Fund 38 if non-re	ferendum related or in Fund 39 if refere	ndum related.						
EE EXAMPLES OF REFINANCING TRA	NSACTIONS AND CORRESPONDING CLOS	ING MEMOS AT https	://dpi.wi.gov/	sfs/finances/wufa	r/accounting-issu	es-examples		
<mark>Ionard Obligation Banda Rafin</mark> a	ncing Transaction							
New Bond Issuance								
	Cash							
Dr. 38/39 E 000 690 282000 000	Other Debt Retirement-Closing Cost	s -						
Dr. 38/39 E 000 690 282000 000	Other Debt Retirement-Discount	-						
Cr. 38/39 R 000 875 500000 000	Long-Term Bond Proceeds		-					
Cr. 38/39 R 000 879 500000 000	Premium on Debt Refinancing		-					
		-	-	JE IN BALANCE				
Payoff of Refinanced Bond								
Dr. 38/39 E 000 675 282000 000	Long-Term Bond Principal	-						
Dr. 38/39 E 000 685 282000 000	Long-Term Bond Interest	-						
Cr. 38/39 B 000 000 711000 000	Cash		-					
Iotais		-	-	JE IN BALANCE				
Functi	on 282000 Test:							
Proceeds	on 282000 Test:							
Plus Premium		•						
Less Principal Paid Off		•						
Less Interest Paid Off								
Less Discount								
Less Fees								
Must Equal Zero or Cash Receive	h	TEST WORKS						
Must Equal Zero of Cash Received								
If principal and interest payment	If principal and interest payments occur in the same fiscal year as the refinancing, the cash received as calculated above must be applied to principal or interest							
	ction 282000. See " Debt Service Payments on New GO Bond Issuance" with cash received from refinancing included in exampl							
If no principal and interest payments occur in the same fiscal year as the refinancing, the cash received as calculated above must be coded to Fund Balance								

payments are \$50,000 but a balance of \$5,000 was remaining in 936310, \$45,000 would be coded to Function 281000 and \$5,000 would be coded to Function 282000.

DPI Coding Guide





DPI and Baird Resources to support transaction entry



Revenue = Debt Proceeds (+ others) Expenditures = Project Costs



Revenue = Tax Levy (+ others) Expenditures = Debt Payments



Arbitrage and Spend down Requirements



Arbitrage & Rebate

- Arbitrage
 - Applies to tax-exempt debt issues
 - Earning a materially higher rate of return on investment of tax-exempt bond/note proceeds than the interest rate (arbitrage yield) on that debt (for example, earning 4.00% when bond yield is 3.00%)
- IRS Purpose
 - Removes incentive to issue more tax-exempt debt than necessary or earlier or for longer than necessary
- Yield Restriction
 - Restriction on the investment yield that can be earned
- Arbitrage rebate
 - When arbitrage must be paid back to the IRS



Temporary Periods

- Period of time where investment of proceeds may earn more than the arbitrage yield on the tax-exempt debt
- Capital project (new money) issues
 - Reasonable expectation that 85% of proceeds spent within <u>3 years</u>
 - If not spent within three years, must yield restrict to bond/note arbitrage yield
 - Must incur a binding obligation to spend at least 5% of the net sale proceeds on the project within 6 months of the debt issuance
 - Proceed with due diligence to complete the project
- Current Refunding Issues
 - <u>90 days</u>



Temporary Periods

- Bona Fide Debt Service Fund
 - <u>13 months</u>
 - Debt service fund accounts on tax-exempt issues are supposed to be swept out annually except for a de minimis carryover amount
 - De minimis carryover = the greater of 1/12 of the principal and interest payments on the bonds/notes for the immediately preceding bond year or the earnings on that debt service fund account in the preceding bond year
 - Must otherwise yield restrict other amounts in the debt service fund account to the arbitrage yield on the bonds/notes



Rebate Exceptions

 Unless a rebate exception is met, any positive arbitrage on the investment of the bond proceeds must be rebated to the IRS.

Rebate Exceptions For Capital Project (New Money) Issues

- Small Issuer Exception
 - \$15MM debt limit in calendar year with \$5MM limit for equipment/tax-exempt cash flow borrowings (non-construction)
 - Current refunding issues typically do not count against this limit
- 18 Month Spending Exception
 - 15% within 6 months, 60% within 1 year, 100% within 18 months
- 2 Year Spending Exception
 - For construction issues only 75% or more of the proceeds to finance construction expenditures
 - 10% within 6 months, 45% within 1 year, 75% within 18 months, 100% within 2 years

Rebate Exception For Current Refunding Issues

• 6 month rebate exception



Remaining Project Proceeds

- If there are remaining project proceeds (Fund 49):
 - 1) Use remaining funds for other eligible project expenditures, or
 - 2) If project has been completed, deposit any remaining funds in the debt service fund (Fund 39 or Fund 38, as applicable) to be used to pay down the debt service on the bonds/notes
 - defease debt if not currently callable, or
 - debt prepayment if currently callable



Questions?





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