

<b>REQUEST FOR COUNCIL ACTION</b> CITY OF SAN DIEGO				CERTIFICATE NUMBER (FOR COMPTROLLER'S USE ONLY)	
TO: CITY COUNCIL		FROM (ORIGINATING DEPARTMENT): Debt Management		DATE: 2/4/2015	
SUBJECT: Biennial Update of the City Debt Policy					
PRIMARY CONTACT (NAME, PHONE): Lakshmi Kommi,(619) 236-6928 MS 7B			SECONDARY CONTACT (NAME, PHONE): Jyothi Pantulu, (619) 236-6917 MS 7B		
COMPLETE FOR ACCOUNTING PURPOSES					
FUND					
FUNCTIONAL AREA					
COST CENTER					
GENERAL LEDGER ACCT					
WBS OR INTERNAL ORDER					
CAPITAL PROJECT No.					
AMOUNT	0.00	0.00	0.00	0.00	0.00
FUND					
FUNCTIONAL AREA					
COST CENTER					
GENERAL LEDGER ACCT					
WBS OR INTERNAL ORDER					
CAPITAL PROJECT No.					
AMOUNT	0.00	0.00	0.00	0.00	0.00
COST SUMMARY (IF APPLICABLE):					
ROUTING AND APPROVALS					
CONTRIBUTORS/REVIEWERS:		APPROVING AUTHORITY		APPROVAL SIGNATURE	
Liaison Office		ORIG DEPT.		Kommi, Lakshmi	
		CFO			
		DEPUTY CHIEF			
		COO			
		CITY ATTORNEY		Will, Brant	
		COUNCIL PRESIDENTS OFFICE			
PREPARATION OF:		<input checked="" type="checkbox"/> RESOLUTIONS		<input type="checkbox"/> ORDINANCE(S)	
				<input type="checkbox"/> AGREEMENT(S)	
				<input type="checkbox"/> DEED(S)	
Adopt the biennial update of the City Debt Policy					
STAFF RECOMMENDATIONS: Approve the Requested Action.					
SPECIAL CONDITIONS (REFER TO A.R. 3.20 FOR INFORMATION ON COMPLETING THIS SECTION)					
COUNCIL DISTRICT(S):		All Districts			
COMMUNITY AREA(S):		Citywide			
ENVIRONMENTAL IMPACT:		This activity is not a project as defined in State CEQA Guidelines, Section 15378, and is therefore not subject to CEQA per Guideline Section			

	15060(c)(3).
CITY CLERK INSTRUCTIONS:	

**COUNCIL ACTION**  
**EXECUTIVE SUMMARY SHEET**  
CITY OF SAN DIEGO

DATE: 2/4/2015

ORIGINATING DEPARTMENT: Debt Management

SUBJECT: Biennial Update of the City Debt Policy

COUNCIL DISTRICT(S): All Districts

CONTACT/PHONE NUMBER: Lakshmi Kommi/(619) 236-6928 MS 7B

**DESCRIPTIVE SUMMARY OF ITEM:**

The initial City Debt Policy was adopted in 2007 Pursuant to Resolution No. R-303152 and has been reviewed by the City Council annually thereafter. Concurrent with its last update in April 2013, a biennial review cycle was established via Resolution No. R-308090. This update represents the first biennial review by the City Council since April 2013.

**STAFF RECOMMENDATION:**

Approve the Requested Action.

**EXECUTIVE SUMMARY OF ITEM BACKGROUND:(Also see Full StaffReport)**

In accordance with Resolution No. R-303152 adopted in 2007 and Resolution No. R-308090 adopted in 2013, the City Debt Policy is reviewed biennially, and recommended changes are presented to the City Council. The following are recommended changes to the City Debt Policy approved in April 2013:

1. Update to the discussion regarding credit ratings (See Debt Policy, Section 2.1 on page 6).
2. Update concerning the issuance of Tax and Revenue Anticipation Notes (TRANs) (See Debt Policy, Section 3.11 on page 10).
3. Addition of Commercial Paper Notes to the list of financing instruments available to the City (See Debt Policy, Section 3.15 on Page 11).
4. Update to the description of State Revolving Fund Loans (See Debt Policy, Sections 3.16 on page 12).
5. Update to the description of the HUD Section 108 Loan Guarantee Program (See Debt Policy, Sections 3.17 on page 12).
6. Update to the discussion concerning Coverage Ratios for Revenue Bonds (See Debt Policy, Sections 4.3 on page 14).
7. Update concerning the use of a Debt Service Reserve Fund (See Debt Policy, Section 5.7 on page 16).
8. Update to include an additional consideration for advance refundings (See Debt Policy, Section 8.2 on page 25).

9. Update concerning Landowner voting in Mello-Roos Special Tax Elections (Appendix A – Special District Formation and Financing Policy, Section A2, paragraph F on page 34).

10. Update related to development of Community Facilities District (CFD) special taxing formulas (Appendix A – Special District Formation and Financing Policy, Section A5, paragraph A on page 38).

**FISCAL CONSIDERATIONS:**

None specific to this action

**EQUAL OPPORTUNITY CONTRACTING INFORMATION (IF APPLICABLE):**

Not applicable

**PREVIOUS COUNCIL and/or COMMITTEE ACTION** (describe any changes made to the item from what was presented at committee):

On April 22, 2013 (R-308090) the City Council reviewed and accepted the last update of the City of San Diego Debt Policy.

**COMMUNITY PARTICIPATION AND PUBLIC OUTREACH EFFORTS:**

All financing plans and bond issuances are developed consistent with the City Debt Policy recommendations and any exceptions are identified in bond ordinances, which are approved by the City Council at publicly noticed hearings.

**KEY STAKEHOLDERS AND PROJECTED IMPACTS:**

Not Applicable

Kommi, Lakshmi

Originating Department

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Deputy Chief/Chief Operating Officer



THE CITY OF SAN DIEGO  
**REPORT TO THE CITY COUNCIL**

Corrected Copy  
Pgs. 4 & 5

DATE ISSUED: February 13, 2015 REPORT NO: 15-013  
ATTENTION: Council President and City Council  
SUBJECT: Biennial Update of the City Debt Policy

REQUESTED ACTION:

Adopt the biennial update of the City Debt Policy.

STAFF RECOMMENDATION:

Approve the requested action.

SUMMARY:

The City Debt Policy was adopted in 2007 pursuant to Resolution No. R-303152 and has been subsequently reviewed by the City Council annually thereafter. Concurrent with its last update in April 2013, a biennial review cycle was established via Resolution No. R-308090. This update represents the biennial review by the City Council since April 2013.

Updates to the Debt Policy are marked to reflect changes from the final policy approved in April 2013 (see Attachment 1). The following represent the substantive recommended changes to the City Debt Policy and Appendix A (the Special District Formation and Financing Policy):

1. **Update to the discussion regarding credit ratings** (*See Debt Policy, Section 2.1 on page 6*). This update reflects recent changes to rating methodologies released by Standard & Poor's in September 2013 and Moody's in January 2014. These updated methodologies show that ratings are based on a wide-range of quantitative and qualitative factors. In addition, they provide greater transparency and comparability to help market participants better understand the rating agency's approach in assigning ratings and to facilitate improved comparisons between municipal issuer ratings.
2. **Update concerning the issuance of Tax and Revenue Anticipation Notes (TRANS)** (*See Debt Policy, Section 3.11 on page 10*). In past years, dating back to 1968, the issuance of TRANS was required annually to meet cash flow needs. More recently, in Fiscal Years 2014 and 2015, due to the availability of sufficient cash to meet cash flow needs throughout the year, no TRANS were issued. The update to this section captures this recent shift from the

assumption TRANs would be necessary each and every year to the use TRANs on an as-needed basis.

3. **Addition of Commercial Paper Notes to the list of financing instruments available to the City** (See Debt Policy, Section 3.15 on Page 11). This addition introduces a new financing instrument to the City which, if utilized, could serve as a short term cash management tool that is primarily used to provide interim funding for capital expenditures that will ultimately be funded from another source such as a long-term bond. An educational training for the City Council covering Commercial Paper Notes occurred on February 10, 2015.
4. **Update to the description of State Revolving Fund Loans** (See Debt Policy, Sections 3.16 on page 12). This update is intended to bring current the general description of the State Revolving Fund (SRF) Loan programs operated by the California State Water Resources Control Board, the State agency from which the City most often access SRF loans. In addition, this update also notes that other State and Federal low-cost loans could be available to the City for evaluation on a project by project basis.
5. **Update to the description of the HUD Section 108 Loan Guarantee Program** (See Debt Policy, Sections 3.17 on page 12). This update is intended to bring current role of the Economic Development Department as it relates to HUD Section 108 Loans.
6. **Update to the discussion concerning Coverage Ratios for Revenue Bonds** (See Debt Policy, Sections 4.3 on page 14). This update provides clarifying language on coverage ratios specified in bond documents (legal coverage ratio) for revenue bonds, and the process of evaluating appropriate coverage levels.
7. **Update concerning the use of a Debt Service Reserve Fund** (See Debt Policy, Section 5.7 on page 16). This update reflects changes in market conditions that now enable issuance of bonds with either zero or partially funded debt service reserve funds. A case-by-case determination is recommended to be made by the Chief Financial Officer at the time of a new bond issue. Various factors that are taken into consideration when making this determination are listed in Section 5.7.
8. **Update to include an additional consideration for advance refundings** (See Debt Policy, Section 8.2 on page 24). In addition to the current 4% net present value savings requirement, another consideration has been added to evaluate inefficient escrow investments connected with advance refunding.
9. **Update concerning Landowner voting in Mello-Roos Special Tax Elections** (Appendix A – Special District Formation and Financing Policy, Section A2, paragraph F on page 34). This update incorporates a new consideration for the authorization of Special District financings which states the City will only consider forming a Community Facilities District (CFD) by landowner vote in proposed districts where there are no registered voters. This addition stems from the August 2014 California Court of Appeal ruling in City of San Diego v. Melvin Shapiro, et al. and is notwithstanding Section 53326 of the Mello-Roos Act, which provides for a landowner election if there are fewer than 12 registered voters within a proposed district, or if the property subject to the tax will not be in residential use.

- 10. Update related to development of Community Facilities District (CFD) special taxing formulas** (Appendix A – Special District Formation and Financing Policy, Section A5, paragraph A on page 39). This update provides guidance and considerations concerning the source of records that may be utilized when the special taxing formula is being developed for a proposed CFD. In addition, certain requirements involving the City’s Development Services Department/Chief Building Inspector have been added if building permit square footage, historically the most commonly utilized tax basis, is proposed for a new CFD.

In addition to the substantive changes described above, the following appendices to the Debt Policy have been updated to reflect the most current updates of each:

- Appendix C – San Diego Housing Commission Policy Multifamily Mortgage Revenue Bond Program (Updated as of July 30, 2013)
- Appendix D – Council Policy 800-14 “Prioritizing CIP Projects” (updated as of November 13, 2013)
- Appendix F – Disclosure Practices Working Group– Disclosure Controls and Procedures (updated as of January 22, 2015)

Appendix B, Council Policy 100-12 – Industrial Development Bond Program, is expected to be reviewed by the Economic Development Department in calendar year 2015.

*Resolution R-303152, adopted in 2007, also specified that the City Debt Policy review include an update of developments in the financial markets, City’s projected forward calendar of financings for the coming year, and schedules showing all outstanding debt obligations and other long term liabilities of the City and related entities. These topics are discussed below:*

### **Municipal Debt Market Update**

The tax-exempt market remains attractive for municipal issuers and interest rates have continued to trend lower. To illustrate the recent interest rate trend, the 30-year Municipal Market Data AAA Index (the “MMD Index,” which is a standard index of AAA rated municipal bonds) was 2.67% in early 2015, which represents a decline of 116 basis points (approximately 1.16%) from 3.83% on July 1, 2013. This performance has been driven by Federal Reserve rate guidance throughout the year combined with strong technical factors in the municipal market including strong investor demand, low issuance volume, and light inventories in the secondary trading market.

Looking ahead, there are a number of factors that could put pressure on the municipal market in the coming 12 months, including investor reaction to the end of the Federal Reserve’s long-running bond purchase program (also referred to as quantitative easing), the anticipation of greater municipal bond supply, and the potential slow down of investment dollars into bond mutual funds. These are offset by certain factors that are helping keep interest rates in check, including continued international geopolitical turmoil and economic growth concerns. In light of these factors, most experts are forecasting that interest rates will gradually increase over calendar year 2015 with a market consensus projection expecting the benchmark 10-year U.S. Treasury to increase 1.00% by the end of 2015 (from the current level of approximately 2.00%).

## **Municipal Regulatory Changes and Discussions in Calendar Year 2013 and 2014**

### **Municipal Continuing Disclosure Cooperation (MCDC) Initiative**

In March 2014, the SEC announced the MCDC Initiative, which was designed to encourage all municipal issuers and underwriters of municipal securities to self-report any violations of the federal securities laws pertaining to materially inaccurate statements in final official statements regarding the issuer's prior compliance with its continuing disclosure obligations over the past five years. The City undertook a comprehensive review of its bond issuances and was able to confirm by the SEC's due date, with external verification by all of the City's underwriters, that there were no violations to report under the requirements of the MCDC Initiative.

### **Federal Budget Proposal**

The President's federal budget for Fiscal Year ~~2015-2016~~ (October 1, 201~~5~~<sup>4</sup> – September 30, 201~~6~~<sup>5</sup>) includes several proposals which are relevant to the tax-exempt bond market: (1) America Fast Forward Bonds which, as an alternative to certain governmental tax-exempt bonds, would be taxable bonds that offer a direct subsidy of 28% of bond interest to the issuer; (2) Qualified Public Infrastructure Bonds which extends the benefit of tax-exempt municipal bonds to public-private partnership, providing a lower cost financing tool to increase private participation in building qualified public infrastructure; (3) repeal tax-exempt bond financing of professional sports facilities; and (4) institute a limit to the value of tax-exempt interest deductions for investors to 28% (currently there is no limit). Staff will monitor the implications of these proposals on the City's future financing plans, should Congress approve these proposals in the President's budget.

## **Forward Calendar**

### **General Fund Capital Improvement Projects**

Debt Management is currently in the process of implementing a plan of finance to fund General Fund Capital Improvement Projects in an amount up to \$120 million, to fund streets, storm drains, facilities, and ADA improvements, approved by City Council in January 2014. The bonds are anticipated to close during the 2<sup>nd</sup> quarter of 2015.

### **Economic Refunding**

Debt Management expects to conduct economic refundings of several outstanding bond series over the next seven months with an estimated combined total of approximately \$490 million. The bonds that are proposed for refunding include the Ballpark 2007A Lease Revenue Bonds (Petco Park), various Sewer Revenue Bonds, and Community Facilities District No. 2 Special Tax Bonds; each of the proposed economic refunding would produce annual debt service savings to the General Fund, Sewer Utility Fund, and special taxpayers within CFD No. 2, respectively.

The full refunding of the Ballpark 2007A Lease Revenue Bonds is anticipated to close in July 2015. The Sewer Revenue Bond refunding, including a partial refunding of the outstanding Series 2009A, 2009B, and potentially 2010A Bonds, is anticipated to close in late-June 2015. The Community Facilities District No.2 refundings, consisting of the Series 2000 and Series 2004 Special Tax Bonds, are anticipated to close in early June 2015.



## **Outstanding City Debt, Long Term Liabilities of the City and Related Entities, and Pension and Retiree Healthcare Costs**

1. Outstanding City Debt Obligations  
Attachment 2 is a summary of debt obligations that includes ~~General Obligation Bonds~~, General Fund Backed Lease-Revenue Obligations, and Wastewater and Water System Obligations.<sup>1</sup>
2. Long Term Liabilities of the City's Related Entities  
Attachment 3 is Note 1~~9~~8 from the Fiscal Year 2014 City of San Diego Comprehensive Annual Financial Report ("CAFR"). Note 1~~8~~9 provides outstanding long term liabilities of the City's Related Entities, including outstanding debt of the Special Assessment and Community Facilities (Mello-Roos) Districts established by the City, and outstanding debt of the City's former Redevelopment Agency.
3. Pension and Retiree Healthcare Costs  
According to the June 30, 2013 Annual Actuarial Valuation of SDCERS ("2013 Valuation"), prepared by Cheiron, Inc. dated as of December 2013, the funded ratio (the actuarial value of assets available for benefits to total actuarial accrued liability) of the City's portion of the SDCERS fund was 70.4% and the SDCERS fund had an unfunded actuarial accrued liability ("UAAL") of \$2.237 billion. The Citywide Fiscal Year 2015 Actuarially Determined Contribution ("ADC"), as provided in the 2013 Valuation, is \$263.6 million if paid by the beginning of the year

An actuarial valuation of the City's Retiree Healthcare (commonly referred to as "OPEB" for Other Post Employment Benefits) program as of June 30, 2014, prepared by Buck Consultants dated as of November 10, 2014, in connection with compliance with GASB liabilities, indicates an UAAL of \$479.8 million as of June 30, 2014 as reported in the City's FY 2014 CAFR.

### **FISCAL CONSIDERATIONS:**

None specific to this action.

### **PREVIOUS COUNCIL and/or COMMITTEE ACTION:**

On April 22, 2013, the City Debt Policy update was reviewed and adopted by the City Council (Resolution R-308090).

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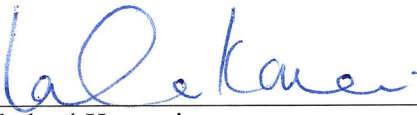
<sup>1</sup> Source: City of San Diego Annual Budget Fiscal Year 2015

COMMUNITY PARTICIPATION AND PUBLIC OUTREACH EFFORTS:

All financing plans and bond issuances are developed consistent with the City Debt Policy recommendations and any exceptions are identified in bond ordinances which are approved by the City Council at publicly noticed hearings.

KEY STAKEHOLDERS AND PROJECTED IMPACTS:

Not Applicable.



Lakshmi Kommi  
Debt Management Director



Mary Lewis  
Chief Financial Officer

Attachments:

1. City of San Diego Debt Policy, 2015 (Marked Copy)
2. City of San Diego Fiscal Year 2015 Adopted Budget, Summary of Debt Obligations
3. City of San Diego Comprehensive Annual Financial Report, for the Fiscal Year ended June 30, 2014 – Note 18, Debt without Government Commitment

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## OVERVIEW

The City of San Diego (the “City”), through the Chief Financial Officer, executes debt instruments, administers debt proceeds, manages ongoing disclosure and debt compliance, and makes debt service payments, acting with prudence and diligence and with attention to prevailing economic conditions. The City believes that debt is an equitable means of financing projects and represents an important means of meeting fiscal responsibilities.

The debt policy primarily addresses debt instruments/securities issued by the City in public or private bond markets. This is consistent with examples of debt policies of other comparable municipalities, GFOA guidelines, and rating agency guidelines. The debt policies pertain to debt that is typically incurred when capital is raised in the public or private markets, including borrowings from sophisticated qualified institutional buyers, to meet the City’s funding needs (the purpose and need for financings is discussed in Chapter 1). Such debt constitutes obligations whereby a third-party has provided funds, which is evidenced by the formal execution of a bond or certificate (or a similar instrument), and is held by the third-party until it is repaid.

The policy does not cover other obligations like contracts payable, notes payable, loans payable (e.g., HUD section 108 loans, SANDAG loans), arbitrage liability, and net pension obligation (“NPO”) and/or pension Unfunded Actuarial Liability (“UAL”) and Other Post Employment Benefits (“OPEB”) UAL. The City’s Comprehensive Annual Financial Reports (“CAFRs”) provide a complete list of the outstanding long term liabilities. Following are the sections in the CAFR listing the long term liabilities: Governmental Activities Long-Term Liabilities; Business Type Activities Long-Term Liabilities; Discretely Presented Component Units Long-Term Debt; Short-Term Notes Payable; and Third Party Debt (Conduit Debt). Consistent with GASB standards, the NPO is reflected in the Governmental Activities Note 5 of the CAFR as a long term liability. Since Fiscal Year 2008, OPEB-related NPO has been captured in the same section as the NPO. The pension UAL and OPEB UAL are reflected in ~~the Letter of Transmittal~~ Notes 11 (Pension) and 12 (OPEB) of the CAFR.

While various types of debt that may be issued by the City and its related agencies are generally discussed in Chapter 3 – Types of Financing Instruments, guidelines and parameters established under this policy do not encompass debt and other liabilities issued ~~and administered~~ by the San Diego Housing Authority<sup>1</sup> and the ~~Successor Agency to the former City of San Diego Redevelopment Agency~~ of the City of San Diego<sup>2</sup> (“Successor Agency”).

The policy documents the City’s procedures and goals for the use of debt to finance City needs. A regularly updated debt policy, in conjunction with the City’s Capital Improvements Program, the Five-Year Financial Outlook, the Investment Policy, and the Cash Reserve Policy, serves as an important tool that supports the use of the City’s resources to meet its financial commitments and to maintain sound financial management practices. This policy is enacted in an effort to standardize and plan the issuance and management of debt by the City. While the Debt Policy serves as a guideline for general use, it allows for exceptions in extraordinary conditions.

Appendices of this Debt Policy include: Appendix A, which provides policy direction on Special Districts Formation and Financing; Appendix B, Council Policy 100-12 (Industrial Development Bond Program), which provides policy direction with regard to Industrial Development Bonds (also refer to Chapter 3,

<sup>1</sup> The San Diego Housing Commission administers the Multifamily Mortgage Revenue Bond Program (See Appendix C).

<sup>2</sup> The City of San Diego Redevelopment Agency was dissolved as of February 1, 2012 (See Section 3.6).

Section 3.9); Appendix C, the San Diego Housing Commission Policy Multifamily Mortgage Revenue Bond Program; and Appendix D, Council Policy 800-14, “Prioritizing CIP Projects.”

The primary objectives of this debt policy are to establish guidelines for the use of various categories of debt; create procedures and policies that minimize the City’s debt service and issuance costs; retain the highest practical credit ratings; and to provide full and complete financial disclosure and reporting.

The City’s Debt Policy is also designed to:

- Establish parameters for issuing and managing debt;
- Provide guidance to decision makers related to debt affordability standards;
- Document the pre- and post-issuance objectives to be achieved by staff;
- Promote objectivity in the debt approval decision making process; and
- Facilitate the actual financing process by establishing important policy decisions in advance.

A biennial review of the Debt Policy will be performed and any changes to the Debt Policy will be brought forward for City Council consideration and approval. Further, in the event there are any deviations or exceptions from the Debt Policy when a certain bond issue is structured, those exceptions will be discussed in the staff reports when the bond issue is docketed for City Council’s consideration.

## **CHAPTER I – PURPOSE & NEED FOR FINANCING**

### **1.1 Purpose of Financing**

The City borrows money primarily to fund long-term capital improvement projects, essential equipment and vehicle needs, and to refinance existing debt. The issuance of debt to fund operating deficits is not permitted, with the exception of Tax and Revenue Anticipation Notes.<sup>3</sup> Debt will be used to finance eligible projects only if it is the most cost-effective means available to the City.

While the “pay-go” means of using current revenues to pay for capital projects is often considered the preferred means of financing because it avoids interest payments, it may not be entirely equitable. The “pay- go” funding option requires current citizens to pay taxes over long periods of time in order to accumulate reserves sufficient to pay for capital projects. The City would be able to undertake capital projects under this method only if sufficient cash accumulates. Prudent use of debt financing rather than pay-go funding of capital projects can facilitate better allocation of resources and increased financial flexibility.

The three primary borrowing purposes are summarized below:

#### **A. Long-Term Capital Improvements**

The City’s Public Works Department will prepare a multi-year Capital Improvements Program (CIP) working with individual departments and agencies in accordance with Council Policy 800-14, “Prioritizing CIP Projects” (see Appendix D). The CIP will include projections for the upcoming fiscal years and will be updated during each Annual Budget process or if there are significant changes to the scope and/or cost of projects. In accordance with Council Policy 800-14, future operations and maintenance costs associated with capital improvement projects will be developed and identified prior to submission of the project for approval. The Financial Management Department will work with the Public Works Department to ensure that accurate and complete budgeting of the CIP is prepared as part of the City’s Annual Budget process.

Since the aggregate cost of desired capital projects generally exceeds available funds, the capital planning process prioritizes projects and identifies the funding needs. The City will initially rely on internally-generated funds and/or grants and contributions from other governments to finance its capital needs. Debt will be issued for a capital project only when it is an appropriate means to achieve a fair allocation of costs between current and future beneficiaries and if a secure revenue source is identified to repay the debt.

The Debt Management Department, working with City departments within the context of the Capital Improvements Program and the City’s Five-Year Financial Outlook, oversees and coordinates the timing, processing, and marketing of the City’s borrowing and capital funding activities. Close coordination of capital planning and debt planning will ensure that the maximum benefit is achieved with the limited capital funds. The debt management process will determine the availability of funds which can be raised through debt based upon the debt capacity/affordability analysis.

<sup>3</sup> If necessary, the City may issue Tax and Revenue Anticipation Notes (“TRANS”) to meet its cash flow needs. TRANS are not deemed to be debt within the meaning of Section 90 of the City Charter. See Section 3.11 for details.



B. Essential Vehicle and Equipment Needs

In addition to capital projects, the City regularly finances certain essential equipment and vehicles. These assets range from public safety vehicles and garbage trucks to information technology systems. The underlying asset must have a minimum useful life of three years. Short-term financings, including loans and capital lease purchase agreements, are executed to meet such needs.

C. Refinancings/Refunding of Existing Debt

The Chief Financial Officer working with the Debt Management Department will periodically evaluate its existing debt and execute refinancings when economically beneficial. A refinancing may include the issuance of bonds to refund existing bonds or the issuance of bonds in order to refund other obligations, such as pension obligations. See Chapter VIII for refunding considerations.

## 1.2 **Financing Priorities**

All borrowing requests or debt refunding proposals shall be reviewed by the Chief Financial Officer. The ~~Department of Finance~~ Branch shall be responsible for analyzing the proposal to determine if it is beneficial to the City and complies with the City's long-term financial planning objectives. Borrowing requests include any debt or refunding proposals made to the City involving a pledge or other extension of the City's credit through the sale of securities, execution of loans or leases, or making of guarantees or otherwise involving directly or indirectly the lending or pledging of the City's credit.

For each financing proposal related to a new capital improvement project, the ~~Department of Finance~~ Branch will work with the Public Works Department to assess the feasibility and the impact of debt to fund the project based on the following assessments:

A. Nature of Project and Use of Funds

Each proposal will be evaluated by comparing the nature of the project and use of funds with competing proposals on the basis of the benefits derived and how it furthers the City's policy objectives as laid out in the City's Annual Budget, Five-Year Financial Outlook, and Capital Improvement Program- (Five-Year Capital Improvement Program Plan).

B. Cost-Benefit Analysis of Project:

A cost-benefit analysis will be required for each project.

1. The benefits of a proposed project must be defined and, where appropriate, quantified in monetary terms. The funding sources will be identified and estimated. Where revenues are part of the benefits, all assumptions made in deriving the revenues will be documented. The validity of the assumptions and the risk associated with the revenue streams will be assessed.
2. The costs of the project will be estimated, with the basis documented and the risk associated with the estimates assessed. The uses of funds will be identified and estimated.

3. Identify whether project will increase or reduce ongoing operation and maintenance expenses.

C. Expenditure Plan

A detailed plan for the expenditure of funds will be developed for each project. The underlying assumptions of the project cost expenditure plan will be documented and the risk associated with these projections will be analyzed.

D. Revenue for Debt Service Payment

A detailed plan for the debt repayment will be developed for each project. The underlying assumptions of revenue cash flow estimates will be documented and the risk associated with these revenue streams will be analyzed. Where general fund revenues are proposed to service debt, the impact upon budgets will be assessed.

All requests will be prioritized based upon this evaluation. If the Debt Management Director recommends the financing proposal and the Chief Financial Officer is in concurrence, the Debt Management Department will prepare the financing proposal for the City Council's authorization.

### **1.3 Asset Life**

Consistent with its philosophy of keeping its capital facilities and infrastructure systems in good condition and to maximize a capital asset's useful life, the City will make every effort to set aside sufficient current revenues to finance ongoing maintenance needs and to provide reserves for periodic replacement and renewal. Generally, no debt will be issued for periods exceeding the useful life or average useful lives of projects to be financed.

The City will consider short or long-term financing for the acquisition, maintenance, replacement, or expansion of physical assets, including land. For short-term financing, the physical asset must have a minimum useful life of three years; for long-term financing, the physical asset must have a minimum useful life of ten years.

## CHAPTER II - ~~CREDITWORTHINESS OBJECTIVES~~ CREDIT RATINGS

### 2.1 Credit Ratings

The City seeks to maintain the highest possible credit ratings that can be achieved for debt instruments without compromising the City's policy objectives. Ratings are a reflection of the general fiscal soundness of the City, the local economy and other regional economic factors, and the capabilities ~~of its~~ City management. By maintaining the highest possible credit ratings, the City can issue its debt at a lower interest cost. To enhance creditworthiness, the City is committed to prudent financial management, systematic capital planning, interdepartmental cooperation and coordination, and long-term financial planning.

Rating agencies consider various factors in issuing a credit rating; these typically include:

- City's fiscal status
- City's financial and general management capabilities
- Economic conditions that may impact the stability and reliability of debt repayment sources
- City's general reserve levels
- City's debt history and current debt structure
- The capital improvement project that is being funded
- Covenants and conditions in the governing legal documents

The City recognizes that external economic, natural, or other events may from time to time affect the creditworthiness of its debt. Each proposal for additional debt will be analyzed for its impact upon the City's debt rating on outstanding debt. ~~The major source of risk considered by the rating services is the stability and reliability of revenue to service the debt. Projects with volatile or risky debt repayment revenue streams that may adversely impact the City's rating will be avoided.~~ There are no predetermined credit rating formulas available from the rating agencies, although recent updates to rating methodologies from certain rating agencies have added transparency to their credit evaluation processes. This information provides a better understanding of how key quantitative and qualitative factors risk factors are likely to affect rating outcomes. The City will monitor rating agency guidelines and methodologies regularly to stay informed of changes to the rating metrics and processes.

### ~~2.2~~ Rating Agency Relationships

The Chief Financial Officer is responsible for ~~maintaining relationships~~ managing the rating reviews associated with the ~~rating agencies that assign ratings to the~~ City's various debt obligations. This effort ~~shall include~~ includes providing periodic updates, both formal and informal, on the City's general financial condition and coordinating meetings and presentations in conjunction with a new debt issuance when determined necessary (see sections 2.3, 5.6, and 5.7). Written disclosure documents to the Rating Agencies shall be approved by the City's Disclosure Practices Working Group<sup>4</sup> ("DPWG").

### ~~2.3~~ Bond Ratings

<sup>4</sup> The role of the DPWG in review and approval of disclosure documents is further discussed in Sections 6.3 and 6.4.

The Chief Financial Officer, working with the Debt Management Department and, if applicable, a financial advisor, shall be responsible for determining whether a rating shall be requested on a particular financing, and which of the major rating agencies shall be asked to provide such a rating. Obtaining ratings and credit enhancements for new issuances is discussed in Chapter V.

## **CHAPTER III - TYPES OF FINANCING INSTRUMENTS**

There are many different types of financing instruments available to the City; long term financing debt obligations like General Obligation Bonds, Lease Revenue Bonds and Revenue Bonds would typically constitute direct debt of the City. The City issues conduit financings to benefit third parties where public benefit can be achieved. The following are brief summaries of different types of long and short term financing instruments that the City may consider.

### **DIRECT DEBT OBLIGATIONS**

#### **3.1 General Obligation Bonds**

General Obligation (GO) bonds are secured either by a pledge of full faith and credit of an issuer or by a promise to levy taxes in an unlimited amount as necessary to pay debt service, or both. GO bonds usually achieve lower rates of interest than other financing instruments since they are considered to be a lower risk.

California State Constitution, Article 16 - Public Finance, Section 18, requires that the issuance of a GO bond must be approved by a two-thirds majority of those voting on the bond proposition. Uses of bond proceeds are limited to the acquisition and improvement of real property.

#### **3.2 Certificates of Participation/ Lease Revenue Bonds**

Certificates of Participation (COPs) and Lease Revenue Bonds (LRBs) are lease obligations secured by an installment sale or by a lease-back arrangement between the City and another public entity, where the general operating revenues of the City are pledged to pay the lease payments, which are, in turn, used to pay debt service on the bonds or Certificates of Participation. These obligations do not constitute indebtedness under the state constitutional debt limitation and, therefore, are not subject to voter approval.

Payments to be made under valid leases are payable only in the year in which use and occupancy of the leased property is available, and lease payments may not be accelerated. Lease financing requires the fair market rental value of the leased property to be equal to or greater than the required debt service or lease payment schedule. The governmental lessee is obligated to place in its Annual Budget the rental payments that are due and payable during each fiscal year the lessee has use of the leased property.

#### **3.3 Revenue Bonds**

Revenue Bonds are obligations payable from revenues generated by an enterprise, such as water or wastewater utilities, public golf courses or parking facilities. Because the debt service is directly paid by the facility, such debt is considered self-liquidating and generally does not constitute a debt of the issuer.

The City's utility Revenue Bonds are payable solely from the City's Water or Wastewater Enterprise Funds and are not secured by any pledge of ad valorem taxes or general fund revenues of the City. In accordance with the agreed upon bond covenants, the revenues generated by these Enterprise Funds must be sufficient to maintain required coverage levels, or the rates of the enterprise have to be raised to maintain the revenue coverages. The issuance of revenue bonds does not require voter approval.

**OTHER DEBT OBLIGATIONS****3.4 Revenue Securitizations**

Revenues are said to be securitized when the right to receive the revenues is sold to investors at a discounted price in exchange for an upfront lump sum payment. The current value of the receivable is determined by applying a discount rate to the projected receivable and the buyer of the revenue will offer to buy the receivable at the agreed discount rate.

Revenue securitization may be used as a mechanism to raise monies when the City is able to identify suitable revenue streams. Voter approval is not required. However, a legal validation of the financing may be necessary. The City utilized this mechanism in June 2006 and securitized its future stream of Tobacco Settlement Revenues.

**3.5 Pension Obligation Bonds**

Pension Obligation Bonds (POBs) are financing instruments used to pay some or all of the unfunded pension liability of a pension plan. POBs are issued as taxable instruments over a 30-40 year term or by matching the term with the amortization period of the outstanding unfunded actuarial accrued liability. The purpose of the pension obligation bond, its structure, and the use of the proceeds will go through an active validation process prior to the sale of the bonds. POBs are not subject to voter approval.

In California, municipal and county POBs have traditionally been issued under the local agency refunding law and considered valid without a vote under a judicially created exception to the State Constitution: Article XVI, Section 18, is a debt limitation exception referred to as “obligations imposed by law.”

If issued, POBs are treated as a general obligation of the City.

POBs may allow municipal governments to borrow at a rate that is lower than the assumed actuarial rate that is built into the unfunded actuarially accrued liability (UAAL). Such assumed actuarial rate is used to project the investment rate to be earned on the proceeds of the POBs and the investment rate payable on the UAAL. The City may consider the issuance of POBs if they are cost effective and in the City’s overall best financial interest.

**FORMER REDEVELOPMENT AGENCY DEBT OBLIGATIONS****3.6 Tax Allocation Bonds**

Tax Allocation Bonds ~~were~~are special obligations that ~~are~~were secured by the allocation of tax increment revenues ~~that were generated by increased property taxes from new construction in the former project areas of a designated redevelopment area. The revenue is deposited in a special fund to pay for public improvements within the designated area agency.~~ Tax Allocation Bonds are not a debt of the City, the State, or any of their political subdivisions.

Due to changes in the law affecting California redevelopment agencies with the passage of ABX1 26 as codified in the California Health and Safety Code, the City of San Diego Redevelopment Agency (“RDA”) was dissolved as of February 1, 2012, and its operations substantially eliminated but for the continuation of certain enforceable RDA obligations to be administered by the ~~City of San Diego as the~~ Successor Agency. The terms of ABX1 26 requires successor agencies perform all obligations with respect to enforceable debt obligations, which include Tax Allocation Bonds - required debt service, reserve set-asides, and any other

payments required under the bond indentures or similar documents governing the issuance of the outstanding Tax Allocation Bonds of the former redevelopment agency. The City on behalf of the Successor Agency can refund the outstanding Tax Allocation bonds and the refunding may be subject to the guidelines in Chapter VIII.

## **CONDUIT FINANCINGS**

### **3.7 Special Districts Financing**

The City's Special Districts primarily consist of Community Facilities Districts ("CFDs") and 1913/1915 Act Assessment Districts ("Assessment Districts"). Special Districts are typically developer initiated, whereby a developer seeks a public financing mechanism to fund public infrastructure required by the City in connection with development permits or agreements, and/or tentative subdivision maps. Special District formation may also be initiated by an established community. Subject to voter approval, once a district is formed special taxes or assessments may be levied upon properties within the district to pay for facilities and services directly, or to repay bonds issued to finance public improvements.

The City will consider requests for Special District formation and debt issuance when such requests address a public need or provide a public benefit. Each application will be considered on a case by case basis, and the Chief Financial Officer may not recommend a financing if it is determined that the financing could be detrimental to the debt position or the best interests of the City.

Refer to Appendix A – Special District Formation and Financing Policy, for additional information.

### **3.8 Marks-Roos Bonds**

The Marks-Roos Local Bond Pooling Act of 1985 permits two or more public agencies to form a joint-powers authority (JPA) to facilitate the financing of public capital improvements, working capital, or other projects when use of these provisions results in savings in effective interest rate, bond underwriting and issuance costs, or any other significant public benefit can be realized.

The Public Facilities Financing Authority ("PFFA") of the City of San Diego as established through the Third Amended and Restated Joint Exercise of Powers Agreement dated January 1, 2013, is a JPA by and between the City, the City solely in its capacity as the designated Successor Agency of the former Redevelopment Agency, and the Housing Authority of the City of San Diego. The amended and restated JPA, made the City Council the Board of Commissioners of PFFA with the Council President and Council President Pro Tem serving as the Chair and Vice Chair, respectively.

The Public Facilities Financing Authority has in the past used Marks-Roos bonds to pool and refund certain assessment district bonds to maximize property owner savings by transforming the existing non-rated land-secured debt into insured revenue bond debt.

### **3.9 Industrial Development Bonds**

Industrial Development Bonds (IDBs) are securities issued to promote economic development to finance the construction or purchase of industrial, commercial or manufacturing facilities to be purchased by or leased to a private user. IDBs are backed by the credit of the private user and generally are not considered liabilities of the governmental issuer (although in some jurisdictions they may also be backed by an issuer

with taxing power). While the authorization to issue IDBs is provided by a state statute, the tax-exempt status of these bonds is derived from federal law (Internal Revenue Code Section 103(b) (2)).

The Economic Development ~~Division of the City's Planning and Community Investment~~ Department administers the IDB Program pursuant to Council Policy 100-12 (Appendix B). The City, through the City Charter and under the California Industrial Development Finance Act, has the authority to issue the full range of taxable and tax-exempt conduit revenue private activity industrial development bonds permitted by the Internal Revenue Code. Bonds ~~are may~~ also ~~be~~ issued in partnership with the California Statewide Communities Development Authority, ~~a ("CSCDA") or the California Municipal Finance Authority ("CMFA"), both~~ joint powers ~~agency~~ authorities, in which the City holds membership.

Since IDBs are tax-exempt municipal bonds, interest rates are substantially lower than commercial financing rates. The bonds also allow long-term amortization periods up to 30 years (depending on the useful life of the assets financed), so a growing company will also devote less cash-flow to service loan principal repayment.

### **HOUSING AUTHORITY DEBT OBLIGATIONS**

#### **3.10 Multifamily Mortgage Revenue Bonds**

The Multifamily Bond Program provides below market financing (based on tax exemption of bond interest) for developers willing to set aside a portion of the units in their projects as affordable housing. The issuer of these bonds is the San Diego Housing Authority. The authority to issue bonds is limited under the ~~US~~ Internal Revenue Code. The San Diego Housing Commission has ~~a~~ Debt Policy specific to the Multifamily Mortgage Revenue Bond Program administered by the Housing Commission).

Refer to Appendix C – The San Diego Housing Commission Multifamily Mortgage Revenue Bond Program, for additional information.

### **SHORT-TERM BORROWINGS**

#### **3.11 Tax and Revenue Anticipation Notes**

Tax and Revenue Anticipation Notes (TRANs) are short-term notes, proceeds of which allow a municipality to cover the periods of cash shortfalls resulting from a mismatch between timing of revenues and timing of expenditures.

The City ~~annually issues~~ may issue TRANs ~~each June if necessary~~ to meet General Fund cash flow needs in the upcoming fiscal year, in anticipation of the receipt of property tax and other revenues later in the fiscal year. The issuance of TRANs is authorized pursuant to Section 92 of the City Charter, together with article 7.6 (commencing with section 53850) of Chapter 4, Part 1, Division 2, Title 5 of the California Government Code. The cash flow needs are determined by projections prepared by the City Comptroller, working with the City Treasurer, and reviewed by the Chief Financial Officer. The timing of the note sale, the notes' due date, and the timing and structuring of repayment will be components of the cash flow and cash management analysis performed by the ~~Department of Finance~~ Branch. As tax payments and other revenues are received, they are used in part to repay the TRANs.

TRANs are not deemed to result in the creation of debt within the meaning of Section 90 of the City Charter. Voter approval is not required.



### **3.12 Bond Anticipation Notes**

Bond Anticipation Notes (BANs) are short-term interest-bearing bonds issued in the anticipation of long-term future bond issuances. The City may choose to issue BANs as a source of interim financing when it is considered by the Chief Financial Officer to be prudent and advantageous to the City. Voter approval is not required.

### **3.13 Lines and Letters of Credit**

A Line of Credit is a contract between the issuer and a bank that provides a source of borrowed monies to the issuer in the event that monies available to pay debt service or to purchase a demand bond are insufficient for that purpose.

A Letter of Credit is an arrangement with a bank that provides additional security that money will be available to pay debt service on an issue. A Letter of Credit can provide the City with access to credit under terms and conditions as specified in such agreements. In the event that a bank facility is being entered into for a long-term capital need, before entering into any such agreements, takeout financing for such lines and letters of credit must be planned for and determined to be feasible by the Chief Financial Officer.

When it is considered by the Chief Financial Officer to be prudent and advantageous to the City, the City may enter into agreements with commercial banks or other financial entities for purposes of acquiring a Line or Letter of Credit. Voter approval is not required.

### **3.14 Lease – Purchase Financings**

The City's Equipment and Vehicle Financing Program (EVFP) provides a mechanism for the short term financing of essential equipment through a lease-purchase mechanism. The lease purchase terms are typically three to ten years. Under this program, the City enters into a master lease agreement with a lessor at the beginning of a fiscal year to finance the lease purchase of essential equipment up to a certain amount. Equipment is funded on an as needed basis through that fiscal year under this master lease agreement. The City may enter into other stand alone operating leases ~~or~~ and lease purchase agreements on an as-needed basis without voter approval.

### **3.15 Commercial Paper Notes**

Commercial paper notes ("notes") serve as a cash management tool that is primarily used to provide interim funding for capital expenditures that will ultimately be funded from another source such as a long-term bond. The notes have a maturity of up to 270 days and thus bear short-term interest rates. Upon maturity the notes can be rolled over for additional intervals of 270 days with new short-term interest rates until the notes are refinanced using a 30 year long term bond or cash repayment option. The notes can be structured as revenue obligations for the City enterprises or lease revenue obligations for City General Fund's capital needs, similar to long term Revenue Bonds and the Lease Revenue Bonds.

The City Council approval of a Commercial Paper program will include a not-to-exceed authorization amount and interest rate, forms of agreements with counter parties, offering memorandums. After the

program is established, the Chief Financial Officer will make periodic reporting of the note issue amounts and use of funds to the City Council.

### **LOAN OBLIGATIONS**

#### **3.153.16 State Revolving Fund Loans**

The ~~California State Revolving Fund (SRF) loan is a~~ Water Resources Control Board operates low interest loan programs ~~for the construction a variety~~ of water and wastewater infrastructure projects. ~~In 2009 the California State Water Resources Control Board (State~~ The City's Public Utilities Department will seek City Council approval to apply for SRF loans to finance ~~Water Board) modified certain terms of the and Sewer utility capital projects.~~ SRF loan program. Historically, some of these loans were structured such that the City was required to cash fund 16.7% of the total project cost and received 83.3% of the project cost in the form of loan proceeds ~~from the State. While these were zero percent interest are an important source of funds for capital projects in addition to the bond proceeds~~

For all SRF loans ~~approved by the State,~~ the City ~~was required to pay back 100% of the project cost including the City's contribution of 16.7%.~~ Effective March 2009, for new loans, the City will ~~receive~~ receives 100% of the project cost and the interest rate ~~will be~~ is calculated by taking half of the True Interest Cost (TIC) of the most recent State of California General Obligation Bonds sale. The term of the loans ~~continue to be~~ is 20 years.

~~SRF debt service payments are factored into debt service coverage ratios as defined by applicable water and wastewater indentures (see Section 4.3) and SRF loan covenants. In accordance with notifications received by the State Water Board, commencing Calendar Year 2010, the debt service on SRF loans is treated on parity with the senior bond obligations requiring maintenance of a coverage ratio of 120%.~~

Compared to traditional bond financing, the City may realize substantial savings as a result of the low interest rate and 20-year amortization period of the SRF Loans. ~~The loans are typically administered by the benefiting department.~~

Other State and Federal agencies such as the California Infrastructure and Economic Development Bank (I-Bank) and the United States Department of Transportation also provide low-cost loan programs to public agencies for a wide variety of public infrastructure projects including transportation, energy, and economic development projects. Benefiting departments within the City will evaluate such programs in conjunction with Debt Management on a case by case basis.

#### **3.163.17 HUD Section 108 Loan Guarantee Program**

The U. S. Department of Housing and Urban Development (HUD) Section 108 Loan Guarantee Program allows cities to use their annual Community Development Block Grant (CDBG) entitlement grants to ~~obtain~~ apply for federally guaranteed ~~funds~~ loans large enough to ~~stimulate or pay for~~ finance major community development and economic development projects. In order to utilize the Program, the City must include the use of Section 108 Loans in its Consolidated Plan for HUD Programs.

The Economic Development Department ~~of~~ currently oversees the City Planning fiduciary and Community Investments Department administers the implementation and management of the reporting requirements of the City's current HUD Section 108 Loan Guarantee Program. ~~The program does not require a pledge of the City's General Fund, only of future CDBG entitlements. By pledging future CDBG entitlement grants~~

~~as security, the City can borrow at favorable interest rates because of HUD's guarantee of repayment to investors who purchase the HUD Section 108 Notes loans.~~

\*\*\*\*\*

In addition to some of the long and short term financing instruments described above that the City may access, the City may also consider joint arrangements with other governmental agencies when a project serves the public interest beyond the City boundaries. Communication and coordination will be made with other local, state, and federal governments regarding potential jurisdictional overlap, joint projects, tax issues, and other issues that may arise. If the potential does exist, then the possibility of grants or cost sharing will be explored, quantified, and specific financial arrangements and liabilities negotiated. Municipal issuers are authorized to join together to create a separate entity, a Joint Powers Authority (JPA), to issue bonds on behalf of the municipality. The City Council may sit as the governing body of the agency or authority. Other governmental agencies that a municipal issuer can jointly issue bonds include housing authorities. Typically, joint venture debt is repaid through revenues generated by the project and if structured as a JPA, a debt issuance associated with joint venture arrangements does not require voter approval. The City will only be liable for its share of debt service, as specified in a contract executed in connection with the joint venture debt.

## CHAPTER IV - AFFORDABILITY ~~TARGETS~~RATIOS

Given the significant restrictions in California on local agency revenue sources, especially those imposed under Proposition 218, the City is aware of the need to gauge the effect of ongoing debt service on its budgets and fiscal priorities over time. To provide a debt affordability plan and keep debt levels within acceptable ranges, the City will consider generally accepted debt affordability standards in evaluating when, why, and how much debt should be issued. For each new debt proposal, an analysis of these debt affordability standards will be included in the financing plan brought forward for City Council consideration. Guided ~~in part~~ by rating agency recommendations, long term debt obligations incorporated in debt ratios include general obligation debt and general fund backed obligations like lease revenue bonds and certificates of participation. While other long term liabilities like unfunded pension liabilities are taken into account in determining the overall credit rating of a municipality, they are not included in these ratios unless they are owed to a third party over a predetermined schedule (e.g. pension obligation bonds). Debt affordability ratios discussed in sections 4.1 and 4.2 below pertain only to the City's long term general fund debt, and coverage ratios in section 4.3 pertain to revenue bonds such as those issued by the City's Water and Wastewater utilities. These affordability ratios and coverage ratios pertain only to debt instruments issued by the City in public or private bond markets.

### 4.1 Affordability ~~Targets~~Ratios for General Obligation Bonds

As discussed in Chapter 1, in assessing affordability, the City shall examine the direct costs and benefits of the proposed project. The decision on whether or not to assume new general obligation debt shall be based on these costs and benefits, current conditions of the municipal bond market, and the City's ability to afford new debt and service it as determined by an objective analytical approach. This process shall compare generally accepted measures of affordability to the current values for the City. These measures shall include:

- Debt per capita: This is the outstanding principal as a percentage of population.
- Debt as a percent of assessed valuation: This is the outstanding principal as a percentage of assessed valuation.
- Debt service as a percent of operating budget: This is the annual debt service (principal and interest due annually) as a percentage of general fund revenues.

The ~~Debt Management Department~~City shall monitor and strive to achieve and/or maintain these debt statistics at a low to moderate classification~~-, as generally viewed by the municipal bond market.~~ The City shall not assume more tax-supported general purpose debt than it retires each year without conducting an objective analysis regarding the City's ability to assume and support additional debt service payments.

Pursuant to Section 90 of the City Charter, the City may incur general obligation bonded indebtedness for the purpose of acquiring, constructing, or completing any municipal improvements, not including improvements to the City's water facilities, in an amount not to exceed 10% of the total assessed valuation of all real and personal property in the City subject to an annual property tax levy.

The City may also incur indebtedness for the purpose of acquiring or constructing both non-utility related improvements and water related improvements in an amount not to exceed 25% of the total assessed valuation<sup>5</sup>. General Obligation Bonds are authorized by the voters and must receive two-thirds approval.

<sup>5</sup> All voter approved debt is subject to this limit.

#### 4.2 Affordability ~~Targets~~ Ratios for General Fund-Supported Debt

~~The most~~ An important affordability ratio used in analyzing the City's debt position with respect to General Fund supported securities' debt (including lease revenue obligations and certifications of participation) is the annual General Fund debt service/lease payment (e.g., payment on lease revenue bonds) as a percentage of available revenue or expenditures. This ratio, which pertains to only general fund backed debt, is often referred to as "lease burden." This analysis excludes enterprise revenue bonds and other obligations supported by dedicated revenue pledges. Additionally, this analysis excludes other General Fund liabilities such as loan obligations or the City's ~~annually required~~ Actuarially Determined Contribution to the pension system or retiree health care costs. Liabilities of City's related agencies are also excluded from the debt affordability ratios.

~~Review of recent Credit~~ Based on general rating agency guidelines ~~indicate that debt service of more than 10% of available revenues or expenditures is considered above average or high.~~, the City shall strive to maintain its General Fund backed debt service as a percentage of available revenue below 10%. Affordability analysis as determined by this measure will be undertaken when new General-Fund supported debt is issued.

In addition to the City's direct debt burden, debt levels of underlying and overlapping entities such as counties, school districts, and special districts add to a city's overall debt burden. The City's proportional share of the debt of other local governmental units which either overlap it or underlie it is called ~~the~~ overlapping debt. Overlapping debt is generally apportioned based upon relative assessed value. While the City does not control debt issuance by other entities, it recognizes that its taxpayers share the overall debt burden. The City shall include a statement of overlapping debt in its initial and continuing disclosure.

#### 4.3 Coverage ~~Targets~~ Ratios for Revenue Bonds

Long-term obligations payable solely from specific pledged sources, in general, are not subject to a debt limitation. Examples of such long-term obligations include those which achieve the financing or refinancing of projects provided by the issuance of debt instruments that are payable from restricted revenues or user fees (enterprise funds) and revenues generated from a project. Also see Section 3.3, Revenue Bonds.

~~In determining~~ The coverage ratio, which is the affordability ratio of proposed revenue bonds, the City will perform an analysis comparing projected annual net available revenues (after payment of operating and maintenance expense) of the enterprise available annually to estimated annual pay debt service. over the annual debt service requirement, is the primary indication of the availability of revenues for payment of debt service. Generally, legal covenants requiring a minimum coverage ratio are set forth in the bond documents, and are based on the level of security provided to the bondholders (of the senior or subordinate debt obligations). The City's outstanding Water and Wastewater Revenue Bonds require a legal coverage ratio of at least 120% for senior bonds and a coverage ratio of at least 100% for senior and subordinate debt combined. ~~Per the rating agency guidelines, the City shall strive to maintain a coverage ratio of 110% using historical and/or projected net revenues to cover annual debt service for bonds issued on a subordinate basis which have a 100% legal coverage ratio requirement. The City will require a rate increase to cover both operations and debt service costs, and create debt service reserve funds to maintain the required coverage ratios.~~

When conducting cost of service studies, the City will also evaluate appropriate coverage levels above and beyond the legal coverage ratios.



## **CHAPTER V - STRUCTURE & TERM OF CITY INDEBTEDNESS**

### **5.1 Term of Debt**

Debt will be structured for the shortest period possible, consistent with a fair allocation of costs to current and future beneficiaries or users. Borrowings by the City should be of a duration that does not exceed the useful life of the improvement that it finances and where feasible, should be shorter than the projected economic life. The standard term of long-term borrowing is typically 15-30 years.

### **5.2 Rapidity of Debt Repayment**

In structuring a bond issuance, Debt Management will manage the amortization of debt, and to the extent possible, match its cash flow to the anticipated debt service payments.

The City will seek to structure debt with aggregate level principal and interest payments over the life of the borrowing. “Backloading” of debt service will be considered only when one or more of the following occur:

- Natural disasters or extraordinary or unanticipated external factors make payments on the debt in early years prohibitive
- The benefits derived from the debt issuance can clearly be demonstrated to be greater in the future than in the present
- Such structuring is beneficial to the City’s aggregate overall debt payment schedule
- Such structuring will allow debt service to more closely match project revenues during the early years of the project’s operation

### **5.3 Serial Bonds, Term Bonds, and Capital Appreciation Bonds**

Serial bonds are bonds maturing annually (or serially) in specified amounts.

Term bonds are those where all bonds, or a portion of the issue equal to that which would mature over a period of two or more years in a bond issuance, mature at a single time. Term bonds can be structured so that a portion of term maturity is mandated to be called or retired each year (called “sinking funds”) to mirror a serial bond structure. The funds paid into the sinking fund each year may be used at that time to retire a portion of the term bonds ahead of their scheduled redemption. Sinking funds are preferred by investors since these funds provide the security of knowing that the issuer appropriately budgets and accounts for its expected future payments. The sinking fund also ensures that the payment of funds at maturity does not overtax the issuer’s resources at that time. The decision to use term or serial bonds is typically driven by market conditions when bonds are issued.

Capital Appreciation Bonds (CABs) are deep discounted bonds that pay investors the face value of the bond upon maturing. CABs can be utilized in certain cases to better match a project’s cash flow to the bond’s debt service.

For each issuance, the City will select serial bonds or term bonds, or both. On the occasions where circumstances warrant, CABs may be used. ~~The decision to use term, serial, or CAB bonds is typically driven by market conditions.~~

#### 5.4 Interest Rate **Structure**

The City currently issues securities on a fixed interest rate basis only. Fixed rate securities ensure budget certainty through the life of the securities and can be advantageous in a low interest rate environment.

#### 5.5 Debt Instrument Rating

The Debt Management Director, with a financial advisor if appropriate, will assess whether a credit rating should be obtained for an issuance and make a recommendation to the Chief Financial Officer. If it is determined that a credit rating is desirable, the probable rating of the proposed debt issuance is assessed before its issuance, and necessary steps are taken in structuring the debt issuance to ensure that the best possible rating is achieved.

#### 5.6 Credit Enhancement

Credit enhancement may be used to improve or establish a credit rating on a City debt obligation. Types of credit enhancement include Letters of Credit, bond insurance or surety policies (see Section 5.7). The Debt Management Director will recommend to the Chief Financial Officer the use of credit enhancement if it reduces the overall cost of the proposed financing or if, in the opinion of the Chief Financial Officer, the use of such credit enhancement furthers the City's overall financial objectives.

A *Letter of Credit*, as discussed in Section 3.13, may be obtained from a major bank, for a fee, to enhance the credit rating. This letter is an unconditional pledge of the bank's credit to make principal and interest payments on the City's debt in the event insufficient funds are available to meet a debt service obligation.

*Bond Insurance* is an unconditional pledge by an insurance company to make principal and interest payments on the City's debt in the event insufficient funds are available to meet a debt service obligation. Bond insurance may be obtained from an insurance company and is a potential means of enhancing the debt's rating.

#### 5.7 Debt Service Reserve Fund/Surety Policy

~~With the exception of general obligation bond indebtedness, unless there are extraordinary circumstances, the City will size the debt issuance such that a debt service reserve fund is established at the time of issuance. The~~ Debt service reserve funds ~~will be~~ held by and are available to the ~~Trustee~~bond Trustees to make principal and interest payments to bondholders in the event that pledged revenues are insufficient to do so.

The maximum size of the reserve fund is ~~generally~~ governed by tax law, which permits the lesser of: 1) 10% of par; 2) 125% of average annual debt service ~~and 3) 100% of maximum annual debt service. Reserve funds are typically equal to approximately one year's maximum debt service on the bonds. Based on factors such as, cost of setting the debt service reserve fund outweighs the economic benefit or if there are no negative bond pricing or credit impacts,; and 3) 100% of maximum annual debt service.~~ The City may issue bonds with a debt service reserve fund that is sized at a lower level or without a reserve fund.



The Chief Financial Officer will make a determination on the size of the debt service reserve fund on a case-by-case basis at the time of a new bond issuance. Factors that are taken into consideration are cost of setting a debt service reserve fund over the life of the bond issue compared to interest earnings, bond pricing or credit rating impacts, conditions in the bond documents, if applicable, and other market conditions.

The reserve fund requirement may also be satisfied by a surety policy, a form of insurance provided by a bond insurer to satisfy a reserve fund requirement for a bond issuance. Under this arrangement, instead of depositing cash in a reserve fund, the issuer buys a surety policy by paying a one-time premium equal to a percentage of the face amount of the policy. The City may use a surety policy instead of a debt service reserve fund when economically feasible.

The City will not rely on any uncollateralized credit instruments for any reserve requirement unless justified by significant financial advantage. If a surety policy is used in lieu of a debt service reserve fund, a provider distinct from the bond insurer shall be used.

### **5.8 Capitalized Interest**

Generally, interest shall be capitalized for the construction period of a revenue -producing project so that debt service expense does not begin until the project is expected to be operational and producing revenues. In addition, for lease back arrangements, such as those used for lease revenue bond transactions, interest may be capitalized for the construction period, until the asset is operational. ~~Only under extraordinary circumstances~~ When warranted, interest may be capitalized for a period longer than the construction period. Capitalized interest may also be referred to as “funded interest.”

### **5.9 Call Options/Redemption Provisions**

The Debt Management Director will evaluate and recommend to the Chief Financial Officer the use of a call option, if any, and call protection period for each issuance.

A call option, or optional redemption provision, gives the City the right to prepay or retire debt prior to its stated maturity. This option may permit the City to achieve interest savings in the future through refunding of the bonds with lower interest rates. Often the City must pay a higher interest rate as compensation to the buyer for the risk of having the bond called in the future. In addition, if a bond is called, the holder may be entitled to a premium payment (“call premium”). Because the cost of call options can vary widely, depending largely on market conditions, an evaluation of factors such as the following will be conducted in connection with each issuance:

- Interest rate premium for adding call provision
- The call premium paid to the bond holder
- Level of rates relative to historical standards
- The time until the bonds may be called at a premium or at par
- Interest rate volatility

Generally, 30-year tax-exempt municipal borrowings are structured with a 10-year call at no premium. From time to time, shorter call options (6-9 years) may be used at no premium.

## CHAPTER VI - METHOD OF ISSUANCE & SALE

Under the direction of the Chief Financial Officer, Debt Management will coordinate the issuance of all debt, including issuance size, debt structure, cash flow analysis, and method of sale. The selection of the financing team and the role of the various consultants are discussed in Chapter VII.

### 6.1 Method of Sale

Debt issuances are sold by a single underwriter or to an underwriting syndicate ~~either~~ through either a public offering or a private offering. The selected method of sale will be that which is the most advantageous to the City in the judgment of the Chief Financial Officer, in terms of lowest net interest rate, most favorable terms in the financial structure used, and market conditions.

*Public Offerings* – Public offerings can be executed through either a competitive sale or a negotiated sale. ~~#Method of sale for each bond offering is based on the policy recommendation of the City to sell its bonds and retain professionals to assist in Chief Financial Officer with advice from the sale of the bonds on a competitive basis. City's municipal advisor.~~

*Competitive Sale* – In a competitive sale, bids will be awarded on a true interest cost basis (TIC), providing other bidding requirements are satisfied. In such instances where the City deems the bids received unsatisfactory, it may, at the discretion of the Chief Financial Officer, enter into negotiation for sale of the securities or reject all bids. In general, the Competitive Sale method is recommended for “plain vanilla” financings with a strong underlying credit rating ~~and~~, if the bond is not expected to be treated as a “story bond” by the investors and generally stable and strong market conditions exist. In a Competitive Sale, the bidder’s role is limited to its review of the offering circular released by the City, making a credit assessment based on the facts presented in the offering circular, and offering its bid per the bidding parameters established by the City.

*Negotiated Sale* – The negotiated sale process provides the City control over the financing structure, ~~and~~ the issuance timing, and provides flexibility of distribution. Negotiated sales may be executed when competitive sales are not suitable or not a viable option. Examples of such circumstances include unusual financing terms, market volatility, and weaker credit quality. Special District bonds, which are often non-rated, are typically issued through a negotiated sale process. In a Negotiated Sale, the underwriter or the underwriting syndicate for the bonds is identified upfront through a competitive selection process along with other professionals for the transaction. The underwriter will actively assist the City in structuring the financing and marketing the bonds including providing assistance in preparing the bond offering circular.

*Private Offerings* – When determined appropriate by the Chief Financial Officer, the City will negotiate financing terms with banks and financial institutions for specific borrowings on a private offering basis. Typically, private placement offerings are carried out by the City when extraneous circumstances preclude public offerings, as an interim financing, or to avoid the costs of a public offering for smaller issuances.

### 6.2 Bidding Parameters

In a Competitive Sale, the Notice Inviting Bids will be carefully constructed so as to ensure the best possible bid for the City, in light of existing market conditions and other prevailing factors. Parameters to be examined include:

- Limits between lowest and highest coupons
- Discount or premium coupons
- Use of bond insurance
- Call provisions

Pursuant to California Government Code Section 53693, Debt Management will publish the Notice Inviting Bids in a financial publication generally circulated throughout the state or reasonably expected to be disseminated among all prospective bidders for the proposed bond issuance.

### **6.3 Initial Disclosure Requirements**

Debt Management, together with the City Attorney's Office and Disclosure Counsel, coordinates all the necessary documents for disclosure, with input from various other City departments (as applicable for a particular bond issuance) and outside consultants. Each publicly offered debt issuance will meet the disclosure requirements of the Securities and Exchange Commission (SEC) and other government agencies before and after the bond sale takes place. The disclosure documents, particularly the Official Statement, will provide the potential investor with full and accurate information necessary to make prudent investment decisions. Information for City backed transactions generally includes: the City government description; description of project being financed, annual financial data and financial statements in appendices, various liabilities; tax base, current debt burden, history of tax collection and bond repayment, future borrowing plans, and the source of funds for the proposed debt repayments, as well as specific bond data and bond holder risk factors.

All primary disclosure documents, which are a part of the bond offering documents (e.g., Official Statement), will be approved by the Disclosure Practices Working Group ("DPWG") before being taken to the City Council for approval (see Section 6.4). The City will also provide ongoing disclosure, in accordance with the Continuing Disclosure Agreements executed when the financing is authorized, as required by SEC Rule 15c2-12 (see Chapter IX). Ongoing disclosure will also be approved by the DPWG before it is disseminated to the markets.

The DPWG Disclosure Controls and Procedures (Appendix F) details the preparation and approval process of primary disclosure documents.

### **6.4 Approval Process**

In coordinating the bond issuance process, Debt Management will work with the City Attorney's office, other responsible City departments, and outside consultants to compile all bond related documents (see Chapter VII for the role of various outside consultants). The City Attorney's office will assess any legal issues that may arise with respect to the issuance of the bonds. In circumstances where there may be legal uncertainty about some aspect of a proposed bond transaction, the City may pursue an active validation action to obtain judicial approval before the bonds are issued. If a bond transaction is controversial and gives rise to a reverse validation action, the City may find itself a party to that litigation.

All proposed debt financings shall be authorized by the City Council. To ensure accuracy, all disclosure and bond related documents will go through many levels of review prior to being submitted for City Council approval.

- As stipulated by City Ordinance O-19942, the City's DPWG will serve as an oversight body that is responsible to ensure accuracy of disclosure documents. See Appendix F for DPWG Disclosure Controls and Procedures.
- The City's Audit Committee will serve as an oversight body that is responsible to ensure accuracy of the audited financial statements.
- Pursuant to the City's Municipal Code, section 22.2301, the Independent Budget Analyst ("IBA") assists the City Council with regard to its decisions. The IBA will be provided advance copies of all documents related to the proposed bond financings for its review.
- Bond related documents will be submitted by established docket deadlines. All efforts will be made to distribute documents to reviewers at the earliest possible date.
  - A form of the preliminary official statement ("POS") will be provided to the City Council for review at least two weeks prior to approval request.
  - All updates to a POS or an official statement ("OS") following City Council approval will be provided to the City Council and IBA for review approximately three (3) business days before they are printed.
- Pursuant to City Charter Section 99, legal notice regarding the City Council hearing of the bond documents when approved via ordinance will be placed in a publication of general circulation 10 calendar days in advance of the hearing date.
- Debt Management, the City Attorney's office, and other responsible City Departments will engage in briefing Councilmembers and their staffs regarding the proposed bond financing prior to the City Council hearing.

Pursuant to City Charter Section 99, all financial obligations of the City extending for a period of more than five years have to be authorized by ordinance adopted by a two-thirds majority vote of the City Council. Financial obligations of a shorter period may be authorized by a resolution.

## CHAPTER VII – FINANCING TEAM – ROLES AND SELECTION PROCESS

The Debt Management Director, working with the City Attorney's Office and the City's Purchasing Department, shall be responsible for establishing a solicitation and selection process for securing professional services that are required to develop and implement a debt issuance. Goals of the solicitation and selection process shall include encouraging participation from qualified service providers, both local and national, and securing services at competitive prices.

### 7.1 Selection and Compensation

The identification of financial advisors, trustees, and paying agents is accomplished through a selection process conducted by Debt Management, and may also be based upon recommendations from advisors that are specifically skilled in the type of bond issuance being proposed.

Selection of consultants will be made from either an as-needed ~~listpool~~, which is assembled via a Request for ~~Proposal (RFP)~~ Qualifications (RFQ) process, or a separate RFP issued for a specific bond issuance. Once the selection of a financial advisor has occurred, the financial advisor will assist the City in the selection of other service providers, including underwriters, trustees, escrow agents, credit enhancers, verification agents, title and insurance companies, and printers.

Compensation for Bond Counsel, Disclosure Counsel, Financial Advisors, and other consultants will be as low as possible, given desired qualification levels, and consistent with industry standards.

The City may encumber and advance the fees associated with financial advisory services, which are later reimbursed from the bond proceeds, or may enter into contracts on a contingent basis. Compensation for the other service providers listed above is typically included in the cost of issuance, and paid from the bond proceeds. The ongoing trustee fee, semi annually or annually, for a bond issuance is budgeted under administration costs and appropriated in respective bond payment accounts.

The City Attorney's Office will take the lead in selecting the Bond Counsel and the Disclosure Counsel. Generally, Bond and Disclosure Counsel compensation is contingent on the issuance of bonds, and is either paid or reimbursed from bond proceeds. This practice is generally consistent with industry standards.

Eligible City staff costs related to issuance of long-term bonds may also be reimbursed from bond proceeds.

### 7.2 Financing Team: Outside Consultants

Contracts with Financial Advisors, Bond Counsel, and Disclosure Counsel will be processed in accordance with Administrative Regulation 25.70, "Hiring of Consultants Other Than Architects and Engineers."

#### A. Financial Advisors

As needed, the Debt Management Director, in consultation with the Chief Financial Officer, will identify an independent financial advisor ~~based on an RFP process or from the as-needed list of Financial Advisors. The as-needed list of Financial Advisors, which is compiled through an RFP process, is maintained by the Debt Management Department for a period up to five years.~~ The primary responsibilities of the Financial Advisor are to

advise and assist on bond document negotiations, transaction structuring including advising on call provision options and timing of issuance, running debt service cash flow numbers, obtaining ratings on the proposed issuance, and generally acting as an independent financial consultant and economic market expert.

The Financial Advisor will also serve the City as a Municipal Advisor, as defined by and in accordance with the Dodd-Frank Wall Street Reform and Consumer Protection Act. The Municipal Advisor has a fiduciary duty to the City. Fiduciary duty is generally understood to encompass a duty of loyalty and a duty of care to the public agency.

B. Bond Counsel

The City will retain external Bond Counsel for all debt issuances. As part of its responsibility in the debt issuance process, the City Attorney will coordinate the selection of Bond Counsel. Bond Counsel will prepare the necessary authorizing resolutions, ordinances, agreements, and other legal documents necessary to execute the financing. All debt issued by the City will include a customary approving legal opinion of Bond Counsel.

C. Disclosure Counsel

The City will retain Disclosure Counsel for all public issuances that entail City disclosure. Disclosure Counsel shall be required to deliver a customary 10(b)-5 opinion on City offering documents. The City Attorney shall oversee the selection of Disclosure Counsel. The Disclosure Counsel will work with City staff to draft all disclosure documents for a bond financing.

The City Attorney's Office may engage separate firms in the capacity of Bond and Disclosure Counsel or one single firm to perform bond and disclosure counsel functions.

The City also retains a General Disclosure Counsel to review the City materials that are to reach investors or the securities markets. The General Disclosure Counsel will also be a member of the City's Disclosure Practices Working Group.

D. Underwriters

For a competitive sale, the criteria used to select an underwriter shall be the bid providing the lowest true interest cost to the City.

For a negotiated sale debt issuance, the Chief Financial Officer, working with Debt Management, ~~shall solicit proposals for underwriting services.~~ will identify underwriters. The Chief Financial Officer will recommend to the City Council the selected underwriter or a syndicate of underwriters. Underwriters will be required to demonstrate sufficient capitalization and experience related to the debt issuance being proposed, among other criteria determined for each issuance. The Chief Financial Officer will consider the following criteria in selecting an underwriter and/or a syndicate:

- Experience with the particular type of financing, and size of the financing
- Overall experience
- Familiarity with City issues
- Marketing expertise
- Distribution capability

- Previous experience as managing or co-managing underwriter
- Financial strength, as evidenced by the firm's current financial statements
- Experience of the public finance team assigned to the financing
- Resources to complete the financing
- Compensation
- Community Reinvestment<sup>6</sup>

E. Trustee / Paying or Fiscal Agent

A Trustee or Paying/Fiscal Agent is the institution – usually a commercial bank or trust company – appointed in the indenture or bond resolution to act as the agent of the issuer to pay principal and interest from monies provided by or on behalf of the issuer.

Paying or Fiscal Agent duties are typically limited to receiving money from the issuer and paying principal and interest to bondholders on behalf of the issuer. A Trustee, in addition to performing the duties of a Paying Agent, is responsible for establishing and holding the funds and accounts relating to the bond issuance, including accounts for bond proceeds and revenues, determining that the conditions for disbursement of proceeds and revenues have been met, and, in some cases, collecting revenues, and executing investments.

The Trustee/ Paying Agent solicitation and selection is typically coordinated by the Financial Advisor in consultation with the Debt Management Director for a new bond issuance. The Debt Management Department will monitor the ongoing performance of a Trustee/Paying Agent. The Debt Management Director, in consultation with the Chief Financial Officer, may periodically solicit for trustees or paying agent services from qualified commercial and trustee banks.

F. Other Service Providers

Other professionals may be selected, at the discretion of the Chief Financial Officer, on an as-needed basis. These include the services of credit rating agencies, escrow agents, bond insurance providers, credit and liquidity banks, verification agents, title insurance companies, and services related to printing.

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<sup>6</sup> In accordance with guidelines stated in Council Policy 900-09 "Community Reinvestment."

## **CHAPTER VIII - REFUNDING OF CITY INDEBTEDNESS**

The City will consider refunding its existing debt when benefits of the refunding outweigh the costs and risks.

### **8.1 Types of Refunding**

#### **A. Current Refunding**

A current refunding is one in which the refunding bonds are issued less than 90 days before the date upon which the refunded bonds will be redeemed.

#### **B. Advance Refunding**

An advance refunding is one in which the refunding bonds are issued more than 90 days prior to the date upon which the refunded bonds will be redeemed. Advance refundings are used to refinance outstanding debt before the date the outstanding debt becomes due or callable. Proceeds of the advance refunding bonds are placed into an escrow account with a fiduciary and used to pay interest and principal on the refunded bonds and then used to redeem the refunded bonds at their maturity or call date. Internal Revenue Code §149(d)(3) provides that governmental bonds issued after 1985 may only be advanced refunded once over the life of a bond issuance.

### **8.2 Refunding Considerations**

Refundings may be undertaken to

- Take advantage of lower interest rates and achieve debt service cost savings
- Eliminate restrictive or burdensome bond covenants
- Restructure debt to either lengthen the duration of debt or free up reserve funds
- Refund outstanding indebtedness when existing ~~bond covenants or other~~ financial structures impinge on prudent and sound financial management

Generally, the City will consider a refunding only when there is a net economic benefit; i.e., when there is an aggregate net present value savings, expressed as a percentage of the par amount of the refunded bonds, at 3% and above for a current refunding, and 4% and above for an advance refunding. ~~This savings requirement~~In addition, in the case of an advance refunding, consideration is to be given to the impact of inefficient investment yields in the refunding escrow account (i.e., yield on the escrow investment is less than the yield on the refunding bonds. This inefficiency is also known as negative arbitrage.) Aggregate net present value savings should be greater than the aggregate amount of negative arbitrage to achieve an economic benefit. These savings requirements for a refunding may be waived by the Chief Financial Officer upon a finding that such a restructuring is in the City's overall best financial interest. ~~Exceptions shall be made only upon the approval of the Chief Financial Officer.~~

### **8.3 Refunding Escrows**



The City will seek to purchase State and Local Government Securities (SLGS) to fund its refunding escrows. However, at the discretion of the Chief Financial Officer, the City may choose to fund an escrow through purchase of treasury securities on the open market when market conditions make such an option financially preferred- or necessary.

## **CHAPTER IX – POST ISSUANCE ADMINISTRATION**

### **9.1 Investment of Bond Proceeds**

The proceeds of the bond sales will be invested until used for the intended project in order to maximize utilization of the public funds. The investments will be made to obtain the highest level of safety. The City of San Diego Investment Policy and the bond indentures govern objectives and criteria for investment of bond proceeds. The City Treasurer, or the bond trustees under the direction of the City Treasurer, will invest the bond proceeds in a manner to avoid, if possible, and minimize any potential negative arbitrage over the life of the bond issuance, while complying with arbitrage and tax provisions.

### **9.2 Arbitrage Compliance**

The Office of the Comptroller shall establish and maintain a system of record keeping and reporting to meet the arbitrage rebate compliance requirements as required by the federal tax code. This effort shall include tracking investment earnings on bond proceeds, calculating rebate payments in compliance with tax law, and remitting any rebate earnings to the federal government in a timely manner in order to preserve the tax-exempt status of the City's outstanding debt issuances. Additionally, general financial reporting and other tax certification requirements embodied in bond covenants shall be monitored to ensure that all covenants are in compliance. The ongoing compliance verification function will be coordinated by the Debt Management Department.

### **9.3 Ongoing Disclosure**

The City will meet secondary disclosure requirements in a timely and comprehensive manner, as stipulated by the SEC Rule 15c2-12. The Chief Financial Officer (CFO) shall be responsible for providing ongoing disclosure information to the Municipal Securities Rulemaking Board's (MSRB's) Electronic Municipal Market Access (EMMA) system, the central depository designated by the SEC for ongoing disclosures by municipal issuers. The CFO is responsible for maintaining compliance with disclosure standards promulgated by state and national regulatory bodies, including the Government Accounting Standards Board (GASB), the National Federation of Municipal Analysts, the Securities and Exchange Commission (SEC), and Generally Accepted Accounting Principles (GAAP). The City may also employ the services of firms that improve the availability of or supplement the City's EMMA filings.

The City will provide full and complete financial disclosure to rating agencies, institutional and individual investors, other levels of government, and the general public to share clear, comprehensible, and accurate financial information using the appropriate channels/policies/procedures.

All disclosure information shall be reviewed and approved by the City's Disclosure Practices Working Group.

### **9.4 Compliance with Other Bond Covenants**

In addition to financial disclosure and arbitrage compliance, once the bonds are issued, the City is responsible for verifying compliance with all undertakings, covenants, and agreements of each bond issuance on an ongoing basis. This typically includes ensuring:

- Annual appropriation of revenues to meet debt service payments
- Taxes/fees are levied and collected where applicable
- Timely transfer of debt service/rental payments to the trustee or paying agent
- Compliance with insurance requirements
- Compliance with rate covenants where applicable
- Recordkeeping and continued public use of financed asset
- Compliance with tax covenants including the timely spend-down of project fund proceeds
- Compliance with all other bond covenants

The Debt Management Department will coordinate verification of covenant compliance and will work with the City Attorney's Office, the Office of the Comptroller, and all other responsible departments to monitor compliance with the aforementioned compliance requirements. In January 2006, the Debt Management Department implemented a Formal Centralized Monitoring Program (FCMP) to coordinate, monitor, and report ongoing compliance requirements.

**CHAPTER X – COMPLIANCE WITH CITY DEBT POLICY**

In the event there are proposed exceptions from the Debt Policy when a certain bond issue is structured, those exceptions will be discussed in the applicable staff reports when the bond issue is docketed for City Council consideration. Any exception will also be stated in the financing resolution or ordinance to be approved by City Council for the corresponding bond offering.

CITY OF SAN DIEGO DEBT POLICYHISTORY:

Adopted by Resolution R-303152	11/16/2007
Amended by Resolution R-304301	10/27/2008
Amended by Resolution R-305810	5/03/2010
Amended by Resolution R-306752	4/12/2011
Amended by Resolution R-307375	4/10/2012
Amended by Resolution R-308090	4/09/2013

## **APPENDIX A – SPECIAL DISTRICT FORMATION AND FINANCING POLICY**

### **Overview**

The following Special District Formation and Financing Policy is enacted to provide a uniform guideline for Community Facilities District (“CFD”) and 1913/1915 Act Assessment District formation and financing. A Special District is typically formed to provide funding for public infrastructure in connection with new development, but may also be formed to finance improvements pertaining to developed properties. Subject to voter approval and once a district is formed, special taxes or assessments may be levied upon properties within a district to directly pay for facilities, and, in certain cases, services. Special taxes or assessments may also be levied to repay bonds issued to finance public improvements.

The City expects that private developers should have primary responsibility for providing public infrastructure required in connection with new development. With this policy as a guideline, the City will continue to consider requests for Special District formation and debt issuance to finance such public infrastructure when the requests address an extraordinary public need or benefit. However, due to the significant burden placed on the City to provide these conduit financings, and in light of potential impacts to the City’s debt position, the Chief Financial Officer, working with the Debt Management Director, will consider each application for Special District debt issuance on a case by case basis, and may not proceed with such financing if it is determined that the financing could be detrimental to the debt position or best interests of the City. Whenever feasible, the City will consider authorizing qualified state joint powers authorities (JPAs) such as the California Statewide Communities Development Authority (CSCDA)<sup>1</sup> or the California Municipal Finance Authority (CMFA)<sup>2</sup> to provide conduit Special District formation and financing services and ongoing parcel administration for interested developers/property owners. In these cases, the developers/property owners and the JPA would still be required to adhere to the guidelines contained in the City’s Special District Formation and Financing Policy unless extraordinary circumstances exist and a waiver of specific guidelines contained in the policy is provided when the City Council approves the authorizing resolution. Further, the JPA is required to present an informational report to the City Council at least 30 days prior to a debt issuance on behalf of the district.

*This Special District Formation and Financing Policy is specific to Special Districts and supplemental to the City’s Debt Policy. As such, guidelines provided in the City’s Debt Policy would, in many cases, also be applicable to Special Districts. In addition, the City will adhere to all state and federal laws concerning the issuance of Special Districts related debt.*

The City’s Special District Formation and Financing Policy is specifically designed to:

- Establish parameters for the Special District formation and financing processes
- Assist concerned parties in following the City’s approach for forming districts and issuing any related debt
- Facilitate the actual formation and financing processes by establishing important policy guidance in advance
- Set forth the City’s Local Goals and Policies for CFD formation and financing, as required by Section 53312.7 of the California Government Code

<sup>1</sup> CSCDA is a joint powers authority created to enable local government and eligible private entities access to financing for public projects throughout the state. The City has been a member since 1988.

<sup>2</sup>CMFA is a joint powers authority created to assist with the financing of economic development throughout the state. The City joined CFMA as a member in September, 2014.

## **A1 Background: Types of Special Districts**

This Special District Formation and Financing Policy is intended to provide a uniform guideline for Community Facilities District (“CFD”)<sup>3</sup> and 1913/1915 Act<sup>4</sup> Assessment District formation and financing. These Special Districts are primarily developer initiated, whereby a developer seeks a public financing mechanism to fund public infrastructure required of it by the City in connection with development permits or agreements, and/or tentative or subdivision maps. Special District formation may also be initiated by an established community.

It is important to note that the formation and debt issuance processes related to Special Districts may be considered as distinct activities. That is, districts may be established and the assessments or special taxes levied could pay directly for improvements, and in certain cases, services. Alternatively, associated bonds may be issued by such districts to finance improvements, in which case the debt service would be paid with assessment or special tax revenues.

### **A. Community Facilities District Financing – Mello-Roos Bonds**

The Mello-Roos Community Facilities Act of 1982 (the “Mello-Roos Act”) was enacted by the State to help growing areas finance certain essential public facilities that typically accompany major development projects. The Mello-Roos Act permits a public agency to create a defined area within its jurisdiction and, by a two-thirds majority vote of the registered voters within the district (or, if there are fewer than 12 registered voters, through a landowner vote), levy a special tax within the district to pay directly for public improvements or services, or pay debt service on bonds issued to finance improvements. CFD, or Mello-Roos, Bonds are not fiscal obligations of the City, and are limited obligations of the CFD, payable solely from special taxes levied upon property within the district. The special taxes are calculated and levied pursuant to a Rate and Method of Apportionment, or tax formula. Under the Mello-Roos Act, the formula must be reasonable.

Formation of a CFD may be initiated by the legislative body on its own or when the appropriate request or petition, as defined by the Mello-Roos Act, is filed with the City. Currently, there are no CFDs initiated by the City’s legislative body. At the discretion of the CFO, the City may choose to self-initiate a CFD, and may give priority to the provision of public facilities and/or services benefiting the City to any CFD established by the City.

The financed public facilities must ultimately be owned and operated by a public entity, such as the City, and may include, among other things, parks, libraries, police and fire facilities, roadways, and water and sewer infrastructure improvements that have a useful life of five years or more. In accordance with Section 53313 of the California Government Code, CFDs may also provide funds for certain public services, including police and fire services, ~~and~~ recreation program services, and maintenance and operation, so long as they are in addition to, and do not supplant, services already provided within the territory.

<sup>3</sup> The Mello-Roos Community Facilities Act of 1982 permits a public agency to levy a special tax within a defined area to finance certain essential facilities, or to pay for certain services, when specific voting requirements are met.

<sup>4</sup> An Assessment District may be formed pursuant to the Streets and Highways Code Municipal Improvement Act of 1913. The associated bond acts, also contained within the Streets and Highways Code, include the Improvement Bond Act of 1915 and the Refunding Act of 1984, which provide for the issuance of bonds under various assessment proceedings and the refunding of assessment bonds, respectively.

## B. Assessment District Financing

The Municipal Improvement Act of 1913 provides for a local agency to form an Assessment District to finance certain infrastructure, including roadways, water and sewer facilities, storm drains, and other improvements often required in connection with new development. Assessment Districts formed under this Act may also finance, but in very limited circumstances, maintenance services. Assessment Districts may also be formed to provide for, among other things, the undergrounding of overhead utility lines or the abatement of hazardous geological conditions, upon a successful petition signed by owners of property who want the improvement.

An Assessment District must include all properties that will benefit directly from the improvements to be constructed, and formation of the district requires an election in which at least 50% of property owners vote in favor of the district. If an Assessment District is formed, the City may levy assessments that can be utilized to directly finance the public improvements, or may be pledged to support debt service on bonds, which may be issued under the Improvement Bond Act of 1915. The assessments that are levied upon each parcel must be based upon the direct and special benefit received by the property.

## A2 **Considerations for Authorization of Special District Financing**

The formation and financing processes related to Special Districts may be considered as two distinct processes. In order for a financing process to occur, a formation process is also necessary. However, a district could be formed without an associated bond financing. In this case, the special taxes or assessments that are levied would provide revenues to pay directly for public improvements, or, in certain cases, services (versus paying debt service on bonds issued to finance improvements). The following guidelines generally relate to the financing process for Special Districts.

### A. Credit Considerations

It is the City's policy to exercise caution in approving requests for Special District financing and that each request be weighed in the context of the City's total infrastructure and financing needs. Although the rating agencies consider Special District financings as overlapping debt (as compared to direct debt), if, and to the extent, the City's overlapping debt burden is viewed as excessive, there could be an impact to the City's credit. Such an impact could increase the costs of all future City bond financings. In light of potential impacts to the City's debt position, the Chief Financial Officer will consider each application for Special District financing on a case by case basis, and may not recommend such financing if it is determined the financing could be detrimental to the City's overall debt position or the best interests of the City.

### B. Extraordinary Public Benefit

With respect to CFD financing, the applicant should demonstrate that a proposed project will provide an extraordinary public benefit. This condition may be met if at least one of the following criteria is satisfied:

Regional Benefit – The improvements must be generally large in scope, and provide a community-wide or regional benefit. Examples of regional improvements are libraries, fire stations, and transportation improvements that result in a significant net improvement to the



regional transportation system, and parks and recreational improvements of a unique or otherwise significant nature that are anticipated to serve residents from across the City.

Additional Public Benefits – The proposed improvements must provide some other extraordinary benefit which otherwise would not be realized through the normal subdivision process. Examples of this type of benefit would include: the provision of the proposed improvements in a more timely fashion; facilitating a project that multiple properties/developments are responsible for providing; ~~facilitating a City-adopted redevelopment project~~; the provision of environmental benefits; the provision of public infrastructure undertaken in connection with affordable housing; or a similar benefit that the City finds acceptable.

C. Competing Projects

The City's ability to provide the resources necessary to implement new Special District financings must be considered in the context of competing needs for general City and Water and Wastewater Utility debt issuances. Also, priority for Special District financing will generally be given to the projects that will confer the greater level of benefit to the City's residents.

It is the City's policy that bond financing will not generally be utilized in conjunction with the formation of smaller districts, defined as district projects totaling in the range of \$3.0 million - \$5.0 million and under. Such projects often benefit only a relatively small number of property owners. For projects under \$3.0 million to \$5.0 million, bond financing is not typically cost effective. Due to these factors, the allocation of limited staff resources would not generally be justified in relation to the City's other financing priorities. In these cases, an Assessment District may be formed, followed by a one-time enrollment of assessments to pay for the subject public facilities directly.

D. Administrative Considerations

Although Special District financings are not fiscal obligations of the City, the City is required to provide extensive on-going annual disclosure with respect to each Special District financing in conformance with federal securities laws, and must also perform extraordinary on-going administrative work. Such work includes the calculation, enrollment, and collection of special taxes and assessments each year, the monitoring of delinquency activity and conducting of foreclosure activities if certain delinquency thresholds are reached, the calculation and processing of pre-payments and subsequent updating of debt service schedules, and preparation of additional annual disclosure pursuant to State law. In its assessment of each application for Special District financing, consideration will also be given to the significant burden placed on the City's limited resources to administer these conduit financings for the term of the bonds.

E. Recommended Method of Special District Financing

The generally recommended method of Special District financing is CFDs due to the following factors:

Flexibility of Taxing Formula: CFD financing offers more flexibility with respect to the taxing formula as compared to Assessment District financing (e.g., publicly owned property, such as property owned by a school district or the City, can be

exempted from the payment of special taxes, and low income housing can be assessed a nominal special tax thereby easing the burden on such properties).

Eligible Facilities: CFDs offer more flexibility than Assessment Districts with respect to the types of facilities and services that may be funded. In addition, eligible facilities under Assessment Districts are limited to facilities located within the district; this is not the case for CFDs.

Credit Strength: For a given project, CFD Bonds are perceived to be a stronger credit than Assessment District Bonds because the Mello-Roos Act permits greater than 100% debt service coverage and allows an administering agency to factor in a certain amount for delinquencies in the annual enrollment of special taxes. Comparatively, only 100% debt service coverage is permitted with respect to Assessment Districts and there is no allowance for delinquencies.

On-Going Costs: CFDs are less resource intensive than Assessment Districts to administer on a post debt issuance basis (e.g., for Assessment Districts, any changes in parcel configuration require a costly and time-intensive reapportionment process under the State law).

#### F. Mello-Roos Special Tax Elections

Notwithstanding Section 53326 of the Mello-Roos Act, which provides for a landowner election if there are fewer than 12 registered voters within a proposed district, or if the property subject to the tax will not be in residential use, due the August 2014 California Court of Appeal ruling in City of San Diego v. Melvin Shapiro, et al., the City will only consider the formation of a CFD by landowner vote in proposed districts where there are no registered voters.

Unless circumstances warrant otherwise, it is the policy of the City to support CFD financing versus Assessment District financing for a given project. However, as noted above, in the case of districts that would finance smaller projects, such as those pertaining to established communities, an Assessment District may be more appropriate. In such cases, a one-time enrollment of assessments (versus a bond financing) may also be recommended.

### **A3 Eligible Facilities and Priorities**

#### **A. Ownership and Useful Life of Proposed Facilities**

The improvements eligible to be financed must be owned by a public agency or public utility, and must have a useful life of at least ten years. Notwithstanding the foregoing, private renewable energy, energy efficiency, and water conservation improvements may also be financed as prescribed under the San Diego Municipal Code Division 26, Sections 61.2601 through 61.2619.

#### **B. Types of Eligible Facilities**

The list of public facilities eligible to be financed by a CFD may include, but is not limited to the following: streets, highways, and bridges; water, sewer, and drainage facilities;

parks; libraries; police and fire stations; traffic signals and street lighting; recreation facilities; governmental facilities; flood control facilities; environmental mitigation measures; and public rights-of-way landscaping. Notwithstanding the foregoing, private renewable energy, energy efficiency, and water conservation improvements may also be financed as prescribed under the San Diego Municipal Code Division 26, Sections 61.2601 through 61.2619.

C. Priority of Facilities

In general, with respect to CFDs, none of the types of facilities listed under Section A3B will have priority over the others; however, when a developer submits an application to finance more than one eligible facility, the applicable City departments (e.g., the Library Department, the Park and Recreation Department, Engineering & Capital Projects, ~~City Planning and Community Investment/~~ Facilities Financing, etc.) will confer and determine the priority based on the estimated impacts (i.e., benefits conferred) of the eligible projects to the district and surrounding impacted communities.

D. Joint Communities Facilities Agreement(s)

Under Section 53316.2 of the California Government Code, a CFD may be formed to finance facilities owned or operated (or to fund services to be provided) by a public entity other than the agency that created the district, if a Joint Communities Facilities Agreement (JCFA) or a joint exercise of powers agreement is adopted. The City will not enter into a JCFA or joint exercise of powers agreement for a CFD proposed to be formed by another public agency unless:

- The proposed CFD complies with the provisions of this Special District Formation and Financing Policy with regard to Sections A5C, “Maximum Tax and Assessment Rates,” Section A8C “Disclosure to Prospective Purchasers of Property,” as well as any other provisions the Debt Management Director may deem applicable to the proposed CFD;
- The applicant/developer requesting CFD financing provides funds to reimburse City costs incurred to review and approve the JCFA.

All disclosures provided to prospective property owners within a CFD formed by another public agency in which the City has entered into a JCFA shall clearly specify that such public agency is solely responsible for the CFD, including formation of the CFD, the levy and administration of special taxes, and the bond financing.

E. Services

Consistent with recent trends in other municipalities across the State, the Chief Financial Officer, working with Debt Management, recommends that services be included among the list of authorized items to be financed through a new CFD. Under Section 53313 of the California Government Code, a CFD may finance any one or more of the following types of services so long as they are in addition to the services provided in the territory before the district was established and do not supplant services already available in such territory: police protection services; fire protection services; recreation program services; library services; maintenance of parks, parkways, and open space; and flood and storm protection services.

In general, the City would expect that when a CFD provides for public facilities that require on-going City operations and/or maintenance (or when the impacts of the new development create other on-going service demands within the area), a mechanism would be established to off-set a portion of those associated costs through the CFD. Methods that could be employed may include: (1) the incorporation of some pre-determined amount into the special tax formula for services; or (2) a provision in the special tax formula that special taxes would be levied up to the maximum tax rates, with any amounts collected over and above the amount needed for debt service, replenishment of the Debt Service Reserve Fund, administrative costs, and any other periodic items required in connection with a bond issuance, to be allocated for services. The City will have complete discretion as to the method of incorporating a services component into the CFD, and would consult with its Bond Counsel and special tax consultant in developing the appropriate mechanism.

#### **A4 Credit Quality Requirements for Bond Issuances**

It is the objective of the City to minimize the credit risks associated with Special District bonds. To this end, the following policies are established:

##### **A. Value of Property**

Bonds shall be sold in connection with a district or improvement area only if the value of each individual parcel of real property that would be subject to the special tax or assessment is at least four times the share of the bond principal allocable to such parcel and the share of principal allocable from any other outstanding bonds that are secured by a special tax or special assessment levied on the parcel. On a case by case basis, the City reserves the right to require a higher value to lien ratio. In determining the value to lien ratio, either assessed values for individual properties may be obtained from the County of San Diego Assessor's Office or the City may utilize an appraisal prepared by an independent appraiser under contract to the City.

To meet this policy, property owners may elect to prepay special taxes to comply with this requirement. In certain circumstances, the City may allow property owners to meet this requirement through the provision of credit enhancements to the satisfaction of the City. Also, in certain circumstances, the City reserves the right to require the provision of credit enhancement to the satisfaction of the City. These enhancements may include letters of credit or other appropriate assurance.

##### **B. Debt Service Coverage for CFD Bonds**

The maximum tax rate adopted in each CFD must provide a minimum of 110% coverage of debt service (excluding earnings on a Debt Service Reserve Fund) in order to finance delinquencies out of special tax revenues.

##### **C. Capitalized Interest**

Generally, for Special District financings, a capitalized interest account would be established from bond proceeds if such proceeds are necessary to pay principal and interest on the bonds prior to the enrollment and receipt of the first year of special taxes and assessments for the district. A capitalized interest account should be established if it will

improve the credit quality of the bonds and result in lower borrowing costs. In no event will the capitalized interest period exceed two years.

D. Debt Service Reserve Fund

A Debt Service Reserve Fund should be established for Special District financings. Generally, the Debt Service Reserve Fund for Special District financings should be the least of (i) maximum annual debt service on the bonds; (ii) 125% of average annual debt service on the bonds; or (iii) 10% of the original principal amount of the bonds.

E. Maturity Date

No bonds shall be issued with a maturity date greater than the expected useful life of the facilities or improvements being financed.

F. Acquisition Type Districts

Unless there are extraordinary circumstances, Special Districts will be formed as acquisition type districts whereby a developer will be reimbursed for projects only when discrete, useable facilities are deemed completed by the City, as opposed to merely completing a section of a facility. Acquisition type districts present stronger credit features, and better assure that the public facilities, which are ultimately paid for by assessment and special tax payers, are completed.

G. Third Party Guarantee of Special Tax and Assessment Payments During Project Development

The greatest exposure to default on Special District bonds is the period between the issuance of bonds and project ~~stabilization-build out~~. The risk of default is increased when only a single or a few property owners are responsible for the special assessment or special tax payments. While the City's credit is not pledged to support the bonds, a default on Special District bonds can negatively impact the investment community's perception of the City.

To minimize the risk of default, the City may require a third party guarantee for the annual special tax or assessment payments within a district while the project is being developed and until there is significant absorption of the new development. The need for, nature, and duration of any third party guarantees will be evaluated by the City and its Financing Team on a case by case basis. However, a third party guarantee, such as a letter of credit ("LOC"), would be specifically required of a property owner/developer in each year in which the property owner/developer owns or leases property within the district which is responsible for 20% or more of the special taxes or assessments levied to support the repayment of bonds; the LOC would provide for 100% of the of the special tax or assessment levy due in each applicable fiscal year for property owned or leased by such property owner/developer. If required, the third party guarantee must be provided within five days of the Resolution of Issuance.

Third party guarantees may include letters of credit, surety bonds, or some other mechanism which assures payment of special taxes or assessments while the project is

being developed. When LOCs are required, they must meet any City standards for LOCs that exist at the time the LOC is provided.

#### H. Foreclosure Covenants

Because Special District financings are generally solely secured by liens against property within the district, the investment market expects to see appropriate foreclosure covenants. Foreclosure covenants would compel the City to take action to file a foreclosure lawsuit against a parcel when certain delinquency thresholds are reached. For each financing, the Debt Management staff and its consultants will analyze key aspects of the district (e.g., number of parcels, special tax/assessment rates, and debt service) to structure foreclosure covenants in a manner that reduces the likelihood of a shortfall in special taxes/assessments to pay debt service. If a parcel reaches a foreclosure covenant threshold, the City would diligently proceed with the steps necessary to file a foreclosure lawsuit, as required under the applicable bond indenture.

### A5 **Tax and Assessment Allocation Formulas**

#### A. Calculation and Allocation of Special Taxes and Assessments

Special Assessments – By law, the amount of an assessment must directly reflect the benefit received from the improvement. Typically, this means the total cost of the project, including any financing costs, is spread to property owners based on the appropriate property-based measure of benefit. The City will hire an outside assessment engineer, which specializes in the area of calculation and allocation of special assessments, to develop the appropriate assessment spread methodology.

Special Taxes – Significant flexibility is allowed for structuring CFD special taxes because the law does not require a direct relationship between the tax and the benefit received. However, the Rate and Method of Apportionment of the special tax must be both reasonable and equitable in apportioning the costs of the public facilities and/or services to be financed to each of the taxable parcels within the boundaries of the proposed district.

When a proposed special taxing formula gets developed for a new district, with advice from formation legal counsel and the special tax consultant, the City will determine an appropriate source of records that can be reasonably relied upon to base the tax categorization under the proposed taxing formula. Consideration will be given to industry standards. If bonds are to be issued for the district, bond market expectations existing at the time of CFD formation when the taxing formula is established will also be considered.

If building permit square footage is proposed as the tax basis for any new CFDs, the City's permitting department--Development Services/Chief Building Inspector--will provide technical assistance on permit matters during the RMA structuring process. The developer/CFD applicant will be required to work with Development Services through project build-out to ensure all building permit records match what is originally constructed. The developer/CFD applicant will also be required to provide necessary certifications to the City verifying the accuracy of the construction data provided to Development Services for building permits.

Exemptions to the payment of special taxes may be provided for parcels that are to be dedicated at a future date to public entities, held by a homeowners association, or designated as open space. Also, consideration should be made with respect to minimizing the special tax burden on any affordable units. Because the tax structure for CFDs can be very complicated, special tax consultants, who specialize in the development of Rates and Methods of Apportionment, are required.

B. Administrative Expenses

The calculation of special taxes and assessments should also provide, whenever possible, for the full recovery of all administrative expenses and other periodic costs of the proposed district.

C. Maximum Tax and Assessment Rates

For districts involving bond financing, the City desires to establish a maximum level of taxes to limit the overlapping debt burden on any parcel. As such, the total taxes and assessments collected through the property tax bill should not exceed 1.80% of the expected assessed value of the parcel upon final sale of the property to end users.

D. Special Tax Coverage and Maximum Tax Rates

The maximum tax rate adopted in each CFD must provide a minimum of 110% coverage of debt service (excluding earnings on a reserve fund) in order to finance delinquencies out of tax revenues. An allowance for delinquent properties will be factored in when calculating the subsequent year's special tax (the special tax would still be levied against such delinquent parcels).

E. Predictability of Special Tax Liabilities

Special tax formulas should promote stable and predictable tax liabilities, particularly for residential properties. With the exception of a variation for administrative expenses, the annual special tax levy on each residential parcel developed to its final land use shall be approximately equal each year. In the event special tax payments are supporting the provision of services, rather than, or in addition to, capital expenditures, an appropriate escalation factor may be incorporated into the Rate and Method of Apportionment to provide for the impact of inflation to on-going service costs.

F. Term of Special Tax

The term of the special tax should be sufficiently in excess of the term of any bond issue which it supports to allow for delinquencies, refinancing, and/or acquisitions of pay-as-you go facilities. However, the Rate and Method of Apportionment should also specify that the levy of special taxes would cease once the bonds are repaid. The exception would be for any special taxes levied to provide for on-going services; in this case, the City may consider a special tax term in excess of the final maturity of any bonds issued to provide for the on-going services.

**A6      *Appraisal Standards***



The City recognizes the California Debt and Investment Advisory Commission's Appraisal Standards for Land-Secured Financings (CDIAC Standards), released July 2004 (or any subsequently published update) as the basis for the conduct of appraisals performed in connection with Special District financings.

#### **A7 Sources of Payment for Special Districts Bonds**

As described above, Special District bonds are limited obligations of each district, payable from special taxes or assessments levied on property within the district. The bonds are not general or special obligations of the City and the City does not pledge its credit to payment of the bonds. The disclosure documents for each Special District bond offering will describe the sources of payment, and will include statements that the city is not pledging its credit to pay debt service on the bonds.

Although there is no legal requirement that the City step in to make payments from its general revenues in the event of a short-fall in special taxes or assessments due to delinquencies to pay debt service on Special District bonds, the City does have the discretion to do so. However, it will be the City's policy that if there is such a short-fall, the City will not step in to make payments from its general revenues.

Refer to Section A4, H. – Foreclosure Covenants, for additional information.

#### **A8 Applicant/DeveloperNon-City Disclosure Requirements**

##### **A. Initial Disclosure to Investors**

The applicant/developer will be required, as requested by Debt Management and Bond Counsel, to supply any and all material needed from it to help ensure appropriate information is disclosed to prospective investors.

##### **B. Developer Continuing Disclosure to Investors**

The City shall use all reasonable means to ensure that an appropriate Developer Continuing Disclosure Agreement is executed at the time a financing is issued to ensure that the developer and/or any affiliates, ~~as applicable, which are deemed~~ material to the district by Bond Counsel, are required to provide on-going disclosure to bond investors via the bond trustee so long as they remain material. Pursuant to Government Code Section 53357.1, the developer (including its affiliates) shall provide written consent for a notice of the Applicant/Developer Continuing Disclosure Agreement to be recorded in the office of the county recorder for the purpose of providing notice to a subsequent transferee.

##### **C. Disclosure to Prospective Purchasers of Property**

The developer will be required to provide a certification to the City that it will provide full disclosure of the special taxes or assessments to prospective purchasers of property it sells within the district, and in accordance with all applicable state and local laws.

##### **D. Disclosure Requirements of Other Entities**



Any other entities which are deemed material to the district by Bond Counsel will be required to fulfill the same disclosure responsibilities described in this section as the developer.

## **A9      *Application and Administrative Procedures***

As stated above, it is the policy of the City to exercise caution in approving requests for Special District financing and that each request be weighed in the context of the City's total infrastructure and financing needs. In light of potential impacts to the City's debt position, the Chief Financial Officer, working with the Debt Management Director, will consider each application for Special District financing on a case by case basis, and may not recommend such financing if it determines a financing could be detrimental to its overall debt position or the best interests of the City. Among other things, the guidelines below will help interested applicants understand the process for submitting a request for Special District formation and--if applicable--financing. (Also see Overview Section above for information concerning the provision of conduit Special District Formation and financing services by qualified JPAs.)

### **A.      Petition**

Notwithstanding the minimum petition thresholds established under the State law<sup>5</sup>, the City requires that a preponderance of the affected property owners (75%) petition the City to form a Special District. The higher threshold is established due to the following factors: (1) significant City resources would be directed to the advance work to form the district, and it is prudent to have some assurance that formation of the district would be successful; and (2) a successful petition and subsequent ballot process in an established community (e.g., where there are residential property owners) could result in a significant lien on property whose owners voted against the proposed district.

### **B.      Application Procedures**

For developer initiated districts, an application may be obtained from, and filed with, the ~~Department of Finance~~ Branch. The ~~Department of Finance~~ Branch will review the application for completeness and, if necessary, request the applicant to provide further information. In consultation with any applicable departments (e.g., the City Attorney's Office, the City Planning ~~and Community Investment~~ Department, Engineering & Capital Projects, etc.) the ~~Department of Finance~~ Branch will consider the public benefits offered by the proposed project in the context of these policies, and will make a recommendation on whether to authorize a feasibility study, pursuant to Section C, below.

### **C.      Feasibility Study**

For developer initiated districts, if authorized by the Chief Financial Officer, the City will hire an independent financial or feasibility consultant to perform a comprehensive project review and feasibility analysis of the proposed project that would ultimately provide for the

<sup>5</sup> Pursuant to Sections 53318 and 53319 of the California Government Code, proceedings to form a CFD may be commenced upon: (1) the written request of two members of the legislative body; (2) majority approval of the City Council; or (3) a petition signed by at least 10% of registered voters (or if fewer than 12 registered voters, by the owners of at least 10% of the land). Under the California Streets and Highway Code, district formation proceedings may be commenced if landowners of 60% of the land area file a petition in which such landowners waive the requirements of the Special Assessment Investigation, Limitation and Majority Protect Act of 1931.

payment of special taxes or assessments in connection with a bond financing. Such comprehensive review will include, but not be limited to, a review of the audited financial statements of all landowners who own more than 20% of the land contained within the proposed district in order to investigate the developer(s) financial strength and experience in large scale projects. In addition, the consultant will consider environmental requirements in connection with the development, and economic factors such as market absorption and how it relates to the project's overall feasibility. The consultant will also investigate and report on all liens against the property in question, the value to lien ratios, and other financial aspects of the project. For the Chief Financial Officer to consider a proposed financing, the study should conclude the project is feasible and could support the issuance of bonds, and that it is reasonable to proceed with formation of the district and the issuance of bonds.

D. Fees

It is the City's policy that all City and consultant costs incurred in the evaluation of applications for Special District formation and financing, as well as any and all costs incurred in forming the district and, if applicable, issuing bonds shall be paid by the applicant(s) by advance deposit increments or as otherwise agreed in writing by the City. Accordingly, fees will be collected pursuant to a Deposit and Reimbursement Agreement between the City and the applicant executed prior to the City beginning its project review. Some or all of these fees may be recoverable from bond proceeds when a financing is completed and any surplus fees would be refunded (notwithstanding the foregoing, consultant and legal costs of the developer or applicant are not eligible for reimbursement). Additionally, the costs associated with administering a district after its formation will be included in the annual special tax or assessment for the district.

E. Selection of Financial Consultants and Service Providers

The policies established in the City's Debt Policy for the solicitation and selection of professional services that are required to develop and implement the City's debt program shall apply with respect to Special District financings. In addition to the professional services outlined in the City's Debt Policy, there are consultants specific to Special District formation and financing that may be engaged, including an appraiser, a market absorption consultant, and a special tax consultant or assessment engineer.

**A10 Timing**

If recommended by the Chief Financial Officer, and pursuant to the filing of an appropriate petition and application, and, if applicable, the completion of a Feasibility Study that concludes the project is feasible (all as set forth above in Sections A9 A, B, and C), the City will use its best efforts to form the district and, if a financing is contemplated, issue the bonds. However, the City will prioritize the formation and any financing activities as specified in Section A2 of this policy.

The City will not schedule any sale of Special District bonds so as to conflict with the sale of other securities issued for City purposes. In the event of any scheduling conflicts, the sale of bonds issued for City purposes will have priority.

**A11    *Policy Exceptions***

The City may find in limited and exceptional instances that a waiver to any of the above stated policies is reasonable.

CITY OF SAN DIEGO SPECIAL DISTRICTS FORMATION AND FINANCING POLICY

HISTORY:

Adopted by Resolution R-303153	11/16/2007
Amended by Resolution R-304301	10/27/2008
Amended by Resolution R-305810	5/03/2010
Amended by Resolution R-306752	4/12/2011
Amended by Resolution R-307375	4/10/2012
Amended by Resolution R-308090	4/09/2013

PREVIOUSLY ADOPTED AS:

*COUNCIL POLICY 800-03 - PUBLIC INFRASTRUCTURE FINANCING ASSESSMENT DISTRICTS AND COMMUNITY FACILITIES*

HISTORY:

Adopted by Resolution R-183351	04/06/1965
Amended by Resolution R-185734	12/14/1965
Amended by Resolution R-188027	08/09/1966
Amended by Resolution R-193345	04/04/1968
Amended by Resolution R-212402	01/09/1975
Amended by Resolution R-258118	03/21/1983
Amended by Resolution R-274571	10/16/1989
Repealed by Resolution R-303153	11/16/2007

**APPENDIX B – COUNCIL POLICY 100-12 “INDUSTRIAL DEVELOPMENT BOND PROGRAM”**

SUBJECT: INDUSTRIAL DEVELOPMENT BOND PROGRAM  
 POLICY NO.: 100-12  
 EFFECTIVE DATE: June 15, 1993

**BACKGROUND:**

The City, through its Charter and/or under the California Industrial Development Financing Act, has the authority to issue the full range of taxable and tax-exempt conduit revenue private activity industrial development bonds (IDB's) permitted by the Internal Revenue Code.

**PURPOSE:**

To establish policy guidelines and procedures regarding issuance by the City of IDB's for nongovernmental borrowers.

**POLICY:**

It shall be the policy of the City to utilize IDB's to promote private sector economic development in San Diego. The City shall issue IDB's as authorized by the City Council. IDBs shall only be issued when the City determines that substantial public benefits shall result.

**Project Qualifying Criteria.** The City shall require all IDB issues to be investment grade-rated by a nationally-recognized bond rating agency. Public benefit criteria to be considered in determination of project eligibility shall include the following:

- 1) Employment creation or retention;
- 2) Expansion of the City's tax base;
- 3) Diversification of the City's economy;
- 4) Increase in the availability or reduction of the costs of consumption of necessary goods and services, either Citywide or in a particular community;
- 5) Resource conservation and recycling;
- 6) Environmentally optimal disposition of waste materials;
- 7) Improvement in the viability of a redevelopment area, enterprise zone or community revitalization project, and
- 8) Preservation, expansion or enhancement of cultural resources.

In addition, IDB applicants shall, as applicable, provide evidence of compliance with Title VII of the Civil Rights Act of 1964 and the California Fair Employment Practices Act and a workforce analysis as required by the City Equal Opportunity Program.

**IMPLEMENTATION:**

**Marketing and Outreach.** Economic Development Services in the City Manager's Office shall actively engage in marketing and outreach efforts in order to generate IDB Program participation from the private sector and shall provide preliminary transaction structuring guidance.

**IDB Review Committee.** Economic Development Services shall be responsible for coordinating staff review of IDB applications, utilizing an IDB Review Committee with representatives from Economic Development Services, the City Attorney, the City Treasurer, the City Auditor and Comptroller, the Financial Management Department and other City departments and agencies as needed. The objective of the review will be to prudently evaluate the suitability of particular projects for IDB financing and potential fiscal impacts on the City. Upon completion of the Committee's review, Economic Development Services will produce a City Manager Report which presents perceived benefits, identifies financial concerns and offers a recommendation. The Committee shall also meet periodically for updates on IDB Program status.

**Independent Consultants.** The City shall normally designate financial advisor, bond trustee and bond counsel for all City-issued IDB's. The City shall also have the right to approve the applicant's nominee(s) for bond/underwriter, which shall be consistent with the City's MBE/WBE and equal opportunity participation goals. The cost of all consultant services shall be paid for by the applicant. The financial advisor shall review the financial aspects of the IDB issue, including project feasibility and security structure. The bond trustee shall perform certain bond administration fiduciary functions, including registrar and paying agent. The bond counsel shall provide services customarily provided by bond counsel, including procedural issues and review of the legal aspects of the proposed transaction. In the event that the City Council approves bond counsel nominated by the applicant, the City shall also engage independent legal counsel.

**Review of IDB Applications.** IDB applications shall be submitted to the Director, Economic Development Services. The application may be denied at the Economic Development Services level, referred to another issuer such as the California Statewide Communities Development Authority Joint Powers Agency ("the JPA"), or, if initially deemed potentially feasible and appropriate for financing through IDB's issued by the City, distributed to the IDB Review Committee for further review. The IDB Review Committee and the City's independent consultants shall prudently and expeditiously evaluate applications not previously denied for financial feasibility, public benefit, security structure, reasonable costs, potential fiscal impacts and compliance with City policy and applicable state and federal laws. Applicants shall expeditiously provide any supplemental information required. Upon completion of the application review, Economic Development Services shall forward through the IDB Review Committee a report and recommendation to the City Manager. The item shall then be docketed directly to the full City Council for approval or denial. Every effort will be made to obtain initial official action by the City Council on all applications within 60 days of submission.

**Processing of Approved IDB Financings.** Final City Council approval of any IDB issue shall be subject to the submission of substantially final documentation for the bonds and shall be at the sole discretion of the City Council. If the IDB application is approved by City Council, Economic Development Services shall be responsible for coordinating implementation of the financing with the applicant, the IDB Review Committee, the City's independent consultants and the appropriate City officials.

**Administration of Outstanding Bond Issues.** Ongoing day-to-day administration of outstanding bond issues shall be the responsibility of Economic Development Services, which shall consult with and provide status reports to other IDB Review Committee members as appropriate.

**Fees.** It shall be the policy of the City to obtain full recovery of all City and consultant costs related to review and approval of IDB applications, IDB issuance and subsequent bond administration costs. Fees shall be charged in accordance with applicable federal law as sufficient to maintain an ongoing IDB Program. First priority use of fee revenues in excess of IDB Program expenses shall be for City economic development programs, particularly MBE/WBE and small business assistance and neighborhood commercial revitalization efforts.

The City's maximum IDB fee schedule shall be as follows:

- 1) **Application Fee.** If the City is proposed to be the issuer, a \$2,500 non-refundable application fee shall be payable at time of submission of the IDB application; if the issuer is to be the JPA or some similar entity other than the City, the application fee shall be \$1,250.
- 2) **Other City Processing and Administrative Expenses.** Staff shall engage the services of qualified independent consultants, at the expense of the applicant, to provide assistance in IDB application review, transaction processing and/or bond administration, as needed. The applicant shall be required to deposit in advance with City amounts sufficient to pay for City staff time and City out of pocket costs for consultant services. If bonds are issued, any unexpended balance remaining on deposit shall be applied, without interest, towards reduction of the origination fee due prior to closing. If bonds are not issued, any amount remaining shall be returned without interest to the applicant.
- 3) **Origination Fee.** A non-refundable IDB origination fee equal to 1/4% of the principal amount of bonds shall be payable prior to IDB issue closing.
- 4) **Administration Fee.** An administration fee equal to .025% of the principal amount of bonds outstanding as of January 1 of the year of payment (minimum \$500) shall be payable on each anniversary of the date of issuance of the IDB's. The administration fee shall be waived if the City is not the issuer of the IDB's.
- 5) **Transaction Fee.** The applicant or its successor shall be required to deposit in advance with the City amounts sufficient to cover City staff and consultant costs related to any proposed change in the bond documents after IDB's are issued.

**Indemnification.** Each applicant shall be required, as a part of bond documentation, to provide an indemnity to the City, its officers, agents and employees for all expenses, including attorneys' fees, as well as any investigation, defense, judgment or settlement costs arising out of any investigation, claim or litigation involving any IDB issue or the documentation related thereto, including any disclosure materials.

#### **HISTORY:**

"Administration of the City's Private Activity Bond Allocation" Adopted by Resolution R-264213  
10/14/1985  
Retitled to "Industrial Development Bond Program" and Amended by Resolution R-282170  
06/15/1993

## **APPENDIX C – SAN DIEGO HOUSING COMMISSION POLICY MULTIFAMILY MORTGAGE REVENUE BOND PROGRAM**

San Diego Housing Commission <b>POLICY</b>		
Subject: <b>MULTIFAMILY MORTGAGE REVENUE BOND PROGRAM</b>		
Number: <b>PO300.301</b>	Effective Date: 10/16/89	

### **1. SUMMARY**

- 1.1 Federal, state and local legislation authorize the issuance of mortgage revenue bonds by local governments to finance the development, acquisition and rehabilitation of multifamily rental projects. The interest on the bonds can be exempt from federal and state taxation, and provide below market rate financing for qualified project. In addition, the tax-exempt mortgage revenue bonds can qualify projects for allocations of federal low-income housing tax credits, which provide a significant portion of the funding necessary to develop affordable housing. The San Diego Housing Commission ("Housing Commission") has established a program (the "Program") to issue mortgage revenue bonds for qualified rental projects within the City of San Diego (the "City"). The Housing Commission's Program uses tax-exempt and taxable mortgage revenue bonds issued by the Housing Authority of the City of San Diego (the "Housing Authority") to subsidize the development of affordable housing within the City.
- 1.2 There is no direct legal liability to the City, the Housing Authority or the Housing Commission in connection with the issuance or repayment of bonds; there is no pledge of the City's or the Housing Authority's faith, credit or taxing power and the bonds do not constitute general obligations of the issuer because the security for repayment of bonds is limited to project revenue and other sources specified under each financing. The bond issuances for affordable housing projects are often structured as real estate loans, and the obligation to repay the bonds is secured by a first deed of trust on the bond-financed property. The Program is completely self-supporting; developers must secure funding to pay for costs of issuance of the bonds and all other costs under each financing.
- 1.3 Bonds issued under the program should generally be privately placed with a financial institution or rated "AAA", or its equivalent, with a minimum rating being "A", or its equivalent, by the nationally recognized rating agencies listed in Section 4.1. The bonds may be used for both construction or rehabilitation and permanent financing. The effective mortgage rate is the aggregate of the applicable bond rate and the add-on fees charged under the program, such as lender, trustee, issuer's fee, etc. The bond rate, for fixed rate bonds, is determined at the time of a bond sale and the resulting mortgage rate is typically below conventional mortgage rates. The project loans generally have a 30-year amortization schedule although the bond maturity may be shorter.
- 1.4 The goals of the Program include: increase and preserve the supply of affordable rental housing; encourage economic integration within residential communities; maintain a quality living environment for residents of assisted projects and surrounding properties; and, in the event of provision of public funds towards the project, optimize the effectiveness of Housing Commission, or other public funding by maximizing the leveraging of private sector funds.
- 1.5 There is no limit on the maximum loan amount; however, the minimum loan amount is determined by the overall cost effectiveness of the financing, which includes payment for the costs of issuance, services of the financing team members, rating fees, etc. The bond issuance amount for individual projects is based upon project costs, interest rates, revenues



available to pay debt service, and the appraised value of the project. The Housing Authority will consider multiple properties as part of a single bond financing on a case by case basis.

- 1.6 Projects must consist of complete rental units, including kitchens and bathrooms. Bond proceeds may be used for costs of property acquisition (up to 25% of bond proceeds), construction, rehabilitation, improvements, architectural and engineering services, construction interest, loan fees and other capital costs of the project incurred after the date sixty days before the bond inducement date specified in Section 7.3. Bond proceeds cannot be used to acquire property from a party related to the buyer. No more than 2% of bond proceeds can be used to finance costs of issuance, such as the services of the financing team members, rating and printing of bonds, bond allocation, etc. Pursuant to federal requirements, if bonds are used for acquisition and rehabilitation, an amount equal to at least 15 percent of the portion of the acquisition cost of the building and related equipment financed with the proceeds of bonds must be used for rehabilitation of the project. The loans are assumable upon transfer of the project with the approval of the credit enhancement provider or bond purchaser, and the President and Chief Executive Officer of the San Diego Housing Commission (the "President and CEO") or his designee.
- 1.7 The Housing Commission receives compensation for its services in preparing bond issuances by charging an up-front administrative fee payable at the bond closing. In addition, the Housing Commission also receives ongoing, annual fees for compliance monitoring of regulatory restrictions and administrative oversight of outstanding bond issuances.
  - A. The up-front administrative fee is equal to 25 basis points (0.25%) of the initial amount of bonds issued (or in the case of draw-down bonds [a bond structure with multiple draws over time]) the initial maximum authorized amount of bonds), or as allowed by the Internal Revenue Service ("IRS").
  - B. The annual ongoing administrative fee upon conversion to permanent financing is equal to 12.5 basis points (0.125%) of the amount of bonds outstanding immediately upon conversion to permanent financing or as allowed by the IRS. For projects fully paying down the bonds upon conversion to permanent financing, and for small projects, a minimum ongoing annual fee of \$10,000 shall be charged to recover administrative and monitoring costs.
  - C. The annual ongoing administrative fee will remain fixed based on using the amount of bonds outstanding at permanent financing conversion regardless of any later reductions on the outstanding bonds.
  - D. Additional monitoring fees may be charged for monitoring affordable housing units not governed by the Bond Regulatory Agreement or for projects with more than 50 units.
  - E. At the time of the application, the developer must pay a \$3,000 non-refundable application fee to the Housing Commission.
- 1.8 Due to IRS limitations on bond issuances where the bond purchaser and the tax credit investor are the same entities, the Housing Authority shall not allow bond issuances where the tax credit investor is also the bond purchaser. Exceptions may be granted on a case-by-case basis, in the sole reasonable discretion of the Housing Authority's Executive Director.

## **2. TYPES OF BONDS**

- 2.1 The Housing Authority may issue either tax-exempt or taxable bonds, or both. Taxable bonds would generally be issued only in combination with tax-exempt bonds. Taxable bonds do not require an allocation of bond authority from the California Debt Limit

Allocation Committee ("CDLAC") but still require compliance with state law requirements governing the Housing Authority's ability to issue bonds. 2.2 The interest on taxable bonds is not exempt from federal taxation. These bonds are not subject to federal volume "cap" limitations and therefore do not require allocation authority from CDLAC. Taxable bond issues must meet all applicable requirements of this Policy (including rating requirements), state law requirements and any additional regulations that may be promulgated, from time to time, by the Housing Commission.

- 2.3 Tax-Exempt Bonds (Non-Refunding) require an allocation of bond authority from CDLAC. To obtain the allocation, the Housing Authority must submit an application to CDLAC on behalf of the developer. Submittal of the application is at the discretion of the Housing Authority, not the developer. The developer must pay all required CDLAC fees when due.
- 2.4 The Housing Authority may issue 501(c) (3) bonds on behalf of qualified nonprofit organizations. 501(c) (3) bonds are tax-exempt and do not require an allocation from CDLAC, but cannot be used with the Low Income Housing Tax Credit Program.
- 2.5 The Housing Authority will allow refunding of bond issues that meet the following conditions:
  - A. The project sponsor agrees to cover all costs of the issuer, including costs for the issuer's financial advisor, bond counsel, and trustee (if applicable).
  - B. Projects originally financed by tax-exempt bonds prior to the 1986 Tax Act will have to make a minimum ten percent of the units affordable to persons earning 50 percent of median area income with the rents affordable at the same level.
  - C. The affordability restrictions of the existing bond regulatory agreement are subject to extension. The Housing Commission reserves the right to impose additional requirements on a case by case basis. All specifics of refunding proposals must be approved by the Housing Authority.
  - D. Default refunding applications require a default refunding analysis (to determine the eligibility for a default refunding). The Housing Commission shall choose the firm to conduct the analysis. The project applicant will deposit the cost for the study with the Housing Commission before the study begins.

### 3. **AFFORDABILITY REQUIREMENTS**

- 3.1 Term of Rental and Affordability Restrictions—The project must remain as rental housing and continuously meet the affordability requirements as provided in Sections 3.2, 3.3 and 3.4 for the longer of (a) 15 years as measured from the date that ten percent (10%) of the affordable Units are occupied (or date of refunding, as applicable), (b) as long as the bonds remain outstanding, (c) such period as may be required in the opinion of Bond Counsel to satisfy applicable federal or State law, or (d) such period as may be required by CDLAC (typically 55 years). The rent of "in-place" tenants at the conclusion of the required affordability period will continue to be governed by the applicable affordability restriction, so long as those tenants continue to live in the development. The Housing Authority reserves the right to impose additional affordability restrictions.

A Regulatory Agreement containing the rental and affordability restrictions will be recorded against the property and must be complied with by subsequent owners. The Regulatory Agreement will be terminated upon expiration of restrictions or in the event of casualty loss or foreclosure, and the subsequent retirement of bonds as a result of foreclosure.

State law requires advance notice and other requirements upon termination of affordability requirements, some of which also place restrictions on the sale of previously affordable housing projects.

3.2 **Income Restrictions**—To be eligible for tax-exempt bond financing, federal law requires that the project meet one of the following conditions:

- A. A minimum of 20% of the units in the project must be set aside for occupancy by households whose incomes do not exceed 50% of area median income, as adjusted for family size; or
- B. A minimum of 40% of the units in the project must be set aside for occupancy by households whose incomes do not exceed 60% of area median income, as adjusted by family size.

State law requires that a minimum of 10% of the units in the project be set aside for occupancy by households whose incomes do not exceed 50% of area median income, as adjusted for family size, at specified rent levels.

Project owners must certify their tenant's eligibility annually. If a tenant is no longer eligible, the next available unit in the project must be rented to a new eligible tenant and the current tenant's rent can be raised to a market level. A unit occupied only by full time students does not count towards the set-aside requirement.

Affordability definitions are based on the area median income for the County of San Diego as established by the US Department of Housing and Urban Development. The median income is subject to change annually. Household size is determined by adding one person to the bedroom size of the unit.

3.3 **Rent Restrictions**—The maximum rent for the affordable set-aside units shall not exceed 30% of one-twelfth of 50% of area median income, or 30% of one-twelfth of 60% of area median income (as the case may be, depending on the selected set-aside). The maximum rent amounts are further reduced by a utility allowance for tenant-paid utilities in the amounts determined by the Housing Commission's President and CEO. In the event tax-exempt bonds are used with Low Income Housing Tax Credits, or any other public funds, the most restrictive rents of the applicable programs shall apply. The affordability of restricted units in relation to the project's market rents will be considered as part of the Housing Commission's approval of the financing. The maximum rent amounts will also apply if the set-aside units are occupied by Section 8 tenants (tenant based vouchers).

3.4 **Unit Distribution**—The set-aside units must proportionately reflect the mix of all units in the project, be distributed throughout the project and have the same floor area, amenities, and access to project facilities as market-rate units. The objective of the program is to provide a set-aside of units with lower rents, not to create special "low-income sections" within larger developments.

3.5 **Additional Affordability Restrictions under Restructuring of Existing Bond Issues**—Additional public benefit in the form of deeper income targeting; additional rent restrictions; extension of the term of restrictions; additional number of restricted units; or any combination thereof, will be negotiated in connection with refundings or debt restructurings of existing bond issues. The level of additional restrictions will be determined in the context of the overall financial feasibility of each financing. Should the bond restructuring result in an extension of the maturity of the bonds, a minimum of 10% of the units in the project will be set aside for occupancy by households whose incomes do not exceed 50% of area median income, as adjusted for family size, with rents set at the corresponding affordability level, for the term of the restructured bond.

#### 4. **CREDIT CONSIDERATIONS**

- 4.1 Required Rating on the Bonds—Any bonds issued under the program that are sold to the public should generally be rated "A", or its equivalent, or better from the following nationally recognized rating agencies: Moody's Investors Service, Standard & Poors Corporation, or Fitch Ratings. The same rating requirement applies in the case of a substitution of existing credit facility for bonds that are outstanding.
- 4.2 Credit Enhancement—A preferred way of obtaining the required rating on the bonds in accordance with Section 4.1 is through the provision of additional, outside credit support for the bond issue provided by rated, financially strong private institutions, such as government sponsored entities (including the Federal National Mortgage Association [Fannie Mae] or the Federal Home Loan Mortgage Corporation [Freddie Mac]), other government insured mortgage programs, or other qualified credit enhancement providers as long as the minimum bond rating is obtained. The rating on such bonds is determined based on the credit worthiness of the participating credit enhancement provider. The applicant is required to identify and obtain credit enhancement for each bond issuance. As the primary source of security for the repayment of bonds, the credit enhancement provider reviews and approves the borrower (credit, financial capability, experience, etc.) and the project and its feasibility, including the size of the loan and the terms of repayment, using their own underwriting criteria.
- 4.3 Rated Bonds Without Credit Enhancement—Fixed rate bonds, or their portion, can be issued without credit enhancement if the proposed financing structure results in the required minimum rating on the bonds by a rating agency as provided in Section 4.1. Bonds issued without credit enhancement will only be sold to qualified institutional investors ("QIIs") in minimum \$100,000 denominations.
- 4.4 Privately Placed Bonds—The rating requirement specified in Section 4.1 is waived under the following conditions:
- A. The bonds are privately placed with "qualified institutional buyers" as defined under Rule 144A of the Securities Act of 1933, or institutional "accredited investors," as generally defined under Regulation D of the Securities Act of 1933.
  - B. The bonds must be sold in minimum \$100,000 denominations.
  - C. All initial and subsequent purchasers must be willing to sign a sophisticated investor letter (Investor Letter) in a form approved by the Housing Commission. While the bonds remain unrated, their transferability will be restricted to qualified institutional buyers or accredited investors who sign an Investor Letter.
  - D. Unless otherwise approved by the Housing Commission Board, the bonds may not be held at any time by more than 15 or fewer investors.
  - E. Upon terms acceptable to the Housing Commission, bonds may be placed in a trust or custodial arrangement with participations sold to investors.
  - F. The Housing Authority issuer reserves the right to require a trustee or fiscal agent participate in privately placed bond or loan transactions.

The purpose of these conditions is to assure that the bonds are placed with investors who are experienced in municipal securities investing and analysis or real estate credit underwriting. Bond funds and affordable lending banks are the types of entities this condition anticipates.

- 4.5 Bonds with Hedges/SWAPs. The Developer shall disclose to the Issuer at the time of application of its intention to purchase an interest rate cap, hedge or swap, and such instrument shall be placed in an arm's length transaction. Under no circumstances shall the Housing Commission or Housing Authority be a party to such swaps or hedges

## 5. **OTHER ISSUERS**

- 5.1 The Housing Authority, in very limited situations, will allow issuers other than the Housing Authority to issue bonds for multifamily housing projects located within the City of San Diego. Any applicant considering the use of any issuers other than the Housing Authority should contact Housing Commission staff prior to proceeding with the project. The required City approvals of bond issuances by issuers other than the Housing Authority will be recommended only if the financing proposal is part of a pooled issuance involving projects located in multiple jurisdictions and the overall cost effectiveness of the financing proposal is increased. All Housing Authority affordability requirements, procedures and requirements will apply to projects using "outside issuers," including an issuance fee of 0.25 percent of the bond issuance amount to be paid to the Authority upon issuance of the bonds as described in Section 1.7 herein. A TEFRA hearing and approval by the City Council of the City ("City Council"), as described in Section 7.4, on behalf of another issuer will include a provision that the owner, operator or manager of the project considered for financing by tax-exempt debt will not change without the prior approval of the Housing Commission's President and CEO.

## 6. **SELECTION OF THE FINANCING TEAM**

- 6.1 Through separate Requests for Qualifications ("RFQ"), a pool of bond counsels, and a pool of financial advisors, will be established to serve as financing team participants on individual bond transactions. The RFQ process is a fair and competitive process which includes advertising, a competitive selection process and interviewing, if necessary. Firms will be selected in accordance with the Housing Commission's applicable equal opportunity policies.
- 6.2 The establishment of each pool will be made by a selection committee with the approval of the Housing Commission Board. The selection committee will consist of Housing Commission staff and representatives from other City departments, such as the City Attorney's Office, City Auditor, and Debt Management. Generally, the selection will be made for a one -year period. The term may be extended for four additional one-year periods by the President and CEO.
- 6.3 The bond counsel and financial advisor specifically represent the interests and concerns of the Housing Commission, the Housing Authority and the City in ensuring the integrity of the bond transaction. The project sponsor may, at its own expense, add additional members to the finance team to represent its interests.
- 6.4 The Financial Advisor for each transaction will be designated by the President and CEO from the selected pool for approval by the Housing Commission Board on a rotating basis. The Financial Advisor will prepare a feasibility study on whether it is economically advisable to proceed with the financing, including: evaluation of the financial strength of the project; assumptions regarding income and expenses; sources of security for bonds in addition to the project; developer's financial situation and experience in operating and managing rental projects; marketability of the bonds; rights and resources of parties to the transaction in the event of default; and provide financial advice on all relevant issues to best protect the interests of the City and the Housing Authority. The compensation for financial advisory services to determine whether it is advisable to proceed with a financing will not be contingent on the sale of the bonds.
- 6.5 Bond Counsel will be designated for each financing by the President and CEO from the selected pool on a rotating basis subject to approval by the Housing Commission Board. Bond Counsel will prepare the necessary legal documentation, including provisions regarding compliance with any applicable continuing disclosure requirements, provide an opinion regarding the validity of the bonds and their tax exemption, and provide legal advice

- on all relevant issues to best protect the interests of the Housing Commission, the City and the Housing Authority, including but not limited to the project monitoring requirements for federal tax and CDLAC purposes.
- 6.6 **Bond Underwriter/Remarketing Agent/Private Placement Purchaser**—The developer shall select the construction and permanent lender/bond purchaser and method of selling the bonds for a given transaction subject to the requirements set forth herein and the approval of the Housing Commission. However, as referenced in Section 1.8 (herein) the Housing Authority shall not allow a bond transaction where the tax credit investor is also the bond purchaser. The practice of allowing the developer to propose the lender and bond structure is intended to create an incentive for qualified financial firms to actively work with developers to structure and present feasible financing proposals that meet program requirements.
  - 6.7 In the event the developer has not identified a proposed financing structure for a given transaction, the Housing Commission will select an underwriter, lender, or private placement purchaser through a request for proposals process.
  - 6.8 The Bond Trustee (a bank designated by the Housing Authority as the custodian of funds and official representative of bondholders), if required by the bond structure for the financing, will be approved by the President and CEO based upon a Request for Proposals process.

## **7. THE FINANCING PROCESS**

- 7.1 **Application**—A developer interested in new-money financing must submit an application for bond financing or, in the case of an existing financing, a request for bond refunding or restructuring to the Housing Commission. Part of the required information is a disclosure statement, on each of the parties involved in the developer/ownership entity. Housing Commission staff will review the application for feasibility.
- 7.2 **Deposit**—At the time of the application, the developer must pay a \$10,000 application deposit to cover the preliminary costs of the proposed bond issuance, reissuance or restructuring. If the financing goes ahead, the deposit will be subject to reimbursement at the bond closing. If the bond issue does not proceed to closing, then the \$10,000 application deposit will be retained for payment toward the preliminary costs incurred by the Housing Commission and its consultants'. The \$10,000 application deposit may be waived by the President and CEO.
- 7.3 **Inducement Resolution**—In conjunction with the City Attorney's Office and Bond Counsel, a bond inducement resolution will be drafted and approved by the Housing Authority. All new-money projects must be induced. An inducement resolution is a conditional expression of the Housing Authority's "official intent" to issue bonds for a given project and is required under Treasury Regulation Section 1.150-2(e) 1.150-2(e). Approval of the inducement resolution establishes, through the public record, the date from which project costs incurred may be determined to be eligible for financing under the program. Therefore, applicants are encouraged to induce their projects as soon as practicable to clearly identify the project, its location, maximum number of units, the maximum amount of financing, and the proposed ownership entity.
  - A. **Application to CDLAC**—The inducement resolution also authorizes Housing Commission staff to submit an application to CDLAC, on behalf of the developer/project sponsor, for a private activity bond allocation.
  - B. **No Binding Financial Commitment**—Adoption of the inducement resolution does not represent any commitment by the Housing Commission, Housing Authority, or the developer to proceed with the financing. The approval of the inducement resolution, by itself, does not authorize any subordinate financing by the Housing Authority or any

other entity of the City. The Housing Authority retains absolute discretion over the issuance of bonds through adoption of a resolution authorizing such issuance.

- C. **No Land Use or Building Code Approval**—Approval of the inducement resolution shall not be construed to signify that the project complies with the planning, zoning, subdivision and building laws and ordinances of the City or suggest that the Housing Authority, the City, or any officer or agent of the Housing Authority or the City will grant any such approval, consent or permit that may be required in connection with the development of a given project.
- 7.4 **TEFRA Hearing and Approval**—In order for interest on the bonds to be tax-exempt and in accordance with the Tax Equity and Fiscal Responsibility Act (TEFRA) of 1982, Section 147(f) of the Internal Revenue Code of 1986, the issuance of bonds must be approved by representatives of the governmental unit with jurisdiction over the area in which the project is located, after a public hearing for which a reasonable public notice adequately describing the proposed location of the project, the number of units, and proposed bond issuance amount was given. As the legislative body for the City of San Diego, federal regulations require that the issuance of bonds by the Housing Authority be approved by the City Council. The purpose of the public hearing is to provide an opportunity for interested persons to provide their views on the proposed bond issuance and on the nature and location of the project. The TEFRA hearing will be conducted by City Council at the date and time specified in the TEFRA notice. The TEFRA notice shall be published in a newspaper of general circulation within the City at least 14 days in advance of the TEFRA hearing.
  - 7.5 **Bond Allocation**—Prior to the issuance of private activity, tax exempt bonds, the Housing Authority must apply for, and receive an allocation of bond issuing authority from CDLAC. To receive such an allocation, the Housing Authority and the developer must document their readiness to proceed with the bond financing.
  - 7.6 **Performance Deposit**—At the time of the application to CDLAC, the developer must deposit with the Housing Authority one half of one percent of the requested allocation amount (or as required by CDLAC) as a performance deposit. The deposit will be returned to the developer according to the CDLAC procedures; the deposit is subject to reversion to the CDLAC if the financing does not close according to the CDLAC procedures.
  - 7.7 **Local Review**—All projects must be in compliance with the City's zoning requirements and adopted community plans. Prior to requesting the Housing Authority approval of a new-money bond issuance, the project must undergo all planning procedures and land use approvals, including discretionary review, community planning group review, and environmental analysis, as required. All projects must be reviewed by the applicable community planning group(s) prior to final bond authorization by the Housing Authority.
  - 7.8 **Coordination with City Finance Representatives**—Housing Commission staff will work with the City Attorney's Office, the Debt Management Department, and other City departments, as necessary, in preparing bond issuances for affordable housing projects.
    - A. **Compliance with City's Disclosure Ordinance**—As a related entity of the City, the Housing Commission will adhere to the City disclosure ordinance (O-19320) as it may be amended from time to time. The Housing Commission will present offering statements and disclosure documents for review and approval, as appropriate, by the City's Disclosure Practices Working Group.
  - 7.9 **Housing Commission/Housing Authority Final Approval**—Housing Commission staff recommendations to proceed with a proposed bond issuance, reissuance, or bond restructuring will be presented for approval by the Housing Commission. If approved, staff will work with the approved financing team to structure the financing and to prepare the

necessary bond documents. The resulting bond documents, authorizing resolution, staff report, and other relevant docket materials will be submitted for final approval by the Housing Authority.

## **8. TENANT RELOCATION**

- 8.1 As required by CDLAC regulations (Section 5211 “Tenant Relocation”) if low-income tenants will receive a rent increase exceeding five percent (5%) of their current rent, then a relocation plan is required to address economic displacement. Where applicable, the applicant shall provide evidence that the relocation plan is consistent with the Uniform Relocation Assistance and Real Property Acquisition Policy Act (42 U.S.C. 61).

## **9. PROHIBITION OF CERTAIN “SUBSTANTIAL USERS”**

- 9.1 The Housing Commission and Housing Authority, each in its sole and absolute discretion, reserves the right to reject and not issue bonds for proposed projects where, in the proposed financial structure, the proposed bond purchaser is the same entity or a related entity as the project owner (including, but not limited to, tax credit investor limited partners) or involves any other arrangement which may limit the Housing Commission or Housing Authority’s ability to charge administrative fees in the amounts detailed in Section 1.7 herein.

## **10. POST ISSUANCE COMPLIANCE**

- 10.1 At completion of the new construction or rehabilitation work, the developer shall provide to the Housing Commission staff a certification from the project’s architect that the project includes all design elements that formed the basis for CDLAC’s award of bond allocation points (including but not limited to sustainable building methods and/or energy efficiency elements). Additionally, at or before completion of the new construction or rehabilitation of the project, and in any event prior to conversion of bonds to permanent financing, the developer shall provide the Housing Commission with the final actual sources and uses of funds and shall confirm to the Housing Commission staff that such sources and expenditures comply with all state and federal law requirements, including the requirements set forth in the tax certificate with respect to the bonds.

### **10.2 Annual Certification of Public Benefits and On-going Compliance**

As required by CDLAC regulations, all projects that receive a CDLAC bond allocation and are within an existing regulatory period and/or compliance period, shall be monitored by the Housing Commission staff for compliance with the terms and conditions of the CDLAC allocation resolution. The Housing Commission may choose to hire an outside compliance monitoring firm to assist with such requirements.

- A. Annually, on or before January 1 of each year until the expiration of the qualified project period under the CDLAC Resolution and Bond Regulatory Agreement, the developer shall provide a written certification of compliance, to the Housing Commission, to confirm that the completed project meets the terms and conditions stated in the CDLAC Resolution.
- B. The Housing Commission shall review the developer’s certification of compliance and may request evidence of compliance including supporting documentation as necessary in the sole reasonable discretion of the Housing Commission.
- C. Annually, no later than March 1 of each year until the expiration of the qualified project period under the CDLAC Resolution and Bond Regulatory Agreement (or such other date as required by CDLAC), the Housing Commission shall complete and submit to CDLAC the “Annual Applicant Public Benefits and On-going Compliance Self



Certification" in such format as required by CDLAC, that the completed project meets the terms and conditions stated in the CDLAC Resolution.

- D. For projects which are not meeting the terms and conditions stated in the CDLAC Resolution, the Housing Commission will work with CDLAC staff and Housing Commission legal counsel, for remedial action, as necessary, including an action for specific performance or other available remedy. The Housing Commission may disqualify a bond application from any developer or member of the development partnership who is not in compliance with CDLAC's Post Issuance Compliance requirements, as determined by the Housing Commission and/or by CDLAC.
- 10.3 Transfer of Ownership. The Housing Commission reserves the right to approve any voluntary change in ownership (i) that results in a transfer of 50% or more of the total equity interests in a developer or (ii) that results in a transfer of any general partner or managing member interest in the developer. Such approval to transfer ownership shall be at the discretion of the Housing Commission subject to any additional requirements set forth in the tax certificate or Bond Regulatory Agreement. The Housing Commission shall review management practices of the proposed transferee's current and previously owned properties. Any proposed transferee (including individuals within an ownership) whose currently owned properties have been found by the Housing Commission to have deficiencies that have not been resolved within the time frame prescribed by the City, Housing Authority or Housing Commission or other local government authority, may not assume ownership of any bond financed project. The Housing Commission may initiate additional inspections to verify findings.
- 10.4 Carryforward Election. With respect to each bond allocation in a given calendar year for which less than all of the allocation of private activity volume cap was used, the Housing Commission staff shall contact CDLAC requesting confirmation of the amount, if any, of carryforward election the Housing Authority shall make under section 146(f) of the Internal Revenue Code.
- 10.5 Arbitrage Rebate Compliance. The developer shall comply with all applicable federal tax laws set forth in the tax certificate and bond documents, including arbitrage rebate compliance. The developer shall provide the Housing Commission with documentation that verifies the developer's compliance with federal tax laws set forth in the tax certificate and bond documents, including rebate compliance reports.
- 10.6 Other Required Disclosures. The developer/owner shall be solely responsible for any and all continuing disclosures under the Municipal Securities Rulemaking Board (MSRB) rules, requirements and regulations (including but not limited to fixed rate bond issuances with Fannie Mae and/or Freddie Mac involvement).

**[Supersedes PO300.301, effective July 30, 2013]**

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Authorized:

(Signed by Deborah N. Ruane) \_\_\_\_\_

Deborah N. Ruane,  
Senior Vice President  
Real Estate Division

(Signed by Ann E. Kern) \_\_\_\_\_

Ann E. Kern  
Senior Director Real Estate Finance & Program  
Development Unit  
Real Estate Division

7-30-2013 \_\_\_\_\_

Date

7-30-2013 \_\_\_\_\_

Date

History:

Adopted: 10/16/1989

Revised: 6/23/1992

Revised: 6/28/1994

Revised: 5/28/1996

Revised: 6/04/1999

Revised: 9/23/2008

**Revised: 07/30/2013**

**APPENDIX D – COUNCIL POLICY 800-14 “PRIORITIZING CIP PROJECTS”**

SUBJECT: PRIORITIZING CAPITAL IMPROVEMENT PROGRAM PROJECTS  
POLICY NO: 800-14  
EFFECTIVE DATE: November 13, 2013

**Capital Improvement Program (CIP) Defined**

The City of San Diego’s Capital Improvement Program (CIP) is defined as the City’s financial plan for the repair and/or construction of municipal infrastructure. The term infrastructure in this Council Policy refers to capital assets within the City’s span of responsibility and includes, but is not limited to: streets and related right-of-way features; storm water and drainage systems; water and sewer systems; public buildings such as libraries, parks, recreational and community centers; and public safety facilities such as police, fire and lifeguard stations. Capital investments are necessary for the construction of all parts of municipal infrastructure.

**The Importance of Infrastructure**

The importance of quality infrastructure cannot be overstated. Without world class infrastructure the City’s economic prosperity cannot be sustained. The quality of neighborhood infrastructure will directly determine the livability of the City’s neighborhoods. The community’s health, safety, and natural environment all depend on available and quality infrastructure. Decisions about capital investments affect the availability and quality of most government services, as well as many private services.

Infrastructure can also have a significant effect or improvement on the quality of life of the City’s neighborhoods by providing fair, transparent and equitable services. The prioritization of CIP projects that create that infrastructure should take into consideration social, economic and geographic disadvantaged and under-served communities. Under-served community is defined as having documented low levels of access and/or use of City services.

**CIP Needs List**

Typically CIP projects are generated from needs list and implemented through an interrelationship of client departments, service departments, new private development, and multiple funding sources. For purposes of the CIP, needs lists are developed by Asset Owners (city departments) based upon input from several sources including, but not limited to: elected officials, community based organizations, private residents, operations and maintenance staff, or other stakeholders.

A need to repair, replace, improve, or construct a new facility based on failing condition, lack of a facility, excessive maintenance requirements of existing facilities, or health and safety issues, is submitted to the Asset Owners. Needs are compiled for each asset within an asset category. These needs are then evaluated and appropriately grouped for capital improvement consideration as part of the proposals for the new fiscal year CIP budget submittal. Prior to initiating a planning phase, all projects competing for funding and being submitted for budget consideration will undergo simple level scoring as outlined in this policy. The CIP project is reassessed in detail during the planning phase and, if needed, reprioritized based on the updated scope, costs and available funding.

The commitment of resources to CIP projects within the City has traditionally not had the benefit of a comprehensive evaluation to determine overall needs so that projects can be ranked in priority order, efficiently funded and constructed. This approach may have unintentionally limited the overall effectiveness of available CIP resources by providing projects with less funding than needed to accomplish major project requirements, such as planning and design. This may have limited the City's ability to compete for outside grant funding, since grant programs often place emphasis on having the design and associated pre-construction activities completed prior to application for construction financing.

### **Purpose**

The purpose of this policy is to guide the Mayor's Capital Improvement Program Review and Advisory Committee (CIPRAC) in its CIP deliberations. The goal of this policy is to establish a capital-planning process that ultimately leads to policy decisions that optimize the use of available resources for projects competing from the same fund source or multiple fund sources.

CIPRAC shall use this policy as the exclusive methodology for ranking the relative needs and merits of CIP projects. This single CIP prioritization policy addresses all funding sources and asset categories, including enterprise funded projects (golf, water, sewer, airport facilities and landfill facilities), and non-enterprise funded projects (parks, transportation, drainage, buildings and major facility projects). This prioritization process shall be utilized for the purpose of analytical comparison of the costs and benefits of individual needs and projects, as well as an opportunity to evaluate projects against one another on their relative merits.

### **Process**

In order to implement a prioritization system, there must be an understanding of the constraints associated with each project's funding source(s), asset type (project category), or phase of development.

An Asset Owner shall assess and plan projects in a needs list based on available information, including preliminary scope of work, and then create CIP projects that will be prioritized per this Council Policy for funding and budget approval. The project list shall have CIP projects with well defined scopes of work for proposed improvements, such as replacement, relocation, realignment, upgrade, rehabilitation or new construction, as compared to a needs list that only defines the infrastructure need. Projects will not compete across the different funding sources, project categories, or project phases. However, projects within each of these areas will be evaluated according to the guidelines outlined below.

### **A. Project Funding**

- I. Projects within restricted funding categories will compete only with projects within the same funding category. Prioritization within these restricted funding categories will occur in accordance with this CIP prioritization policy. For example, water system CIP projects are funded with enterprise funds paid by water ratepayers. All water CIP projects will be prioritized in accordance with this prioritization policy, but will not compete for funding with projects not funded by Water Enterprise funds.

The following is a partial listing of restricted funding categories:

- a. Community Development Block Grants
  - b. Developer Impact Fees
  - c. Enterprise Funds (Airport, Environmental Services, Golf, Undergrounding, Metropolitan Wastewater, and Water)
  - d. Facilities Benefit Assessments
  - e. Grants
  - f. Regional Park Fund
  - g. State and Federal Funds
  - h. TransNet Funds
- II. Projects that are not within a restricted funding category will compete for capital outlay funds, General Fund or bond proceeds in accordance with this CIP prioritization policy. Although capital needs from the restricted funds or revenue-producing departments are often separate from the General Fund, the capital investments of all City departments should be planned together to allow better coordination of capital projects in specific parts of the City over time. Citywide coordination of capital project planning can increase the cost-effectiveness of the City's capital programs by facilitating a holistic approach to infrastructure investments.

## **B. Asset Categories**

To ensure that the comparison is conducted between similar types of projects, the needs and CIP projects shall be separated into categories according to the predominant type of asset and funding sources in the project. Project categories shall include the following asset categories:

1. **Enterprise-Funded Assets and Mandated Programs** - assets or specific services that are funded directly by fees and charges to users. These include the services provided by Public Utilities, Environmental Services, Airports and Golf Courses. This category also includes assets or services that are required by legal mandate or consent decree.
  - a. Airport Facilities
  - b. Drainage Facilities - Storm drain systems and improvements to create best management practices (BMPs, channels, pump stations, storm drain pipes and flood control systems) for treating storm water beyond the limits of roadways and streets
  - c. Golf Course and Facilities
  - d. Undergrounding Projects
  - e. Environmental Facilities - Landfills and supporting facilities and structures
  - f. Wastewater Pipelines and Facilities - Wastewater pipelines, facilities and structures (interceptors, mains, trunk sewers, treatment plants, pump stations, laboratories, land management and administration buildings)
  - g. Water Pipelines and Facilities - Water and reclaimed water pipelines, facilities, structures and land management (distribution mains, transmission mains, treatment plants, pump stations, reservoirs/dams, standpipes, wells and laboratories, land management and administration buildings)
2. **Mobility Assets** – assets that increase mobility options and the functionality of local roadways, streets, sidewalks and public transport that shall include, but are not limited to:
  - a. Bicycle facilities (all classifications)
  - b. Bridges (pedestrian and vehicular), including replacement, retrofit, and rehabilitation
  - c. Erosion control, slope stabilization, and retaining walls supporting transportation facilities

- d. Roads, roadway widening, roadway reconfigurations, and street enhancements including medians and streetscape
  - e. Guardrails, barrier rails, traffic calming, flashing beacons, speed abatement work and other structural safety enhancements
  - f. Traffic signals, traffic calming, traffic signal interconnections, signal coordination work, and other traffic signal upgrades and modifications
  - g. Pedestrian facilities including sidewalks, pedestrian accessibility improvements including curb ramps, street lighting including mid-block and intersection safety location
3. **Public Safety Assets** – assets that protect, preserve and maintain the safety of the community, its environment and property that include:
- a. Lifeguard stations
  - b. Fire facilities and structures
  - c. Police facilities and structures
4. **Neighborhood Assets** - assets that improve the quality of life and services in the community both socially and economically. These include but are not limited to community support facilities and structures such as:
- a. Libraries
  - b. Park and recreation facilities (mini and miscellaneous parks, neighborhood, open space) and structures, pool centers
  - c. Regional sport or event facilities
  - d. Community and civic facilities
  - e. Public arts and cultural facilities
  - f. Community gardens

CIP budgets shall reflect project allocations according to these categories. These project categories shall include resource allocation for all project components, including environmental mitigation, property acquisition, and all other activities necessary to complete the project.

### **C. Project Phases**

To ensure that the prioritization is conducted between projects with a similar level of completion, all CIP projects shall be separated into the following standard phases within each project category:

- I. Needs List Assessment (Prior to Inclusion in the CIP Budget): This process is for scoring and prioritizing a need before the project is submitted for inclusion to budget. Asset Owners will group the needs with similar scope, funding sources and functional category, when appropriate, and establish high level project score. This proposed project will undergo a simple methodology of scoring based on available information of the asset, including whether the need contributes to an overall service level goal or other citywide performance metric. Score will be used to determine whether or not to put the project into the next fiscal year CIP Budget.
- II. After CIP Budget: This process shall be used by CIPRAC for scoring and prioritizing a project that has been approved for inclusion into the CIP budget. This process constitutes a detailed and complex scoring methodology of a project in the following phases of project development after further research of the existing condition of the asset or the lack of an asset and constraints in implementing the project:
  1. Planning and pre-design – includes assessment of the project based on existing condition of asset or absence of asset, and available information and development of a feasibility study and preliminary scope, schedule and budget.
  2. Design - includes development of the construction plans, specifications, environmental document, contract documents, and detailed cost estimate for the CIP project.
  3. Construction - includes site preparation, utilities placement, equipment installation, construction, environmental mitigation and project closeout.

### **D. Prioritization Factors**

Based on the prioritization factors listed below, Asset Owners shall prioritize capital needs and projects for available budgetary resources. Before utilizing these prioritization factors, each Asset Owner shall incorporate the following considerations as the sole basis for scoring projects.



- a. Asset Owners via CIPRAC shall identify the minimum level of service expected from the proposed projects and use said service level as a baseline for scoring.
- b. Identify operational and maintenance goals that are realistic and sustainable.
- c. Maintain a basic facility assessment program (asset management program) that will be used to identify facilities needing improvements.
- d. Maintain a basic infrastructure and facility program that will be used to identify city and neighborhood asset deficits as identified in the General Plan, community plans and master plans.
- e. Create a multi-year (ideally five-year) Capital Improvement Planning Program that will be maintained and assessed annually.
- f. Create and maintain a database of needs and CIP projects list with priority scoring system consistent among all other Asset Owners.
- g. Designate a single staff to score the needs, monitor the status of each need and maintain/manage the needs list (listed geographically and based on priority scores) for stakeholder review and input.

**The following are the prioritization factors:**

**1. Risk to Health, Safety and Environment and Regulatory or Mandated Requirements:**

- a. Project avoids or minimizes the risk to health, safety and environment associated with the infrastructure based on condition assessment of the asset, or the lack of an asset, that may include the age, size, material, capacity, and history of failure of the infrastructure.
- b. Urgency of the project to reduce the potential hazards to the public, property and environment.
- c. Project is required by legal mandate or consent decree (project specific or programmatic, e.g. Department of Health and Environmental Protection Agency's mandates).
- d. Project is required by other regulatory requirements (project specific or programmatic, e.g. General Permit Compliance).
- e. Project is required to comply with court orders and settlements or avoids plausible legal claims (project specific or programmatic).
- f. Project complies with General Plan, Community Plan, Regional Transportation Plan, and/or approved City-wide master plan.

- g. For Public Safety, this factor will also evaluate the potential in reducing the risks to the staff's health and safety minimizing the failure or maintenance of the existing deficient infrastructure.

For example, scoring projects higher that result in:

- i. Reduction in accidents, main breaks, sewer spills and flooding problems.
- ii. Improved structural integrity and reliability of infrastructure.
- iii. Mitigation of health and environmental hazards.
- iv. Fewer or less severe mobility related accidents.
- v. Reducing emergency response times to minimum operational standards.
- vi. Addressing consent decrees, court orders, settlements and/or other legal mandates.
- vii. Compliance with the community plan.

## **2. Asset Condition, Annual Recurring Costs and Asset Longevity:**

- a. Existing conditions and capacity to meet the basic level of service is deficient.
- b. Avoids potential failure due to substandard conditions.
- c. The project improves the overall reliability of the capital asset and infrastructure system.
- d. There are major implications of delaying the project such as significant future costs, or negative community impacts.
- e. The extent to which the project reduces City operations and maintenance expenditures.
- f. The project increases the longevity of the capital asset or extends the useful life of the asset in the long term.

For example, scoring projects higher that result in:

- i. Reducing frequency and cost of repairs and bring the facility to current standards.
- ii. Reducing both maintenance requirements and energy consumption or the need for periodic cleaning.

### **3. Community Investment and Economic Prosperity:**

- a. The project contributes toward economic development and revitalization efforts.
- b. The project reduces or avoids impacts to the community when infrastructure fails.
- c. The project will benefit under-served communities including those with low income households, low community engagement and low mobility or access to transportation systems based on San Diego Association of Governments (SANDAG) census tract.
- d. The project implements the Economic Prosperity Element of the General Plan and/or other community plans.
- e. The project is located in a census tract that is deemed eligible for Community Development Block Grant (CDBG) funds.
- f. The project is located within half (1/2) mile of an existing affordable housing development.
- g. The project benefits communities that have the highest population served per acre.

For example, scoring projects higher that:

- i. Implement the City of Villages strategy.
- ii. Implement a corridor plan.
- iii. Implement an economic strategy to attract new employment centers or revitalize existing ones in neighborhoods where unemployment is above the city median.
- iv. Are located in CDBG eligible neighborhoods.
- v. Construct or renovate a library or other facility that would allow a low-income community to have more access to literacy services and other community services.

### **4. Level and Quality of Service:**

- a. The project improves existing conditions and capacity to meet the minimum level and quality of services that is deficient. Avoids potential failure due to substandard conditions.
- b. The project addresses an infrastructure or facility deficit identified in a community plan.
- c. The project addresses the need to install new facilities or improve existing facilities to provide access to City services that promotes growth and employment opportunities in under-served communities consistent with the City's Living Wage Ordinance.

For example, scoring projects higher that:

- i. Brings a facility for the first time to a neighborhood as opposed to improving/expanding an undersized but existing functional facility.

### **5. Sustainability and Conservation:**

- a. The project improves the health of the community and natural environment through sustainable designs with improved regional air quality and reduced greenhouse gas emission that contributes to climate change.
- b. The project facilitates multiple transportation options (including walk-ability, bicycles, and public transportation) and reduces the need for auto-dependency.
- c. Where appropriate, the project promotes infill development, open space and land form preservation, habitat protection and biological diversity, and enhanced urban runoff management.
- d. The project incorporates design that meets or exceeds recognized federal and state standards in the field of energy efficiency, such as State of California Title 24 Energy Efficiency Standards, LEED building standards, etc.
- e. The project results in greener neighborhoods and reduces or avoids the potential public exposure to pollutants, contamination and other hazards to public health and environment.

For example, scoring projects higher that:

- i. Utilize renewable or green energy project materials and resources efficiently.
- ii. Promote community walk-ability and use of bicycles or public transit.
- iii. Promote community use of locally-sourced and environmentally friendly products and services.
- iv. Include planting of appropriate trees in street medians or adding park and open space.

### **6. Funding Availability:**

- a. The greater a project leverages City funds against external funds (grant funds or cost sharing from outside entities) the greater priority said project shall receive.

- b. The project's rank is increased based on assessment of the amount of funding needed to complete the current project phase and the entire project.

For example, scoring projects higher that bring grant funds from an outside agency into the City and scoring projects lower that rely only on City funds.

### **7. Project Readiness:**

- a. The project is ready to enter the phase corresponding to the funding proposed. For example, a design-build project with a completed environmental document will score higher than a design-build project without a complete environmental document.
- b. The project shall be scored based upon the delivery method. Project that can be delivered most expeditiously shall be preferred.
- c. Assessment of non-engineering issues involved in completing the project. (e.g., significant environmental issues, project complexity, and level of public support). For example, projects with complex environmental issues or known significant legal challenges shall be scored lower than projects without said complications.

### **8. Multiple Category Benefit and Bundling Opportunities**

- a. The project fulfills the prioritization factors described above across multiple scoring categories.
- b. The project reduces construction costs by potentially bundling with adjacent projects. c. The project provides for partnering or bundling opportunities with other local, state, or federal agencies (e.g. leverages shared resources).

For example, scoring a project higher for:

- i. A roadway project that also provides for the replacement of a deteriorated storm drain.
- ii. A streetscape project that also provides street lighting at critical intersections.
- iii. A bikeway project that provides slope stabilization at an area of known erosion problems.

**E. Scoring Weights**

The following are the corresponding scoring weights in percentage for each factor per asset category:

Factors	Enterprise-Funded Assets and Mandated Programs	Mobility Assets	Public Safety Assets	Neighborhood Assets
1. Risk to Health, Safety and Environment and Regulatory or Mandated Requirements	25	20	15	10
2. Asset Condition, Annual Recurring Costs and Asset Longevity	20	20	20	15
3. Community Investment and Economic Prosperity	20	20	10	25
4. Level and Quality of Service	10	20	30	20
5. Sustainability and Conservation	10	5	5	10
6. Funding Availability	5	5	10	5
7. Project Readiness	5	5	5	5
8. Multiple Category Benefit and Bundling Opportunities	5	5	5	10
Total	100	100	100	100

For consistent and accurate application of the prioritization factors each asset department shall develop asset-specific sub-criteria for each factor. These criteria shall be applied to their own projects at both the Needs List Phase and the Funding Phase.

## **F. Implementation Process**

The following process discusses the steps in prioritizing projects from a need through project implementation.

1. Stakeholder, including but not limited to: the public, Community Planning Group, elected officials, Asset Owners, and other stakeholders submits a need to the Asset-Owning Department (AO).
2. The AO reviews the needs and groups them with similar scope, funding sources and functional category, when appropriate. The AO prepares a preliminary scope, cost estimate and schedule, and establishes high level priority score.
3. The AO submits the project with the priority score to Capital Improvements Program Review and Advisory Committee (CIPRAC) for review and recommendation for Mayoral approval.
  - a. If the Mayor approves CIPRAC's recommendation the project is submitted as part of the Mayor's proposed CIP Budget.
  - b. If the Mayor rejects the recommendation the project goes back to the AO as a need for reconsideration for next budget cycle.
4. Once the project is in the Mayor's proposed CIP Budget:
  - a. If CIP project is approved during the budget process the AO submits the project to Public Works (PW) for further assessment of the scope, cost and schedule.
  - b. If CIP project is rejected during the budget process, the project goes back to the AO as a need for reconsideration for next budget cycle.
5. PW updates the priority score for the CIP project with complex and more detailed scoring using the policy's prioritization factors and weights. The detailed scoring is based on detailed research and available information that may require changes to the project scope, schedule, costs and prioritization score.
  - a. If a project with the final scope, cost, schedule and prioritization score is fully funded, PW starts design and implements the project through construction.
  - b. If project requires additional funding, the project is returned to AO for additional funding and to CIPRAC for review and approval.

**Conditions:**

1. Emergency projects will automatically have 100% priority score.
2. The resultant ranking list for each category and phase of needs and CIP projects shall be reported by the Mayor to the Council as part of the annual CIP budget, with recommendations for funding.
3. Upon approval of the CIP budget by the Council, the Mayor shall pursue the completion of each project phase according to the priority ranking resulting from this prioritization process up to the total amounts authorized by Council for each project category. The Mayor shall also utilize the resultant priority ranking for the pursuit of all outside grant funding opportunities.
4. The Mayor will update the priority score as the conditions of each project change or other new information becomes available. For instance, if grant funding becomes available for a lower ranked project, the priority score would be re-evaluated with this new information. When changes occur that would alter a project's priority ranking, the priority list will be revised. The City Council will receive an informational brief of changes to the priority list at mid-year, and the annual update of the list will be part of the budget process. Similarly, resources shall not be withdrawn from a project prior to the completion of its current phase, unless reallocation is authorized by the annual appropriation ordinance or approved by Council.

Review of this policy by the appropriate Council committee shall be performed one year after implementation of this policy and bi-annually thereafter to identify additional enhancements.

Implementation of this Council Policy is not intended to release or alter the City's current or future obligations to complete specific CIP projects by specified deadlines, as may be imposed by court order, or order of any federal, state or local regulatory agency.

**HISTORY:**

Adopted by Resolution R-302291 - 01/16/2007

Amended by Resolution R-303741 - 05/30/2008

Amended by Resolution R-308535 - 11/13/2013



## **APPENDIX E – BASIC LEGAL DOCUMENTS**

The following basic legal documents are found in most public finance transactions.

### **E1      *Indenture***

Purpose:

The indenture is the basic security document of a bond transaction. It provides the terms of the bonds, including payment dates, maturities, redemption provision, registration, transfer and exchange, etc. The indenture creates the legal structure for the security for the bonds, including:

- Creation and granting of the Trust Estate
- Pledge of revenues and other collateral
- Covenants
- Default and remedy provisions
- Flow of funds
- Parity debt provisions for issuance of additional bonds in the future
- Trustee-related provisions

Substitutes:                      Trust Agreement; Fiscal Agent Agreement; Bond Resolution or Bond Ordinance.

Principal Drafter:              Bond Counsel.

Parties:                              Issuer, Trustee.

Critical Provisions for Issuer Review:

Definitions of permitted investments and revenues; scope of trust estate and pledged collateral; payment and redemption terms of bonds; additional bonds test; flow of funds with special consideration to retaining the flexibility needed to use funds not otherwise needed for debt service; reserve fund provisions; covenants; default and remedy provisions; defeasance provisions.

### **E2      *Loan Agreement***

Purpose:

The loan agreement is the document under which the bond proceeds are lent or otherwise provided for the project being financed and the user of the proceeds agrees to pay the amount of the bonds, plus interest. It provides for payment of loan, installment sale or lease payments sufficient in time and amount to pay debt service on the bonds.

Substitutes:                      Installment Sale Agreements, Facilities or Project Lease.

Principal Drafter:              Bond Counsel.

Parties:                              Conduit Borrower/Obligator, Issuer.

Critical Provisions for Issuer Review:

Representations and warranties; covenants; prepayment provisions; pledge provisions; title provisions; abatement provisions.

**E3     *Authorizing Resolution***Purpose:

The resolution authorizes issuance and sale of bonds, authorized execution and delivery of documents, and directs staff to take other actions necessary to complete financing.

Substitutes:                    Authorizing Ordinance.

Principal Drafter:            Bond Counsel or Issuer's Counsel.

Parties:                        Issuer.

Critical Provisions for Issuer Review:

Parameters for delegation of authority to sell bonds; maximum par amount and term of bonds; conformance to issuer's standard form of resolution.

**E4     *Bond/Note Purchase Agreement***Purpose:

Provides for the sale of the bonds to the underwriter; specifies discount, interest rates and terms for payment of purchase price; contains representations and warranties of the issuer; contains conditions precedent to underwriter's obligation to purchase the bonds at closing; specifies documents to be delivered at closing; specifies who will pay expenses.

Substitutes:                    Official Notice of Sale and Bid Form (competitive sales); Placement Agreement (private placements).

Principal Drafter:            Underwriter's Counsel or Disclosure Counsel.

Parties:                        Underwriter, Issuer, and Conduit Borrower.

Critical Provisions for Issuer Review:

All points listed under "Purpose" section.

**E5 Official Statement**Purpose:

The Official Statement is the document, which provides disclosures to investors and potential investors. Most financings are required to have Official Statements under SEC Rule 15c2-12. This document provides disclosure to prospective investors regarding term of bonds, security, risk factors, and financial and operating information concerning issuer and background information.

Substitutes: Offering Memorandum; Limited Offering Memorandum, Offering Circular.

Principal Drafter: Issuer, Disclosure Counsel.

Parties: Issuer.

Critical Provisions for Issuer Review:

Security and sources of payment for the bonds; risk factors; financial and operating data regarding the entity responsible for payment; litigation; and general information about the issuer.

**E6 Continuing Disclosure Agreement**Purpose:

The Continuing Disclosure Agreement contains the undertakings of the issuer to provide ongoing disclosure in the form of annual reports and event notices pursuant to SEC Rule 15c2-12. The undertakings must remain in place for the life of the issuance, with certain exceptions for pool bonds.

Substitutes: Continuing Disclosure Certificate.

Principal Drafter: Underwriter's Counsel, Disclosure Counsel, or Bond Counsel.

Parties: Issuer, Obligated Persons; Trustee.

Critical Provisions for Issuer Review:

Contents of annual reports; deadline for filing annual reports; listed event notices; amendment provisions.

**E7 Reimbursement Agreement**Purpose:

The Reimbursement Agreement appears in transactions involving a letter of credit or surety policy guaranteeing payment on the bond or draws against the reserve fund, respectively. It contains the obligation to repay the letter of credit bank amounts drawn on the credit facility. Term and conditions vary depending upon the type of transaction involved.

The Reimbursement Agreement provides for costs incurred prior to the bonds being issued to be reimbursed from such proceeds up to the date that is specified therein.

Substitutes: Financial Guarantee Agreement.

Principal Drafter: Bank Counsel, Surety Provider Counsel.

Parties: Issuer, Bank, and Trustee (in some cases).

Critical Provisions for Issuer Review:

Representations and warranties; fees payable to bank; ability of bank to “participate” the credit facility to other banks; renewals and extensions of the credit facility; default and remedy provisions; collateral provisions; choice of law provisions.

## **E8 Tax Certificate**

Purpose:

The Tax Certificate contains certifications required to be made by the issuer, and in case of a conduit issue, the borrower, in order to satisfy the requirements of the Internal Revenue Code and the regulations issued there under for the bonds to be tax-exempt. It also describes the rules applicable to the investment of bond proceeds under federal tax law.

Substitutes: Tax Agreement; Arbitrage or Non-arbitrage Certificate.

Principal Drafter: Bond Counsel.

Parties: Issuer, Borrower.

Critical Provisions for Issuer Review:

Spend down requirements, yield restrictions, arbitrage filing dates.

## **E9 Closing Documents**

Purpose:

Contains the certificates, receipts, written directions and requests, requisitions and similar documents, which are delivered at the closing of the issuance. These documents generally accomplish the following:

- A. Document the factual representations required by the purchase contract and accuracy and completeness of expertise portions of the disclosure;
- B. Document compliance with the requirements of law and contract for the issuance of the bonds;
- C. Document the flow of funds at closing; and

- D. Instruct parties to take certain actions upon closing; i.e., deposit funds in accounts, record documents, file reports, release security, etc.

Substitutes: None.

Principal Drafter: Bond Counsel.

Parties: All parties to transaction.

Critical Provisions for Issuer Review:

Accuracy of all amounts for receipt and deposit of funds, accuracy of representations, warranties, and certifications. All requisitions should be reviewed to determine correctness of payments, deposits and transfers.

**APPENDIX F – DISCLOSURE PRACTICES WORKING GROUP –  
DISCLOSURE CONTROLS AND PROCEDURES**

City of San Diego  
Disclosure Practices Working Group

Disclosure Controls and Procedures

Article I  
**General**

Section 1.1. Purpose. These Disclosure Controls and Procedures are designed to (i) ensure the accuracy of the City of San Diego’s disclosures and the City’s compliance (including the City Council, City officers, and staff) with all applicable federal and state securities laws, and (ii) promote best practices regarding disclosures relating to securities issued by the City and its Related Entities.

Section 1.2. Disclosure Practices Working Group. Pursuant to Sections 22.4101 and 22.4103 of the Municipal Code a DPWG has been established. Membership of the Disclosure Group shall be as set forth in Section 22.4103 of the Municipal Code.

Section 1.3. Responsibilities of DPWG. The DPWG shall have the responsibilities set forth in (i) subsection (b) of Section 22.4101 of the Municipal Code, (ii) Section 22.4107 of the Municipal Code, (iii) subsection (a) of Section 22.4109 of the Municipal Code, and (iv) such additional responsibilities as are set forth in the Municipal Code and these Procedures.

Section 1.4. Meetings of the Disclosure Group. In accordance with Section 22.4104 of the Municipal Code, DPWG shall meet as often as necessary to fulfill its obligations. Any member of the Disclosure Group may convene a meeting. Meetings may be attended in person or via telephone, however at least one in-person meeting is required for approval of Official Statements, CAFRs and other Disclosure Documents if so requested by any Member. The Disclosure Coordinator shall distribute an agenda for each meeting. The agenda shall be prepared in consultation with members of the DPWG or at the request of City staff. Any member or ex officio participant of the DPWG may place an item on the agenda.

Section 1.5. Quorum; Delegation. A quorum will consist of at least three of the five individuals identified in Section 22.4103(a) of the Municipal Code or the designees of those individuals. Members may designate appropriate individuals to attend DPWG meetings in the event that the Member is not able to attend. Disclosure Documents may only be approved by Members or designees specifically permitted under the Municipal Code.

## Article II

### ***Definitions***

Section 2.1. Definitions. Capitalized terms used in these Disclosure Controls and Procedures shall have the meanings set forth below:

“*CAFR*” means the City’s Comprehensive Annual Financial Report.

“*City*” means the City of San Diego, California.

“*Contributors*” means those persons contacted by the Financing Group or the Disclosure Group, or assigned by a department director, to assist with the review or preparation of a Disclosure Document as described in Section 4.3.

“*Deputy City Attorney for Finance and Disclosure*” means the attorney designated as such pursuant to Section 22.0302 of the Municipal Code.

“*Disclosure Coordinator*” means the Deputy City Attorney for Finance and Disclosure.

“*Disclosure Documents*” means those documents defined as such in Article III.

“*EMMA*” means the Electronic Municipal Market Access reporting system of the Municipal Securities Rulemaking Board.

“*Financing Group*” means, collectively, those persons identified as such pursuant to subsection A. of Section 4.3.

“*Member*” means the individuals identified in Section 22.4103(a) of the Municipal Code.

“*Municipal Code*” means the San Diego Municipal Code, as amended from time to time.

“*Preparer*” means those persons defined as such in subsection A. of Section 4.5.

“*Procedures*” means these Disclosure Controls and Procedures.

“*Related Entities*” means those entities as defined in Section 22.4102 of the Municipal Code. Related Entities include, but are not limited to, those Related Entities as set forth in Exhibit A.

## Article III

### ***Disclosure Documents***

Section 3.1. Disclosure Documents. “Disclosure Documents” means (i) the City’s documents and materials prepared, issued, or distributed in connection with the City’s

disclosure obligations under applicable federal and state securities laws relating to its securities and (ii) any other disclosure which, pursuant to the Municipal Code, the Disclosure Group has the responsibility to review and approve. Disclosure Documents shall include, but not be limited to, the following:

A. Preliminary and final official statements, and preliminary and final private placement memoranda, relating to the City's securities, together with any supplements;

B. the City's Financial Statements;

C. any filing made by the City with EMMA, whether made pursuant to a continuing disclosure agreement to which the City is a party or made voluntarily;

D. rating agency presentations, investor presentations and any postings on the City investor webpage, not including explanatory or informational items such as the forward calendar;

E. any disclosure materials requiring, pursuant to the Municipal Code, approval and certification by the Mayor, City Attorney, or Chief Financial Officer;

F. disclosures provided by the City in connection with securities issued by Related Entities, together with all of such documents and materials prepared, issued, or distributed in connection with such securities of such related entity, to the extent that the City, the City Council, or City officers, or staff have prepared or are responsible for the preparation of the form or content of such documents or materials;

G. offering documents prepared by Related Entities if such documents are subject to the approval of the City Council (e.g. when the City Council is acting in its capacity as the governing board of the Housing Authority or the Successor Agency of the Redevelopment Agency or the legislative body of the Community Facilities Districts); and

H. such portions of the City's adopted annual budget as the Disclosure Group determines to be appropriate, which shall at a minimum include the executive summary.

Section 3.2 Where a City Related Entity is a conduit issuer and no City or Related Entity financial information is being disclosed (e.g., Housing Authority multifamily housing revenue bonds), documents otherwise meeting the definition of Disclosure Document herein need not be reviewed by DPWG.

## Article IV ***Review Process***

Section 4.1. Determination of "Disclosure Document" status. Whether a particular document or other communication is a Disclosure Document shall be determined by DPWG, including but not limited to, the determination whether a document should be



filed voluntarily with EMMA (Section 3.1.C. above). Any Member may seek the advice of DPWG to determine whether any document should be treated as a Disclosure Document. To assist DPWG in its determination whether a particular document is a Disclosure Document as described in subsection F. of Section 3.1, information shall be solicited from the appropriate Related Entity, if necessary.

Section 4.2. Review of Form and Content of Disclosure Documents. DPWG shall review the form and content of each Disclosure Document. DPWG may require the attendance of all persons responsible for the preparation or review of the Disclosure Document.

Section 4.3. Review of Official Statements. The following procedures shall apply to those Disclosure Documents described in subsections A. or G. of Section 3.1 (Official Statements):

A. Financing Group. The Debt Management Director shall identify a Financing Group for each financing (the composition of which may differ for each financing), which shall include the Deputy City Attorney for Finance and Disclosure (or such other Deputy City Attorney designated to work on the matter by the Deputy City Attorney for Finance and Disclosure), such manager of Debt Management and other City finance and operations management staff as the Director of Debt Management determines is appropriate to interface with the bond financing team (i.e., bond counsel and/or disclosure counsel, underwriter(s), underwriter's counsel, financial advisors, and appropriate City staff).

B. Responsibilities of Financing Group. The Financing Group shall (i) assist the bond financing team in the preparation of the Disclosure Document and (ii) the Director of Debt Management working with the Financing Group shall certify to DPWG that, to the best of his or her knowledge, these Procedures were followed in such preparation.

1. The Financing Group shall be responsible for soliciting material information from City departments. The Financing Group shall identify Contributors who may have information necessary to prepare, or who should review portions of, the Disclosure Document. These Contributors should be timely contacted and informed that their assistance will be needed for the preparation of the Disclosure Document, which notification will contain the information set forth in Exhibit C. Contributors shall be provided with adequate time to fulfill their responsibilities under these Procedures.

2. The manager of Debt Management assigned to the financing, together with the Deputy City Attorney for Finance and Disclosure, shall maintain or cause to be maintained by the transaction disclosure counsel an accurate log of all individuals or departments that contributed to the Disclosure Document, including what sections such individuals or department prepared or reviewed. The Deputy City Attorney for Finance and Disclosure shall also be responsible for maintaining all certifications on behalf of DPWG.

3. The Financing Group shall confirm to and advise DPWG that each section of and all financial and operating information contained in the Disclosure Document has been reviewed by an appropriate person, as evidenced by the written material described in 2. above (which shall constitute the “audit trail” referenced in Section 22.4106(a)(4) of the Municipal Code). Of particular import is that the “Appendix A” and other information concerning the City be compared for accuracy against the City’s CAFR.

4. The Financing Group shall report any significant disclosure issues and concerns to DPWG as they are discovered.

5. Where appropriate, the Financing Group may exercise the authority granted to DPWG under Municipal Code section 22.4111 to require information, assurances or certifications from officers and employees of the City or the City’s component units or related entities. Any issues related to obtaining such information, assurances or certifications shall be referred to DPWG. Any issues related to obtaining information from parties outside the City, including consultants, shall also be referred to DPWG.

C. Responsibilities of Contributors. A Contributor shall assist in reviewing and preparing the Disclosure Document using his or her knowledge of the City and by discussing the Disclosure Document with other members of the department in an attempt to ensure the accuracy of the information and to determine whether any other information should be discussed or disclosed. Once a Contributor is notified of his or her need to participate in preparing a Disclosure Document, the Contributor and the Contributor’s department director shall cooperate with Financing Group and DPWG requests. Contributors who provide information incorporated into a Disclosure Document shall provide assurances to his or her department director as to the accuracy of such information and the Contributor’s participation shall be noted in the director’s certification to DPWG.

D. Review and Certification by Department Directors. With respect to those Disclosure Documents described in subsection A. of Section 3.1, the directors of the departments identified below, or appropriate designees, shall participate in the activities of the Financing Group to ensure that information provided by or concerning the operational responsibilities of the department are accurate and complete. The departments and component units are as follows:

1. Office of the City Comptroller (Exhibit D)
2. Department of Financial Management (Exhibit D)
3. Department of Risk Management (Exhibit D)
4. Transportation and Stormwater Department (Exhibit D)
5. San Diego City Employees’ Retirement System (Exhibit D)

6. Office of the City Attorney (Exhibit E)
7. Public Utilities Department (if a water or wastewater financing) (Exhibit D)

The Financing Group or DPWG may request certifications from any other department, component unit or related entity as needed. Certifications must be provided by department directors and not designees unless there are extenuating circumstances such as illness or absence. Certifications shall be addressed to DPWG.

E. Review by Chief Financial Officer. The Chief Financial Officer shall review the Disclosure Document in full to identify any material difference in presentation of financial material from the CAFR, any misstatement or omission in any sections that contain descriptions of information prepared by or of interest to the Chief Financial Officer. Any comments on the Disclosure Document shall timely be sent to the Financing Group. (Exhibit F)

Section 4.4. Review of the City's Comprehensive Annual Financial Report. The City's CAFR is prepared at the direction of the City Comptroller. The City Comptroller shall require certifications from the director of any department or component unit providing information for inclusion in the CAFR where the City Comptroller considers such information material. Departments providing such certifications shall include:

1. Department of Risk Management.
2. Environmental Services Department.
3. Public Utilities Department.
4. Transportation and Stormwater Department.
5. Real Estate Assets Department.
6. San Diego City Employees' Retirement System.
7. Office of the City Attorney.

In the event that the City Comptroller determines that any department not specifically identified above is providing material information for inclusion in the CAFR, the City Comptroller shall require certification from such department. Certifications shall be address to the Chief Financial Officer and shall generally follow the form of Exhibit [].

Section 4.5. Review of Disclosure Documents other than Official Statements. The following procedures shall apply to those Disclosure Documents that are not addressed in Section 4.3 or Section 4.4:

A. Determination of Disclosure Document. Any person (each, a "Preparer") preparing any information for release to the public that could be considered a Disclosure Document and that is not otherwise identified as a Disclosure Document in the forward

calendar referenced in Section 6.3, shall notify the Deputy City Attorney for Finance and Disclosure of such information. The Deputy City Attorney for Finance and Disclosure shall, in consultation with the City's outside disclosure counsel, timely make a determination whether such information is a Disclosure Document pursuant to Section 4.1.

B. Notify DPWG. If it is determined that a document is a Disclosure Document, the Preparer shall inform DPWG of the (i) expected completion date of the Disclosure Document and (ii) the expected or required dissemination date of the Disclosure Document.

C. Involvement of Deputy City Attorney. The Deputy City Attorney for Finance and Disclosure, in consultation with the City's outside disclosure counsel as necessary, shall assist the Preparer to:

1. identify material information that should be disclosed;
2. identify other persons that may have material information or knowledge of any information omitted from such Disclosure Document; and
3. determine when the Disclosure Document is final and ready for review by DPWG.

D. Prepare Source List. The Preparer shall keep a list of individuals or groups that have contributed to the preparation of the Disclosure Document and a list of sources from which the information summarized or updated in the Disclosure Document was derived.

## Article V

### ***Approval Process***

Section 5.1. General. DPWG shall review and approve the form and content of each Disclosure Document. To the extent feasible, DPWG should act through consensus decision-making. If DPWG is unable to reach consensus, any dissenting opinion shall be reflected in the certificate of DPWG. Those Disclosure Documents that (i) the City is contractually obligated to file with EMMA if determined to be a material event or as a result of the failure to file the required annual financial information and (ii) contain no discretionary content (e.g., rating changes), may be filed with the EMMA upon the approval of the City's outside disclosure counsel and the Deputy City Attorney for Finance and Disclosure. DPWG may so designate other approvals, as appropriate. DPWG may also approve Disclosure Documents via email after initial reviews are conducted via telephone or in person.

Section 5.2. Review of the Official Statements by Disclosure Group for Approval. The Financing Group shall submit any Disclosure Document described in Section 4.3 (Official Statements) to DPWG when (i) it has completed all the updates, and source documentation finalized as described in Section 4.3, and (ii) in its best judgment, the

Disclosure Document is in substantially final form. The Financing Group, including the transaction disclosure counsel, shall present the Official Statement to DPWG to ensure the disclosures are accurate and complete. If necessary, documents may be submitted in parts.

DPWG shall evaluate the Disclosure Document for accuracy, and have the opportunity to ask questions of the Financing Group and of any Contributor or other person who reviewed or drafted any section of the Disclosure Document. DPWG may send the Disclosure Document back to the Financing Group for revisions. DPWG shall timely provide the Financing Group with any comments or questions on the Disclosure Document or the associated financing.

**Section 5.3. Submission of Official Statements to Mayor and City Attorney.** DPWG shall submit any Disclosure Document described in Section 4.3 to the Mayor and City Attorney when, in its best judgment, (i) the Disclosure Document is in substantially final form and (ii) DPWG has complied with these Procedures. Such submission shall be by means of the transmittal letter attached as Exhibit L.

The Mayor and City Attorney shall evaluate, or cause to be evaluated, the Disclosure Document for completeness and accuracy. The Mayor and the City Attorney shall meet with the Financing Group and DPWG at a mutually convenient time, and may ask questions of the Financing Group, DPWG, any Contributor, and any other person who reviewed or prepared any section of the Disclosure Document. The Mayor or City Attorney may send the Disclosure Document back to the Financing Group for revisions. Upon satisfaction with the Disclosure Document, the Mayor and City Attorney shall execute the certifications required by Section 22.4111(a) of the Municipal Code, in the form attached as Exhibit M, and provide a copy to DPWG.

**Section 5.4. Chief Financial Officer Certification.** Upon satisfaction with a Disclosure Document described in Section 4.3 or in subsection F. of Section 3.1, the Chief Financial Officer shall execute the certification required by 22.0709(b) of the Municipal Code, in the form attached as Exhibit N, and provide a copy to DPWG. With respect to each CAFR, the Chief Financial Officer shall execute the certification required by 22.0709(a) of the Municipal Code, in the form attached as Exhibit O, and provide a copy to DPWG.

**Section 5.5. Submission of Official Statements to City Council for Approval.** As part of the docketing process, DPWG shall submit any Disclosure Document described in Section 4.3 to the City Council for approval together with the certifications from the Mayor, the City Attorney, and the Chief Financial Officer promptly after the receipt of such certifications. The approval of such a Disclosure Document by the City Council shall be docketed on the adoption agenda and shall not be approved as a consent item. The City Council shall undertake such review as deemed necessary by the Deputy City Attorney for Finance and Disclosure and the City's outside disclosure counsel to fulfill the City Council's responsibilities under applicable federal and state securities laws.

**Section 5.6. Approval of Disclosure Documents other than Official Statements.** Any Disclosure Document shall be submitted to DPWG for approval when the Preparer, the

Deputy City Attorney for Finance and Disclosure, and the City's outside disclosure counsel believe such Disclosure Document is ready for dissemination.

DPWG shall evaluate the Disclosure Document for accuracy and completeness, and have the opportunity to ask questions of the Preparer or any other person who reviewed or drafted any section of the Disclosure Document. DPWG may send the Disclosure Document back to the Preparer for revisions. DPWG shall communicate to the Preparer any comments or questions on the Disclosure Document or the associated financing in a timely manner.

Section 5.7. Review and Approval of Private Placements or Direct Loan instruments. DPWG shall review all borrowings proposed to be done on a private placement or direct loan basis of the City or its related entities to (i) ensure that adequate processes have been implemented to enable the purchaser to conduct due diligence on the project; (ii) determine if there is a disclosure document or annual reporting requirements; and (iii) ensure, if appropriate, that there are adequate controls in place restricting the transfers of such securities. If DPWG finds that there are disclosure requirements, they shall undertake the review required by Section 4.2. For any privately placed transaction, DPWG shall be provided with the final staff report describing the issue and such other documents as DPWG shall request.

## Article VI

### *Timelines for Review*

Section 6.1. Timeline for Review of Official Statements. The timeline for any particular bond financing for which a Disclosure Document as described in subsections A. or G. of Section 3.1 will vary depending on the financing timeline for the bond issuance, funding needs, and market conditions as determined by Debt Management in consultation with the Chief Financial Officer, provided that sufficient time is allowed to fully comply with these Procedures.

Section 6.2. Timeline for Review of Disclosure Documents other than Official Statements. The timeline for preparing any particular Disclosure Document will vary depending on the type of Disclosure Document and whether or not the Disclosure Document was on the forward calendar referenced in Section 6.3. Accordingly, the following timeline has been developed to assist DPWG and the Preparer in developing a schedule, but is intended only to provide general guidance in light of the unique characteristics of each Disclosure Document.

Action	Scheduled (measured by days before Disclosure Document dissemination scheduled)	Unscheduled (measured from days after unexpected Disclosure Document revealed)
Disclosure Group notified of the potential Disclosure Document	30 days	ASAP
Preparer, Deputy City Attorney for Finance and Disclosure, or the City's outside disclosure counsel identify other persons that may have material information or knowledge of any information omitted from such Disclosure Document	15-30 days	4 business days
Disclosure Document finalized and transmitted to Disclosure Group	7-15 days	4-5 business days
Disclosure Group reviews Disclosure Document and all related materials, and approves Disclosure Document for dissemination	5days	ASAP

Section 6.3. Forward Calendar. Debt Management shall maintain a forward calendar that sets forth, to the best judgment of the Department and in consultation with the Deputy City Attorney for Finance and Disclosure, the Chief Financial Officer, and other City finance departments as appropriate, a comprehensive list of Disclosure Documents including the audited financial statements and relevant sections of the City budget that are subject to the review and approval of DPWG in the upcoming month. The Director of Debt Management shall advise DPWG of all Disclosure Documents originating in Debt Management (particularly, those Disclosure Documents described in subsection A. of Section 3.1, and those Disclosure Documents filed by the City with EMMA pursuant to continuing disclosure agreements described in subsection C. of Section 3.1) that are expected to be submitted to DPWG for review and approval. In addition, the Deputy City Attorney for Finance and Disclosure shall advise DPWG of those Disclosure Documents described in subsections F. or G. of Section 3.1 that are expected to be submitted to DPWG for review and approval.

## Article VII

### ***Training Policy***

#### Section 7.1. Training Sessions.

A. Employees with responsibility for collecting or analyzing information that may be material to the preparation of a Disclosure Document shall attend disclosure

training sessions conducted by the City's outside disclosure counsel, with the assistance of the Deputy City Attorney for Finance and Disclosure, and the Director of Debt Management. New employees shall review the video of such a session within three months of their first day of employment. Such training sessions shall include education on the City's disclosure obligations under applicable federal and state securities laws and their responsibilities and potential liabilities regarding such obligations. Such training sessions may be conducted in person or by video.

B. The determination as to whether a class of employee or specific individual employees or groups of employees shall receive such training shall be made by the Chief Financial Officer or the Deputy City Attorney for Finance and Disclosure, as appropriate. DPWG may also require training for a particular employee or employees not otherwise specified.

C. Separate training sessions shall be conducted by the City's outside disclosure counsel, with the assistance of the Deputy City Attorney for Finance and Disclosure for the Mayor and City Council members.

## Article VIII

### ***Document Retention Policies***

#### Section 8.1. Official Statements.

A. Materials retained. In addition to closing transcripts, which shall be maintained by Debt Management, DPWG shall retain in a central depository, for a period of five years from the date of delivery of the securities referenced in a Disclosure Document described in subsections A. or G. of Section 3.1, executed copies of any certifications or logs prepared according to these Procedures and the following materials:

1. the executed copies of the letters, requests, and certifications required pursuant to these procedures;
2. the information and related sources referenced in the materials described in 1. above; and
3. any written certification or opinions executed by a City official relating to disclosure matters if such certifications are not contained in the closing transcript.

B. Materials not retained. DPWG shall not retain after the date of delivery of the related securities drafts of any materials.

Section 8.2. Disclosure Documents other than Official Statements. DPWG shall retain in a central depository, for a period of five years from the date the respective Disclosure Document is published, posted, or otherwise made publicly available:

1. the final version of the Disclosure Document,



2. all transmittal letters, requests, and certifications relating to information in the Disclosure Document, and

3. the information and related sources referenced in the materials described in 2. above.

DPWG shall not retain the drafts of any such materials.

## Article IX ***Confidential Submissions***

Section 9.1. Deputy City Attorney for Finance and Disclosure. The City shall encourage City employees to contact the Deputy City Attorney for Finance and Disclosure with any disclosure questions or concerns. To the extent permitted by law, upon the employee's request, the Deputy City Attorney for Finance and Disclosure shall keep the employee's identity confidential.

Section 9.2. Fraud Hotline. Anonymous submissions related to disclosure matters may also be made through the fraud hotline maintained by the City Auditor, if appropriate.

## Article X ***Annual Review***

Section 10.1. Annual Review. DPWG shall conduct an annual evaluation of these Disclosure Controls and Procedures and also prepare an annual report of the activities undertaken by DPWG during the year, in accordance with the procedures and the dates established by Section 22.4106 of the Municipal Code.

**Exhibits**

- A. List of Related Entities
- B. Related Entity Letter
- C. Request for Information from Contributors
- D. Transmittal by Department Director or Deputy City Manager to Financing Group
- E. Underwriter's/Financial Advisor's Confidentiality Agreement
- F. Letter from Human Resources Manager
- G. Letter from SDCERS Representative
- H. Letter from City Attorney's Office Regarding Litigation
- I. Letter from Chief Financial Officer
- J. Municipal Finance Disclosure Reference Materials
- K. Transmittal of Official Statement by Financing Group to Disclosure Group
- L. Transmittal of Official Statement by Disclosure Group to City Manager and City Attorney
- M. Certifications by City Attorney and City Manager
- N. Certification by Chief Financial Officer Regarding Official Statements
- O. Certification by Chief Financial Officer Regarding CAFR

Exhibit A

**Related Entities**

Assessment District 4030 (Otay Mesa Industrial Park)

Assessment District 4096 (Piper Ranch Business Park)

City of San Diego/MTDB Authority

Community Facilities District No. 1 (Miramar Ranch North)

Community Facilities District No. 2 (Santaluz)

Community Facilities District No. 3 (Liberty Station)

Community Facilities District No. 4 (Black Mountain Ranch Villages)

Convention Center Expansion Financing Authority

Public Facilities Financing Authority of the City of San Diego

Reassessment District No. 1999-1

Reassessment District No. 2003-1

Redevelopment Agency of the City of San Diego

San Diego Facilities and Equipment Leasing Corporation

San Diego Housing Authority

San Diego Housing Commission

San Diego Open Space Park District No. 1

San Diego Tobacco Revenue Funding Corporation

## Exhibit B

**Related Entity Letter**

Pursuant to Municipal Code §22.4101 *et seq.* (Code), the Disclosure Practices Working Group (Group) has the responsibility to review the form and content of information disclosed by the City in connection with securities issued by Related Entities (as defined in the Code). Accordingly, in order to fulfill such responsibility, you must submit this letter for approval by the Group, and you understand and agree that you will not docket the Preliminary Official Statement or other offering document for consideration by the City Council prior to submitting this letter to the Group.

You have received this letter because [name of issuer] is a Related Entity of the City. Please advise, by checking the appropriate box below, whether you are in receipt of any information of the type referenced in the preceding paragraph.

☐ We did not request, and did not receive, any information from a City employee that we intend to include in the Preliminary Official Statement or other offering document that is being prepared in connection with the securities being offered by [name of Related Entity].

☐ We received information from [name of City employee], a copy of which is attached, which we intend to include in the Preliminary Official Statement that is being prepared in connection with the securities being offered by [name of Related Entity]. We understand and acknowledge that we are not authorized to include this information in such Preliminary Official Statement or any other disclosure document until we receive written authorization from a representative of the Group to include such information.

Related Entity: \_\_\_\_\_

Authorized Officer: \_\_\_\_\_

## Exhibit C

**Request for Information from Contributors**

The Debt Management department of the City is requesting information from [department or division name] to be included in a detailed disclosure of the City's financial and operating data for an [official statement] [annual report] to be issued by the City in connection with [the sale of bonds or other securities] [federal annual reporting requirements for municipal securities]. This information will be disseminated publicly to the investing public, including bondholders, rating agencies, financial advisors and other members of the investment community.

Federal securities laws require that the information be complete, accurate, and in no way misleading. Please review carefully and critically the information you are providing to be certain, to the best of your knowledge after reasonable inquiry of the appropriate persons, that it is accurate, complete and not misleading. Please be certain that the source documentation is reliable and auditable, should any future inquiry arise. Please provide a copy of all source documentation. Please describe any exceptions or other caveats to the information you are providing.

Please review the information in its entirety, rather than simply updating that which has already been provided, to determine whether any material changes have occurred or if any new or additional information should be included to make the information you are providing not misleading and as complete and accurate as possible.

Please provide the information by no later than [X date], and please advise of any subsequent changes to such information through [Y date].

If you require additional information regarding this request for information, please contact \_\_\_\_\_, at x\_\_\_\_\_. Thank you for your assistance.

## Exhibit D

**Transmittal by Department Director  
or Chief Operating Officer  
to Financing Group**

I am the [Department Director/Chief Operating Officer] responsible for reviewing the portion of the Disclosure Document that is attached. This disclosure has been reviewed by me and by each identified Contributor, and was discussed at a meeting of the \_\_\_\_\_ department. I have also attached copies of any materials that were a source for all or a portion of this disclosure. I have reviewed and complied with the procedures set forth in subsection C. of Section 4.3 of the Disclosure Controls and Procedures. I have attended the federal securities law training seminar conducted by the City's outside disclosure counsel or viewed a recorded version thereof. In the event of any material change to the attached disclosure between the date of this letter and the scheduled delivery date for the bonds (X date), I shall promptly advise the Financing Group.

\_\_\_\_\_  
[Department Director/Chief Operating  
Officer]

## Attachments

- reviewed disclosure
- source materials
- list of Contributors

## Exhibit E

**[Underwriter's/Financial Advisor's] Confidentiality Agreement**

The [Underwriter/Financial Advisor] acknowledges, represents and warrants to the City that in connection with the preparation for and offering and sale of the Bonds, the [Underwriter/Financial Advisor], its agents, employees and counsel involved in the offering have been and will be provided non-public information by or on behalf of the City, including but not limited to drafts of the Preliminary Official Statement and Official Statement; the [Underwriter/Financial Advisor], its agents, employees and counsel involved in the offering have been and will be provided such information for the purpose of the offering and sale of the Bonds and not for any other purpose; and the Preliminary Official Statement and Official Statement, and any supplements or amendments thereto in accordance with the provisions of the Bond Purchase Agreement, constitute the only documents authorized by the City for dissemination of such information.

The [Underwriter/Financial Advisor] covenants and agrees to protect and maintain the confidentiality of such information and to take appropriate steps to assure that its agents, employees and counsel involved in the offering will not make use of such information for any purpose other than the offer and sale of the Bonds.

Notwithstanding the preceding two paragraphs, the [Underwriter/Financial Advisor] has the right to use or to disclose any information: (i) which is, at the time of disclosure, generally known or available to the public (other than as a result of a breach of this Agreement); (ii) which becomes, at a later date, generally known or available to the public through no fault of the [Underwriter/Financial Advisor] and then only after said later date; (iii) which is disclosed to the [Underwriter/Financial Advisor] in good faith by a third party who, to [Underwriter/Financial Advisor]'s knowledge, has an independent right to such information and is under no known obligation not to disclose it to the [Underwriter/Financial Advisor]; (iv) which is possessed by the [Underwriter/Financial Advisor], as evidenced by such [Underwriter/Financial Advisor]'s written or other tangible evidence, before receipt thereof from the City; (v) to the extent expressly required by any governmental, judicial, supervisory or regulatory authorities pursuant to federal or state law, subpoena or similar legislative, administrative or judicial process; (vi) in connection with the offering and sale of the Bonds if the [Underwriter/Financial Advisor] or its counsel determines that confidential information is material (within the meaning of the federal securities laws) and therefore must be disclosed in connection with the offering and sale of the Bonds, provided, that the [Underwriter/Financial Advisor] shall provide prior written notice thereof to the City (to the extent permitted by law), including a copy of the proposed disclosure or other use, and shall have obtained the City's written consent to such use if the offering has not commenced; or (vii) the use of which is consented to by the express prior written consent of the City.

The [Underwriter/Financial Advisor] shall return all confidential material to the City when the bond transaction is completed or their services are otherwise completed.

## Exhibit F

**Letter from the Labor Relations Director**

Financing Group:

I have reviewed the information in the [Official Statement/Offering Memorandum] that relates to employee relations, collective bargaining, pensions and benefits, and litigation concerning current or former employees. I have also read and understand the directions that were provided to me in the letter from the Financing Group. In the event of any material change to the attached disclosure between the date of this letter and the scheduled delivery date for the bonds (X date), I shall immediately advise the Financing Group. [No information concerning the above categories was included./I have no comments./My comments are attached.]

---

Labor Relations Director



## Exhibit G

**Letter from SDCERS Representative**

Financing Group:

I have reviewed the information in the [Official Statement/Offering Memorandum/CAFR] that relates to pension benefits and other retirement benefits, pension plan funding, and litigation concerning SDCERS. I have also read and understand the directions that were provided to me in the letter from the Financing Group. In the event of any material change to the attached disclosure between the date of this letter and the scheduled delivery date for the bonds (X date), I shall immediately advise the Financing Group. [No information concerning the above categories was included./I have no comments./My comments are attached.]

---

SDCERS Representative

## Exhibit H

**Letter from City Attorney's Office Regarding Litigation**

## Financing Group:

The litigation section of the Disclosure Document has been reviewed by the appropriate attorneys, and the attached disclosure reflects all material current, pending or threatened litigation, and describes any material settlements or court orders. For purposes of this letter, the term "material" means (i) any litigation threatened, pending or commenced against the City seeking to prohibit, restrain or enjoin the issuance, sale or delivery of the Bonds, or contesting or affecting the validity or enforceability of, the pledge of revenue for, or the power of the City to issue, the Bonds, (ii) any litigation or pending regulatory action the potential exposure for which is greater than \$5,000,000. In the event of any material change to such information between the date of this letter and the scheduled delivery date for the bonds (X date), I shall immediately advise the Financing Group.

---

Deputy City Attorney for Finance and  
Disclosure

## Exhibit I

**Letter from Chief Financial Officer**

Financing Group:

I have reviewed the information in the [Official Statement/Offering Memorandum], including particularly the financial disclosures, and I have compared the financial disclosures in the Disclosure Document to the City's Comprehensive Annual Financial Report. I have also read and understand the directions that were provided to me in the letter from the Financing Group. To the best of my knowledge, there are no misstatements or omissions in any sections of the Disclosure Document that contain descriptions of information prepared by or of interest to the Chief Financial Officer. In the event of any material change to the attached disclosure between the date of this letter and the scheduled delivery date for the bonds (X date), I shall immediately advise the Financing Group. [I have no comments./My comments are attached.]

---

Chief Financial Officer

## Exhibit J

**Municipal Finance Disclosure Reference Materials**

1. Public Finance Criteria, Standard & Poor's (see [www.standardandpoors.com](http://www.standardandpoors.com), click on "Criteria and Definitions" under "Credit Ratings").
2. Questions to Ask Before You Approve a Bond Issue: A Pocket Guide for Elected and Other Public Officials, National League of Cities; National Association of Counties; National Association of State Auditors, Comptrollers, and Treasurers; and the Government Finance Officers Association, Dec. 1996
3. Disclosure Roles of Counsel in State and Local Government Securities Offerings, American Bar Association, State and Local Government Law, and National Association of Bond Lawyers, 1994.
4. Recommended Best Practices in Disclosure, National Federation of Municipal Analysts, 2004.
5. Making Good Disclosure: The Role and Responsibilities of State and Local Officials Under the Federal Securities Laws, Government Finance Officers Association, 2001.
6. Disclosure Guidelines for State and Local Government Securities, Government Finance Officers Association, 1991.

Exhibit K

**Transmittal of Official  
Statement by Financing Group  
to Disclosure Group**

Disclosure Group:

The Financing Group has, with respect to the [Official Statement/Offering Memorandum], (i) performed the responsibilities set forth in subsection B. of Section 4.3 of the Disclosure Controls and Procedures, (ii) obtained all the approvals and source documentation described in said Section 4.3, copies of which are attached, and (iii) in our best judgment, the Disclosure Document is in substantially final form and ready for review by the Disclosure Group.

---

Representative of Financing Group

[list names of members of Financing Group]

## Exhibit L

**Transmittal of Official  
Statement by Disclosure Group  
To City Manager and City Attorney**

City Manager and City Attorney:

The Disclosure Group has reviewed and approved the [Official Statement/Offering Memorandum] in accordance with the procedures set forth in Section 5.2 of the Disclosure Controls and Procedures. In the best judgment of the Disclosure Group, the Disclosure Document is in substantially final form and the Disclosure Group has complied with the Disclosure Controls and Procedures.

\_\_\_\_\_  
Representative of Disclosure Group

[list names of members of Disclosure Group]

## Exhibit M

**Certifications by City Attorney and City Manager**

City Council:

I have reviewed the [description of Official Statement or Offering Memorandum], and I have met with and asked questions of the Financing Group, the Disclosure Group, any Contributor, any other person who reviewed or drafted any section of the [Official Statement/Offering Memorandum], and any other person that I thought necessary or appropriate. I hereby certify that, to the best of my knowledge, the [Official Statement/Offering Memorandum] does not make any untrue statement of a material fact or omit to state a material fact necessary in order to make the statements made, in the light of the circumstances under which they were made, not misleading.

---

City Manager/City Attorney

## Exhibit N

**Certification by Chief Financial Officer Regarding Official Statements**

City Council:

I have reviewed the [description of Official Statement or Offering Memorandum] and compared the City Financial Statements with the Disclosure Document. In addition, I have reviewed the Disclosure Document in full to identify any misstatement or omission in any sections that contain or omit descriptions of information prepared by or of interest to the Chief Financial Officer. I hereby certify that, to the best of my knowledge:

1. the Disclosure Document fairly presents, in all material respects, the financial condition and results of operations of the City;
2. the Disclosure Document does not make any untrue statement of a material fact or omit to state a material fact necessary in order to make the statements made, in the light of the circumstances under which they were made, not misleading; and
3. that the financial statements and other financial information from the City Financial Statements included in such Disclosure Document, if any, fairly present in all material respects the financial condition and results of operations of the City as of, and for, the periods presented in the City Financial Statements.

---

Chief Financial Officer



## Exhibit O

**Certification by Chief Financial Officer Regarding CAFR**

City Council:

I hereby certify that, to the best of my knowledge, as of the date of the CAFR:

1. the information contained in the [Fiscal Year] CAFR fairly presents, in all material respects, the financial condition and results of operations of the City as of, and for, the periods presented in the CAFR; and
2. the CAFR does not make any untrue statement of a material fact or omit to state a material fact necessary in order to make the statements made, in the light of the circumstances under which they were made, not misleading.

---

Chief Financial Officer

## **APPENDIX G – GLOSSARY**

### Arbitrage

With respect to municipal bonds, arbitrage is the profit made from investing the proceeds of tax-exempt bonds in higher-yielding securities.

### Assessment

A charge levied against a parcel of land for the benefit that is generated by the underlying improvement project, or in certain cases public services. The governing body of the entity levying the Assessment must make a finding of special benefit in order to validate this process.

### Backloading

Debt repayment is scheduled towards the back-end.

### Assessment District

A Special District formed by a local government agency and includes property that will receive direct benefit from the construction of a new public improvement or, in certain cases, from the maintenance of existing public improvements.

### Community Facilities District

A common and popular type of Special Tax district that can fund ongoing maintenance services, capital projects, or both. It is allowed under the Mello-Roos Community Facilities Act of 1982 and California Government Code Section 53311 et seq.

### Conduit Financing

A financing in which the proceeds of the issue are loaned to a nongovernmental borrower who then applies the proceeds for a project financing or, if permitted by federal tax law for a qualified 501(c)(3) bond, for working capital purposes.

### Continuing Disclosure

The ongoing disclosure provided by an issuer or obligated person pursuant to an undertaking entered into to allow the underwriter to comply with SEC Rule 15c2-12.

### Debt Service

The total interest, principal and mandatory sinking fund payments due at any one time.

### Debt Service Reserve Fund

An account from which monies may be drawn to pay debt service on an issue of bonds if pledged revenues and other amounts available to pay debt service are insufficient. The size of the debt service reserve fund and investment of monies in the fund/account are subject to restrictions contained in Federal Tax law for tax-exempt bonds.

### Electronic Municipal Market Access (EMMA) System

The EMMA system created by the MSRB is a comprehensive, centralized online source for market transparency data, educational material about the municipal securities market, and free access to municipal disclosures. Effective July 1, 2009, EMMA became the single, official repository for continuing disclosure documents as a result of changes mandated by the SEC in December 2008.

### Escrow Agent

With respect to an advance refunding, the commercial bank or trust company retained to hold the investments purchased with the proceeds of the refunding and, customarily, to use the amounts received as payments on such investments to pay debt service on the refunded bonds.

### Generally Accepted Accounting Principles (GAAP)

A widely accepted set of rules, conventions, standards and procedures for reporting financial information, as established by the Financial Accounting Standards Board.

### Government Accounting Standards Board (GASB)

A standard-setting body, associated with the Financial Accounting Foundation, which prescribes standard accounting practices for governmental units.

### Joint Powers Authority

A public authority created by a joint exercise of powers agreement between any two or more governmental agencies. The authority may be given power to perform any function which both parties to the agreement are empowered to perform and which will be of benefit to both parties.

Municipal Standards Rulemaking Board (MSRB)

An independent self-regulatory organization established by the Securities Acts Amendments of 1975, which is charged with primary rulemaking authority over dealers, dealer banks, and brokers in municipal securities.

Nationally Recognized Municipal Securities Information Repository (NRMSIR)

NRMSIR is an acronym for Nationally Recognized Municipal Securities Information Repository. NRMSIRs are the repositories for all annual reports and event notices filed under SEC Rule 15c2-12.

SEC Rule 15c2-12

A rule promulgated by the SEC under the Securities Exchange Act of 1934 concerning disclosure and continuing disclosure requirements for municipal securities.

Securities and Exchange Commission (SEC)

A federal agency which oversees and regulates stock, bond, and other financial markets.

Special Assessment

See “Assessment”

Special Tax

A financial charge that is calculated via some type of special tax formula (or Rate and Method of Apportionment, in the case of a Community Facilities District), and is levied annually on property for a defined period of years.

State and Local Government Series (SLGS)

SLGS is an acronym (pronounced “slugs”) for a type of U.S. Treasury obligation, the complete name of which is United States Treasury Securities – State and Local Government Series. SLGS are special United States Government securities sold by the Treasury to states, municipalities and other local government bodies through individual subscription agreements. The interest rates and maturities of SLGS are arranged to comply with arbitrage restrictions imposed under Section 103 of the Internal Revenue Code. SLGS are most commonly used for deposit in escrow in connection with the issuance of refunding bonds.

True Interest Cost (TIC)

A method of calculating bids for new issues of municipal securities that takes into consideration certain costs of issuance and the time value of money.

Underwriter

An investment banking firm which, singly or as a member of an underwriting group or syndicate, agrees to purchase a new issue of bonds from an issuer for resale and distribution to investors. The underwriter acquires the bonds either by negotiation with the issuer or by award on the basis of competitive sale.

Underwriter Syndicate

A group of underwriters formed to purchase (underwrite) a new issue of municipal securities from the issuer and offer it for resale to the general public. The syndicate is organized for the purpose of sharing the risks of underwriting the issue, obtaining sufficient capital to purchase an issue and for broader distribution of the issue to the investing public. One of the underwriting firms will be designated as the syndicate manager or lead manager to administer the operations of the syndicate.

Verification Agent

A certified public accountant who verifies that sufficient funds are deposited into an escrow to implement the objectives of the refunding or financing plan.

**CITY OF SAN DIEGO  
SUMMARY OF DEBT OBLIGATIONS**

		Principal Outstanding as of 6/30/2014	Projected FY 2015 Debt/Lease Payment	Final Maturity	Primary Funding Source
<b>General Fund Backed Lease-Revenue Obligations</b>					
<b>Lease Revenue Bonds</b>					
2007A	Ballpark Refunding Bonds	\$ 129,780,000	\$ 11,315,250	FY 2032	Transient Occupancy Tax
2010A	Master Refunding Bonds <sup>1</sup>	\$ 155,170,000	\$ 12,993,625	FY 2040	General Fund, Stadium, Transient Occupancy Tax, & Capital Outlay
2011	Qualified Energy Conservation Bonds (Broad Spectrum Street Lighting Project) <sup>2</sup>	\$ 10,862,911	\$ 1,460,936	FY 2026	Street Light Energy and Maintenance Cost Savings
2012A	Convention Center Expansion Financing Authority Lease Revenue Refunding Bonds	\$ 126,610,000	\$ 12,560,650	FY 2028	Transient Occupancy Tax & Port Authority Contribution
2012A	Deferred CIP Lease Revenue Bonds	\$ 70,215,000	\$ 4,590,325	FY 2042	General Fund, Capital Outlay Fund
2012B	Fire & Life Safety Refunding Bonds	\$ 17,720,000	\$ 1,379,719	FY 2032	Safety Sales Tax
2013A	General Fund CIP Bonds & 2003 Old Town Light Rail Extension Refunding	\$ 41,590,000	\$ 3,211,506	FY 2043	General Fund, Transient Occupancy Tax
2013B	2003 Balboa Park/Mission Bay Park Refunding Bonds	\$ 5,845,000	\$ 745,275	FY 2023	Transient Occupancy Tax
2014A	General Fund CIP Bonds <sup>3</sup>	\$ -	\$ 2,500,000	FY 2044	General Fund
<b>Total General Fund Lease-Revenue Obligations</b>		<b>\$ 557,792,911</b>	<b>\$ 50,757,286</b>		
<b>Public Utilities - Wastewater and Water System Obligations <sup>4</sup></b>					
<b>Wastewater System Obligations</b>					
2009A	Sewer Revenue Bonds	\$ 394,500,000	\$ 36,280,931	FY 2039	Net Wastewater System Revenues
2009B	Sewer Revenue Refunding Bonds	\$ 469,640,000	\$ 57,703,988	FY 2025	Net Wastewater System Revenues
2010A	Sewer Revenue Refunding Bonds	\$ 161,930,000	\$ 8,501,325	FY 2029	Net Wastewater System Revenues
<b>Total Wastewater System Obligations</b>		<b>\$ 1,026,070,000</b>	<b>\$ 102,486,244</b>		
<b>Water System Obligations</b>					
2009A	Water Revenue Refunding Bonds	\$ 151,520,000	\$ 8,680,775	FY 2039	Net Water System Revenues
2009B	Water Revenue Bonds	\$ 306,140,000	\$ 21,736,869	FY 2040	Net Water System Revenues
2010A	Water Revenue Bonds	\$ 123,075,000	\$ 6,310,475	FY 2029	Net Water System Revenues
2012A	Subordinated Water Revenue Bonds	\$ 171,505,000	\$ 25,395,725	FY 2033	Net Water System Revenues
<b>Total Water System Obligations</b>		<b>\$ 752,240,000</b>	<b>\$ 62,123,844</b>		
<b>McGuigan Settlement <sup>5</sup></b>					
2010	McGuigan Settlement Modification	\$ 8,660,952	\$ 8,993,762	FY 2015	General Fund and Misc. Special Funds

1. The 2010A Master Refunding Bonds refunded the 2009A Deferred CIP Bonds, the 1996B Balboa Park/Mission Bay Park Refunding COPs and the 1996A Qualcomm Stadium Bonds

2. Lease payment does not include estimated \$380,000 in federal subsidy received by the City to off-set a portion of the payment.

3. \$2.5 million is budgeted in projected debt service for the 2014A General Fund CIP Bonds that are expected to be issued in Fiscal Year 2015.

4. In addition to bonds, the Water and Wastewater Systems have outstanding State Revolving Fund (SRF) loan obligations. The Water System SRF loans have a projected outstanding principal loan as of June 30, 2014 of approximately \$73.4 million. The Wastewater System SRF loans have a projected outstanding principal loan balance as of June 30, 2014 of approximately \$111 million.

5. As of July 1, 2014, there is no outstanding balance

SOURCE: CITY OF SAN DIEGO FISCAL YEAR 2015 ADOPTED BUDGET

**18. DEBT WITHOUT GOVERNMENT COMMITMENT (Dollars in Thousands)**

The City and former RDA of the City have authorized the issuance of certain Mortgage Revenue Bonds, Parking Revenue Bonds, Tax Allocation Bonds, Pooled Financing Bonds, Special Assessment/Special Tax Bonds, and Loans. The City has no legal obligation to make payment on these bonds, loans or notes and has not pledged any City assets as a guarantee to the bondholders/lenders. These bonds and loans do not constitute indebtedness of the City. The bonds are payable solely from payments made on and secured by a pledge of the acquired mortgage loans, certain funds and other monies held for the benefit of the bondholders pursuant to the bond indentures, property liens and other loans. Accordingly, no liability has been recorded in the City's Government-Wide Statement of Net Position. Long-term liabilities of the former RDA are reported in the Successor Agency Private-Purpose Trust Fund.

The following describes the outstanding debt without government commitment:

**a. Mortgage Revenue Bonds**

Single-family mortgage revenue bonds have been issued to provide funds to purchase mortgage loans secured by first trust deeds on newly constructed and existing single-family residences. The purpose of this program is to provide low interest rate home mortgage loans to persons of low or moderate income who are unable to qualify for conventional mortgages at market rates. Multi-family housing revenue bonds are issued to provide construction and permanent financing to developers of multi-family residential rental projects located in the City to be partially occupied by persons of low income.

As of June 30, 2014, the status of mortgage revenue bonds issued is as follows:

	Original Amount	Balance June 30, 2014
Mortgage Revenue	\$ 15,700	\$ 2,605

**b. Special Assessment/Special Tax Bonds**

The City has issued, on behalf of the Special Assessment Districts and the Community Facilities Districts, debt to finance infrastructure improvements and facilities necessary to facilitate development of the properties within the respective districts located in the City. The special assessment and special tax bonds are secured by special assessment and special tax liens, respectively, on the real property within the districts and are not direct liabilities of the City. The City has no fiscal obligation beyond the balances in designated District funds for any related bond payments. If delinquencies occur beyond the amounts held in the reserve funds created from bond proceeds, the City has no duty to pay the delinquency out of any available funds of the City. The City acts solely as the agent in the collection and remittance of the special taxes and assessments for these Districts and initiates foreclosure proceedings as required under the bond covenants.

As of June 30, 2014, the status of each of the special assessment/special tax bonds issued is as follows:

	Original Amount	Balance June 30, 2014
Reassessment District No. 1999-1, Issued February 1999	\$ 38,145	\$ 4,083
Communities Facilities District No. 2 (Santaluz), Improvement Area No. 3, Series 2000 B	4,350	3,475
Reassessment District No. 2003-1, Issued August 2003	8,850	3,125
Communities Facilities District No. 2 (Santaluz), Improvement Area No. 4, Series 2004 A	9,965	6,840
Communities Facilities District No. 4 (Black Mountain Ranch Villages), Series 2008 A	12,365	11,180
Communities Facilities District No. 2 (Santaluz), Improvement Area No. 1, Series 2011 A	51,680	46,735
Communities Facilities District No. 1 (Miramar Ranch North), Series 2012	24,795	22,160
Communities Facilities District No. 3 (Liberty Station), Series 2013	15,770	15,495
Assessment District No. 4096 (Piper Ranch), Issued July 2013	3,830	3,830
Total Special Assessment / Special Tax Bonds	<u>\$ 169,750</u>	<u>\$ 116,923</u>

c. Refunding Revenue Bonds

PFFA issued Refunding Revenue Bonds in February 1999 for the purpose of acquiring the Limited Obligation Refunding Bonds issued by the City of San Diego Reassessment District No. 1999-1 and sold to PFFA for the purpose of refunding certain outstanding prior assessment district bonds of the City. The Bonds are special obligations of PFFA, payable solely from and secured by, amounts received from the acquired Limited Obligations, investment income with respect to any monies held by the Trustee in the funds and accounts established under the indenture, and any amounts, including proceeds from the sale of the Bonds, held in any fund or account established pursuant to the Indenture.

As of June 30, 2014, the status of each of the refunding revenue bonds issued is as follows:

	Original Amount	Balance June 30, 2014
Reassessment District No. 1999-1, Series 1999 A Senior Lien Bonds	\$ 30,515	\$ 2,695
Reassessment District No. 1999-1, Series 1999 B Subordinate Lien Bonds	7,630	660
Total Refunding Revenue Bonds	<u>\$ 38,145</u>	<u>\$ 3,355</u>

d. Parking Revenue and Tax Allocation Bonds

The former RDA issued parking revenue bonds for the purpose of financing certain public parking facilities and tax allocation bonds for the purpose of financing or refinancing redevelopment activities. The parking revenue and tax allocation bonds are secured by certain pledged revenues of the former RDA and are not direct liabilities of the City. In no event will the bonds be payable out of any funds or properties other than those of the Successor Agency or former RDA, along with any monies held by the Trustee in the funds and accounts established under the indenture, and any amounts, including proceeds of the sale of the Bonds, held in any fund or account established pursuant to the Indenture.



As of June 30, 2014, the status of each of the parking revenue and tax allocation bonds issued is as follows:

	Original Amount	Balance June 30, 2014
Revenue Bonds:		
Centre City Parking Revenue Bonds, Series 1999 A	\$ 12,105	\$ 7,905
Centre City Parking Revenue Bonds, Series 2003 B	20,515	14,075
Total Revenue Bonds	32,620	21,980
Tax Allocation Bonds:		
Mount Hope Redevelopment Project Tax Allocation Bonds, Series 1995 A	1,200	465
Horton Plaza Redevelopment Project Tax Allocation Refunding Bonds, Series 1996 A	12,970	2,085
Centre City Redevelopment Project Tax Allocation Bonds, Series 1999 A	25,680	16,570
Centre City Redevelopment Project Tax Allocation Bonds, Series 1999 C	13,610	10,355
City Heights Redevelopment Project Tax Allocation Bonds, Series 1999 A	5,690	4,255
City Heights Redevelopment Project Tax Allocation Bonds, Series 1999 B	10,141	6,679
Centre City Redevelopment Project Tax Allocation Bonds, Series 2000 A	6,100	3,730
Centre City Redevelopment Project Tax Allocation Bonds, Series 2000 B	21,390	15,260
Horton Plaza Redevelopment Project Tax Allocation Bonds, Series 2000	15,025	9,610
North Bay Redevelopment Project Tax Allocation Bonds, Series 2000	13,000	9,720
North Park Redevelopment Project Tax Allocation Bonds, Series 2000	7,000	5,240
Centre City Redevelopment Project Tax Allocation Bonds, Series 2001 A	58,425	53,155
Mount Hope Redevelopment Project Tax Allocation Bonds, Series 2002 A	3,055	3,055
Centre City Redevelopment Project Tax Allocation Bonds, Series 2003 A	31,000	11,980
City Heights Redevelopment Project Tax Allocation Bonds, Series 2003 A	4,955	4,955
Horton Plaza Redevelopment Project Tax Allocation Bonds, Series 2003 A	6,325	6,325
Horton Plaza Redevelopment Project Tax Allocation Bonds, Series 2003 B	4,530	3,615
Horton Plaza Redevelopment Project Tax Allocation Bonds, Series 2003 C	8,000	4,705

	Original Amount	Balance June 30, 2014
North Park Redevelopment Project Tax Allocation Bonds, Series 2003 A	\$ 7,145	\$ 4,950
North Park Redevelopment Project Tax Allocation Bonds, Series 2003 B	5,360	5,360
Centre City Redevelopment Project Tax Allocation Bonds, Series 2004 A	101,180	74,440
Centre City Redevelopment Project Tax Allocation Bonds, Series 2004 C	27,785	20,695
Centre City Redevelopment Project Tax Allocation Bonds, Series 2004 D	8,905	6,655
Centre City Redevelopment Project Tax Allocation Bonds, Series 2006 A	76,225	66,525
Centre City Redevelopment Project Tax Allocation Bonds, Series 2006 B	33,760	29,095
Centre City Redevelopment Project Tax Allocation Bonds, Series 2008 A	69,000	45,335
North Park Redevelopment Project Tax Allocation Bonds, Series 2009 A	13,930	13,930
City Heights Redevelopment Project Tax Allocation Bonds, Series 2010 A	5,635	5,635
City Heights Redevelopment Project Tax Allocation Bonds, Series 2010 B	9,590	9,590
Crossroads Redevelopment Project Tax Allocation Bonds, Series 2010 A	4,915	4,770
Housing Set-Aside Tax Allocation Bonds, Series 2010 A	58,565	57,840
Naval Training Center Redevelopment Project Tax Allocation Bonds, Series 2010 A	19,765	18,775
San Ysidro Redevelopment Project Tax Allocation Bonds, Series 2010 A	2,900	2,900
San Ysidro Redevelopment Project Tax Allocation Bonds, Series 2010 B	5,030	4,735
Total Tax Allocation Bonds	697,786	542,989
Total Parking Revenue and Tax Allocation Bonds	\$ 730,406	\$ 564,969
Accreted Interest Payable on Tax Allocation Bonds:		
City Heights Redevelopment Project Tax Allocation Bonds, Series 1999 B		\$ 10,334
Centre City Redevelopment Project Tax Allocation Bonds, Series 2001 A		13,420
Total Accreted Interest Payable		\$ 23,754

e. Pooled Financing Bonds

PFFA issued Pooled Financing Bonds in July 2007 for the purpose of making loans to the former RDA to be used for financing and refinancing redevelopment activities. The bonds are obligations of PFFA payable solely from and secured by amounts received from the loan agreement, certain pledged revenues, and monies held by trustee in the funds and the accounts established under the indenture, and any amounts, including proceeds from the sale of the bonds, held in any fund or account established pursuant to the indenture. The loan between PFFA and the former RDA has been eliminated from this note since the pooled financing bonds and related loans are both obligations transferred to the Successor Agency.

	Original Amount	Balance June 30, 2014
Pooled Financing Bonds:		
Public Facilities Financing Authority Pooled Financing Bonds, Series 2007 A	\$ 17,230	\$ 14,240
Public Facilities Financing Authority Pooled Financing Bonds, Series 2007 B	17,755	15,185
Total Pooled Financing Bonds	<u>\$ 34,985</u>	<u>\$ 29,425</u>

f. Loans Payable

The former RDA issued loans for the purpose of financing redevelopment activities. The loans are secured by certain pledged revenues of the former RDA. Additional information on obligations due to the City is included in Note 17.

	Original Amount	Balance June 30, 2014
Loans Payable:		
California Housing Financing Agency (HELP) Loan dated October 2008	\$ 1,250	\$ 1,250
City San Diego - Naval Training Center Section 108 Loan dated June 2004	5,910	4,346
City San Diego - HUD Settlement Agreement dated various dates	45,311	30,948
City of San Diego - Miscellaneous dated various dates	65,167	65,795
Total Loans Payable	<u>\$ 117,638</u>	<u>\$ 102,339</u>
Accrued Interest Payable:		
City San Diego - HUD Settlement Agreement	\$ 33,476	\$ 33,092
City of San Diego - Miscellaneous	-	127,964
Total Accrued Interest Payable	<u>\$ 33,476</u>	<u>\$ 161,056</u>

g. Amortization Requirements

The annual requirements to amortize the private-purpose trust fund long-term debt outstanding as of June 30, 2014, including interest payments to maturity, are as follows:

Year Ending June 30	Loans Payable		Revenue Bonds	
	Principal	Interest	Principal	Interest
2015	\$ 6,445	\$ 582	\$ 1,255	\$ 1,194
2016	8,516	1,146	1,320	1,127
2017	11,687	1,614	1,390	1,055
2018	788	14,488	1,465	976
2019	673	16,233	1,545	893
2020-2024	2,042	461	9,140	3,001
2025-2029	485	14	5,865	445
Unscheduled <sup>2</sup>	71,703	128,393	-	-
Total	<u>\$ 102,339</u>	<u>\$ 162,931</u>	<u>\$ 21,980</u>	<u>\$ 8,691</u>

Year Ending June 30	Tax Allocation Bonds			Pooled Financing Bonds	
	Principal	Unaccreted Appreciation <sup>1</sup>	Interest	Principal	Interest
2015	\$ 27,103	\$ 2,459	\$ 29,122	\$ 950	\$ 1,671
2016	28,502	2,440	27,724	1,000	1,621
2017	30,006	2,414	26,222	1,050	1,568
2018	31,572	2,376	24,648	1,105	1,511
2019	33,188	2,325	22,986	1,175	1,450
2020-2024	143,025	8,824	90,729	5,725	6,246
2025-2029	115,593	2,182	57,265	6,880	4,470
2030-2034	67,850	-	32,509	7,895	2,155
2035-2039	45,405	-	15,579	3,645	446
2040-2044	20,745	-	1,382	-	-
Total	542,989	23,020	328,166	29,425	21,138
Add: Accreted Appreciation through June 30, 2014	23,754	-	-	-	-
Total	<u>\$ 566,743</u>	<u>\$ 23,020</u>	<u>\$ 328,166</u>	<u>\$ 29,425</u>	<u>\$ 21,138</u>

<sup>1</sup> Unaccreted Appreciation represents the amount to be accreted in future years regardless of the timing of cash flows.

<sup>2</sup> The loans payable to the City in the amount of \$70,453, loan payable to the California Housing Financing Agency in the amount of \$1,250 and accrued interest associated with loans payable of \$128,393 are payable when practicable under the original loan terms prior to dissolution of the former RDA, but could be disallowed under provisions of AB X1 26 (see Note 17).

h. Change in Long-Term Liabilities

The following is a summary of changes in long-term liabilities reported in the private-purpose trust fund for the year ended June 30, 2014. The effects of bond accretion, bond premiums and discounts are reflected as adjustments to long-term liabilities.

	Beginning Balance, as Restated <sup>1</sup>	Additions	Reductions	Ending Balance
Arbitrage Liability	\$ 3	\$ 1	\$ -	\$ 4
Liability Claims	70,398	-	(191)	70,207
Note Payable	8,300	-	(8,300)	-
Loans Payable	105,324	-	(2,985)	102,339
Revenue Bonds	23,175	-	(1,195)	21,980
Unamortized Bond Premiums and Discounts	(68)	-	6	(62)
Net Revenue Bonds	23,107	-	(1,189)	21,918
Tax Allocation Bonds	569,238	-	(26,249)	542,989
Interest Accretion	21,993	2,455	(694)	23,754
Balance with Accretion	591,231	2,455	(26,943)	566,743
Unamortized Bond Premiums and Discounts	3,265	-	(218)	3,047
Net Tax Allocation Bonds	594,496	2,455	(27,161)	569,790
Pooled Financing Bonds	30,325	-	(900)	29,425
Unamortized Bond Premiums and Discounts	304	-	(14)	290
Net Pooled Financing Bonds	30,629	-	(914)	29,715
Interest Accrued on City Loans and Note	172,138	270	(11,352)	161,056
Total	\$ 1,004,395	\$ 2,726	\$ (52,092)	\$ 955,029

<sup>1</sup> Net Tax Allocation Bonds Beginning Balance has been restated due to GASB 65 implementation. Additional information on the restatements is included in Note 23.

i. Reinstatement of Naval Training Center Interfund Loan

On June 26, 2000, the City and the former RDA entered into a Cooperation Agreement for the Naval Training Center Redevelopment Project. Pursuant to the agreement, the City sold to the former RDA the majority of the Naval Training Center site, comprising approximately 259 acres, for the purchase price of \$8,300. The former RDA acquired the site by executing a loan agreement of \$8,300, payable to the City, which accrued interest at a rate of 8 percent per annum (NTC Loan Agreement). Pursuant to ABX1 26, the former RDA dissolved as of February 1, 2012. Under ABX1 26, agreements between the City and the former RDA were invalidated, including the NTC Loan Agreement.

California Health and Safety Code Section 34191.4(b) enabled the Successor Agency and the City to reinstate, subject to certain conditions and on modified terms, any loan agreement between the former RDA and the City. On August 6, 2014, the Successor Agency Oversight Board passed and adopted a resolution approving the reinstatement of a modified version of the NTC Loan Agreement. However, on September 19, 2014, the California Department of Finance (DOF) disallowed the reinstatement of the original loan stating that the loan was not valid because the June 2000 agreement conveyed the property to the former RDA but no money was actually borrowed.

In consultation with legal counsel, management has taken the position that the obligations of the former RDA due to the City are valid enforceable obligations payable by the Successor Agency. The City's position on this issue is not a position of settled law, and there is considerable legal uncertainty regarding this issue. In the case of the NTC loan, the DOF has made a final determination on the validity of the loan. As such, the City has written off the principal and accrued interest payable on the note and the related interfund note receivable related to the NTC Loan Agreement. The principal component of the note payable which was written off was \$8,300 and the accrued interest component was \$11,310. See Note 17 for additional information on interfund loans between the City and the former RDA.

j. Reinstatement of Modified Long-Term Debt Interfund Loan

On March 1, 2011 the City and the former RDA entered into a Long-Term Debt Agreement memorializing various forms of unpaid debt in the aggregate amount of \$193,759 that had been issued from the City to the former RDA since the late 1970's. On February 1, 2012, pursuant to Assembly Bill x1 26 ("AB 26"), the former RDA was dissolved and all City/Agency loans were purportedly nullified, subject to limited exceptions, pursuant to AB 26 and subsequent legislation. On December 27, 2012, as part of its review of the third Recognized Obligation Payment Schedule ("ROPS"), the California Department of Finance ("DOF") disallowed any payments on the third ROPS, or future ROPS, of certain City/Agency loans or cooperation agreements, including the Long-Term Debt Agreement.

California Health and Safety Code Section 34191.4(b) enabled the Successor Agency and the City to reinstate, subject to certain conditions and on modified terms, any loan agreement between the former RDA and the City. On September 10, 2014, the Successor Agency Oversight Board passed and adopted a resolution approving the reinstatement of a modified version of the Long-Term Debt Agreement. However, on October 28, 2014, the DOF disallowed the reinstatement of the original loan on modified terms, stating that the original loan was not valid because the DOF could not determine if there was an actual exchange of monies, or if any exchange of monies were legally required to be repaid.

In consultation with legal counsel, management has taken the position that the obligations of the former RDA due to the City are valid enforceable obligations payable by the Successor Agency. The City's position on this issue is not a position of settled law, and there is considerable legal uncertainty regarding this issue. In the case of the Long-Term Debt Agreement, the DOF has made a final determination on the validity of the loan. However, the City is currently seeking remedy of the 2011 agreement through the appellate court process and has additional recourse for the 2014 modified agreement through an anticipated ROPS 14-15B meet and confer process with the DOF. Therefore, the City continues to recognize this obligation of the Successor Agency on its financial statements. See Note 17 for additional information on interfund loans between the City and the former RDA.