



MARSHALL

**CULTIVATING THE BEST IN US**

Capital Improvement Plan for the  
City of Marshall, Minnesota  
2021 through 2025

Dated March 23, 2021

City of Marshall, Minnesota  
CAPITAL IMPROVEMENT PLAN  
2021 - 2025

**I. INTRODUCTION**

In 2003, the Minnesota State Legislature adopted a statute that generally exempts municipal bonds issued under a capital improvement program from the referendum requirements usually required for city halls, public works, and public safety facilities. The 2005 Legislature added towns to the meaning of a municipality and town halls and libraries to the meaning of a capital improvement.

**II. PURPOSE**

A capital improvement is a major expenditure of municipal funds for the acquisition or betterment of public lands, buildings, or other improvements used as a city hall, town hall, library, public safety or public works facility, which has a useful life of 5 years or more. For the purposes of Minnesota Statutes, Section 475.521, as amended (the “CIP Act”), capital improvements do not include light rail transit or related activities, parks, road/bridges, administrative buildings other than a city or town hall, or land for those facilities. However, this plan includes certain additional capital improvements beyond the scope of that statute. A capital improvement plan (“CIP” or “Capital Improvement Plan”) is a document designed to anticipate capital improvement expenditures and schedule them over a period so that they may be purchased in the most efficient and cost-effective method possible. A CIP allows the matching of expenditures with anticipated revenue. As potential expenditures are reviewed, the municipality considers the benefits, costs, alternatives and impact on operating expenditures.

The City of Marshall, Minnesota (the “City”) believes the capital improvement process is an important element of responsible fiscal management. Major capital expenditures can be anticipated and coordinated to minimize potentially adverse financial impacts caused by the timing and magnitude of capital outlays. This coordination of capital expenditures is important to the City in achieving its goals of adequate physical public assets, preservation of public assets and sound fiscal management.

The Capital Improvement Plan is designed to be amended annually. In this manner, it becomes an ongoing fiscal planning tool that continually anticipates future capital expenditures and funding sources.

### **III. THE CAPITAL IMPROVEMENT PLANNING PROCESS**

The capital improvement planning process is as follows: the City Council authorizes the preparation of the Capital Improvement Plan. The City staff assembles the capital expenditures to be undertaken within the next five years. The City Council then reviews the expenditures according to their priority, fiscal impact, and available funding. From this information, a preliminary CIP is prepared and approved.

If general obligation bonding is necessary, the City works with its financial advisor and bond attorney to prepare a bond sale and repayment schedule. Over the life of the CIP, once the funding, including proceeds from the bond sales becomes available, the individual capital expenditures can be made.

In subsequent years, the process is repeated as expenditures are completed and as new needs arise. Capital improvement planning looks five years into the future.

For a municipality to use its authority to finance expenditures under the CIP Act, it must meet the requirements provided therein. Specifically, the governing body must approve the sale of capital improvement bonds by a three-fifths majority of a five-member governing body, or two-thirds majority of a governing body having more or less than five members. In addition, it must hold a public hearing for public input. Notice of such hearing must be published in the official newspaper of the municipality at least 14, but not more than 28 days prior to the date of the public hearing. In addition, the notice may be posted on the City's official web site. The governing body approves the CIP following the public hearing.

Bonds issued pursuant to the CIP Act are subject to a so-called reverse referendum. If a petition bearing the signatures of at least 5 percent of the votes cast in the last municipal general election requesting a vote on the issuance of bonds is received by the municipal clerk within 30 days after the public hearing, a referendum vote on the issuance of the bonds must be called.

### **IV. PROJECT(S) SUMMARY**

The expenditures to be undertaken with this Capital Improvement Plan are limited to those listed below. All other foreseeable capital expenditures within the municipal government will come through other means. The following expenditures have been submitted for inclusion in this CIP (net of bond issuance and related costs):

#### **2021 Expenditures**

- Fire Station Reroof; \$175,000

#### **2022 Expenditures**

- No expenditures

### **2023 Expenditures**

- No expenditures

### **2024 Expenditures**

- No expenditures

### **2025 Expenditures**

- No expenditures

The statute has established certain criteria that must be met. Under these criteria, the City has considered the following eight points:

1. Condition of the City's infrastructure and need for the project
2. Likely demand for the improvement
3. Estimated cost of the improvement
4. Availability of public resources
5. Level of overlapping debt
6. Relative costs/benefits of alternative uses of funds
7. Operating costs of the proposed improvements
8. Options for shared facilities with other cities or local governments

The CIP is composed of projects that will preserve, develop and enhance land located within the City for parks, recreation, trails & greenways, provide safer roads, provide more space for the City's facilities, improve and maintain the City's facilities, and other uses. The City has analyzed the eight points required per statute for each project on an individual basis and as a whole. Findings are as follows:

### **PROJECTS (CIP Bond Projects)**

#### **Conditions of City Infrastructure and Need for the Projects**

Recommendations made herein regarding capital improvements to the roof on the fire station (the "2021 CIP Project") resulted from a careful analysis of the statutory criteria and other factors including significant known deficiencies and the deterioration of publicly owned facilities.

Improvements to these facilities will assist in ensuring that the public's investments in such are protected and that such facilities are available and able to serve their intended public purpose.

## Likely Demand for Improvement

The Fire Station roof requires a replacement to increase the life of the facility. Without the replacement the facility will continue to have water leakage into the building.

## Estimated Cost of the Improvement

*See Part IV and Part V*

## Availability of Public Resources

Bonded debt 2021 CIP Project. The availability of financing a portion of any of the project from funds on hand is limited.

## Level of Overlapping Debt

Direct and overlapping governmental activities debt at March 1, 2021 is presented in the table on below:

### Direct and Overlapping Debt

<u>Taxing Unit<sup>(a)</sup></u>	2019/20 <u>Adjusted Taxable Net Tax Capacity</u>	Est. G.O. Debt <u>As of 3-1-21<sup>(b)</sup></u>	<u>Debt Applicable to Tax Capacity in City</u>	
			<u>Percent</u>	<u>Amount</u>
City of Marshall	\$12,104,450	\$22,170,000	100.0%	\$22,170,000
Lyon County	39,181,715	12,005,000	30.9	3,709,545
I.S.D. No. 413 (Marshall)	18,712,500	47,508,000	64.7	<u>30,737,676</u>
Total				\$56,617,221

*(a) Only those units with outstanding general obligation debt are shown here.*

*(b) Excludes general obligation tax and aid anticipation certificates and revenue-supported debt.*

## Relative Costs and Benefits of Alternative Uses of the Funds

If the projects are not approved, debt will not be issued. If there were other financing sources, such as funds on hand, then alternative uses of the funds could be evaluated.

## Operating Costs of the Proposed Improvements

Lower operating and maintenance costs are anticipated due to the proposed 2021 CIP Project because of reduced maintenance and water damage.

## Options for Shared Facilities with Other Cities or Local Government

There are always opportunities to share or partner with other cities and local governments. Those discussions always remain open and pursuit would be based on a mutual benefit, however would be limited since these are existing, not new, facilities.

## **V. FINANCING THE CAPITAL IMPROVEMENT PLAN**

The total amount of requested expenditures under the 2021-2024 Capital Improvement Plan is \$250,000.

In the financing of the Capital Improvement Plan, two statutory limitations apply. Under Minnesota Statutes, Section 475.53, as amended, with few exceptions, municipalities cannot incur debt in excess of 3% of the assessor's taxable market value for the municipality. In the City the taxable market value is \$890,286,520 that yields a debt limit of \$26,708,596. The City currently has \$5,440,000 of existing debt (as of December of 2018) that counts against the statutory debt limitation; the amount available is \$21,268,596. Another limitation on bonding under the CIP Act is that the total amount of principal and interest to become due in any one year on all the outstanding bonds issued under the CIP Act cannot equal or exceed 0.16% of the estimated market value of property in the municipality. In the City, that amount is \$1,424,458.

The City proposes to issue general obligation capital improvement plan bonds (the "2021 CIP Bonds"). Interest payments on the 2021 CIP Bonds would commence in 2022 at an estimated amount of \$1,758.75. The principal and interest on the proposed 2021 CIP Bonds are estimated to average \$35,800 each year from 2022 through 2027.

Under the Capital Improvement Plan, the City will secure \$250,000 (inclusive of issuance costs) for the 2021 CIP Project. The 2021 CIP Bonds proposed to finance the 2021 CIP Project is proposed to be repaid over a Eight-year period.

### **Continuation of the Capital Improvement Plan**

This Capital Improvement Plan should be reviewed annually by the City Council using the process outlined in this Plan. It should review proposed expenditures, make priority decisions, and seek funding for those expenditures it deems necessary for the City. If deemed appropriate, the Council should prepare an update to this Plan.