Strategic Capital Planning

Prepared for: 2025 Ohio GFOA Fall Conference





September 19, 2025

Presenters





Kyle A. Laux, Senior Vice President

Kyle Laux began his career with Davenport in 2003 and since that time has served as Municipal Advisor to local governments throughout the nation. Mr. Laux's experience in public finance is diverse and he has led efforts in financial modeling, capital planning and credit rating strategy development for large cities and counties, small towns and regional entities. Mr. Laux also has considerable experience working on behalf of established issuers and entities obtaining their first credit rating. Mr. Laux graduated from Kenyon College with a degree in economics.



Roland M. Kooch, Jr. Senior Vice President

Roland Kooch has worked in public finance since 1993 and has served as Municipal Advisor to public sector and not-for-profit clients throughout the nation. Since joining Davenport in 1998, Mr. Kooch has led the analytical, financial modeling, and credit work on a wide variety of governmental and enterprise system engagements including large, complex municipal issuers, small local government borrowers and troubled entities. Mr. Kooch received his B.S. in business administration with a major in accounting from Georgetown University in Washington, D.C.

Presenters





A.J. Allen, Associate Vice President

Albert "A.J." Allen has spent his entire professional career in Davenport's Public Finance Department and returned to Ohio in 2025 to start Davenport's office in the State. Mr. Allen provides analytical expertise and analysis on debt structuring, innovative financing structures, financial/management policies, and quantitative credit rating models. Mr. Allen's analytical insights have provided actionable recommendations to clients on a wide variety of topics, including rating scorecard models, derivative pricing, and tailored financial models. Mr. Allen graduated from Kenyon College with a degree in Economics.

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What is Strategic Capital Planning?



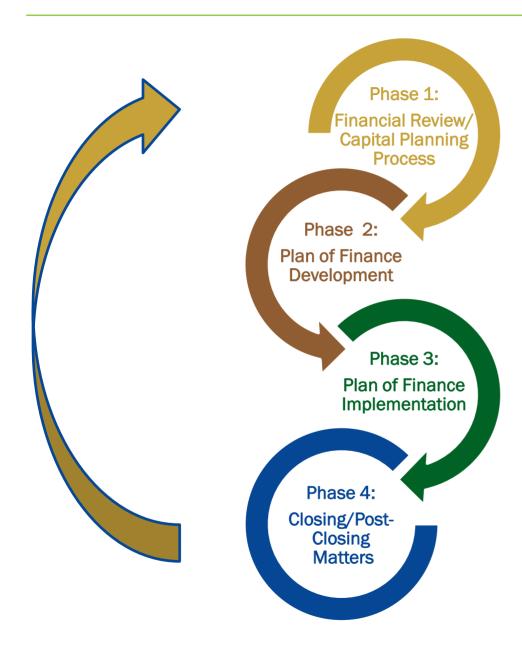
- Strategic Capital Planning is a holistic, multi-year approach to funding not only the immediate capital needs of the locality, but also to creating a long-term, sustainable funding approach for future generations of capital projects.
- Strategic Capital Planning includes the identification of capital needs, their respective costs, and possible funding sources, <u>as well as</u> the impact on Debt Affordability, Debt Capacity, Key Credit Metrics, and Peer Comparisons.

A thoughtfully crafted Strategic Capital Plan can not only be used as a budgeting tool but also as an advocacy tool for messaging the potential fiscal impact of a project.

"A prudent multi-year capital plan identifies and prioritizes expected needs based on a <u>strategic plan</u>, establishes project scope and cost, details estimated amounts of funding from various sources, and projects future operating and maintenance costs." – GFOA.org

How to Develop a Long-term, Strategic Capital Plan





Phase 1:

Financial Review/Capital Planning
Process

Phase 2:

Plan of Finance Development

Phase 3:

Plan of Finance Implementation

Phase 4:

Closing/Post-Closing Matters



Phase 1: Financial Review/ Capital Planning Process



Phase 1: Financial Review/Capital Planning Process



- Identify capital needs, and their respective useful lives.
- Develop and utilize Capital Planning tools to quantify the Debt Capacity and Debt Affordability under a number of different scenarios.
- Designed to meet the goals and objectives of Staff and Elected Officials (e.g. tax rate restrictions, maintenance of credit ratings, project prioritization).
 - Debt Capacity / Compliance with Financial Policies
 - Debt Affordability / Consistency with Budgeting Practices
 - Peer Comparatives and Rating Agency Considerations for relative perspective on funding implications.



Identify Capital Needs | Sample CIP Phase 1: Financial Review/Capital Planning Process



Sample Five-Year Capital Improvement Plan										
Fiscal Year		FY 2026		FY 2027		FY 2028	F	Y 2029	FY 2030	
<u>Uses</u>										
General Admin.									/hat are th	ne
City Hall HVAC Replacement	\$	-	\$	1,000,000	\$	-	\$			
Laptop Replacements		-		-		10,000			ommunity	/'s
Comprehensive Plan		-		-		-			_	
Lighting/Fixtures								_l P	riorities?	
Total General Admin	\$	-	\$	1,000,000	\$	100	\$			
Parks & Rec										•
Trail/Bike Paths Construction	\$	35,000	\$	25,0	\$	55,000	\$		/hat asset	ts are
Pier Construction		- /	۱ ۲				1			
Eleanor Park Improvements		- L		25 000				l n	earing the	e end of
Park Playground Equipment		- \								
Total Parks & Rec	\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\\	F.00	1 [285,000	\$	35,000	\$	∃ th	neir life cy	cle?
	1/		7 1						•	
Public Safety	\Box	$\angle $	_	7						
Police Station Expansion oiect		2,1 0,000	\$	-	\$	-	\$			
Patrol Cars		400,000		400,000		400,000		 A	re there a	iny legally
Mobile Command	V	-		500,000		-				
Radio Equipment		-		-		1,250,000		\mathbf{n}	nandated	projects
Body Cameras		50,000		-		-		1.	DEAG	454
Station 1 Renovation		12,500,000		-		-		[]	.e., PFAS,	ADA
Station 2 Renovation		-		-		12,500,000		`	•	\
Mill Creek Station Construction		-		-		12,500,000		C	ompliance	e)
Ladder Truck Replacement Schedule		-		3,000,000		-			•	,
Ambulance Replacement Schedule		750,000		750,000		750,000				
Total Public Safety	\$	26,200,000	\$	4,650,000	\$	27,400,000	\$	_ •		anulation
									low will po	pulation
Total Uses	\$	26,235,000	\$	5,935,000	\$	27,445,000	\$	4		ette et e
									ynamics a	anect our
									eeds?	

Cash vs. Debt Funding

Phase 1: Financial Review/Capital Planning Process



- When is it best to utilize cash (i.e., pay-go) vs. Debt Funding for our Capital Projects?
- What are the potential implications of Cash vs. Debt Funding

Cash Funding

Benefits:

- No interest payments
- No financing process and costs of issuance
- Can fund projects with shorter lives or taxability concerns

Considerations:

- Need to have funds on hand
- Lost interest earnings on cash balances
- Can deplete fund balances

Debt Funding

Benefits:

- Spreads the cost of the project over the asset's lifespan
- Eases the burden on current taxpayers
- Can allow for larger, more expensive projects that might otherwise be unfeasible

Considerations:

- Incurs interest payments
- Can lead to long-term financial strain if debt levels become too high



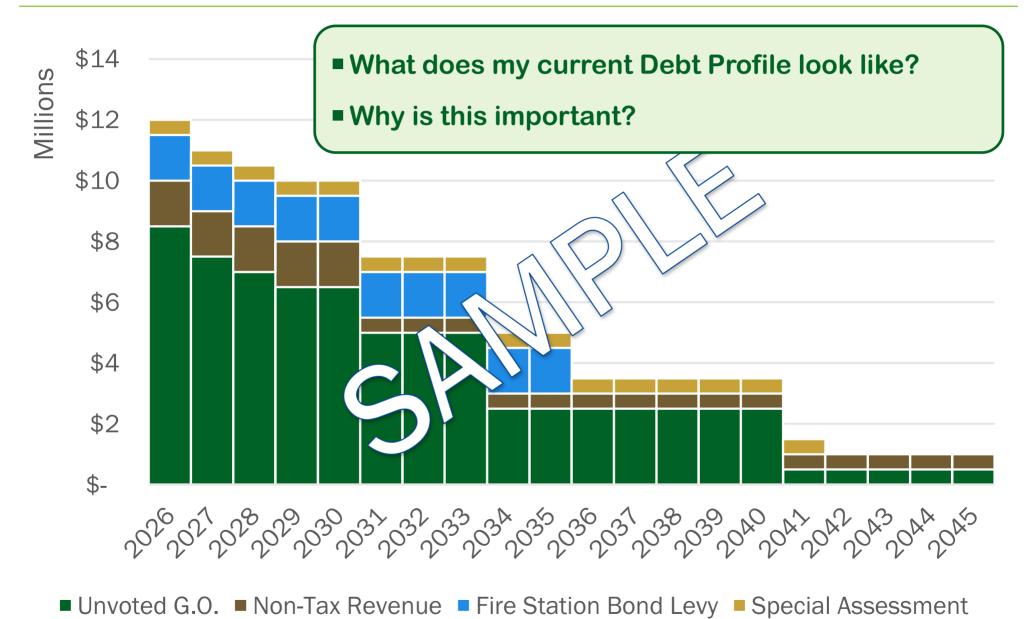
- How to measure Obligations vs. Resources?
- How can fund balance be strategically deployed for debt service?
- How do we message the potential impact of new projects?

Debt "Affordability" | Existing Debt Evaluation

Phase 1: Financial Review/Capital Planning Process



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Debt "Affordability" | Existing Resources

Phase 1: Financial Review/Capital Planning Process



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■ What are my Existing Resources to Repay Debt Service?

Inside ("Unvoted") Millage

- <u>Revenues</u> available <u>increase</u> as Real Property Value increases
- Not tied to a specific project
- May be able to capture a "drop down" in existing debt service to fund a new project

Outside ("Voted") Millage

- Typically, a <u>fixed amount of Revenue</u>
- Often tied to a specific project(s)
- Millage will expire when the corresponding bonds/debt have been repaid

Income Tax-Supported

- Revenues available increase as Income increases
- Not tied to a specific project
- May be able to capture a "drop down" in existing debt service to fund a new project

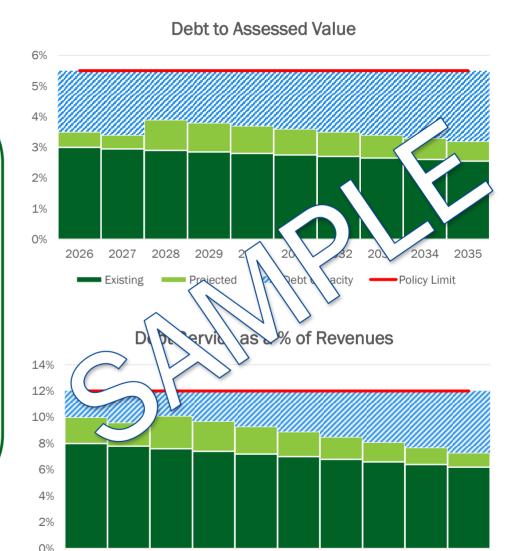
Special Assessment(s) / TIF(s)

- Revenues may increase as Assessment Values increase
- Often tied to a specific project(s)
- Frequently used for economic development projects/incentives

Possible restriction(s) on use(s)



- Are we currently near Policy/Legal Limits?
- How much debt can we currently issue without broaching Policy/Legal Limits?
- How much debt can we issue after implementing our entire capital improvement plan?



2031 2032

2033

2034 2035

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2027

2029

2030

Projected Debt Capacity

Peer Comparison | Are We in Good Shape?

Phase 1: Financial Review/Capital Planning Process

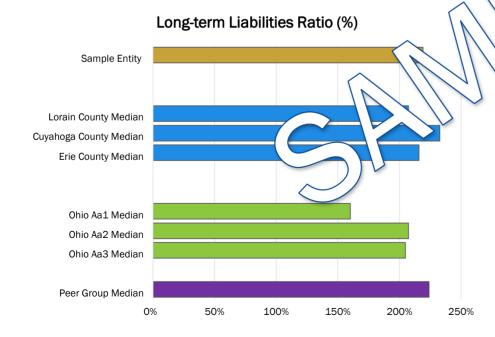


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- How do Lenders/Investors view us?
- How will we look after incorporating the Capital Improvement Plan





Rating Scorecard Impact | Moody's Example

Phase 1: Financial Review/Capital Planning Process



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- How will the Capital Plan impact our Key Credit Rating Metrics?
- How can we mitigate the impact of the Capital Plan on our credit ratings?

Before CIP After CIP

	Metric	Rating Category
Economy		
Resident Income Ratio (%)	97.0%	Α
Full Value Per Capita (\$)	\$88,563	Α
Economic Growth Metric (%)	-1.20%	Α
Financial Performance		
Available Fund Balance Ratio (%)	70.0%	Aaa
Liquidity Ratio (%)	94.0%	Aaa
Leverage		
Long-term liabilities ratio (%)	207.0%	А
Fixed Costs		
Fixed-costs ratio (%)	10.00%	Aaa
Scorecard Indicated Outcome	3.05	Aa2

	Metric	Rating Category
Economy		
Resident Income Ratio (%)	97.0%	Α
Full Value Per Capita (\$)	\$88,563	Α
Economic Growth Metric (%)	-1.20%	Α
Financial Performance		
Available Fund Balance Ratio (%)	70.0%	Aaa
Liquidity Ratio (%)	94.0%	Aaa
Leverage		
Long-term liabilities ratio (%)	250.0%	A 🖊
Fixed Costs		
Fixed-costs ratio (%)	15.00%	Aa 🖊
Scorecard Indicated Outcome	3.52	Aa3 🔱



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Phase 2: Plan of Finance Development



Phase 2: Plan of Finance Development



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- Develop a specific plan of finance for a project or group of projects and evaluate financing options available
 - Quantitative review of alternative options to measure the impact on borrowing costs, cash flows and debt capacity / debt affordability.
- Review of other considerations including Rating Agency implications. Items to consider include:
 - Interim vs. Long-term Borrowing;
 - Amortization term / structure;
 - Credit Options;
 - Financing Options;
 - Timing Options; and
 - Methods of Sale.
- During this Phase, also make sure to evaluate the Issuers's existing debt for potential refunding / restructuring opportunities to include in any transaction.

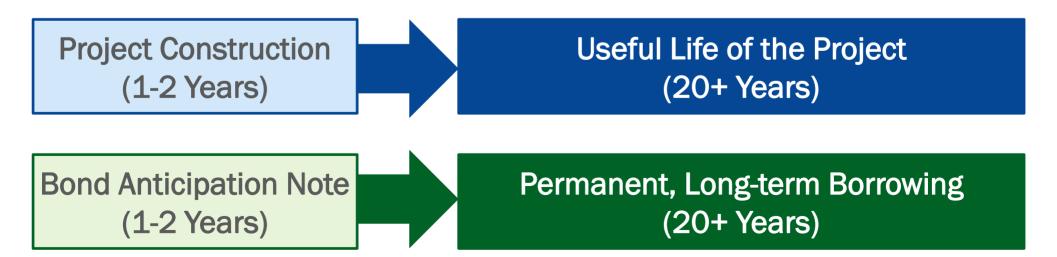


Interim Funding Considerations

Phase 2: Plan of Finance Development



- Depending upon your Existing Debt Profile, Existing Debt Affordability, project construction timeline, overall borrowing size, and future financing plans, it may make sense to utilize Interim Funding (i.e., Bond Anticipation Notes).
- Bond Anticipation Notes ("BANS") can provide an option for accessing capital needed for the CIP, while also providing flexibility as to size and timing of its eventual permanent financing for the capital projects;
- Further, in the current market, proceeds of the a tax-exempt BAN can be invest at/near the borrowing rate reducing overall borrowing costs.





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General Obligation Bonds



Lease Appropriation/COPs



Revenue Bonds



Other Options

Evaluate Issuance Method Options

Phase 2: Plan of Finance Development



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Direct Bank Loan



Public Market Issuance



State / Federal Programs (e.g., OWDA, USDA)



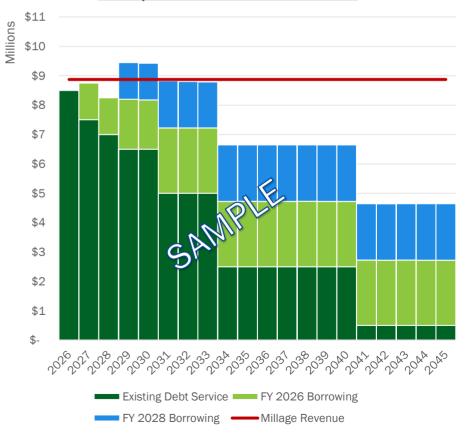
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■ How can we utilize Debt Structuring to improve Debt Affordability?

Example Unstructured Debt Service

\$11 Millions \$10 \$9 \$8 \$7 \$6 \$5 \$4 \$3 \$2 \$1 \$\$\\\^{\phi_{\phi}\phi_{\phi}\phi_{\phi_{\phi_{\phi_{\phi_{\phi_{\phi_{\phi_{\phi_{\phi_{\phi}\phi_{\phi_{\phi_{\phi_{\phi_{\phi}}\phi_{\phi}\phi_{\phi}\phi_{\phi}\phi_{\phi_{\phi}\phi_{\phi}\phi_{\phi}\phi_{\phi}\phi_{\phi}\phi_{\phi}\phi_{\phi}\phi}\phi_{\phi}\phi_{\phi}\phi_{\phi}\phi_{\phi}\phi}\phi}\phi}\phi_{\phi}\phi_{\phi}\phi}\phi}\phi}\ Existing Debt Service FY 2026 Borrowing FY 2028 Borrowing — Millage Revenue

Example Structured Debt Service



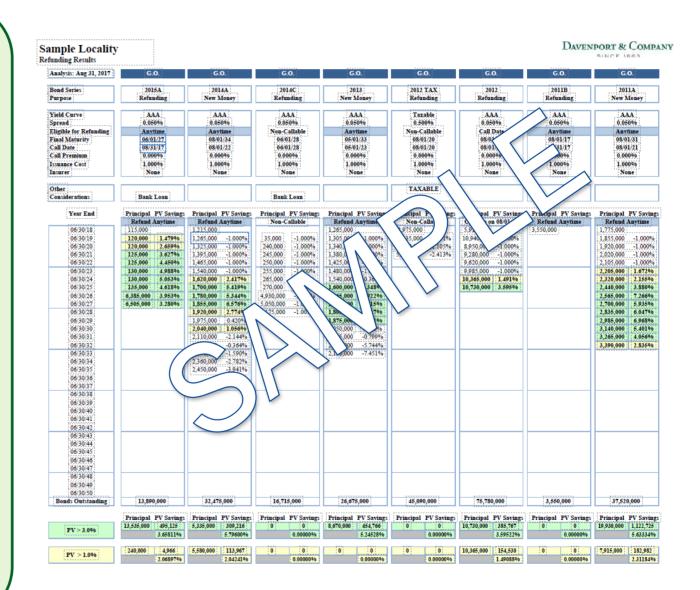
Refunding Considerations

Phase 2: Plan of Finance Development



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- What existing refunding opportunities are there?
- How can these refunding opportunities be coupled with a new money borrowing?
- Do we need to restructure old debt to help afford the new money borrowing?





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Phase 3: Plan of Finance Implementation





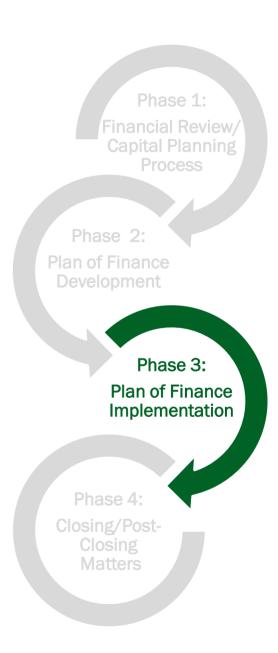
Overview

Phase 3: Plan of Finance Implementation



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- The implementation phase includes the coordination of a number key actions, including documentation, legal approvals, Credit Ratings and Pricing. A summary of the key aspects of the Plan of Finance is outlined below:
 - Working Group Coordination;
 - Financing Timeline;
 - Credit Rating Agency Interaction;
 - Transaction Logistics, Due Diligence and Documentation;
 - Pricing Coordination and Oversight;
 - Public Sales (Competitive and Negotiated)
 - Direct Bank Loan





- How long does it take to secure funding for capital projects?
- Other timing considerations...fiscal year end, budget adoption, major economic development announcements, etc.

3 Months +

Financial Plan

Management Team

Community

Financial Advisor

2-3 Months

Documents

Bond Counsel

Trustee

1 Month

Ratings/ Credit Analysis

Moody's

Standard & Poor's

Fitch

<1 Month

Go to Market

Banks

Underwriters

Other

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Approach to Credit Ratings

Phase 3: Plan of Finance Implementation



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How can we turn our Credit Rating Analyst(s) into our Credit Rating Advocate(s)?

Develop Rating Agency Strategy



Rating Overview

Review current ratings and recent rating agency commentary

Scorecard Analysis

Evaluate quantitative scoring under rating methodologies

Credit Assessment

Identify rating opportunities, strengths to highlight and challenges to mitigate

Credit Presentation & Participant Preparation



Credit Presentation

Develop presentation that provides analysts information needed and addresses items identified in the credit assessment. Key areas include tax base, financials, demographic information and economic development.

Participant Preparation

Pre-meeting review of presentation with discussion of key elements to be highlighted and likely questions from analysts

Interaction with Rating Analysts



Rating Interactions

Recommend form of interaction, including Rating Calls, Site Visits to the issuer by the analysts and Rating Meetings conducted at the rating agency offices in New York. Take the lead in ensuring the rating analysts are provided with all the required information they need in order to maximize the opportunity to benefit from the interaction.

Approach to Credit Ratings

Phase 3: Plan of Finance Implementation



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How can we turn our Credit Rating Analyst(s) into our Credit Rating Advocate(s)?

Follow-Up and Report Review



Follow Ups

Coordinate any required follow-up correspondence to help ensure a complete ratings process.

Rating Report Review

Interface with the rating agencies to coordinate the drafting and publication of the official rating reports.

Credit Presentation & Participant Preparation



Maintain Relationships

Following the rating interactions, continue to develop the Issuer's relationships with the rating analysts to further advance the Issuer's rating narrative and pursue subsequent rating upgrades.

Ongoing Surveillance

Assist in ongoing rating surveillance and interactions with the rating agencies when a rating upgrade could be a possibility between debt issuances.

Other Considerations Ahead of Borrowing

OHIO GFOA

Phase 3: Plan of Finance Implementation

Market Conditions

– Without attempting to 'time the market', how can we remain cognizant of overall economic trends/investor demand?

Documentation / Disclosure

– How will your financing documents / legal agreements for this borrowing affect your ability to borrow in the future?

Reimbursement Resolution

If the potential is there to spend cash ahead of executing a borrowing,
 consider putting a Reimbursement Resolution in place to replenish reserves
 using bond proceeds.

Ordinance and/or Authorizing Resolution

 Parameters should be set such that flexibility to execute in a timely manner is not disrupted; at the same time, the amounts should consider what is Politically Palatable.



Phase 4: Closing/Post-Closing Matters



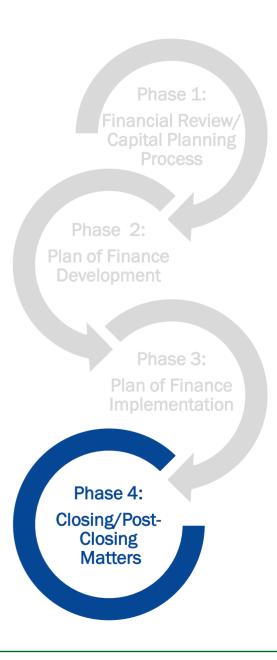
Closing/Post-Closing Matters

Phase 4: Closing/Post-Closing Matters



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- After the transaction is closed:
 - Analyze alternative options for the investment of bond proceeds and assist in the implementation of the preferred investment strategy, as appropriate.
 - Update Capital Planning models and Debt Analysis to reflect the actual pricing results.
 - Continue Rating Agency Surveillance Strategy to maintain (or enhance, as applicable) current credit ratings.
 - Review, monitoring, and posting of continuing disclosure requirements.
 - Monitor potential refinancing opportunities.



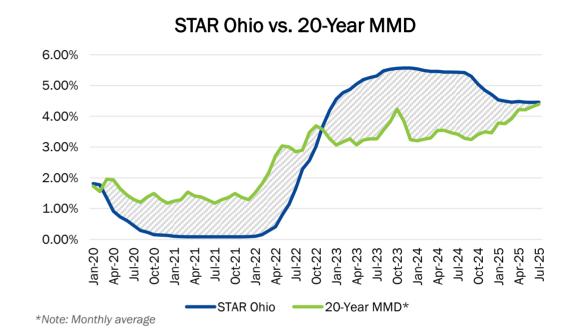
Investment of Bond Proceeds

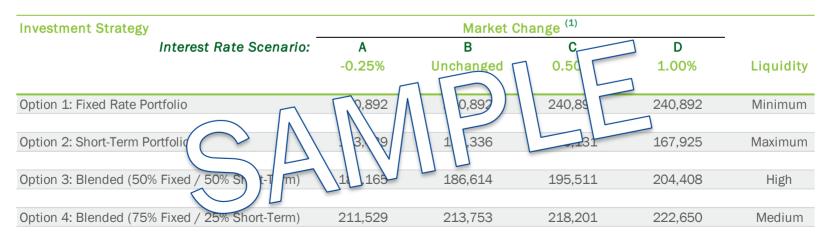
Phase 4: Closing/Post-Closing Matters



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- Where/How are we allowed to invest Bond Proceeds?
- What is Arbitrage Liability? How do we track it? Are there exceptions?
- How can we invest Bond Proceeds to complement our Capital Plan?





Source: Thomson Reuters, Ohio State Treasurer's Website.

Other Post-Closing Considerations

Phase 4: Closing/Post-Closing Matters

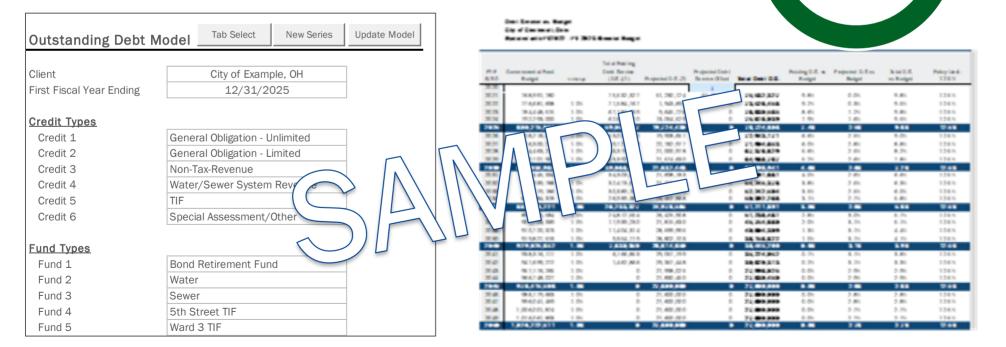


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- How do we begin preparing for our next capital project?
 - Update Capital Planning models and Debt
 Analysis to reflect the actual pricing results.
 - Monitor potential refinancing opportunities.

Phase 4: Closing/Post-Closing Matters

Phase 1:
Financial Review/
Capital Planning
Process



Questions?



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Municipal Advisor Disclosure



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