

## **WORK SESSION AGENDA**

**Casper City Council  
City Hall, Council Meeting Room  
Tuesday, September 24, 2019, 4:30 p.m.**



| <b>Work Session Meeting Agenda</b>   |  | <b>Recommendation</b>     | <b>Allotted Time</b> | <b>Beginning Time</b> |
|--|--|---------------------------|----------------------|-----------------------|
| Recommendations = Information Only, Move Forward for Approval, Direction Requested |  |                           |                      |                       |
| 1.   | Council Meeting Follow-Up  |                           | 5 min                | 4:30                  |
| 2.   | Health Department Discussion   | Information Only          | 20 min               | 4:35                  |
| 3.   | Downtown Parking Study Implementation                                | Direction Requested       | 30 min               | 4:55                  |
| 4.   | Finance Policies Phase 2 – Procurement, Change Orders, and Recapture | Move Forward for Approval | 20 min               | 5:25                  |
| 5.   | Agenda Setting   |                           | 20 min               | 5:45                  |
| 6.   | Legislative Review   |                           | 10 min               | 6:05                  |
| 7.   | Council Around the Table   |                           | 10 min               | 6:15                  |
| Approximate End Time:  |  |                           |                      | 6:25                  |

**We are CASPER**

**Communication   Accountability   Stewardship   Professionalism   Efficiency   Responsiveness**



September 6, 2019

MEMO TO: Mayor Powell, City Council Members and J. Carter Napier, City Manager *JCN*

FROM: Anna Kinder, Executive Director of the Casper-Natrona County Health Department

SUBJECT: Casper- Natrona County Health Department Services Introduction of New Director and Update

Meeting Date: September 24<sup>th</sup>, 2019 at approximately 4:30pm


Summary:


The Casper Natrona County Health department is celebrating serving the community for 65 years, the original purpose for having a health department was due the 25 cases of Rheumatic Fever for a population of 27,000 in what was deemed a result of poor community sanitation. Since then in that 65 years, we have come to serve the community for a variety of purposes. We span across the life spectrum from pregnancy to end of life in our Maternal and Child Health and Adult Health programs. We provide disease prevention services ranging from education on several topics and treatment of all sexual health and women's health services, family planning, immunization from babies to older adults, immigration, TB risk assessment through treatment and epidemiological investigations to ensure there is no risk to the community for communicable diseases. We work on Community Prevention- as we are the grantee through the Natrona County Commissioners on such areas as suicide, underage drinking, binge drinking, and tobacco use. We actively test for HIV and provide case management for persons living with HIV. We are the grantee for the Wyoming Cancer Resource Services to assist with breast and cervical cancer, cancer supportive services and radon. Our Environmental Health program provides safety and inspection on all the places the community lives, eats, daycare inspections and areas of recreation.

Our programs are grant funded from federal, state and local contracts, some are required by law and we receive support from City and County funds. The Health Department continues to strive for Quality Care and looking for ways to be sustainable in a rocky healthcare world.

Anna Kinder, the new Executive Director of the Casper Natrona County Health Department who started July 1st will give a brief presentation on the workings of the health department and begin developing a relationship with the City of Casper and possibly strategize on ways to further collaborate and build on that working relationship.

September 17, 2019

MEMO TO: J. Carter Napier, City Manager 

FROM: Liz Becher, Community Development Director   
Keith McPheeters, Police Chief 

SUBJECT: Urban Center Parking Plan Implementation

**Meeting Type & Date:** Council Work Session, September 24, 2019.

**Action Type:** Direction requested.

**Recommendation:** That Council prioritize the Action Items outlined in the Urban Center Parking Plan, and direct staff on which Action Items they would like to pursue.

**Summary:** Funded through the Metropolitan Planning Organization (MPO), the City of Casper completed an Urban Center Parking Plan in the summer of 2018. The Executive Summary is included as *Exhibit A*. The consultant, Kimley-Horn, presented the outcomes and recommendations to the City Council. One of the primary outcomes was that the parking inventory count indicated that no additional parking was needed in downtown Casper. Current inventory was sufficient. Council did not direct staff to pursue any other action items in the Plan at that time.

In the meantime, staff has been working on the update to the Long Range Transportation Plan, the new Wayfinding Plan, implementation of the Generation Casper Comprehensive Plan, and a new parking enforcement module in the Tyler/Munis system (Brazos). Several of these projects overlap with the recommended action items in the Urban Center Parking Plan, which has proven timely and efficient.

The Primary Action Items from the Plan include eleven (11) recommendations. Staff has highlighted the following for discussion with Council, in no particular order:

**Primary Action Item #1: Hire a Parking Management Firm or Professional**

*This new unit would develop, manage, and oversee the implementation of parking goals and facilities in the urban center. The unit could be incorporated into an existing City department. (See Exhibit B). This role could help with program branding and wayfinding (Action Item #5).*

**Primary Action Item #2: Evaluate Parking Technology (Parking Meters)**

*The consultant believes that the placement of parking meters on select downtown streets could improve efficiencies for retail success through parking turnover, and*

*the improved use of the downtown parking garage (Action Item #3 and #4). Revenues could be reinvested into the parking management role and/or needed repairs, and could also be used to create an Enterprise Fund for future parking needs (Action Item #9). Select streets might include Center, 2<sup>nd</sup>, Wolcott, and David.*

**Primary Action Item #6: Invest in Training and Staff Development for Operations; and**

**Primary Action Item #8: Parking Enforcement**

*The Casper Police Department has begun this initiative through the new Tyler/Munis System and will be rolling the enforcement component out through its Community Service Officers.*

**Primary Action Item #7: Support Alternative Modes of Transportation and Embrace a Mobility Management Philosophy**

**Primary Action Item #10: Make Shared Parking a Core Philosophy in all Development**

*This action item is being addressed in the update to the Long Range Transportation Plan, to be released in December 2019, and is being implemented through the goals of the Generation Casper Comprehensive Plan.*

**Primary Action Item #11: Conduct a Pilot Program on Streetscape Design and Signage.**

*Staff is recommending that the City wait until after the Wayfinding Plan is complete to address this potential action item; it is premature at this time.*

**Financial Considerations:** None at this time.

**Oversight/Project Responsibility:** MPO Staff and Casper Police Department

**Attachments:**

**Exhibit A:** Executive Summary – Urban Center Parking Plan

**Exhibit B:** Draft Job Description for Parking Management Professional/Division



EXHIBIT

A

tabbles®



CASPER AREA METROPOLITAN PLANNING ORGANIZATION

# Urban Center Parking Plan

April 2018





# **Executive Summary**

SECTION

**1**

This page intentionally left blank.





## I. Executive Summary

---

### Introduction

In the winter of 2017, the Casper Area Metropolitan Planning Organization (MPO) engaged Kimley-Horn and Associates (Kimley-Horn) to develop an Urban Center Parking Plan for the downtown area of Casper, WY. This plan identifies both short and long-term goals for the development of a forward-thinking and holistically-managed public parking system that will support the City/MPO's larger economic and community development goals, today and in the future.

### Primary Objectives

The primary goal of this Urban Center Parking Plan is to be a guide for decision makers on topics such as governance, customer service, planning, technology, enforcement, as well as parking facility and systems management. Specific project objectives include providing strategies and tools to:

- Identify governance and management structures that will work best for Downtown Casper and the Old Yellowstone District, that will also contribute to the successful implementation of other recommendations.
- Improve public perceptions of parking within the study area.
- Position parking as a contributor to continued redevelopment and economic expansion of Downtown and Old Yellowstone District.
- Provide recommendations on establishing positive and proactive customer relations.
- Explore the range of parking management strategies that can be used by the City's and MPO's management staff to encourage on-street parking turnover and promote increased community vitality without unduly penalizing infrequent violators.





- Identify management strategies and technologies that can improve the customer experience, while also controlling operating costs and enhancing system financial performance.
- Position parking management within the larger “access management” context in a way that promotes a balanced system of parking and multi-modal transportation alternatives.

## Key Findings

Following up on the recently completed Generation Casper Comprehensive Plan, the City of Casper is considering the development of a comprehensive parking management program as a strategy to support on-going community and economic development initiatives. This report provides a road-map for the development of a comprehensive and strategic approach to parking and mobility management in Casper. The development of such a program will require the following ten elements:

1. Based on the limited parking supply/demand assessment detailed in this report, the City of Casper does not have a parking supply problem (even at the peak parking demand periods, overall demand never exceeded 50% of the parking supply). What Casper currently needs is greater parking management expertise and a reorganization of the approach to parking and overall “access management”.
2. A Sense of Purpose and Direction relative to Parking and Transportation Policy – This strategic parking plan should complement and build on the foundation of this important element as completed in other recent planning efforts by the City and MPO.
3. Program Organization and a Strong and Capable Program Leader – The recruitment and hiring of a parking manager with experience managing a municipal parking program (or assignment of this responsibility to a new entity). Chapter VII of this report (Parking Management Strategies and Program Organization) outlines several parking program management and organizational models and recommends a preferred alternative for the City of Casper. This chapter also discusses parking system operating methodologies. Program organization is a key foundational element and a vital initial step to creating an effective and sustainable parking management program. There is also an opportunity to leverage parking management as a tool to support economic development (a separate Whitepaper on this topic is provided).
4. A Strong Customer Service Orientation – One of the key leadership elements that needs to be infused into the program from the beginning is a strong customer service focus. This applies not only to staff training but also to facilities maintenance and investments in new technologies. Parking can play a key role in improving the perception and the experience of Downtown overall. Collaboration and partnerships with the City of Casper and the MPO will be an important component of this initiative.
5. A Focus on “Mastering the Fundamentals” of Parking Management – This focus area is about gaining an in-depth understanding of the many complex and challenging aspects that are somewhat unique to parking. Appendix 38 (20 Characteristics of Effective Parking Management) provides a strong framework built around specific program categories. This resource provides the basis for a comprehensive program development approach. Between this chapter and the wealth of tools provided in the Appendices (Parking Management Toolkit), there are numerous program elements, both short and long term, that can transform the Casper parking program into one of the best small municipal programs in the country.
6. Establish parking as a separate “enterprise fund” and dedicate all parking related revenue streams to support the enterprise fund.
7. Better leverage under-utilized private parking resources in the Urban Center area through creative opportunities to develop shared parking resources, provide high-quality parking management services and revenue sharing arrangements with large local businesses and institutions.



8. Investment in New Technology – Leveraging new technology will be a critical element in achieving many of the stated goals of this project including:
  - A. Enhanced customer friendly programs and services
  - B. Improved operational efficiency
  - C. Enhanced system financial performance
  - D. Improved system management
9. Development of a strong parking maintenance program with regularly scheduled facility condition appraisals, the creation of parking facility maintenance reserves and a prioritized facility restoration and maintenance schedule.
10. Over time, expand the parking program's mission to adopt a broader more "mobility management" oriented perspective. Development of transportation demand management strategies, promotion of transportation alternatives, support for active transportation and the development of complementary parking policies will be important in this area.
11. Parking Planning - Development of a robust and effective parking planning function or at a minimum, the inclusion of parking management in larger community planning initiatives and on-going discussions relative to new or proposed development projects is highly recommended. Also work closely with City Planning to address parking requirements (zoning code) and ADA parking issues.

## Primary Action Items

Beginning on page 86 there is a list of recommended "Primary Action Items". Each primary action item is formatted to provide an action item description, intended result, the entity or agency primarily responsible for implementation, key community partners, a recommended time-frame for implementation, and supportive documents provided to assist with implementation.

Below is summary listing of these key recommendations:

### Primary Action Item #1

Adopt New Program Vision and Mission Statements and Recommended Parking Program Guiding Principles, Hire a Parking Management Professional (or engage a parking management firm), Create a Parking Advisory Board and Implement Parking Management Best Practices

### Primary Action Item #2

Begin a process to evaluate investment in New On-Street and Off-Street Parking Technology

### Primary Action Item #3

Leverage Parking as a Community and Economic Development Strategy and Develop a Comprehensive Parking Planning Function

### Primary Action Item #4

Improve utilization of the existing parking garage (Wolcott and Center Streets) by investing in needed repairs/recommended upgrades.

### Primary Action Item #5

Develop a New Parking Program Brand and Marketing Program including significant on-going community outreach strategies.

### Primary Action Item #6

Invest in Training and Staff Development with a Goal of Mastering the Fundamentals of Parking System Management and Operations. Develop a set of parking management data benchmarks (a list of recommended

key performance indicators is provided in Appendix 25) and provide City administration with regular updates on program development/management goals and accomplishments.

#### **Primary Action Item #7**

Expand the Scope of the Parking Program Over Time to be More Supportive of Alternative Modes of Transportation and Embrace More of a “Mobility Management Philosophy”

#### **Primary Action Item #8**

Assess the Current Parking Enforcement Program Using the Tools Provided. Invest in Mobile License Plate Recognition Technology.

#### **Primary Action Item #9**

Establish the parking program as a separate enterprise fund and combine all parking related revenue streams into this fund.

#### **Primary Action Item #10**

Development of a robust and effective parking planning function, or at a minimum, the inclusion of parking management in larger community planning initiatives and on-going discussions relative to new or proposed development projects.

#### **Primary Action Item #11**

Consider conducting a pilot program on Second Street of the proposed Streetscape Design/Curb Lane Management and signage recommendations.

### **In Summary**

The development of a strategic vision and a strong, well defined action plan is a critical first step in creating a comprehensive public parking program for the Metro Casper Area. We applaud the City and MPO’s recognition of this fact and for making this important investment.

A comprehensive and well-managed parking program can be a significant partner and contributor to advancing the community’s economic development goals as well helping to improve the overall experience of accessing Casper’s urban center business districts. We are confident with the strong team of City/MPO leaders, an engaged and supportive Mayor, City Council and development partners, that the future of Casper’s urban center is bright indeed.

This report provides the City with not only a comprehensive strategic planning framework, but also an extensive “parking management toolkit” packed with valuable tools, manual templates, audit checklists, whitepapers, etc. to assist in program implementation and staff development. Now the real work on parking program improvement begins!





## CASPER RECOMMENDED PARKING MANAGER POSITION

Kimley»Horn

August 2018 – DRAFT

Appendix 40

### Introduction

Following the submission of the draft Urban Center Parking Strategic Plan, the Casper City Manager requested more information regarding the recommended parking manager position. This memo addresses that request. Please note that most of the information provided below references additional resources related to this topic that are provided in the draft Urban Center Parking Strategic Plan appendices/parking management toolkit.

### Parking Administrator Sample Position Descriptions

Appendix document # 18 provides a collection of sample parking administrator position descriptions and other related documents, with a goal of providing the City with examples of variations in terms of job scope and range of responsibilities. This appendix also provides information on the following topic areas:

- Salary range variations (by program type, size, years of service, program revenue and geogrpahy)
- A recommended position description as the basis for refinement by the City of Casper Administration, Human Resources and/or other appropriate departments
- Recruitment strategies for this type of specialty position (where ads have been placed, use of customized brochures, use of national and regional parking organizations, website, publications, use of national recruitment resources [Monster.com] etc.)
- Examples of recruitment ads
- A sample recruitment ad for a different position from Long Beach, CA (but still a good example recruitment ad)
- Outline of the recommended recruitment process.

### Essential and Non-Essential Job Functions

In addition to the items noted above, the following table lists many of the common job functions found in Parking Administrator position descriptions collected by *Kimley-Horn*. A recommended position description is also provided later in this document.

When developing the position description, another task that will need further refinement and the input from the City's Human Resources department is the categorizing of "Essential and Non-Essential" job functions. This process is recommended to better equip the City in dealing with ADA guidelines.

When evaluating whether a job function is considered "essential" or "non-essential" the following criteria should be applied:



- Whether an employee in the position is required to perform the function;
- Whether removing that function would fundamentally change the job;
- The frequency with which the function is performed;
- The amount of time spent on the function;
- The consequences if the job is not performed.

These considerations may help determine if the duty is truly a requirement vs. simply a desirable function in the position. The following table provides some helpful guidance related to what may be considered “essential vs non-essential” job functions.

| Essential Job Functions   | Non-Essential Job Functions  |
|---|--|
| Carries out managerial responsibility in accordance with policies, procedures and applicable laws, including: interviewing, hiring and training staff; planning, assigning and directing work; establishing deadlines; appraising performance; rewarding and disciplining employees; coordinating, developing and approving staff training; and addressing complaints and resolving problems. | Develops the Department budget; has full responsibility for the implementation, revision, and compliance review of the Department’s budget.  |
| Plans, coordinates, assigns, and monitors performance and coaches, counsels, mentors, trains, and advises employees in department for the dual goals of meeting department goals and employee career development; assists staff in the completion of assigned tasks.  | Maintains and upgrades professional knowledge, skills, and development by attending seminars and training programs and reading trade and professional journals and publications.                         |
| Researches, develops, interprets, communicates, and monitors policies, procedures, codes, standards, etc.; recommends improvement when necessary and writes/revises same.   | Interacts with a variety of high level individuals, both internally and within the community to provide information, disseminate departmental information and assist in resolving administrative issues. |
| Manages the planning, acquisition and development of parking projects/facilities; coordinates functions with other City departments, public agencies, constituents, etc.  | Follows up on inquiries from various agencies, groups, media, etc., regarding department programs and services.  |
| Prepares work programs; identifies projects, funding needs and time frames.   | Disseminates a variety of information to various agencies, divisions, or departments via telephone, mail and facsimile.  |



| Essential Job Functions  | Non-Essential Job Functions  |
|--|--|
| Determines methodologies, data, information resources and techniques to be utilized in researching and developing programs and policies.   | Authorizes purchases and expenditures of the Department.   |
| Directs the preparation of studies and reports related to division operations by developing proposals and recommendations and providing technical assistance.  | Oversees daily activities of Department personnel.   |
| Plans long-range goals, objectives, management systems, organizational structure, and overall direction for the division; plans and implements short-term or annual goals, objectives, strategies, projects or programs to ensure efficient organization and completion of work. | Oversees contract personnel, and Department contracts and bid awards.  |
| Coordinates division activities with other departments, divisions and/or outside agencies; responds to citizen inquiries.  | Reviews and authorizes Department's payroll.   |
| Serves as technical resource on division operations.   | Performs employee performance evaluations, and reviews evaluations performed by subordinate staff.   |
| Prepares and/or reviews complex reports and analysis utilizing a variety of software; receives, sorts, and summarizes material for the preparation of reports; relays and interprets administrative decisions, policies and instructions.  | Coordinates City's parking needs with other city departments and governmental agencies.  |
| Represents the City and/or serves as a liaison and/or member of various committees/teams and collaborates, persuades, presents reports to and negotiates with others outside own work area to coordinate efforts and maintain cooperative and efficient relations.               | Conducts feasibility studies to determine the need for additional parking facilities, rate changes or adjustments, and the development of new residential parking programs and monthly parking programs. |





| Essential Job Functions  | Non-Essential Job Functions  |
|--|--|
| Prepares reports and make presentations to various boards and commissions. | Reviews daily collection records and prepares monthly reports of revenues and expenses for the Mayor and City Council. |
| Ensures quality standards and compliance with regulations are maintained.  | Develops Department policies and procedures.   |
|  | Reviews City Ordinances to insure that they comply with state statute, rules and regulations.                          |
|  | Performs other related duties as assigned.   |

It is our expectation that City staff can take the lead on refining the ultimate list of essential and non-essential job duties for this position.

### Salary Ranges

The International Parking Institute occasionally publishes a study entitled, "The Statistical Guide to Parking: Benchmarking the Parking Industry." IPI provides technical and educational services to the parking profession. Members of IPI include municipalities, colleges and universities, airports, hospitals, theme parks, commercial parking operators, suppliers to the industry, parking consultants, and others with direct interests in parking and transportation operations.

One of the goals of the survey was to identify compensation ranges for parking professionals. The average salary for Parking Administrators on a nationwide basis was \$82,224.00. (Note: that this data has not been updated by IPI for a couple of years as of this writing.) Average number of years in this position was 9.8. Parking Administrators have oversight responsibility for most parking functions.

| Parking Administrator     | U.S. Total | Northeast | Southeast | North Central | South Central | Northwest | Southwest |
|---------------------------|------------|-----------|-----------|---------------|---------------|-----------|-----------|
| Average Annual Salary     | \$82,224   | \$80,800  | \$79,700  | \$83,614      | \$80,801      | \$75,504  | \$86,894  |
| Average Years in Position | 9.8        | 11.3      | 9.7       | 10.6          | 9.0           | 12.3      | 7.2       |



| Chief Parking Administrator | Type of Parking Operation |                      |          |           | Annual Parking Revenue (Millions) |          |          |          |          |
|-----------------------------|---------------------------|----------------------|----------|-----------|-----------------------------------|----------|----------|----------|----------|
|                             | Airport                   | College / University | Medical  | Municipal | < \$1                             | \$1-1.9  | \$2-3.9  | \$4-9.9  | \$10+    |
| Average Annual Salary       | \$85,913                  | \$83,006             | \$79,479 | \$80,049  | \$48,348                          | \$56,953 | \$69,895 | \$74,290 | \$81,878 |
| Years in Position           | 11.3                      | 9.8                  | 14.3     | 9.4       | 7.8                               | 9.5      | 8.9      | 10.8     | 9.2      |

The recommended compensation range for the City of Casper is: \$65,000 to \$85,000 annually, with a midpoint of \$75,000. This salary range is based on the size of the Casper community and the fact that the program will likely start small and grow over time. The starting salary should be commensurate with candidate qualifications.

This document also provides:

- An outline of a recommended recruitment process
- A description of the “Ideal Parking Administrator”
- Sample parking administrator position descriptions including:
  - City Of Hollywood, Florida
  - City Of Hoboken, New Jersey
  - University Of North Carolina – Greensboro - Director Of Parking And Id Services
  - City Of San José, California
  - City Of West Hollywood, California
  - The Wilmington Parking Authority

## New Parking Manager Integration/Action Plan

Appendix document # 9 is entitled “New Parking Manager Integration-Action Plan”. This document lays out a proposed timeline for the training and integration of the new Parking Manager. Its format is a high-level overview of major tasks that need to be accomplished within the first month, first 3 months, first 6 months and major goals to be accomplished in the first year.

This plan may be overly aggressive, but all of these items need to be addressed. It may simply be a matter of the degree to which they are addressed. The new parking manager will need time to get situated into his/her new role and environment, develop new relationships, and begin building a strong background of local and industry knowledge.





## Other Supporting Appendix Documents

Other appendix items designed to assist the new Casper Parking Manager with program start-up and development include the following:

### Appendices 3 & 4 – Accredited Parking Organization – Detailed Evaluation Criteria Matrix

These documents provide a high-level overview of this new parking industry accreditation process and identifies 292 basic industry practices and features that are present in modern institutional, municipal, medical, university, airport, private, and other parking programs around the world.

Achievement of 90% of all Accredited Level items determines a program that exemplifies a solid and well-rounded parking program and exhibits the key practices supported by IPI; successful completion of this section warrants recommendation as having achieved the Accredited status as awarded by the Institute. Detailed assessment criteria is provided in checklist format to facilitate completion of each section and assembling the necessary evidence of compliance, but can also be used as a program development tool.

### Appendix 5 - Developing a Retail Parking Support Strategy

Often when working on a downtown master plan project that has a retail development component, we are asked to provide guidance on how parking can be used to support downtown retail. Appendix 5 provides an overview of effective retail supporting parking strategies in a municipal environment.

### Appendix 7 - Guidelines for Using Parking as an Economic Development Strategy

Parking can be a very powerful development incentive but must be applied in a fair and consistent manner that advances the larger community strategic goals. This appendix outlines the type of criteria that are recommended as part of the assessment for either committing a significant number of existing parking resources or the development of future parking assets as an element of a public/private partnership project.

### Appendix 10 - Parking As An Economic Development Strategy

This whitepaper provides an overview of how parking can be leveraged to support community and economic development. It discusses a variety of parking structure types and also contains a set of example development agreements that supplement the contents of the whitepaper.

### Appendix 19 - Sample Parking Garage Operations Manual

As basic as it sounds, it is surprising how many municipal parking programs have not developed facility operations manuals. This comprehensive template can be used as the basis for creating an operations manual from scratch or to enhance and upgrade an existing manual.



## Appendix 22 - Consolidated System Financial Report Structure

One issue that many programs struggle with, especially if a new board or advisory body is put in place, is making financial budgets more “legible” and easier to understand. This recommended “consolidated financial report structure” simplifies and clarifies system financial reporting in a way that makes monthly or periodic system financial performance reviews easier for administrators and advisory board members.

## Appendix 25 - Recommended Parking Management Benchmarks

One of the current trends in program management in all fields is referred to as “data-driven management.” This document provides a set of 24 parking management specific operational benchmarks or key performance indicators that together provide a data-rich reporting package designed to provide key management metrics to support a successful parking management program.

## Appendix 27 - Parking Management Best Practices Toolbox

This primary report deliverable contains well over 300 parking management best practices. Our goals in the development and organization of this document are to provide a comprehensive categorization of parking planning, management, and design areas to make finding specific best practices easier.


We know of no parking/transportation program anywhere that has adopted all of these concepts and management strategies. It is our hope that this tool will provide the City with a wealth of ideas to stimulate program development as they tackle parking issues as a key transformative strategy within the context of downtown revitalization and parking program enhancement plans.

## Appendix 38 - 20 Characteristics of Effective Parking Management

This extensive essay contains a comprehensive overview of the “20 Characteristics of Effective Parking Programs” developed by Dennis Burns as a chapter in the book entitled: Making Business Districts Work” authored by former International Downtown Association (IDA) president David M. Feehan. This comprehensive overview provides our recommended approach to parking program development.



September 10, 2019

MEMO TO: J. Carter Napier, City Manager  
FROM: Tom Pitlick, Financial Services Director   
SUBJECT: Financial Administration Guidelines

Meeting Type & Date:  
Council Work Session

September 24, 2019

Action type:  
Information Only

Recommendation:  
Move Forward For Approval

Summary:

Staff is proposing Council formally adopt, by resolution, Financial Administration Guidelines to ensure that the City is financially able to meet its immediate and long-term service objectives. The Guidelines would be intended to serve as the foundation around which all financial policies and procedures would be written in support of both the financial planning and internal financial management of the City.

As the Financial Administration Guidelines are comprehensive in nature, staff is suggesting that the document be presented to Council in phases in order to provide adequate time for review and discussion. The first phase was presented at the July 23, 2019, Council Work Session and included a review of the "Table of Contents"; "Purpose and Objectives"; "Finance Committee"; and "Fund Reserves".

This, the second presentation phase, includes a review of Guidelines addressing "Procurement"; "Change Orders"; "Debt Management"; and "Investments". Major highlights of each follow:

**Procurement** - Suggest following policy revisions:

- Current policy requires three quotes be obtained for items over \$1,000 but under \$20,000. Recommend range be amended to over \$2,000 but under \$35,000.
- Current policy requires items over \$20,000 be formally bid. Recommend this be raised to \$35,000 (as allowed by State Statute).
- Current policy requires all sole source purchase request be referred to Council. Recommend City Manager have authority to approve sole source purchase request up to \$35,000 with anything \$35,000 and over being placed on Council agenda for approval.

While not included in the "Attachments" due to policy length, the proposed changes would apply to the current "Special Purchasing Provisions of Federally Funded Projects" policy as well.

**Change Orders** – Suggest following policy revisions:

- Current policy focuses primarily on changes to contract price. Recommend including language to also address the need for Council consideration of proposed changes that would materially affect the original scope of the project.
- Current policy does not address establishment of construction contingency funding. This is typically specified in the Resolution approving the agreement with the contractor. Recommend inclusion of language setting the parameters for determining the amount of contingency funding as well as contract extension timeframes which can be approved by the City Manager (up to \$35,000 of contract price; time extension of up to 30 days).

**Debt Management** - Suggest following policy revisions:

- Current policy overall still relevant in all material respects.
- Recommend only minor changes such as updating staff titles.

**Investments** - Suggest following policy revisions:

- Current policy will require updates pending Council direction on recommendation.
- Recommend establishment of an “Investment Advisory Committee”. Propose a three member committee composed of individuals who are knowledgeable in the field of investments. The purpose of the Committee would be to provide input into development of investment policies that comply with statutory regulation while maximizing return opportunities; evaluation of current portfolio investments; recommendation of investment strategies based on market conditions; and input into selection of potential firms/organizations providing investment management services.

Financial Considerations:

None

Oversight/Project Responsibility:

Tom Pitlick, Financial Services Director

Attachments:

- **Procurement**
  - Procurement Guideline
  - Proposed Procurement Policies
  - Current Procurement Policies
- **Change Orders**
  - Proposed Change Order Guideline/Policy
  - Current Change Order Policy
- **Debt Management**
  - Debt Management Guideline
  - Proposed Debt Management Policy
  - Current Debt Management Policy
- **Investments**
  - Investment Guideline
  - Current Investment Policy



## **CITY OF CASPER, WYOMING FINANCIAL ADMINISTRATION GUIDELINES**

### **Procurement**

The City will follow State Laws, adopted resolutions, ordinances and policies regarding procurement.

**Federal Funds:** When procurement involves the expenditure of federal funds, purchasing shall be conducted in accordance with any applicable federal laws or regulations.

**Grants:** When procurement involves the expenditure of a grant, purchasing shall be conducted in accordance with any applicable grant laws or regulations.

**Emergency procurement:** The Mayor or his/her designated agent may make or authorize others to make emergency procurements of materials, supplies, equipment or services when there exists a threat to public health, welfare, or safety. State laws relating to emergency purchases will be followed.

For a review of the comprehensive Purchasing Policy, refer to the City of Casper Administrative Policies and Procedures manual.

| <b>City of Casper Administrative Policy</b> |   |
|---|---|
| <b>Policy Number:</b> 19-2                  | <b>Subject:</b> Purchasing – Vendor Selection Methods |
| <b>Effective:</b> 7/1/2019                  |   |
| <b>Supersedes All Previous Policies</b>     | <b>Category:</b> Finance                              |

## **I. Purpose and Scope**

All City employees must be stewards of public funds. One essential aspect of this responsibility is to seek out competitive pricing from within the marketplace. This process will assist the City in (1) being financially responsible for the goods and services that it requires, and (2) providing vendors from the marketplace with an opportunity to compete for the City's business.

## **II. Purchasing Thresholds Generally**

This policy establishes purchasing thresholds based on the value of the purchase. In general:

- An item that is valued at or below \$2,000 will be treated as a small purchase, and it can be purchased through a simplified purchasing method.
- Items that are valued above \$2,000 but less than \$35,000 are considered mid-sized purchases, and as such, they can generally be purchased after receiving three qualified quotes.
- Purchases valued at or above \$35,000 are large purchases that generally require a formal bid or RFP process.

## **III. Aggregate Purchases**

It is the intent of this policy to regulate purchases by their aggregate value. It is often the case that a work group will require the same item, material, or service repeatedly throughout the year. It may be the case that a single purchase of an item, material, or service would have a low cost, and it would therefore fall into the "small" or "mid-sized" purchasing category. However, it may also be the case that because the purchase will be made repeatedly throughout the fiscal year, the aggregate purchase price would meet the threshold of another category.

If the City employee anticipates purchasing more than \$2,000 worth of the same item, material, or service within any three month time period, then the employee should go through a selection process that would be appropriate for a mid-sized purchase, even if each individual purchase would be for less than \$2,000.

If the City employee anticipates purchasing more than \$35,000 worth of the same item, material, or service within any three month period, then the employee should go through a selection process that would be appropriate for a large purchase, even if each individual purchase would be for less than \$35,000. Please note that State law specifically prohibits cities from subdividing



contracts for public improvement as a means to avoid bid advertising requirements (See WS 15-1-113 (q)).

#### **IV. Small Purchases – Valued at Less Than \$2,000**

City employees are not required to go through a formal selection process for small purchases so long as no special circumstances apply. (“Special circumstances” include special restrictions in state law, such as those that apply to the purchase of furnishings, and restrictions that might appear in grant regulations or other policies.) For purchases valued at less than \$2,000, the City employee is not required to receive quotes from qualified vendors, they are not required to go through a formal bid process, and they do not need Sole Source Purchasing approval. City employees are expected to exercise good judgement regarding the whether the item is priced appropriately.

#### **V. Mid-Sized Purchases – Vendor Selection through Quotes**

The basic process for purchasing items valued between \$2,000 and \$35,000 should entail the following steps:

1. A City employee determines that there is a need for the City to purchase items, materials, or services, and the employee reasonably believes that the aggregate price of this purchase will fall between \$2,000 and \$35,000 within a given fiscal year.
2. The employee creates a requisition for said item/service/material.
  - a. The requisition should include a straightforward statement of what the City needs. This statement might include the name of a known product that would meet that need. If a known product name is listed, then the statement should include “[known product name] or equivalent.” (See “Equivalent Products” section for exceptions to this rule.)
  - b. The requisition should include information on the delivery schedule desired by the City (if known).
3. The employee creates a list of at least three known vendors or service providers that provide this item/service/material. A selection of local (in-city) vendors should be included, if possible.
4. The listed vendors should be invited to submit written quotes. A vendor’s posted or advertised price can serve as a written quote for this purpose.
5. Interested vendors will send in quotes. The employee will evaluate the quotes to ensure that they have met the submission requirements, that they have met the minimum specifications, and that the item has the ability to achieve the essential goal of the purchase.
  - a. The employee should upload electronic copies of any quotes received to the City’s financial software so that they can be attached to the requisition.
  - b. For any non-qualifying quote, the employee should provide a written explanation to the vendor as to why the quote failed to qualify. This written

explanation should be sent to the vendor and uploaded to the City's financial software so that it can be attached to the requisition.

6. If at least three qualifying quotes have been received, then the employee will select the quote that provides the best value for the City.
  - a. If the lowest-cost quote is not selected, then the employee must write a memo to document the reason for that decision. The memo should be delivered to his or her department head. The department head can indicate their agreement by initialing the memo. An electronic copy of the approved memo should be uploaded into the City's financial software and attached to the requisition.
7. If less than three qualifying quotes have been received, then the employee may choose to extend the deadline and re-issue the requisition to additional vendors. Alternatively, the employee may choose to select from among the qualifying quotes already received.
  - a. If the employee opts to select from among the qualifying quotes when there are less than three quotes to choose from, then the employee must document their attempts to gain three quotes, and the employee must document their reason for not seeking additional quotes. This documentation will be in the form of a memo to his or her department head. The department head can indicate their agreement by initialing the memo. An electronic copy of the approved memo should be uploaded into the City's financial software and attached to the requisition.

## **VI. Equivalent Products**

The City employee may find it expedient to specifically identify a product that would meet the goals of the requisition. This would generally entail identifying the product by name, brand, make, model, and/or manufacturer. When a brand of product has been specified, the requisition should generally include language of "[this brand of product] or equivalent."

If the employee believes that only the specified brand of product will meet the needs of the City, then the employee must write a "No Equivalents" memo to document why equivalents are not possible and/or why equivalent products should not be accepted under these circumstances. This memo should be addressed to the City Manager. The City Manager can indicate his or her approval by initialing the memo. An electronic copy of the approved memo should be uploaded to the City's financial software and attached to the requisition.

Every No Equivalents Memo will expire within two years of approval. At that time, a new No Equivalents Memo can be written. The City Manager may then re-authorize the No Equivalents Memo at his or her option.

## **VII. Purchase by Bid or RFP**

A formal bid or RFP is not usually required for items, materials, or services that are valued at less than \$35,000. However, employees may opt to forgo the collection of quotes if they prefer to select a vendor through a formal bid or RFP, or if a bid or RFP is required per grant regulations or for similar reasons.



## **VIII. Purchases from the State Bid**

The State of Wyoming regularly conducts formal bids for the things that it needs. Items on the State Bid have gone through the formal bid process. City employees can purchase items from the state bid without seeking quotes and without initiating a formal bid or RFP.

## **IX. Purchase by Sole Source**

A City employee may believe that only one vendor can provide the item or service needed. Under these circumstances, the City employee may seek permission to purchase via Sole Source. For information on this process, refer to the City of Casper Sole Source Purchasing policy.

## **X. Purchase or lease of a New Automobile or Truck**

In accordance with Wyoming State Statute 15-1-113 (a), vehicles cannot be a Sole Source Purchase. To purchase or lease a new automobile or truck, the City employee must purchase it through a formal bid process or from the state bid, even if the price would fall below \$35,000. If there is an automobile or truck for trade-in, it must be included as a part of the advertisement and bid.

## **XI. Council Approval of Purchases**

All purchases in excess of \$20,000 must be approved by the Casper City Council. Purchases in excess of \$20,000 that require a signed contract must be authorized by Resolution. Purchases in excess of \$20,000 that do not require a signed contract may be authorized either by Resolution or by Minute Action.

**Approved as to Form:**

---

**Approved By:**

---

J. Carter Napier  
City Manager

**Date:**

---

| City of Casper Administrative Policy    |  |
|---|--|
| <b>Policy Number:</b> 19-1              | <b>Subject:</b> Sole Source Purchasing |
| <b>Effective:</b> 7/1/2019              |  |
| <b>Supersedes All Previous Policies</b> | <b>Category:</b> Finance               |

## I. Purpose and Scope

It is preferable for the City to make purchases through a competitive process. Employees should be open to purchasing items from different vendors and from different manufacturers. Shopping among multiple vendors encourages marketplace competition, and marketplace competition helps the City to remain fiscally responsible.

However, situations can arise under which only one vendor is qualified and available to provide a needed item, material, or service. Under these circumstances, a Sole Source Purchase becomes necessary.

## II. Specifying *Brand* vs Specifying *Vendor*

This policy is applicable when a City employee is seeking to specify a vendor, which is not the same thing as specifying a make, model, brand, or manufacturer.

It is sometimes the case that the City must have a specific brand name of product because similar products from other manufacturers will not suffice – for example, products from other manufacturers might not be compatible with existing systems or equipment. Under these circumstances, the City is specifying a *brand*.

The vendor is the business that is selling the needed item, service, or material. It is sometimes true that only one vendor is able to sell the products of the specified manufacturer. If this is the case, then there is only one available vendor, and the Sole Source process becomes applicable.

It is also possible for special circumstances to necessitate a sole source purchase. An emergency might require the City to make a purchase very quickly; or there might be a very particular problem that requires a highly particular skill set. Under circumstances such as these, the Sole Source process might be applicable.

## III. Purchasing by Sole Source

A Sole Source Purchase circumvents the normal competitive process, so enacting a sole source purchase requires proper authorization.

- Sole Source purchasing is not applicable to **small purchases** (aggregate value of less than \$2,000). If the item will cost less than \$2,000, then the City employee may purchase the item without soliciting quotes or bids and without receiving formal sole source approval.
- For **mid-sized purchases** (valued between \$2,000 and \$35,000) of items other than vehicles, public improvements, furnishings associated with public improvements, or movable equipment, the Sole Source Purchase can be approved by the City Manager. The purchasing employee should explain his/her reasoning in a Sole Source Purchase Memo addressed to the City Manager. The City Manager can indicate his or her approval by



initialing the memo. An electronic copy of the Sole Source Memo should be uploaded to the City's financial software and attached to each purchase record(s).

- For **large purchases** (valued at or above \$35,000) or for any purchase of furnishing or movable equipment associated with a capital project, the Sole Source Purchase Memo must be sent to the Council for its approval.
  - The purchasing employee should explain their reasoning for the Sole Source Purchase in a Sole Source Purchase Memo that is addressed to the City Manager.
  - If the City Manager approves the Sole Source Purchase Memo, then the purchase may be presented to the Council for their formal approval.
  - If approved, then an electronic copy of the Sole Source Purchase Memo should be uploaded into the City's financial software and attached to each applicable requisition(s).

#### **IV. Ongoing / Repeating Purchase by Sole Source**

It is sometimes the case that a repeating purchase is made through the Sole Source process. This is usually because many purchases of the same item are made from the same vendor.

If a repeating sole source purchase is authorized, then the authorization will expire after a one year period. The purchasing employee may choose to resubmit a Sole Source Purchase Memo at that time.

#### **V. Exceptions and Limitations**

Payments for the consumption of utilities that are delivered through a physical connection to a building, or which are delivered through a physical connection to a similar immovable and installed structure, do not require a memo to establish sole source purchasing authority. Examples of utility services include tap water, sewerage, electricity, wired telephone service, wired internet service, etc.

For federally funded projects, sole source purchasing is highly discouraged and subject to extensive regulation. Please refer to the City policy, "Special Purchasing Provisions for Federally Funded Projects" for more information.

Also, state law prohibits or strictly curtails Sole Source purchasing under certain circumstances. In particular:

- **A purchase or lease of new automobiles or trucks cannot be made through a Sole Source purchase.** All such purchases must meet the requirements of WSS 15-1-113 (a).
- Contracts for public works ("public improvements") generally require a bid process. Contracts for public works cannot be made through a Sole Source Purchase unless one of the following is true:
  1. An emergency exists,
  2. The primary purpose is maintenance,
  3. The purchase will be a contract for professional services, or
  4. The work would be valued at less than \$35,000.

- Sole Source agreements to purchase furnishings or movable equipment associated with a capital project require City Council approval. Wyoming State Statute 16-6-1001(a)(ii)(D) states that in order to purchase furnishings or movable equipment via Sole Source, the Council must first determine that the situational requirements are “so specialized or that an item or type of furniture or movable equipment is so unique or uncommon that failure to waive the requirements [to purchase the item by competitive bid] would materially impair the functionality of the project.”

**STATE LAW REFERENCES – SOLE SOURCE LIMITATIONS:**

- REGARDING CONTRACTS FOR PUBLIC IMPROVEMENT, AND REGARDING THE PURCHASE OF VEHICLES: WSS 15-1-113 (a)
- LIMITATIONS ON SOLE SOURCE AND CAPITAL CONSTRUCTION: WSS 16-6-1001
- REGARDING FURNISHINGS AND MOVABLE EQUIPMENT: WSS 16-6-1001(a)(ii)(A) AND WSS 16-6-1001(a)(ii)(D)

**FEDERAL PURCHASING REFERENCES – SOLE SOURCE RESTRICTIONS**

- CITY POLICY: SPECIAL PURCHASING PROVISIONS FOR FEDERALLY FUNDED PROJECTS
- FEDERAL REGULATION: 2 CFR CH. 2, 200.319

**Approved as to Form:**

---

**Approved By:**

---

J. Carter Napier  
City Manager

**Date:**

---



Effective Date: July 20, 2009

Subject: PURCHASING PROCESS - Items Under \$20,000.00

This policy is intended to provide guidance to managers with regard to purchasing items or contracting for services with a value of under \$20,000. The forms currently used by the City Administrative Services Department to process purchases are attached to the policy manual, and available on the City's Intranet. Future changes in the financial system will necessarily require changes in the documentation for the purchasing process.

1. A minimum of three quotes must be obtained for purchase of items with an estimated cost of between \$1,000 and \$20,000.
2. Items from \$1.00 to \$1,000 should be purchased with a requisition form (see Exhibit A) or white voucher (see Exhibit B) which includes the date, department name, account number, description of item, vendor's name and signature of the Department or Division Head.
3. Items from \$1,000 to \$20,000 must include a requisition form with all of the above information as well as a copy of three quotes which were obtained, with vendors' names and addresses.
4. The requisition should be submitted to the Finance Division.
5. Finance will prepare a purchase order (see Exhibit C) from the requisition.
6. An invoice may also initiate payment.
7. The Department initiating the purchase will maintain the files on the vendor or project until the transaction has been completed.

Effective Date: July 20, 2009

Subject: PURCHASING PROCESS - Items \$20,000.00 and Over

This policy is intended to provide guidance to managers with regard to purchasing items or contracting for services with a value of more than \$20,000. The forms currently used by the City Administrative Services Department to process purchases are attached to the policy manual. Future changes in the financial system will necessarily require changes in the documentation for the purchasing process.

1. All items over \$20,000.00 shall be bid unless the Department Head has received the City Manager's approval. This is an internal cap which was established at the direction of the City Manager. The only exception to this requirement is the process for securing quotes for "used" vehicles or equipment (see page 20 of this Policy Manual).
2. After awarding the bid, a requisition form is prepared denoting the account number, the amount of the bid, and a description of the award. The Department Head signs and forwards the requisition to the Finance Division.
3. A purchase order is prepared by Finance from the requisition and a copy is returned to the Department.
4. The copies of the purchase order are submitted to Finance for payment after the item has been received and checked against the order or the bid specs.
5. For partial payments, the Department checks each invoice for correctness and then authorizes payment with reference to the purchase order and a copy of the invoice attached to a green voucher. The invoice is then forwarded with the green voucher marked "partial payment" to the Finance Division for payment.
6. Upon receipt of the entire order or completion of a contract, the Department Head signs, dates and forwards the copy of the purchase order to Finance for payment.



Effective Date: January 1, 2001

Subject: REQUEST FOR PROPOSALS

Request for proposals (RFPs) are used when seeking professional services such as architects, engineers, consultants, etc.. The basic outline for preparing a Request for Proposals is included in the boilerplate documents in Attachment O. Also available is a sample advertisement and a professional services contract document. While State Statutes do not require that professional services are bid, the City policy is to advertise them unless there is sufficient justification for limiting the RFP to specific firms or individuals.

The RFP process is similar to the regular bid process in that proposed RFP documents should be reviewed by the City Manager or his designee prior to advertisement or distribution to the appropriate firms.

Effective Date: January 1, 2001

Subject: REQUISITIONS

Requisitions are used on virtually all capital equipment and projects. The purchase requisition form in Attachment A provides the basis for encumbering the funds requested to a particular project or purchase. This is necessary when a formal order has been placed and the funds are obligated. The requisition is filled out based on quotes, prior to the point the product is ordered, or when the project is authorized by City Council and a signed contract has been delivered. At the time that delivery is taken or the contract is completed an adjustment may be made to the amount on the requisition in order to remove the encumbrance.

The white copy of the requisition should be forwarded directly to the Finance Division to encumber the funds. This is true even if the product has not been delivered. Finance will prepare a two-part purchase order and will return both copies to the department. The vendor will sign the white copy of the purchase order whenever possible.

Upon receipt of the product, or completion of the project, the pink copy needs to be signed and returned to Finance along with the invoice or request for payment.

Upon receipt of the invoice, the originating Department should check the information for correctness. Bills from contractors should be handled by the project engineer.

Any variation from this procedure will delay payment to the vendor.

Effective Date: December 1, 2001

Subject: SOLE-SOURCE PURCHASE OF EQUIPMENT AND MATERIALS

Sole-source purchasing is defined as a negotiated purchase of a unit that can only be provided by a single manufacturer. The City Council must specifically review every request for sole-source purchase.

The policy of the City of Casper is to limit the need for sole-source purchasing. However, whenever it is in the best interest of the City, the Department Head will prepare the necessary documents to justify the sole-source purchase. Sole-source purchasing must be approved by the City Manager's office.

The following procedures will be used when the Department elects to sole-source purchase equipment or materials:

1. A memorandum explaining the justification for the sole source-purchase of a particular item must be forwarded to the Department Head. The memorandum must contain facts justifying the need for sole-source purchasing. If insufficient information is provided by the Supervisor, the request for sole-source purchasing will be denied or returned for additional information.
2. Once the request is in order and approved by the Department Head, the justification will be forwarded to the City Manager for consideration and review.
3. Should favorable consideration be granted by the City Manager, memorandums will be prepared for Council's information. If additional information is requested by the City Manager, the request will be sent back to the Department Head. If Council wishes to discuss the proposed purchase or has questions, they will contact the City Manager. If no comments are received from the City Council within 10 days from the date the memo was forwarded, the Department Head will be notified by the City Manager that negotiations can proceed.



## **CITY OF CASPER, WYOMING FINANCIAL ADMINISTRATION GUIDELINES**

### **Change Order Policy**

A Change Order is a means by which a contract can be legally modified after the contract is executed. It is a written agreement signed by the company and the Owner or the company and the subcontractor to revise, add, or delete conditions established by the original approved contract. **Any proposed change order that materially affects the original scope of the project or results in an over expenditure of the approved contract amount, plus any approved contingency, must be authorized by action of the City Council.**

A construction contingency may be established to expedite unanticipated changes in an approved contract by empowering the City Manager to authorize such changes. Terms of a contingency will be specified in the Resolution approving the agreement with the contractor. In general, the contingency provisions will allow the City Manager the authority to extend a contract up to thirty days and by a dollar amount not to exceed \$35,000.

Change order(s) must be appropriately signed and dated on an approved Change Order Form prior to work taking place.

The City Manager may refer any proposed change order to the City Council for their consideration at his/her discretion.

Effective Date: January 1, 2001

Subject: CHANGE ORDERS

Any change in the original contract that requires an addition or deduction of the agreed upon contract amount must be handled through a change order. The change order(s) must be signed and dated, by the architect, engineer, contractor and/or department head on the Change Order Form (see Exhibit L) prior to the work taking place. Three copies of the Change Order Form and any other necessary information will be forwarded to the City Manager. The City Manager may deny or approve the change order, or may recommend Council action depending on the authority for original approval of the contract.

If the change order is approved a requisition will be issued for the work covered in the change order. The amount of the change order will be noted on the original voucher for the project. If the change order is not approved the department head will notify the contractor.

No work can be done by the contractor until the City Manager or his designee has signed the Change Order Authorization Form. No payment beyond the original contract amount will be authorized by Finance unless copies of approved change orders have been received by the Administrative Services Director.

Emergency change orders will follow these same procedures at an accelerated pace. Any exceptions to the procedures must be approved in writing by the City Manager.

## **CITY OF CASPER, WYOMING FINANCIAL ADMINISTRATION GUIDELINES**

### **Debt Management Guidelines**

- A. The objectives of the City's Debt Management Policy will be:
  - a. To reduce the use of debt so that debt service payments will be a predictable and manageable part of the operating budget.
  - b. To raise capital at the lowest cost, consistent with the need to borrow. This will be accomplished by:
    - Keeping a high credit rating (while making attempts to strengthen credit rating)
    - Maintaining a good reputation in the credit markets by managing the annual budget responsibly.
- B. Professional service providers (underwriters, financial advisor, bond insurers, etc.) may be selected through negotiation, RFQ process or City's procurement policies.
- C. Debt issues will be sold on competitive basis (except when conditions make a negotiated sale preferable) and awarded to the bidder who produces the lowest interest cost.
- D. The term of long-term debt issued will not exceed the life of the projects financed. Current operations will not be financed with long-term debt.
- E. Short-term borrowing will not be used for operating purposes.
- F. The City will comply with all statutory debt limitations imposed by the State of Wyoming. The City of Casper debt will not in any manner exceed 4.0% of the assessed valuation of the taxable property within the City, except that an additional 4.0% of the assessed value of the taxable property therein may be created for sewage disposal systems. Indebtedness created for supplying water shall be excepted from the limitation herein.
- G. No debt shall be issued for which the City is not confident that a sufficient, specifically identified revenue source is available for repayment. The Director of Financial Services shall prepare an analytical review for this purpose prior to the issuance of any debt.
- H. It shall be the policy of the City to limit bonded indebtedness to levels that permit sufficient borrowing to support a reasonable rate of capital programming, permit a level and pace of debt amortization within the City's ability to pay, and support the City's credit rating objectives.
- I. Credit enhancements shall be considered with a cost/benefit analysis for each long-term bond issue.



- J. Reserve accounts shall be maintained as required by bond ordinances and where deemed advisable by the City Council
- K. The City will maintain debt service coverage ratios as required for any bond issues.
- L. Interfund borrowing may be used where such borrowing is effective. Interfund borrowing will be approved and authorized by the City Council.

| City of Casper Administrative Policy                                |                             |
|---|-----------------------------|
| <b>Policy Number:</b> 20-   | <b>Subject:</b> Debt Policy |
| <b>Effective:</b> 1/1/2020  |                             |
| <b>Supersedes:</b> City of Casper Debt Policy<br>Dated June 6, 2000 | <b>Category:</b> Finance    |

## I. Purpose and Scope

To utilize debt financing which will provide needed capital equipment, infrastructure improvements, and certain operating funding while minimizing the impact of debt payments on current revenues. To enhance financial management, the City is committed to systematic capital planning, intergovernmental cooperation and coordination, and long-term financial planning.

## II. Use of Debt Financing

Long-term debt financing, through any long-term obligations permitted to be issued or incurred under Wyoming law, shall only be used to purchase capital assets that cannot be acquired from either current revenues or fund equity and to fund infrastructure improvements and additions. The useful life of the asset or project acquired through long-term debt financing, in part or entirely, shall be at least 5 years.

Short-term debt, consisting of but not limited to interfund borrowing and lease/purchase agreements, may be used for the acquisition of capital assets with a useful life of less than 5 years or for finance emergency operations as approved by the City Council.

In all cases, the useful life of the asset acquires shall exceed the payment schedule of any debt the City assumes.

## III. Assumption of Additional Debt

The City shall not assume more tax-supported general-purpose debt than it retires each year without conducting an objective analysis as to the community's ability to assume and support additional debt service payments. When appropriate, self-supporting revenue bonds shall be issued before general obligation bonds.

## IV. Affordability Targets

General Obligation Bonds. The City desires to avoid issuing general obligation bonds.

In the event it becomes necessary and or beneficial to issue general obligation bonds, the City shall use an objective analytical approach to determine whether it can afford to assume

new general obligation debt. This process shall compare generally accepted standards of affordability to the current values for the City. These standards shall include debt per capita, debt as a percent of taxable value, debt service payments as a percent of current revenues and current expenditures, and the level of overlapping net debt of all local taxing jurisdictions. The process shall also examine the direct costs and benefits of the proposed expenditures. The decision on whether or not to assume new debt shall be based on these costs and benefits, the current conditions of the municipal bond market, and the City's ability to "afford" new debt as determined by the aforementioned standards. The City shall strive to achieve and/or maintain these standards at a low to moderate classification.

Revenue Bonds. For the City to issue new revenue bonds, net operating income, as defined in the ordinance authorizing the revenue bonds in question, shall be:

- Maintained at a minimum of 125% of the average annual debt service, and
- At least 110% of the debt service for the year in which requirements are scheduled to be the greatest.

150% of the maximum annual debt service shall be used for financial planning purposes. Annual adjustments to the City's rate structures should be made as necessary to maintain a 150% coverage factor.

Debt Excluded From Analytical Examination.

Landfill closure and postclosure care cost. State and federal laws and regulations require the City to cover its landfill cells when filled and to monitor and maintain such cells for 30 years after closure. The City recognizes a portion of these costs in each operating period based on estimated landfill capacity used as of each balance sheet date. The cumulative liability is reported in the Balance Sheet of the Balfill Fund. The amount of accrued landfill closure costs is not included in measures used to evaluate the City's debt affordability until such costs are actually paid from proceeds of bonds.

Vested leave benefits. Leave benefits are earned by City employees based on time of service and the rights to certain leave benefits are vested at various rates. Any amount of vested leave benefits in any fund is not included in measures used to evaluate the City's debt affordability.

## **V. Debt Structure**

The City shall normally issue bonds with an average life of 10 years or less for general obligation bonds and 15 years for revenue bonds. The structure should approximate level principal on general obligation bonds and level debt service for revenue bonds. There shall be no debt structures that include increasing debt service levels in subsequent years, with the first



and second year of a bond pay out schedule the exception. There shall be no "balloon" bond repayment schedules that consist of low annual payments and one large payment of the balance due at the end of the term. There shall always be at least interest paid in the first fiscal year after a bond sale and principal starting no later than the second fiscal year after the bond issue. Normally, there shall be no capitalized interest included in the debt structure unless there are no historical reserves upon which to draw.

State loans shall be for a period that provides the lowest costs of funds.

## **VI. Interfund Borrowing**

Upon approval by the City Council, interfund borrowing may be utilized to finance acquisitions of capital assets and emergency operations. Interfund borrowing is limited to no more than 20% of the monetary assets of any lending fund. Interfund lending must be compatible to the cash flow and cash needs of the lending fund. Capital Project and Special Revenue funds shall not lend to other funds. The lending fund shall charge, and the borrowing fund shall pay, market interest rates for debt securities of like maturities.

Interfund borrowing for up to three months may be implemented by staff to cover short-term cash needs of funds awaiting reimbursements from grants or other financing sources or that experience short-term disruptions in cash flow. Generally, the General Fund will be the lender of such borrowings. Interest will not be charged and paid between funds for such short-term interfund borrowings.

## **VII. Derivatives**

The use of derivatives in administering debt can be useful to minimize risk, reduce costs and provide flexibility. However, they may also add risk, restrict flexibility or add cost. The City recognizes the complexity and wide variety of derivatives available. Accordingly, if the use of derivatives is considered, the City, utilizing the services of a financial advisor and legal council, will complete a thorough analysis of all attributes of such use. The analysis shall consider factors outlined in Government Finance Officers Association Recommended Practice on Use of Derivatives by State and Local Governments. Further, each derivative use shall require separate approval of the City Council.

## **VIII. Use of Credit Enhancement**

The City shall seek to use credit enhancement (letters of credit, bond insurance, surety bonds, etc.) when such credit enhancement proves cost-effective. Selection of credit enhancement providers shall be subject to a competitive bid process developed by the City. Credit enhancement may be used to improve or establish a credit rating on a City debt obligation, even if such credit enhancement is not cost effective if, in the opinion of the City as advised by its

Financial advisor, the use of such credit enhancement meets the City's debt financing goals and objectives.

## **IX. Call Provisions**

Call provisions for bond issues shall be made as short as possible consistent with the lowest interest cost to the City. When possible, all bonds shall be callable only at par.

## **X. Sale Process**

The City shall use a competitive bidding process in the sale of debt unless the nature of the issue warrants and current law provides for a negotiated sale, a private placement, or a limited public offering. The City shall attempt to award the bonds based on a True Interest Cost (TIC) basis. However, the City may award bonds based on a Net Interest Cost (NIC) basis as long as the financial advisor agrees that the NIC basis can satisfactorily determine the lowest and best bid.

## **XI. Rating Agencies Presentations**

Full disclosure of operations and open lines of communication shall be made to the rating agencies. City staff, with assistance of financial advisors, shall prepare the necessary materials and presentation to the rating agencies. Credit rating will be sought from Moody's, Standard & Poor's, and Fitch as recommended by the City's financial advisor.

The City is committed to continuing disclosure of financial and pertinent credit information relevant to the City's outstanding securities that comply with the standards of the Government Finance Officers Association for financial reporting and budget presentation and the disclosure requirements of the Securities and Exchange Commission.

## **XII. Debt Refunding/Open Market Purchase**

City staff and the financial advisor shall monitor the municipal bond market for opportunities to obtain interest savings by refunding outstanding debt. As a general rule, the present value savings of a particular refunding should exceed either \$50,000 or 3.5% of the refunded maturities.

The City may choose to defease its outstanding indebtedness through purchases of its securities on the open market when market conditions make such an option financially feasible. Such purchases may be made upon the Council's finding that the purchase is in the City's overall best financial interest.

### **XIII. Investment of Debt Proceeds/Interest Earnings**

Debt proceeds may be temporarily invested until needed. Debt proceeds will be invested primarily to assure the safety and liquidity of such investments, and secondarily, to maximize investment yield. The primary liquidity goal is to assure that proceeds will be available to fulfill the purposes of the issue on a timely basis.

Interest earnings received on the investment of debt proceeds shall be used to assist in paying the interest due on bond issues, to the extent permitted by law.

### **XIV. Lease/Purchase Agreements**

Over the lifetime of a lease, the total cost to the City will generally be higher than purchasing the asset outright. As a result the use of lease/purchase agreements in the acquisition of vehicles, equipment and other capital assets shall generally be avoided, particularly if smaller quantities of the capital asset(s) can be purchased on a "pay-as-you-go" basis.

### **XV. Financing Team**

The City may employ outside financial specialists to assist it in developing a bond issuance strategy, preparing bond documents and marketing bonds to investors. The key players in the City's financing transactions comprise the Finance Team and include its financial advisor and bond counsel (if retained for specific financings), the underwriter (on a negotiated sale) and City representatives (City Manager, City Attorney, Financial Services Director, among others). Other outside firms, such as those providing paying agent/registrar, trustee, credit enhancement, auditing, or printing services, are retained as required.

- The Financing Team meets as needed to consider specific financing projects and makes recommendations to the City Council.
- In developing financing recommendations, the Finance Team shall consider:
- The time proceeds of obligation are expected to remain on hand and the related carrying cost;
- The options for interim financing, including short term and interfund borrowing, taking into consideration federal and state reimbursement regulations;
- The effect of proposed action on the tax rate and user charges;
- Trends in interest rates;
- Other factors as appropriate; and



- Professional financial and legal services, including bond counsel, involvement

## **XVI. Selection of Finance Consultants and Other Service Providers**

The Finance Team shall be responsible for establishing a solicitation and selection process for securing professional services that are required to issue City debt. 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.

Bond Counsel. As part of its responsibility to oversee and coordinate the marketing of all City indebtedness, the City Attorney shall make recommendations to the City Council regarding the selection of bond counsel to be employed and the duration of the employment for individual or a series of financings. The Council shall make such selection, taking into consideration these recommendations.

The bond counsel will issue an opinion as to the legality and tax exempt status of any obligations. The City may also seek the advice of bond counsel on all other types of financing and on any other questions involving federal tax or arbitrage law. Bond counsel is also responsible for the preparation of the ordinance authorizing issuance of obligations and all of the closing documents to complete their sale and will perform other services as defined by contract approved by the City Council.

Underwriters. The Finance Team shall make recommendations to the City Council regarding the selection of underwriting services for all debt issued in a negotiated or private placement sale mode. The selection of underwriters may be for an individual or series of financings or for a specified time period.

Financial Advisor. As needed, the Finance Team shall make recommendations to the City Council regarding the selection of financial advisors to be employed and the duration of such employment. The time period for employment may relate to an individual or a series of financings, or for a specified period of time.

The Financial Advisor will advise on the structuring of obligations to be issued, inform the city of various options, advise the City as to how choices will impact the marketability of city obligations and will provide other services as defined by contract approved by the City Council. To ensure independence, the Financial Advisor will not bid on nor underwrite any City debt issues. The Financial Advisor will inform the City Manager of significant issues.

Paying Agent. As needed, the Finance Team shall make recommendations to the City Council regarding the selection of paying agent services from qualified commercial and trustee banks.

Other Service Providers. As needed the Finance Team shall make recommendations to the City Council or City Manager for selection of other service providers (escrow agents, verification agents, trustees, etc.).

Applicable Laws, Policies, and Solicitation Processes. The solicitation and selection process for such services will comply with Federal and State law and City policy requirements for professional services

The solicitation policy may include formation of a review committee to evaluate written proposals and, if deemed necessary, conduct oral interviews.

In all instances, the City shall promote competition in issuing debt. This will be implemented in the selection of professionals and other service providers, giving consideration to the experience and quality of service, as well as cost. In determining whether to "sell" the debt on a negotiated or competitive basis, the factors outlined in the Government Finance Officers Association recommended practice on "Selecting and Managing the Method of Sale" will be followed.

## **XVII. Conduit Financing**

Conduit financing involves securities issued by a government agency to finance a project of a third party, such as a non-profit organization or other private entity. The City may sponsor conduit financing for those activities (e.g., economic development, housing, public health services) that have a general public purpose that comply with Federal and State law and that are consistent with the City's overall service and policy objectives. Unless a compelling public policy rationale exists and current law provides, such conduit financing will not in any way pledge the City's faith and credit.

## **XVIII. Ethics/Gift Policy**

In addition to any provisions of any applicable statutes and the City's Code pertaining to Ethics, City officials or staff shall not accept any gifts or benefits from any vendors associated with the issuance of any debt.

## **XIX. Capital Planning**

To enhance creditworthiness and prudent financial management, the City is committed to systematic capital planning, intergovernmental cooperation and coordination, and long-term financial planning. Evidence of this commitment to systematic capital planning will be demonstrated through adoption and periodic adjustment of the Capital Project and Equipment Acquisition Plans.

**Approved By:**

**Date:**

---

J. Carter Napier  
City Manager

Revised: \_\_\_\_\_

Revised: \_\_\_\_\_

Revised: \_\_\_\_\_

Revised: \_\_\_\_\_

Revised: \_\_\_\_\_

DRAFT



City of Casper  
**Debt Policy**  
June 6, 2000

|   |
|---|
| To utilize debt financing which will provide needed capital equipment, infrastructure improvements, and certain operating funding while minimizing the impact of debt payments on current revenues. To enhance financial management, the City is committed to systematic capital planning, intergovernmental cooperation and coordination, and long-term financial planning |
|---|

**Use of Debt Financing**

Long-term debt financing, through any long-term obligations permitted to be issued or incurred under Wyoming law, shall only be used to purchase capital assets that cannot be acquired from either current revenues or fund equity and to fund infrastructure improvements and additions. The useful life of the asset or project acquired through long-term debt financing, in part or entirely, shall be at least 5 years.

Short-term debt, consisting of but not limited to interfund borrowing and lease/purchase agreements, may be used for the acquisition of capital assets with a useful life of less than 5 years or for finance emergency operations as approved by the City Council.

In all cases, the useful life of the asset acquired shall exceed the payment schedule of any debt the City assumes.

**Assumption of Additional Debt**

The City shall not assume more tax-supported general-purpose debt than it retires each year without conducting an objective analysis as to the community's ability to assume and support additional debt service payments. When appropriate, self-supporting revenue bonds shall be issued before general obligation bonds.

**Affordability Targets**

General Obligation Bonds. The City desires to avoid issuing general obligation bonds.

In the event it becomes necessary and/or beneficial to issue general obligation bonds, the City shall use an objective analytical approach to determine whether it can afford to assume

new general obligation debt. This process shall compare generally accepted standards of affordability to the current values for the City. These standards shall include debt per capita, debt as a percent of taxable value, debt service payments as a percent of current revenues and current expenditures, and the level of overlapping net debt of all local taxing jurisdictions. The process shall also examine the direct costs and benefits of the proposed expenditures. The decision on whether or not to assume new debt shall be based on these costs and benefits, the current conditions of the municipal bond market, and the City's ability to "afford" new debt as determined by the aforementioned standards. The City shall strive to achieve and/or maintain these standards at a low to moderate classification.

Revenue Bonds. For the City to issue new revenue bonds, annual revenues, as defined in the ordinance authorizing the revenue bonds in question, shall be:

- Maintained at a minimum of 125% of the average annual debt service, and
- At least 110% of the debt service for the year in which requirements are scheduled to be the greatest.

150% of the maximum annual debt service shall be used for financial planning purposes. Annual adjustments to the City's rate structures should be made as necessary to maintain a 150% coverage factor.

#### Debt Excluded From Analytical Examination.

Landfill closure and postclosure care cost. State and federal laws and regulations require the City to cover its landfill cells when filled and to monitor and maintain such cells for 30 years after closure. The City recognizes a portion of these costs in each operating period based on estimated landfill capacity used as of each balance sheet date. The cumulative liability is reported in the Balance Sheet of the Landfill Fund. The amount of accrued landfill closure costs is not included in measures used to evaluate the City's debt affordability until such costs are actually paid from proceeds of bonds.

Vested leave benefits. Leave benefits are earned by City employees based on time of service and the rights to certain leave benefits are vested at various rates. Any amount of vested leave benefits in any fund is not included in measures used to evaluate the City's debt affordability.

### **Debt Structure**

The City shall normally issue bonds with an average life of 10 years or less for general obligation bonds and 15 years for revenue bonds. The structure should approximate level principal on general obligation bonds and level debt service for revenue bonds. There shall be no debt structures that include increasing debt service levels in subsequent years, with the first

and second year of a bond pay out schedule the exception. There shall be no "balloon" bond repayment schedules that consist of low annual payments and one large payment of the balance due at the end of the term. There shall always be at least interest paid in the first fiscal year after a bond sale and principal starting no later than the second fiscal year after the bond issue. Normally, there shall be no capitalized interest included in the debt structure unless there are no historical reserves upon which to draw.

State loans shall be for a period that provides the lowest costs of funds.

### **Interfund Borrowing**

Upon approval by the City Council, interfund borrowing may be utilized to finance acquisitions of capital assets and emergency operations. Interfund borrowing is limited to no more than 20% of the monetary assets of any lending fund. Interfund lending must be compatible to the cash flow and cash needs of the lending fund. Capital Project and Special Revenue funds shall not lend to other funds. The lending fund shall change, and the borrowing fund shall pay, market interest rates for debt securities of like maturities.

Interfund borrowing for up to three months may be implemented by staff to cover short-term cash needs of funds awaiting reimbursements from grants or other financing sources or that experience short-term disruptions in cash flow. Generally, the General Fund will be the lender of such borrowings. Interest will not be charged and paid between funds for such short-term interfund borrowings.

### **Derivatives**

The use of derivatives in administering debt can be useful to minimize risk, reduce costs and provide flexibility. However, they may also add risk, restrict flexibility or add cost. The City recognizes the complexity and wide variety of derivatives available. Accordingly, if the use of derivatives is considered, the City, utilizing the services of a financial advisor and legal council, will complete a thorough analysis of all attributes of such use. The analysis shall consider factors outlined in Government Finance Officers Association Recommended Practice on Use of Derivatives by State and Local Governments. Further, each derivative use shall require separate approval of the City Council.

### **Use of Credit Enhancement**

The City shall seek to use credit enhancement (letters of credit, bond insurance, surety bonds, etc.) when such credit enhancement proves cost-effective. Selection of credit enhancement providers shall be subject to a competitive bid process developed by the City. Credit enhancement may be used to improve or establish a credit rating on a City debt obligation, even if such credit enhancement is not cost effective if, in the opinion of the City as advised by its



financial advisor, the use of such credit enhancement meets the City's debt financing goals and objectives.

### **Call Provisions**

Call provisions for bond issues shall be made as short as possible consistent with the lowest interest cost to the City. When possible, all bonds shall be callable only at par.

### **Sale Process**

The City shall use a competitive bidding process in the sale of debt unless the nature of the issue warrants and current law provides for a negotiated sale, a private placement, or a limited public offering. The City shall attempt to award the bonds based on a True Interest Cost (TIC) basis. However, the City may award bonds based on a Net Interest Cost (NIC) basis as long as the financial advisor agrees that the NIC basis can satisfactorily determine the lowest and best bid.

### **Rating Agencies Presentations**

Full disclosure of operations and open lines of communication shall be made to the rating agencies. City staff, with assistance of financial advisors, shall prepare the necessary materials and presentation to the rating agencies. Credit rating will be sought from Moody's, Standard & Poor's, and Fitch as recommended by the City's financial advisor.

The City is committed to continuing disclosure of financial and pertinent credit information relevant to the City's outstanding securities that comply with the standards of the Government Finance Officers Association for financial reporting and budget presentation and the disclosure requirements of the Securities and Exchange Commission.

### **Debt Refunding/Open Market Purchase**

City staff and the financial advisor shall monitor the municipal bond market for opportunities to obtain interest savings by refunding outstanding debt. As a general rule, the present value savings of a particular refunding should exceed either \$50,000 or 3.5% of the refunded maturities.

The City may choose to defease its outstanding indebtedness through purchases of its securities on the open market when market conditions make such an option financially feasible. Such purchases may be made upon the Council's finding that the purchase is in the City's overall best financial interest.

## **Investment of Debt Proceeds/Interest Earnings**

Debt proceeds may be temporarily invested until needed. Debt proceeds will be invested primarily to assure the safety and liquidity of such investments, and secondarily, to maximize investment yield. The primary liquidity goal is to assure that proceeds will be available to fulfill the purposes of the issue on a timely basis.

Interest earnings received on the investment of debt proceeds shall be used to assist in paying the interest due on bond issues, to the extent permitted by law.

## **Lease/Purchase Agreements**

Over the lifetime of a lease, the total cost to the City will generally be higher than purchasing the asset outright. As a result, the use of lease/purchase agreements in the acquisition of vehicles, equipment and other capital assets shall generally be avoided, particularly if smaller quantities of the capital asset(s) can be purchased on a "pay-as-you-go" basis.

## **Financing Team**

The City may employ outside financial specialists to assist it in developing a bond issuance strategy, preparing bond documents and marketing bonds to investors. The key players in the City's financing transactions comprise the Finance Team and include its financial advisor and bond counsel (if retained for specific financings), the underwriter (on a negotiated sale) and City representatives (City Manager, City Attorney, Administrative Services Director, among others). Other outside firms, such as those providing paying agent/registrar, trustee, credit enhancement, auditing, or printing services, are retained as required.

*Financial  
Services  
Director*

- The Financing Team meets as needed to consider specific financing projects and makes recommendations to the City Council.
- In developing financing recommendations, the Finance Team shall consider:
- The time proceeds of obligation are expected to remain on hand and the related carrying cost;
- The options for interim financing, including short term and interfund borrowing, taking into consideration federal and state reimbursement regulations;
- The effect of proposed action on the tax rate and user charges;
- Trends in interest rates;
- Other factors as appropriate; and

- Professional financial and legal services, including bond counsel, involvement

### **Selection of Finance Consultants and Other Service Providers**

The Finance Team shall be responsible for establishing a solicitation and selection process for securing professional services that are required to issue City debt. 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.

Bond Counsel. As part of its responsibility to oversee and coordinate the marketing of all City indebtedness, the City Attorney shall make recommendations to the City Council regarding the selection of bond counsel to be employed and the duration of the employment for individual or a series of financings. The Council shall make such selection, taking into consideration these recommendations.

The bond counsel will issue an opinion as to the legality and tax exempt status of any obligations. The City may also seek the advice of bond counsel on all other types of financing and on any other questions involving federal tax or arbitrage law. Bond counsel is also responsible for the preparation of the ordinance authorizing issuance of obligations and all of the closing documents to complete their sale and will perform other services as defined by contract approved by the City Council.

Underwriters. The Finance Team shall make recommendations to the City Council regarding the selection of underwriting services for all debt issued in a negotiated or private placement sale mode. The selection of underwriters may be for an individual or series of financings or for a specified time period.

Financial Advisor. As needed, the Finance Team shall make recommendations to the City Council regarding the selection of financial advisors to be employed and the duration of such employment. The time period for employment may relate to an individual or a series of financings, or for a specified period of time.

The Financial Advisor will advise on the structuring of obligations to be issued, inform the city of various options, advise the City as to how choices will impact the marketability of city obligations and will provide other services as defined by contract approved by the City Council. To ensure independence, the Financial Advisor will not bid on nor underwrite any City debt issues. The Financial Advisor will inform the City Manager of significant issues.

Paying Agent. As needed, the Finance Team shall make recommendations to the City Council regarding the selection of paying agent services from qualified commercial and trustee banks



Other Service Providers. As needed the Finance Team shall make recommendations to the City Council or City Manager for selection of other service providers (escrow agents, verification agents, trustees, etc.).

Applicable Laws, Policies, and Solicitation Processes. The solicitation and selection process for such services will comply with Federal and State law and City policy requirements for professional services

The solicitation policy may include formation of a review committee to evaluate written proposals and, if deemed necessary, conduct oral interviews.

In all instances, the City shall promote competition in issuing debt. This will be implemented in the selection of professionals and other service providers, giving consideration to the experience and quality of service, as well as cost. In determining whether to "sell" the debt on a negotiated or competitive basis, the factors outlined in the Government Finance Officers Association recommended practice on "Selecting and Managing the Method of Sale" will be followed.

### **Conduit Financing**

Conduit financing involves securities issued by a government agency to finance a project of a third party, such as a non-profit organization or other private entity. The City may sponsor conduit financing for those activities (e.g., economic development, housing, public health services) that have a general public purpose that comply with Federal and State law and that are consistent with the City's overall service and policy objectives. Unless a compelling public policy rationale exists and current law provides, such conduit financing will not in any way pledge the City's faith and credit.

### **Ethics/Gift Policy**

In addition to any provisions of any applicable statutes and the City's Code pertaining to Ethics, City officials or staff shall not accept any gifts or benefits from any vendors associated with the issuance of any debt.

### **Capital Planning**

To enhance creditworthiness and prudent financial management, the City is committed to systematic capital planning, intergovernmental cooperation and coordination, and long-term financial planning. Evidence of this commitment to systematic capital planning will be demonstrated through adoption and periodic adjustment of the Capital Project and Equipment Acquisition Plans.

Adopted: 6/26/00

Revised: \_\_\_\_\_

Revised: \_\_\_\_\_

Revised: \_\_\_\_\_

Revised: \_\_\_\_\_

Revised: \_\_\_\_\_

## **CITY OF CASPER, WYOMING FINANCIAL ADMINISTRATION GUIDELINES**

### **Investment Guidelines**

A statement setting forth the investment and operational policies for the management of the public funds held by the City of Casper shall be adopted by the Council. Adopted investment policies can only be amended by the Mayor and Council. The comprehensive Investment Policy document will be located in the Finance Department.

The investment policies will be designed to ensure the prudent management of public funds, the availability of those funds when needed, an investment return competitive with those of comparable funds and financial market indexes, and compliance with all federal, state, and local laws and regulations governing the investment of public funds.

To assist the City in developing and maintaining investment policies and strategies that comply with statutory regulations while maximizing return potential, an Investment Advisory Committee shall be formed. Committee members shall be appointed by the City Council in a manner and under the terms described in the resolution authorizing the formation of the Committee.



Effective Date: January 1, 2001

Subject: STATEMENT OF INVESTMENT POLICY

It is the policy of the City of Casper to invest public funds in a manner which will provide the highest investment return within the constraints of prudent security while meeting the daily cash flow demands of the City and conforming to Wyoming State Law governing the investment of public funds. This policy applies to all financial assets of the City of Casper. These funds are accounted for in the City's Comprehensive Annual Financial Report and include:

- The General Fund
- Special Revenue Funds
- Capital Revenue Funds
- Enterprise Funds
- Trust and Agency Funds

Investment of assets of the Police Pension Funds are governed by the separate Statement of Investment Policy for Police Pension Funds as adopted and amended by the City of Casper Police Pension Board.

Under all circumstances the "prudent person" standard shall be applied in the context of managing the City's overall portfolio. Investments shall be made with judgment and care, which persons of prudence and intelligence exercise in the management of their own affairs, not for speculation but for investment, considering the safety of their capital, as well as, the probable income to be derived.

Those individuals who are assigned to manage the City's portfolio, and who are acting in accordance with written procedures and the investment policy, and exercising due diligence, shall be relieved of personal responsibility for an individual security's credit risk or market price changes, provided deviations from expectations are reported in a timely fashion and appropriate action is taken to control adverse developments.

The primary objectives, in priority order, of the City of Casper's investment activities shall be:

1. Legality: All investments held will be in accordance with Wyoming State Statutes.
2. Safety: Safety of the principal is the primary objective of the investment program. Investments shall be undertaken in a manner that seeks to ensure the preservation of capital in the overall portfolio. To attain this objective, diversification is required to minimize risk.
3. Liquidity: The City of Casper's investment portfolio will remain sufficiently liquid to enable the City to meet all operating requirements which might be reasonably anticipated.

4. Return on Investment: The investment portfolio shall be designed to attain a prudent rate of return throughout economic cycles, taking into account the City's legal constraints, risk constraints, and the cash flow needs of the organization.

Management responsibility for the investment program is delegated to the Administrative Services Director, who shall establish written procedures for the operation of the investment program consistent with this investment policy. Procedures should include reference to: safekeeping, wire transfers, and banking service and collateral/depository contract. Such procedures shall include explicit delegation of authority to persons responsible for investment transactions. No person may engage in an investment transaction except as provided under the terms of this policy and the procedures established by the Administrative Services Director. The Administrative Services Director shall be responsible for all transactions undertaken and shall establish a system of controls to regulate the activities of subordinate officials.

Officers and employees involved in the investment process shall refrain from personal business activity that could conflict with proper execution of the investment program, or could impair their ability to make impartial investment decisions. Investment officials shall disclose to the City Manager any material financial interests in financial institutions that conduct business within our community, and they shall further disclose any large personal financial/investment positions that could be related to the performance of the City's investment portfolio.

The Administrative Services Director shall maintain a list of financial institutions authorized to provide investment services. No public deposit shall be made except in a qualified public depository as established by Wyoming law. City investment may be placed with those Broker/Dealers that have been qualified under the auspices of this policy as long as their cumulative transaction do not exceed an amount greater than 50% of the portfolio. All financial institutions and broker/dealers who desire to become qualified bidders for investment transactions must supply the Administrative Services Director with the following.

- Audited Financial Statements
- Proof of National Association of Security Dealers certification
- Proof of Wyoming Registration
- Certification of having read the City of Casper's Investment Policy and Banking Contract.

A current audited financial statement is required to be on file for each financial institution and broker/dealer with which the City invests.

The City of Casper is empowered by Wyoming Statute 9-4-831 to invest in specific types of securities. Investment on mortgage backed securities will only be made upon additional specific written directions from the City.

Investments with maturity greater than 366 days from the date of purchase must provide income (e.g. periodic interest payments) on at least an annual basis and shall be limited to securities for which there is an active and immediate secondary market, such as U.S. Treasury Notes. Except

in cases of specifically matched cash flow needs, and "matching" maturities in order to meet debt retirement, the portfolio will be structured within the following guidelines:

| <u>MATURITY LIMITATIONS</u> | <u>PERCENTAGE OF TOTAL INVESTED PRINCIPAL</u> |                  |
|-----------------------------|---|------------------|
|                             | <u>Maximum %</u>                              | <u>Minimum %</u> |
| 0-1 Year                    | 100%  | 25%              |
| 1-3 Years                   | 75%   | 0%               |
| 3-5 Years                   | 30%   | 0%               |
| 5-10 years                  | 20%   | 0%               |
| 10-30 Years                 | 20%   | 0%               |

#### INVESTMENT MIX

| <u>Fund</u>                             | <u>Maturity Limitations</u>  |
|---|--|
| General Fund                            | 100% Fixed rate 5 Year Maturity or Less  |
|   | 70% Fixed rate laddered investment with a maximum maturity of 30 years that provides monthly cash flow |
| Perpetual Care Fund (Interest Earnings) | 100% 1 year Maturity or Less   |
|   | 100% 1 year Maturity or Less   |
|   | 80% 5 year Maturity or Less and Laddered to provide monthly cash flow                                  |
|   | 20% Variable rate investment with a maximum maturity of thirty years that provides monthly cash flow   |
| Other Funds                             | 100% 1 year Maturity or Less   |

The above limitations shall apply to all funds, except those with specifically matched cash flows, as approved by the City Council.

Collateralization is required for investments in certificates of deposit. In order to reduce market risk, the collateralization level will be 110% of market value of principal and accrued interest. The Administrative Services Director's office shall verify on a monthly basis that the value of collateral is sufficient to cover the deposits of investments discussed in the Investment Policy. Acceptable instruments for collateralization of certificates of deposit shall be the same as those set forth in WS 9-4-820 and 9-8-821.

The Administrative Services Director is charged with the responsibility of preparing a monthly report to the City Manager and City Council showing the type of investment, institution, rate of



interest, maturity date, and amount of deposit. Semi-annually the Council Finance Committee will review the investment portfolio held by the City.

The Administrative Services Director shall establish procedures that separate the internal responsibility for management and accounting of the investment portfolio. An independent analysis by an external auditor shall be conducted annually to review internal control, account activity and compliance with policies and procedures.

To protect against losses caused by the collapse of individual securities dealers, all securities owned by the City shall be held in safekeeping by a third party bank trust department, acting as agent for the City under the terms of a custody agreement. Any trade executed by a broker/dealer will settle on a delivery vs. payment basis with the City's safekeeping agent. Exceptions to this safekeeping policy must be approved by the City Council after verifying the credit worthiness of the broker/dealer.

This policy will supersede all policies pertaining to investments made prior to its adoption, or amendment. The investment of new funds will be made in accordance with this policy. This policy does not pertain to investments made prior to its adoption.

In the event this policy conflicts with State law or any future changes to State law, then the more restrictive of the conflicting provisions of this policy or of State law shall apply. Prior to any person effecting any investment transaction on behalf of the City or offer any investment advice to the governing body of the City, that person shall sign a statement indicating that he/she has read this policy and agrees to abide by applicable State law with respect to advice he/she gives and the transactions he/she undertakes on behalf of the City.