



CITY OF BERLIN 2021 BUDGET



Prepared by: Jodie Olson, City Administrator

EXAMPLES OF MUNICIPAL SERVICES PAID THROUGH TAXES

Ambulance
Animal Control
Aquatic Center
Building Inspection
Campground
Cemetery
Community Development
Elections
Emergency Government
Fire Protection
Fireworks
Garbage Collection
Land Use Planning & Zoning
Leaf and Brush Pick-up
Library
Licensing and Permitting
Parks & Playgrounds

Police protection
Recreation
Recycling
Senior Center Activities
Senior Nutrition
Senior Transportation
Shared-Ride Taxi Service
Shelterhouses
Sidewalk Repair & Maintenance
Snow Plowing & Salting
Spring bulk waste pick-up
Stormsewer
Street lighting
Streets Construction & Maintenance
Weed & Nuisance Control
Weights & Measures

GENERAL FUND EXPENDITURE BUDGET

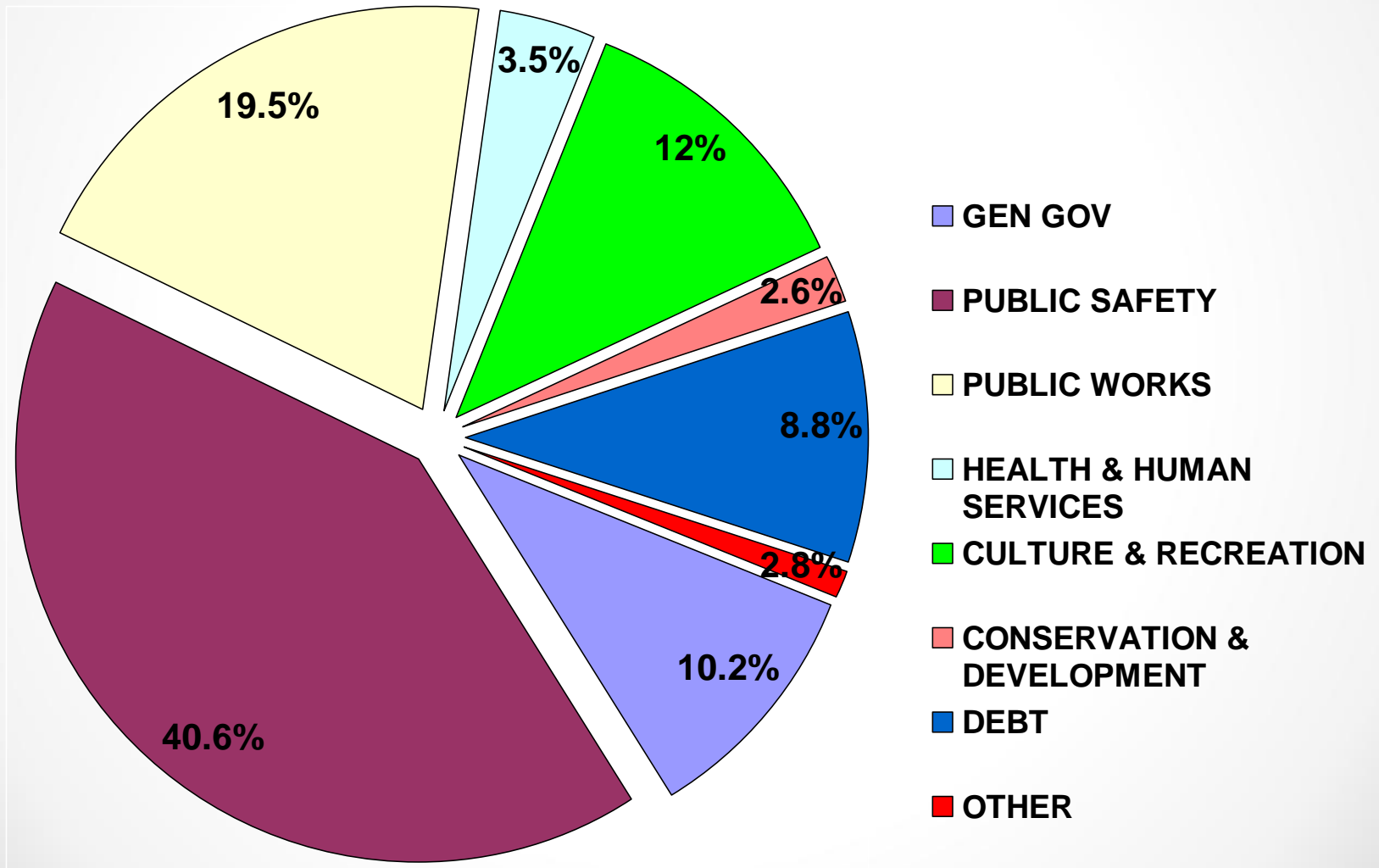
2020 Budget: \$6,392,526

2021 Budget: \$6,304,979

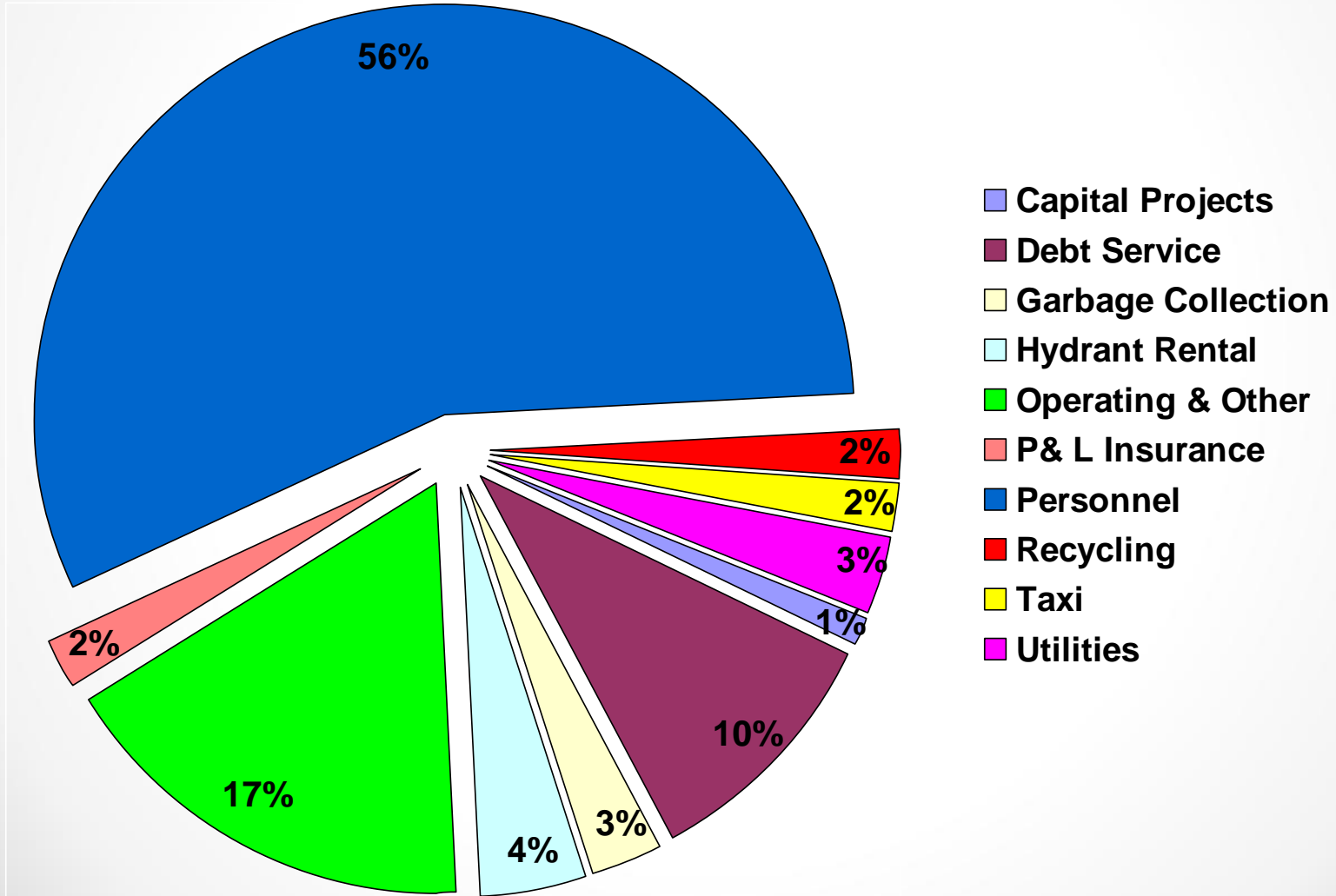
\$Change \$ (87,547)

% Change -0.013%

EXPENSE DISTRIBUTION BY *DIVISION*



EXPENSE DISTRIBUTION BY CATEGORY



GENERAL FUND REVENUE BUDGET

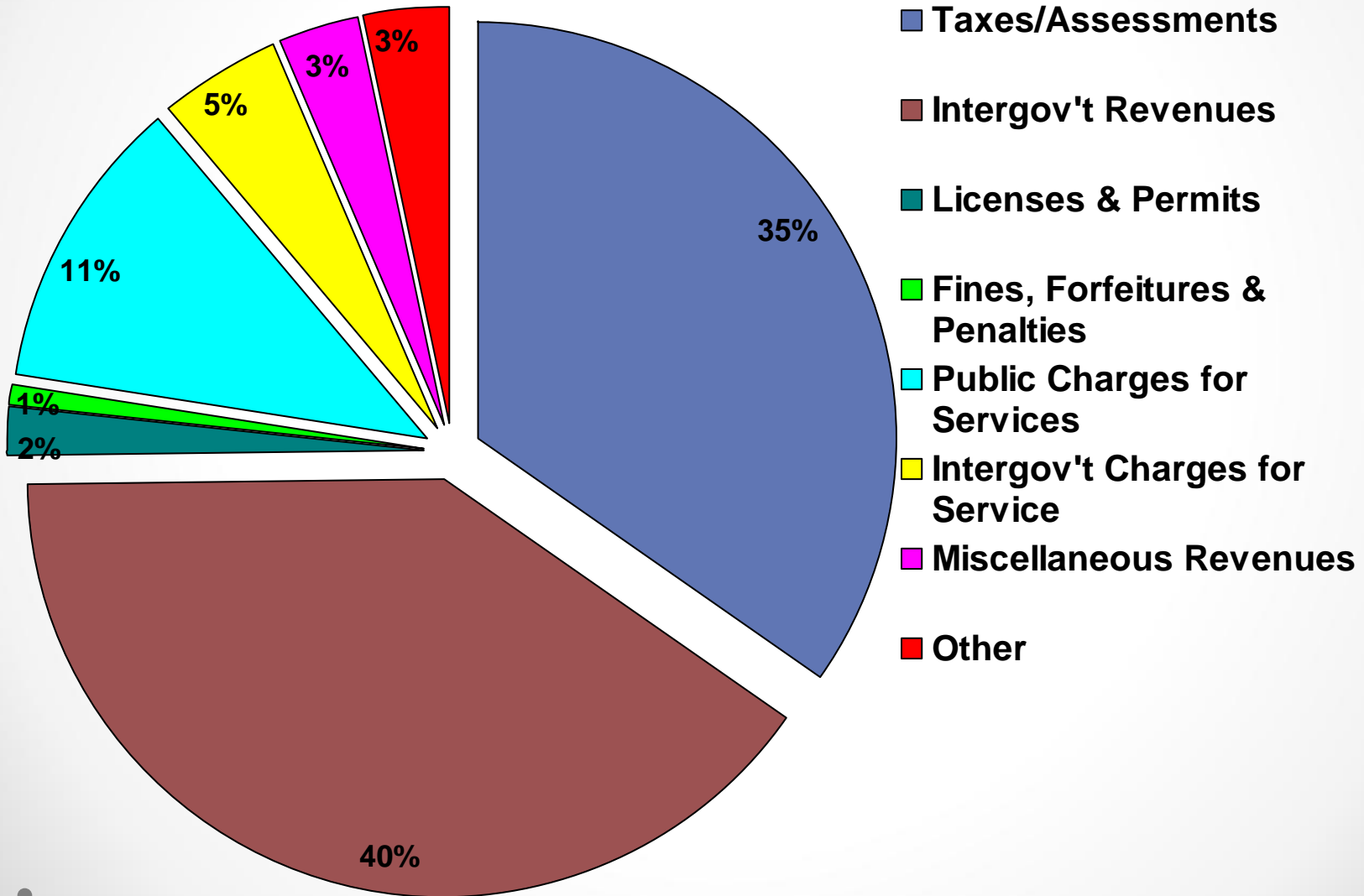
2020 Budget: \$6,220,594

2021 Budget: \$6,220,888

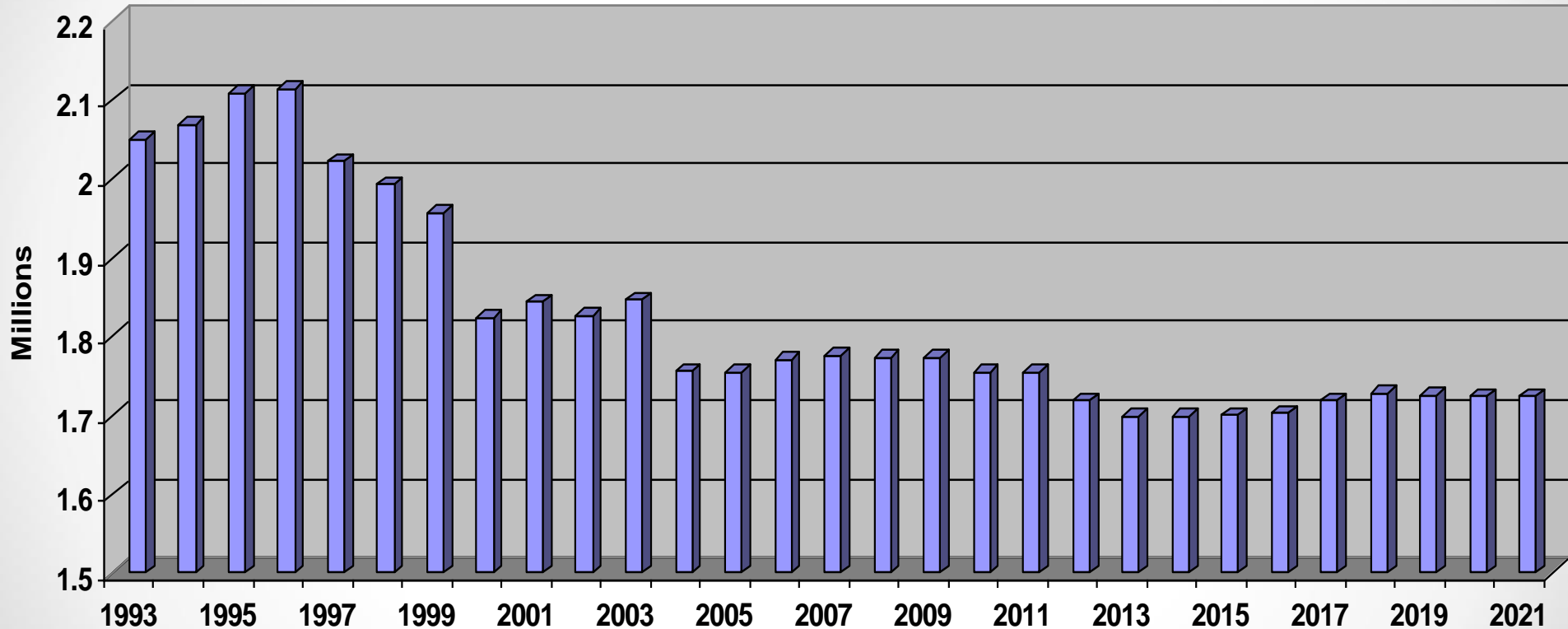
\$Change \$ 294

% Change 0%

REVENUE DISTRIBUTION

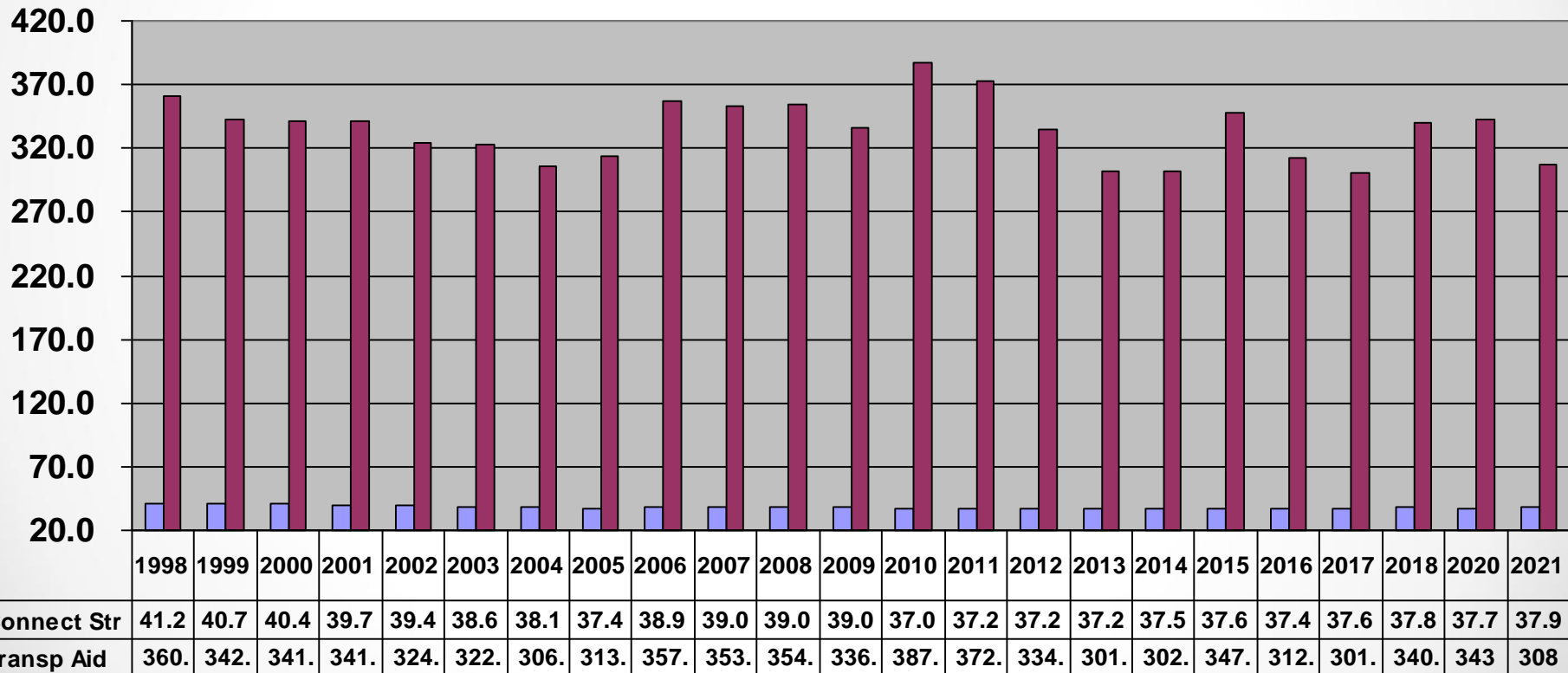


SHARED REVENUE 1993-2021

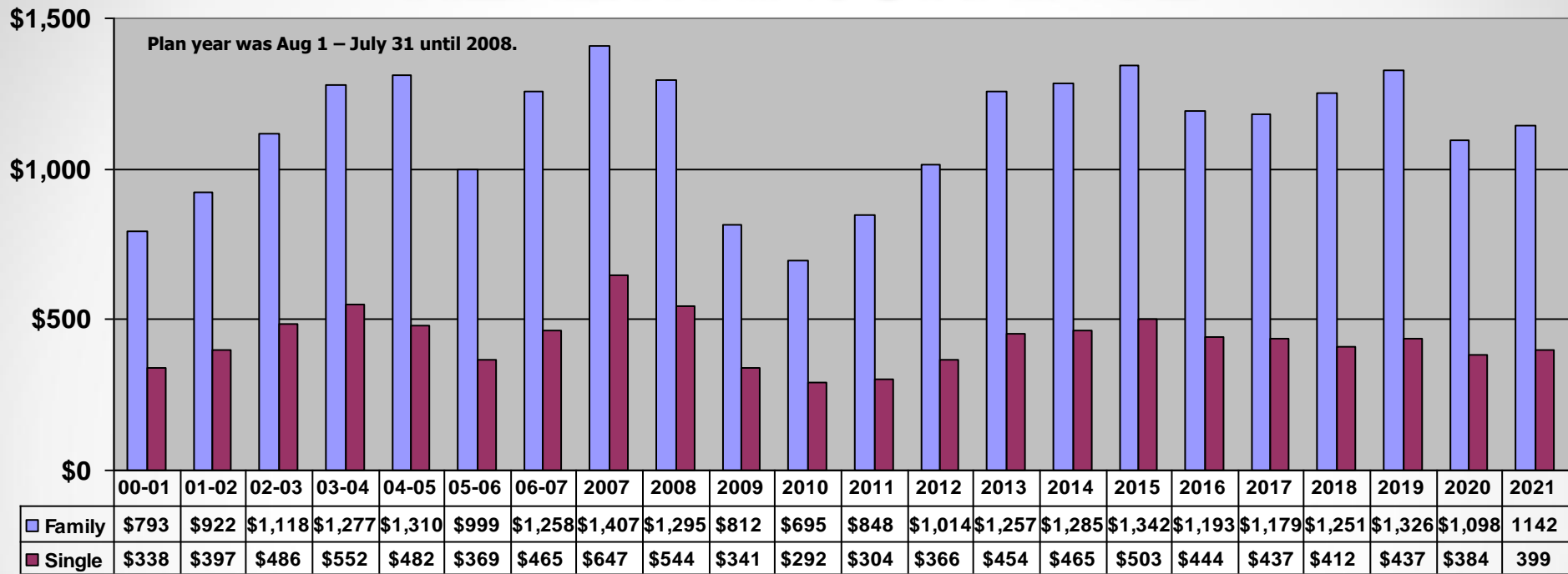


NOTE: Shared revenues have been calculated according to various formulas thru the years, but the general principle behind them has been that communities with less tax base should receive more revenue. Consequently, shared revenue payments among municipalities vary greatly.

STATE TRANSPORTATION AIDS 1998-2021



HEALTH INSURANCE



04-05 Stop Loss Deductible per individual had to be raised from \$20,000/person to \$25,000 per person to get this rate.

05-06 City switched from self-funded plan to fully-insured, high deductible HSA plan.

2007 This was a five-month rate from Aug-Dec. We then switched to a calendar year plan for 2008.

2008 Negotiated retirees off of Health Insurance Plan.

2009 Switched from WPS to Network Health.

2010 Network Health offered a 14.41% premium decrease for raising deductible from \$1200/\$2400 to \$1500/\$3000. Special Agreement signed w/unions.

2011 Network Health offered 19.8% renewal increase

2012 Network Health offered 22.12% renewal increase

2013 Network Health offered 24% renewal increase

2014 Network Health offered 9.6% increase; went to HMO to keep cost down

2015 Network Health offered 11.59% renewal for \$1500/\$3000 ded (\$543-S/\$1449-F); Second option is 3.59% increase w/\$2000/\$4000 deductible

2016 Switched to United HealthCare on 10/1/15; \$2k/\$4k deductible with copays on drugs after deductible met to a max OOP

2017 Remained with United HealthCare as in 2016. Mandatory Obamacare changes created doctor visit co-pay and other changes

2018 UHC offered 17% increase. Increased plan deductible to \$3,500/\$7,000 and offered existing plan as a “buy-up” provision.

2019 UHC offered 6% increase

2020 Switched to option of WPS or Arise. Employee cost shares additional cost for taking WPS plan vs Arise

2021 Stayed with WPS or Arise. Employee cost shares additional cost for taking WPS plan vs Arise

2020 TAXES (Collectible 2021)

LEVY
AND
MILL RATES

LEVY LIMITS

- ❑ For 2020, municipal levies can increase by 0% or the rate of growth from NET new construction. This is based on Equalized value, not Assessed value.
 - *Net new construction was .40% or \$1.1M, which equates to a levy increase of \$6,169*

- ❑ When a TID is closed out, municipalities only get credit for 50% of the increased valuation at closing for levy purposes.
 - *There were no TID closures in 2020.*

- ❑ Debt service is currently outside of the levy limits.

- ❑ Municipalities cannot remove fees from the tax roll and place on taxes as special charge without reducing the levy by that amount.
 - *With the passage of the 2017-2018 state budget, a community can now shift fire protection fees from levy to customer utility bills without needing to reduce its allowable levy. This means it is possible for the City to shift over \$247,775 from tax levy to be directly billed via Utility bills for fire protection fees.*

2020 TAX LEVY

Collectible 2021

- 2020 Allowable Levy: **\$2,147,311**
- 0% increase or net new construction
 - Post 7/1/05 debt service allowed
- **Recommended 2020 Levy: \$2,147,311**
 - Levy \$ increase over 2019: **\$44,875***
 - % increase over 2019 levy: **2.1%**

NOTE: The largest portion of the levy increase is for debt service which Council had planned on with the recent borrowing. Net New Construction resulted in \$6K of increased levy while debt service accounted for \$39K.

LEVY HISTORY

		GREEN LAKE COUNTY		WAUSHARA COUNTY		TOTAL		
Levy Year	Collect Year	Levy \$	Levy Change	Levy \$	Levy Change	Total Levy	Levy Change	% Levy Change
1999	2000			\$ -		\$1,171,868		
2000	2001			\$ -		\$1,207,984	\$ 36,116	3.08%
2001	2002	\$1,249,312		\$27,392		\$1,233,529	\$ 25,545	2.11%
2002	2003	\$1,279,786	\$ 30,474	\$29,908	\$ 2,516	\$1,309,694	\$ 76,165	6.17%
2003	2004	\$1,286,856	\$ 7,070	\$29,755	\$ (153)	\$1,316,611	\$ 6,917	0.53%
2004	2005	\$1,428,939	\$142,083	\$35,845	\$ 6,090	\$1,464,784	\$ 148,173	11.25%
2005	2006	\$1,457,857	\$ 28,918	\$36,223	\$ 378	\$1,494,080	\$ 29,296	2.00%
2006	2007	\$1,487,238	\$ 29,381	\$36,722	\$ 499	\$1,523,960	\$ 29,880	2.00%
2007	2008	\$1,530,866	\$ 43,628	\$38,814	\$ 2,092	\$1,569,680	\$ 45,720	3.00%
2008	2009	\$1,593,521	\$ 62,655	\$41,440	\$ 2,626	\$1,634,961	\$ 65,281	4.16%
2009	2010	\$1,637,282	\$ 43,761	\$41,753	\$ 313	\$1,679,035	\$ 44,074	2.70%
2010	2011	\$1,676,415	\$ 39,133	\$41,858	\$ 105	\$1,718,273	\$ 39,238	2.34%
2011	2012	\$1,700,678	\$ 24,263	\$41,894	\$ 36	\$1,742,572	\$ 24,299	1.41%
2012	2013	\$1,741,794	\$ 41,116	\$42,821	\$ 927	\$1,784,615	\$ 42,043	2.41%
2013	2014	\$1,857,301	\$115,507	\$44,721	\$ 1,900	\$1,902,022	\$ 117,407	6.58%
2014	2015	\$1,925,147	\$ 67,846	\$47,167	\$ 2,446	\$1,972,314	\$ 70,292	3.70%
2015	2016	\$1,973,109	\$ 47,962	\$47,701	\$ 534	\$2,020,810	\$ 48,496	2.46%
2016	2017	\$2,003,649	\$ 30,540	\$48,552	\$ 851	\$2,052,201	\$ 31,391	1.55%
2017	2018	\$2,064,502	\$ 60,853	\$47,598	\$ (954)	\$2,112,100	\$ 59,899	2.92%
2018	2019	\$2,032,640	\$ (31,862)	\$46,790	\$ (808)	\$2,079,430	\$ (32,670)	-1.55%
2019	2020	\$2,056,191	\$ 23,551	\$46,245	\$ (545)	\$2,102,436	\$ 23,006	1.11%
2020	2021	\$2,098,407	\$ 42,216	\$48,907	\$ 2,662	\$2,147,314	\$ 44,878	2.13%

MILL RATE COMPARISONS

Green Lake		
Tax		%
<u>Year</u>	<u>Mill Rate</u>	<u>Change</u>
2000	0.007720426	
2001	0.006897244	-10.7%
2002	0.006910334	0.2%
2003	0.006910335	0.0%
2004	0.007684317	11.2%
2005	0.00781192	1.7%
2006	0.007879479	0.9%
2007	0.0080573589	2.3%
2008	0.0082318415	2.2%
2009	0.0083341170	1.2%
2010	0.0078794590	-5.5%
2011	0.0079336438	0.7%
2012	0.0079463765	0.16%
2013	0.0082850597	4.26%
2014	0.0085619958	3.34%
2015	0.0087818683	2.57%
2016	0.0087785510	-0.04%
2017	0.0085508254	-2.59%
2018	0.0085896366	0.45%
2019	0.0087254853	1.58%
2020	0.0089348899	2.40%

Waushara		
Tax		%
<u>Year</u>	<u>Mill Rate</u>	<u>Change</u>
2000	0.008038800	
2001	0.007075550	-12.0%
2002	0.006910334	-2.3%
2003	0.007016513	1.5%
2004	0.007999592	14.0%
2005	0.007948305	-0.6%
2006	0.007247463	-8.8%
2007	0.009113755	25.8%
2008	0.008556434	-6.1%
2009	0.008377226	-2.1%
2010	0.007935858	-5.3%
2011	0.010147041	27.9%
2012	0.008103664	-20.1%
2013	0.008167988	0.8%
2014	0.008572113	4.9%
2015	0.008654284	1.0%
2016	0.008791480	1.6%
2017	0.008625856	-1.9%
2018	0.008525978	-1.2%
2019	0.008707188	2.1%
2020	0.008926724	2.5%

**CAPITAL PROJECTS
&
EQUIPMENT REPLACEMENT**

2021 CAPITAL EXPENDITURES

Carryover Projects

- ❑ \$ **80K** Webster/S. State Street 2nd Coat of Asphalt

New Projects

- ❑ \$ **952K** Water Street Reconstruction (W. Park - W. Cumberland)
- ❑ \$ **422K** Park Avenue (Water - Wisconsin St)
- ❑ \$ **378K** Pedestrian Bridge Repairs

\$1.75M Total

Equipment Purchases

- ❑ \$**60K** Squad Car w/Equipment

2021 CAPITAL EQUIPMENT/ REPLACEMENT

FUNDS SET ASIDE FOR FUTURE EQUIPMENT/CAPITAL PROJECTS

- ❑ \$ 3K Portable PD Radios
 - ❑ \$ 4K Command Truck
 - ❑ \$ 30K Squad Car Replacement
 - ❑ \$ 25K Ambulance Replacement
- \$62K Total**

PROPERTY VALUATIONS

Assessed Valuation

vs.

Equalized Valuation



WHAT IS “Assessed” VALUE?

- ❑ Assessed Valuation or market valuation is used for calculating local tax rates to ensure fairness in distributing the tax burden within a local municipality.
- ❑ Used in calculating local mill rates.
- ❑ Assessed valuations are assigned by the local assessor.
- ❑ WI DOR compares current assessments to current sales (expressed as a ratio) to monitor compliance. If city-wide ratio falls out of compliance (*less than 90% or over 110% of fair market value*), for three years in a row, a Revaluation is necessary.
- ❑ In 2019, the City of Berlin fell out of compliance with assessment ratio for Green Lake County and Waushara County fell out of compliance in 2020. There is \$96,500 committed for future revaluation potentially for 2022. City of Berlin assessment ratios are:
 - ❑ Green Lake County: 82.95%
 - ❑ Waushara County: 83.02%

ASSESSED VALUE GREEN LAKE COUNTY

Green Lake County Assessed Valuation			
<u>Year</u>	<u>Value</u>	<u>% Change</u>	<u>\$ Change</u>
2001	165,661,800	0.00%	-
2002	194,462,100	17.38%	28,800,300
2003	195,319,200	0.44%	857,100
2004	195,025,300	-0.15%	(293,900)
2005	195,818,400	0.41%	793,100
2006	197,824,000	1.02%	2,005,600
2007	198,795,400	0.49%	971,400
2008	203,336,500	2.28%	4,541,100
2009	207,032,200	1.82%	3,695,700
2010*	222,420,600	7.43%	15,388,400
2011	223,611,000	0.54%	1,190,400
2012	228,971,600	2.40%	5,360,600
2013	234,910,200	2.59%	5,938,600
2014	237,717,300	1.19%	2,807,100
2015	237,339,100	-0.16%	(378,200)
2016	240,610,000	1.38%	3,270,900
2017	245,517,100	2.04%	4,907,100
2018	240,618,200	-2.00%	(4,898,900)
2019	240,225,700	-2.16%	(5,291,400)
2020	239,906,310	-0.30%	(711,890)

*Revaluation Year

ASSESSED VALUE WAUSHARA COUNTY

Waushara County Assessed Valuation			
<u>Year</u>	<u>Value</u>	<u>% Change</u>	<u>\$ Change</u>
2001	7,543,200	0.00%	-
2002	8,503,500	12.73%	960,300
2003	8,443,100	-0.71%	(60,400)
2004	8,675,400	2.75%	232,300
2005	8,842,500	1.93%	167,100
2006	9,995,600	13.04%	1,153,100
2007	9,578,100	-4.18%	(417,500)
2008	9,781,900	2.13%	203,800
2009	10,479,700	7.13%	697,800
2010*	10,482,300	0.02%	2,600
2011	10,359,900	-1.17%	(122,400)
2012	10,535,300	1.69%	175,400
2013	11,505,500	9.21%	970,200
2014	11,920,200	3.60%	414,700
2015	12,062,000	1.19%	141,800
2016	11,733,700	-2.72%	(328,300)
2017	11,965,900	1.98%	232,200
2018	12,426,100	3.85%	460,200
2019	13,226,100	10.53%	1,260,200
2020	12,095,360	-2.66%	(330,740)

*Revaluation Year

WHAT IS “Equalized” VALUE?

- ❑ Equalized Valuation – Uniform and standardized estimation of a municipality’s total value to guarantee the fairness in distribution of the tax burden. If a city has 30% of the total value in the county, the city taxpayers should pay 30% of the taxes to be collected for county costs. No more; no less.
- ❑ Used in calculations for other taxing entities, various TID valuations, debt capacity calculations, distributing local aids, etc.
- ❑ Equalized Valuations are assigned by the Department of Revenue.

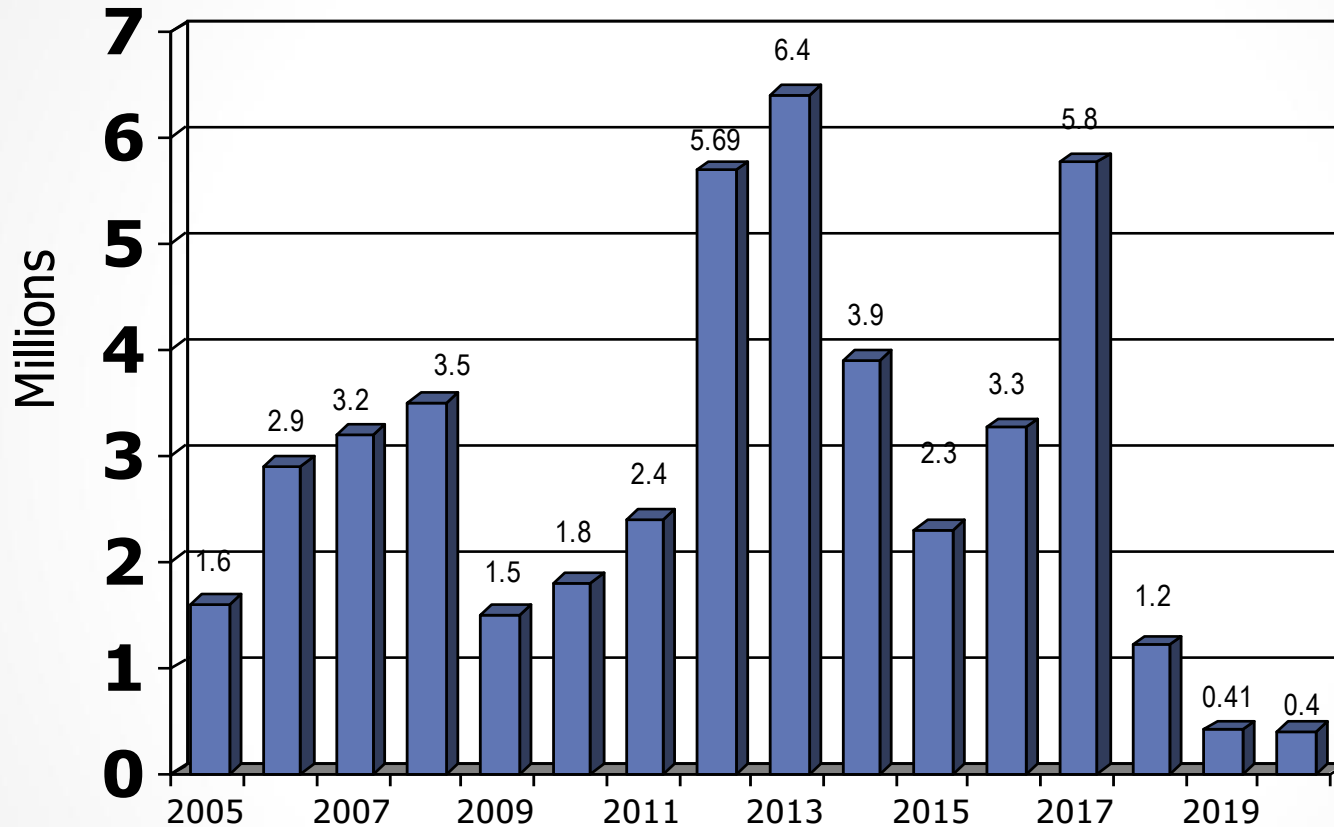
EQUALIZED VALUE GREEN LAKE COUNTY

Green Lake County Equalized Value				
	w/o TIF		w/TIF	
<u>Year</u>	<u>Value</u>	<u>% Change</u>	<u>Value</u>	<u>% Change</u>
2001	175,393,600		183,893,100	
2002	185,627,600	5.83%	194,912,300	5.99%
2003	189,982,700	2.35%	199,263,700	2.23%
2004	196,175,400	3.26%	205,743,900	3.25%
2005	198,559,500	1.22%	208,346,900	1.27%
2006	211,492,300	6.51%	221,661,600	6.39%
2007	216,111,000	2.18%	226,119,900	2.01%
2008	212,116,100	-1.85%	222,806,700	-1.47%
2009	218,041,300	2.79%	228,818,400	2.70%
2010	220,304,200	1.04%	230,309,900	0.65%
2011	224,140,700	1.74%	233,810,700	1.52%
2012	219,011,200	-2.29%	228,781,200	-2.15%
2013	228,101,700	4.15%	239,024,800	4.48%
2014	228,395,900	0.13%	241,468,300	1.02%
2015	230,201,700	0.79%	243,172,100	0.71%
2016	238,433,500	3.58%	251,351,900	3.36%
2017	253,980,100	6.52%	258,270,100	2.75%
2018	253,727,400	-0.10%	257,994,300	-0.11%
2019	270,308,400	6.53%	275,553,000	6.81%
2020	283,138,500	4.75%	289,228,300	4.96%

EQUALIZED VALUE WAUSHARA COUNTY

Waushara County Equalized Value				
	w/o TIF		w/TIF	
<u>Year</u>	<u>Value</u>	<u>% Change</u>	<u>Value</u>	<u>% Change</u>
2001	3,845,600		8,473,300	
2002	4,338,100	12.81%	8,972,100	5.89%
2003	4,395,000	1.31%	9,038,800	0.74%
2004	4,921,100	11.97%	9,527,700	5.41%
2005	4,933,600	0.25%	9,572,500	0.47%
2006	5,222,100	5.85%	10,301,400	7.61%
2007	5,479,300	4.93%	12,323,000	19.62%
2008	5,516,200	0.67%	11,141,200	-9.59%
2009	5,537,100	0.38%	11,642,400	4.50%
2010	5,500,700	-0.66%	10,931,800	-6.10%
2011	5,521,400	0.38%	10,845,600	-0.79%
2012	5,384,300	-2.48%	10,734,900	-1.02%
2013	5,492,300	2.01%	11,541,600	7.51%
2014	5,595,800	1.88%	12,122,600	5.03%
2015	5,565,300	-0.55%	12,179,100	0.47%
2016	5,777,700	3.82%	12,275,600	0.79%
2017	5,855,600	1.35%	12,697,900	3.44%
2018	5,840,600	-0.26%	13,224,700	4.15%
2019	6,079,400	4.09%	15,139,300	14.48%
2020	6,599,100	8.55%	14,568,700	-3.77%

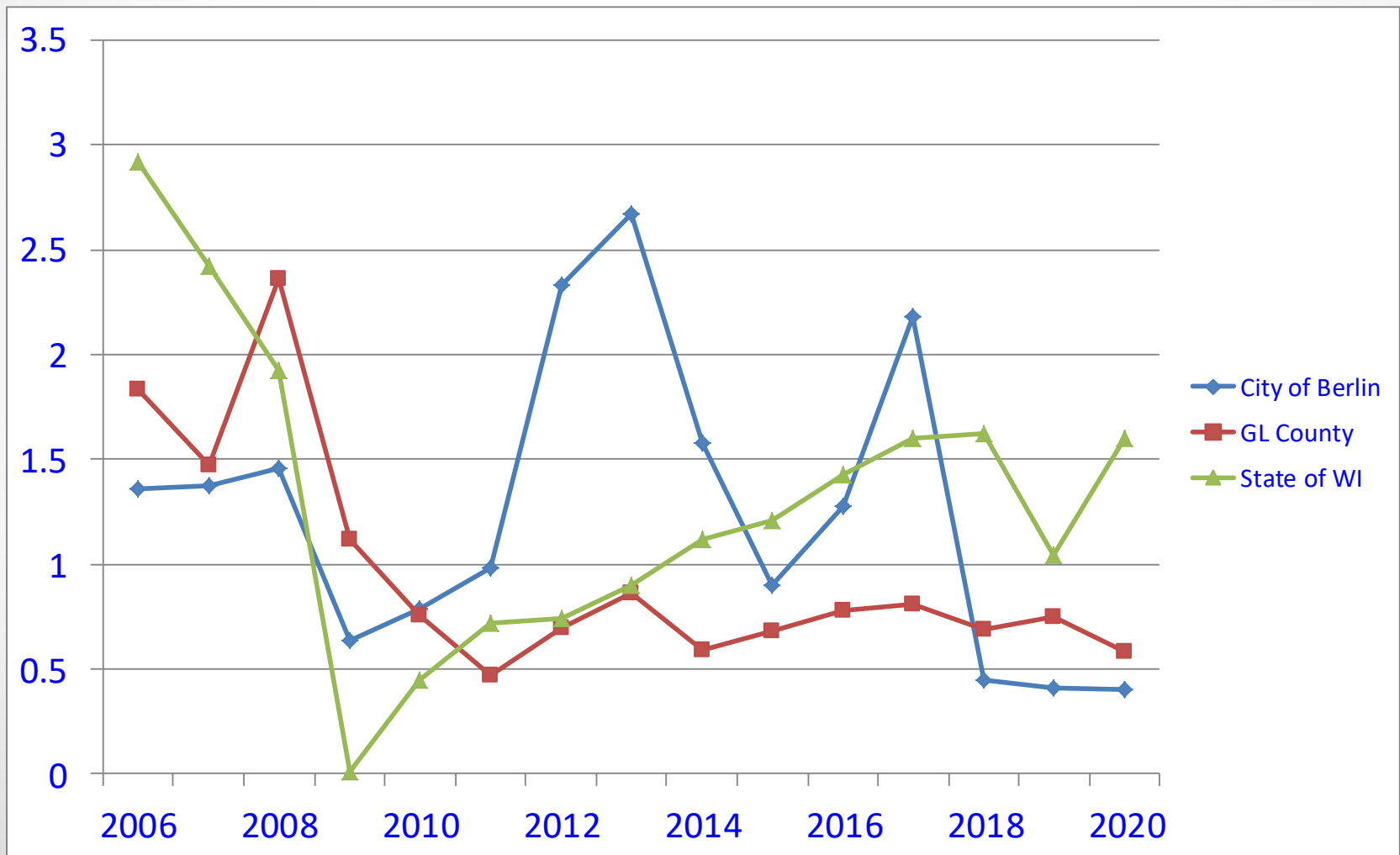
NET NEW CONSTRUCTION \$



NET NEW CONSTRUCTION 2020

- .40% - City of Berlin
- 1.60% - State of Wisconsin
- .58% - Green Lake County
- .78% - Waushara County

NET NEW CONSTRUCTION % COMPARISONS



**TAX INCREMENTAL
FINANCING DISTRICTS
(TIF or TID)**

TID BITS

Municipalities are limited to TID creation by 12% of Equalized Valuation

- ❑ 12% of City of Berlin Equalized Value Limit: \$36.5M
- ❑ City of Berlin TID Valuation currently: \$12.9M (does not include environmental TIDs)
- ❑ TID capacity remaining: \$23.6M
- ❑ Berlin currently has 6 active TIDs
- ❑ Est. 12/31/20 TID Advance from General Fund: \$923K (TID 9,10, & 01E)

TID BITS

- ❑ **TID#01E (RAJ)** This TID is not cash flowing currently, but debt service is scheduled thru 2023. It has opportunity to cash flow by end of life.
- ❑ **TID#02E (David White)** has a positive cash flow. In 2014 we signed a developers agreement with the State Bank of Chilton to reimburse for environmental clean-up costs.
- ❑ **TID #9 (Downtown Riverblock)** Joint Review Board approved a 3-year extension for this TID in 2017. It is not anticipated to cash flow over its lifetime.
- ❑ **TID #10 (North Business Park)** TID 10 is paying the General Fund back approximately \$200k/year. This payback is designated to go towards debt service. Joint Review Board approved a 3-year extension for this TID in 2017 which allows it to most likely cash flow over its extended lifetime.
- ❑ **TID#14 (East Ridge Apartment Complex)** is cash flowing and the developer has been 100% paid out as per the agreement. This TID will be reviewed for closure.
- ❑ **TID #15 (Downtown TID)** first gained valuation over it's base value in 2019; therefore, it received its first tax increment in 2020.

MAINTAINING FISCAL SOUNDNESS



CITY OF BERLIN DEBT



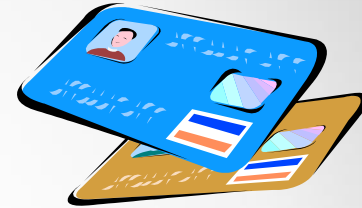
Debt is a viable, prudent, and necessary option for capital project funding. Strict levy limits have forced debt to be a necessary measure to handle rising costs of services. Steady debt payments allow capital projects to occur while allowing a more stable mill rate.

- ❑ **NON-TIF DEBT:*** \$ 5.2M Debt/Capacity Ratio: 35% Final Pmnt Due: 2033
- ❑ **TIF DEBT:** \$ 50K Debt/capacity Ratio: <1% Final Pmnt Due: 2026

- ❑ **LENGTH OF DEBT:** Length of debt terms should not extend beyond the life of the infrastructure being borrowed for. Taxpayers who are paying for the debt, should be receiving the benefit of the project.

- ❑ **MAINTAINING REASONABLE DEBT AMOUNT.** The City of Berlin's financial policy for debt is not to exceed 45% of the legal debt limit. Municipalities who borrow over 50% of their legal debt limit, or max out borrowing capacity may find difficulty receiving decent bond ratings, jeopardize current bond ratings, create higher borrowing rates, or could find it difficult to borrow when a major capital project arises. Debt load can have a significant impact on mill rates.

CITY OF BERLIN DEBT



- ❑ **Legal Debt Limit:** Equal to **5%** of total equalized value.
- ❑ **City of Berlin's legal debt limit:** **\$15.2M** (290,692,300* 5%)
- ❑ **2020 Year-end Anticipated Debt:** **\$5.3M**
- ❑ **Debt/Capacity Ratio:** **35%** (goal is 45% or below)
- ❑ **Maximum Debt Per Policy:** **\$6.8M**
- ❑ **2020 City of Berlin Per Capita debt:** **\$941**
- ❑ **Note:** In 2020 we issued a \$2M GO Promissory Notes for capital projects. This issue included the 2019 anticipated borrowing of \$650k for the N. Capron/River Dr project and the 2020 street projects including State Street and Webster.



UNASSIGNED FUND BALANCE



- ❑ **UNASSIGNED FUND BALANCE IS USED FOR:**
 - Emergency Situations
 - Liquidity to handle spikes and timing of revenues
 - Offset risk of high dependency on state funding and potential for pulled funding.
 - Proving solvency for better borrowing rates
 - Providing funding for TID advances

- ❑ **CITY OF BERLIN FINANCIAL POLICY** indicates *unassigned general fund balance* be maintained between **25-30%** of operating budget **plus anticipated future TID advances**. This provides approximately 3 months operating capital along with TID advances.

- ❑ **2020 UNASSIGNED FUND BALANCE** is anticipated to be at **\$2.3M** at year-end for a **36%** fund balance. This is adequate to cover revenue fluctuations plus the TID advances needed.

UNASSIGNED FUND BALANCE

Millions

