Sponsor: SENATOR EICHELBERGER

Printer's No. 1512

- Amend Bill, page 1, lines 1 through 21, by striking out all 1
- 2 of said lines and inserting
- Amending Title 53 (Municipalities Generally) of the Pennsylvania 3
- 4 Consolidated Statutes, in indebtedness and borrowing, further 5
 - providing for definitions, for classification and authority
- 6 to issue bonds and notes, for cost of project and for
- 7 exclusion of other self-liquidating debt to determine net
- 8 nonelectoral debt or net lease rental debt; providing for
- 9 preliminary approval by the department of the issuance of
- certain debt; further providing for small borrowing for 10
- capital purposes, for debt statement, for submission to 11
- 12 department, for fees for filing, for certificate of approval
- 13 of transcript, for effect of failure of timely action by
- 14 department and for records of department; providing for
- duties of participants in Local Government Unit Debt Act 15
- 16 transactions; and making a related repeal.
- 17 Amend Bill, page 1, lines 24 through 27; pages 2 through 22,
- 18 lines 1 through 30, by striking out all of said lines on said
- 19 pages and inserting
- 20 Section 1. The definition of "self-liquidating debt" in
- subsection (b) of section 8002 of Title 53 of the Pennsylvania 21
- 22 Consolidated Statutes is amended and subsection (c) is amended 23 by adding definitions to read:
- 24 § 8002. Definitions.
- 25 * * *
- 26 (b) Exclusions from debt. -- With respect to exclusions from
- 27 any particular category of debt and subject to additional
- definitions contained in subsequent provisions of this subpart 28
- 29 which are applicable to specific provisions of this subpart, the
- following words and phrases when used in this subpart shall have 30
- 31 the meanings given to them in this section unless the context
- 32 clearly indicates otherwise:
- 33 "Self-liquidating debt." Debt payable solely from rents,
- 34 rates or other charges to the ultimate users of the project, to
- 35 be financed in whole or in part by that debt, or payable solely

from special levies or assessments of benefits lawfully earmarked exclusively for that purpose. The term also includes debt or any portion thereof at the time qualified as selfliquidating pursuant to this subpart, whether or not solely payable from those sources. The term "ultimate users" includes the local government unit itself only where its use of the project is incidental to the use of the project by other users. 7 A debt with respect to which debt service payments have been made under a quaranty of the debt shall not be considered selfliquidating. 10

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(c) Other definitions. -- Subject to additional definitions contained in subsequent provisions of this subpart which are applicable to specific provisions of this subpart, the following words and phrases when used in this subpart shall have the meanings given to them in this section unless the context clearly indicates otherwise:

* * *

"Financial advisor." A person who for compensation engages in the business of advising a local government unit, either directly or in writing, as to the value of securities, bonds or notes or as to the advisability of investing in, purchasing or selling securities, bonds or notes. The term does not include an attorney, accountant or engineer whose performance of such services is solely incidental to the practice of his profession. The term does not include a lender, underwriter or other entity purchasing the bonds or notes of a local government unit.

"Working capital." An amount which constitutes, under generally accepted accounting principles, the cost of the dayto-day operations of the project as well as a proper allowance for contingencies. Reimbursements under a quaranty or amounts to be used to address budgetary deficits of a local government unit or for other purposes not related to the construction or operation of the project do not constitute reasonable working capital in connection with the incurring of debt under this subpart.

Section 2. Sections 8005(c) and (d), 8007 and 8026(a)(5) of Title 53 are amended to read:

§ 8005. Classification and authority to issue bonds and notes.

(c) Authority to issue bonds and notes and lease rental debt.--Notwithstanding any other law to the contrary, every local government unit shall have full power and authority to issue bonds or notes, and make quaranties, leases, subsidy contracts or other agreements evidencing the acquisition of capital assets payable out of taxes and other general revenues, to provide funds for and towards the cost of or the cost of completing any project or combination of projects which the local government unit is authorized to own, acquire, subsidize, operate or lease or to participate in owning, acquiring,

subsidizing, operating or leasing with others, to issue tax anticipation notes and funding bonds or notes as provided in this subpart and to contract for insurance covering the risks of nonpayment of principal, interest and premium of bonds, notes, tax anticipation notes and guaranties.

- (d) Nature of guaranty <u>procedure for issuance and prohibitions.--The following shall apply to a guaranty:</u>
 - (1) For the purpose of this subpart, unless debt evidenced by a guaranty has been approved as electoral debt in accordance with Subchapter C (relating to procedure for securing approval of electors), the guaranty shall be deemed to be nonelectoral debt if the local government unit guaranties its own bonds or notes and shall be deemed to be lease rental debt if it guaranties the bonds or notes of an authority or another local government unit. For the purpose of all other statutes, the guaranty shall be deemed to create debt or indebtedness of the local government unit making the guaranty.
 - (2) A local government unit may only issue a guaranty of debt of another local government unit or an authority after the initial local government unit has conducted its own due diligence to determine the risks involved in the transaction, including the impact of the quaranty on the future financial condition of the local government unit, the financial condition of the entity seeking the guaranty, the sources and reliability of revenue to cover the underlying obligation and the likelihood of default of the entity seeking the guaranty. A quaranty may only be made by vote of the governing body after a public meeting at which the initial local government unit demonstrates the foregoing due diligence. A local government unit may only issue a quaranty to an authority or other local government unit for projects which are expressly authorized by statute, including projects under section 5607 (relating to purposes and powers). Notwithstanding the foregoing, a local government unit may not issue a quaranty to an authority or other local government unit for sums due under a qualified interest rate management agreement, nor may quaranties be issued for projects which involve untested technology or experimentation.
 - (3) A local government unit is prohibited from collecting a fee to guaranty the debt of an authority or another local government unit.

§ 8007. Cost of project.

The cost of a project includes the amount of all payments to contractors or for the acquisition of a project or for lands, easements, rights and other appurtenances deemed necessary for the project, fees of architects, engineers, appraisers, consultants, financial advisors and attorneys incurred in connection with the project financing costs, costs of necessary printing and advertising, costs of preliminary feasibility studies and tests, cost estimates and interest on money borrowed

to finance the project, if capitalized, to the date of completion of construction and, if deemed necessary, for one year thereafter, amounts to be placed in reserve funds, if any, a reasonable initial working capital for operating the project and a proper allowance for contingencies and any amount which constitutes, under generally accepted accounting principles, a 7 cost of, and which has been determined by an independent actuary or other expert to be required for the purposes of, a reserve or 9 a contribution toward a combined reserve, pool or other arrangement for losses or liabilities covered by a self-10 11 insurance arrangement established by one or more local 12 government units. Costs paid, from sources other than the debt that is to be refunded, more than two years before an issuance 13 14 of new debt to finance the costs may not be included in the 15 costs of a project financed by the new debt. Reimbursements under a quaranty or amounts to be used by a local government 16 unit to address budgetary deficits or other purposes not related 17 18 to the project do not constitute a cost of a project in connection with the incurring of debt under this subpart. Costs 19 20 that qualify for funding of unfunded debt under section 8130 (relating to approval by court to fund unfunded debt) may only 21 constitute a cost of a project if the local government unit 22 complies with the requirements of section 8130. 23 24

§ 8026. Exclusion of other self-liquidating debt to determine net nonelectoral debt or net lease rental debt.

(a) Filings with department.—Self-liquidating debt shall not be excluded in determining net nonelectoral debt or net lease rental debt for the purpose of establishing net debt of either category where the debt is evidenced by general obligation bonds or notes, by bonds, notes or other obligations of an authority or of another local government unit or by a guaranty until there has been filed with and approved by the department a report to the local government unit from qualified registered engineers or architects or other persons qualified by experience appropriate to the project, setting forth:

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50 51 (5) The estimated net revenues of the project for each year of the remaining life of the bonds, notes or obligations with a <u>justification for any assumed increase and a</u> computation showing, in reasonable detail, that the net revenues, together with other available funds to be received in respect of the project, will be sufficient in each year to pay the annual debt service, other than capitalized debt service, on the bonds, notes or obligations or a specified aggregate principal amount thereof.

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Section 3. Title 53 is amended by adding a section to read: § 8102.1. Preliminary approval by the department of the issuance of certain debt.

(a) General rule. -- Prior to the enactment of an ordinance authorizing the sale or issuance of any general obligation bonds

or notes or guaranteed revenue bonds or notes constituting nonelectoral debt or any agreement evidencing lease rental debt, a local government unit shall obtain a preliminary authorization to incur debt from the department. The following debt transactions shall be exempt from the requirement to obtain preliminary approval under this section:

- (1) Small borrowing for capital purposes as provided in section 8109 (relating to small borrowing for capital purposes).
- (2) Transactions under Subchapter C of Chapter 82 (relating to refunding of debt) which consist exclusively of the issuance and sale of obligations, the proceeds of which are to be used solely for the payment or redemption of outstanding obligations upon or prior to maturity and the costs of issuing the obligations. A refunding transaction which includes a qualified interest rate management agreement shall not be exempt from the requirements of this section.
- (b) Authorization. -- Authorization shall be obtained by filing a notice with the department in the form of a certificate signed by two officers of the local government unit. The department shall prescribe the form of the certificate which shall include a basic description of the intended financing and, as applicable, the following:
 - (1) Evidence that the local government unit is current in the filing of its annual financial statements with Commonwealth agencies under applicable State law.
 - (2) A description of the intended type and amount of payment or performance bond, letter or credit or other financial security proposed to insure the completion of the project.
 - (3) Information that the local government unit is up to date on all of its municipal securities disclosures required under 17 CFR § 240.15c2-12 (relating to municipal securities disclosure).
 - (4) If the local government unit intends for the proposed debt to be self-liquidating or subsidized, information satisfactory to the department that the debt will qualify as self-liquidating or subsidized debt, including filings required under section 8024 (relating to exclusion of subsidized debt from net nonelectoral debt or net lease rental debt), 8025 (relating to exclusion of self-liquidating debt evidenced by revenue bonds or notes to determine net nonelectoral debt) or 8026 (relating to exclusion of other self-liquidating debt to determine net nonelectoral debt), as applicable.
 - (5) If the local government unit has existing debt which was previously approved by the department as subsidized or self-liquidating, information satisfactory to the department that the debt continues to be treated as subsidized or self-liquidating and that no decrease in the amount to be excluded is required by any change in circumstances, other than

resulting from the payments of the debt, or, if there has been a change in circumstances, information demonstrating to the satisfaction of the department the amount of debt that should continue to be treated as subsidized or selfliquidating.

- (6) Schedules demonstrating the estimated net debt service impact of the transaction and a certification that the local government adopted or approved a plan to provide the tax or other revenues necessary to pay the debt service on the debt.
- (7) The debt statement required by section 8110 (relating to debt statement).
- (8) A statement of the intended manner of sale of the bonds or notes.
- (9) A project cost statement detailing the intended uses of debt proceeds.
- (c) Additional information. -- As part of the department's review of a filing by a local government unit under subsection (b), the department may request and the local government unit shall provide additional information regarding any of the following:
 - (1) justification for costs of issuance exceeding 2% of the principal amount of the proposed debt;
 - (2) justification for the use of more than 10% of the proceeds of the debt for working capital; and
 - (3) if bonds or notes are to be sold at private sale by negotiation, the basis for the local government unit's finding that the bonds or notes are in the best financial interests of the local government unit.
- (d) Action by department. -- If the department, upon review of the filing made by the local government unit under subsection (b) and any additional information provided under subsection (c), if applicable, finds that:
 - (1) The requirements are satisfied in connection with the proposed debt, the department shall issue a preliminary approval of the debt.
 - (2) The requirements are not satisfied in connection with the proposed debt, the department shall issue a preliminary disapproval of the debt and the local government may not proceed to incur the debt until the requirements are satisfied.
- (e) Timely action required. -- The department shall have 30 days after receipt of the filing required under subsection (b) to issue a preliminary approval or disapproval of the debt. If the local government unit has submitted a certificate for preliminary approval to the department by certified mail, return receipt requested or otherwise has an official receipt from the department and the local government unit has not, within 30 days of the date of receipt of the filing by the department, received the certificate of preliminary approval, disapproval or
- 50 notification of correctable error, the filing shall be deemed to 51

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- have been preliminarily approved for all purposes unless the local government unit has extended the time within which the department may act by written communication to the department or by failure to object to a written communication from the department requesting the extension. No extension shall exceed 15 days.
 - (f) Incurrence of debt.--Upon issuance of preliminary approval of the department, the local government unit shall have one year to incur the debt under this subpart. The bonds or notes shall be sold, or instruments evidencing lease rental debt delivered, not more than two years following the date of the preliminary approval.
 - (g) Review.--All determinations by the department under this section are reviewable as provided under 2 Pa.C.S. Ch. 7 (relating to judicial review).

Section 4. Sections 8109(a)(1) and 8110(b) of Title 53 are amended to read:

- § 8109. Small borrowing for capital purposes.
- (a) General rule.—Any local government unit may incur debt by resolution rather than by ordinance to be evidenced by notes to provide funds for a project as defined in this subpart without complying with the requirements of Subchapter A of Chapter 82 (relating to Department of Community and Economic Development) if:
 - (1) The aggregate amount of the debt outstanding at any one time shall not exceed the lesser of [\$125,000] \$250,000 or 30% of the nonelectoral debt limit as authorized in section 8022(a) (relating to limitations on incurring of other debt).

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§ 8110. Debt statement.

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- (b) Previously excluded self-liquidating or subsidized debt.--Where debt has previously been excluded as self-liquidating or subsidized debt, the debt statement shall be accompanied by a certification that <u>indicates one of the following:</u>
 - (1) no decrease in the amounts to be excluded is required by any change of circumstances [or ,if there has been a change, other than decreases resulting from the payments of bonds or notes, so that less debt is to be excluded. If it has become possible to exclude a greater amount of debt and the local government unit desires to do so, the debt statement shall be accompanied by appropriate certificates supporting the revised amount to be excluded, and a revised approval shall be obtained from the department.];
 - (2) a decrease in the amounts to be excluded is required due to a change in circumstances, in which case:
 - (i) The change in circumstance must be described. If it has become possible to exclude a greater amount of

debt and the local government unit wants to do so, the debt statement shall be accompanied by appropriate certifications supporting the revised amount to be excluded and a revised approval shall be obtained from the department.

(ii) No debt service payments have been made under a guaranty of debt previously established as self-liquidating. Debt service payments that have been made under a guarantee of the local government unit shall no longer be considered self-liquidating unless and until the local government unit files with the department a new report satisfying the requirements of section 8025 (relating to exclusion of self-liquidating debt evidenced by revenue bonds or notes to determine net nonelectoral debt) or 8026 (relating to exclusion of other self-liquidating debt to determine net nonelectoral debt or net lease rental debt), as the case may be.

Section 5. Section 8111(a) of Title 53 is amended by adding paragraphs to read:

- § 8111. Submission to department.
- (a) General rule.—Before delivering any bonds or notes other than notes representing small borrowings issued under section 8109 (relating to small borrowing for capital purposes), the local government unit shall apply for and receive or be deemed to have received the approval of the department under section 8204 (relating to certificate of approval of transcript) or 8206 (relating to effect of failure of timely action by department). The application, in such form as the department prescribes, shall be accompanied by a transcript of the proceedings consisting of certified copies of any of the following, not previously filed, which are applicable:

* * *

- (8) A written statement with regard to the manner of compliance or intended compliance with the requirements of the act of December 20, 1967 (P.L.869, No.385), known as the Public Works Contractors' Bond Law of 1967.
- (9) An itemized statement of all estimated disbursements for costs to be made from the proceeds of the borrowing.

Section 6. Sections 8203, 8204, 8206 and 8207(a) and (c) of Title 53 are amended to read:

§ 8203. Fees for filing.

Every filing <u>under this subpart</u> with the department shall be accompanied by a filing fee [as determined in section 605-A of the act of April 9, 1929 (P.L.177, No.175), known as The Administrative Code of 1929.] of \$250. In addition, the filing shall be accompanied by an additional fee of 1/32 mill on each dollar of the aggregate principal amount of the debt relating to the filing. No submission shall constitute a filing until the proper fee is paid. All fees received under this section shall be [paid by the department into the State Treasury through the

Department of Revenue.] <u>deposited into the Local Government Unit</u>

<u>Debt Act Administrative Account, established as follows:</u>

- (1) There is hereby established a restricted receipt account within the General Fund of the State Treasury which shall be known as the Local Government Unit Debt Act Administrative Account.
- (2) All moneys in the Local Government Unit Debt Act
 Administrative Account shall be held in trust solely for the
 purpose of defraying the costs of the administration of this
 subpart and shall be earmarked for the use of and annually
 appropriated to the department for disbursement solely for
 that purpose. The account shall be subject to audit by the
 Auditor General.
- (3) The fee shall be waived for borrowings in connection with a plan or recovery plan under the act of July 10, 1987

 (P.L.246, No.47), known as the Municipalities Financial

 Recovery Act.
- (4) Fees paid in connection with a filing under section 8102.1 (relating to preliminary approval by the department on the issuance of certain debt) shall constitute payment of fees due under section 8204 (relating to certificate of fiscal approval).
- § 8204. Certificate of <u>final</u> approval [of transcript]. The department shall, upon receipt of a submission under section 8111 (relating to submission to department) containing an application for final approval and any bond or note transcripts or other filings, carefully examine them to determine whether the debt outstanding and to be outstanding is within the applicable limitations imposed by this subpart and whether the proceedings for incurring the debt, for issuing and selling the bonds or notes and for excluding self-liquidating and subsidized debt have been taken in conformity with the Constitution of Pennsylvania and this subpart. If, upon completion of its examination, a transcript or other filing is found by the department to be in conformity with the Constitution of Pennsylvania and this subpart, the department shall certify its approval to the local government unit if required under other provisions of this subpart. If the debt requires preliminary approval under section 8102.1 (relating to preliminary approval by the department of the issuance of certain debt), the certificates and filings related to preliminary approval shall be part of the transcript and a requirement for final approval under this section. If the debt has received preliminary approval under section 8102.1, the department shall provide for a procedure to expedite the processing of final approval. § 8206. Effect of failure of timely action by department.
- If the local government unit has submitted [a filing] an application for final approval to the department by certified mail, return receipt requested, or otherwise has an official receipt from the department, and the local government unit has

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not, within 20 days of the date of receipt of the filing by the department, received the certificate of <u>final</u> approval or disapproval or notification of correctable error, the filing shall be deemed to have been approved for all purposes unless the local government unit has extended the time within which the department may act by written communication to the department or by failure to object to a written communication from the 7 department requesting the extension. Extensions shall not exceed 9 one additional period of 20 days. 10

§ 8207. Records of department.

- (a) Retention period. -- The department shall keep all proceedings including all applications and statements by a local government unit under sections 8102.1 (relating to preliminary approval by the department of the issuance of certain debt), 8111 (relating to submission to department) and 8201 (relating to certification to department of bond or note transcript or <u>lease</u>, <u>quaranty</u>, <u>subsidy contract or other agreement</u>) on file for a period of not less than [four months after issuance of its certificate of approval or disapproval and thereafter as long as any appeal respecting the proceedings is pending and not finally determined.] five years after the debt issuance has been paid off by the local government unit. The department shall also keep copies of all documents filed with the department relating to a qualified interest rate management agreement for as long as the qualified interest rate management agreement is in effect.
- (c) Records open for inspection. -- [The records of the department shall be public records available for examination by any citizen of this Commonwealth or any bondholders or noteholders.] All submissions, determinations and records of the department under this subpart, including those related to qualified interest rate management agreements and including correspondence with the interested parties to any debt proceeding, shall be public records available for examination by any citizen of this Commonwealth, any interested parties or any bondholder or noteholder, including holders of tax anticipation notes, of the local government unit.

Section 7. Chapter 82 of Title 53 is amended by adding a subchapter to read:

SUBCHAPTER G MISCELLANEOUS PROVISIONS

42 Sec.

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- 8291. Duties of participants in Local Government Unit Debt Act transactions.
- 45 § 8291. Duties of participants in Local Government Unit Debt Act transactions. 46
 - (a) Declaration of representation. -- With regard to each transaction under this subchapter, each attorney or financial advisor involved in the transaction shall provide a written declaration to the local government unit as to which party is being represented by the attorney or financial advisor, the

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source from which the attorney or financial advisor will receive compensation for services related to the transaction and whether the compensation is dependent upon the issuance of debt by the local government unit. A full time employee of the local government unit shall not be required to file a declaration under this subsection.
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- (b) Fiduciary duty. -- An attorney or financial advisor retained by or who in subsection (a) purports to represent a local government unit with regard to a transaction under this subpart shall stand in a fiduciary relationship to the local government unit and shall perform loyally, in good faith and in a manner the attorney or financial advisor reasonably believes to be in the best interests of the local government unit. The attorney or financial advisor shall act with such care, including reasonable inquiry, skill and diligence that a person of ordinary prudence would use under similar circumstances and provide opinion both as to positive and negative possible impacts of the transaction. An attorney or financial advisor in the course of the representation is entitled to rely on reasonable representations and certifications made to the attorney or financial advisor by architects, engineers and other persons retained by and the officers and employees of the local government unit in connection with the transaction. For attorneys licensed to practice law in this Commonwealth, this duty shall be interpreted to be consistent with Supreme Court rule of professional conduct pertaining to attorney fiduciary relationships. For financial advisors retained by a local government unit, this duty shall be in addition to any fiduciary duty which may be imposed by Federal law.
 - (c) Ultra vires acts.--An officer or member of the governing body of a local government unit or a financial advisor or attorney may not knowingly participate in an ultra vires act. For purposes of this subsection, an act is ultra vires when:
 - (1) the local government unit is without authority to perform the act; or
 - (2) the act is in excess of the authority granted to the local government unit.
 - (d) Materially false or misleading certifications.--An officer or member of the governing body of a local government unit or an attorney or financial advisor may not knowingly file a materially false or misleading certification or statement with the department under this act.

(e) Penalties.--

- (1) An officer or member of the governing body of a local government unit or an attorney or financial advisor who aids or participates in the commission of an act prohibited in subsection (c) or (d) commits a misdemeanor of the second degree and shall, upon conviction, be sentenced to pay a fine of not more than \$5,000 or to imprisonment for not more than two years, or both.
 - (2) Notwithstanding paragraph (1), a local government

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may seek civil judicial redress for a violation of this section that results in damages to the local government unit not caused by the local government unit or its agents. A local government unit shall prohibit or restrict the future participation in transactions under this subpart of an individual attorney or financial advisor who violates this section and may also prohibit or restrict participation of a firm that employs the attorney or financial advisor for a period not to exceed two years.

Section 8. Repeals are as follows:

- (1) The General Assembly declares that the repeal under paragraph (2) is necessary to effectuate the amendment of 53 Pa.C.S. § 8203.
- (2) Section 605-A of the act of April 9, 1929 (P.L.177, No.175), known as The Administrative Code of 1929, is repealed.
- (3) All acts and parts of acts are repealed insofar as they are inconsistent with the amendment or addition of 53 Pa.C.S. §§ 8002 (b) and (c), 8005 (c) and (d), 8007, 8026 (a) (5), 8102.1, 8111 (a), 8203, 8204, 8206, 8207 (a) and (c) and 8291.
- 22 Section 9. This act shall take effect in 60 days.