



**MEMORANDUM**

**TO:** CITY OF RACINE FINANCE AND PERSONNEL COMMITTEE  
CITY OF RACINE COMMON COUNCIL  
RCEDC EXECUTIVE COMMITTEE

**FROM:** JANELL TOPCZEWSKI, PORTFOLIO MANAGER/CLOSER

**DATE:** JUNE 24, 2013

**SUBJECT:** CITY OF RACINE REVOLVING LOAN FUND (CITY-RLF) PLAN CERTIFICATION FOR THE PERIOD ENDING MARCH 31, 2013

**THE REQUEST**

The purpose of this memorandum is to request the City of Racine to approve the March 31, 2013 semi-annual Plan Certification (attached). RCEDC has prepared the RLF Plan Certification report for the City of Racine approval to certify to the Economic Development Administration (EDA), on a semi-annual basis, that the City's Revolving Loan Fund (RLF) program is consistent with:

- 1) Racine County's Economic Development Plan (EDP); and
- 2) The policies and procedures within the RLF Manual.

**NOTABLE REPORT CHANGES**

At the request of the RCEDC Executive Committee these reports have been modified to include historic trend tables for each goal that has a quantitative measurement. These trend tables reflect the current reporting period along with the previous four reporting periods (2 years). The items described below are the highlights of the March 2013 report. Overall, the RLF program is performing within the standards of the RLF plan or performing better than those goals set for the program.

- 1) On page 3, item #1, the job cost ratio for the period ending March 31, 2013 is \$20,438.72/job for the active loan portfolio and \$22,034.45 for the total loan portfolio. These numbers reflect that the portfolio is performing better than the RLF goal of \$35,000 RLF dollars lent per job; and
- 2) On page 9, item #20, the Capital Utilization Standard is being met. The Capital Utilization Standard refers to the total dollars lent from the RLF funds compared to funding availability. EDA requires 75% of RLF dollars be lent. If this requirement is not

met, excess funds must be sequestered but remain available for future lending. Currently no RLF dollars are being held in a sequestered account, however only 38.42% of the capital is currently being used. This percentage includes the \$1,200,000 in recapitalization dollars that are now available. These dollars are not held at RCEDC, they will be draw proportionally between the EDA and City of Racine as new projects are approved and funded. In the last semi-annual period RCEDC staff has increased marketing efforts to lend these dollars.

The one certification the RLF program is not meeting and has struggled to meet historically is:

- 1) On page 6, item #7, a minimum of 15% of the loan fund should provide financing to minority owned firms. As of March 31, 2013 5.67% of the fund has been used for this purpose. Please see page 6 of the enclosed Plan Certification for further explanation.



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Introduction

The RCEDC maintains a service contract with the City of Racine to administer the City's RLF and therefore prepares the report for consideration by the City of Racine. The RLF provides secondary mortgage low-interest loans to businesses in the City of Racine. The remainder of this report is intended to meet these federal requirements.

The City of Racine is required to certify to the Economic Development Administration (EDA) on a semi-annual basis that:

1. The City Revolving Loan Fund (City-RLF) Plan is consistent with and supportive of the area's current economic adjustment strategy;
2. The City-RLF is being operated in accordance with the policies and procedures contained in the City-RLF Plan and the loan portfolio meets the standards contained therein.

**City-RLF Plan is Consistent with the Racine County Economic Development Plan**

Only those Challenges and Strategies that are applicable to the City-RLF Program have been included below:

Challenge One – To create an entrepreneurial culture in Racine County.

Strategies:

- Existing programs will be maintained and new financial capital programs and resources will be attracted which address fundamental gaps preventing the start and growth of Racine County entrepreneurs.

Challenge Two – To focus on a proactive business recruitment program and a business retention and expansion (BRE) program that will create and retain jobs, create additional tax base and increase personal income in Racine County.

Strategies:

- Continue to implement a targeted and proactive business recruitment program
- Maintain an active business retention and expansion (BRE) program that meets the needs of existing employers in Racine County
- Continue to provide staff assistance to business and local units of government to support business recruitment and business retention and expansion.

Challenge Four – To take advantage of the development opportunities that exist as a result of the Chicago-Milwaukee Corridor and to properly link land use with future business development county-wide.

Strategies:

- Provide high value real estate development opportunities that link Racine County with the Southeast Wisconsin Region and Northern Illinois, including an update of the Racine County Industrial Lands Absorption Study.

Challenge Five – To link education and training in a manner that provides a competitive workforce to meet the present and future needs of local employers and to create opportunities for low-income, disadvantaged, and minority individuals to prepare for and obtain employment.

Strategies:

- Provide the infrastructure for new and expanding business and industry in areas of high unemployment and identify appropriate business targets with the potential to locate in and/or expand in these areas in order to employ the unemployed and underemployed persons that will be educated and trained through the programs identified elsewhere in the plan.

**City-RLF Plan is Consistent with the City of Racine Economic Development Plan Challenges and Strategies (last adopted May 2012)**

Challenge Two – To encourage and support the retention and expansion of existing businesses in the City of Racine and to seek new businesses that best support and sustain employment opportunities commensurate with skill levels and abilities of local residents.

Strategies:

- Promote public and private loan funds that support retention and expansion of existing businesses. In particular, support the re-capitalization of the City of Racine Revolving Loan Fund in order to provide the necessary capital to eliminate and/or re-use vacant industrial and commercial facilities.

Challenge Five – To encourage and support brownfield redevelopment in the City.

Strategies:

- Work with private owners of brownfield sites to improve their properties through assistance such as grant application preparation or appropriate financial programs for redevelopment activities.

**City-RLF is Being Operated in Accordance with the Policies and Procedures of the City-RLF Plan and the Portfolio Meets the Projected Guidelines Contained Therein. Policies and Procedures for the City-RLF were last approved on May 1, 2012.**

The following provides the City-RLF guidelines, and the current status of the City-RLF as of March 31, 2013:

1. Job Cost Ratio. An average of one full-time equivalent job will be created and/or retained for every \$35,000 of City-RLF investment. Currently, the job cost ratio for the portfolio is \$20,438.72. **We are currently meeting this guideline.**

Historical Trends:

	March 31, 2013	September 30, 2012	March 31, 2012	September 30, 2011	March 31, 2011
Active Portfolio	\$20,438.72 (10 Loans)	\$24,247.67 (13 Loans)	\$27,210.62 (14 Loans)	\$36,734.33 (14 Loans)	\$47,472.03 (11 Loans)
Total Portfolio	\$22,034.45 (28 Loans)	\$20,160.56 (28 Loans)	\$20,160.56 (28 Loans)	\$22,466.50 (28 Loans)	\$22,365.46 (25 Loans)

2. Job Creation. Loan recipients will be required to enter into an Agreement with the Racine County Workforce Development Center to assist with the posting of new employment positions. The goal of the program is to assist the unemployed in the City of Racine and placing them in new positions, particularly those that offer higher-skills and higher-wages. Specifically, the program targets those projects that pay above minimum wage and ideally \$15 per hour or more as well as those that offer fringe benefits. The Workforce Development Center works with both employers and job seekers to assist in making these positions available. Each loan recipient signs this agreement as a part of their loan closing documents. **We are meeting this guideline.**
3. Private Sector Leverage Ratio. An average ratio of two private sector dollars for each RLF dollar will be required of businesses participating in the RLF program. All private sector dollars must be obtained from a non-public debt or equity source. This leveraging requirement applies to the RLF

portfolio as a whole rather than to individual loans. To be classified as leveraged, private investment must be made within twelve (12) months of approval of an RLF loan, as part of the same business development project, and may include:

- (i) Capital invested by the borrower or others;
- (ii) Financing from private entities; or
- (iii) The non-guaranteed portions and ninety (90) percent of the guaranteed portions of the U.S. Small Business Administration’s 7(A) loans and 504 debenture loans.

To date, total bank financing and equity participation in project costs is \$14,067,445 and total City-RLF funds disbursed are \$3,437,374.70 for a leveraging ratio of 3.90 to 1.0. **We are performing better than this guideline.**

Historical Trends:

	March 31, 2013	September 30, 2012	March 31, 2012	September 30, 2011	March 31, 2011
Active Portfolio	3.90 to 1 (10 Loans)	8.35 to 1 (13 Loans)	3.37 to 1 (14 Loans)	3.37 to 1 (14 Loans)	3.88 to 1 (11 Loans)
Total Portfolio	4.09 to 1 (28 Loans)	4.09 to 1 (28 Loans)	4.09 to 1 (28 Loans)	4.09 to 1 (28 Loans)	4.45 to 1 (25 Loans)

4. Assurances for Maximum Private Sector Leverage. The RLF program will maximize private sector leverage and ensure that RLF funds are not substituted for private financing by requiring all businesses to provide the following documentation as a part of an RLF application:

- (1) Financial institutions participating in the project must submit a letter stating that the financial institutions contribution amount and indicating its loan is contingent upon the receipt of RLF financing; and
- (2) Equity contributions must be documented with a commitment to the injection of the equity upon receipt of an RLF loan, and identification of the exact dollar amount and source of the funds.

**This guideline has been met for each loan and has been included in the loan write-up that is provided to the Loan Committee.**

5. Types of Activities and Businesses Eligible for Funding. As a part of its strategy to enhance economic opportunities in the City of Racine, the RLF program will emphasize small- and medium-sized manufacturing, warehouse, distribution, transportation, service, and construction businesses with less than 100 employees. In addition, professional services and retail businesses may also benefit from this program as they are targeted industries within the EDP. Specific industry targets identified include:

- Agriculture, Construction & Mining Manufacturing (NAICS 3331)
- Navigational, Measuring, Electromedical, & Control Instruments manufacturing (NAICS 3345)
- Engine, Turbine & Power Transmission Equipment Manufacturing (NAICS 3336)
- Other General Purpose Machinery Manufacturing (NAICS 3339)
- Machine Shops, Turned Product, & Screw, Nut & Bolt Manufacturing (NAICS 3327)

- Computer Systems Design & Related Services (NAICS 5415)
- Other Professional, Scientific, & Technical Services (NAICS 5419)
- Specialized Design Services (NAICS 5414)
- Scientific Research & Development Services (NAICS 5417)
- International recruitment
- The RLF program will target those businesses making investments into new technology that would assist the business in becoming more sustainable and create more jobs over the long-term.
- The RLF program will support those businesses making investments that would assist them in being more innovative and more competitive, such as purchasing state-of-the-art equipment in order for them to better compete in the marketplace.
- Those projects that would assist Stage One (2-9 employees) companies into becoming Stage Two (10- 99 employees) companies as is the goal of the City’s Launch Box initiative described on page 14.
- Those projects that fit in with the City’s water technology initiative.

The goals of the program will include providing:

- 10 percent of the loans to new businesses and 90 percent to existing businesses. The current total portfolio includes: new business- 25% (7 Loans) and existing business- 75% (21 Loans). The distribution of the 10 loans in the active portfolio is 7 loans (70%) have been to existing businesses and 3 loans (30%) to new business.

Historical Trends:

	March 31, 2013	September 30, 2012	March 31, 2012	September 30, 2011	March 31, 2011
Active Portfolio	30% (3 Loans)- Start up 70% (7 Loans)- Existing Business	23% (3 Loans)- Start up 77% (10 Loans)- Existing Business	21% (3 Loans)- Start up 79% (11 Loans)- Existing Business	21% (3 Loans)- Start up 79% (11 Loans)- Existing Business	27% (3 Loans)- Start up 73% (8 Loans)- Existing Business
Total Portfolio	25% (7 Loans)- Start up 75% (21 Loans)- Existing Business	25% (7 Loans)- Start up 75% (21 Loans)- Existing Business	25% (7 Loans)- Start up 75% (21 Loans)- Existing Business	25% (7 Loans)- Start up 75% (21 Loans)- Existing Business	27% (7 Loans) - Start up 73% (18 Loans) - Existing Business

- 50% of the loans to manufacturing businesses. The total loan portfolio 25% (7 out of 28 loans) have been made to manufacturing companies. The active portfolio includes 30% (3 out of 10) loans to manufacturing companies.

Historical Trends:

	March 31, 2013	September 30, 2012	March 31, 2012	September 30, 2011	March 31, 2011

Active Portfolio	30% (3 of 10 Loans)	23% (3 of 13 Loans)	N/A*	N/A*	N/A*
Total Portfolio	25% (28 Loans)	25% (28 Loans)	N/A*	N/A*	N/A*

\*This goal was implemented in May 2012 with the policy manual update during the recapitalization of the loan fund.

- No more than 20% of the loans to retail/commercial businesses. The total loan portfolio includes 25% (7 out of 28) loans to retail/commercial businesses. The active portfolio has 0% (0 out of 10) loans to retail business.

Historical Trends:

	March 31, 2013	September 30, 2012	March 31, 2012	September 30, 2011	March 31, 2011
Active Portfolio	0% (0 of 10)	7.69% (1 of 13)	7.14% (1 of 14)	6.67% (1 of 15)	9.09% (1 of 11)
Total Portfolio	25% (7 of 28)	25% (7 of 28)	25% (7 of 28)	25% (7 of 28)	28% (7 of 25)

**We are currently meeting the goals of the program.** These goals were adopted May 1, 2012 as the loan fund was being recapitalized. The goals are based on the current economic conditions and need for the RLF dollars and not the historical need for the RLF dollars. As new loans are made RCEDC staff will evaluate new prospects on the above guidelines.

6. Standards to Achieve Economic Objectives and Benefits for the City of Racine. All loan activities and economic benefits resulting from RLF activities will be located within the City of Racine. RLF assistance will be withdrawn if the RLF finance activity is moved outside of the City. In addition, Loans that assist with the relocation of jobs from outside of the labor market area will be prohibited. The labor market is defined as all areas within a 25-mile radius of the boundaries of Racine County. **We are currently meeting this goal.**

7. Development of Minority-Owned Businesses. The RLF program will target the development of minority-owned businesses as a part of the RLF program, and, at a minimum, 15 percent of the RLF portfolio will be provided to minority-owned businesses. In addition, the RLF program will encourage the development of women-owned businesses in the City of Racine. Currently, 1 loan has been made to a minority owned business which is 0% of our active portfolio and 5.67% of our total portfolio. **We are not meeting this guideline.**

Historical Trends:

	March 31, 2013	September 30, 2012	March 31, 2012	September 30, 2011	March 31, 2011
Total Portfolio	5.67%	5.67%	5.67%	5.67%	0%

The RCEDC experience has been that a significant number of minority entrepreneurs have sought funding for small loans for retail and commercial operations that are generally not permitted, nor cost effective, through the RLF program. Often, RCEDC makes referrals to the Community Economic



Development Corporation (CEDCO) and the Women’s Business Initiative Corporation (WWBIC) as their programs are typically better suited to meet the needs of these entrepreneurs. RCEDC staff also refers minority entrepreneurs to UW- Parkside Small Business Development Center (SBDC) who has resources to assist these clients to grow their business to be successful.

Over the past several years RCEDC staff has been developing the “Launch Box” program. This program is designed to be a resource for City of Racine entrepreneurs, inventors and business owners. Launch Box staff works with community partners, BizStarts Milwaukee, Inc. Community Economic Development Corporation (CEDCO), Gateway Technical College, Racine Area Manufacturers and Commerce (RAMAC), Racine County Economic Development Corporation (RCEDC), Racine County Workforce Development Center, UW- Parkside Small Business Development Center (SBDC), Wisconsin Entrepreneurs Network (WEN) and the Wisconsin Women’s Business Initiative Corporation (WWBIC), to provide resources to entrepreneurs and business owners.

If a potential loan recipient does not meet the EDA required guidelines for the City-RLF program RCEDC staff will recommend they speak with Kristin Niemiec, Launch Box Manager. Kristin works directly with the Launch Box community partners and is a great referral source for business that do not meet the EDA loan program requirements. More information on Launch Box is available at: <http://launchboxracine.com/>

Historical Trends for WWBIC Referrals:

	March 31, 2013	September 30, 2012	March 31, 2012	September 30, 2011	March 31, 2011
WWBIC Referrals for financing	29	49	N/A*	N/A*	N/A*

\*Information on referrals to WWBIC is not available for reporting periods before September 2012. During the September 2012 EDA plan certifications representative Q. A. Shakoor II request RCEDC track referrals made to WWBIC for financing.

8. Total Number of Loans in Initial Funding Cycle. A total of 28 loans to 28 companies have been made from the original grant, the recapitalization, and loan program income. The number of loans required has been met. In 2012 the City committed an additional \$600,000 to this RLF fund. These dollars were matched by the EDA for a total recapitalization of \$1,200,000. The recapitalized dollars are projected to be lent to seven new companies. **We have met this guideline.**

No loans have been made using the recapitalized dollars. RCEDC has committed RLF dollars to one project and currently has four active prospects for the fund.

9. RLF Loan Size. The average loan size is anticipated to be \$100,000, with a minimum loan size of \$50,000 (although can be lower) and a maximum loan size of \$200,000. Currently, the average active loan size is \$108,325 and the average for the total loan portfolio is \$122,763 both of which are slightly more than anticipated. The largest loan was \$225,000 and the smallest loan was \$25,825. **We are meeting this guideline.**

10. Standard Terms and Rate of Interest. The terms and interest rates of the loans have not exceeded the standards included in the City-RLF plan. The interest rates on all active loans are set at a fixed

rate. The interest rate on the last loan made was fixed at 2.44 percent. **We are meeting this guideline.**

11. Special Loan Terms. Special financing techniques the City-RLF program can offer to applicants include: 1) deferral of principal payments during the first year of a City-RLF loan; 2) the subordination of the City-RLF security position to private sector lenders that participate in the City-RLF program; and, 3) the use of balloon payments. The RCEDC has deferred payments on the principal portion of loans, has subordinated its collateral to financial institutions, and typically offer balloon payments. **We are meeting this guideline.**
12. Equity Requirements. The RLF program will require a 10 percent equity injection for each RLF loan, when appropriate. Consideration will be given for individuals that have made substantial equity commitments to the applicant business, as well as to individuals who do not have sufficient financial resources to contribute to the RLF project. All equity contributions must be provided through private sources. The RLF program will not be used to purchase or finance equity. **We are meeting this guideline**
13. Collateral Requirements. Collateral may include mortgages on land and building and liens on machinery and equipment. In addition, key-person life insurance coverage, with a declining balance equal to the outstanding loan balance, junior liens on all corporate assets, cross-collateralizing of multiple loans, and personal guarantees may be used where appropriate. This collateral may be subordinated to private sector financial institutions participating in the RLF project, if required. The RCEDC will be listed as the secured party on all RLF collateral documents. **We have met this guideline.**
14. Restructuring RLF Loans. City-RLF loans may be restructured when restructuring will improve the borrower's ability to repay the loan. **No City-RLF loans have needed to be restructured.**
15. Loan Origination Fee: The RLF program will charge a loan origination fee not to exceed 1.5 percent on all RLF loans. The RLF reserves the right to waive or reduce this loan origination fee when deemed appropriate. The loan origination fee will be used to pay for administrative costs associated with the RLF program. This fee is collected at the closing of each loan and no borrower has paid above 1.5%. **We are meeting this guideline.**
16. Elements of a Loan Guarantee Program. The City-RLF may establish a loan guarantee program with recycled or second-generation RLF funds to reduce the risk of private lenders and thereby persuade lenders to provide financing that otherwise would not have been available. **The City-RLF has not provided any loan guarantees; therefore this guideline has been met.**
17. Interest Payments on Recycled RLF Funds and Sales of RLF Loans and Loan Origination Fee. The City-RLF program will utilize a maximum of 50 percent of any and all program income for expenses associated with the administration of the RLF and will not charge more than 1.5 percent loan origination fees on all City-RLF loans. **This guideline has been met.**
18. RLF Cannot Substitute Private Capital Participation: The RLF loan cannot be used to substitute for available private capital and applicants must demonstrate that credit is not otherwise available on terms and conditions that permit the completion or successful operation of the activity to be

financed. The borrower and bank are required to provide a letter indicating the need for the RLF as a part of the loan approval process; therefore **we are meeting this guideline.**

19. RLF Program Coordination with SBA 504 and Other Programs. The City-RLF program will utilize private sector financial institutions and the local SBA 504 Certified Development Company program, as well as other public sector financing programs, in packaging loans. **This guideline has been met** and has been included in the loan write-up that is provided to the Loan Committee.
  
20. Capital Utilization Standard. During the revolving phase, at least 75 percent of an RLF's capital should be in use. At any time subsequent to a second consecutive report showing that the applicable standard has not been met, EDA may require the grant recipient to deposit excess funds in an interest bearing account and EDA approval will be required to withdraw the sequestered funds. No City-RLF funds are currently being held in a sequestered account. For the time period ending March 31, 2013, the RLF fund had 38.42% of its capital in use or committed to projects. The percentage of capital base in use is lower than the previous reporting period because RCEDC has been able to secure a new grant from the EDA and City of Racine. This new award totaled \$1,200,000. These dollars are currently available for lending and will be drawn down between the City and EDA proportionally as new loans are funded. RCEDC has worked diligently over the past year to improve the RLF by adjusting loan terms to better meet current economic conditions (i.e. longer terms and reduced interest rates). Also, RCEDC increased marketing efforts in 2012 and 2013 to make the public more aware of the RLF dollars and further assist in the expansion of small businesses in the City of Racine. **We are currently meeting this guideline based on committed projects approved over the last semi-annual period.**