

PRELIMINARY OFFICIAL STATEMENT DATED FEBRUARY 12, 2026

In the opinion of Husch Blackwell LLP, Bond Counsel, assuming continued compliance with the requirements of the Internal Revenue Code of 1986, under existing law interest on the Notes is excludable from gross income and is not an item of tax preference for federal income tax purposes; however, interest on the Notes is taken into account in determining annual adjusted financial statement income of applicable corporations (as defined in Section 59(k) of the Code). See "TAX EXEMPTION" herein for a more detailed discussion of some of the federal income tax consequences of owning the Notes. The interest on the Notes is not exempt from present Wisconsin income or franchise taxes.

The Village will designate the Notes as "qualified tax-exempt obligations" for purposes of Section 265(b)(3) of the Internal Revenue Code of 1986, as amended, relating to the ability of financial institutions to deduct from income for federal income tax purposes, interest expense that is allocable to carrying and acquiring tax-exempt obligations.

New Issue

Rating Application Made: S&P Global Ratings

VILLAGE OF WINDSOR, WISCONSIN (Dane County)

\$6,095,000* GENERAL OBLIGATION PROMISSORY NOTES, SERIES 2026A

BID OPENING: February 19, 2026, 10:30 A.M., C.T.

CONSIDERATION: February 19, 2026, 5:00 P.M., C.T.

PURPOSE/AUTHORITY/SECURITY: The \$6,095,000* General Obligation Promissory Notes, Series 2026A (the "Notes") are being issued pursuant to Section 67.12(12), Wisconsin Statutes, by the Village of Windsor, Wisconsin (the "Village"), for public purposes, including funding street projects, park improvements, and Fire/EMS building, vehicles, and equipment. The Notes are general obligations of the Village, and all the taxable property in the Village is subject to the levy of a tax to pay the principal of and interest on the Notes as they become due which tax may, under current law, be levied without limitation as to rate or amount. Delivery is subject to receipt of an approving legal opinion of Husch Blackwell LLP, Milwaukee, Wisconsin.

DATE OF NOTES:

March 12, 2026

MATURITY:

March 1 as follows:

<u>Year</u>	<u>Amount*</u>	<u>Year</u>	<u>Amount*</u>	<u>Year</u>	<u>Amount*</u>
2027	\$180,000	2034	\$365,000	2041	\$275,000
2028	300,000	2035	380,000	2042	285,000
2029	310,000	2036	395,000	2043	300,000
2030	315,000	2037	235,000	2044	310,000
2031	330,000	2038	240,000	2045	325,000
2032	340,000	2039	255,000	2046	340,000
2033	350,000	2040	265,000		

***MATURITY**

ADJUSTMENTS:

The Village reserves the right to increase or decrease the principal amount of the Notes on the day of sale, in increments of \$5,000 each. Increases or decreases may be made in any maturity. If any principal amounts are adjusted, the purchase price proposed will be adjusted to maintain the same gross spread per \$1,000.

TERM BONDS:

See "Term Bond Option" herein.

INTEREST:

March 1, 2027 and semiannually thereafter.

OPTIONAL REDEMPTION:

Notes maturing on March 1, 2035 and thereafter are subject to call for prior optional redemption on March 1, 2034 or any date thereafter, at a price of par plus accrued interest to the date of optional redemption.

MINIMUM BID:

\$6,018,812.50.

MAXIMUM BID:

\$6,704,500.

GOOD FAITH DEPOSIT:

A good faith deposit in the amount of \$121,900 shall be made by the winning bidder by wire transfer of funds.

PAYING AGENT:

Bond Trust Services Corporation.

BOND COUNSEL:

Husch Blackwell LLP.

MUNICIPAL ADVISOR:

Ehlers and Associates, Inc.

BOOK-ENTRY-ONLY:

See "Book-Entry-Only System" herein (unless otherwise specified by the purchaser).

This Preliminary Official Statement and the information contained herein are subject to completion and amendment. These securities may not be sold nor may offers to buy be accepted prior to the time the Official Statement is delivered in final form. Under no circumstances shall this Preliminary Official Statement constitute an offer to sell or the solicitation of an offer to buy these securities nor shall there be any sale of these securities in any jurisdiction in which such offer, solicitation or sale would be unlawful prior to registration or qualification under the securities laws of any such jurisdiction. This Preliminary Official Statement is in a form deemed final as of its date for purposes of SEC Rule 15c2-12(b) (1), but is subject to revision, amendment and completion in a Final Official Statement.

REPRESENTATIONS

No dealer, broker, salesperson or other person has been authorized by the Village to give any information or to make any representation other than those contained in this Preliminary Official Statement and, if given or made, such other information or representations must not be relied upon as having been authorized by the Village. *This Preliminary Official Statement does not constitute an offer to sell or a solicitation of an offer to buy any of the Notes in any jurisdiction to any person to whom it is unlawful to make such an offer or solicitation in such jurisdiction.*

This Preliminary Official Statement is not to be construed as a contract with the underwriter (Syndicate Manager). Statements contained herein which involve estimates or matters of opinion are intended solely as such and are not to be construed as representations of fact. Ehlers and Associates, Inc. prepared this Preliminary Official Statement and any addenda thereto relying on information of the Village and other sources for which there is reasonable basis for believing the information is accurate and complete. Bond Counsel has not participated in the preparation of this Preliminary Official Statement and is not expressing any opinion as to the completeness or accuracy of the information contained therein. Compensation of Ehlers and Associates, Inc., payable entirely by the Village, is contingent upon the delivery of the Notes.

COMPLIANCE WITH S.E.C. RULE 15c2-12

Certain municipal obligations (issued in an aggregate amount over \$1,000,000) are subject to Rule 15c2-12 promulgated by the Securities and Exchange Commission pursuant to the Securities Exchange Act of 1934, as amended (the "Rule").

Preliminary Official Statement: This Preliminary Official Statement was prepared for the Village for dissemination to potential investors. Its primary purpose is to disclose information regarding the Notes to prospective underwriters in the interest of receiving competitive proposals in accordance with the sale notice contained herein. Unless an addendum is posted prior to the sale, this Preliminary Official Statement shall be deemed nearly final for purposes of the Rule subject to completion, revision and amendment in a Final Official Statement as defined below.

Review Period: This Preliminary Official Statement has been distributed to prospective bidders for review. Comments or requests for the correction of omissions or inaccuracies must be submitted to Ehlers and Associates, Inc. at least two business days prior to the sale. Requests for additional information or corrections in the Preliminary Official Statement received on or before this date will not be considered a qualification of a proposal received from an underwriter. If there are any changes, corrections or additions to the Preliminary Official Statement, interested bidders will be informed by an addendum prior to the sale.

Final Official Statement: Copies of the Final Official Statement will be delivered to the underwriter (Syndicate Manager) within seven business days following the proposal acceptance.

Continuing Disclosure: Subject to certain exemptions, issues in an aggregate amount over \$1,000,000 may be required to comply with provisions of the Rule which require that underwriters obtain from the issuers of municipal securities (or other obligated party) an agreement for the benefit of the owners of the securities to provide continuing disclosure with respect to those securities. This Preliminary Official Statement describes the conditions under which the Village is required to comply with the Rule.

CLOSING CERTIFICATES

Upon delivery of the Notes, the underwriter (Syndicate Manager) will be furnished with the following items: (1) a certificate of the appropriate officials to the effect that at the time of the sale of the Notes and all times subsequent thereto up to and including the time of the delivery of the Notes, this Preliminary Official Statement did not and does not contain any untrue statement of a material fact or omit to state a material fact necessary to make the statements therein, in the light of the circumstances under which they were made, not misleading; (2) a receipt signed by the appropriate officer evidencing payment for the Notes; (3) a certificate evidencing the due execution of the Notes, including statements that (a) no litigation of any nature is pending, or to the knowledge of signers, threatened, restraining or enjoining the issuance and delivery of the Notes, (b) neither the corporate existence or boundaries of the Village nor the title of the signers to their respective offices is being contested, and (c) no authority or proceedings for the issuance of the Notes have been repealed, revoked or rescinded; and (4) a certificate setting forth facts and expectations of the Village which indicates that the Village does not expect to use the proceeds of the Notes in a manner that would cause them to be arbitrage bonds within the meaning of Section 148 of the Internal Revenue Code of 1986, as amended, or within the meaning of applicable Treasury Regulations.

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VILLAGE OF WINDSOR VILLAGE BOARD

		<u>Term Expires</u>
Bob Wipperfurth	Village President	April 2027
Monica Smith	Village Trustee	April 2026
Bruce Stravinski	Village Trustee	April 2027
Ed Wall	Village Trustee	April 2026
Jessica Zander	Village Trustee	April 2027

ADMINISTRATION

Tina Butteris, Village Administrator/Deputy Clerk
Sindy Schwenn, Finance Director/Human Resources Benefits Specialist

PROFESSIONAL SERVICES

William Cole, Axley Brynson, LLP, Village Attorney, Madison, Wisconsin

Husch Blackwell LLP, Bond Counsel, Milwaukee, Wisconsin

Ehlers and Associates, Inc., Municipal Advisors, Waukesha, Wisconsin
(Other office located in Minneapolis, Minnesota)

INTRODUCTORY STATEMENT

This Preliminary Official Statement contains certain information regarding the Village of Windsor, Wisconsin (the "Village") and the issuance of its \$6,095,000* General Obligation Promissory Notes, Series 2026A (the "Notes"). Any descriptions or summaries of the Notes, statutes, or documents included herein are not intended to be complete and are qualified in their entirety by reference to such statutes and documents and the form of the Notes to be included in the resolution authorizing the issuance and sale of the Notes ("Authorizing Resolution") to be adopted by the Village Board on February 19, 2026.

Inquiries may be directed to Ehlers and Associates, Inc. ("Ehlers" or the "Municipal Advisor"), Waukesha, Wisconsin, (262) 785-1520, the Village's municipal advisor. A copy of this Preliminary Official Statement may be downloaded from Ehlers' web site at www.ehlers-inc.com by connecting to the Bond Sales link and following the directions at the top of the site.

THE NOTES

GENERAL

The Notes will be issued in fully registered form as to both principal and interest in denominations of \$5,000 each or any integral multiple thereof, and will be dated, as originally issued, as of March 12, 2026. The Notes will mature on March 1 in the years and amounts set forth on the cover of this Preliminary Official Statement. Interest will be payable on March 1 and September 1 of each year, commencing March 1, 2027, to the registered owners of the Notes appearing of record in the bond register as of the close of business on the 15th day (whether or not a business day) of the immediately preceding month. Interest will be computed upon the basis of a 360-day year of twelve 30-day months and will be rounded pursuant to rules of the Municipal Securities Rulemaking Board ("MSRB"). All Notes of the same maturity must bear interest from the date of issue until paid at a single, uniform rate. Each rate must be expressed in an integral multiple of 5/100 or 1/8 of 1%.

Unless otherwise specified by the purchaser, the Notes will be registered in the name of Cede & Co., as nominee for The Depository Trust Company, New York, New York ("DTC"). (See "Book-Entry-Only System" herein.) As long as the Notes are held under the book-entry system, beneficial ownership interests in the Notes may be acquired in book-entry form only, and all payments of principal of, premium, if any, and interest on the Notes shall be made through the facilities of DTC and its participants. If the book-entry system is terminated, principal of, premium, if any, and interest on the Notes shall be payable as provided in the Authorizing Resolution.

The Village has selected Bond Trust Services Corporation, Minneapolis, Minnesota ("BTSC"), to act as paying agent (the "Paying Agent"). BTSC and Ehlers are affiliate companies. The Village will pay the charges for Paying Agent services. The Village reserves the right to remove the Paying Agent and to appoint a successor.

OPTIONAL REDEMPTION

At the option of the Village, the Notes maturing on or after March 1, 2035 shall be subject to optional redemption prior to maturity on March 1, 2034 or any date thereafter, at a price of par plus accrued interest to the date of optional redemption.

*Preliminary, subject to change.

Redemption may be in whole or in part of the Notes subject to prepayment. If redemption is in part, the selection of the amounts and maturities of the Notes to be redeemed shall be at the discretion of the Village. If only part of the Notes having a common maturity date are called for redemption, then the Village or Paying Agent, if any, will notify DTC of the particular amount of such maturity to be redeemed. DTC will determine by lot the amount of each participant's interest in such maturity to be redeemed and each participant will then select by lot the beneficial ownership interest in such maturity to be redeemed.

Notice of redemption shall be sent by mail not more than 60 days and not less than 30 days prior to the date fixed for redemption to the registered owner of each Note to be redeemed at the address shown on the registration books.

AUTHORITY; PURPOSE

The Notes are being issued pursuant to Section 67.12(12), Wisconsin Statutes, by the Village, for public purposes, including funding street projects, park improvements, and Fire/EMS building, vehicles, and equipment.

ESTIMATED SOURCES AND USES*

Sources		
Par Amount of Notes	\$6,095,000	
Estimated Interest Earnings	<u>75,000</u>	
Total Sources		\$6,170,000
Uses		
Estimated Underwriter's Discount	\$76,188	
Costs of Issuance	91,550	
Deposit to Project Construction Fund	6,000,000	
Rounding Amount	<u>2,262</u>	
Total Uses		\$6,170,000

*Preliminary, subject to change.

SECURITY

For the prompt payment of the Notes with interest thereon and for the levy of taxes sufficient for this purpose, the full faith, credit and resources of the Village will be irrevocably pledged. The Village will levy a direct, annual, irrevocable tax on all taxable property in the Village sufficient to pay the interest on the Notes when it becomes due and also to pay and discharge the principal on the Notes at maturity, in compliance with Article XI, Section 3 of the Wisconsin Constitution. Such tax may, under current law, be levied without limitation as to rate or amount.

RATING

General obligation debt of the Village is currently rated "AA" by S&P Global Ratings ("S&P"). The Village has requested a rating on the Notes from S&P, and bidders will be notified as to the assigned rating prior to the sale. Such rating reflects only the views of such organization and explanations of the significance of such rating may be obtained from S&P.

Generally, a rating agency bases its rating on the information and materials furnished to it and on investigations, studies and assumptions of its own. There is no assurance that such rating will continue for any given period of time or that it will not be revised downward or withdrawn entirely by such rating agency, if in the judgment of such rating agency circumstances so warrant. Any such downward revision or withdrawal of such rating may have an adverse effect on the market price of the Notes.

Such rating is not to be construed as a recommendation of the rating agency to buy, sell or hold the Notes, and the rating assigned by the rating agency should be evaluated independently. Except as may be required by the Disclosure Undertaking described under the heading "CONTINUING DISCLOSURE" neither the Village nor the underwriter undertake responsibility to bring to the attention of the owner of the Notes any proposed changes in or withdrawal of such rating or to oppose any such revision or withdrawal.

CONTINUING DISCLOSURE

In order to assist brokers, dealers, and municipal securities dealers, in connection with their participation in the offering of the Notes, to comply with Rule 15c2-12 promulgated by the Securities and Exchange Commission, pursuant to the Securities and Exchange Act of 1934, as amended (the "Rule"), the Village shall agree to provide certain information to the Municipal Securities Rulemaking Board (MSRB) through its Electronic Municipal Market Access (EMMA) system, or any system that may be prescribed in the future. The Rule was last amended, effective February 27, 2019, to include an expanded list of material events.

On the date of issue and delivery, the Village shall execute and deliver a Continuing Disclosure Agreement, under which the Village will covenant for the benefit of holders including beneficial holders, to provide electronically, or in a manner otherwise prescribed, certain financial information annually and to provide notices of the occurrence of certain events enumerated in the Rule (the "Disclosure Undertaking"). The details and terms of the Disclosure Undertaking for the Village are set forth in Appendix D. Such Disclosure Undertaking will be in substantially the form attached hereto.

A failure by the Village to comply with any Disclosure Undertaking will not constitute an event of default on the Notes. However, such a failure may adversely affect the transferability and liquidity of the Notes and their market price.

The Village did not timely file notice of the incurrence of a financial obligation that was incurred in August 2024. Except to the extent that the preceding is deemed to be material, the Village believes it has not failed to comply in the previous five years in all material respects with its prior undertakings under the Rule. The Village has reviewed its continuing disclosure responsibilities along with any changes to the Rule, to ensure compliance. Ehlers is currently engaged as dissemination agent for the Village.

LEGAL OPINION

An opinion as to the validity of the Notes and the exemption from federal taxation of the interest thereon will be furnished by Husch Blackwell LLP, Bond Counsel to the Village ("Bond Counsel"), and will be available at the time of delivery of the Notes. The legal opinion will be issued on the basis of existing law and will state that the Notes are valid and binding general obligations of the Village; provided that the rights of the owners of the Notes and the enforceability of the Notes may be limited by bankruptcy, insolvency, reorganization, moratorium, and other similar laws affecting creditors' rights and by equitable principles (which may be applied in either a legal or equitable proceeding).

STATEMENT REGARDING COUNSEL PARTICIPATION

Bond Counsel has not assumed responsibility for the Preliminary Official Statement or participated in its preparation (except with respect to the section entitled "TAX EXEMPTION" in the Preliminary Official Statement and the "FORM OF LEGAL OPINION" found in Appendix B).

TAX EXEMPTION

Husch Blackwell LLP, Milwaukee, Wisconsin, Bond Counsel, will deliver a legal opinion with respect to the federal income tax exemption applicable to the interest on the Notes under existing law substantially in the following form:

"The interest on the Notes is excludable for federal income tax purposes from the gross income of the owners of the Notes. The interest on the Notes is not an item of tax preference for purposes of the federal alternative minimum tax imposed by Section 55 of the Internal Revenue Code of 1986, as amended (the "Code") on individuals; however, interest on the Notes is taken into account in determining "annual adjusted financial statement income" of applicable corporations (as defined in Section 59(k) of the Code). The Code contains requirements that must be satisfied subsequent to the issuance of the Notes in order for interest on the Notes to be or continue to be excludable from gross income for federal income tax purposes. Failure to comply with certain of those requirements could cause the interest on the Notes to be included in gross income retroactively to the date of issuance of the Notes. The Village has agreed to comply with all of those requirements. The opinion set forth in the first sentence of this paragraph is subject to the condition that the Village comply with those requirements. We express no opinion regarding other federal tax consequences arising with respect to the Notes.

The interest on the Notes is not exempt from present Wisconsin income or franchise taxes.

Prospective purchasers of the Notes should be aware that ownership of the Notes may result in collateral federal income tax consequences to certain taxpayers, including, without limitation, financial institutions, property and casualty insurance companies, individual recipients of Social Security or Railroad Retirement benefits, certain S corporations with "excess net passive income", foreign corporations subject to the branch profits tax and taxpayers who may be deemed to have incurred or continued indebtedness to purchase or carry the Notes. Bond Counsel will not express any opinion as to such collateral tax consequences. Prospective purchasers of the Notes should consult their tax advisors as to collateral federal income tax consequences.

THE ABOVE DISCUSSION IS ONLY A BRIEF SUMMARY OF THE EFFECTS OF THE CODE, AND EACH PROSPECTIVE PURCHASER OF THE NOTES SHOULD CONSULT WITH HIS OR HER OWN TAX ADVISOR REGARDING THE TAX EFFECT ON THE ECONOMIC VALUE OF THE NOTES.

From time to time, legislation is proposed which, if enacted, could alter one or more of the federal tax matters referred to above or would adversely affect the market value of the Notes. It cannot be predicted whether or in what form any of such proposals may be enacted and whether, if enacted, such proposals will apply to obligations (such as the Notes) issued prior to enactment.

ORIGINAL ISSUE DISCOUNT

To the extent that the initial public offering price of certain of the Notes is less than the principal amount payable at maturity, such Notes ("Discounted Notes") will be considered to be issued with original issue discount. The original issue discount is the excess of the stated redemption price at maturity of a Discounted Note over the initial offering price to the public, excluding underwriters or other intermediaries, at which price a substantial amount of such Discounted Notes were sold (issue price). With respect to a taxpayer who purchases a Discounted Note in the initial public offering at the issue price and who holds such Discounted Note to maturity, the full amount of original

issue discount will constitute interest that is not includible in the gross income of the owner of such Discounted Note for federal income tax purposes and such owner will not, subject to the caveats and provisions herein described, realize taxable capital gain upon payment of such Discounted Note upon maturity.

Original issue discount is treated as compounding semiannually, at a rate determined by reference to the yield to maturity of each individual Discounted Note, on days that are determined by reference to the maturity date of such Discounted Note. The amount treated as original issue discount on a Discounted Note for a particular semiannual accrual period is generally equal to (a) the product of (i) the yield to maturity for such Discounted Note (determined by compounding at the close of each accrual period) and (ii) the amount that would have been the tax basis of such Discounted Note at the beginning of the particular accrual period if held by the original purchaser; and less (b) the amount of any interest payable for such Discounted Note during the accrual period. The tax basis is determined by adding to the initial public offering price on such Discounted Note the sum of the amounts that have been treated as original issue discount for such purposes during all prior periods. If a Discounted Note is sold or exchanged between semiannual compounding dates, original issue discount that would have been accrued for that semiannual compounding period for federal income tax purposes is to be apportioned in equal amounts among the days in such compounding period.

For federal income tax purposes, the amount of original issue discount that is treated as having accrued with respect to such Discounted Note is added to the cost basis of the owner in determining gain or loss upon disposition of a Discounted Note (including its sale, exchange, redemption, or payment at maturity). Amounts received upon disposition of a Discounted Note that are attributable to accrued original issue discount will be treated as tax-exempt interest, rather than as taxable gain.

The accrual or receipt of original issue discount on the Discounted Notes may result in certain collateral federal income tax consequences for the owners of such Discounted Notes. The extent of these collateral tax consequences will depend upon the owner's particular tax status and other items of income or deduction.

The Code contains additional provisions relating to the accrual of original issue discount. Owners who purchase Discounted Notes at a price other than the issue price or who purchase such Discounted Notes in the secondary market should consult their own tax advisors with respect to the tax consequences of owning the Discounted Notes. Under the applicable provisions governing the determination of state and local taxes, accrued interest on the Discounted Notes may be deemed to be received in the year of accrual even though there will not be a corresponding cash payment until a later year. Owners of Discounted Notes should consult their own tax advisors with respect to the state and local tax consequences of owning the Discounted Notes.

BOND PREMIUM

To the extent that the initial offering price of certain of the Notes is more than the principal amount payable at maturity, such Notes ("Premium Notes") will be considered to have bond premium.

Any Premium Note purchased in the initial offering at the issue price will have "amortizable bond premium" within the meaning of Section 171 of the Code. The amortizable bond premium of each Premium Note is calculated on a daily basis from the issue date of such Premium Note until its stated maturity date (or call date, if any) on the basis of a constant interest rate compounded at each accrual period (with straight line interpolation between the compounding dates). An owner of a Premium Note that has amortizable bond premium is not allowed any deduction for the amortizable bond premium; rather the amortizable bond premium attributable to a taxable year is applied against (and operates to reduce) the amount of tax-exempt interest payments on the Premium Notes. During each taxable year, such an owner must reduce his or her tax basis in such Premium Note by the amount of the amortizable bond premium that is allocable to the portion of such taxable year during which the holder held such Premium Note.

The adjusted tax basis in a Premium Note will be used to determine taxable gain or loss upon a disposition (including the sale, exchange, redemption, or payment at maturity) of such Premium Note.

Owners of Premium Notes who did not purchase such Premium Notes in the initial offering at the issue price should consult their own tax advisors with respect to the tax consequences of owning such Premium Notes. Owners of Premium Notes should consult their own tax advisors with respect to the state and local tax consequences of owning the Premium Notes.

QUALIFIED TAX-EXEMPT OBLIGATIONS

The Village will designate the Notes as "qualified tax-exempt obligations" for purposes of Section 265(b)(3) of the Code relating to the ability of financial institutions to deduct from income for federal income tax purposes, interest expense that is allocable to carrying and acquiring tax-exempt obligations.

MUNICIPAL ADVISOR

Ehlers has served as municipal advisor to the Village in connection with the issuance of the Notes. The Municipal Advisor cannot participate in the underwriting of the Notes. The financial information included in this Preliminary Official Statement has been compiled by the Municipal Advisor. Such information does not purport to be a review, audit or certified forecast of future events and may not conform with accounting principles applicable to compilations of financial information. Ehlers is not a firm of certified public accountants. Ehlers is registered with the Securities and Exchange Commission and the MSRB as a municipal advisor. Ehlers makes no representation, warranty or guarantee regarding the accuracy or completeness of the information in this Preliminary Official Statement, and its assistance in preparing this Preliminary Official Statement should not be construed as a representation that it has independently verified such information.

MUNICIPAL ADVISOR AFFILIATED COMPANIES

BTSC and Ehlers Investment Partners, LLC ("EIP") are affiliate companies of Ehlers. BTSC is chartered by the State of Minnesota and authorized in Minnesota, Wisconsin, Colorado, and Illinois to transact the business of a limited purpose trust company. BTSC provides paying agent services to debt issuers. EIP is a Registered Investment Advisor with the Securities and Exchange Commission. EIP assists issuers with the investment of bond proceeds or investing other issuer funds. This includes escrow bidding agent services. Issuers, such as the Village, have retained or may retain BTSC and/or EIP to provide these services. If hired, BTSC and/or EIP would be retained by the Village under an agreement separate from Ehlers.

INDEPENDENT AUDITORS

The basic financial statements of the Village for the fiscal year ended December 31, 2024 have been audited by Johnson Block and Company, Inc., Middleton, Wisconsin, independent auditors (the "Auditor"). The report of the Auditor, together with the basic financial statements, component units financial statements, and notes to the financial statements are attached hereto as "APPENDIX A – FINANCIAL STATEMENTS". The Auditor has not been engaged to perform and has not performed, since the date of its report included herein, any procedures on the financial statements addressed in that report. The Auditor also has not performed any procedures relating to this Preliminary Official Statement.

RISK FACTORS

The following is a description of possible risks to holders of the Notes without weighting as to probability. This description of risks is not intended to be all-inclusive, and there may be other risks not now perceived or listed here.

Taxes: The Notes are general obligations of the Village, the ultimate payment of which rests in the Village's ability to levy and collect sufficient taxes to pay debt service. In the event of delayed billing, collection or distribution of property taxes, sufficient funds may not be available to the Village in time to pay debt service when due.

State Actions: Many elements of local government finance, including the issuance of debt and the levy of property taxes, are controlled by state government. Future actions of the State of Wisconsin (the "State") may affect the overall financial condition of the Village, the taxable value of property within the Village, and the ability of the Village to levy and collect property taxes.

Future Changes in Law: Various State and federal laws, regulations and constitutional provisions apply to the Village and to the Notes. The Village can give no assurance that there will not be a change in or interpretation of any such applicable laws, regulations and provisions which would have a material effect on the Village or the taxing authority of the Village.

Ratings; Interest Rates: In the future, the Village's credit rating may be reduced or withdrawn, or interest rates for this type of obligation may rise generally, either possibility resulting in a reduction in the value of the Notes for resale prior to maturity.

Tax Exemption: If the federal government taxes all or a portion of the interest on municipal bonds or notes or if the State government increases its tax on interest on bonds and notes, directly or indirectly, or if there is a change in federal or state tax policy, then the value of these Notes may fall for purposes of resale. Noncompliance by the Village with the covenants in the Authorizing Resolution relating to certain continuing requirements of the Code may result in inclusion of interest to be paid on the Notes in gross income of the recipient for United States income tax purposes, retroactive to the date of issuance.

Continuing Disclosure: A failure by the Village to comply with the Disclosure Undertaking for continuing disclosure (see "CONTINUING DISCLOSURE") will not constitute an event of default on the Notes. Any such failure must be reported in accordance with the Rule and must be considered by any broker, dealer, or municipal securities dealer before recommending the purchase or sale of the Notes in the secondary market. Such a failure may adversely affect the transferability and liquidity of the Notes and their market price.

Book-Entry-Only System: The timely credit of payments for principal and interest on the Notes to the accounts of the Beneficial Owners of the Notes may be delayed due to the customary practices, standing instructions or for other unknown reasons by DTC participants or indirect participants. Since the notice of redemption or other notices to holders of these obligations will be delivered by the Village to DTC only, there may be a delay or failure by DTC, DTC participants or indirect participants to notify the Beneficial Owners of the Notes.

Depository Risk: Wisconsin Statutes direct the local treasurer to immediately deposit upon receipt thereof, the funds of the municipality in a public depository designated by the governing body. A public depository means a federal or state credit union, federal or state savings and loan association, state bank, savings and trust company, mutual savings bank or national bank in Wisconsin or the local government pooled investment fund operated by the State Investment Board. It is not uncommon for a municipality to have deposits exceeding limits of federal and state insurance programs. Failure of a depository could result in loss of public funds or a delay in obtaining them. Such a loss or delay could interrupt a timely payment of municipal debt.

Economy: A combination of economic, climatic, political or civil disruptions or terrorist actions outside of the control of the Village, including loss of major taxpayers or major employers, could affect the local economy and result in reduced tax collections and/or increased demands upon local government. Real or perceived threats to the financial stability of the Village may have an adverse effect on the value of the Notes in the secondary market.

Secondary Market for the Notes: No assurance can be given that a secondary market will develop for the purchase and sale of the Notes or, if a secondary market exists, that such Notes can be sold for any particular price. The underwriters are not obligated to engage in secondary market trading or to repurchase any of the Notes at the request of the owners thereof. Prices of the Notes as traded in the secondary market are subject to adjustment upward and downward in response to changes in the credit markets and other prevailing circumstances. No guarantee exists as to the future market value of the Notes. Such market value could be substantially different from the original purchase price.

Bankruptcy: The rights and remedies of the holders may be limited by and are subject to the provisions of federal bankruptcy laws, to other laws, or equitable principles that may affect the enforcement of creditors' rights, to the exercise of judicial discretion in appropriate cases and to limitations on legal remedies against local governments. The opinion of Bond Counsel to be delivered with respect to the Notes will be similarly qualified. See "MUNICIPAL BANKRUPTCY" herein.

Cybersecurity: The Village is dependent on electronic information technology systems to deliver services. These systems may contain sensitive information or support critical operational functions which may have value for unauthorized purposes. As a result, the electronic systems and networks may be targets of cyberattack. There can be no assurance that the Village will not experience an information technology breach or attack with financial consequences that could have a material adverse impact.

The foregoing is intended only as a summary of certain risk factors attendant to an investment in the Notes. In order for potential investors to identify risk factors and make an informed investment decision, potential investors should be thoroughly familiar with this entire Official Statement and the Appendices hereto.

VALUATIONS

WISCONSIN PROPERTY VALUATIONS; PROPERTY TAXES

Equalized Value

Section 70.57, Wisconsin Statutes, requires the Department of Revenue to annually determine the equalized value (also referred to as full equalized value or aggregate full value) of all taxable property in each county and taxation district. The equalized value is an independent estimate of value used to equate individual local assessment policies so that property taxes are uniform throughout the various subdivisions in the State. Equalized value is calculated based on the history of comparable sales and information about value changes or taxing status provided by the local assessor. A comparison of the State-determined equalized value and the local assessed value, expressed as a percentage, is known as the assessment ratio or level of assessment. The Department of Revenue notifies each county and taxing jurisdiction of its equalized value on August 15; school districts are notified on October 1. The equalized value of each county is the sum of the valuations of all cities, villages, and towns within its boundaries. Taxing jurisdictions lying in more than one municipality, such as counties, school districts, or special taxing districts, use the equalized value of the underlying units in calculating and levying their respective levies. Equalized values are also used to apportion state aids and calculate municipal general obligation debt limits.

Assessed Value

The "assessed value" of taxable property in a municipality is determined by the local assessor, except for manufacturing properties which are valued by the State. Each city, village or town retains its own local assessor, who must be certified by the State Department of Revenue. Assessed value is used by these municipalities to determine tax levy mill rates and to apportion levies among individual property owners. Each taxing district must assess property at full value at least once in every five-year period. The State requires that the assessed values must be within 10% of State equalized values at least once every four years. The local assessor values property as of January 1 each year and submits those values to each municipality by the second Monday in June. The assessor also reports any value changes taking place since the previous year, to the Department of Revenue, by the second Monday in June.

CURRENT PROPERTY VALUATIONS

2025 Equalized Value	\$1,919,917,600
2025 Equalized Value Reduced by Tax Increment Valuation	\$1,878,918,600
2025 Assessed Value	\$1,974,990,000

2025 EQUALIZED VALUE BY CLASSIFICATION

	2025 Equalized Value¹	Percent of Total Equalized Value
Residential	\$1,627,229,400	84.755%
Commercial	229,442,100	11.951%
Manufacturing	12,816,100	0.668%
Agricultural	5,115,400	0.266%
Undeveloped	2,412,900	0.126%
Ag Forest	615,000	0.032%
Forest	240,000	0.013%
Other	<u>42,046,700</u>	<u>2.190%</u>
Total	<u><u>\$1,919,917,600</u></u>	<u><u>100.000%</u></u>

TREND OF VALUATIONS

Year	Assessed Value	Equalized Value ¹	Percent Increase/Decrease in Equalized Value
2021	\$971,697,700	\$1,129,675,800	7.77%
2022	1,335,766,200	1,305,644,600	15.58%
2023	1,423,448,468	1,570,815,100	20.31%
2024	1,471,938,000	1,790,589,900	13.99%
2025	1,974,990,000	1,919,917,600	7.22%

Source: Wisconsin Department of Revenue, Bureau of Equalization and Local Government Services Bureau.

¹ Includes tax increment valuation.

LARGER TAXPAYERS

Taxpayer	Type of Business/Property	2025 Equalized Value¹	Percent of Village's Total Equalized Value
Moeller Properties LLC	Commercial Truck Sales	\$16,275,733	0.85%
WCMF Phs 2 LLC	Apartment Rentals	14,540,605	0.76%
WCMF Phs 1 Property LLC	Apartment Rentals	12,896,078	0.67%
Covered Bridge 1 Residences LLC	Apartment Rentals	12,736,554	0.66%
North Towne Homes LLC	Apartment Rentals	11,179,323	0.58%
Windsor Golf Ventures	Golf Course/Athletic Club	9,218,956	0.48%
WCMF Phs 3 LLC	Apartment Rentals	7,520,962	0.39%
Windsor Commons LLC	Apartment Rentals	6,646,837	0.35%
WISL Investments	Parkside Senior Living	6,499,270	0.34%
WCSH LLC	Senior Apartments	<u>5,542,611</u>	<u>0.29%</u>
Total		\$103,056,929	5.37%
Village's Total 2025 Equalized Value ²		\$1,919,917,600	

Source: The Village.

DEBT

DIRECT DEBT³

General Obligation Debt (see schedules following)

Total General Obligation Debt (includes the Notes)* \$50,900,000

Revenue Debt (see schedules following)

Total revenue debt secured by water revenues \$7,939,084

*Preliminary, subject to change.

¹ Calculated by dividing the 2025 Assessed Values by the 2025 Aggregate Ratio of assessment for the Village.

² Includes tax increment valuation.

³ Outstanding debt is as of the dated date of the Notes.

DEBT PAYMENT HISTORY

The Village has no record of default in the payment of principal and interest on its debt.

FUTURE FINANCING

The Village will be issuing approximately \$5,000,000 in 2027 to fund their annual capital projects.

DEBT LIMIT

The constitutional and statutory general obligation debt limit for Wisconsin municipalities, including towns, cities, villages, and counties (Article XI, Section 3 of the Wisconsin Constitution and Section 67.03, Wisconsin Statutes) is 5% of the current equalized value.

Equalized Value	\$1,919,917,600
Multiply by 5%	<u>0.05</u>
Statutory Debt Limit	\$95,995,880
Less: General Obligation Debt*	<u>(50,900,000)</u>
Unused Debt Limit*	<u><u>\$45,095,880</u></u>

*Preliminary, subject to change.

Village of Windsor, Wisconsin
 Schedule of Bonded Indebtedness
 General Obligation Debt Secured by Taxes
 (As of 03/12/2026)

	Taxable Refunding Bonds Series 2015C		Corporate Purpose Bonds Series 2016A		Promissory Notes Bank Note		Refunding Bonds Series 2017A		Corporate Purpose Bonds Series 2018A	
Dated	10/07/2015		06/21/2016		02/02/2017		07/12/2017		09/05/2018	
Amount	\$3,000,000		\$1,970,000		\$550,000		\$1,180,000		\$5,975,000	
Maturity	10/01		03/01		02/02		03/01		09/01	
Calendar Year Ending	Principal	Interest	Principal	Interest	Principal	Interest	Principal	Interest	Principal	Interest
2026	175,000	92,344	0	3,855	0	0	0	8,581	395,000	71,322
2027	200,000	85,344	110,000	6,060	55,000	1,458	70,000	16,375	400,000	130,794
2028	200,000	77,344	120,000	3,150			70,000	14,713	425,000	118,794
2029	200,000	69,344	90,000	945			60,000	13,088	430,000	106,044
2030	225,000	61,344					65,000	11,444	325,000	93,144
2031	225,000	52,344					65,000	9,656	325,000	83,394
2032	250,000	43,344					65,000	7,788	325,000	73,644
2033	275,000	33,344					70,000	5,763	325,000	63,894
2034	275,000	22,344					70,000	3,575	325,000	54,144
2035	275,000	11,344					75,000	1,219	325,000	43,988
2036									325,000	33,425
2037									340,000	22,863
2038									350,000	11,813
2039										
2040										
2041										
2042										
2043										
2044										
2045										
2046										
	2,300,000	548,438	320,000	14,010	55,000	1,458	610,000	92,200	4,615,000	907,259

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Village of Windsor, Wisconsin
Schedule of Bonded Indebtedness continued
General Obligation Debt Secured by Taxes
(As of 03/12/2026)

	Corporate Purpose Bonds Series 2019A		Corporate Purpose Bonds Series 2020A		Taxable Refunding Bonds Series 2020B		Corporate Purpose Bonds Series 2022A		Corporate Purpose Bonds Series 2023A	
Dated	06/26/2019		03/19/2020		12/10/2020		03/24/2022		06/08/2023	
Amount	\$6,835,000		\$7,765,000		\$1,915,000		\$5,000,000		\$6,760,000	
Maturity	06/01		03/01		03/01		03/01		03/01	
Calendar Year Ending	Principal	Interest								
2026	525,000	130,875	0	52,275	0	13,061	0	47,325	0	118,900
2027	620,000	113,700	200,000	101,550	225,000	23,873	385,000	88,875	325,000	231,300
2028	650,000	94,650	225,000	95,175	225,000	19,373	390,000	77,250	260,000	219,600
2029	675,000	74,775	250,000	89,300	225,000	14,873	400,000	65,400	425,000	205,900
2030	675,000	54,525	375,000	83,050	100,000	11,923	405,000	53,325	505,000	187,300
2031	725,000	33,525	375,000	75,550	100,000	10,448	405,000	43,200	525,000	166,700
2032	755,000	11,325	425,000	67,550	100,000	8,848	420,000	34,950	590,000	144,400
2033			425,000	59,050	230,000	6,068	335,000	27,400	590,000	120,800
2034			375,000	51,050	235,000	2,056	260,000	21,288	540,000	98,200
2035			375,000	43,550			260,000	15,600	540,000	76,600
2036			375,000	36,050			260,000	9,588	545,000	54,900
2037			375,000	28,550			260,000	3,250	545,000	33,100
2038			400,000	20,800					555,000	11,100
2039			415,000	12,650						
2040			425,000	4,250						
2041										
2042										
2043										
2044										
2045										
2046										
	4,625,000	513,375	5,015,000	820,400	1,440,000	110,520	3,780,000	487,450	5,945,000	1,668,800

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Village of Windsor, Wisconsin
Schedule of Bonded Indebtedness continued
General Obligation Debt Secured by Taxes
(As of 03/12/2026)

	Promissory Notes Series 2024A		Promissory Notes Series 2026A							
Dated	06/03/2024		03/12/2026							
Amount	\$16,750,000		\$6,095,000*							
Maturity	03/01		03/01							
Calendar Year Ending	Principal	Interest	Principal	Estimated Interest	Total Principal	Total Interest	Total P & I	Principal Outstanding	% Paid	Calendar Year Ending
2026	0	368,425	0	0	1,095,000	906,963	2,001,963	49,805,000	2.15%	2026
2027	270,000	730,100	180,000	339,573	3,040,000	1,869,001	4,909,001	46,765,000	8.12%	2027
2028	255,000	716,975	300,000	222,355	3,120,000	1,659,378	4,779,378	43,645,000	14.25%	2028
2029	380,000	701,100	310,000	212,443	3,445,000	1,553,210	4,998,210	40,200,000	21.02%	2029
2030	690,000	674,350	315,000	202,365	3,680,000	1,432,769	5,112,769	36,520,000	28.25%	2030
2031	800,000	637,100	330,000	191,880	3,875,000	1,303,796	5,178,796	32,645,000	35.86%	2031
2032	850,000	595,850	340,000	180,655	4,120,000	1,168,353	5,288,353	28,525,000	43.96%	2032
2033	900,000	552,100	350,000	168,750	3,500,000	1,037,168	4,537,168	25,025,000	50.83%	2033
2034	925,000	506,475	365,000	156,055	3,370,000	915,186	4,285,186	21,655,000	57.46%	2034
2035	985,000	458,725	380,000	142,455	3,215,000	793,480	4,008,480	18,440,000	63.77%	2035
2036	1,020,000	408,600	395,000	128,019	2,920,000	670,581	3,590,581	15,520,000	69.51%	2036
2037	1,050,000	356,850	235,000	116,030	2,805,000	560,643	3,365,643	12,715,000	75.02%	2037
2038	1,160,000	301,600	240,000	106,648	2,705,000	451,960	3,156,960	10,010,000	80.33%	2038
2039	1,160,000	249,400	255,000	96,620	1,830,000	358,670	2,188,670	8,180,000	83.93%	2039
2040	1,100,000	204,200	265,000	85,894	1,790,000	294,344	2,084,344	6,390,000	87.45%	2040
2041	1,135,000	159,500	275,000	74,551	1,410,000	234,051	1,644,051	4,980,000	90.22%	2041
2042	1,140,000	114,000	285,000	62,580	1,425,000	176,580	1,601,580	3,555,000	93.02%	2042
2043	1,140,000	68,400	300,000	49,928	1,440,000	118,328	1,558,328	2,115,000	95.84%	2043
2044	1,140,000	22,800	310,000	36,583	1,450,000	59,383	1,509,383	665,000	98.69%	2044
2045			325,000	22,531	325,000	22,531	347,531	340,000	99.33%	2045
2046			340,000	7,650	340,000	7,650	347,650	0	100.00%	2046
	16,100,000	7,826,550	6,095,000	2,603,563	50,900,000	15,594,023	66,494,023			

* Preliminary, subject to change.

Village of Windsor, Wisconsin
Schedule of Bonded Indebtedness
Revenue Debt Secured by Water Revenues
(As of 03/12/2026)

	Water System Revenue Bonds (SDWFL) Series 2013		Water System Revenue Bonds Series 2022B		Water System Revenue Bonds Series 2023B		Water System Revenue Bonds (SDWFL) 1 Series 2024B		Water System Revenue Bonds (SDWFL) 2 Series 2025								
Dated Amount	06/12/2013 \$532,103		12/29/2022 \$3,150,000		06/08/2023 \$2,160,000		08/14/2024 \$762,290		06/25/2025 \$2,273,204								
Maturity	05/01		05/01		05/01		05/01		05/01								
Calendar Year Ending	Principal	Interest	Principal	Interest	Principal	Interest	Principal	Interest	Principal	Interest	Total Principal	Total Interest	Total P & I	Principal Outstanding	% Paid	Calendar Year Ending	
2026	28,669	2,593	175,000	101,900	75,000	84,300	30,965	16,947	53,365	51,895	362,998	257,634	620,632	7,576,086	4.57%	2026	
2027	29,000	2,260	180,000	94,800	80,000	80,425	31,697	16,206	54,597	50,648	375,294	244,338	619,632	7,200,792	9.30%	2027	
2028	29,335	1,923	190,000	87,400	85,000	76,300	32,447	15,447	55,859	49,372	392,640	230,442	623,082	6,808,152	14.25%	2028	
2029	29,674	1,582	195,000	79,700	90,000	71,925	33,214	14,671	57,149	48,067	405,036	215,945	620,981	6,403,115	19.35%	2029	
2030	30,016	1,238	205,000	71,700	90,000	67,425	33,999	13,876	58,469	46,731	417,485	200,970	618,455	5,985,631	24.61%	2030	
2031	30,363	889	215,000	63,300	100,000	62,675	34,803	13,062	59,820	45,365	439,986	185,291	625,278	5,545,644	30.15%	2031	
2032	30,714	536	220,000	54,600	105,000	57,550	35,627	12,229	61,202	43,967	452,542	168,883	621,425	5,093,103	35.85%	2032	
2033	31,069	179	230,000	45,600	105,000	53,219	36,469	11,377	62,615	42,537	465,153	152,912	618,065	4,627,950	41.71%	2033	
2034			245,000	36,100	110,000	49,725	37,332	10,504	64,062	41,074	456,393	137,403	593,797	4,171,556	47.46%	2034	
2035			250,000	26,200	115,000	46,069	38,215	9,611	65,541	39,577	468,756	121,457	590,213	3,702,800	53.36%	2035	
2036			260,000	16,000	120,000	41,800	39,118	8,696	67,056	38,046	486,174	104,542	590,716	3,216,627	59.48%	2036	
2037			270,000	5,400	125,000	36,900	40,043	7,760	68,604	36,479	503,648	86,539	590,187	2,712,979	65.83%	2037	
2038					130,000	31,800	40,990	6,802	70,189	34,876	241,180	73,478	314,658	2,471,799	68.87%	2038	
2039					135,000	26,500	41,960	5,821	71,811	33,236	248,770	65,557	314,327	2,223,029	72.00%	2039	
2040					140,000	21,000	42,952	4,817	73,469	31,558	256,422	57,375	313,796	1,966,607	75.23%	2040	
2041					145,000	15,300	43,968	3,789	75,167	29,841	264,135	48,930	313,065	1,702,472	78.56%	2041	
2042					150,000	9,400	45,008	2,737	76,903	28,084	271,911	40,222	312,133	1,430,561	81.98%	2042	
2043					160,000	3,200	46,072	1,660	78,679	26,288	284,752	31,148	315,899	1,145,810	85.57%	2043	
2044							47,162	558	80,497	24,449	127,659	25,007	152,666	1,018,151	87.18%	2044	
2045									82,356	22,568	82,356	22,568	104,924	935,795	88.21%	2045	
2046									84,259	20,644	84,259	20,644	104,902	851,536	89.27%	2046	
2047									86,205	18,675	86,205	18,675	104,880	765,331	90.36%	2047	
2048									88,197	16,660	88,197	16,660	104,857	677,134	91.47%	2048	
2049									90,234	14,600	90,234	14,600	104,833	586,900	92.61%	2049	
2050									92,318	12,491	92,318	12,491	104,809	494,582	93.77%	2050	
2051									94,451	10,334	94,451	10,334	104,785	400,131	94.96%	2051	
2052									96,633	8,127	96,633	8,127	104,760	303,499	96.18%	2052	
2053									98,865	5,869	98,865	5,869	104,734	204,634	97.42%	2053	
2054									101,149	3,559	101,149	3,559	104,707	103,485	98.70%	2054	
2055									103,485	1,195	103,485	1,195	104,680	0	100.00%	2055	
	238,839	11,201	2,635,000	682,700	2,060,000	835,513	732,041	176,572	2,273,204	876,810	7,939,084	2,582,795	10,521,879				

1) Pursuant to the Wisconsin Capital Finance Office, Project No. 5649-01, the amount of disbursements as of January 21, 2026 is \$595,111.62. The schedule shown assumes full draws of the loan.
2) Pursuant to the Wisconsin Capital Finance Office, Project No. 5649-02, the amount of disbursements as of January 21, 2026 is \$1,998,688.65. The schedule shown assumes full draws of the loan.

OVERLAPPING DEBT¹

Taxing District	2025 Equalized Value²	% In Village	Total G.O. Debt³	Village's Proportionate Share
Dane County	\$117,343,578,900	1.6362%	\$835,750,000	\$13,674,542
Madison Area Technical College	159,919,721,111	1.2006%	199,525,000	2,395,497
DeForest Area School District	5,661,836,774	33.4248%	120,442,000	40,257,498
Sun Prairie Area School District	9,816,084,362	0.2798%	272,395,000	762,161
Madison Metro Sewerage District	86,077,382,119	1.3623%	135,927,000	1,851,734
Village's Share of Total Overlapping Debt				<u>\$58,941,431</u>

DEBT RATIOS

	G.O. Debt	Debt/Equalized Value \$1,919,917,600	Debt/ Per Capita 10,472⁴
Total General Obligation Debt*	\$50,900,000	2.65%	\$4,860.58
Village's Share of Total Overlapping Debt	<u>58,941,431</u>	<u>3.07%</u>	<u>5,628.48</u>
Total*	\$109,841,431	5.72%	\$10,489.06

*Preliminary, subject to change.

¹ Overlapping debt is as of the dated date of the Notes. Only those taxing jurisdictions with general obligation debt outstanding are included in this section.

² Includes tax increment valuation.

³ Outstanding debt based on information obtained on EMMA, Wisconsin Department of Revenue, Wisconsin Department of Public Instruction and the Municipal Advisor's records.

⁴ Estimated 2025 population.

TAX LEVIES AND COLLECTIONS

TAX LEVIES AND COLLECTIONS

Tax Year	Levy for Village Purposes Only	% Collected	Levy/Equalized Value Reduced by Tax Increment Valuation in Dollars per \$1,000
2021/22	\$4,553,881	100%	\$4.12
2022/23	5,142,877	100%	4.01
2023/24	5,822,877	100%	3.79
2024/25	6,057,337	100%	3.46
2025/26	6,723,700	In Process of Collection	3.58

Property tax statements are distributed to taxpayers by the town, village, and city treasurers in December of the levy year. Current State law requires counties to pay 100% of the real property taxes levied to cities, villages, towns, school districts and other taxing entities on or about August 20 of the collection year.

Special assessments, special charges and special taxes must be paid to the town, city or village treasurer in full by January 31, unless the municipality, by ordinance, permits special assessments to be paid in installments. Real property taxes must be paid in full by January 31 or in two equal installments by January 31 and July 31. Alternatively, municipalities may adopt a payment plan which permits real property taxes to be paid in three or more equal installments, provided that the first installment is paid by January 31, one-half of the taxes are paid by April 30 and the remainder is paid by July 31. Amounts paid on or before January 31 are paid to the town, city or village treasurer. Amounts paid after January 31, are paid to the county treasurer unless the municipality has authorized payment in three or more installments in which case payment is made to the town, city or village treasurer. On or before January 15 and February 20 the town, city or village treasurer settles with other taxing jurisdictions for all collections through December and January, respectively. In municipalities which have authorized the payment of real property taxes in three or more installments, the town, city or village treasurer settles with the other taxing jurisdictions on January 15, February 20 and on the fifteenth day of each month following the month in which an installment payment is required. On or before August 20, the county treasurer must settle in full with the underlying taxing districts for all real property taxes and special taxes. Any county board may authorize its county treasurer to also settle in full with the underlying taxing districts for all special assessments and special charges. The county may then recover any tax delinquencies by enforcing the lien on the property and retain any penalties or interest on the delinquencies for which it has settled. Previously, personal property taxes were required to be paid to the town, city or village treasurer in full by January 31. Uncollected personal property taxes owed by an entity that had ceased operations or filed a petition for bankruptcy, or were due on personal property that had been removed from the next assessment roll were formerly collected from each taxing entity in the year following the levy year. The personal property tax was repealed, starting with the property tax assessments as of January 1, 2024. Beginning in 2025, the personal property tax was replaced with a payment from the State intended to replace the amount of property taxes imposed on personal property for the property tax assessments as of January 1, 2023.

PROPERTY TAX RATES

Full value rates for property taxes expressed in dollars per \$1,000 of equalized value (excluding tax increment valuation) that have been collected in recent years have been as follows:

Year Levied/ Year Collected	Schools ¹	County	Local	Other ²	Total
2021/22	\$11.54	\$3.28	\$4.12	\$0.00	\$18.94
2022/23	10.13	3.05	4.01	0.00	17.19
2023/24	9.75	3.09	3.79	0.00	16.63
2024/25	9.38	2.93	3.46	0.00	15.77
2025/26	9.62	2.79	3.58	0.02	16.01

Source: Property Tax Rates were extracted from Statement of Taxes prepared by the Wisconsin Department of Revenue, Division of State and Local Finance.

LEVY LIMITS

Section 66.0602 of the Wisconsin Statutes, imposes a limit on property tax levies by cities, villages, towns and counties. No city, village, town or county is permitted to increase its tax levy by a percentage that exceeds its valuation factor (which is defined as a percentage equal to the greater of either the percentage change in the political subdivision's January 1 equalized value due to new construction less improvements removed between the previous year and the current or zero percent; for a tax incremental district created after December 31, 2024, the valuation factor includes 90% of the equalized value increase due to new construction that is located in a tax incremental district, but does not include any improvements removed in a tax incremental district). The base amount in any year to which the levy limit applies is the actual levy for the immediately preceding year. In 2018, and in each year thereafter, the base amount is the actual levy for the immediately preceding year plus the amount of the payment from the State under Section 79.096 of the Wisconsin Statutes (an amount equal to the property taxes formerly levied on certain items of personal property), and the levy limit is the base amount multiplied by the valuation factor, minus the amount of the payment from the State under Section 79.096 of the Wisconsin Statutes. This levy limitation is an overall limit, applying to levies for operations as well as for other purposes.

A political subdivision that did not levy its full allowable levy in the prior year can carry forward the difference between the allowable levy and the actual levy, up to a maximum of 1.5% of the prior year's actual levy. The use of the carry forward levy adjustment needs to be approved by a majority vote of the political subdivision's governing body (except in the case of towns) if the amount of carry forward levy adjustment is less than or equal to 0.5% and by a super majority vote of the political subdivision's governing body (three-quarters vote if the governing body is comprised of five or more members, two-thirds vote if the governing body is comprised of fewer than five members) (except in the case of towns) if the amount of the carry forward levy adjustment is greater than 0.5% up to the maximum increase of 1.5%. For towns, the use of the carry forward levy adjustment needs to be approved by a majority vote of the annual town meeting or special town meeting after the town board has adopted a resolution in favor of the adjustment by a majority vote if the amount of carry forward levy adjustment is less than or equal to 0.5% or by two-thirds vote or more if the amount of carry forward levy adjustment is greater than 0.5% up to the maximum of 1.5%.

¹ The Schools tax rate reflects the composite rate of all local school districts and technical college district.

² Includes taxes levied for special purpose districts such as metropolitan sewerage districts, sanitary districts, and public inland lake protection districts. Tax increment values are not included.

Beginning with levies imposed in 2015, if a political subdivision does not make an adjustment in its levy as described in the above paragraph in the current year, the political subdivision may increase its levy by the aggregate amount of the differences between the political subdivision's valuation factor in the previous year and the actual percent increase in a political subdivision's levy attributable to the political subdivision's valuation factor in the previous year, for the five years before the current year, less any amount of such aggregate amount already claimed as an adjustment in any of the previous five years. The calculation of the aggregate amount available for such adjustment may not include any year before 2014, and the maximum adjustment allowed may not exceed 5%. The use of the adjustment described in this paragraph requires approval by a two-thirds vote of the political subdivision's governing body, and the adjustment may only be used if the political subdivision's level of outstanding general obligation debt in the current year is less than or equal to the political subdivision's level of outstanding general obligation debt in the previous year.

The levy limits do not apply to property taxes levied to pay debt service on general obligation debt authorized on or after July 1, 2005. In addition, the statute provides for certain other adjustments to and exclusions from the tax levy limit. Among the exclusions, Section 66.0602(3)(e)5. of the Wisconsin Statutes provides that the levy limit does not apply to "the amount that a political subdivision levies in that year to make up any revenue shortfall for the debt service on a revenue bond issued under Section 66.0621 by that political subdivision." Recent positions taken by the Wisconsin Department of Revenue ("DOR") call into question the availability of this exception if the revenue shortfall is planned or ongoing. To date, such DOR positions have not been expressed formally in a declaratory ruling under Section 227.41(5)(a) of the Wisconsin Statutes, nor have they been the subject of any court challenge or resulting court ruling.

The Notes were authorized after July 1, 2005 and therefore the levy limits do not apply to taxes levied to pay debt service on the Notes.

REVENUE FROM THE STATE

In addition to local property taxes described above, a number of State programs exist which provide revenue to the Village. One such program is commonly known as shared revenue which, pursuant to sec. 79.036, Wis. Stats., provides funding to the Village that can be used for any public purpose. Chapter 79, Wis. Stats. includes other revenue sharing programs, which each have their own requirements. 2023 Wisconsin Act 12 ("Act 12") created a supplement to shared revenue, with payments to the Village beginning in 2024. This supplemental shared revenue may be used only for the purposes specified in section 79.037, Wis. Stats. In 2025, the Village received approximately \$387,500 in shared revenue under Chapter 79, Wis. Stats., an increase from the approximately \$382,400 received in 2024. The Village is expected to receive approximately \$395,000 in shared revenue under Chapter 79, Wis. Stats. in 2026. In future years, the amount of supplemental shared revenue could grow if State sales tax collections grow.

THE ISSUER

VILLAGE GOVERNMENT

The Village was established as a Town in 1840 and incorporated as a Village on November 9, 2015 and is governed by a five-member Village Board, of which the Village President is a voting member. All are elected to two-year terms. The appointed Village Administrator/Deputy Clerk and Finance Director/Human Resources Benefits Specialist are responsible for administrative details and financial records.

EMPLOYEES; PENSIONS

The Village employs a staff of 18 full-time, 14 part-time, and 40 seasonal employees. All eligible employees in the Village are covered under the Wisconsin Retirement System ("WRS") established under Chapter 40 of the Wisconsin Statutes ("Chapter 40"). The WRS is a cost-sharing multiple-employer defined benefit pension plan. The Department of Employee Trust Funds ("ETF") administers the WRS. Required contributions to the WRS are determined by the ETF Board pursuant to an annual actuarial valuation in accordance with Chapter 40 and the ETF's funding policies. The ETF Board has stated that its funding policy is to (i) ensure funds are adequate to pay benefits; (ii) maintain stable and predictable contribution rates for employers and employees; and (iii) maintain inter-generational equity to ensure the cost of the benefits is paid for by the generation that receives the benefits.

Village employees are generally required to contribute half of the actuarially determined contributions, and the Village generally may not pay the employees' required contribution. During the fiscal year ended December 31, 2022, the fiscal year ended December 31, 2023 and the fiscal year ended December 31, 2024 ("Fiscal Year 2024"), the Village's portion of contributions to WRS (not including any employee contributions) totaled \$77,616, \$81,420 and \$100,671, respectively.

Governmental Accounting Standards Board Statement No. 68 ("GASB 68") requires calculation of a net pension liability for the pension plan. The net pension liability is calculated as the difference between the pension plan's total pension liability and the pension plan's fiduciary net position. The pension plan's total pension liability is the present value of the amounts needed to pay pension benefits earned by each participant in the pension plan based on the service provided as of the date of the actuarial valuation. In other words, it is a measure of the present value of benefits owed as of a particular date based on what has been earned only up to that date, without taking into account any benefits earned after that date. The pension plan's fiduciary net position is the market value of plan assets formally set aside in a trust and restricted to paying pension plan benefits. If the pension plan's total pension liability exceeds the pension plan's fiduciary net position, then a net pension liability results. If the pension plan's fiduciary net position exceeds the pension plan's total pension liability, then a net pension asset results.

As of December 31, 2023, the total pension liability of the WRS was calculated as \$129.2 billion and the fiduciary net position of the WRS was calculated as \$127.7 billion, resulting in a net pension liability of \$1.5 billion.

Under GASB 68, each participating employer in a cost-sharing pension plan must report the employer's proportionate share of the net pension liability or net pension asset of the pension plan. Accordingly, for Fiscal Year 2024, the Village reported a liability of \$94,960 for its proportionate share of the net pension liability of the WRS. The net pension liability was measured as of December 31, 2023 based on the Village's share of contributions to the pension plan relative to the contributions of all participating employers. The Village's proportion was 0.00638692% of the aggregate WRS net pension liability as of December 31, 2023.

The calculation of the total pension liability and fiduciary net position are subject to a number of actuarial assumptions, which may change in future actuarial valuations. Such changes may have a significant impact on the calculation of net pension liability of the WRS, which may also cause the ETF Board to change the contribution requirements for employers and employees. For more detailed information regarding the WRS and such actuarial assumptions, see Note 8 in "APPENDIX A - FINANCIAL STATEMENTS" attached hereto.

Recognized and Certified Bargaining Units

All eligible Village personnel are covered by the Municipal Employment Relations Act ("MERA") of the Wisconsin Statutes. Pursuant to that law, employees have rights to organize and collectively bargain with municipal employers. MERA was amended by 2011 Wisconsin Act 10 (the "Act") and by 2011 Wisconsin Act 32, which altered the collective bargaining rights of public employees in Wisconsin.

As a result of the 2011 amendments to MERA, the Village is prohibited from bargaining collectively with municipal employees, other than public safety and transit employees, with respect to any factor or condition of employment except total base wages. Even then, the Village is limited to increasing total base wages beyond any increase in the consumer price index since 180 days before the expiration of the previous collective bargaining agreement (unless Village were to seek approval for a higher increase through a referendum). Ultimately, the Village can unilaterally implement the wages for a collective bargaining unit.¹

Under the changes to MERA, impasse resolution procedures were removed from the law for municipal employees of the type employed by the Village, including binding interest arbitration. Strikes by any municipal employee or labor organization are expressly prohibited. Furthermore, if strikes do occur, they may be enjoined by the courts. Additionally, because the only legal subject of bargaining is total base wages, all bargaining over items such as just cause, benefits, and terms of conditions of employment are prohibited and cannot be included in a collective bargaining agreement. Impasse resolution for public safety employees and transit employees is subject to final and binding arbitration procedures, which do not include a right to strike. Interest arbitration is available for transit employees if certain conditions are met.

There are currently no bargaining units that represent employees of the Village.

OTHER POST EMPLOYMENT BENEFITS

The Village has Other Post Employment Benefits ("OPEB") through the Local Retiree Life Insurance Fund ("LRLIF"), which is a cost-sharing multiple-employer defined benefit plan established by Chapter 40. The ETF and the Group Insurance Board have statutory authority for program administration and oversight, including establishing contribution requirements for employers.

For Fiscal Year 2024, the Village's portion of contributions to the LRLIF totaled \$1,079. For Fiscal Year 2024, the Village reported a liability of \$243,807 for its proportionate share of the net OPEB liability of the LRLIF. The net OPEB liability was measured as of December 31, 2023 based on the Village's share of contributions to the LRLIF relative to the contributions of all participating employers. The Village's proportion was 0.052994% of the aggregate LRLIF net OPEB liability as of December 31, 2023.

The calculation of the total OPEB liability and fiduciary net position are subject to a number of actuarial assumptions, which may change in future actuarial valuations. Such changes may have a significant impact on the calculation of the net OPEB liability of the LRLIF, which may also cause ETF to change the contribution requirements for employers and employees. For more detailed information, see Note 9 in "APPENDIX A - FINANCIAL STATEMENTS" attached hereto.

¹ On July 3, 2024, a Wisconsin circuit court judge issued a decision in the case *Abbotsford Education Association vs. Wisconsin Employment Relations Commission, Case No. 2023CV3152*, denying the Wisconsin State Legislature's intervening motion to dismiss the plaintiffs' challenge to the different classifications the Act created regarding collective bargaining rights. The court's order denying the motion to dismiss stated that the Act violates the equal protection clause of the Wisconsin Constitution and declared those provisions of the Act relating to collective bargaining modifications unconstitutional and void. The decision further instructed the parties to make additional filings to the court as to whether the court should issue judgment on the pleadings in light of the court's order or take some other action to bring the case to a final judgment. On December 2, 2024, the court issued an order granting the plaintiffs' motion for judgment on the pleadings and striking down substantial portions of the Act. The court's decision has been appealed to the Wisconsin Court of Appeals. On January 23, 2025, the court granted a motion to stay the decision pending outcome of the appeal. No guarantee can be made regarding the outcome of the matter.

LITIGATION

There is no litigation threatened or pending questioning the organization or boundaries of the Village or the right of any of its officers to their respective offices or in any manner questioning their rights and power to execute and deliver the Notes or otherwise questioning the validity of the Notes.

MUNICIPAL BANKRUPTCY

Municipalities are prohibited from filing for bankruptcy under Chapter 11 (reorganization) or Chapter 7 (liquidation) of the U.S. Bankruptcy Code (11 U.S.C. §§ 101-1532) (the "Bankruptcy Code"). Instead, the Bankruptcy Code permits municipalities to file a petition under Chapter 9 of the Bankruptcy Code, but only if certain requirements are met. These requirements include that the municipality must be "specifically authorized" under State law to file for relief under Chapter 9. For these purposes, "State law" may include, without limitation, statutes of general applicability enacted by the State legislature, special legislation applicable to a particular municipality, and/or executive orders issued by an appropriate officer of the State's executive branch.

As of the date hereof, Wisconsin law contains no express authority for municipalities to file for bankruptcy relief under Chapter 9 of the Bankruptcy Code.

Nevertheless, there can be no assurance (a) that State law will not change in the future, while the Notes are outstanding, in a way that would allow the Village to file for bankruptcy relief under Chapter 9 of the Bankruptcy Code; or (b) even absent such a change in State law, that an executive order or other executive action could not effectively authorize the Village to file for relief under Chapter 9. If, in the future, the Village were to file a bankruptcy case under Chapter 9, the relevant bankruptcy court would need to consider whether the Village could properly do so, which would involve questions regarding State law authority as well as other questions such as whether the Village is a municipality for bankruptcy purposes. If the relevant bankruptcy court concluded that the Village could properly file a bankruptcy case, and that determination was not reversed, vacated, or otherwise substantially altered on appeal, then the rights of holders of the Notes could be modified in bankruptcy proceedings. Such modifications could be adverse to holders of the Notes, and there could ultimately be no assurance that holders of the Notes would be paid in full or in part on the Notes. Further, under such circumstances, there could be no assurance that the Notes would not be treated as general, unsecured debt by a bankruptcy court, meaning that claims of holders of the Notes could be viewed as having no priority (a) over claims of other creditors of the Village; (b) to any particular assets of the Village, or (c) to revenues otherwise designated for payment to holders of the Notes.

Moreover, if the Village were determined not to be a "municipality" for the purposes of the Bankruptcy Code, no representations can be made regarding whether it would still be eligible for voluntary or involuntary relief under Chapters of the Bankruptcy Code other than Chapter 9 or under similar federal or State law or equitable proceeding regarding insolvency or providing for protection from creditors. In any such case, there can be no assurance that the consequences described above for the holders of the Notes would not occur.

FUNDS ON HAND (as of November 30, 2025)

Fund	Total Cash and Investments
DMB Checking	\$5,434
DMB Checking CDA	5,653
Wings Credit Union Operational	9,424,189
Wings Credit Union CDA Municipal Money Market	605,097
Wings Credit Union Impact Fees	1,840,232
Wings Credit Union Checking Account	1,429,207
LGIP #6 - Sewer - Reserve/Replace	889,608
LGIP #7 - Water - Reserve/Replace	598,738
LGIP #8 - Water - Impact Fees	207,225
LGIP #9 - Water - Capital Projects Debt	31,320
Pershing - General Account	1,068,172
Pershing - 2022A Proceed Account	419,828
Pershing - 2022B Proceed Account	458,395
Pershing - 2022B Reserve Proceed Account	482,910
Pershing - 2023A Proceed Account	111,463
Pershing - 2023B Proceed Account	88,039
Pershing - 2024A Proceed Account	1,398,000
Pershing - 2024A Debt Service Proceed Account	<u>108,254</u>
Total Funds on Hand	<u><u>\$19,171,761</u></u>

ENTERPRISE FUNDS

Revenues available for debt service for the Village's enterprise funds have been as follows as of December 31 each year:

	2022 Audited	2023 Audited	2024 Audited
Water Utility			
Total Operating Revenues	\$978,814	\$1,098,415	\$1,430,291
Less: Operating Expenses	<u>(823,037)</u>	<u>(998,925)</u>	<u>(1,051,735)</u>
Operating Income	\$155,777	\$99,490	\$378,556
Plus: Depreciation	416,921	512,067	554,337
Interest Income	<u>81,091</u>	<u>211,376</u>	<u>227,734</u>
Revenues Available for Debt Service	<u><u>\$653,789</u></u>	<u><u>\$822,933</u></u>	<u><u>\$1,160,627</u></u>
Sewer Utility			
Total Operating Revenues	\$1,573,406	\$1,546,266	\$1,856,983
Less: Operating Expenses	<u>(1,505,219)</u>	<u>(1,696,013)</u>	<u>(1,828,340)</u>
Operating Income	\$68,187	(\$149,747)	\$28,643
Plus: Depreciation	185,147	199,671	206,833
Interest Income	<u>23,029</u>	<u>132,597</u>	<u>157,534</u>
Revenues Available for Debt Service	<u><u>\$276,363</u></u>	<u><u>\$182,521</u></u>	<u><u>\$393,010</u></u>

SUMMARY GENERAL FUND INFORMATION

The following are summaries of the revenues and expenditures and fund balances for the Village's General Fund. These summaries are not purported to be the complete audited financial statements of the Village, and potential purchasers should read the included financial statements in their entirety for more complete information concerning the Village. Copies of the complete statements are available upon request. Appendix A includes the 2024 audited financial statements.

FISCAL YEAR ENDING DECEMBER 31				
COMBINED STATEMENT	2022	2023	2024	2025
	Audited	Audited	Audited	Unaudited
Revenues				
Property taxes	\$2,541,015	\$2,617,085	\$2,847,087	\$2,930,341
Other taxes	\$100,507	\$130,064	\$119,837	\$113,416
Intergovernmental	583,960	638,458	959,505	1,041,643
Licenses and permits	469,145	415,188	470,295	456,885
Fines, forfeitures & Penalties	9,220	11,793	15,785	8,925
Public charges for services	543,803	721,643	741,059	706,967
Intergovernmental Charges for Services	0	12,500	12,500	2,000
Interest and investment income (loss)	(4,027)	234,730	309,146	273,040
Miscellaneous income	23,840	13850	19,976	0
Total Revenues	<u>\$4,267,463</u>	<u>\$4,795,311</u>	<u>\$5,495,190</u>	<u>\$5,533,217</u>
Expenditures				
Current:				
General government	\$910,417	\$982,779	\$1,050,063	\$1,185,210
Public safety	1,090,553	1,107,791	1,301,458	1,575,585
Public works	1,237,436	1,319,717	1,453,078	1,500,456
Culture, recreation and education	540,669	693,794	692,503	788,800
Conservation and development	170,015	136,415	180,872	166,666
Capital outlay	0	90,909	0	0
Total Expenditures	<u>\$3,949,090</u>	<u>\$4,331,405</u>	<u>\$4,677,974</u>	<u>\$5,216,717</u>
Excess of revenues over (under) expenditures	\$318,373	\$463,906	\$817,216	\$316,500
Other Financing Sources (Uses)				
Transfers in	\$201,671	\$259,723	\$262,379	\$310,784
Transfers (out)	(55,140)	(59,966)	(62,329)	(2,200,000)
Total Other Financing Sources (Uses)	<u>146,531</u>	<u>199,757</u>	<u>200,050</u>	<u>(1,889,216)</u>
Net changes in Fund Balances	\$464,904	\$663,663	\$1,017,266	(\$1,572,716)
General Fund Balance January 1	<u>\$2,744,059</u>	<u>\$3,208,963</u>	<u>\$3,872,626</u>	<u>\$4,889,892</u>
General Fund Balance December 31	\$3,208,963	\$3,872,626	\$4,889,892	\$3,317,176
DETAILS OF DECEMBER 31 FUND BALANCE				
Nonspendable	\$458,004	\$436,908	\$20,072	\$20,722
Restricted	121,330	70,109	100,614	54,671
Committed	32,549	44,640	64,281	79,507
Assigned	220,933	220,933	220,933	220,933
Unassigned	2,376,147	3,100,036	4,483,992	2,941,343
Total	<u>\$3,208,963</u>	<u>\$3,872,626</u>	<u>\$4,889,892</u>	<u>\$3,317,176</u>

GENERAL FUND BUDGET SUMMARY

FISCAL YEAR ENDING DECEMBER 31

COMBINED STATEMENT

	2026 Adopted Budget¹
Revenues	
Property taxes	\$3,044,368
Other taxes	130,064
Intergovernmental	1,124,036
Licenses and permits	348,800
Fines, forfeitures & Penalties	20,000
Public charges for services	739,148
Intergovernmental Charges for Services	2,000
Interest and investment income (loss)	147,596
Total Revenues	\$5,556,012
Expenditures	
Current:	
General government	\$1,306,592
Public safety	1,858,886
Public works	1,683,253
Culture, recreation and education	847,728
Conservation and development	266,068
Total Expenditures	\$5,962,527
Excess of revenues over (under) expenditures	(\$406,515)
Other Financing Sources (Uses)	
Transfers in	\$340,288
Transfers (out)	(365,000)
Total Other Financing Sources (Uses)	(24,712)
Net changes in Fund Balances	(\$431,227)
General Fund Balance January 1	\$3,317,174
General Fund Balance December 31	\$2,885,947
DETAILS OF DECEMBER 31 FUND BALANCE	
Nonspendable	\$105,000
Restricted	54,671
Committed	79,507
Assigned	220,933
Unassigned	2,425,836
Total	\$2,885,947

¹ The 2026 budget was adopted on **November 20, 2025**.

GENERAL INFORMATION

LOCATION

The Village, with a 2020 U.S. Census population of 8,754 and a current estimated population of 10,472 comprises an area of 30.8 square miles, and is located approximately 10 miles north of the City of Madison. The Town was incorporated in 1840 and became a Village in 2015.

LARGER EMPLOYERS¹

Larger employers in the Village include the following:

Firm	Type of Business/Product	Estimated No. of Employees
Clack Corporation	Manufacturing and distributing	500
Hartung Brothers, Inc.	Seed Producer/Seller	200
Harvest Intermediate School	Intermediate school	141
Fortune Wisconsin LLC	Distribution, Meat and Poultry Processing	100
Wisconsin Kenworth LLC	Truck and tractor sales, service & financing	100
Windsor Elementary School	Elementary school	84
The Village	Municipality	72
Tri-County Paving	Road work	65
Kwik Trip	Gas/convenience store	61
Parkside Assisted Living	Senior care/assisted living	33

Source: The Village, Data Axle Reference Solutions, written and telephone survey, Wisconsin Manufacturers Register, and the Wisconsin Department of Workforce Development.

¹ This does not purport to be a comprehensive list and is based on available data obtained through a survey of individual employers, as well as the sources identified above.

BUILDING PERMITS (as of December 31, 2025)

	2021	2022	2023	2024	2025
<u>New Single Family Homes</u>					
No. of building permits	76	78	85	102	101
Valuation	\$28,608,563	\$41,330,298	\$46,621,241	\$54,090,390	\$61,223,734
<u>New Multiple Family Buildings</u>					
No. of building permits	15	2	5	2	0
Valuation	\$40,645,567	\$9,500,000	\$2,872,220	\$7,727,000	\$0
<u>New Commercial/Industrial</u>					
No. of building permits	0	3	7	14	4
Valuation	\$0	\$4,300,000	\$10,514,272	\$8,116,418	\$2,041,000
<u>All Building Permits</u> <i>(including additions and remodelings)</i>					
No. of building permits	500	496	474	631	629
Valuation	\$92,630,373	\$64,900,000	\$69,411,086	\$79,992,907	\$74,609,159

Source: The Village.

U.S. CENSUS DATA

Population Trend: The Village

2010 U.S. Census Population	6,345
2020 U.S. Census Population	8,754
Percent of Change 2010 - 2020	37.97%
2025 Estimated Population	10,472

Income and Age Statistics

	The Village	Dane County	State of Wisconsin	United States
2024 per capita income	\$52,435	\$53,181	\$43,373	\$44,673
2024 median household income	\$120,048	\$89,975	\$77,485	\$80,734
2024 median family income	\$143,635	\$124,904	\$100,141	\$99,999
2024 median gross rent	\$1,375	\$1,398	\$1,087	\$1,413
2024 median value owner occupied units	\$425,600	\$394,800	\$266,500	\$332,700
2023 median age	38.3 yrs.	35.7 yrs.	40.2 yrs.	38.9 yrs.

	State of Wisconsin	United States
Village % of 2024 per capita income	120.89%	117.38%
Village % of 2024 median family income	143.43%	143.64%

Housing Statistics

	<u>The Village</u>		
	2020	2024	Percent of Change
All Housing Units	3,345	3,655	9.27%

Source: 2010 and 2020 Census of Population and Housing, Wisconsin Demographic Services Center (https://doa.wi.gov/Pages/LocalGovtsGrants/Population_Estimates.aspx) and 2024 American Community Survey (Based on a five-year estimate), U.S. Census Bureau (<https://data.census.gov/cedsci>).

EMPLOYMENT/UNEMPLOYMENT DATA

Rates are not compiled for individual communities with populations under 25,000.

Year	<u>Average Employment</u>		<u>Average Unemployment</u>	
	Dane County	Dane County	Dane County	State of Wisconsin
2021	317,158	2.9%	3.8%	
2022	322,520	2.1%	2.8%	
2023	331,623	2.2%	2.8%	
2024, ¹	336,139	2.3%	3.0%	
2025, December ¹	332,263	2.4%	3.0%	

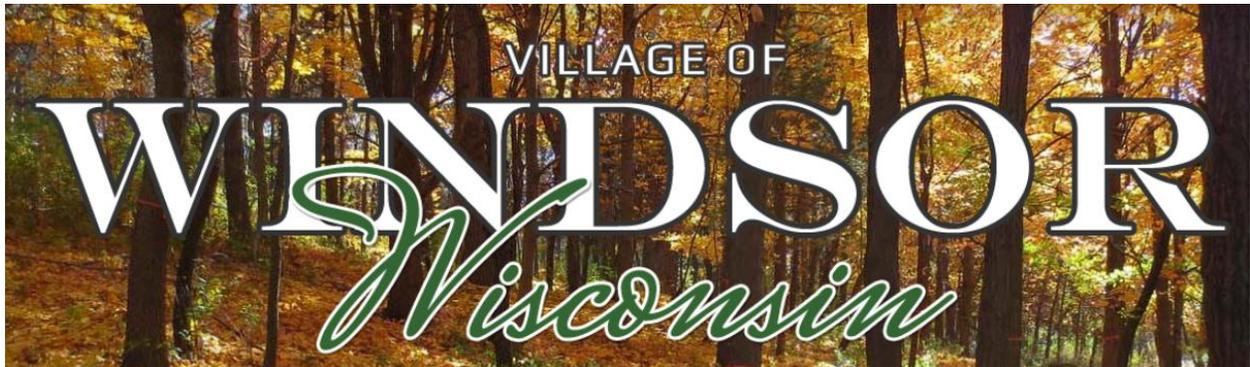
Source: Wisconsin Department of Workforce Development.

¹ Preliminary.

FINANCIAL STATEMENTS

Potential purchasers should read the included financial statements in their entirety for more complete information concerning the Village's financial position. Such financial statements have been audited by the Auditor, to the extent and for the periods indicated thereon. The Village has not requested or engaged the Auditor to perform, and the Auditor has not performed, any additional examination, assessments, procedures or evaluation with respect to such financial statements since the date thereof or with respect to this Preliminary Official Statement, nor has the Village requested that the Auditor consent to the use of such financial statements in this Preliminary Official Statement. Although the inclusion of the financial statements in this Preliminary Official Statement is not intended to demonstrate the fiscal condition of the Village since the date of the financial statements, in connection with the issuance of the Notes, the Village represents that there have been no material adverse change in the financial position or results of operations of the Village, nor has the Village incurred any material liabilities, which would make such financial statements misleading.

Copies of the complete audited financial statements for the past three years and the current budget are available upon request from Ehlers.



**FINANCIAL STATEMENTS WITH
INDEPENDENT AUDITOR'S REPORT**

For the Year Ended December 31, 2024

VILLAGE OF WINDSOR

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December 31, 2024

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INDEPENDENT AUDITOR’S REPORT

To the Village Board
Village of Windsor
Windsor, Wisconsin

Report on the Audit of the Financial Statements

Opinions

We have audited the financial statements of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the Village of Windsor, as of and for the year ended December 31, 2024, and the related notes to the financial statements, which collectively comprise the Village of Windsor’s basic financial statements as listed in the table of contents.

In our opinion, the accompanying financial statements present fairly, in all material respects, the respective financial position of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the Village of Windsor, as of December 31, 2024, and the respective changes in financial position and, where applicable, cash flows thereof for the year then ended in accordance with accounting principles generally accepted in the United States of America.

Basis for Opinions

We conducted our audit in accordance with auditing standards generally accepted in the United States of America (GAAS). Our responsibilities under those standards are further described in the Auditor’s Responsibilities for the Audit of the Financial Statements section of our report. We are required to be independent of the Village of Windsor and to meet our other ethical responsibilities, in accordance with the relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinions.

Emphasis of Matter

As discussed in Note 1 to the financial statements, the Village implemented Governmental Accounting Standards Board (GASB) Statement No. 100, Accounting Changes and Error Corrections – an amendment of GASB Statement No. 62. This standard requires the restatement of beginning balances to reflect the change in the presentation of major funds. Accordingly, the classification and presentation of certain funds have been adjusted to comply with requirements of GASB 100. Our opinions are not modified with respect to this matter.

Responsibilities of Management for the Financial Statements

Management is responsible for the preparation and fair presentation of the financial statements in accordance with accounting principles generally accepted in the United States of America, and for the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, management is required to evaluate whether there are conditions or events, considered in the aggregate, that raise substantial doubt about the Village of Windsor's ability to continue as a going concern for twelve months beyond the financial statement date, including any currently known information that may raise substantial doubt shortly thereafter.

Auditor's Responsibilities for the Audit of the Financial Statements

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinions. Reasonable assurance is a high level of assurance but is not absolute assurance and therefore is not a guarantee that an audit conducted in accordance with GAAS will always detect a material misstatement when it exists. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Misstatements are considered material if there is a substantial likelihood that, individually or in the aggregate, they would influence the judgment made by a reasonable user based on the financial statements.

In performing an audit in accordance with GAAS, we:

- Exercise professional judgment and maintain professional skepticism throughout the audit.
- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the amounts and disclosures in the financial statements.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Village of Windsor's internal control. Accordingly, no such opinion is expressed.
- Evaluate the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluate the overall presentation of the financial statements.
- Conclude whether, in our judgment, there are conditions or events, considered in the aggregate, that raise substantial doubt about the Village of Windsor's ability to continue as a going concern for a reasonable period of time.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit, significant audit findings, and certain internal control-related matters that we identified during the audit

Required Supplementary Information

Accounting principles generally accepted in the United States of America require that the management's discussion and analysis, budgetary comparison information, Life Insurance schedules, and Wisconsin Retirement System schedules on pages iv-xv and 58-60 be presented to supplement the basic financial statements. Such information is the responsibility of management and, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

Supplementary Information

Our audit was conducted for the purpose of forming opinions on the financial statements that collectively comprise the Village of Windsor, Wisconsin's basic financial statements. The Non-Major Governmental Fund Statements and Debt Repayment Summaries are presented for purposes of additional analysis and is not a required part of the basic financial statements.

The Non-Major Governmental Fund Statements and Debt Repayment Summaries are the responsibility of management and was derived from and relates directly to the underlying accounting and other records used to prepare the basic financial statements. The information has been subjected to the auditing procedures applied in the audit of the basic financial statements and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the basic financial statements or to the basic financial statements themselves, and other additional procedures in accordance with auditing standards generally accepted in the United States of America. In our opinion, The Non-Major Governmental Fund Statements and Debt Repayment Summaries are fairly stated, in all material respects, in relation to the basic financial statements as a whole.

Johnson Block & Company, Inc.

Johnson Block & Company, Inc.
September 26, 2025

MANAGEMENT'S DISCUSSION AND ANALYSIS

VILLAGE OF WINDSOR
MANAGEMENT'S DISCUSSION AND ANALYSIS
For the Year Ended December 31, 2024

As management of the Village of Windsor, we offer readers of the financial statements this narrative overview and analysis of the financial activities of the Village for the fiscal year ended December 31, 2024. We encourage the reader to consider the information presented here in conjunction with the Independent Auditor's Report at the front of this report and the Village's financial statements, which immediately follow this section.

THE FINANCIAL HIGHLIGHTS

When revenues exceed expenses, the result is an increase in net position. When expenses exceed revenues, the result is a decrease in net position. You can think of this relationship between revenues and expenses as the Village's operating results. You can think of the Village's net position, as measured in the Statement of Net Position, as one way to measure the Village's financial position. Over time, increases or decreases in the Village's net position, as measured in the Statement of Activities, are one indicator of whether its financial health is improving or deteriorating. However, the Village's goal is to provide services that improve the quality of life for our residents, not to generate profits. For this reason, you will need to consider many other non-financial factors, such as the condition of our roads and preservation of open space, in assessing the overall performance of our Village.

- The assets and deferred outflows of the Village exceeded its liabilities and deferred inflows as of December 31, 2024 by \$61,175,707, which included \$32,702,178 net position of governmental activities and \$28,473,529 net position of business-type activities. Total net position includes all infrastructure of the governmental funds.
- The Village of Windsor's total net position increased by \$7,184,611. Governmental activities net position increased by \$5,214,165 and business-type activities increased by \$1,970,446.
- As of December 31, 2024, the Village of Windsor's governmental funds reported combined ending fund balances of \$21,602,127. This includes nonspendable fund balance of \$21,068, restricted fund balance of \$12,627,262, committed fund balance of \$64,281, assigned fund balance of \$4,550,896 and unassigned fund balance of \$4,338,620.
- As of December 31, 2024, the unassigned fund balance for the general fund was \$4,483,992 or approximately 96 percent of total general fund expenditures. Of this amount \$180,000 has been earmarked for cash management.
- The Village of Windsor's total general obligation debt increased by \$14,060,000 during 2024 as a result of issuance of the \$16,750,000 General Obligation Bonds.

VILLAGE OF WINDSOR
MANAGEMENT'S DISCUSSION AND ANALYSIS
For the Year Ended December 31, 2024

OVERVIEW OF THE FINANCIAL STATEMENTS

This discussion and analysis are intended to serve as an introduction to the Village of Windsor's basic financial statements. These basic financial statements are comprised of three components: 1) government-wide financial statements, 2) fund financial statements, and 3) notes to the financial statements. This report also contains other supplementary information in addition to the basic financial statements themselves.

Government-wide financial statements The government-wide financial statements are the *Statement of Net Position* and *Statement of Activities*. These statements present an aggregate view of the Village's finances in a manner similar to private-sector business. The government-wide financial statements can be found on pages 1 through 3 of this report.

- The *Statement of Net Position* presents information on all of the Village of Windsor's assets and liabilities, with the difference between the two reported as net position. Over time, increases or decreases in net position may serve as a useful indicator of whether the financial position of the Village is improving or deteriorating.
- The *Statement of Activities* presents information showing how the government's net position changed during the most recent fiscal year. All changes in net position are reported as soon as the underlying event giving rise to the change occurs, regardless of the timing of related cash flows. Thus, revenues and expenses are reported in this statement for some items that will only result in cash flows in future fiscal periods (e. g., uncollected taxes and earned but unused vacation and sick leave).

Both of the government-wide financial statements distinguish functions of the Village that are principally supported by taxes and intergovernmental revenues (governmental activities) from other functions that are intended to recover all or a significant portion of their costs through user fees and charges (business-type activities). The governmental activities of the Village include general government; public safety; public works; health, welfare and sanitation; culture, recreation and education; and conservation and development. The business-type activities of the Village include the Windsor Water Utility and Windsor Sewer Utility.

Fund financial statements The Village also produces fund financial statements. A fund is a grouping of related accounts that is used to maintain control over resources that have been segregated for specific activities. The Village, like other state and local governments, uses fund accounting to demonstrate compliance with finance related legal requirements. Fund statements generally report operations in more detail than the Village's government-wide statements and provide information that may be useful in evaluating a Village's short-term financing requirements. There are two fund financial statements, the *Balance Sheet* and the *Statement of Revenues, Expenditures and Changes in Fund Balances*.

Governmental funds are used to account for essentially the same functions reported as governmental activities in the government-wide financial statements. However, unlike the government-wide financial statements, fund statements focus on short-term inflows and outflows of spendable resources and their impact on fund balance.

VILLAGE OF WINDSOR
MANAGEMENT'S DISCUSSION AND ANALYSIS
For the Year Ended December 31, 2024

OVERVIEW OF THE FINANCIAL STATEMENTS (Continued)

Because the focus of governmental funds is narrower than that of the government-wide financial statements, it is useful to compare the information presented for governmental funds with similar information presented for governmental activities in the government-wide financial statements. By doing so, readers may better understand the long-term impact of the government's near-term financing decisions. Both the governmental fund balance sheet and the governmental fund statement of revenues, expenditures, and changes in fund balances provide a reconciliation to facilitate this comparison between governmental funds and governmental activities.

The Village maintains 12 individual governmental funds. Information is presented separately in the governmental funds balance sheet and in the statement of revenues, expenditures, and changes in fund balances for the General Fund, Debt Service Fund, and Capital Projects Fund. Data from the remaining 9 governmental funds are combined into a single, aggregated presentation. Individual fund data for each of these non-major governmental funds is provided in the form of combining statements later in this report.

The Village of Windsor adopts an annual appropriated budget for its general fund. A budgetary comparison statement has been provided for the general fund to demonstrate compliance with this budget.

The basic governmental fund financial statements can be found on pages 4 through 7 of this report.

Proprietary funds are used to report the same functions presented as business-type activities in the government-wide financial statements. Proprietary funds provide the same type of information as the government-wide financial statements, only in more detail. The proprietary fund financial statements provide separate information for the Windsor Water and Sewer Utilities, which are considered to be major funds of the Village. The basic proprietary fund financial statements can be found on pages 8 through 12 of this report.

Fiduciary funds are used to account for resources held for the benefit of parties outside the government. Fiduciary funds are not reflected in the government-wide financial statements because the resources of those funds are not available to support the Village's programs. The fiduciary funds maintained by the Village of Windsor are the Tax Collection Fund, which records the tax roll and tax collections for other taxing jurisdictions within the Village, and the Community Center Fund. The basic fiduciary fund financial statements can be found on pages 13-14 of this report.

Notes to the financial statements The notes provide additional information that is essential to a full understanding of the data provided in the government-wide and fund financial statements. The notes to the financial statements can be found on pages 15 through 57 of this report.

Other information The combining statements referred to earlier in connection with non-major governmental funds are presented immediately following the required supplementary information. Non-major fund statements can be found on pages 65 through 66 of this report. Debt repayment schedules can be found on pages 67 through 70 of this report.

**VILLAGE OF WINDSOR
MANAGEMENT'S DISCUSSION AND ANALYSIS**
For the Year Ended December 31, 2024

GOVERNMENT-WIDE FINANCIAL ANALYSIS

As noted earlier, net position may serve over time as a useful indicator of a government's financial position. Table 1, below, provides a summary of the Village's net position for the year ended December 31, 2024.

Village of Windsor's Net Position						
	Governmental Activities		Business-Type Activities		Total Primary Government	
	2023	2024	2023	2024	2023	2024
Current and other assets	\$ 23,543,837	\$ 33,267,086	\$ 7,591,923	\$ 8,046,557	\$ 31,135,760	\$ 41,313,643
Land held for resale	949,228	843,007	-	-	949,228	843,007
Capital assets	46,707,328	58,522,197	27,808,708	29,337,795	74,516,036	87,859,992
Deferred outflows	1,122,840	785,163	229,607	165,043	1,352,447	950,206
Total assets and deferred outflows	<u>\$ 72,323,233</u>	<u>\$ 93,417,453</u>	<u>\$ 35,630,238</u>	<u>\$ 37,549,395</u>	<u>\$ 107,953,471</u>	<u>\$ 130,966,848</u>
Long-term liabilities outstanding	\$ 32,137,812	\$ 47,291,214	\$ 7,861,108	\$ 7,736,224	\$ 39,998,920	\$ 55,027,438
Other liabilities	4,793,686	5,473,379	1,137,179	1,241,578	5,930,865	6,714,957
Deferred Inflows	7,903,722	7,950,682	128,868	98,064	8,032,590	8,048,746
Total liabilities and deferred inflows	<u>\$ 44,835,220</u>	<u>\$ 60,715,275</u>	<u>\$ 9,127,155</u>	<u>\$ 9,075,866</u>	<u>\$ 53,962,375</u>	<u>\$ 69,791,141</u>
Net Position:						
Net Investment in Capital Assets	\$ 20,506,867	\$ 20,017,887	\$ 20,269,349	\$ 21,491,455	\$ 40,776,216	\$ 41,509,342
Restricted	2,892,083	3,871,977	1,291,053	1,428,695	4,183,136	5,300,672
Unrestricted	4,089,063	8,812,314	4,942,681	5,553,379	9,031,744	14,365,693
Total Net Position	<u>\$ 27,488,013</u>	<u>\$ 32,702,178</u>	<u>\$ 26,503,083</u>	<u>\$ 28,473,529</u>	<u>\$ 53,991,096</u>	<u>\$ 61,175,707</u>

The largest portion of the Village's net position (68%) reflects its investment in capital assets (e.g. land, buildings, machinery and equipment, infrastructure, etc.), less any related debt used to acquire those assets that is still outstanding. The Village uses these capital assets to provide services to citizens; consequently, these assets are *not* available for future spending. Although the Village's investment in its capital assets is reported net of related debt, it should be noted that the resources needed to repay this debt must be provided from other sources since the capital assets themselves cannot be used to liquidate these liabilities.

Infrastructure placed in service prior to January 1, 2004, such as roads, storm sewers, and culverts, is reflected in these reports.

A portion of the Village's net position (9%) represents resources that are subject to external restrictions on how they may be used. The remaining balance of unrestricted net position (\$14,365,693) may be used to meet the Village's ongoing obligations to citizens and creditors.

**VILLAGE OF WINDSOR
MANAGEMENT'S DISCUSSION AND ANALYSIS**

For the Year Ended December 31, 2024

GOVERNMENT-WIDE FINANCIAL ANALYSIS (Continued)

Table 2, below, provides a summary of the Village's operating results and their impact on net position for the year ended December 31, 2024. In 2024 the Village relied primarily on property taxes (34%), charges for services (24%), and capital grants and contributions (20%) to fund its operations. Combined, these account for 78% of all revenues or approximately \$14.8 million. Program revenues, including charges for services, operating and capital grants accounted for \$9.1 million of the total revenues of \$19.0 million.

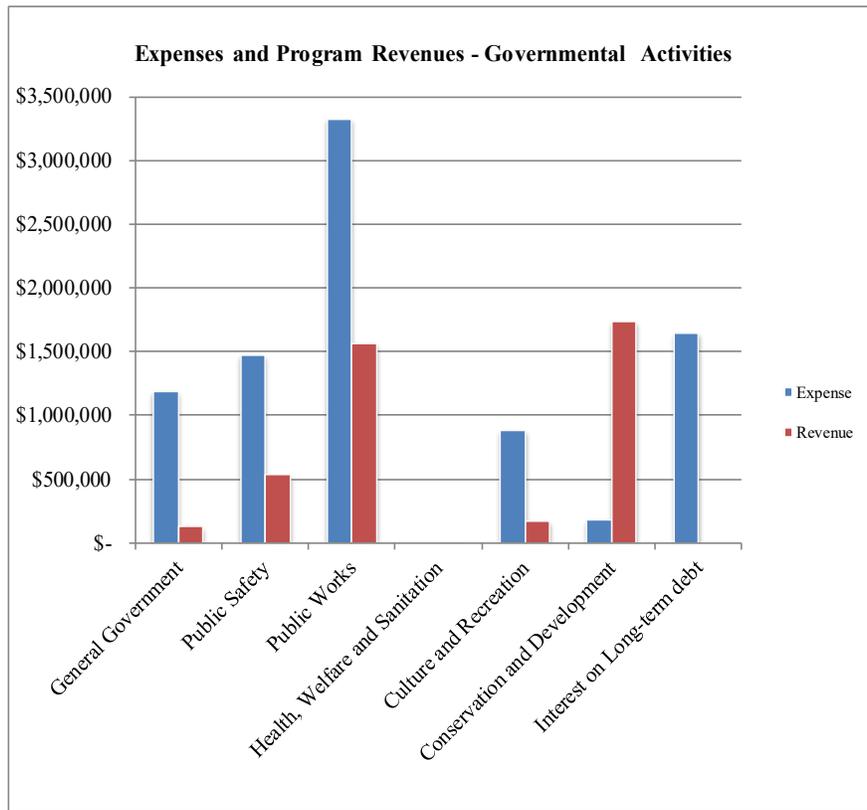
Village of Windsor's Change in Net Position						
	Governmental Activities		Business-Type Activities		Total Primary Government	
	2023	2024	2023	2024	2023	2024
Revenues:						
Program revenues:						
Charges for services and fees, fines, and costs	\$ 1,266,467	\$ 1,264,791	\$ 2,644,681	\$ 3,287,274	\$ 3,911,148	\$ 4,552,065
Operating grants and contributions	1,297,100	772,538	-	-	1,297,100	772,538
Capital grants and contributions	937,479	2,097,116	1,001,773	1,705,360	1,939,252	3,802,476
General revenues:						
Property taxes	5,552,491	6,413,070	-	-	5,552,491	6,413,070
Other taxes	107,100	93,420	-	-	107,100	93,420
Grants and contributions not restricted to specific programs	90,293	328,258	-	-	90,293	328,258
Unrestricted interest and investment	889,667	1,245,287	343,973	385,268	1,233,640	1,630,555
Miscellaneous	81,130	135,846	38,100	27,024	119,230	162,870
Gain (loss) on retirement of asset(s)	30,337	1,289,486	-	-	30,337	1,289,486
Transfers	259,723	262,379	(259,723)	(262,379)	-	-
Total Revenues	\$ 10,511,787	\$ 13,902,191	\$ 3,768,804	\$ 5,142,547	\$ 14,280,591	\$ 19,044,738
Expenses:						
General Government	\$ 1,141,970	\$ 1,183,994	\$ -	\$ -	\$ 1,141,970	\$ 1,183,994
Public Safety	1,965,562	1,471,793	-	-	1,965,562	1,471,793
Public Works	3,230,981	3,321,808	-	-	3,230,981	3,321,808
Culture, Recreation and Education	908,013	884,239	-	-	908,013	884,239
Conservation and Development	247,929	183,210	-	-	247,929	183,210
Interest on Long-Term Debt	1,060,555	1,642,982	-	-	1,060,555	1,642,982
Water & Sewer	-	-	3,084,327	3,172,101	3,084,327	3,172,101
Total Expenses	8,555,010	8,688,026	3,084,327	3,172,101	11,639,337	11,860,127
Increase (decrease) in Net Position	1,956,777	5,214,165	684,477	1,970,446	2,641,254	7,184,611
Net Position - January 1	25,531,236	27,488,013	25,818,606	26,503,083	51,349,842	53,991,096
Net Position - December 31	\$ 27,488,013	\$ 32,702,178	\$ 26,503,083	\$ 28,473,529	\$ 53,991,096	\$ 61,175,707

**VILLAGE OF WINDSOR
MANAGEMENT'S DISCUSSION AND ANALYSIS
For the Year Ended December 31, 2024**

GOVERNMENT-WIDE FINANCIAL ANALYSIS (Continued)

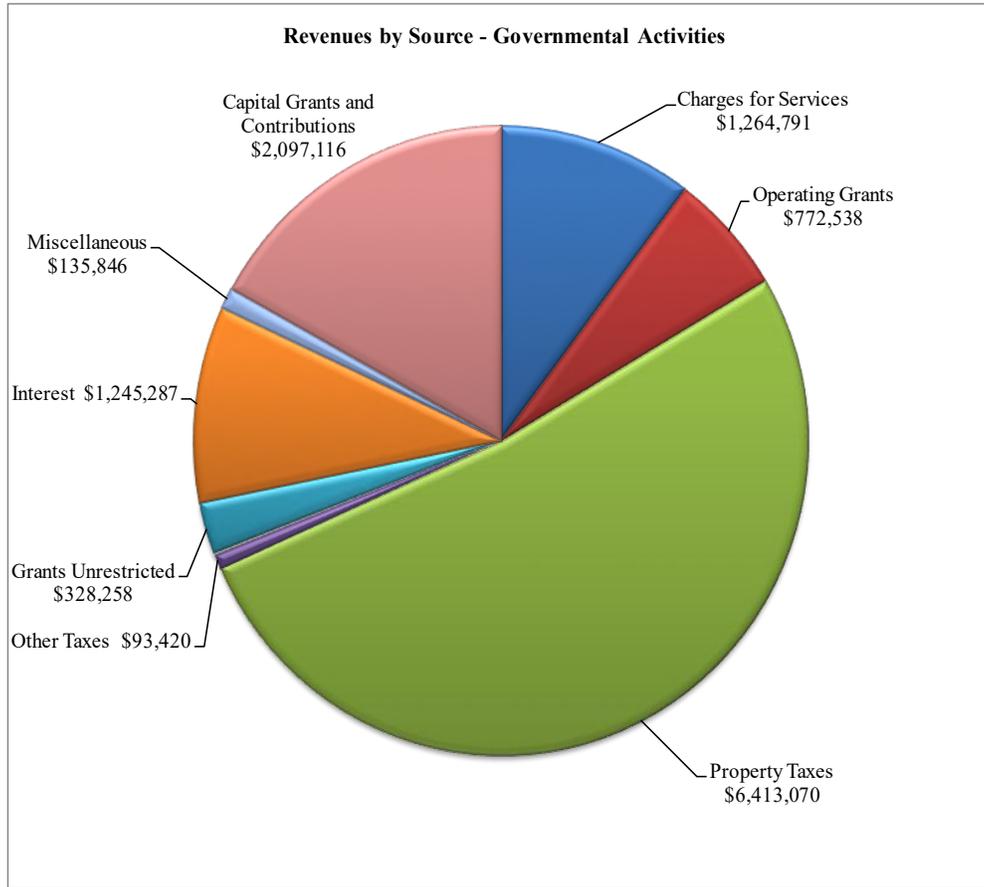
Governmental Activities: Governmental activities increased the Village's net position by \$5,214,165. Key elements of this increase are as follows:

- A decrease in annual public safety expenses.
- Developer contributions in the form of infrastructure assets.
- An increase in total tax revenues of approximately \$847,000.
- An increase in investment income of approximately \$356,000.
- A gain on sale of assets of approximately \$1,259,000 primarily related to the sale of the Village Hall.



**VILLAGE OF WINDSOR
MANAGEMENT'S DISCUSSION AND ANALYSIS
For the Year Ended December 31, 2024**

GOVERNMENT-WIDE FINANCIAL ANALYSIS (Continued)

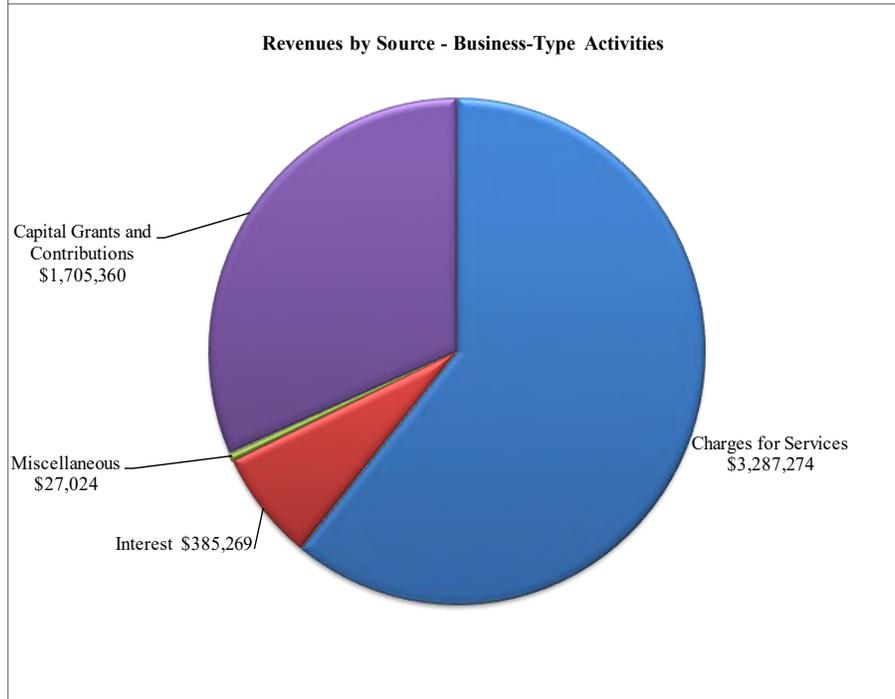
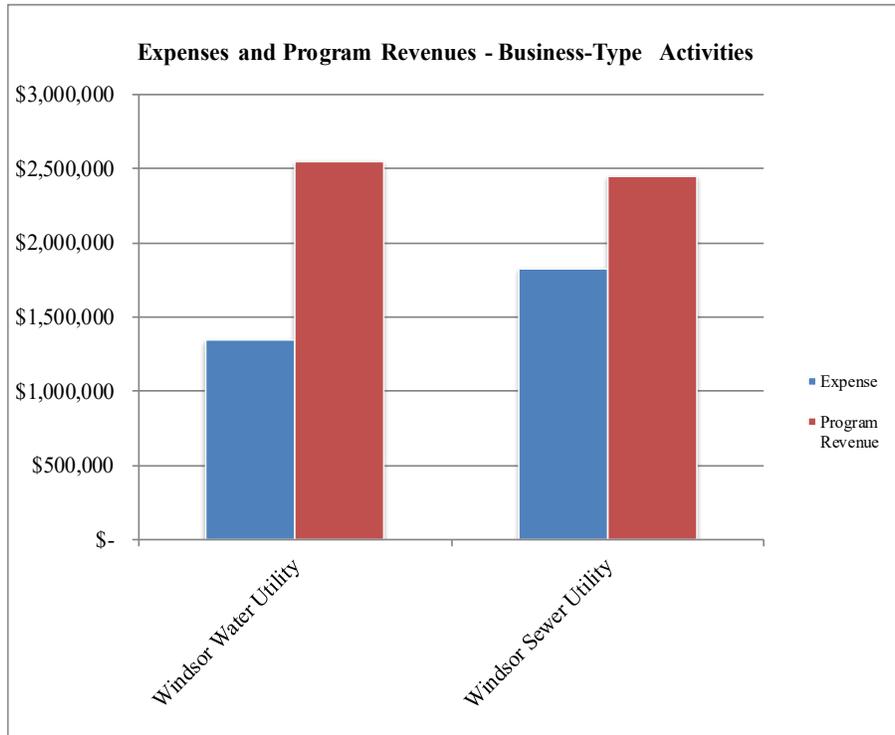


**VILLAGE OF WINDSOR
MANAGEMENT'S DISCUSSION AND ANALYSIS
For the Year Ended December 31, 2024**

GOVERNMENT-WIDE FINANCIAL ANALYSIS (Continued)

Business-Type Activities: Net position of the business-type activities increased by \$1,970,447. The key elements of this increase were:

- Revenues from infrastructure financed and put in by developers.
- Increases in charges for services from customer growth and rate increases.



**VILLAGE OF WINDSOR
MANAGEMENT'S DISCUSSION AND ANALYSIS
For the Year Ended December 31, 2024**

FINANCIAL ANALYSIS OF THE VILLAGE OF WINDSOR'S FUNDS

As noted earlier, the Village uses fund accounting to ensure and demonstrate compliance with finance-related legal requirements.

Governmental funds The focus of the Village of Windsor's governmental funds is to provide information on near-term inflows, outflows, and balances of spendable resources. Such information is useful in assessing the Village's financing requirements. In particular, unassigned fund balance may serve as a useful measure of the Village's net resources available for spending at the end of the fiscal year.

As of December 31, 2024, the Village's governmental funds reported combined ending fund balances of \$21,602,127, an increase of \$9,315,929 from the prior year. Of the combined ending fund balance, \$21,068 is nonspendable in the forms of advances receivable and leases, \$1,710,594 is restricted for impact fees, \$8,835,669 is restricted for capital projects, \$323,499 is restricted for parks, \$594,240 for the Community Development Authority, \$1,018,757 is restricted for debt service and \$144,503 is restricted for other purposes. Committed fund balance of \$64,281 is for the Token Creek Conservancy. The Village has assigned \$220,933 for other purposes including emergency management and reserve replacement, \$231,258 for debt payments, \$3,792,990 for capital projects and \$305,715 for replacements funds. The general fund has an unassigned fund balance of \$4,483,992 and TIF District #1 and #2 have deficit fund balances of \$125,300 and \$20,072, respectively.

The general fund is the chief operating fund of the Village. At the end of the current year, unassigned and total fund balance of the general fund was \$4,483,992 and \$4,889,892, respectively. As a measure of the general fund's liquidity, it may be useful to compare both unassigned fund balance and total fund balance to total general fund expenditures. Unassigned fund balance represents 96% of total general fund expenditures. Total fund balance represents 105% of general fund expenditures.

During the current year, the Village's general fund balance increased by \$1,017,266. Key factors in this increase are as follows:

- Total revenues increased over the prior year by approximately \$851,000.
- Expenditures also increased by approximately \$537,000 over the prior year.
- General fund expenditures were less than the budget by \$467,769, primarily in the general government, public safety, and public works departments.
- General fund revenues were more than the budget by \$611,419, primarily related to license and permits and interest income.

Proprietary funds The Village's proprietary funds provide the same type of information found in the Village's government-wide financial statements, but in more detail. At December 31, 2024, the Village's proprietary funds reported combined net position of \$28,473,529.

**VILLAGE OF WINDSOR
MANAGEMENT'S DISCUSSION AND ANALYSIS
For the Year Ended December 31, 2024**

GENERAL FUND BUDGETARY HIGHLIGHTS

Differences between the original budget and the final budget did not change the amount of appropriations from the original budgeted amounts.

During the year, actual revenues were more than the budgeted revenues by \$611,419. The primary reason for this variance is as follows:

- License and permits were \$237,595 more than the budgeted revenues.
- Interest and investment income was \$288,345 more than the budget.

Actual expenditures were less than budgeted expenditures by \$467,769. The primary reasons for these variances are as follows:

- Expenditures for general government were less than the budget by approximately \$106,000.
- Expenditures for public safety were less than the budget by approximately \$114,000.
- Expenditures for public works were less than budget by approximately \$190,000.

CAPITAL ASSET AND DEBT ADMINISTRATION

Capital Assets The Village of Windsor's investment in capital assets for its governmental and business-type activities as of December 31, 2024 amounts to \$87,859,992 (net of accumulated depreciation). This investment in capital assets includes land, buildings, improvements, machinery and equipment, and infrastructure and construction in progress. Infrastructure placed in service prior to January 1, 2004 (roads, storm sewers, and culverts) is included. The net increase in the Village's investment in capital assets for the current year was \$13,343,955.

Major capital asset events during the current fiscal year included the following:

- Governmental Activities:
 - Approximately \$873,000 in new vehicles and other Village equipment.
 - \$3,900,000 in project costs for Fireman's Park / Municipal Campus Phase 1.
 - \$9,500,000 in engineering and construction costs for the future Municipal Building.
- Business-Type Activities:
 - Developer financed infrastructure for Bear Tree Farms Phase 7.
 - Approximately \$592,000 in street and utility improvement project for Morrison St. & Maple St.
 - Approximately \$309,000 in meter change out project.
 - Approximately \$211,000 in sewer rehabilitation project.

**VILLAGE OF WINDSOR
MANAGEMENT'S DISCUSSION AND ANALYSIS
For the Year Ended December 31, 2024**

CAPITAL ASSET AND DEBT ADMINISTRATION (Continued)

Village of Windsor's Capital Assets						
	Governmental Activities		Business-Type Activities		Total Primary Government	
	2023	2024	2023	2024	2023	2024
Land	\$ 12,722,771	\$ 12,900,485	\$ 180,445	\$ 180,445	\$ 12,903,216	\$ 13,080,930
Conservation Easements	1,268,267	1,268,267	-	-	1,268,267	1,268,267
Construction in process	4,391,574	10,651,687	4,120	1,065,756	4,395,694	11,717,443
Buildings and Improvements	10,663,660	12,760,837	-	-	10,663,660	12,760,837
Equipment	3,316,726	4,117,323	2,945,526	2,960,637	6,262,252	7,077,960
Infrastructure	34,987,001	38,380,238	32,036,040	33,211,841	67,023,041	71,592,079
Total capital assets	<u>\$ 67,349,999</u>	<u>\$ 80,078,837</u>	<u>\$ 35,166,131</u>	<u>\$ 37,418,679</u>	<u>\$ 102,516,130</u>	<u>\$ 117,497,516</u>

Additional information on the Village of Windsor's capital assets can be found in Note 4 on pages 33 through 35 of this report.

Long-term debt At December 31, 2024, the Village of Windsor had total long-term debt outstanding of \$55,237,711, of which \$49,520,000 was backed by the full faith of the Village.

Village of Windsor's Outstanding Debt						
General Obligations & Mortgage Revenue Bonds						
	Governmental Activities		Business-Type Activities		Total Primary Government	
	2023	2024	2023	2024	2023	2024
General Obligation Debt	\$ 32,860,000	\$ 47,200,000	\$ 2,600,000	\$ 2,320,000	\$ 35,460,000	\$ 49,520,000
Mortgage Revenue Bonds	-	-	5,425,198	5,717,711	5,425,198	5,717,711
Total Outstanding Debt	<u>\$ 32,860,000</u>	<u>\$ 47,200,000</u>	<u>\$ 8,025,198</u>	<u>\$ 8,037,711</u>	<u>\$ 40,885,198</u>	<u>\$ 55,237,711</u>

During the fiscal year, the Village of Windsor's general obligation debt balance increased by \$14,060,000. Additional information on the Village's long-term debt can be found in Note 5 on pages 35 through 39 of this report.

The general obligation debt outstanding of \$49,520,000 is well below the allowable amount of \$89,529,495 which is 5% of the valuation of taxable property as equalized for State purposes.

**VILLAGE OF WINDSOR
MANAGEMENT'S DISCUSSION AND ANALYSIS
For the Year Ended December 31, 2024**

CAPITAL ASSET AND DEBT ADMINISTRATION (Continued)

Economic Factors and Next Year's Budgets and Rates

The Village of Windsor's financial results are dependent on several factors:

- Amount of Shared Revenue, General Transportation Aids and other grants received.
- Increases in insurance, professional services and other operating costs.
- Tax levy limits restrictions

All of these factors were considered in preparing the Village's budget for the 2025 fiscal year.

Contacting the Village's Financial Management

This financial report is designed to provide a general overview of the Village of Windsor's finances. Questions concerning any of the information provided in this report or requests for additional information should be addressed to the Treasurer, Village of Windsor, P.O. Box 348 - 4330 Windsor Road, Windsor WI 53598.

General information relating to the Village of Windsor, Wisconsin, can be found at the Village's website, <http://www.windsorwi.gov>.

BASIC FINANCIAL STATEMENTS

VILLAGE OF WINDSOR

**Statement of Net Position
December 31, 2024**

	<u>Governmental Activities</u>	<u>Business-Type Activities</u>	<u>Total</u>
ASSETS			
Current Assets:			
Cash and Investments	\$ 14,734,595	\$ 5,635,746	\$ 20,370,341
Receivables:			
Accounts, net	5,002,682	524,429	5,527,111
Lease Receivable - Current	12,647	-	12,647
Due (to) from Fiduciary Funds	869	-	869
Inventories	-	25,409	25,409
Total Current Assets	<u>19,750,793</u>	<u>6,185,584</u>	<u>25,936,377</u>
Restricted Assets:			
Restricted Cash and Investments	<u>11,568,583</u>	<u>1,860,973</u>	<u>13,429,556</u>
Total Restricted Assets	<u>11,568,583</u>	<u>1,860,973</u>	<u>13,429,556</u>
Capital Assets:			
Land, Improvements, Construction in Process and Infrastructure in Process	24,820,440	1,246,201	26,066,641
Other Capital Assets, Net of Depreciation	<u>33,701,757</u>	<u>28,091,594</u>	<u>61,793,351</u>
Total Capital Assets	<u>58,522,197</u>	<u>29,337,795</u>	<u>87,859,992</u>
Other Non-Current Assets:			
Land Held for Resale	843,007	-	843,007
Long-term Lease Receivable	44,075	-	44,075
Investment in Joint Ventures	<u>1,903,635</u>	<u>-</u>	<u>1,903,635</u>
Total Other Non-Current Assets	<u>2,790,717</u>	<u>-</u>	<u>2,790,717</u>
Total Assets	<u>92,632,290</u>	<u>37,384,352</u>	<u>130,016,642</u>
DEFERRED OUTFLOWS OF RESOURCES			
Deferred Outflows - Pensions	691,813	165,043	856,856
Deferred Outflows - Retiree Life Insurance	<u>93,350</u>	<u>-</u>	<u>93,350</u>
Total Deferred Outflows of Resources	<u>785,163</u>	<u>165,043</u>	<u>950,206</u>
Total Assets and Deferred Outflows of Resources	<u>\$ 93,417,453</u>	<u>\$ 37,549,395</u>	<u>\$ 130,966,848</u>

See accompanying notes to the basic financial statements

VILLAGE OF WINDSOR

Statement of Net Position
December 31, 2024

	<u>Governmental Activities</u>	<u>Business-Type Activities</u>	<u>Total</u>
LIABILITIES			
Current Liabilities:			
Accounts Payable and Accrued Expenses	\$ 2,245,205	\$ 581,324	\$ 2,826,529
Due to Other Governmental Agencies	4,475	-	4,475
Accrued Interest Payable	729,980	86,654	816,634
Current Portion of Long-Term Debt	2,485,000	573,600	3,058,600
Current Portion of Compensated Absences	8,719	-	8,719
Total Current Liabilities	<u>5,473,379</u>	<u>1,241,578</u>	<u>6,714,957</u>
Non-Current Liabilities:			
Net Pension Liability	76,670	18,290	94,960
Net OPEB Liability	243,807	-	243,807
Long-Term Debt	46,913,479	7,705,018	54,618,497
Compensated Absences	57,258	12,916	70,174
Total Non-Current Liabilities	<u>47,291,214</u>	<u>7,736,224</u>	<u>55,027,438</u>
Total Liabilities	<u>52,764,593</u>	<u>8,977,802</u>	<u>61,742,395</u>
DEFERRED INFLOWS OF RESOURCES			
Tax Levy and Special Charges	7,347,297	-	7,347,297
Deferred Inflows - Leases	55,726	-	55,726
Deferred Inflows - Pensions	411,056	98,064	509,120
Deferred Inflows - Retiree Life Insurance	136,603	-	136,603
Total Deferred Inflows of Resources	<u>7,950,682</u>	<u>98,064</u>	<u>8,048,746</u>
NET POSITION			
Net Investment in Capital Assets	20,017,887	21,491,455	41,509,342
Restricted For:			
Special Revenues	367,383	-	367,383
Capital Projects	1,790,898	960,783	2,751,681
Debt Service	1,613,077	467,912	2,080,989
Other	100,619	-	100,619
Unrestricted	8,812,314	5,553,379	14,365,693
Total Net Position	<u>32,702,178</u>	<u>28,473,529</u>	<u>61,175,707</u>
Total Liabilities, Deferred Inflows of Resources and Net Position	<u>\$ 93,417,453</u>	<u>\$ 37,549,395</u>	<u>\$ 130,966,848</u>

See accompanying notes to the basic financial statements

VILLAGE OF WINDSOR

**Statement of Activities
For the Year Ended December 31, 2024**

Functions/Programs	Program Revenue			Net (Expense) Revenue and Changes in Net Position		
	Expenses	Charges for Services	Operating Grants and Contributions	Governmental Activities	Business-Type Activities	Total
Primary Government			Capital Grants and Contributions			
Governmental Activities						
General Government	\$ 1,183,994	\$ 111,674	\$ 14,432	\$ (1,057,888)	\$ -	\$ (1,057,888)
Public Safety	1,471,793	405,560	80,698	(937,526)	-	(937,526)
Public Works	3,321,808	723,632	674,102	(34,531)	-	(34,531)
Health, Welfare and Sanitation	-	-	260	260	260	260
Culture, Recreation and Education	884,239	12,550	2,248	(709,877)	-	(709,877)
Conservation and Development	183,210	11,375	798	(171,037)	-	(171,037)
Interest on Long-Term Debt	1,642,982	-	-	(1,642,982)	-	(1,642,982)
Total Governmental Activities	8,688,026	1,264,791	772,538	(4,553,581)	-	(4,553,581)
Business-Type Activities						
Windsor Water Utility	1,343,761	1,430,291	-	-	\$ 1,202,229	1,202,229
Windsor Sewer Utility	1,828,340	1,856,983	-	-	618,304	618,304
Total Business-Type Activities	3,172,101	3,287,274	1,705,360	-	1,820,533	1,820,533
Total Primary Government	\$ 11,860,127	\$ 4,552,065	\$ 772,538	(4,553,581)	1,820,533	(2,733,048)
General Revenues:						
Taxes:						
Property taxes, levied for general purposes				2,883,505	-	2,883,505
Property taxes, levied for debt service				2,965,789	-	2,965,789
Property taxes, TIF increment				563,776	-	563,776
Room taxes				25,924	-	25,924
Other taxes				67,496	-	67,496
Grants and contributions not restricted to specific programs				328,258	-	328,258
Unrestricted investment earnings				1,245,287	385,268	1,630,555
Miscellaneous				135,846	27,024	162,870
Special item - gain (loss) on sale of assets				1,289,486	-	1,289,486
Transfers				262,379	(262,379)	-
Total General Revenues, Special Items and Transfers				9,767,746	149,913	9,917,659
Change in Net Position				5,214,165	1,970,446	7,184,611
Net Position - Beginning				27,488,013	26,503,083	53,991,096
Net Position - Ending				\$ 32,702,178	\$ 28,473,529	\$ 61,175,707

See accompanying notes to the basic financial statements

VILLAGE OF WINDSOR

Balance Sheet
Governmental Funds
December 31, 2024

	General Fund	Debt Service	Capital Projects	Non-Major Governmental Funds	Total Governmental Funds
ASSETS					
Cash and Investments	\$ 6,277,095	\$ 1,287,900	\$ 5,708,567	\$ 1,461,033	\$ 14,734,595
Restricted Cash and Investments	-	1,018,757	8,835,669	1,714,157	11,568,583
Receivables:					
Taxes	2,313,793	2,046,939	-	411,192	4,771,924
Delinquent Charges	7,040	-	-	-	7,040
Other	115,096	-	-	108,622	223,718
Lease Receivables	-	-	-	56,722	56,722
Due from Other Funds	869	-	-	62,329	63,198
Advances Receivable	20,072	-	-	-	20,072
Total Assets	\$ 8,733,965	\$ 4,353,596	\$ 14,544,236	\$ 3,814,055	\$ 31,445,852

LIABILITIES, DEFERRED INFLOWS AND FUND BALANCES (DEFICITS)

Liabilities:					
Accounts Payable and Accrued Liabilities	157,005	-	\$ 1,915,577	\$ 172,623	\$ 2,245,205
Due to Other Funds	62,329	-	-	-	62,329
Advances Payable	-	-	-	20,072	20,072
Payable to Other Governments	4,475	-	-	-	4,475
Total Liabilities	223,809	-	1,915,577	192,695	2,332,081
Deferred Inflows of Resources:					
Tax Levy	2,935,555	3,103,581	-	613,451	6,652,587
Special Charges	684,709	-	-	-	684,709
Leases	-	-	-	55,726	55,726
Other	-	-	-	118,622	118,622
Total Deferred Inflows of Resources	3,620,264	3,103,581	-	787,799	7,511,644
Fund Balances (Deficits):					
Nonspendable	20,072	-	-	996	21,068
Restricted	100,614	1,018,757	8,835,669	2,672,222	12,627,262
Committed	64,281	-	-	-	64,281
Assigned	220,933	231,258	3,792,990	305,715	4,550,896
Unassigned (Deficits)	4,483,992	-	-	(145,372)	4,338,620
Total Fund Balances (Deficits)	4,889,892	1,250,015	12,628,659	2,833,561	21,602,127
Total Liabilities, Deferred Inflows of Resources and Fund Balances (Deficits)	\$ 8,733,965	\$ 4,353,596	\$ 14,544,236	\$ 3,814,055	\$ 31,445,852

See accompanying notes to the basic financial statements

VILLAGE OF WINDSOR

**Reconciliation of the Governmental Funds Balance Sheet to the Statement of Net Position
December 31, 2024**

Total fund balance, governmental funds	\$	21,602,127
Amounts reported for governmental activities in the Statement of Net Position are different because:		
Capital assets used in governmental activities are not current financial resources and therefore are not reported in this fund financial statement, but are reported in the governmental activities of the Statement of Net Position.		58,522,197
Land held for resale is capitalized on government-wide financial statements but is recorded as an expenditure when purchased on the fund financial statements. This is the amount after adjustments for current year sales or purchases of land.		843,007
Certain other deferred inflows that are not available to pay current period expenditures and therefore are not recognized as revenue in this fund financial statements, but are accrued in the governmental activities of the Statement of Net Position. This amount represents deferred special assessments received but previously recognized.		108,621
Investments in joint ventures are not current financial resources and, therefore, are not reported in the fund statements. This amount represents the current investment in the fire district and community center.		1,903,635
The net pension liability is not a financial obligation in the current period and, therefore, is not reported in the fund financial statements.		(76,670)
The net Retiree Life Insurance OPEB liability is not due and payable in current period and, therefore, is not reported in the fund statements.		(243,807)
Pension and OPEB deferred outflows of resources and deferred inflows of resources are actuarially determined by the defined benefit pension and OPEB plans. These items are reflected in the Statement of Net Position and are being amortized with pension expense in the Statement of Activities. The deferred outflows of resources and deferred inflows of resources are not financial resources or uses and, therefore, are not reported in the fund statements.		
Deferred outflows of resources	785,163	
Deferred inflows of resources	<u>(547,659)</u>	237,504
Some liabilities, (such as Long-Term Debt and Accrued Interest), are not due and payable in the current period and are not included in the fund financial statement, but are included in the governmental activities of the Statement of Net Position.		
Current portion of Long-Term Debt	(2,485,000)	
Non-current portion of Long-Term Debt	(44,715,000)	
Net Discount (Premium) on Long-Term Debt	(2,198,479)	
Compensated Absences	(65,977)	
Accrued Interest	<u>(729,980)</u>	<u>(50,194,436)</u>
Net Position of Governmental Activities in the Statement of Net Position	\$	<u><u>32,702,178</u></u>

See accompanying notes to the basic financial statements

VILLAGE OF WINDSOR

Statement of Revenues, Expenditures and Changes in Fund Balances
Governmental Funds
For the Year Ended December 31, 2024

	General Fund	Debt Service	Formerly Major Fund TIF District #1	Capital Projects	Non-Major Governmental Funds	Total Governmental Funds
REVENUES						
Property Taxes	\$ 2,847,087	\$ 2,965,789	-	\$ -	\$ 573,776	\$ 6,386,652
Other Taxes	119,837	-	-	-	-	119,837
Intergovernmental	959,505	-	-	81,827	57,215	1,098,547
License and Permits	470,295	-	-	-	246,360	716,655
Fines, Forfeits and Penalties	15,785	-	-	-	-	15,785
Public Charges for Services	741,059	-	-	-	153,356	894,415
Intergovernmental Charges for Services	12,500	-	-	-	-	12,500
Interest and Investment Income (Loss)	309,146	50,384	-	714,131	171,628	1,245,289
Miscellaneous Income	19,976	-	-	-	78,579	98,555
Total Revenues	5,495,190	3,016,173	-	795,958	1,280,914	10,588,235
EXPENDITURES						
Current:						
General Government	1,050,063	2,907	-	5,908	35,746	1,094,624
Public Safety	1,301,458	-	-	-	-	1,301,458
Public Works	1,453,078	-	-	-	76,034	1,529,112
Culture, Recreation and Education	692,503	-	-	-	5,000	697,503
Conservation and Development	180,872	-	-	-	3,530	184,402
Capital Outlay	-	-	-	12,222,001	518,717	12,740,718
Debt Service:						
Principal Repayment	-	2,260,000	-	-	150,000	2,410,000
Interest Expense and Fiscal Charges	-	1,043,291	-	111,300	107,994	1,262,585
Total Expenditures	4,677,974	3,306,198	-	12,339,209	897,021	21,220,402
Excess (Deficiency) of Revenues Over Expenditures	817,216	(290,025)	-	(11,543,251)	383,893	(10,632,167)
OTHER FINANCING SOURCES (USES)						
Proceeds from Sale of Assets	-	-	-	-	1,830	1,830
Proceeds from Long-Term Debt	-	-	-	16,750,000	-	16,750,000
Premium on Long-Term Debt	-	1,140,059	-	-	-	1,140,059
Transfers In	262,379	-	-	-	62,329	324,708
Transfers Out	(62,329)	-	-	-	-	(62,329)
Total Other Financing Sources and Uses	200,050	1,140,059	-	16,750,000	64,159	18,154,268
SPECIAL ITEM						
Proceeds from Sale of Assets	-	-	-	1,793,828	-	1,793,828
Net Change in Fund Balances	1,017,266	850,034	-	7,000,577	448,052	9,315,929
Fund Balances (Deficit) - Beginning, as previously reported	3,872,626	399,981	(421,800)	5,628,082	2,807,309	12,286,198
Change within financial reporting entity (major to non major fund)	-	-	421,800	-	(421,800)	-
Fund Balances (Deficit) - Beginning, as adjusted	3,872,626	399,981	-	5,628,082	2,385,509	12,286,198
Fund Balances (Deficit) - Ending	4,889,892	1,250,015	-	12,628,659	2,833,561	21,602,127

See accompanying notes to the basic financial statements

VILLAGE OF WINDSOR

**Reconciliation of the Statement of Revenues, Expenditures and Changes in Fund Balances of Governmental Funds
to the Statement of Activities
For the Year Ended December 31, 2024**

Net change in fund balances - total governmental funds:	\$ 9,315,929
<p>Amounts reported for Governmental Activities in the Statement of Activities are different because:</p>	
<p>Governmental funds report outlays for capital assets as expenditures because such outlays use current financial resources. In contrast, the Statement of Activities reports only a portion of the outlay as expense. The outlay is allocated over the assets' estimated useful lives as depreciation expense for the period.</p>	
This is the amount by which depreciation (\$2,143,370) was less than capital outlays (\$12,678,891) in the current period.	10,535,521
Contributions of capital assets are recorded on the Statement of Net Position as an asset and as revenue in the Statement of Activities.	1,727,724
Gain (Loss) on disposal of capital assets during the period.	(448,377)
The proportionate share of the change in net position related to joint ventures reported in the Statement of Activities.	(34,889)
<p>Compensated absences are reported in the governmental funds as an expenditure, but is reported as a reduction in long-term debt in the Statement of Net Position and does not affect the Statement of Activities.</p>	
Change in compensated absences	(8,941)
The Statement of Net Position reports an amount for the value of land held for resale. This is the amount of the gain reported on current year sales of land held for resale.	(106,221)
<p>Governmental funds record revenues when they are available to pay current obligations. In contrast, such revenues are reported in the Statement of Activities when earned. This amount represents revenues earned in the current year, net of revenue recorded on the fund financial statements that was accrued in previous years.</p>	
	(15,949)
<p>Governmental funds report debt proceeds as current financial resources. In contrast, the Statement of Activities treats such issuance of debt as a liability. Governmental funds report repayment of debt principal as an expenditure, In contrast, the Statement of Activities treats such repayments as a reduction in long-term liabilities. This is the amount of principal repayments on debt (\$2,410,000) less current year proceeds (\$16,750,000) during the year.</p>	
	(14,340,000)
Current year debt premium to be amortized over the life of the loan	(1,140,059)
<p>Some expenses reported in the Statement of Activities do not require the use of current financial resources and these are not reported as expenditures in governmental funds:</p>	
Change in accrued interest	(380,397)
Amortization of debt premium not reflected on Governmental funds	98,741
<p>Pension and other post employment benefit (OPEB) expenses reported in the governmental funds represents current year required contributions into the defined benefit pension plan. Pension and OPEB expenses in the Statement of Activities are actuarially determined by the defined benefit pension and OPEB plan as the difference between the net pension / OPEB (asset) liability from the prior year to the current year, with some adjustments.</p>	
Amount of current year required contributions into the defined benefit pension and OPEB plans	66,815
Actuarially determined change in net pension and OPEB (asset) liability between years, with adjustments	(55,732)
Change in Net Position of governmental activities	\$ 5,214,165

See accompanying notes to the basic financial statements

VILLAGE OF WINDSOR

**Statement of Net Position
Proprietary Funds
December 31, 2024**

	Enterprise Funds		
	Windsor Water Utility	Windsor Sewer Utility	Total
ASSETS			
Current Assets:			
Cash and Investments	\$ 2,489,432	\$ 3,146,314	\$ 5,635,746
Receivables:			
Special Assessments	99,904	13,259	113,163
Accounts	135,020	276,246	411,266
Inventories	25,409	-	25,409
Total Current Assets	2,749,765	3,435,819	6,185,584
Restricted Assets:			
Restricted Cash and Investments	1,860,973	-	1,860,973
Total Restricted Assets	1,860,973	-	1,860,973
Capital Assets:			
Land and Improvements	127,420	53,025	180,445
Construction Work in Progress	846,119	219,637	1,065,756
Other Capital Assets	25,459,285	10,713,193	36,172,478
Less: Accumulated Depreciation	(4,842,936)	(3,237,948)	(8,080,884)
Net Capital Assets	21,589,888	7,747,907	29,337,795
Total Assets	26,200,626	11,183,726	37,384,352
DEFERRED OUTFLOWS OF RESOURCES			
Deferred Pension Outflows	121,742	43,301	165,043
Total Deferred Outflows of Resources	121,742	43,301	165,043
Total Assets and Deferred Outflows of Resources	\$ 26,322,368	\$ 11,227,027	\$ 37,549,395

See accompanying notes to the basic financial statements

VILLAGE OF WINDSOR

**Statement of Net Position
Proprietary Funds
December 31, 2024**

	Enterprise Funds		
	Windsor Water Utility	Windsor Sewer Utility	Total
LIABILITIES			
Current Liabilities:			
Accounts Payable	\$ 117,090	\$ 461,138	\$ 578,228
Accrued Liabilities	2,454	642	3,096
Accrued Interest Payable	86,654	-	86,654
Current Portion of G.O. and Revenue Bonds Payable	573,600	-	573,600
Total Current Liabilities	779,798	461,780	1,241,578
Non-Current Liabilities:			
Net Pension Liability	13,492	4,798	18,290
Long-Term Debt:			
G.O. and Revenue Bonds Payable	7,705,018	-	7,705,018
Total Long-Term Debt	7,705,018	-	7,705,018
Other Liabilities			
Compensated Absences	11,025	1,891	12,916
Total Other Liabilities	11,025	1,891	12,916
Total Non-Current Liabilities	7,729,535	6,689	7,736,224
Total Liabilities	8,509,333	468,469	8,977,802
DEFERRED INFLOWS OF RESOURCES			
Deferred Pension Inflows	72,333	25,731	98,064
Total Deferred Inflows of Resources	72,333	25,731	98,064
NET POSITION			
Net Investment in Capital Assets	13,743,548	7,747,907	21,491,455
Restricted			
Debt Service	467,912	-	467,912
Capital Projects	960,783	-	960,783
Unrestricted	2,568,459	2,984,920	5,553,379
Total Net Position	17,740,702	10,732,827	28,473,529
Total Liabilities, Deferred Inflows of Resources and Net Position	\$ 26,322,368	\$ 11,227,027	\$ 37,549,395

See accompanying notes to the basic financial statements

Village of Windsor

**Statement of Revenues, Expenses and Changes in Net Position
Proprietary Funds
For the Year Ended December 31, 2024**

	Enterprise Funds		
	Windsor Water Utility	Windsor Sewer Utility	Total
OPERATING REVENUES			
Charges for Services	\$ 1,426,294	\$ 1,330,129	\$ 2,756,423
Other Operating Revenues	3,997	526,854	530,851
Total Operating Revenues	<u>1,430,291</u>	<u>1,856,983</u>	<u>3,287,274</u>
OPERATING EXPENSES			
Operation and Maintenance	497,398	1,621,507	2,118,905
Depreciation	554,337	206,833	761,170
Total Operating Expenses	<u>1,051,735</u>	<u>1,828,340</u>	<u>2,880,075</u>
Operating Income (Loss)	<u>378,556</u>	<u>28,643</u>	<u>407,199</u>
NON-OPERATING REVENUES (EXPENSES)			
Amortization Revenue	18,579	-	18,579
Interest and Investment Revenue	227,734	157,534	385,268
Miscellaneous Non-Operating Revenue	8,445	-	8,445
Interest Expense	(292,026)	-	(292,026)
Total Non-Operating Revenues (Expenses)	<u>(37,268)</u>	<u>157,534</u>	<u>120,266</u>
Income (Loss) Before Transfers and Special Items	341,288	186,177	527,465
Capital Contributions - Developers	608,183	508,861	1,117,044
Impact and Connection Fees	507,516	80,800	588,316
Transfers Out	(262,379)	-	(262,379)
Change in Net Position	1,194,608	775,838	1,970,446
Net Position - Beginning	<u>16,546,094</u>	<u>9,956,989</u>	<u>26,503,083</u>
Net Position - Ending	<u>\$ 17,740,702</u>	<u>\$ 10,732,827</u>	<u>\$ 28,473,529</u>

See accompanying notes to the basic financial statements

VILLAGE OF WINDSOR

**Statement of Cash Flows
Proprietary Funds
For the Year Ended December 31, 2024**

	Enterprise Funds		
	Windsor Water Utility	Windsor Sewer Utility	Total
<u>Cash Flows from Operating Activities:</u>			
Receipts from customers	\$ 1,399,716	\$ 1,786,817	\$ 3,186,533
Payments to suppliers	(209,338)	(1,514,605)	(1,723,943)
Payments to employees	(279,385)	(98,434)	(377,819)
Taxes paid	(277,705)	(5,441)	(283,146)
Net cash provided (used) by operating activities	633,288	168,337	801,625
<u>Cash Flows from Capital and Related Financing Activities:</u>			
Acquisition and construction of plant assets	(986,252)	(124,868)	(1,111,120)
Proceeds from long-term debt	510,531	-	510,531
Impact fees and special assessments collected	505,486	80,800	586,286
Principal payments on long-term debt	(498,017)	-	(498,017)
Interest paid	(322,710)	-	(322,710)
Net cash provided (used) by capital and related financing activities	(790,962)	(44,068)	(835,030)
<u>Cash Flows from Investing Activities:</u>			
Sale of Investments in Non Cash Equivalents	1,164,386	-	1,164,386
Interest income	227,734	157,534	385,268
Net cash provided (used) by investing activities	1,392,120	157,534	1,549,654
Net increase (decrease) in cash and equivalents	1,234,446	281,803	1,516,249
<u>Cash and Equivalents, Beginning of year</u>	2,682,312	2,864,511	5,546,823
<u>Cash and Equivalents, End of year</u>	\$ 3,916,758	\$ 3,146,314	\$ 7,063,072
<u>Reconciliation to Balance Sheet</u>			
Cash and Investments	\$ 2,489,432	\$ 3,146,314	\$ 5,635,746
Restricted Cash and Investments	1,860,973	-	1,860,973
Less: Non Cash Equivalents	(433,647)	-	(433,647)
Total Cash and cash equivalents	\$ 3,916,758	\$ 3,146,314	\$ 7,063,072

See accompanying notes to the basic financial statements

VILLAGE OF WINDSOR

**Statement of Cash Flows
Proprietary Funds
For the Year Ended December 31, 2024**

	Enterprise Funds		
	Windsor Water Utility	Windsor Sewer Utility	Total
Reconciliation of operating income (loss) to net cash provided (used) by operating activities			
Operating Income (loss)	\$ 378,556	\$ 28,643	\$ 407,199
Adjustments to Reconcile Operating Income (Loss) to Net Cash Provided by Operating Activities:			
Tax equivalent transfer	(262,379)	-	(262,379)
Joint meter allocation	13,790	(13,790)	-
Miscellaneous non-operating revenues (expenses)	8,445	-	8,445
Depreciation	554,337	206,833	761,170
Pension expenses	(7,590)	(1,887)	(9,477)
Changes in Assets and Liabilities:			
Customer accounts receivable	(30,575)	(65,151)	(95,726)
Other accounts receivable	-	(5,015)	(5,015)
Accounts payable	(16,537)	20,500	3,963
Accrued liabilities	(4,759)	(1,796)	(6,555)
Net cash provided (used) by operating activities	\$ 633,288	\$ 168,337	\$ 801,625
 Noncash Capital and Related Financing			
Capital Included in Accounts Payable	\$ 83,029	\$ 109,817	\$ 192,846
Capital Contributions - Plant Financed by Developers	\$ 608,183	\$ 508,861	\$ 1,117,044

See accompanying notes to the basic financial statements

VILLAGE OF WINDSOR

**Statement of Fiduciary Net Position
Fiduciary Funds
December 31, 2024**

	Community Center	Tax Collection	Total Fiduciary Funds
ASSETS			
Cash and Investments	\$ -	\$ 7,395,245	\$ 7,395,245
Receivables:			
Taxes Receivable	-	14,197,421	14,197,421
Other Receivables	3,501	-	3,501
Total Assets	3,501	21,592,666	21,596,167
 LIABILITIES			
Accrued Liabilities	2,632	-	2,632
Due to Other Funds	869	-	869
Due to Other Governments	-	21,592,666	21,592,666
Total Liabilities	3,501	21,592,666	21,596,167
 NET POSITION			
Restricted	-	-	-
TOTAL NET POSITION	\$ -	\$ -	\$ -

See accompanying notes to the basic financial statements

VILLAGE OF WINDSOR

**Statement of Changes in Fiduciary Net Position
Fiduciary Funds
For the Year Ended December 31, 2024**

	Community Center	Tax Collection	Total Fiduciary Funds
ADDITIONS			
Property Tax Collections for Other Governments	\$ -	\$ 12,828,852	\$ 12,828,852
Charges for Services	565,222	-	565,222
Total Additions	565,222	12,828,852	13,394,074
DEDUCTIONS			
Payments of Taxes to Other Governments	-	12,828,852	12,828,852
Operating Expenses	565,222	-	565,222
Total Deductions	565,222	12,828,852	13,394,074
Net Increase (Decrease) in Fiduciary Net Position	-	-	-
Net Position - Beginning	-	-	-
Net Position - Ending	\$ -	\$ -	\$ -

See accompanying notes to the basic financial statements

NOTES TO THE FINANCIAL STATEMENTS

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

1. Summary of Significant Accounting Policies

The accounting policies of the Village of Windsor, Wisconsin conform to generally accepted accounting principles as applicable to governmental units.

A. Reporting Entity

This report includes all of the funds of the Village of Windsor. The reporting entity for the Village consists of (a) the primary government, (b) organizations for which the primary government is financially accountable, and (c) other organizations for which the nature and significance of their relationship with the primary government are such that their exclusion would cause the reporting entity's financial statements to be misleading or incomplete.

Component units are legally separate organizations for which the elected officials of the primary government are financially accountable. The primary government is financially accountable if it appoints a voting majority of the organization's governing body and (1) it is able to impose its will on that organization or (2) there is a potential for the organization to provide specific financial benefits to or burdens on the primary government. The primary government may be financially accountable if an organization is fiscally dependent on the primary government. This report does not contain the Madison Metropolitan Sewer District, Windsor Lake District, and Oak Springs Lake District which the Village does not consider component units. See Note 10 regarding intergovernmental agreements.

Component Units

Community Development Authority

The financial statements include the Village's Community Development Authority (CDA) as a component unit. The CDA is a legally separate organization. The board of the CDA is appointed by the Village board. The CDA meets the criteria of a component unit of the Village. As a component unit, the Authority's financial statements have been presented as a blended entity in the basic financial statements. It was blended since the Village issued debt to purchase land for the benefit of the CDA. The information presented is for the fiscal year ended December 31, 2024.

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

1. Summary of Significant Accounting Policies (Continued)
B. Government-Wide and Fund Financial Statements

Government-wide financial statements are basic financial statements required for all governmental units. The Statement of Net Position and the Statement of Activities are the two required statements. Both statements are prepared on the full accrual basis. The modified accrual basis of accounting continues to be the appropriate basis of accounting for governmental fund financial statements.

The Statement of Net Position and Statement of Activities display information about the reporting government as a whole. They include all funds of the reporting entity except for fiduciary funds. The statements distinguish between governmental and business-type activities. Governmental activities generally are financed through taxes, intergovernmental revenues, and other nonexchange revenues. Business-type activities are financed in whole or in part by fees charged to external parties for goods and services.

The statement of activities demonstrates the degree to which the direct expenses of a given function or segment is offset by program revenues. Direct expenses are those that are clearly identifiable with a specific function or segment. The Village does not allocate indirect expenses to functions in the Statement of Activities. Program revenues include: 1) charges to customers or applicants who purchase, use or directly benefit from goods, services, or privileges provided by a given function or segment and 2) grants and contributions that are restricted to meeting the operational or capital requirements of a particular function or segment. Taxes and other items not included among program revenues are reported instead as general revenues. Internally dedicated resources are reported as general revenues rather than as program revenues.

Fund Financial Statements

Fund financial statements of the reporting entity are organized into individual funds, each of which is considered to be a separate accounting entity. Each fund is accounted for by providing a separate set of self-balancing accounts, which constitute its assets, deferred outflows of resources, liabilities, deferred inflows of resources, net position/fund equity, revenues, and expenditure/expenses.

In addition, all funds in the fund financial statements are reported as proprietary, governmental, or fiduciary funds. The definitions for these types of activities are discussed in other portions of Note 1.

Funds are organized as major funds or non-major funds within the governmental and proprietary statements. An emphasis is placed on major funds within the governmental and proprietary categories. A fund is considered major if it is the primary operating fund of the Village or meets the following criteria:

- a. Total assets and deferred outflows of resources, liabilities and deferred inflows of resources, revenues, or expenditures/expenses of that individual governmental or enterprise fund are at least 10 percent of the corresponding total for all funds of that category or type and;
- b. Total assets and deferred outflows, liabilities and deferred inflows, revenues or expenditures/expenses of the individual governmental fund or enterprise fund are at least 5 percent of the corresponding total for all governmental and enterprise funds combined.
- c. In addition, any other governmental or proprietary fund that the Village believes is particularly important to financial statement users may be reported as a major fund.

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

1. Summary of Significant Accounting Policies (Continued)
B. Government-Wide and Fund Financial Statements (Continued)

Governmental Funds

The Village reports the following major governmental funds:

General Fund – accounts for the Village’s primary operating activities. It is used to account for all financial resources except those required to be accounted for in another fund. Under GASB Statement No. 54, the Parks Fund and Conservancy Fund are reported as part of the General Fund.

Debt Service Fund – used to account for the accumulation of resources for, and the payment of, general long-term debt principal, interest and related charges.

Capital Projects Fund – accounts for financial resources to be used for the acquisition or construction of major capital facilities (other than those financed by proprietary funds and trust funds).

The Village, in addition to the major funds identified above, reports the following non-major funds:

Special Revenue Funds – Special Revenue Funds are used to account for the proceeds of specific revenue sources (other than major capital projects) that are legally restricted to or committed for expenditures for specified purposes. The Village accounts for activity of the Developer Chargeback, Parkland Fees and Special Grant Fund (formerly ARPA fund) as Special Revenue Funds. These funds are managed by the Village.

Other Capital Projects Funds – The Non-Major Capital Project Funds include the Purchase of Development Rights Fund, TIF District #1, TIF District #2, the Capital Projects Reserve/Replacement Fund and the Impact Fee Fund.

Community Development Authority Fund (“CDA”) – accounts for the CDA’s primary operating activities.

Proprietary Funds

Proprietary funds are used to account for operations a) that are financed and operated in a manner similar to private business enterprise – where the intent of the governing body is that the costs (expenses, including depreciation) of providing goods or services to the general public on a continuing basis be financed or recovered primarily through user charges; or b) where the governing body has decided that periodic determination of revenues earned, and/or net income is appropriate for capital maintenance, public policy, management control, accountability, or other purposes. The following proprietary funds are included in these statements:

Windsor Water Utility – accounts for the operation of the water system. (Major Fund)

Windsor Sewer Utility – accounts for the operation of the sewer system. (Major Fund)

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

- 1. Summary of Significant Accounting Policies (Continued)**
- B. Government-Wide and Fund Financial Statements (Continued)**

Fiduciary Funds

Fiduciary funds consist of pension (and other employee benefit) trust funds, private-purpose trust funds, investment trust funds, and custodial funds. Fiduciary funds should be used only to report resources held for individuals, private organizations, or other governments. A fund is presented as a fiduciary fund when all of the following criteria are met: a) The government *controls* the assets that finance the activity, b) Assets are *not* generated from the *government's own-source revenues* or from government-mandated or voluntary nonexchange transactions, c) Assets are administered through a *qualifying trust* or the government does *not* have *administrative involvement* and the assets are *not* generated from the *government's delivery of goods or services* to the beneficiaries, *or* the assets are for the benefit of *entities that are not part of the government's reporting entity*.

The Village reports the following fiduciary funds:

Custodial Funds - used to account for assets held by the Village in a trustee capacity or as an agent for individuals, private organizations, and/or other governmental units. The Village has the following custodial funds: Community Center, which accounts for operating costs paid on behalf of the center and reimbursed to the Village and the Tax Collection Fund, which accounts for tax collections payable to overlying taxing jurisdictions.

C. Measurement Focus, Basis of Accounting, and Financial Statement Presentation

Measurement focus refers to what is being measured, basis of accounting refers to when revenues and expenditures are recognized in the accounts and reported in the financial statements. Basis of accounting relates to the timing of the measurement made, regardless of the measurement focus applied.

Government-Wide Financial Statements

The government-wide Statement of Net Position and Statement of Activities are reported using the economic resources measurement focus and the accrual basis of accounting. Under the accrual basis of accounting, revenues are recognized when earned and expenses are recorded when the liability is incurred or economic asset used. Revenues, expenses, gains, losses, assets, and liabilities resulting from exchange and exchange-like transactions are recognized when the exchange takes place. Property taxes are recognized as revenues in the year for which they are levied. Taxes receivable for the following year are recorded as receivables and deferred inflows. Grants and similar items are recognized as revenue when earned.

Fund Financial Statements

Governmental fund financial statements are reported using the current financial resources measurement focus and the modified accrual basis of accounting. Revenues are recorded when they are both measurable and available. "Measurable" means the amount of the transaction can be determined. Available means collectible within the current period or soon enough thereafter to be used to pay liabilities of the current period. For this purpose, the Village considers revenues to be available if they are collected within sixty days of the end of the current fiscal period. Expenditures are recorded when the related fund liability is incurred, except for unmatured interest on long-term debt, claims, judgments, compensated absences, and pension expenditures, which are recorded as a fund liability when expected to be paid with expendable available financial resources.

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

1. Summary of Significant Accounting Policies (Continued)
C. Measurement Focus, Basis of Accounting, and Financial Statement Presentation (Continued)

Fund Financial Statements (Continued)

Property taxes are recorded in the year levied as receivables and deferred inflows. They are recognized as revenues in the succeeding year when services financed by the levy are being provided.

Intergovernmental aids and grants are recognized as revenues in the period the Village is entitled to the resources and the amounts are available. Amounts owed to the Village, which are not available, are recorded as receivables and deferred inflows. Amounts received prior to the entitlement period are also recorded as deferred inflows.

Special assessments are recognized as revenues when they become measurable and available as current assets. Annual installments due in future years are reflected as receivables and deferred inflows. Delinquent special assessments being held for collection by the county are reported as receivables and deferred inflows in the general fund.

Revenues susceptible to accrual include property taxes, miscellaneous taxes, public charges for services, special assessments, and interest. Other general revenues such as fines and forfeitures, inspection fees, recreation fees, and miscellaneous revenues are recognized when received in cash or when measurable and available under the criteria described above.

The Village reports deferred inflows on its governmental funds balance sheet. Deferred inflows arise from taxes levied in the current year, which are for subsequent year's operations. For governmental fund financial statements, deferred inflows arise when a potential revenue does not meet both the "measurable" and "available" criteria for recognition in the current period. Deferred inflows also arise when resources are received before the Village has a legal claim to them, as when special assessment charges are based on approved payment plans. In subsequent periods, when both revenue recognition criteria are met, or when the Village has a legal claim to the resources, the liability for deferred inflow is removed from the balance sheet and revenue is recognized.

Proprietary and fiduciary fund financial statements are reported using the economic resources measurement focus and accrual basis of accounting, as described previously in this note. The proprietary funds distinguish operating revenues and expenses from nonoperating items. Operating revenues and expenses generally result from providing services and producing and delivering goods in connection with a proprietary funds' principal ongoing operations. The principal operating revenues of the water and sewer utilities are charged to customers for sales and services. Operating expenses for proprietary funds include the cost of sales and services, administrative expenses, and depreciation on capital assets. All revenues and expenses not meeting this definition are reported as non-operating revenues and expenses.

Use of Estimates

The preparation of financial statements in conformity with generally accepted accounting principles requires management to make estimates and assumptions that affect the reported amounts of assets and liabilities and disclosure of contingent assets and liabilities at the date of the financial statements and the reported amounts of revenues and expenditures/expenses during the reporting period. Actual results could differ from those estimates.

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

1. Summary of Significant Accounting Policies (Continued)
D. Assets, Liabilities, and Net Position or Equity

1) Cash and Cash Equivalents/Investments

The Village has pooled the cash resources of its funds in order to maximize investment opportunities. Each fund's portion of total cash and investments is reported as cash and investments by the Village's individual major funds, and in the aggregate for non-major and custodial funds.

All deposits of the Village are made in board designated official depositories and are secured as required by State Statute. The Village may designate, as an official depository, any bank or savings association. Also, the Village may establish time deposit accounts such as NOW and SuperNOW accounts, money market accounts, and certificates of deposit.

Investments with remaining maturities at the time of purchase of one year or less are stated at amortized cost which approximates fair value. Investments with a maturity of more than one year at acquisition and nonmoney market investments are carried at fair value as determined by quoted market prices.

For purposes of the Statement of Cash Flows, all cash and investments with original maturities of 90 days or less of the proprietary fund are considered to be cash equivalents. The Village has certificates of deposit and other investments with maturities greater than 90 days that are considered non cash equivalents.

See Footnote 2 for additional information.

2) Taxes Receivable

Property taxes are levied prior to the end of the calendar year and are due and collectible in the following year. Property taxes attach as an enforceable lien as of January 1. The Village's portion of taxes is recorded as a receivable in the general fund. The County acts as the collecting agency for all Village taxes. Since Village property taxes are not considered available until January 1 of the year following the levy, they are recorded as deferred inflows in the funds budgeted therefore. Taxes are levied in December on the assessed value as of the prior January 1.

Property tax calendar – 2024 tax roll

Lien date and levy date	December, 2024
Tax Bills mailed	December, 2024
Payment in full, or	January 31, 2025
First installment due	January 31, 2025
Second installment due	July 31, 2025
Personal property taxes in full	January 31, 2025

3) Allowance for Uncollectible Accounts

General fund accounts receivable have been adjusted for all known uncollectible accounts. No allowance was determined to be necessary for delinquent personal property taxes at year-end. Delinquent real estate taxes as of July 31 are paid in full by the county, which assumes the collection thereof.

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

1. Summary of Significant Accounting Policies (Continued)
D. Assets, Liabilities, and Net Position or Equity (Continued)

4) Special Assessments

Assessments against property owners for public improvements are generally not subject to full settlement in the year levied. Deferred special assessments are placed on tax rolls on an installment basis. Revenue from special assessments recorded in governmental funds is recognized as collections are made or as current installments are placed on tax rolls. Special assessments of enterprise funds are recorded as non-operating revenue at the time of assessment, if subject to collection. Deferred special assessments, those not subject to collection, are recorded as deferred inflow until such time they are subject to collection.

Uncollected installments placed on prior year tax rolls are held for collection by Dane County and are remitted to the Village upon collection by the County. These delinquent installments are financed by the general fund.

5) Inventories and Prepaid Items

Inventories

Governmental fund inventory items are charged to expenditure accounts when purchased. Year-end inventory was not material. Inventories of proprietary funds are generally used for construction and/or for operation and maintenance work. They are not for resale. They are valued at cost using the weighted average method and are charged to construction and/or operation and maintenance expense when used.

Prepaid

Expenditures paid in advance of the period the expenditure is incurred are recorded as prepaid assets.

6) Capital Assets

Capital assets include land and land improvements, buildings and building improvements, machinery and equipment, construction work in progress, infrastructure, and all other tangible or intangible assets that are used in operations that have initial useful life of at least one year.

Government-Wide Statements

In the government-wide financial statements, capital assets are accounted for as capital assets. Capital assets are defined by the government as tangible and intangible assets that have useful lives that extend beyond a single reporting period. Capitalization thresholds for capitalizing individual capital assets and groups of capital assets is \$7,500. Land and non-depreciable land improvements are all recorded.

All capital assets are valued at historical cost or estimated historical cost if actual amounts are unavailable. Donated capital assets are recorded at their estimated fair value at the date of donation.

Governmental units are required to account for all capital assets, including infrastructure, in the government-wide statements. Retroactive reporting of all major general infrastructure assets is encouraged but not required. Infrastructure acquired prior to 2004 has been recorded.

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

1. Summary of Significant Accounting Policies (Continued)
D. Assets, Liabilities, and Net Position or Equity (Continued)

6) Capital Assets (Continued)

General Capital Assets

Capital assets acquired or constructed for general governmental services are recorded as expenditures in the fund from which the disbursements are made. Generally accepted accounting principles require that these capital assets be capitalized at cost in the government-wide financial statements. Contributed capital assets are to be recorded in the government-wide financial statements at acquisition value at the time received.

Depreciation on governmental capital assets is calculated using the straight-line method based on the estimated useful life of assets. The estimated useful life of assets is determined by considering the length of time these assets have historically lasted, specific use, maintenance practices and if necessary, industry standards as recommended by GASB.

Proprietary Fund Capital Assets

Assets in the enterprise fund are capitalized at cost or fair value at date of contribution or acquisition.

Normal repairs and maintenance that do not add to the value of the asset or materially extend asset lives are not capitalized. Improvements are capitalized and depreciated over the remaining lives of the related assets.

Depreciation is charged over the estimated service life of the assets using the straight-line method. Annual depreciation charges are determined using the average utility plant in service and rates ranging from 1.3% to 26.7% for the water utility and from 1.3% to 26.7% for the sewer utility, depending on the various classes of property, in the respective utilities.

7) Leases as Lessor

The Village's lease receivables are measured at the present value of lease payments expected to be received during the lease term.

A deferred inflow of resources is recorded for the lease. The deferred inflow of resources is recorded at the initiation of the lease in an amount equal to the initial recording of the lease receivable. The deferred inflow of resources is amortized on a straight-line basis over the term of the lease.

A portion of fund balance is shown as nonspendable because it is not an available resource. It represents the yearend balance of the lease receivable in excess of the deferred inflow of resources for the lease receivable, which is not a spendable resource.

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

1. Summary of Significant Accounting Policies (Continued)
D. Assets, Liabilities, and Net Position or Equity (Continued)

8) Pensions

The fiduciary net position of the Wisconsin Retirement System (WRS) has been determined using the flow of economic resources measurement focus and accrual basis of accounting. This includes for purposes of measuring the following:

- Net Pension Liability (Asset),
- Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions,
- Pension Expense (Revenue).

Information about the fiduciary net position of the WRS and additions to/deductions from WRS' fiduciary net position have been determined on the same basis as they are reported by the WRS. For this purpose, benefit payments (including refunds of employee contributions) are recognized when due and payable in accordance with the benefit terms. Investments are reported at fair value.

9) Other Post-Employment Benefits (OPEB)

The fiduciary net position of the Local Retiree Life Insurance Fund (LRLIF) has been determined using the flow of economic resources measurement focus and the accrual basis of accounting. This includes for purposes of measuring following:

- Net OPEB Liability (Asset),
- Deferred Outflows of Resources and Deferred Inflows of Resources Related to OPEBs, and
- OPEB Expense (Revenue).

Information about the fiduciary net position of the LRLIF and additions to/deductions from LRLIF's fiduciary net position have been determined on the same basis as they are reported by LRLIF. For this purpose, benefit payments (including refunds of member contributions) are recognized when due and payable in accordance with the benefit terms. Investments are reported at fair value.

10) Debt Issuance Costs / Discounts

In governmental funds, debt issuance costs and discounts are recognized as expenditures in the current period. For the government-wide financial statements, only debt discounts are deferred and amortized over the term of the debt issue.

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

1. Summary of Significant Accounting Policies (Continued)
D. Assets, Liabilities, and Net Position or Equity (Continued)

11) Compensated Absences

Under terms of employment, Village employees are granted vacations and sick leave in varying amounts. Regular full-time employees who retire from the Village employment under the provisions of the Wisconsin Retirement System will receive credit for accrued, unused sick leave up to a maximum of 240 hours to be used by the Village for purposes of paying the premium for continued health insurance coverage for the employee and his/her dependents for any plan in which the employee is participating at the time of his/her retirement. Employees will not be credited with any pro-rated amount of sick leave for the year in which retirement occurs. Accrued, unused sick leave is not otherwise paid out at termination for employees who are not retiring. A liability has been recorded in the government-wide financial statements for the value of estimated accumulated unused sick leave based on the application of GASB Statement 101.

12) Deferred Outflows and Inflows of Resources

Deferred outflow of resources represents a consumption of net position that applies to a future period and so will not be recognized as an outflow of resources (expense/expenditure) until then. Deferred inflow of resources represents an acquisition of net position that applies to a future period and so will not be recognized as an inflow of resources (revenue) until that time.

The net position of the Village is significantly impacted by the combined effect of deferred outflows and inflows of resources from the pension and OPEB plans.

13) Long-Term Obligations

All long-term obligations to be repaid from governmental and business-type resources are reported as liabilities in the government-wide statements. The long-term obligations consist primarily of notes and bond payable, and accrued compensated absences.

Proceeds of long-term debt issues not recorded as fund liabilities are reflected as “Other Financing Sources” in the operating statement of the recipient fund. Retirement of these issues is reported as an expenditure of the debt service fund in the year in which the debt matures or is repaid, whichever is earlier.

14) Equity Classifications

Government-Wide Statements

Equity is classified as Net Position and displayed in three components:

- a. Net Investment in Capital Assets – Consists of capital assets including restricted capital assets, net of accumulated depreciation and reduced by the outstanding balances of any bonds, mortgages, notes, or other borrowings that are attributable to the acquisition, construction, or improvement of those assets.
- b. Restricted Net Position – Consists of net position with constraints placed on their use either by 1) external groups such as creditors, grantors, contributors, or laws or regulations of other governments or, 2) law through constitutional provisions or enabling legislation.
- c. Unrestricted Net Position – All other net position that does not meet the definition of “restricted” or “net investment in capital assets”.

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

1. Summary of Significant Accounting Policies (Continued)
D. Assets, Liabilities, and Net Position or Equity (Continued)

14) Equity Classifications (Continued)

When both restricted and unrestricted resources are available for use, it is the Village's policy to use restricted resources first, then unrestricted resources as they are needed.

Fund Financial Statements

Government fund equity is classified as fund balance.

In the fund financial statements, governmental fund balance is presented in five possible categories:

Nonspendable – resources which cannot be spent because they are either a) not in spendable form or; b) legally or contractually required to be maintained intact.

Restricted – resources with constraints placed on the use of resources are either a) externally imposed by creditors (such as through debt covenants), grantors, contributors, or laws or regulations of other governments; or b) imposed by law through constitutional provisions or enabling legislation.

Committed – resources which are subject to limitation the government imposes upon itself at its highest level of decision making, and that remain binding unless removed in the same manner.

Assigned – resources neither restricted nor committed for which a government has a stated intended use as established by the Village Board or a body or official to which the Village Board has delegated the authority to assign amounts for specific purposes.

Unassigned – resources which cannot be properly classified in one of the other four categories. The General Fund is the only fund that reports a positive unassigned fund balance amount. Unassigned balances also include negative balances in the governmental funds reporting resources restricted for specific programs.

When restricted and other fund balance resources are available for use, it is the Village's practice to use restricted resources first, followed by committed, assigned, and unassigned amounts, respectively.

Any excess revenues and other financing sources over expenditures and other financing uses at the end of the fiscal year will be added to the General Fund unassigned fund balance. Windsor will work to achieve and then maintain an unassigned fund balance in the General Fund to provide for unanticipated expense of a non-recurring nature. It is Windsor's goal to maintain a General Fund unassigned fund balance at a range of not less than 25% to 30% of the current operating budget.

Windsor's long-term goal is to maintain an unassigned General Fund balance that would alleviate the need to borrow short-term for operation cash flow needs. Unassigned fund balance in the General Fund that exceeds this goal may be used for one-time expenditures or unforeseen costs (e.g., uninsured damages). The General Fund unassigned fund balance is not intended to be used for recurring costs, which should be included in the operating budget.

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

1. Summary of Significant Accounting Policies (Continued)
D. Assets, Liabilities, and Net Position or Equity (Continued)

15) Land Held for Resale

The government-wide financial statements include land held for resale. This represents the original cost of land purchased by the Village's CDA and held for resale back to developers in the future. The value of the asset has been adjusted and reduced to the cost of the remaining number of acres. The amount reported on the statement of net position also includes the value of property purchased with debt proceeds borrowed in the capital projects fund for future Village downtown revitalization that is anticipated to be sold to developers in the future.

16) Claims and Judgments

Claims and judgments are recorded as liabilities if all the conditions of Governmental Accounting Standards Board pronouncements are met. Claims and judgments that would normally be liquidated with expendable available financial resources are recorded during the year as expenditures in the governmental funds. If they are not to be liquidated with expendable available financial resources, no liability is recognized in the governmental fund statements. The related expenditure is recognized when the liability is liquidated. Claims and judgments are recorded in the government-wide statements as expenses when the related liabilities are incurred. There were no significant claims or judgments at year-end and no accrual was determined to be needed.

E. Utility Rates – Proprietary Funds

The Village of Windsor Sewer Utility operates under service rules which are established by the Village Board. The Water Utility operates under service rules which are established by the Public Service Commission of Wisconsin. Water rate charges are regulated by the Public Service Commission. Billings are made to customers on a monthly basis for water and sewer service. Current Water Utility rates were effective March 21, 2024, as approved by the Public Service Commission.

F. Income Taxes

The Village of Windsor Water and Sewer Utilities are municipal utilities. Municipal utilities are exempt from income taxes and therefore no income tax liability is recorded.

G. Budgetary Information

The Village's budget is adopted in accordance with Chapter 65 of the Wisconsin Statutes. Changes to appropriations authorized in the adopted budget generally require a vote of two-thirds of the entire membership of the governing body. Budgetary expenditure control is exercised at the individual account level.

Budget amounts include appropriations authorized in the original budget, any board approved amendments, appropriations of restricted resources received for funding specific expenditures and designated portions of the beginning balance of the general fund's equity expected to finance expenditures of the current fiscal year. Unused appropriations lapse at year-end unless specifically carried over for financing subsequent year expenditures.

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

1. Summary of Significant Accounting Policies (Continued)
G. Budgetary Information (Continued)

The General Fund includes special revenue funds that do not meet the criteria of an individual fund under GASB 54. The budgetary comparison schedule on page 58 does not include these special revenue funds. A reconciliation is provided to reconcile to the Statement of Revenues, Expenditures and Changes in Fund Balances presented on page 6.

H. Inter-fund Transactions

Quasi-external transactions are accounted for as revenues, expenditures or expenses.

Transactions that constitute reimbursements to a fund for expenditures/expenses initially made from it that are properly applicable to another fund are recorded as expenditures/expenses in the reimbursing fund and as reductions of expenditures/expenses in the fund that is reimbursed.

All other inter-fund transactions, except quasi-external transactions and reimbursements, are reported as transfers.

I. Tax Incremental Financing District

The Village has two Tax Incremental Districts (TID). TID's are authorized by Section 66.1105 of the Wisconsin Statutes. It is a method by which the Village can recover its project costs in the designated district of the Village. Those costs are recovered through tax increments, which are placed on the tax rolls. The transactions of the TIDs are shown in the TIF District No. 1 and TIF District No. 2 funds.

J. Limitations on the Village Tax Levy

As part of Wisconsin's Act 28 (2009), legislation was passed that limits the Village's future tax levies. Generally, the Village is limited to its prior tax levy dollar amount (excluding TIF districts), increased by the greater of the percentage change in the Village's equalized value due to new construction, or 0%. Changes in debt service from one year to the next are generally exempt from this limit.

K. Change in Accounting Principles

Effective January 1, 2024, the Village adopted GASB Statement No. 100, Accounting Changes and Error Corrections. GASB 100 was issued to enhance accounting and financial reporting requirements for accounting changes and error corrections to provide more understandable, reliable, relevant, consistent, and comparable information for making decisions or assessing accountability. See note 11 regarding any changes subject to this standard.

Effective January 1, 2024, the Village adopted GASB Statement No. 101, Compensated Absences. GASB 101 was issued to provide guidance on the accounting and financial reporting for compensated absences. The Village's calculation of the compensated absences liability did not change as a result of implementing this standard.

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

2. Cash and Cash Equivalents/Investments

As previously discussed, cash for all Village funds are pooled for investment purposes. At December 31, 2024, the cash and investments consist of the following:

<u>Village Deposits</u>	
Petty Cash/Cash on Hand	\$ 200
Deposits with Financial Institutions	22,088,050
Wisconsin Local Government Investment Pool	1,659,958
Debt Securities	
U.S. Treasury Bonds and Bills	8,719,382
U.S. Government Bonds	390,827
Government Money Market Funds	7,751,717
Certificates of Deposit	585,008
Total Cash and Investments	<u>\$ 41,195,142</u>

Cash and investments as of December 31, 2024 are classified in the accompanying financial statements as follows:

Government-Wide Statement of Net Position	
Cash and Investments	\$ 20,370,341
Restricted Cash and Investments	13,429,556
Fiduciary Statement of Net Position	
Cash and Investments	<u>7,395,245</u>
	<u>\$ 41,195,142</u>

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

2. Cash and Cash Equivalents/Investments (Continued)

Investments Authorized by Wisconsin Statutes

Investment of Village funds is restricted by State Statutes. Available investments are limited to:

- (1) Deposits in any credit union, bank, savings bank, trust company or savings and loan association which is authorized to transact business in this State;
- (2) Bonds or securities issued or guaranteed as to principal and interest by the federal government, or by a commission, board or other instrumentality of the federal government;
- (3) Bonds or securities of any county, drainage district, technical college, village, city, town, or school district of this State;
- (4) Any security which matures or which may be tendered for purchase at the option of the holder within not more than seven years of the date on which it is acquired, if that security has a rating which is the highest or second highest rating category assigned by Standard & Poor's Corporation, Moody's investor service or other similar nationally recognized rating agency or if that security is senior to, or on a parity with, a security of the same issuer which has such a rating;
- (5) Bonds or securities issued under the authority of the municipality;
- (6) The local government pooled-investment fund as established under Section 25.50 of the Wisconsin Statutes;
- (7) Agreements in which a public depository agrees to repay funds advanced to it by the Village plus interest, if the agreement is secured by bonds or securities issued or guaranteed as to principal and interest by the federal government;
- (8) Securities of an open-end management investment company or investment trust, subject to various conditions and investment options;
- (9) Repurchase agreements with public depositories, with certain conditions;
- (10) Bonds issued by the University of Wisconsin Hospital and Clinics Authority, and the Wisconsin Aerospace Authority.

Interest Rate Risk

Interest rate risk is the risk that changes in market interest rates will adversely affect the fair value of an investment. Generally, the longer the maturity of an investment, the greater the sensitivity of its fair value to changes in market interest rates.

The Village's investment policy states that it will minimize this risk by structuring the investment portfolio so that securities mature to meet cash requirements for ongoing operations, thereby avoiding the need to sell securities on the open market prior to maturity. The Village's investments included the following:

<u>Investment Type</u>	<u>Fair Value</u>	<u>Investment Maturities</u>			
		<u>Less Than 6 Months</u>	<u>6 Months to 1 Year</u>	<u>1 Year to 5 Years</u>	<u>More Than 5 Years</u>
Local Government Investment Pool	\$ 1,659,958	\$ 1,659,958	\$ -	\$ -	\$ -
U.S. Treasury Bonds and Bills	8,719,382	8,287,511	382,329	49,542	-
U.S. Government Bonds	390,827	202,220	173,922	14,685	-
Certificates of Deposit	585,008	271,017	151,362	162,629	-
Total	\$ 11,355,175	\$ 10,420,706	\$ 707,613	\$ 226,856	\$ -

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

2. Cash and Cash Equivalents/Investments (Continued)

Credit Risk

Generally, credit risk is the risk that an issuer of an investment will not fulfill its obligation to the holder of the investment. State law limits investments in commercial paper, corporate bonds and mutual bond funds to the top two ratings issued by nationally recognized statistical rating organizations. The Village’s formal investment policy limits this risk by limiting investments to the type of securities permitted by state statutes. As of December 31, 2024, the Village’s investments were rated as follows:

<u>Investment Type</u>	<u>Rating</u>	<u>Carrying Value</u>
Local Government Investment Pool	Unrated	\$ 1,659,958
Mutual Funds	AAAm	4,000,000
U.S Government Bonds	AA+	390,827
U.S. Treasury Bills	A-1+	8,287,511
U.S. Treasury Bonds	AA+	431,871
		<u>\$ 14,770,167</u>

Custodial Credit Risk

Custodial credit risk for deposits is the risk that, in the event of the failure of a depository financial institution, the Village would not be able to recover its deposits or will not be able to recover collateral securities that are in the possession of an outside party. The custodial risk for investments is the risk that, in the event of failure of the counterparty (e.g. broker-dealer) to a transaction, the Village would not be able to recover the value of its investment of collateral securities that are in the possession of another party. The Village does not have an investment policy for custodial credit risk.

Deposits in each local and area bank are insured by the FDIC in the amount of \$250,000 for time and savings accounts and \$250,000 for demand deposit accounts. Bank accounts and the local government investment pool are also insured by the State Deposit Guarantee Fund in the amount of \$1,000,000. However, due to the relatively small size of the Guarantee Fund in relationship to the total deposits covered and other legal implications, recovery of material principal losses may be significant to individual organizations.

The Wisconsin Local Government Investment Pool (LGIP) is part of the State Investment Fund (SIF) and is managed by the State of Wisconsin Investment Board (SWIB). The SIF is not registered with the Securities and Exchange Commission but operates under the statutory authority of Wisconsin Chapter 25. The SIF reports the fair value of its underlying assets annually. All investments are valued at amortized cost by the SIF for purposes of calculating earnings to each participant. Specifically, the SIF distributes income to pool participants monthly, based on their average daily share balance. Distributions include interest income based on stated rates (both paid and accrued), amortization of discounts and premiums on a straight-line basis, realized investment gains and losses calculated on an amortized cost basis, and investment expenses. This method does not distribute to participants any unrealized gains or losses generated by the pool’s investments.

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

2. Cash and Cash Equivalents/Investments (Continued)

Detailed information about the SIF is available in separately issued financial statements available at <http://www.doa.state.wi.us/Divisions/Budget-and-Finance/LGIP>. Participants in the LGIP have the right to withdraw their funds in total on one day's notice. At December 31, 2024, the fair value of the Village's share of the LGIP's assets was substantially equal to the amount reported above. Information on derivatives was not available to the Village.

SWIB may invest in obligations of the U.S. Treasury and its agencies, Commercial Paper, Bank Time Deposits/Certificates of Deposit, Bankers' Acceptances, Asset Backed Securities and Repurchase Agreements secured by the U.S. Government or its agencies and other instruments authorized under State Investment Fund investment guidelines. Investment allocation in the LGIP as of December 31, 2024 was: 97% in U.S. Government Securities, and 3% in Commercial Paper, Certificates of Deposit, and Time Deposits. The Wisconsin State Treasurer updates the investment allocations on a monthly basis.

As of December 31, 2024, any Village deposits with financial institutions that were in excess of federal and state depository insurance limits were covered by additional letters of credit that provided coverage for custodial credit risk. Deposit coverage was as follows:

Insured by Federal Deposit Insurance	\$	1,335,008
Insured State Deposit Insurance		1,171,990
Insured by Letter of Credit in the Village's Name		20,635,399
	\$	<u>23,142,397</u>

Fluctuating cash flows during the year due to tax collections, receipt of state aids and proceeds from borrowing may have resulted in temporary balances during the year exceeding uninsured amounts at the balance sheet date.

Concentration of Credit Risk

It is the policy of the Village to diversify its investment portfolio. Investments shall be diversified by 1) Limiting investments to avoid over concentration in securities from a specific issuer, industry or business sector, excluding U.S. Treasury obligations; 2) Investing in securities with varying maturities; 3) Continuously investing a portion of the investment portfolio in readily available funds such as local government investment pools, money market accounts or money market mutual funds permissible under Wisconsin State Statute.

Restricted Cash

The following schedule details the restricted cash at December 31, 2024:

	Governmental	Business-Type Funds	
	Funds	Water Utility	Sewer Utility
Impact Fees	\$ 1,714,157	\$ 385,252	\$ -
Unspent Bond Proceeds	8,835,669	432,278	-
Debt Reserve	1,018,757	425,400	-
Debt Redemption	-	42,512	-
Water Replacement Fund	-	575,531	-
	<u>\$ 11,568,583</u>	<u>\$ 1,860,973</u>	<u>\$ -</u>

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

3. Fair Value Measurement

Financial assets required to be measured on a recurring basis are classified under a three-tier hierarchy for fair value investments. Fair value is the amount that would be received to sell an asset, or paid to settle a liability, in an orderly transaction between market participants at the measurement date.

The Village uses the following hierarchical disclosure framework:

Level 1 – Measurement based upon quoted prices for identical assets in an active market as of the reporting date.

Level 2 – Measurement based upon marketplace inputs other than Level 1 that are observable, either directly or indirectly, such as quoted prices in active markets for similar assets or liabilities, quoted prices for identical or similar assets or liabilities in inactive markets, or other inputs that are observable or can be corroborated by observable market data for substantially the full term of the assets or liabilities.

Level 3 – Measurement based on the Village’s assumptions about a hypothetical marketplace because observable market inputs are not available as of the reporting date.

The Village uses appropriate valuation techniques based on the available inputs to measure the fair values of its assets and liabilities. When available, the Village measures fair value using Level 1 inputs because they generally provide the most reliable evidence of fair value. Level 3 inputs have the lowest priority.

Assets at Fair Value as of December 31, 2024				
	Fair Value	Level 1	Level 2	Level 3
Government Bonds	\$ 390,827	\$ -	\$ 390,827	\$ -
U.S. Treasury Bonds	8,719,382	-	8,719,382	-
Negotiable CDs	585,008	-	585,008	-
	<u>\$ 9,695,217</u>	<u>\$ -</u>	<u>\$ 9,695,217</u>	<u>\$ -</u>

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

4. Capital Assets

Capital asset activity in the governmental activities for the year ended December 31, 2024 was as follows:

	<u>Balance 1/1/24</u>	<u>Additions</u>	<u>Retirements</u>	<u>Balance 12/31/24</u>
Governmental Activities				
Non-depreciable Capital Assets:				
Land and Improvements	\$ 12,722,771	\$ 179,964	\$ (2,250)	\$ 12,900,485
Conservation Easements	1,268,267	-	-	1,268,267
Construction in Progress	4,391,574	10,048,838	(3,788,724)	10,651,688
Total Non-depreciable Capital Assets	<u>18,382,612</u>	<u>10,228,802</u>	<u>(3,790,974)</u>	<u>24,820,440</u>
Capital Assets Being Depreciated:				
Buildings and Improvements	10,663,660	3,644,483	(1,547,306)	12,760,837
Equipment	3,316,726	872,755	(72,159)	4,117,322
Infrastructure	34,987,001	3,492,099	(98,862)	38,380,238
Total Capital Assets Being Depreciated	<u>48,967,387</u>	<u>8,009,337</u>	<u>(1,718,327)</u>	<u>55,258,397</u>
Total Capital Assets	<u>67,349,999</u>	<u>18,238,139</u>	<u>(5,509,301)</u>	<u>80,078,837</u>
Less: Accumulated Depreciation for:				
Buildings and Improvements	(3,106,610)	(316,657)	1,100,996	(2,322,271)
Equipment	(1,680,785)	(342,039)	29,543	(1,993,281)
Infrastructure	(15,855,276)	(1,484,674)	98,862	(17,241,088)
Total Accumulated Depreciation	<u>(20,642,671)</u>	<u>(2,143,370)</u>	<u>1,229,401</u>	<u>(21,556,640)</u>
Capital Assets Net of Depreciation	<u>\$ 46,707,328</u>	<u>\$ 16,094,769</u>	<u>\$ (4,279,900)</u>	<u>\$ 58,522,197</u>

Depreciation expense was charged to functions as follows:

Governmental Activities	
General Government	\$ 31,151
Public Safety	52,291
Public Works	1,737,900
Culture, Recreation and Education	322,028
Total Governmental Activities Depreciation Expense	<u>\$ 2,143,370</u>

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

4. Capital Assets (Continued)

Capital assets activity in the business-type activities for the year ended December 31, 2024 was as follows:

	<u>Balance 1/1/24</u>	<u>Additions</u>	<u>Retirements</u>	<u>Balance 12/31/24</u>
Business-Type Activities				
<u>Water Utility</u>				
Non-depreciable Capital Assets:				
Land	\$ 127,420	\$ -	\$ -	\$ 127,420
Construction Work in Progress	4,120	906,579	(64,580)	846,119
Total Non-depreciable Capital Assets	<u>131,540</u>	<u>906,579</u>	<u>(64,580)</u>	<u>973,539</u>
Capital Assets Being Depreciated:				
Source of Supply	2,341,527	-	-	2,341,527
Pumping Equipment	2,037,293	-	-	2,037,293
Water Treatment	8,155	-	-	8,155
Transmission and Distribution	19,870,718	704,649	(37,708)	20,537,659
Administrative and General Assets	534,588	63	-	534,651
Total Capital Assets Being Depreciated	<u>24,792,281</u>	<u>704,712</u>	<u>(37,708)</u>	<u>25,459,285</u>
Total Capital Assets	<u>24,923,821</u>	<u>1,611,291</u>	<u>(102,288)</u>	<u>26,432,824</u>
Less: Accumulated Depreciation	<u>(4,312,517)</u>	<u>(568,127)</u>	<u>37,708</u>	<u>(4,842,936)</u>
Capital Assets Net of Depreciation	<u>\$ 20,611,304</u>	<u>\$ 1,043,164</u>	<u>\$ (64,580)</u>	<u>\$ 21,589,888</u>
	<u>Balance 1/1/24</u>	<u>Additions</u>	<u>Retirements</u>	<u>Balance 12/31/24</u>
Business-Type Activities				
<u>Sewer Utility</u>				
Non-depreciable Capital Assets:				
Land	\$ 53,025	\$ -	\$ -	\$ 53,025
Construction in Progress	-	219,637	-	219,637
Total Non-depreciable Capital Assets	<u>53,025</u>	<u>219,637</u>	<u>-</u>	<u>272,662</u>
Capital Assets Being Depreciated:				
Collection	9,823,795	508,860	-	10,332,655
Pumping Equipment	224,019	15,049	-	239,068
Administrative and General Assets	141,471	-	-	141,471
Total Capital Assets Being Depreciated	<u>10,189,285</u>	<u>523,909</u>	<u>-</u>	<u>10,713,194</u>
Total Capital Assets	<u>10,242,310</u>	<u>743,546</u>	<u>-</u>	<u>10,985,856</u>
Less: Accumulated Depreciation	<u>(3,044,906)</u>	<u>(193,043)</u>	<u>-</u>	<u>(3,237,949)</u>
Capital Assets Net of Depreciation	<u>\$ 7,197,404</u>	<u>\$ 550,503</u>	<u>\$ -</u>	<u>\$ 7,747,907</u>

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

4. Capital Assets (Continued)

Depreciation expense was charged to functions as follows:

Business-Type Activities:	
Water Utility	\$ 568,127
Sewer Utility	193,043
Total	<u>\$ 761,170</u>

5. Long-Term Obligations

Long-term obligations activity for the year ended December 31, 2024 was as follows:

	Balance 1/1/24	Increases	Decreases	Balance 12/31/24
Governmental Activities				
Bonds, Notes and Other Payables:				
General Obligation Bonds and Notes	\$ 32,540,000	\$ 16,750,000	\$ (2,305,000)	\$ 46,985,000
Notes from Direct Borrowing	320,000	-	(105,000)	215,000
Add/(Subtract) Deferred Amounts For:				
(Discounts)/Premiums	1,157,162	1,140,059	(98,742)	2,198,479
Subtotal	<u>34,017,162</u>	<u>17,890,059</u>	<u>(2,508,742)</u>	<u>49,398,479</u>
Other Liabilities:				
Compensated Absences	57,036	8,941	-	65,977
Total Other Liabilities	<u>57,036</u>	<u>8,941</u>	<u>-</u>	<u>65,977</u>
Total Governmental Activities Long-Term Liabilities	<u>\$ 34,074,198</u>	<u>\$ 17,899,000</u>	<u>\$ (2,508,742)</u>	<u>\$ 49,464,456</u>
Business-Type Activities				
Bonds, Notes and Other Payables:				
General Obligation Bonds and Notes	\$ 2,600,000	\$ -	\$ (280,000)	\$ 2,320,000
Direct Borrowing - Revenue Bonds	295,198	510,531	(28,018)	777,711
Revenue Bonds	5,130,000	-	(190,000)	4,940,000
Add/(Subtract) Deferred Amounts For:				
(Discounts)/Premiums	259,485	-	(18,578)	240,907
Subtotal	<u>8,284,683</u>	<u>510,531</u>	<u>(516,596)</u>	<u>8,278,618</u>
Other Liabilities:				
Compensated Absences	12,916	-	-	12,916
Total Other Liabilities	<u>12,916</u>	<u>-</u>	<u>-</u>	<u>12,916</u>
Total Business-Type Activities Long-Term Liabilities	<u>\$ 8,297,599</u>	<u>\$ 510,531</u>	<u>\$ (516,596)</u>	<u>\$ 8,291,534</u>

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

5. Long-Term Obligations (Continued)

Payments on the bonds and notes payable that pertain to the Village's governmental activities are made by the debt service funds, except for TIF debt. The compensated absences liability attributable to the governmental activities will be liquidated primarily by the General Fund and the liability attributable to the business-type activities will be liquidated by the Water and Sewer utilities.

General Obligation Debt

All general obligation notes and bond payable are backed by the full faith and credit of the Village. Notes and bonds in the governmental funds will be retired by future property tax levies and revenues accumulated by the debt service fund. Business-type activities debt is payable by revenues from user fees of those funds, or if the revenues are not sufficient, by future tax levies.

Cities, Villages, and Townships are statutorily limited to using 5% of their equalized value to borrow general obligation debt. According to these state statutes, the Village of Windsor is limited to borrowing \$89,529,495. General obligation debt subject to this limit is \$49,520,000 leaving the Village with an available debt margin of \$40,009,495 as of December 31, 2024.

General obligation long-term debt issues outstanding at December 31, 2024 and total debt outstanding were as follows:

<u>Original Amount</u>	<u>Date of Issue</u>	<u>Year of Maturity</u>	<u>Interest Rate</u>	<u>Outstanding Principal</u>	<u>Amount Due Within One Year</u>
Governmental Activities					
\$ 2,160,000	2/16/2015	2025	0.5-2.3%	\$ 150,000	\$ 150,000
500,000	3/31/2015	2025	2.47%	50,000	50,000
3,000,000	10/7/2015	2035	3.0-4.125%	2,450,000	150,000
690,000	6/21/2016	2026	2.00-2.75%	10,000	5,000
550,000	2/2/2017	2027	2.65%	165,000	55,000
5,975,000	9/5/2018	2038	3.0-3.375%	4,870,000	255,000
6,290,000	9/26/2019	2032	3.00%	4,740,000	430,000
7,215,000	3/19/2020	2040	2.0-3.0%	5,715,000	835,000
1,915,000	12/10/2020	2034	1.4-2.0%	1,765,000	100,000
4,640,000	3/24/2022	2037	2.5-3.0%	4,220,000	340,000
6,760,000	6/8/2023	2038	4.00%	6,315,000	115,000
16,750,000	6/3/2024	2044	4.0-5.0%	16,750,000	-
Total Governmental Activities -- General Obligation Debt				<u>\$ 47,200,000</u>	<u>\$ 2,485,000</u>

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

5. Long-Term Obligations (Continued)

General Obligation Debt (Continued)

Original Amount	Date of Issue	Year of Maturity	Interest Rate	Outstanding Principal	Amount Due Within One Year
Business-Type Activities					
Water Utility					
\$ 1,280,000	6/21/2016	2029	2.00-3.00%	\$ 535,000	\$ 105,000
1,180,000	7/12/2017	2035	1.20-3.25%	745,000	65,000
545,000	6/29/2019	2032	3.00%	350,000	35,000
550,000	3/19/2020	2033	2.0-3.0%	400,000	40,000
360,000	3/24/2022	2032	2.5-3.0%	290,000	35,000
Total Business-Type Activities -- General Obligation Debt				<u>\$ 2,320,000</u>	<u>\$ 280,000</u>

The annual payments necessary to retire the general obligation debt including interest are as follows:

Year	Governmental Activities General Obligation Debt			Governmental Activities Notes from Direct Borrowings		
	Principal	Interest	Total	Principal	Interest	Total
2025	\$ 2,380,000	\$ 1,844,580	\$ 4,224,580	\$ 105,000	\$ 5,623	\$ 110,623
2026	2,700,000	1,575,104	4,275,104	55,000	2,915	57,915
2027	2,505,000	1,485,885	3,990,885	55,000	1,457	56,457
2028	2,505,000	1,403,185	3,908,185	-	-	-
2029	2,860,000	1,314,285	4,174,285	-	-	-
2030-2034	16,060,000	4,901,141	20,961,141	-	-	-
2035-2039	11,895,000	2,244,344	14,139,344	-	-	-
2040-2044	6,080,000	573,150	6,653,150	-	-	-
Total	<u>\$46,985,000</u>	<u>\$ 15,341,674</u>	<u>\$62,326,674</u>	<u>\$ 215,000</u>	<u>\$ 9,995</u>	<u>\$ 224,995</u>

Year	Business-Type Activities General Obligation Debt		
	Principal	Interest	Total
2025	\$ 280,000	\$ 57,966	\$ 337,966
2026	290,000	50,273	340,273
2027	300,000	42,085	342,085
2028	315,000	33,838	348,838
2029	275,000	26,483	301,483
2030-2034	785,000	56,425	841,425
2035-2039	75,000	1,219	76,219
Total	<u>\$ 2,320,000</u>	<u>\$ 268,289</u>	<u>\$ 2,588,289</u>

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

5. Long-Term Obligations (Continued)

Revenue Debt

Business-type activities revenue bonds are payable only from revenue derived from the operation of the water and sewer utilities. Revenue debt outstanding at December 31, 2024 is as follows:

	Original Amount	Date of Issue	Year of Maturity	Interest Rate	Outstanding Principal	Amount Due Within One Year
Business-Type Activities						
Water Utility						
	\$ 500,000	6/12/2013	2033	1.155%	\$ 267,180	\$ 28,341
	3,150,000	12/29/2022	2037	4.00%	2,805,000	170,000
	2,160,000	6/8/2023	2043	3.25-5.00%	2,135,000	75,000
	762,290 *	8/14/2024	2044	2.365%	510,531	20,259
	Total Business-Type Activities -- Revenue Debt				<u>\$ 5,717,711</u>	<u>\$ 293,600</u>

*The 2024 Revenue Bonds issued August 14, 2024 were through the Department of Administration and are being used to finance the Water Utility infrastructure improvements. The Village takes draws against the loan as project costs are incurred. Loan draws to date in 2024 totaled \$510,531 with maximum allowable loan draws up to \$762,290.

Debt service requirements to maturity are as follows:

Year	Business-Type Activities Revenue Debt - Direct Borrowings			Business-Type Activities Revenue Debt - Not Direct Borrowings		
	Principal	Interest	Total	Principal	Interest	Total
2025	\$ 48,600	\$ 14,384	\$ 62,984	\$ 245,000	\$ 196,850	\$ 441,850
2026	49,407	13,943	63,350	250,000	186,200	436,200
2027	50,228	13,113	63,341	260,000	175,225	435,225
2028	51,065	12,269	63,334	275,000	163,700	438,700
2029	51,918	11,408	63,326	285,000	151,625	436,625
2030-2034	241,529	43,728	285,257	1,625,000	561,894	2,186,894
2035-2039	134,165	25,913	160,078	1,405,000	230,669	1,635,669
2040-2044	150,799	9,081	159,880	595,000	48,900	643,900
Total	<u>\$ 777,711</u>	<u>\$ 143,839</u>	<u>\$ 761,670</u>	<u>\$ 4,940,000</u>	<u>\$ 1,715,063</u>	<u>\$ 6,655,063</u>

The following information is provided in compliance with the resolution creating the revenue bonds:

Number of Customers: The Water Utility had the following number of customers and billed volumes for 2024:

Water	Customers	(000 gals)
Residential	2,134	90,131
Commercial	83	19,719
Industrial	9	28,555
Public Authority	12	5,722
Multifamily	55	19,931
	<u>2,293</u>	<u>164,058</u>

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

5. Long-Term Obligations (Continued)

Revenue Debt (Continued)

Insurance: The Water Utility is exposed to various risks of loss related to torts, theft of, damage to, or destruction of assets, errors and omissions, workers compensation, and health care of its employees. These risks are covered through the purchase of commercial insurance, with minimal deductibles. Settled claims have not exceeded coverage in any of the last three years. There were no significant reductions in coverage compared to the prior year. Expiration for the following policies is December 10, 2025.

The Utility is covered under the following insurance policies at December 31, 2024:

Type	Coverage
Valuation Policy - Village Coverage	
Buildings and Contents	\$ 26,792,826
Property in the Open	7,211,909
Contractors Equipment	1,790,310
Water Utility Included in Above Coverage	
Water Towers, Stations, Reservoir and Buildings	9,325,453
Wells and Infrastructure	3,744,200

Debt Coverage Revenue Requirement: Under terms of the resolution providing for the issuance of revenue bonds, revenue less operating expenses excluding depreciation must exceed 1.25 times the annual debt service of the bonds. The coverage requirement calculation is as follows:

	<u>Windsor</u> <u>Water Utility</u>
<u>Bond Reserves</u>	
Replacement Account	\$ 575,531
Redemption Account	425,400
Total	<u>\$ 1,000,931</u>
<u>Coverage Covenant Calculation</u>	
Gross Revenue	\$ 1,430,291
Other Revenues	236,179
Operation and Maintenance Expenses - (Excluding Depreciation)	<u>(497,398)</u>
Net Revenues	<u>\$ 1,169,072</u>
Maximum annual debt service	<u>\$ 504,835</u>
Percent Coverage	232%
Percent Coverage Required	125%

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

6. Interfund Transactions

The following interfund payables and receivables were outstanding as of December 31, 2024.

Receivable Fund	Payable Fund	Amount	Purpose
Interfunds			
General	Community Center (Custodial)	\$ 869	Reimbursement
CDA	General Fund	62,329	Parkside PILOT
Sub-Total - Fund Financial Statements		<u>63,198</u>	
Advances			
General	TIF District #2	20,072	Cash Shortfall
Sub-Total - Fund Financial Statements		<u>20,072</u>	
Less: Fund Eliminations		(82,401)	
Less: Interfund with Custodial Funds		(869)	
Total - Government-Wide Statement of Net Position		<u>\$ -</u>	

On the fund financial statements, the amount payable from TIF District #1 and #2 to the General Fund is reported as an advance payable and a corresponding nonspendable fund balance as it is not expected to be repaid within one year. There is currently no repayment schedule. Repayment will be from future tax increment revenues.

For the Statement of Net Position, interfund balances which are owed within the governmental or business activities are netted and eliminated.

The following are interfund transfers that occurred:

Receivable Fund	Payable Fund	Amount	Purpose
General Fund	Water Utility	\$ 262,379	Tax Equivalent
CDA	General Fund	62,329	Operations
Sub-Total - Governmental Fund Financial Statements		<u>324,708</u>	
Less: Fund Eliminations		(62,329)	
Total Transfers - Government-Wide Statement of Activities		<u>\$ 262,379</u>	

For the Statement of Activities, inter-fund transfers within the governmental activities or business-type activities are netted and eliminated.

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

7. Leases as Lessor

Lease of Village Hall - Lessor

On September 4, 2003, the Village entered into a lease with the Dane County Sheriff's Department for occupancy of approximately 2,500 square feet of the existing Village Hall for the period of January 1, 2004 through August 31, 2004. Effective September 1, 2004, the Dane County Sheriff's Department occupied approximately 7,000 square feet of the remodeled Village Hall. The Village occupies and maintains the remaining portion of the building. The lease term is for twenty-one years commencing January 1, 2004 and ending midnight of the 31st day of December 2024. Effective January 1, 2005, the lease calls for the Sheriff's Department to pay \$12,700 a quarter, on the first day of January, April, July, and October through 2024.

Subsequent to yearend, the Village sold the property to the Dane County Sheriff's Department and will enter into a short-term lease to remain in the building until the new municipal building is completed.

Lease of Village Owned Property - Lessor

During 2019 and 2020 the Village purchased several properties for the purpose of acquiring land for future Village revitalization projects. Several of these properties had tenant rental agreements that transferred to the Village. All but one of the remaining rental agreements have expired. Rental income from this property during 2024 was \$7,000.

The Village has entered into lease agreements where the Village is the lessor. In the statement of activities, lease revenue for the year ended December 31, 2024 was as follows:

Lease-related Revenue	Governmental Activities
Lease Revenue	
Office Space	\$ (57,893)
Total Lease Revenue	(57,893)
Interest Revenue	(2,293)
Total	\$ (60,186)

Aggregate future cash flows for the revenue generated by the lease receivable and interest for the Village as of December 31, 2024 were as follows:

Year Ended December 31,	Governmental Activities		
	Principal	Interest	Total Receipts
2024	\$ (53,767)	\$ (970)	\$ (54,737)
Total Future Receipts	\$ (53,767)	\$ (970)	\$ (54,737)

The above excludes lease arrangements that do not meet the definition of a long-term lease under the applicable standards. As described above, the Village has other short-term operating leases as a lessor where the Village receives payments based on agreed upon terms.

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

8. Defined Benefit Pension Plan

Plan description. The WRS is a cost-sharing multiple-employer defined benefit pension plan. WRS benefits and other plan provisions are established by Chapter 40 of the Wisconsin Statutes. Benefit terms may only be modified by the legislature. The retirement system is administered by the Wisconsin Department of Employee Trust Funds (ETF). The system provides coverage to all eligible State of Wisconsin, local government and other public employees. All employees, initially employed by a participating WRS employer on or after July 1, 2011, and expected to work at least 1200 hours a year (880 hours for teachers and school district educational support employees) and expected to be employed for at least one year from employee's date of hire are eligible to participate in the WRS.

ETF issues a standalone Annual Comprehensive Financial Report (ACFR), which can be found at [https:// etf.wi.gov/about-etf/reports-and-studies/financial-reports-and-statements](https://etf.wi.gov/about-etf/reports-and-studies/financial-reports-and-statements).

Additionally, ETF issued a standalone Wisconsin Retirement System Financial Report, which can also be found using the link above.

Vesting. For employees beginning participation on or after January 1, 1990, and no longer actively employed on or after April 24, 1998, creditable service in each of five years is required for eligibility for a retirement annuity. Participants employed prior to 1990 and on or after April 24, 1998, and prior to July 1, 2011, are immediately vested. Participants who initially became WRS eligible on or after July 1, 2011, must have five years of creditable service to be vested.

Benefits provided. Employees who retire at or after age 65 (54 for protective occupations and 62 for elected officials and executive service retirement plan participants, if hired on or before 12/31/2016) are entitled to a retirement benefit based on a formula factor, their final average earnings, and creditable service.

Final average earnings is the average of the participant's three highest annual earnings periods. Creditable service includes current service and prior service for which a participant received earnings and made contributions as required. Creditable service also includes creditable military service. The retirement benefit will be calculated as a money purchase benefit based on the employee's contributions plus matching employer's contributions, with interest, if that benefit is higher than the formula benefit.

Vested participants may retire at or after age 55 (50 for protective occupations) and receive an actuarially-reduced benefit. Participants terminating covered employment prior to eligibility for an annuity may either receive employee-required contributions plus interest as a separation benefit or leave contributions on deposit and defer application until eligible to receive a retirement benefit.

The WRS also provides death and disability benefits for employees.

Post-Retirement Adjustments. The Employee Trust Funds Board may periodically adjust annuity payments from the retirement system based on annual investment performance in accordance with s. 40.27, Wis. Stat. An increase (or decrease) in annuity payments may result when investment gains (losses), together with other actuarial experience factors, create a surplus (shortfall) in the reserves, as determined by the system's consulting actuary. Annuity increases are not based on cost of living or other similar factors. For Core annuities, decreases may be applied only to previously granted increases. By law, Core annuities cannot be reduced to an amount below the original, guaranteed amount (the "floor") set at retirement.

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

8. Defined Benefit Pension Plan (Continued)

The Core and Variable annuity adjustments granted during recent years are as follows:

Year	Core Fund Adjustment (%)	Variable Fund Adjustment (%)
2014	4.7	25.0
2015	2.9	2.0
2016	0.5	(5.0)
2017	2.0	4.0
2018	2.4	17.0
2019	0.0	(10.0)
2020	1.7	21.0
2021	5.1	13.0
2022	7.4	15.0
2023	1.6	(21.0)

Contributions. Required contributions are determined by an annual actuarial valuation in accordance with Chapter 40 of the Wisconsin Statutes. The employee required contribution is one-half of the actuarially determined contribution rate for general category employees, including teachers, and Executives and Elected Officials. Required contributions for protective employees are the same rate as general employees. Employers are required to contribute the remainder of the actuarially determined contribution rate. The employer may not pay the employee required contribution unless provided for by an existing collective bargaining agreement.

During the reporting period, the WRS recognized \$81,418 in contributions from the Village.

Contribution rates as of December 31, 2024 are:

Employee Category	Employee	Employer
General (including teachers, executives and elected officials)	6.90%	6.90%
Protective with Social Security	6.90%	14.30%
Protective without Social Security	6.90%	19.10%

Pension Liabilities, Pension Expense (Revenue), and Deferred Outflows of Resources and Deferred Inflows of Resources Related to Pensions

At December 31, 2024 the Village reported a liability (asset) of \$94,960 for its proportionate share of the net pension liability (asset). The net pension liability (asset) was measured as of December 31, 2023, and the total pension liability used to calculate the net pension liability (asset) was determined by an actuarial valuation as of December 31, 2022 rolled forward to December 31, 2023. No material changes in assumptions or benefit terms occurred between the actuarial valuation date and the measurement date. The Village's proportion of the net pension liability (asset) was based on the Village's share of contributions to the pension plan relative to the contributions of all participating employers. At December 31, 2023, the Village's proportion was 0.00638692%, which was a decrease of 0.00005221% from its proportion measured as of December 31, 2022.

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

8. Defined Benefit Pension Plan (Continued)

For the year ended December 31, 2024, the Village recognized pension expense (revenue) of \$65,395.

At December 31, 2024, the Village reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

	Deferred Outflows of Resources	Deferred Inflows of Resources
Differences between expected and actual experience	\$ 382,883	\$ (507,129)
Net differences between projected and actual earnings on pension plan investments	330,924	-
Changes in assumptions	41,390	-
Changes in proportion and differences between employer contributions and proportionate share of contributions	988	(1,991)
Employer contributions subsequent to the measurement date	100,671	-
Total	\$ 856,856	\$ (509,120)

\$100,671 reported as deferred outflows related to pension resulting from the Village's contributions subsequent to the measurement date will be recognized as a reduction of the net pension liability (asset) in the year ended December 31, 2025.

Other amounts reported as deferred outflows of resources and deferred inflows of resources related to pension will be recognized in pension expense (revenue) as follows:

Year Ended December 31:	Net Deferred Outflows (Inflows) of Resources
2025	\$ 50,426
2026	53,205
2027	207,401
2028	(63,967)
Total	\$ 247,065

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

8. Defined Benefit Pension Plan (Continued)

Actuarial assumptions. The total pension liability in the December 31, 2023, actuarial valuation was determined using the following actuarial assumptions, applied to all periods included in the measurement:

Actuarial Valuation Date:	December 31, 2022
Measurement Date of Net Pension Liability (Asset):	December 31, 2023
	January 1, 2018 - December 31, 2020
Experience Study:	Published November 19, 2021
Actuarial Cost Method:	Entry Age Normal
Asset Valuation Method:	Fair Value
Long-Term Expected Rate of Return:	6.8%
Discount Rate:	6.8%
Salary Increases:	
Wage Inflation	3.0%
Seniority/Merit	0.1% - 5.6%
Mortality:	2020 WRS Experience Mortality Table
Post-Retirement Adjustments*	1.7%

* No post-retirement adjustment is guaranteed. Actual adjustments are based on recognized investment return, actuarial experience and other factors. 1.7% is the assumed annual adjustment based on the investment return assumption and the post-retirement discount rate.

Actuarial assumptions are based upon an experience study conducted in 2021 that covered a three-year period from January 1, 2018 to December 31, 2020. The Total Pension Liability for December 31, 2023 is based upon a roll-forward of the liability calculated from the December 31, 2022 actuarial valuation.

Long-term expected Return on Plan Assets. The long-term expected rate of return on pension plan investments was determined using a building-block method in which best-estimate ranges of expected future real rates of return (expected returns, net of pension plan investment expense and inflation) are developed for each major asset class. These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentage and by adding expected inflation. The target allocation and best estimates of geometric real rates of return for each major asset class are summarized in the following table:

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

8. Defined Benefit Pension Plan (Continued)

Asset Allocation Targets and Expected Returns¹

As of December 31, 2023

<u>Core Fund Asset Class</u>	<u>Asset Allocation %</u>	<u>Long-Term Expected Nominal Rate of Return %</u>	<u>Long-Term Expected Real Rate of Return %²</u>
Public Equity	40	7.3	4.5
Public Fixed Income	27	5.8	3.0
Inflation Sensitive	19	4.4	1.7
Real Estate	8	5.8	3.0
Private Equity/Debt	18	9.6	6.7
Leverage ³	(12)	3.7	1.0
Total Core Fund	<u>100</u>	7.4	4.6
<u>Variable Fund Asset Class</u>			
U.S. Equities	70	6.8	4.0
International Equities	30	7.6	4.8
Total Variable Fund	<u>100</u>	7.3	4.5

¹Asset Allocations are managed within established ranges; target percentages may differ from actual monthly allocations.

²New England Pension Consultants Long Term US CPI (Inflation) Forecast: 2.7%.

³The investment policy used for the Core Fund involves reducing equity exposure by leveraging lower-volatility assets, such as fixed income securities. Currently, an asset allocation target of 12% policy leverage is used, subject to an allowable range of up to 20%.

Single Discount rate. A single discount rate of 6.8% was used to measure the Total Pension Liability for the current and prior year. The discount rate is based on the expected rate of return on pension plan investments of 6.8% and a municipal bond rate of 3.77% (Source: Fixed-income municipal bonds with 20 years to maturity that include only federally tax-exempt municipal bonds as reported in Fidelity Index’s “20-year Municipal GO AA Index” as of December 31, 2023. In describing this index, Fidelity notes that the Municipal Curves are constructed using option-adjusted analytics of a diverse population of over 10,000 tax-exempt securities.). Because of the unique structure of WRS, the 6.8% expected rate of return implies that a dividend of approximately 1.7% will always be paid. For purposes of the single discount rate, it was assumed that the dividend would always be paid. The projection of cash flows used to determine this single discount rate assumed that plan member contributions will be made at the current contribution rate and that employer contributions will be made at rates equal to the difference between actuarially determined contribution rates and the member rate. Based on these assumptions, the pension plan’s fiduciary net position was projected to be available to make all projected future benefit payments (including expected dividends) of current plan members. Therefore, the municipal bond rate of return on pension plan investments was applied to all periods of projected benefit payments to determine the total pension liability.

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

8. Defined Benefit Pension Plan (Continued)

Sensitivity of the Village’s proportionate share of the net pension liability (asset) to changes in the discount rate. The following presents the Village’s proportionate share of the net pension liability (asset) calculated using the discount rate of 6.80 percent, as well as what the Village’s proportionate share of the net pension liability (asset) would be if it were calculated using a discount rate that is 1-percentage-point lower (5.80 percent) or 1-percentage-point higher (7.80 percent) than the current rate:

	1% Decrease to Discount Rate (5.80%)	Current Discount Rate (6.80%)	1% Increase to Discount Rate (7.80%)
Village's proportionate share of the net pension liability (asset)	\$ 917,845	\$ 94,960	\$ (480,845)

Pension plan fiduciary net position. Detailed information about the pension plan’s fiduciary net position is available in separately issued financial statements available at <https://etf.wi.gov/about-etf/reports-and-studies/financial-reports-and-statements>.

Allocation of Pension Plan Disclosures

Pension amounts are allocated between governmental and proprietary funds based on the percentage of required contributions or retirement expenses accounted for in each fund type.

9. Other Postemployment Benefits – Multi-Employer Life Insurance Plan

Plan description. The Local Retiree Life Insurance Fund (LRLIF) is a multiple-employer, defined benefit OPEB plan. LRLIF benefits and other plan provisions are established by Chapter 40 of the Wisconsin Statutes. The Wisconsin Department of Employee Trust Funds (ETF) and the Group Insurance Board have statutory authority for program administration and oversight. The plan provides post-employment life insurance benefits for all eligible members.

OPEB Plan Fiduciary Net Position. ETF issues a standalone Annual Comprehensive Financial Report (ACFR), which can be found at <https://etf.wi.gov/about-etf/reports-and-studies/financial-reports-and-statements>.

Additionally, ETF issued a standalone Retiree Life Insurance Financial Report, which can also be found using the link above.

Benefits provided. The LRLIF plan provides fully paid-up life insurance benefits for post-age 64 retired members and pre-65 retirees who pay for their coverage.

Contributions.

The Group Insurance Board approves contribution rates annually, based on recommendations from the insurance carrier. Recommended rates are based on an annual valuation, taking into consideration an estimate of the present value of future benefits and the present value of future contributions. A portion of employer contributions made during a member’s working lifetime funds a post-retirement benefit.

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

9. Other Postemployment Benefits – Multi-Employer Life Insurance Plan (Continued)

Employers are required to pay the following contributions based on member contributions for active members to provide them with Basic Coverage after age 65. There are no employer contributions required for pre-age 65 annuitant coverage. If a member retires prior to age 65, they must continue paying the member premiums until age 65 in order to be eligible for the benefit after age 65.

Contribution rates as of December 31, 2023 are:

Coverage Type	Employer Contribution
50% Post Retirement Coverage	40% of Member Contribution

Member contributions are based upon nine age bands through age 69 and an additional eight age bands for those age 70 and over. Participating members must pay monthly contribution rates per \$1,000 of coverage until the age of 65 (age 70 if active). The member contribution rates in effect for the year ended December 31, 2023 are as listed below:

Life Insurance		
Member Contribution Rates*		
For the year ended December 31, 2023		
Attained Age	Basic	Supplemental
Under 30	\$0.05	\$0.05
30-34	0.06	0.06
35-39	0.07	0.07
40-44	0.08	0.08
45-49	0.12	0.12
50-54	0.22	0.22
55-59	0.39	0.39
60-64	0.49	0.49
65-69	0.57	0.57

*Disabled members under age 70 receive a waiver-of-premium benefit.

During the reporting period, the LRLIF recognized \$1,079 in contributions from the employer.

OPEB Liabilities, OPEB Expense (Revenue), and Deferred Outflows of Resources and Deferred Inflows of Resources Related to OPEBs

At December 31, 2024, the LRLIF Employer reported a liability (asset) of \$243,807 for its proportionate share of the net OPEB liability (asset). The net OPEB liability (asset) was measured as of December 31, 2023, and the total OPEB liability used to calculate the net OPEB liability (asset) was determined by an actuarial valuation as of January 1, 2023 rolled forward to December 31, 2023. No material changes in assumptions or benefit terms occurred between the actuarial valuation date and the measurement date. The Village's proportion of the net OPEB liability (asset) was based on the Village's share of contributions to the OPEB plan relative to the contributions of all participating employers. At December 31, 2023, the Village's proportion was .052994%, which was an increase of .002069% from its proportion measured as of December 31, 2022.

For the year ended December 31, 2024, the Village recognized OPEB expense of \$15,946.

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

9. Other Postemployment Benefits – Multi-Employer Life Insurance Plan (Continued)

At December 31, 2024, the Village reported deferred outflows of resources and deferred inflows of resources related to OPEBs from the following sources:

	Deferred Outflows of Resources	Deferred Inflows of Resources
Differences between expected and actual experience	\$ -	\$ (21,577)
Net differences between projected and actual earnings on plan investments	3,294	-
Changes in actuarial assumptions	76,265	(96,006)
Changes in proportion and differences between employer contributions and proportionate share of contributions	12,712	(19,020)
Employer contributions subsequent to the measurement date	1,079	-
Totals	\$ 93,350	\$ (136,603)

\$1,079 reported as deferred outflows related to OPEB resulting from the Village employer's contributions subsequent to the measurement date will be recognized as a reduction of the net OPEB liability (asset) in the year ended December 31, 2025.

Other amounts reported as deferred outflows of resources and deferred inflows of resources related to OPEB will be recognized in OPEB expense as follows:

Year Ended December 31:	Net Deferred Outflows (Inflows) of Resources
2025	\$ (4,830)
2026	(1,008)
2027	(9,951)
2028	(16,534)
2029	(16,111)
Thereafter	4,102
Total	\$ (44,332)

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

9. Other Postemployment Benefits – Multi-Employer Life Insurance Plan (Continued)

Actuarial assumptions. The total OPEB liability in the January 1, 2023, actuarial valuation was determined using the following actuarial assumptions, applied to all periods included in the measurement:

Actuarial Valuation Date:	January 1, 2023
Measurement Date of Net OPEB Liability (Asset)	December 31, 2023
WRS Experience Study:	January 1, 2018 - December 31, 2020, Published November 19, 2021
Actuarial Cost Method:	Entry Age Normal
20 Year Tax-Exempt Municipal Bond Yield*:	3.26%
Long-Term Expected Rated of Return:	4.25%
Discount Rate:	3.32%
Salary Increases	
Wage Inflation:	3.00%
Seniority/Merit:	0.1% - 5.6%
Mortality:	2020 WRS Experience Mortality Table

*Based on the Bond Buyers GO 20-Bond Municipal Index.

Actuarial assumptions are based upon an experience study conducted in 2021 that covered a three-year period from January 1, 2018 to December 31, 2020. The Total OPEB Liability for December 31, 2023 is based upon a roll-forward of the liability calculated from the January 1, 2023 actuarial valuation.

Long-term expected Return on Plan Assets. The long-term expected rate of return is determined by adding expected inflation to expected long-term real returns and reflecting expected volatility and correlation. Investments for the LRLIF are held with Securian, the insurance carrier. Interest is calculated and credited to the LRLIF based on the rate of return for a segment of the insurance carriers' general fund, specifically 10-year A-Bonds (as a proxy, and not tied to any specific investments). The overall aggregate interest rate is calculated using a tiered approach based on the year the funds were originally invested and the rate of return for that year. Investment interest is credited based on the aggregate rate of return and assets are not adjusted to fair market value. Furthermore, the insurance carrier guarantees the principal amounts of the reserves, including all interest previously credited thereto.

Local OPEB Life Insurance
Asset Allocation Targets and Expected
Returns As of December 31,
2023

Asset Class	Index	Target Allocation	Long-Term Expected Geometric Real Rate of Return
US Intermediate Credit Bonds	Bloomberg US Interm Credit	40%	2.32%
US Mortgages	Bloomberg US MBS	60%	2.52%
Inflation			2.30%
Long-Term Expected Rate of Return			4.25%

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

9. Other Postemployment Benefits – Multi-Employer Life Insurance Plan (Continued)

Single Discount rate. A single discount rate of 3.32% was used to measure the Total OPEB Liability for the current year, as opposed to a discount rate of 3.76% for the prior year. The significant change in the discount rate was primarily caused by the decrease in the municipal bond rate from 3.72% as of December 31, 2022 to 3.26% as of December 31, 2023. The Plan’s fiduciary net position was projected to be insufficient to make all projected future benefit payments of current active and inactive members. Therefore, the discount rate for calculating the Total OPEB Liability is equal to the single equivalent rate that results in the same actuarial present value as the long-term expected rate of return applied to benefit payments, to the extent that the plan’s fiduciary net position is projected to be sufficient to make projected benefit payments, and the municipal bond rate applied to benefit payment to the extent that the plan’s fiduciary net position is projected to be insufficient. The plan’s fiduciary net position was projected to be available to make projected future benefit payments of current plan members through December 31, 2036.

The projection of cash flows used to determine the single discount rate assumed that employer contributions will be made according to the current employer contribution schedule and that contributions are made by plan members retiring prior to age 65.

Sensitivity of the Village’s proportionate share of the net OPEB liability (asset) to changes in the discount rate. The following presents the Village’s proportionate share of the net OPEB liability (asset) calculated using the discount rate of 3.32 percent, as well as what the Village’s proportionate share of the net OPEB liability (asset) would be if it were calculated using a discount rate that is 1-percentage-point lower (2.32 percent) or 1-percentage-point higher (4.32 percent) than the current rate:

	1% Decrease to Discount Rate (2.32%)	Current Discount Rate (3.32%)	1% Increase to Discount Rate (4.32%)
Village's proportionate share of the net OPEB liability (asset)	\$ 327,589	\$ 243,807	\$ 179,854

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

10. Inter-municipal Agreements

Fire Protection

The Village of Windsor, along with the Village of DeForest have entered into an agreement for Fire and EMS services for these two municipalities. Additional municipalities are provided fire protection and emergency services through service contracts.

Each municipality appoints the Village President to the Fire and EMS District Board. Costs are to be shared based upon the equalized values of the respective municipalities. The Village has an equity interest in the District equal to its percentage share of participation. Any participating municipality may withdraw from the District provided 18 months written notice is given to the other municipalities and the District. The withdrawing municipality is due their equity interest in the Fire District equipment and assets less any proportionate share of debt and lease expenditures due.

The Village's equity interest of \$695,042 is recorded in the government-wide Statement of Position. Changes in the equity interest are reported on the Statement of Activities. The equalized valuation percentage for the participating municipalities is as follows:

	<u>2024</u>
Village of Windsor	42%
Village of DeForest	58%
	<u>100%</u>

The Village's share of Fire and EMS District costs in 2024 amounted to \$552,913, excluding fire insurance dues of \$61,792. The latest budget figures indicate the Village's portion of the 2025 budget to be \$809,562. The Fire District issues separate financial statements.

Additionally, the Village has approved cost sharing agreements with the Village of DeForest for the design and future construction of a second facility. The future design and construction of the second facility has not yet commenced. The Village of Windsor will provide for the location and contract for the services. The Village of DeForest will reimburse Windsor based on the agreed proportionate shares. Subsequent to yearend the Village approved a design and project management contract totaling \$862,000.

Community Center

The Village of Windsor together with the Town of Vienna and Village of DeForest entered into an agreement regarding the programs and operation of the Cornerstone Community Center (formerly the DeForest Area Community and Senior Center) (the "Center"). The agreement was executed on July 6, 1993. The Center provides services to seniors in the Windsor / DeForest area and provides a community center for local community events. In 2003, the Village began acting as the fiscal agent for the Center and starting in 2021, the Community Center began taking over the day-to-day accounting for the Center. The Village still processes payroll for the Center as the employees are considered employees of the Village.

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

10. Inter-municipal Agreements (Continued)

The communities share in the operation of the Center based upon the proportionate share of a community's population located in the Center's service area to the total population of the area served. For 2024, the communities shared in the operations of the Center, approximately as follows:

	2024
Village of Windsor	43.8%
Village of DeForest	53.6%
Town of Vienna	2.6%
Total	100%

The agreement specifies that the Center is to be governed by a nine (9) member commission including one member of the Village of Windsor Board of Trustees and two (2) Village residents appointed by the Village President. Costs are to be shared by the municipalities based on the populations of the respective municipalities.

The purpose of the commission is to provide oversight over the operations of the Center and the programs and services for the senior citizens of the participating municipalities. The agreement between the villages and the township is a continuing agreement and automatically renews from year to year. The commission has the authority to adopt its own budget and control the financial affairs of the Center. However, either the Windsor Village Board or the DeForest Village Board have the authority to veto the commission's budget. The Village made a payment totaling \$258,408 to the Center in 2024. The latest budget figures indicate the Village's portion of the 2025 Center budget is \$270,106. The Village believes that the Center will continue to provide services in the future at similar rates. Financial information of the Center as of December 31, 2024 is available at the Village of Windsor Village Hall and at the Center's office.

The Village has an equity interest in the Center equal to its percentage share of participation. The equity interest relative to financial assets is reported in the governmental activities column of the government-wide Statement of Net Position. Changes in the equity interest are reported on the Statement of Activities. At December 31, 2024 the equity interest was \$1,208,593.

11. Fund Balance

Restatement

The beginning fund balances have been restated in accordance with GASB Statement No. 100 and as follows:

	Reporting Units Affected by Adjustments to and Restatements of Beginning Balances	
	Funds	
	TIF #1	Non-major Governmental
Beginning of year, as previously reported	\$ (421,800)	\$ 2,807,309
Change from major to nonmajor	421,800	(421,800)
Beginning of year, restated	\$ -	\$ 2,385,509

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

11. Fund Balance (Continued)

The following is the schedule of fund balances by type as of December 31, 2024:

	Nonspendable	Restricted	Committed	Assigned	Unassigned	Total
<u>General Fund</u>						
Cash Management	\$ -	\$ -	\$ -	\$ -	\$ 180,000	\$ 180,000
Advances Receivable	20,072	-	-	-	-	20,072
Reserve Replacement	-	-	-	120,933	-	120,933
Emergency Management	-	-	-	100,000	-	100,000
Parks	-	100,614	-	-	-	100,614
Token Creek Conservancy	-	-	64,281	-	-	64,281
Unassigned	-	-	-	-	4,303,992	4,303,992
Total General Fund	<u>\$ 20,072</u>	<u>\$ 100,614</u>	<u>\$ 64,281</u>	<u>\$ 220,933</u>	<u>\$ 4,483,992</u>	<u>\$ 4,889,892</u>
<u>Debt Service Fund</u>						
Debt Service	\$ -	\$ 1,018,757	\$ -	\$ 231,258	\$ -	\$ 1,250,015
Total Debt Service Fund	<u>\$ -</u>	<u>\$ 1,018,757</u>	<u>\$ -</u>	<u>\$ 231,258</u>	<u>\$ -</u>	<u>\$ 1,250,015</u>
<u>Capital Projects Fund</u>						
Capital Projects Fund	\$ -	\$ 8,835,669	\$ -	\$ 3,792,990	\$ -	\$ 12,628,659
Total Capital Projects Fund	<u>\$ -</u>	<u>\$ 8,835,669</u>	<u>\$ -</u>	<u>\$ 3,792,990</u>	<u>\$ -</u>	<u>\$ 12,628,659</u>
<u>Non-Major Funds</u>						
Community Development Authority	\$ -	\$ 594,240	\$ -	\$ -	\$ -	\$ 594,240
Developer Charge-Back	-	29,253	-	-	-	29,253
Purchase of Development Rights Fund	-	14,631	-	-	-	14,631
Parkland Fees	-	323,499	-	-	-	323,499
Capital Projects Reserve/Replacement	996	-	-	305,715	-	306,711
Impact Fee Fund	-	1,710,594	-	-	-	1,710,594
TIF District #1 (Deficit)	-	-	-	-	(125,300)	(125,300)
TIF District #2 (Deficit)	-	-	-	-	(20,072)	(20,072)
Special Grant Fund	-	5	-	-	-	5
Total Non-Major Funds	<u>\$ 996</u>	<u>\$ 2,672,222</u>	<u>\$ -</u>	<u>\$ 305,715</u>	<u>\$ (145,372)</u>	<u>\$ 2,833,561</u>
Total	<u>\$ 21,068</u>	<u>\$ 12,627,262</u>	<u>\$ 64,281</u>	<u>\$ 4,550,896</u>	<u>\$ 4,338,620</u>	<u>\$ 21,602,127</u>

Deficit Fund Balance

The deficit in the TIF District #1 and #2 is anticipated to be recovered by future tax increment.

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

12. Net Position

Net position reported on the government-wide Statement of Net Position at December 31, 2024 includes the following:

Governmental Activities	
Net Investment in Capital Assets	
Capital assets, net	\$ 58,522,197
Less: Current portion of long-term debt	(2,485,000)
Less: Long-term debt outstanding	(46,913,479)
Plus: Unspent bond proceeds	8,835,669
Plus: Debt not related to capital assets	2,058,500
Total Net Investment in Capital Assets	20,017,887
Restricted Net Position	
Special Revenues	367,383
Capital Projects	1,790,898
Debt Service	1,613,077
Other	100,619
Total Restricted Net Position	3,871,977
Unrestricted Net Position	8,812,314
Total Net Position	\$ 32,702,178

Business-Type Activities	Water	Sewer	
Net Investment in Capital Assets	Utility	Utility	Total
Capital Assets, net	\$ 21,589,888	\$ 7,747,907	\$ 29,337,795
Less: related long-term debt outstanding	(8,278,618)	-	(8,278,618)
Unspent Bond Proceeds	432,278	-	432,278
Net Investment in Capital Assets	13,743,548	7,747,907	21,491,455
Restricted Net Position			
Debt Service	467,912	-	467,912
Capital Projects:			
Replacement Funds	575,531	-	575,531
Impact Fees	385,252	-	385,252
Total Restricted Net Position	1,428,695	-	1,428,695
Unrestricted Net Position	2,568,459	2,984,920	5,553,379
Total Net Position	\$ 17,740,702	\$ 10,732,827	\$ 28,473,529

13. Risk Management

The Village is exposed to various risks of loss related to torts; theft of, damage to, or destruction of assets; error and omissions; workers compensation; and health care of its employees. All risks are covered through the purchase of commercial insurance, with minimal deductibles. Settled claims have not exceeded the commercial coverage in any of the past three years.

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

14. Tax Abatements

Developer Commitments and Incentives

In 2023 the Village approved a developer agreement that includes TIF financing assistance. In consideration for construction of public infrastructure as well as meeting a guaranteed assessment value, the TIF # 2 will provide up to \$745,000 in financial assistance. Future payments are subject to meeting several conditions and shall be in an amount equal to 80% of the excess tax increment received by the Village each year. As of December 31, 2024, the necessary conditions have not been met. The agreement is a pay as you go subject to sufficient tax increment assessments, therefore no financial obligation has been accrued. The Village anticipates the first payment to be made in 2026. Payments will be made from TIF #2.

In 2024 the Village approved a developer agreement that includes transfer of village land available for development and TIF financing assistance. In consideration for development of property and meeting a guaranteed assessment value, the Village will transfer ownership of development parcel for \$1.00 and the TIF #1 will provide up to \$180,000 in financial assistance. Future payments are subject to meeting several conditions and shall be in an amount equal to 80% of the excess tax increment received by the Village each year. As of December 31, 2024, the necessary conditions have not been met and no financial obligation has been accrued. Payments will be made from TIF #2. The Village did transfer ownership of the parcel specified in the agreement in 2024. The Village has the right to repurchase the parcel equal to what the Developer paid if conditions are not met as outlined in the development agreement.

15. American Rescue Plan Act (ARPA)

The Coronavirus State and Local Fiscal Recovery Funds (SLFRF), a part of the American Rescue Plan, delivers \$350 billion to state, local, and Tribal governments across the country to support their response to and recovery from the COVID-19 public health emergency. Municipalities can spend the fund into the following four eligible use categories: replace lost public sector revenue; support the COVID-19 public health and economic response; provide premium pay for eligible workers performing essential work; and invest in water, sewer, and broadband infrastructure. In June 2021 and in June 2022, the Village received \$400,043 and \$400,043 in Local Fiscal Recovery Funds from the American Rescue Plan Act, respectively. Revenue is recognized as allowable costs are incurred. As of December 31, 2024, the Village has spent the entire \$800,086.

16. Subsequent Events and Commitments

As of December 31, 2024, the Village had commitments related to construction projects in process. Significant outstanding contract balances are as follows:

Project	Contract Amount	Incurred to Date	Contract Balance
Fireman's Park Shelter Construction	\$ 3,554,314	\$ 3,376,599	177,715
Municipal Building Construction Management	756,732	523,130	233,602
Windsor Municipal Building Architecture and Design	14,802,352	10,904,605	3,897,747
Charlie Grimm Boardwalk Improvements	507,582	-	507,582
Annual Street and Utility Projects	1,184,933	756,958	427,975
Windsor Rd & CTH CV Traffic Signal	309,199	-	309,199
CTH CV/Lake Rd. Utility and Multi-Use Path Engineering	456,000	32,554	423,446
Morrison St/Maple St Construction Admin & Observation	113,700	-	113,700
Fireman's Park Sign	76,630	38,315	38,315

VILLAGE OF WINDSOR
Notes to Financial Statements
December 31, 2024

16. Subsequent Events and Commitments (Continued)

Construction and Capital Purchases

Subsequent to yearend, the Village entered into several construction projects and contract commitments. The following projects were approved in 2025:

Project	Contract Amount
Fire / EMS Station No. 2 Intergovernmental Project - Cost Sharing Agreement	\$ 698,000
Windsor Post Office Revitalization Project	284,000
CTH CV-Lake Road Utility and Multi-use Path Improvement Project	4,225,334
Crack sealing and chip sealing projects	1,107,470
2025 Street Maintenance and Resurfacing Engineering Services	119,800
2025 Street and Path Improvements Windsor Rd and Depot St.	461,694
Manthe Rd Resurfacing Project	371,967
Purchase of Utility Department Truck	67,814
Purchase of Plow Truck	61,734

The Village intends to finance the construction and projects noted above with Water Utility debt issued in 2025 as well as fund balance and unspent debt proceeds from prior issuance.

Future Grant Funded Projects

In addition to the capital projects noted above, the Village has approved projects partially funded by grants awarded as follows:

- Windsor Road replacement - \$1,100,488 funded 80% through Department of Transportation grant funds.
- Meixner Road pavement - \$848,000 funded 90% through Department of Transportation grant funds.
- Windsor Road multi use path - \$633,715 funded 75% through Department of Transportation grant funds.
- Charlie Grimm boardwalk - \$434,475 with 111,210 funded by federal grant dollars and \$215,000 with county grant funds.

Borrowing

Subsequent to yearend, the Village authorized the issuance of \$2,273,204 Water System Revenue Bonds Series 2025A for the purpose of water infrastructure improvements.

Utility Rates

Subsequent to yearend, an approved water rate increase has also been implemented and was effective March 21, 2025.

Other

Subsequent to yearend, the village purchased two properties one for \$423,000 and the second for \$292,000.

17. Effective of New Accounting Standards on Current Period Financial Statements

The Governmental Accounting Standards Board (GASB) has adopted GASB Statement No. 102, *Certain Risk Disclosures*, effective for periods beginning after June 15, 2024, GASB Statement No. 103, *Financial Reporting Model Improvements*, effective for periods beginning after June 15, 2025, and GASB Statement No. 104, *Disclosure of Certain Capital Assets*, effective for periods beginning after June 15, 2025. When these become effective, application of these standards may restate portions of these financial statements.

REQUIRED SUPPLEMENTARY INFORMATION

VILLAGE OF WINDSOR

**Statement of Revenues, Expenditures and Changes in Fund Balance
Budget and Actual (with Variances) - General Fund
For the Year Ended December 31, 2024**

	Budgeted Amounts		Actual Amounts, Budgetary Basis	Variance with Final Budget - Positive (Negative)
	Original	Final		
REVENUES				
Property Taxes	\$ 2,662,188	\$ 2,662,188	\$ 2,662,187	\$ (1)
Other Taxes	94,847	94,847	119,837	24,990
Intergovernmental	929,291	929,291	959,505	30,214
License and Permits	232,700	232,700	470,295	237,595
Fines, Forfeits and Penalties	10,000	10,000	15,785	5,785
Public Charges for Services	723,588	723,588	732,559	8,971
Intergovernmental Charges for Services	10,500	10,500	12,500	2,000
Interest Income	10,250	10,250	298,595	288,345
Miscellaneous Income	3,000	3,000	16,520	13,520
Total Revenues	4,676,364	4,676,364	5,287,783	611,419
EXPENDITURES				
Current:				
General Government	1,155,741	1,155,741	1,050,063	105,678
Public Safety	1,415,245	1,415,245	1,301,458	113,787
Public Works	1,643,188	1,643,188	1,453,078	190,110
Culture, Recreation and Education	556,298	556,298	535,245	21,053
Conservation and Development	218,013	218,013	180,872	37,141
Total Expenditures	4,988,485	4,988,485	4,520,716	467,769
Excess (Deficiency) of Revenues Over Expenditures	(312,121)	(312,121)	767,067	1,079,188
OTHER FINANCING SOURCES (USES)				
Transfers In	301,164	301,164	262,379	(38,785)
Transfers Out	(54,041)	(54,041)	(62,329)	(8,288)
Total Other Financing Sources and Uses	247,123	247,123	200,050	(47,073)
Net Change in Fund Balance	(64,998)	(64,998)	967,117	1,032,115
Fund Balance - Beginning	3,757,876	3,757,876	3,757,876	-
Fund Balance - Ending	\$ 3,692,878	\$ 3,692,878	\$ 4,724,993	\$ 1,032,115
Reconciliation of Fund Balance:				
Budgetary Fund Balance			\$ 4,724,993	
Perspective Differences:				
Revenues not included in budgetary basis, but included in Statement of Revenues, Expenditures, and Changes in Fund Balances		207,407		
Expenditures not included in budgetary basis, but included in Statement of Revenues, Expenditures, and Changes in Fund Balances		(157,258)		
Beginning fund balance of funds not included in budgetary basis, but included in Statement of Revenues, Expenditures, and Changes in Fund Balances		114,750		
			164,899	
Fund Balance per Statement of Revenues, Expenditures, and Changes in Fund Balances			\$ 4,889,892	

See accompanying notes to the required supplementary information

VILLAGE OF WINDSOR
Wisconsin Retirement System Schedules
December 31, 2024

Schedule of Proportionate Share of the Net Pension Liability (Asset)
As of the Measurement Date

Year ended December 31,	Proportion of the net pension liability (asset)	Proportionate share of the net pension liability (asset)	Covered- employee payroll	Collective net pension liability (asset) as a percentage of its covered-employee payroll	Plan fiduciary net position as a percentage of the total pension liability (asset)
2023	0.00638692%	\$ 94,960	\$ 1,197,340	7.93%	98.85%
2022	0.00643913%	341,126	1,194,093	28.57%	95.72%
2021	0.00643341%	(518,544)	1,111,892	(46.64%)	106.02%
2020	0.00641216%	(400,320)	1,048,363	(38.19%)	105.26%
2019	0.00635801%	(205,011)	1,054,689	(19.44%)	102.96%
2018	0.00608072%	216,333	980,754	22.06%	96.45%
2017	0.00563855%	(167,415)	905,549	(18.49%)	102.93%
2016	0.00589392%	48,580	829,789	5.85%	99.12%
2015	0.00555326%	90,239	809,490	11.15%	98.20%
2014	0.00549710%	(135,024)	780,090	(17.31%)	102.74%

Schedule of Village's Contributions
For the Year Ended

Year ended December 31,	Contractually required contributions	Contributions in relation to the contractually required contributions	Contribution deficiency (excess)	Covered-employee payroll	Contributions as a percentage of covered- employee payroll
2024	\$ 100,671	\$ (100,671)	\$ -	\$ 1,459,007	6.90%
2023	81,420	(81,420)	-	1,197,340	6.80%
2022	77,616	(77,616)	-	1,194,093	6.50%
2021	75,053	(75,053)	-	1,111,892	6.75%
2020	70,765	(70,765)	-	1,048,363	6.75%
2019	69,082	(69,082)	-	1,054,689	6.55%
2018	65,711	(65,711)	-	980,754	6.70%
2017	61,577	(61,577)	-	905,549	6.80%
2016	55,045	(55,045)	-	829,789	6.63%
2015	27,251	(27,251)	-	809,490	3.37%

See accompanying notes to the required supplementary information

VILLAGE OF WINDSOR
Local Retiree Life Insurance Fund Schedules
December 31, 2024

Schedule of Proportionate Share of the Net OPEB Liability (Asset)
As of the Measurement Date

Year ended December 31,	Proportion of the net OPEB liability (asset)	Proportionate share of the net OPEB liability (asset)	Covered- employee payroll	Collective net OPEB liability (asset) as a percentage of its covered-employee payroll	Plan fiduciary net position as a percentage of the total OPEB liability (asset)
2023	0.05299400%	\$ 243,807	\$ 1,207,000	20.20%	33.90%
2022	0.05092500%	194,015	1,134,000	17.11%	38.81%
2021	0.05517600%	326,111	1,136,000	28.71%	29.57%
2020	0.05348100%	294,184	1,028,000	28.62%	31.36%
2019	0.05533700%	235,636	1,061,000	22.21%	37.58%
2018	0.05720400%	147,606	947,000	15.59%	48.69%
2017	0.05891800%	177,260	2,477,670	7.15%	44.81%

Schedule of Village's Contributions
For the Year Ended

Year ended December 31,	Contractually required contributions	Contributions in relation to the contractually required contributions	Contribution deficiency (excess)	Covered- employee payroll	Contributions as a percentage of covered- employee payroll
2024	\$ 1,240	\$ (1,240)	\$ -	\$ 1,296,000	0.10%
2023	1,079	(1,079)	-	1,207,000	0.09%
2022	1,129	(1,129)	-	1,134,000	0.10%
2021	1,129	(1,129)	-	1,136,000	0.10%
2020	1,066	(1,066)	-	1,028,000	0.10%
2019	970	(970)	-	1,061,000	0.09%
2018	1,078	(1,078)	-	947,000	0.11%

See accompanying notes to the required supplementary information

VILLAGE OF WINDSOR
Notes to the Required Supplementary Information
December 31, 2024

1. Budgetary Comparison Schedule

A. Basis of Accounting

The General Fund budgetary comparison schedule has been presented on the modified accrual basis of accounting, which is consistent with accounting principles generally accepted in the United States of America. See Note 1(G) in the notes to the financial statements for more information on the Village's budgetary information.

B. Excess Expenditures over Appropriations

There were no expenditure functions that had expenditures in excess of budgeted amounts for the year ended December 31, 2024.

2. Wisconsin Retirement System Schedules

Changes of benefit terms: There were no changes of benefit terms for any participating employer in WRS.

Changes of assumptions: Based on a three-year experience study conducted in 2021 covering January 1, 2018 through December 31, 2020, the ETF Board adopted assumption changes that were used to measure the total pension liability beginning with the year-end December 31, 2021, including the following:

- Lowering the long-term expected rate of return from 7.0% to 6.8%
- Lowering the discount rate from 7.0% to 6.8%
- Lowering the price inflation rate from 2.5% to 2.4%
- Lowering the post-retirement adjustments from 1.9% to 1.7%
- Mortality assumptions were changed to reflect updated trends by transitioning from the Wisconsin 2018 Mortality Table to the 2020 WRS Experience Mortality Table.

Based on a three-year experience study conducted in 2018 covering January 1, 2015 through December 31, 2017, the ETF Board adopted assumption changes that were used to measure the total pension liability beginning with the year-ended December 31, 2018, including the following:

- Lowering the long-term expected rate of return from 7.2% to 7.0%
- Lowering the discount rate from 7.2% to 7.0%
- Lowering the wage inflation rate from 3.2% to 3.0%
- Lowering the price inflation rate from 2.7% to 2.5%
- Lowering the post-retirement adjustments from 2.1% to 1.9%
- Mortality assumptions were changed to reflect updated trends by transitioning from the Wisconsin 2012 Mortality Table to the Wisconsin 2018 Mortality Table.

VILLAGE OF WINDSOR
Notes to the Required Supplementary Information
December 31, 2024

Significant methods and assumptions used in calculating Wisconsin Retirement System Actuarially Determined Contributions:

	2023	2022	2021	2020	2019
Valuation Date:	December 31, 2021	December 31, 2020	December 31, 2019	December 31, 2018	December 31, 2017
Actuarial Cost Method:	Frozen Entry Age	Frozen Entry Age	Frozen Entry Age	Frozen Entry Age	Frozen Entry Age
Amortization Method:	Level Percent of Payroll-Closed Amortization Period	Level Percent of Payroll-Closed Amortization Period	Level Percent of Payroll-Closed Amortization Period	Level Percent of Payroll-Closed Amortization Period	Level Percent of Payroll-Closed Amortization Period
Amortization Period:	30 Year closed from date of participation in WRS	30 Year closed from date of participation in WRS	30 Year closed from date of participation in WRS	30 Year closed from date of participation in WRS	30 Year closed from date of participation in WRS
Asset Valuation Method:	Five Year Smoothed Market (Closed)	Five Year Smoothed Market (Closed)	Five Year Smoothed Market (Closed)	Five Year Smoothed Market (Closed)	Five Year Smoothed Market (Closed)
Actuarial Assumptions					
Net Investment Rate of Return:	5.4%	5.4%	5.4%	5.4%	5.5%
Weighted based on assumed rate for:					
Pre-retirement:	6.8%	7.0%	7.0%	7.0%	7.2%
Post-retirement:	5.0%	5.0%	5.0%	5.0%	5.0%
Salary Increases					
Wage Inflation:	3.0%	3.0%	3.0%	3.0%	3.2%
Seniority/Merit:	0.1%-5.6%	0.1%-5.6%	0.1%-5.6%	0.1%-5.6%	0.1%-5.6%
Post-retirement Benefit Adjustments*:	1.7%	1.9%	1.9%	1.9%	2.1%
Retirement Age:	Experience-based table of rates that are specific to the type of eligibility condition. Last updated for the 2021 valuation pursuant to an experience study of the period 2018-2020.	Experience - based table of rates that are specific to the type of eligibility condition. Last updated for the 2018 valuation pursuant to an experience study of the period 2015-2017.	Experience - based table of rates that are specific to the type of eligibility condition. Last updated for the 2018 valuation pursuant to an experience study of the period 2015-2017.	Experience - based table of rates that are specific to the type of eligibility condition. Last updated for the 2018 valuation pursuant to an experience study of the period 2015 - 2017.	Experience -based table of rates that are specific to the type of eligibility condition. Last updated for the 2015 valuation pursuant to an experience study of the period 2012 - 2014.
Mortality:	2020 WRS Experience Tables. The rates based on actual WRS experience adjusted for future mortality improvements using the MP-2021 fully generational improvement scale from a base year of 2010.	Wisconsin 2018 Mortality Table. The rates based on actual WRS experience adjusted for future mortality improvements using the MP-2018 fully generational improvement scale (multiplied by 60%).	Wisconsin 2018 Mortality Table. The rates based on actual WRS experience adjusted for future mortality improvements using the MP-2018 fully generational improvement scale (multiplied by 60%).	Wisconsin 2018 Mortality Table. The rates based on actual WRS experience adjusted for future mortality improvements using the MP-2018 fully generational improvement scale (multiplied by 60%).	Wisconsin 2012 Mortality Table. The rates based on actual WRS experience adjusted for future mortality improvements using the MP-2015 fully generational improvement scale (multiplied by 50%).

*No post-retirement adjustment is guaranteed. Actual adjustments are based on recognized investment return, actuarial experience, and other factors. Value is the assumed annual adjustment based on the investment return assumption and the post-retirement discount rate.

VILLAGE OF WINDSOR
Notes to the Required Supplementary Information
December 31, 2024

Significant methods and assumptions used in calculating Wisconsin Retirement System Actuarially Determined Contributions:

	2018	2017	2016	2015	2014
Valuation Date:	December 31, 2016	December 31, 2015	December 31, 2014	December 31, 2013	December 31, 2012
Actuarial Cost Method:	Frozen Entry Age	Frozen Entry Age	Frozen Entry Age	Frozen Entry Age	Frozen Entry Age
Amortization Method:	Level Percent of Payroll-Closed	Level Percent of Payroll-Closed	Level Percent of Payroll-Closed	Level Percent of Payroll-Closed	Level Percent of Payroll-Closed
Amortization Period:	Amortization Period 30 Year closed from date of participation in WRS	Amortization Period 30 Year closed from date of participation in WRS	Amortization Period 30 Year closed from date of participation in WRS	Amortization Period 30 Year closed from date of participation in WRS	Amortization Period 30 Year closed from date of participation in WRS
Asset Valuation Method:	Five Year Smoothed Market (Closed)	Five Year Smoothed Market (Closed)	Five Year Smoothed Market (Closed)	Five Year Smoothed Market (Closed)	Five Year Smoothed Market (Closed)
Actuarial Assumptions					
Net Investment Rate of Return:	5.5%	5.5%	5.5%	5.5%	5.5%
Weighted based on assumed rate for:					
Pre-retirement:	7.2%	7.2%	7.2%	7.2%	7.2%
Post-retirement:	5.0%	5.0%	5.0%	5.0%	5.0%
Salary Increases					
Wage Inflation:	3.2%	3.2%	3.2%	3.2%	3.2%
Seniority/Merit:	0.1%-5.6%	0.1%-5.6%	0.1%-5.6%	0.1%-5.6%	0.1%-5.6%
Post-retirement Benefit Adjustments*:	2.1%	2.1%	2.1%	2.1%	2.1%
Retirement Age:	Experience - based table of rates that are specific to the type of eligibility condition. Last updated for the 2015 valuation pursuant to an experience study of the period 2012 - 2014.	Experience - based table of rates that are specific to the type of eligibility condition. Last updated for the 2015 valuation pursuant to an experience study of the period 2012 - 2014.	Experience-based table of rates that are specific to the type of eligibility condition. Last updated for the 2012 valuation pursuant to an experience study of the period 2009 - 2011.	Experience-based table of rates that are specific to the type of eligibility condition. Last updated for the 2012 valuation pursuant to an experience study of the period 2009 - 2011.	Experience-based table of rates that are specific to the type of eligibility condition. Last updated for the 2012 valuation pursuant to an experience study of the period 2009 - 2011.
Mortality:	Wisconsin 2012 Mortality Table. The rates based on actual WRS experience adjusted for future mortality improvements using the MP-2015 fully generational improvement scale (multiplied by 50%).	Wisconsin 2012 Mortality Table. The rates based on actual WRS experience adjusted for future mortality improvements using the MP-2015 fully generational improvement scale (multiplied by 50%).	Wisconsin 2012 Mortality Table. The rates based on actual WRS experience projected to 2017 with scale BB to all for future improvements (margin) in mortality	Wisconsin 2012 Mortality Table. The rates based on actual WRS experience projected to 2017 with scale BB to all for future improvements (margin) in mortality	Wisconsin 2012 Mortality Table. The rates based on actual WRS experience projected to 2017 with scale BB to all for future improvements (margin) in mortality

*No post-retirement adjustment is guaranteed. Actual adjustments are based on recognized investment return, actuarial experience, and other factors. Value is the assumed annual adjustment based on the investment return assumption and the post-retirement discount rate.

VILLAGE OF WINDSOR
Notes to the Required Supplementary Information
December 31, 2024

3. Local Retiree Life Insurance Schedules

Governmental Accounting Standards Board Statement No. 75 requirements have been implemented prospectively, therefore, the illustrations do not present similar information for the 3 preceding years.

Benefit Terms: There were no recent changes in benefit terms.

Assumptions: In addition to the rate changes detailed in the tables above, the State of Wisconsin Employee Trust Fund Board adopted economic and demographic assumption changes based on a three year experience study performed for the Wisconsin Retirement System. These assumptions are used in the actuarial valuations of OPEB liabilities (assets) for the retiree life insurance programs and are summarized below.

The assumption changes that were used to measure the December 31, 2021 total OPEB liabilities, including the following:

- Lowering the price inflation rate from 2.5% to 2.4%
- Mortality assumptions were changed to reflect updated trends by transitioning from the Wisconsin 2018 Mortality Table to the 2020 WRS Experience Mortality Table.

The assumption changes that were used to measure the December 31, 2018 total OPEB liabilities, including the following:

- Lowering the long-term expected rate of return from 5.00% to 4.25%
- Lowering the wage inflation rate from 3.2% to 3.0%
- Lowering the price inflation rate from 2.7% to 2.5%
- Mortality assumptions were changed to reflect updated trends by transitioning from the Wisconsin 2012 Mortality Table to the Wisconsin 2018 Mortality Table.

SUPPLEMENTARY INFORMATION

VILLAGE OF WINDSOR
 Combining Balance Sheet
 Non-Major Governmental Funds
 December 31, 2024

	Special Revenue Funds		Capital Projects Funds				CDA Community Development Authority	Total Non-Major Governmental Funds	
	Parkland Fees	Developer Chargeback Fund	Special Grant Fund	Purchase of Development Rights	TIF District #1	TIF District #2			Capital Projects Reserve / Replacement
ASSETS									
Cash and Investments	\$ 323,499	\$ 195,901	\$ 5	\$ 14,631	\$ 80,150	\$ -	\$ 314,410	\$ -	\$ 1,461,033
Restricted Cash and Investments	-	-	-	-	-	-	-	1,714,157	1,714,157
Receivables:									
Taxes	-	-	-	-	398,001	-	13,191	-	411,192
Other	31,881	-	-	-	-	-	-	76,741	108,622
Lease Receivables	-	-	-	-	-	-	56,722	-	56,722
Due from Other Funds	-	-	-	-	-	-	-	62,329	62,329
Total Assets	\$ 355,380	\$ 195,901	\$ 5	\$ 14,631	\$ 478,151	\$ -	\$ 384,323	\$ 1,790,898	\$ 3,814,055
LIABILITIES, DEFERRED INFLOWS OF RESOURCES AND FUND BALANCES									
Liabilities:									
Accounts Payable and Accrued Liabilities	\$ -	\$ 166,648	\$ -	\$ -	\$ -	\$ -	\$ 1,886	\$ 3,563	\$ 172,623
Advances Payable	-	-	-	-	-	20,072	-	-	20,072
Total Liabilities	-	166,648	-	-	-	20,072	1,886	3,563	192,695
Deferred Inflows of Resources:									
Tax Levy	-	-	-	-	603,451	-	10,000	-	613,451
Leases	-	-	-	-	-	-	55,726	-	55,726
Other	31,881	-	-	-	-	-	10,000	76,741	118,622
Total Deferred Inflows of Resources	31,881	-	-	-	603,451	-	75,726	76,741	787,799
Fund Balances:									
Nonspendable	-	-	-	-	-	-	996	-	996
Restricted	323,499	29,253	5	14,631	-	-	-	1,710,594	2,672,222
Assigned	-	-	-	-	-	-	305,715	-	305,715
Unassigned (Deficit)	-	-	-	-	(125,300)	(20,072)	-	-	(145,372)
Total Fund Balances	323,499	29,253	5	14,631	(125,300)	(20,072)	306,711	1,710,594	2,833,561
Total Liabilities, Deferred Inflows of Resources and Fund Balances	\$ 355,380	\$ 195,901	\$ 5	\$ 14,631	\$ 478,151	\$ -	\$ 384,323	\$ 1,790,898	\$ 3,814,055

VILLAGE OF WINDSOR

**Combining Statement of Revenues, Expenditures and Changes in Fund Balances
Non-Major Governmental Funds
For the Year Ended December 31, 2024**

	Special Revenue Funds			Capital Projects Funds					CDA	Total
	Parkland Fees	Developer Chargeback Fund	Special Grant Fund	Purchase of Development Rights	Formerly Major Fund TIF District #1	TIF District #2	Capital Projects Reserve/Replacement	Impact Fee	Community Development Authority	Non-Major Governmental Funds
REVENUES										
Property Taxes	\$ -	\$ -	\$ -	\$ -	\$ 563,776	\$ -	\$ 10,000	\$ -	\$ -	\$ 573,776
Intergovernmental	-	-	57,215	-	-	-	-	-	-	57,215
License and Permits	-	-	-	-	-	-	-	225,779	20,581	246,360
Public Charges for Services	153,356	-	-	-	-	-	-	-	-	153,356
Interest and Investment Income (Loss)	21,520	8,130	5,677	763	2,571	-	18,846	86,186	27,935	171,628
Miscellaneous Income	-	-	5,000	-	-	-	69,529	-	4,050	78,579
Total Revenues	174,876	8,130	67,892	763	566,347	-	98,375	311,965	52,566	1,280,914
EXPENDITURES										
Current:										
General Government	-	-	64	-	6,891	3,500	-	-	25,291	35,746
Public Works	-	-	-	-	-	-	-	76,034	-	76,034
Culture, Recreation and Education	-	-	5,000	-	-	-	-	-	-	5,000
Conservation and Development	-	-	-	-	30	1,000	-	-	2,500	3,530
Capital Outlay	353,527	-	101,076	-	4,932	615	35,296	-	23,271	518,717
Debt Service	-	-	-	-	-	-	-	-	-	-
Principal Repayment	-	-	-	-	150,000	-	-	-	-	150,000
Interest Expense and Fiscal Charges	-	-	-	-	107,994	-	-	-	-	107,994
Total Expenditures	353,527	-	106,140	-	269,847	5,115	35,296	76,034	51,062	897,021
Excess (Deficiency) of Revenues Over Expenditures	(178,651)	8,130	(38,248)	763	296,500	(5,115)	63,079	235,931	1,504	383,893
OTHER FINANCING SOURCES (USES)										
Proceeds from Sale of Assets	-	-	-	-	-	-	1,830	-	-	1,830
Transfers In	-	-	-	-	-	-	-	-	62,329	62,329
Total Other Financing Sources and Uses	-	-	-	-	-	-	1,830	-	62,329	64,159
Net Change in Fund Balances	(178,651)	8,130	(38,248)	763	296,500	(5,115)	64,909	235,931	63,833	448,052
Fund Balances (Deficit) - Beginning, as previously reported	502,150	21,123	38,253	13,868	-	(14,957)	241,802	1,474,663	530,407	2,807,309
Change within financial reporting entity (major to non major fund)	-	-	-	-	(421,800)	-	-	-	-	(421,800)
Fund Balances (Deficit) - Beginning, as adjusted	502,150	21,123	38,253	13,868	(421,800)	(14,957)	241,802	1,474,663	530,407	2,385,509
Fund Balances (Deficit) - Ending	\$ 323,499	\$ 29,253	\$ 5	\$ 14,631	\$ (123,300)	\$ (20,072)	\$ 306,711	\$ 1,710,594	\$ 594,240	\$ 2,833,561

VILLAGE OF WINDSOR

Debt Repayment Summary
 Governmental Activities
 Principal Payments
 December 31, 2024

Year	2015 GO	2015 GO	2015 GO	2016 GO	2017 GO	2018 GO	2019 GO	2020 GO	2020 GO	2020 GO	2022 GO	2023 GO	2024 GO	Total GO Debt
2025	\$ 150,000	\$ 150,000	\$ 50,000	\$ 5,000	\$ 55,000	\$ 255,000	\$ 430,000	\$ 835,000	\$ 100,000	\$ 340,000	\$ 115,000	\$ -	\$ 2,485,000	
2026	-	175,000	-	5,000	55,000	395,000	490,000	185,000	225,000	320,000	255,000	650,000	2,755,000	
2027	-	200,000	-	-	55,000	400,000	575,000	160,000	225,000	350,000	325,000	270,000	2,560,000	
2028	-	200,000	-	-	-	425,000	605,000	180,000	225,000	355,000	260,000	255,000	2,505,000	
2029	-	200,000	-	-	-	430,000	630,000	205,000	225,000	365,000	425,000	380,000	2,860,000	
2030	-	225,000	-	-	-	325,000	630,000	330,000	100,000	370,000	505,000	690,000	3,175,000	
2031	-	225,000	-	-	-	325,000	675,000	330,000	100,000	365,000	525,000	800,000	3,345,000	
2032	-	250,000	-	-	-	325,000	705,000	375,000	100,000	380,000	590,000	850,000	3,575,000	
2033	-	275,000	-	-	-	325,000	-	375,000	230,000	335,000	590,000	900,000	3,030,000	
2034	-	275,000	-	-	-	325,000	-	375,000	235,000	260,000	540,000	925,000	2,935,000	
2035	-	275,000	-	-	-	325,000	-	375,000	-	260,000	540,000	985,000	2,760,000	
2036	-	-	-	-	-	325,000	-	375,000	-	260,000	545,000	1,020,000	2,525,000	
2037	-	-	-	-	-	340,000	-	375,000	-	260,000	545,000	1,050,000	2,570,000	
2038	-	-	-	-	-	350,000	-	400,000	-	-	555,000	1,160,000	2,465,000	
2039	-	-	-	-	-	-	-	415,000	-	-	-	1,160,000	1,575,000	
2040	-	-	-	-	-	-	-	425,000	-	-	-	1,100,000	1,525,000	
2041	-	-	-	-	-	-	-	-	-	-	-	1,135,000	1,135,000	
2042	-	-	-	-	-	-	-	-	-	-	-	1,140,000	1,140,000	
2043	-	-	-	-	-	-	-	-	-	-	-	1,140,000	1,140,000	
2044	-	-	-	-	-	-	-	-	-	-	-	1,140,000	1,140,000	
	\$ 150,000	\$ 2,450,000	\$ 50,000	\$ 10,000	\$ 165,000	\$ 4,870,000	\$ 4,740,000	\$ 5,715,000	\$ 1,765,000	\$ 4,220,000	\$ 6,315,000	\$ 16,750,000	\$ 47,200,000	

VILLAGE OF WINDSOR

Debt Repayment Summary
 Governmental Activities
 Interest Payments
 December 31, 2024

Year	2015 GO	2015 GO	2016 GO	2017 GO	2018 GO	2019 GO	2020 GO	2020 GO	2020 GO	2022 GO	2023 GO	2024 GO	Total GO Interest
2025	\$ 1,725	\$ 98,344	\$ 206	\$ 4,373	\$ 150,294	\$ 135,750	\$ 115,375	\$ 31,623	\$ 103,550	\$ 250,300	\$ 957,413	\$ 1,850,202	
2026	-	92,344	69	2,915	142,644	121,950	100,075	28,373	93,650	242,900	753,100	1,578,019	
2027	-	85,344	-	1,458	130,794	105,975	94,900	23,873	83,600	231,300	730,100	1,487,343	
2028	-	77,344	-	-	118,794	88,275	89,800	19,373	73,025	219,600	716,975	1,403,185	
2029	-	69,344	-	-	106,044	69,750	85,050	14,873	62,225	205,900	701,100	1,314,285	
2030	-	61,344	-	-	93,144	50,850	79,700	11,923	51,200	187,300	674,350	1,209,810	
2031	-	52,344	-	-	83,394	31,275	73,100	10,448	42,000	166,700	637,100	1,096,360	
2032	-	43,344	-	-	73,644	10,575	66,050	8,848	34,550	144,400	595,850	977,260	
2033	-	33,344	-	-	63,894	-	58,550	6,068	27,400	120,800	552,100	862,155	
2034	-	22,344	-	-	54,144	-	51,050	2,056	21,288	98,200	506,475	755,556	
2035	-	11,344	-	-	43,988	-	43,550	-	15,600	76,600	458,725	649,806	
2036	-	-	-	-	33,425	-	36,050	-	9,588	54,900	408,600	542,563	
2037	-	-	-	-	22,863	-	28,550	-	3,250	33,100	356,850	444,613	
2038	-	-	-	-	11,813	-	20,800	-	-	11,100	301,600	345,313	
2039	-	-	-	-	-	-	12,650	-	-	-	249,400	262,050	
2040	-	-	-	-	-	-	4,250	-	-	-	204,200	208,450	
2041	-	-	-	-	-	-	-	-	-	-	159,500	159,500	
2042	-	-	-	-	-	-	-	-	-	-	114,000	114,000	
2043	-	-	-	-	-	-	-	-	-	-	68,400	68,400	
2044	-	-	-	-	-	-	-	-	-	-	22,800	22,800	
	\$ 1,725	\$ 646,781	\$ 275	\$ 8,745	\$ 1,128,875	\$ 614,400	\$ 959,500	\$ 157,454	\$ 620,925	\$ 2,043,100	\$ 9,168,638	\$ 15,351,669	

VILLAGE OF WINDSOR

Debt Repayment Summary
 Business-Type Activities
 Principal Payments
 December 31, 2024

Year	Water 2013 CWFL	Water 2016 GO	Water 2017 GO	Water 2019 GO	Water 2020 GO	Water 2022 GO	Water 2022 REV	Water 2023 REV	Water 2024 SDWL	Total Debt
2025	\$ 28,341	\$ 105,000	\$ 65,000	\$ 35,000	\$ 40,000	\$ 35,000	\$ 170,000	\$ 75,000	\$ 20,259	\$ 573,600
2026	28,669	110,000	70,000	35,000	40,000	35,000	175,000	75,000	20,738	589,407
2027	29,000	110,000	70,000	45,000	40,000	35,000	180,000	80,000	21,228	610,228
2028	29,335	120,000	70,000	45,000	45,000	35,000	190,000	85,000	21,731	641,065
2029	29,674	90,000	60,000	45,000	45,000	35,000	195,000	90,000	22,244	611,918
2030	30,016	-	65,000	45,000	45,000	35,000	205,000	90,000	22,771	537,787
2031	30,363	-	65,000	50,000	45,000	40,000	215,000	100,000	23,309	568,672
2032	30,714	-	65,000	50,000	50,000	40,000	220,000	105,000	23,860	584,574
2033	31,069	-	70,000	50,000	50,000	-	230,000	105,000	24,425	510,493
2034	-	-	70,000	-	-	-	245,000	110,000	25,002	450,002
2035	-	-	75,000	-	-	-	250,000	115,000	25,594	465,594
2036	-	-	-	-	-	-	260,000	120,000	26,199	406,199
2037	-	-	-	-	-	-	270,000	125,000	26,818	421,818
2038	-	-	-	-	-	-	-	130,000	27,453	157,453
2039	-	-	-	-	-	-	-	135,000	28,102	163,102
2040	-	-	-	-	-	-	-	140,000	28,767	168,767
2041	-	-	-	-	-	-	-	145,000	29,447	174,447
2042	-	-	-	-	-	-	-	150,000	30,143	180,143
2043	-	-	-	-	-	-	-	160,000	30,856	190,856
2044	-	-	-	-	-	-	-	-	31,586	31,586
	\$ 267,180	\$ 535,000	\$ 745,000	\$ 350,000	\$ 400,000	\$ 290,000	\$ 2,805,000	\$ 2,135,000	\$ 510,531	\$ 8,037,712

VILLAGE OF WINDSOR

Debt Repayment Summary
 Business-Type Activities
 Interest Payments
 December 31, 2024

Year	Water 2013 CWFL	Water 2016 GO	Water 2017 GO	Water 2019 GO	Water 2020 GO	Water 2022 GO	Water 2022 REV	Water 2023 REV	Water 2024 SDWL	Total Interest
2025	\$ 2,922	\$ 12,179	\$ 19,388	\$ 9,975	\$ 9,050	\$ 7,375	\$ 108,800	\$ 88,050	\$ 11,462	\$ 269,201
2026	2,593	9,223	17,950	8,925	7,850	6,325	101,900	84,300	11,350	250,415
2027	2,260	6,060	16,375	7,725	6,650	5,275	94,800	80,425	10,853	230,423
2028	1,923	3,150	14,713	6,375	5,375	4,225	87,400	76,300	10,345	209,806
2029	1,582	945	13,088	5,025	4,250	3,175	79,700	71,925	9,825	189,515
2030	1,238	-	11,444	3,675	3,350	2,125	71,700	67,425	9,293	170,250
2031	889	-	9,656	2,250	2,450	1,200	63,300	62,675	8,748	151,168
2032	536	-	7,788	750	1,500	400	54,600	57,550	8,191	131,314
2033	179	-	5,763	-	500	-	45,600	53,219	7,620	112,880
2034	-	-	3,575	-	-	-	36,100	49,725	7,035	96,435
2035	-	-	1,219	-	-	-	26,200	46,069	6,437	79,924
2036	-	-	-	-	-	-	16,000	41,800	5,824	63,624
2037	-	-	-	-	-	-	5,400	36,900	5,197	47,497
2038	-	-	-	-	-	-	-	31,800	4,556	36,356
2039	-	-	-	-	-	-	-	26,500	3,899	30,399
2040	-	-	-	-	-	-	-	21,000	3,226	24,226
2041	-	-	-	-	-	-	-	15,300	2,538	17,838
2042	-	-	-	-	-	-	-	9,400	1,833	11,233
2043	-	-	-	-	-	-	-	3,200	1,112	4,312
2044	-	-	-	-	-	-	-	-	374	374
	\$ 14,122	\$ 31,556	\$ 120,956	\$ 44,700	\$ 40,975	\$ 30,100	\$ 791,500	\$ 923,563	\$ 129,718	\$ 2,127,191

FORM OF LEGAL OPINION

(See following pages)

March 12, 2026

\$6,095,000*
Village of Windsor
Dane County, Wisconsin
General Obligation Promissory Notes, Series 2026A

We have acted as bond counsel in connection with the issuance by the Village of Windsor, Dane County, Wisconsin (the “Village”), of its \$6,095,000* General Obligation Promissory Notes, Series 2026A, dated March 12, 2026 (the “Notes”). We have examined the law and a certified copy of the proceedings of record of the Village preliminary to and in connection with the issuance of the Notes, as well as other documents and records which we have deemed necessary to render this opinion.

As to questions of fact material to our opinion, we have relied upon the certified proceedings and other certificates of officers of the Village and other public officials furnished to us, without undertaking to verify the same by independent investigation. The rights of the owners of the Notes and the enforceability thereof may be subject to bankruptcy, insolvency, reorganization, moratorium and other similar laws affecting creditors’ rights heretofore or hereafter enacted and that their enforcement may be subject to the exercise of judicial discretion in accordance with general principles of equity.

Based on the foregoing, we are of the opinion and hereby certify that, as of the date hereof:

1. The Notes are valid and binding general obligations of the Village, payable from a nonrepealable, direct annual tax levied upon all the taxable property of the Village for the express purpose of paying interest on the Notes as it falls due and also to pay and discharge the principal thereof at maturity.

2. The interest on the Notes is excludable for federal income tax purposes from the gross income of the owners of the Notes. The interest on the Notes is not an item of tax preference for purposes of the federal alternative minimum tax imposed by Section 55 of the Internal Revenue Code of 1986, as amended (the “Code”) on individuals; however, interest on the Notes is taken into account in determining “annual adjusted financial statement income” of applicable corporations (as defined in Section 59(k) of the Code). The Code contains requirements that must be satisfied subsequent to the issuance of the Notes in order for interest on the Notes to be or continue to be excludable from gross income for federal income tax purposes. Failure to comply with certain of those requirements could cause the interest on the Notes to be included in gross income retroactively to the date of issuance of the Notes. The Village has agreed to comply with all of those requirements. The opinion set forth in the first

* Preliminary; subject to change.

sentence of this paragraph is subject to the condition that the Village comply with those requirements. We express no opinion regarding other federal tax consequences arising with respect to the Notes.

3. The Village has properly designated the Notes as “qualified tax-exempt obligations” under Section 265 of the Code.

Very truly yours,

HUSCH BLACKWELL LLP

BOOK-ENTRY-ONLY SYSTEM

1. The Depository Trust Company ("DTC"), New York, New York, will act as securities depository for the securities (the "Securities"). The Securities will be issued as fully-registered securities registered in the name of Cede & Co. (DTC's partnership nominee) or such other name as may be requested by an authorized representative of DTC. One fully-registered Security certificate will be issued for [each issue of] the Securities, [each] in the aggregate principal amount of such issue, and will be deposited with DTC. [If, however, the aggregate principal amount of [any] issue exceeds \$500 million, one certificate will be issued with respect to each \$500 million of principal amount, and an additional certificate will be issued with respect to any remaining principal amount of such issue.]
2. DTC, the world's largest securities depository, is a limited-purpose trust company organized under the New York Banking Law, a "banking organization" within the meaning of the New York Banking Law, a member of the Federal Reserve System, a "clearing corporation" within the meaning of the New York Uniform Commercial Code, and a "clearing agency" registered pursuant to the provisions of Section 17A of the Securities Exchange Act of 1934. DTC holds and provides asset servicing for over 3.5 million issues of U.S. and non-U.S. equity issues, corporate and municipal debt issues, and money market instruments (from over 100 countries) that DTC's participants ("Direct Participants") deposit with DTC. DTC also facilitates the post-trade settlement among Direct Participants of sales and other securities transactions in deposited securities, through electronic computerized book-entry transfers and pledges between Direct Participants' accounts. This eliminates the need for physical movement of securities certificates. Direct Participants include both U.S. and non-U.S. securities brokers and dealers, banks, trust companies, clearing corporations, and certain other organizations. DTC is a wholly-owned subsidiary of The Depository Trust & Clearing Corporation ("DTCC"). DTCC is the holding company for DTC, National Securities Clearing Corporation and Fixed Income Clearing Corporation, all of which are registered clearing agencies. DTCC is owned by the users of its regulated subsidiaries. Access to the DTC system is also available to others such as both U.S. and non-U.S. securities brokers and dealers, banks, trust companies, and clearing corporations that clear through or maintain a custodial relationship with a Direct Participant, either directly or indirectly ("Indirect Participants"). DTC has a Standard & Poor's rating of AA+. The DTC Rules applicable to its Participants are on file with the Securities and Exchange Commission. More information about DTC can be found at www.dtcc.com.
3. Purchases of Securities under the DTC system must be made by or through Direct Participants, which will receive a credit for the Securities on DTC's records. The ownership interest of each actual purchaser of each Security ("Beneficial Owner") is in turn to be recorded on the Direct and Indirect Participants' records. Beneficial Owners will not receive written confirmation from DTC of their purchase. Beneficial Owners are, however, expected to receive written confirmations providing details of the transaction, as well as periodic statements of their holdings, from the Direct or Indirect Participant through which the Beneficial Owner entered into the transaction. Transfers of ownership interests in the Securities are to be accomplished by entries made on the books of Direct and Indirect Participants acting on behalf of Beneficial Owners. Beneficial Owners will not receive certificates representing their ownership interests in Securities, except in the event that use of the book-entry system for the Securities is discontinued.
4. To facilitate subsequent transfers, all Securities deposited by Direct Participants with DTC are registered in the name of DTC's partnership nominee, Cede & Co., or such other name as may be requested by an authorized representative of DTC. The deposit of Securities with DTC and their registration in the name of Cede & Co. or such other DTC nominee do not effect any change in beneficial ownership. DTC has no knowledge of the actual Beneficial Owners of the Securities; DTC's records reflect only the identity of the Direct Participants to whose accounts such Securities are credited, which may or may not be the Beneficial Owners. The Direct and Indirect Participants will remain responsible for keeping account of their holdings on behalf of their customers.

5. Conveyance of notices and other communications by DTC to Direct Participants, by Direct Participants to Indirect Participants, and by Direct Participants and Indirect Participants to Beneficial Owners will be governed by arrangements among them, subject to any statutory or regulatory requirements as may be in effect from time to time. [Beneficial Owners of Securities may wish to take certain steps to augment the transmission to them of notices of significant events with respect to the Securities, such as redemptions, tenders, defaults, and proposed amendments to the Security documents. For example, Beneficial Owners of Securities may wish to ascertain that the nominee holding the Securities for their benefit has agreed to obtain and transmit notices to Beneficial Owners. In the alternative, Beneficial Owners may wish to provide their names and addresses to the registrar and request that copies of notices be provided directly to them.]
6. Redemption notices shall be sent to DTC. If less than all of the Securities within an issue are being redeemed, DTC's practice is to determine by lot the amount of the interest of each Direct Participant in such issue to be redeemed.
7. Neither DTC nor Cede & Co. (nor any other DTC nominee) will consent or vote with respect to Securities unless authorized by a Direct Participant in accordance with DTC's MMI Procedures. Under its usual procedures, DTC mails an Omnibus Proxy to Village as soon as possible after the record date. The Omnibus Proxy assigns Cede & Co.'s consenting or voting rights to those Direct Participants to whose accounts Securities are credited on the record date (identified in a listing attached to the Omnibus Proxy).
8. Redemption proceeds, distributions, and dividend payments on the Securities will be made to Cede & Co., or such other nominee as may be requested by an authorized representative of DTC. DTC's practice is to credit Direct Participants' accounts upon DTC's receipt of funds and corresponding detail information from the Village or Agent, on payable date in accordance with their respective holdings shown on DTC's records. Payments by Participants to Beneficial Owners will be governed by standing instructions and customary practices, as is the case with securities held for the accounts of customers in bearer form or registered in "street name," and will be the responsibility of such Participant and not of DTC, Agent, or the Village, subject to any statutory or regulatory requirements as may be in effect from time to time. Payment of redemption proceeds, distributions, and dividend payments to Cede & Co. (or such other nominee as may be requested by an authorized representative of DTC) is the responsibility of the Village or Agent, disbursement of such payments to Direct Participants will be the responsibility of DTC, and disbursement of such payments to the Beneficial Owners will be the responsibility of Direct and Indirect Participants.
9. A Beneficial Owner shall give notice to elect to have its Securities purchased or tendered, through its Participant, to [Tender/Remarketing] Agent, and shall effect delivery of such Securities by causing the Direct Participant to transfer the Participant's interest in the Securities, on DTC's records, to [Tender/Remarketing] Agent. The requirement for physical delivery of Securities in connection with an optional tender or a mandatory purchase will be deemed satisfied when the ownership rights in the Securities are transferred by Direct Participants on DTC's records and followed by a book-entry credit of tendered Securities to [Tender/Remarketing] Agent's DTC account.
10. DTC may discontinue providing its services as depository with respect to the Securities at any time by giving reasonable notice to the Village or Agent. Under such circumstances, in the event that a successor depository is not obtained, Security certificates are required to be printed and delivered.
11. The Village may decide to discontinue use of the system of book-entry-only transfers through DTC (or a successor securities depository). In that event, Security certificates will be printed and delivered to DTC.
12. The information in this section concerning DTC and DTC's book-entry system has been obtained from sources that the Village believes to be reliable, but the Village takes no responsibility for the accuracy thereof.

FORM OF CONTINUING DISCLOSURE AGREEMENT

(See following pages)

\$6,095,000*
Village of Windsor
Dane County, Wisconsin
General Obligation Promissory Notes, Series 2026A

CONTINUING DISCLOSURE AGREEMENT

This Continuing Disclosure Agreement (the “Continuing Disclosure Agreement”) is executed and delivered by the Village of Windsor, Dane County, Wisconsin (the “Village”), in connection with the issuance of \$6,095,000* General Obligation Promissory Notes, Series 2026A (the “Notes”). The Notes are being issued pursuant to the resolutions adopted by the Village Board on January 15, 2026 and February 19, 2026 (the “Resolutions”). The Village covenants and agrees as follows:

Section 1. Purpose of Continuing Disclosure Agreement. This Continuing Disclosure Agreement is being executed and delivered by the Village for the benefit of the Noteholders and in order to assist the Participating Underwriters in complying with S.E.C. Rule 15c2-12(b)(5).

Section 2. Definitions. In addition to the defined terms set forth in the Resolutions which apply to any capitalized term used in this Continuing Disclosure Agreement unless otherwise defined in this Section, the following capitalized terms shall have the following meanings:

“Annual Report” shall mean any Annual Report provided by the Village pursuant to, and as described in, Sections 3 and 4 of this Continuing Disclosure Agreement.

“Audited Financial Statements” shall mean the Village’s annual financial statements, which are currently prepared in accordance with generally accepted accounting principles (GAAP) for governmental units as prescribed by the Governmental Accounting Standards Board (GASB) and which the Village intends to continue to prepare in substantially the same form.

“Dissemination Agent” shall mean any Dissemination Agent designated in writing by the Village which has filed with the Village a written acceptance of such designation.

“Financial Obligation” means a (i) debt obligation; (ii) derivative instrument entered into in connection with, or pledged as security or a source of payment for, an existing or planned debt obligation; or (iii) guarantee of (i) or (ii). The term Financial Obligation shall not include municipal securities as to which a final official statement has been provided to the MSRB consistent with the Rule.

“Fiscal Year” shall mean the fiscal year of the Village, currently ending on December 31 of each year.

* Preliminary; subject to change.

“Listed Events” shall mean any of the events listed in Section 5(a) of this Continuing Disclosure Agreement.

“MSRB” shall mean the Municipal Securities Rulemaking Board located at 1300 I Street NW, Suite 1000, Washington, D.C. 20005.

“National Repository” shall mean any Nationally Recognized Municipal Securities Information Repository for purposes of the Rule. The sole National Repository is the MSRB, through the operation of EMMA, as provided in Section 3(e) hereof.

“Noteholder” shall mean the registered owner or beneficial owner of any of the Notes.

“Official Statement” shall mean the final official statement dated February 19, 2026 delivered in connection with the Notes, which is available from the MSRB.

“Participating Underwriter” shall mean the original underwriter of the Notes required to comply with the Rule in connection with offering of the Notes.

“Repository” shall mean each National Repository and each State Repository.

“Rule” shall mean Rule 15c2-12(b)(5) adopted by the Securities and Exchange Commission under the Securities Exchange Act of 1934, as the same may be amended from time to time.

“State Repository” shall mean any public or private repository or entity designated by the State as a state repository for the purpose of the Rule. As of the date of this Continuing Disclosure Agreement, there is no State Repository.

“Village Contact” shall mean the Village Clerk of the Village, 4430 Windsor Road, Windsor, WI 53598.

Section 3. Provision of Annual Reports.

(a) The Village shall, or shall cause the Dissemination Agent to, not later than 365 days after the end of the Village’s Fiscal Year in each year, commencing with the Fiscal Year ending December 31, 2025, provide to each Repository an Annual Report which is consistent with the requirements of Section 4 of this Continuing Disclosure Agreement. Not later than fifteen (15) Business Days prior to said date, the Village shall provide the Annual Report to the Dissemination Agent, if any. In each case, the Annual Report may be submitted as a single document or as separate documents comprising a package, and may cross-reference other information as provided in Section 4 of this Continuing Disclosure Agreement; provided that the Audited Financial Statements of the Village may be submitted separately from the balance of the Annual Report and that, if Audited Financial Statements are not available within 365 days after the end of the Fiscal Year, unaudited financial information will be provided, and Audited Financial Statements will be submitted to each Repository as soon as available by the Village.

(b) If the Village is unable or fails to provide an Annual Report to the Repositories by the date required above, the Village shall, in a timely manner, send a notice of that fact to the National Repositories, the MSRB and any State Repository.

(c) The Village shall determine each year prior to the date for providing the Annual Report, the name and address of each National Repository and each State Repository, if any.

(d) The Dissemination Agent, if any, shall:

- (1) determine each year prior to the date for providing the Annual Report the name and address of each National Repository and each State Repository, if any; and
- (2) file a report with the Village certifying that the Annual Report has been provided pursuant to this Continuing Disclosure Agreement, stating the date it was provided, and listing all the Repositories to which it was provided.

(e) The Securities and Exchange Commission has approved the submission of continuing disclosure filings with the Electronic Municipal Market Access (“EMMA”) system established by the MSRB until EMMA shall no longer be the sole National Repository recognized by the Securities and Exchange Commission for purposes of the Rule. All continuing disclosure filings under this Continuing Disclosure Agreement may thereafter be filed solely by transmitting such filings to EMMA at www.emma.msrb.org.

Section 4. Content of Annual Reports. The Village’s Annual Report shall contain or incorporate by reference the Audited Financial Statements of the Village and updates of the following sections of the Official Statement to the extent such financial information and operating data are not included in the Audited Financial Statements:

Current Property Valuations
Direct Debt
Debt Limit
Tax Levies and Collections

Any or all of the items listed above may be incorporated by reference from other documents, including official statements of debt issues with respect to which the Village is an “obligated person” (as defined by the Rule), which have been filed with each of the Repositories or the Securities and Exchange Commission. If the document incorporated by reference is a final official statement, it must be available from the Municipal Securities Rulemaking Board. The Village shall clearly identify each such other document so incorporated by reference.

Section 5. Reporting of Significant Events.

(a) This Section 5 shall govern the giving of notices of the occurrence of any of the following events:

- (1) Principal and interest payment delinquencies;
- (2) Nonpayment related defaults, if material;
- (3) Unscheduled draws on debt service reserves reflecting financial difficulties;
- (4) Unscheduled draws on credit enhancements reflecting financial difficulties;

- (5) Substitution of credit or liquidity providers, or their failure to perform;
- (6) Adverse tax opinions, the issuance by the Internal Revenue Service of proposed or final determinations of taxability, Notices of Proposed Issue (IRS Form 5701-TEB) or other material notices or determinations with respect to the tax status of the Notes, or other material events affecting the tax status of the Notes;
- (7) Modifications to the rights of holders of the Notes, if material;
- (8) Note calls, if material, and tender offers;
- (9) Defeasances;
- (10) Release, substitution or sale of property securing repayment of the Notes, if material;
- (11) Rating changes;
- (12) Bankruptcy, insolvency, receivership or similar event of the Village;
- (13) The consummation of a merger, consolidation, or acquisition involving the Village or the sale of all or substantially all of the assets of the Village, other than in the ordinary course of business, the entry into a definitive agreement to undertake such an action or the termination of a definitive agreement relating to such actions, other than pursuant to its terms, if material;
- (14) Appointment of a successor or additional trustee, or the change of the name of a trustee, if material;
- (15) Incurrence of a Financial Obligation of the Village, if material, or agreement to covenants, events of default, remedies, priority rights, or other similar terms of a Financial Obligation of the Village, any of which affect security holders, if material; and
- (16) Default, event of acceleration, termination event, modification of terms, or other similar events under the terms of a Financial Obligation of the Village, any of which reflect financial difficulties.

(b) The Village shall file a notice of the occurrence of any of the Listed Events in a timely manner not in excess of ten business days after the occurrence of the event with the MSRB in an electronic format as prescribed by the MSRB and accompanied by identifying information as prescribed by the MSRB.

Section 6. Termination of Reporting Obligation. The Village's obligations under this Continuing Disclosure Agreement shall terminate upon the defeasance, prior redemption or payment in full of all of the Notes.

Section 7. Village Contact/Dissemination Agent. Information may be obtained from the Village Contact. The Village may, from time to time, appoint or engage a Dissemination Agent to assist it in carrying out its obligations under this Continuing Disclosure Agreement, and may discharge any such Dissemination Agent, with or without appointing a successor Dissemination Agent.

Section 8. Amendment; Waiver. Notwithstanding any other provision of this Continuing Disclosure Agreement, the Village may amend this Continuing Disclosure Agreement, and any provision of this Continuing Disclosure Agreement may be waived, if such amendment or waiver is supported by an opinion of counsel expert in federal securities laws, to the effect that such amendment or waiver would not, in and of itself, cause the undertakings herein to violate the Rule if such amendment or waiver had been effective on the date hereof but taking into account any subsequent change in or official interpretation of the Rule.

Section 9. Additional Information. Nothing in this Continuing Disclosure Agreement shall be deemed to prevent the Village from disseminating any other information, using the means of dissemination set forth in this Continuing Disclosure Agreement or any other means of communication, or including any other information or notice of occurrence of a Listed Event, in addition to that which is required by this Continuing Disclosure Agreement. If the Village chooses to include any information or notice of occurrence of a Listed Event in addition to that which is specifically required by this Continuing Disclosure Agreement, the Village shall have no obligation under this Continuing Disclosure Agreement to update such information or include it in any future notice of occurrence of a Listed Event.

Section 10. Default. In the event of a failure of the Village to comply with any provision of this Continuing Disclosure Agreement, any Noteholder may take such actions as may be necessary and appropriate, including seeking mandate or specific performance by court order, to cause the Village to comply with its obligations under this Continuing Disclosure Agreement. A default under this Continuing Disclosure Agreement shall not be deemed an event of default under the Resolutions, and the sole remedy under this Continuing Disclosure Agreement in the event of any failure of the Village to comply with this Continuing Disclosure Agreement shall be an action to compel performance.

Section 11. Duties, Immunities and Liabilities of Dissemination Agent. The Dissemination Agent, if any, shall have only such duties as are specifically set forth in this Continuing Disclosure Agreement, and the Village agrees to indemnify and save the Dissemination Agent, its officers, directors, employees and agents, harmless against any loss, expense and liabilities which it may incur arising out of or in the exercise or performance of its powers and duties hereunder, including the costs and expenses (including attorneys' fees) of defending against any claim of liability, but excluding liabilities due to the Dissemination Agent's gross negligence or willful misconduct. The obligations of the Village under this Section shall survive resignation or removal of the Dissemination Agent and payment of the Notes.

Section 12. Beneficiaries. This Continuing Disclosure Agreement shall inure solely to the benefit of the Village, the Dissemination Agent, if any, the Participating Underwriters and the Noteholders from time to time of the Notes and shall create no rights in any other person or entity.

[SIGNATURE PAGE TO FOLLOW]

IN WITNESS WHEREOF, we have executed this Continuing Disclosure Agreement in our official capacities effective March 12, 2026.

**VILLAGE OF WINDSOR,
DANE COUNTY, WISCONSIN**

[SEAL]

By: _____
Robert E. Wipperfurth, Village President

By: _____
Tina Butteris, Deputy Village Clerk

[Signature Page to Continuing Disclosure Agreement]
Village of Windsor, Dane County, Wisconsin
General Obligation Promissory Notes, Series 2026A

NOTICE OF SALE

**\$6,095,000* GENERAL OBLIGATION PROMISSORY NOTES, SERIES 2026A
VILLAGE OF WINDSOR, WISCONSIN**

Bids for the purchase of \$6,095,000* General Obligation Promissory Notes, Series 2026A (the "Notes") of the Village of Windsor, Wisconsin (the "Village") will be received at the offices of Ehlers and Associates, Inc. ("Ehlers"), 3001 Broadway Street, Suite 320, Minneapolis, Minnesota 55413, municipal advisors to the Village, until 10:30 A.M., Central Time, and **ELECTRONIC PROPOSALS** will be received via **PARITY**, in the manner described below, until 10:30 A.M., Central Time, on February 19, 2026, at which time they will be opened, read and tabulated. The bids will be presented to the Village Board for consideration for award by resolution at a meeting to be held at 5:00 P.M., Central Time, on the same date. The bid offering to purchase the Notes upon the terms specified herein and most favorable to the Village will be accepted unless all bids are rejected.

AUTHORITY; PURPOSE; SECURITY

The Notes are being issued pursuant to Section 67.12(12), Wisconsin Statutes, by the Village, for public purposes, including funding street projects, park improvements, and Fire/EMS building, vehicles, and equipment. The Notes are general obligations of the Village, and all the taxable property in the Village is subject to the levy of a tax to pay the principal of and interest on the Notes as they become due which tax may, under current law, be levied without limitation as to rate or amount.

DATES AND MATURITIES

The Notes will be dated March 12, 2026, will be issued as fully registered Notes in the denomination of \$5,000 each, or any integral multiple thereof, and will mature on March 1 as follows:

<u>Year</u>	<u>Amount*</u>	<u>Year</u>	<u>Amount*</u>	<u>Year</u>	<u>Amount*</u>
2027	\$180,000	2034	\$365,000	2041	\$275,000
2028	300,000	2035	380,000	2042	285,000
2029	310,000	2036	395,000	2043	300,000
2030	315,000	2037	235,000	2044	310,000
2031	330,000	2038	240,000	2045	325,000
2032	340,000	2039	255,000	2046	340,000
2033	350,000	2040	265,000		

ADJUSTMENT OPTION

The Village reserves the right to increase or decrease the principal amount of the Notes on the day of sale, in increments of \$5,000 each. Increases or decreases may be made in any maturity. If any principal amounts are adjusted, the purchase price proposed will be adjusted to maintain the same gross spread per \$1,000.

TERM BOND OPTION

Bids for the Notes may contain a maturity schedule providing for any combination of serial bonds and term bonds, subject to mandatory redemption, so long as the amount of principal maturing or subject to mandatory redemption in each year conforms to the maturity schedule set forth above. All dates are inclusive.

INTEREST PAYMENT DATES AND RATES

Interest will be payable on March 1 and September 1 of each year, commencing March 1, 2027, to the registered owners of the Notes appearing of record in the bond register as of the close of business on the 15th day (whether or not a business day) of the immediately preceding month. Interest will be computed upon the basis of a 360-day year of twelve 30-day months and will be rounded pursuant to rules of the Municipal Securities Rulemaking Board. All Notes of the same maturity must bear interest from date of issue until paid at a single, uniform rate. Each rate must be expressed in an integral multiple of 5/100 or 1/8 of 1%.

BOOK-ENTRY-ONLY FORMAT

Unless otherwise specified by the purchaser, the Notes will be designated in the name of Cede & Co., as nominee for The Depository Trust Company, New York, New York ("DTC"). DTC will act as securities depository for the Notes, and will be responsible for maintaining a book-entry system for recording the interests of its participants and the transfers of interests between its participants. The participants will be responsible for maintaining records regarding the beneficial interests of the individual purchasers of the Notes. So long as Cede & Co. is the registered owner of the Notes, all payments of principal and interest will be made to the depository which, in turn, will be obligated to remit such payments to its participants for subsequent disbursement to the beneficial owners of the Notes.

PAYING AGENT

The Village has selected Bond Trust Services Corporation, Minneapolis, Minnesota ("BTSC"), to act as paying agent (the "Paying Agent"). BTSC and Ehlers are affiliate companies. The Village will pay the charges for Paying Agent services. The Village reserves the right to remove the Paying Agent and to appoint a successor.

OPTIONAL REDEMPTION

At the option of the Village, the Notes maturing on or after March 1, 2035 shall be subject to optional redemption prior to maturity on March 1, 2034 or any date thereafter, at a price of par plus accrued interest to the date of optional redemption.

Redemption may be in whole or in part of the Notes subject to prepayment. If redemption is in part, the selection of the amounts and maturities of the Notes to be redeemed shall be at the discretion of the Village. If only part of the Notes having a common maturity date are called for redemption, then the Village or Paying Agent, if any, will notify DTC of the particular amount of such maturity to be redeemed. DTC will determine by lot the amount of each participant's interest in such maturity to be redeemed and each participant will then select by lot the beneficial ownership interest in such maturity to be redeemed.

Notice of redemption shall be sent by mail not more than 60 days and not less than 30 days prior to the date fixed for redemption to the registered owner of each Note to be redeemed at the address shown on the registration books.

DELIVERY

On or about March 12, 2026, the Notes will be delivered without cost to the winning bidder at DTC. On the day of closing, the Village will furnish to the winning bidder the opinion of bond counsel hereinafter described, an arbitrage certification, and certificates verifying that no litigation in any manner questioning the validity of the Notes is then pending or, to the best knowledge of officers of the Village, threatened. Payment for the Notes must be received by the Village at its designated depository on the date of closing in immediately available funds.

LEGAL OPINION

An opinion as to the validity of the Notes and the exemption from federal taxation of the interest thereon will be furnished by Husch Blackwell LLP, Bond Counsel to the Village ("Bond Counsel"), and will be available at the time of delivery of the Notes. The legal opinion will be issued on the basis of existing law and will state that the Notes are valid and binding general obligations of the Village; provided that the rights of the owners of the Notes and the enforceability of the Notes may be limited by bankruptcy, insolvency, reorganization, moratorium, and other similar laws affecting creditors' rights and by equitable principles (which may be applied in either a legal or equitable proceeding).

STATEMENT REGARDING COUNSEL PARTICIPATION

Bond Counsel has not assumed responsibility for the Preliminary Official Statement or participated in its preparation (except with respect to the section entitled "TAX EXEMPTION" in the Preliminary Official Statement and the "FORM OF LEGAL OPINION" found in Appendix B of the Preliminary Official Statement).

SUBMISSION OF BIDS

Bids must not be for less than \$6,018,812.50, nor more than \$6,704,500, plus accrued interest on the principal sum of \$6,095,000 from date of original issue of the Notes to date of delivery. Prior to the time established above for the opening of bids, interested parties may submit a bid as follows:

- 1) Electronically to bondsale@ehlers-inc.com; or
- 2) Electronically via **PARITY** in accordance with this Notice of Sale until 10:30 A.M., Central Time, but no bid will be received after the time for receiving bids specified above. To the extent any instructions or directions set forth in **PARITY** conflict with this Notice of Sale, the terms of this Notice of Sale shall control. For further information about **PARITY**, potential bidders may contact IHS Markit (now part of S&P Global) at <https://ihsmarkit.com/products/municipal-issuance.html> or via telephone (844) 301-7334.

Bids must be submitted to Ehlers via one of the methods described above and must be received prior to the time established above for the opening of bids. Each bid must be unconditional except as to legality. Neither the Village nor Ehlers shall be responsible for any failure to receive a facsimile submission.

A good faith deposit ("Deposit") in the amount of \$121,900 shall be made by the winning bidder by wire transfer of funds. Such Deposit shall be received by Ehlers no later than two hours after the bid opening time. Wire transfer instructions will be provided to the winning bidder by Ehlers after the tabulation of bids. The Village reserves the right to award the Notes to a winning bidder whose wire transfer is initiated but not received by such time provided that such winning bidder's federal wire reference number has been received by such time. In the event the Deposit is not received as provided above, the Village may award the Notes to the bidder submitting the next best bid provided such bidder agrees to such award. The Deposit will be retained by the Village as liquidated damages if the bid is accepted and the Purchaser fails to comply therewith.

The Village and the winning bidder who chooses to so wire the Deposit hereby agree irrevocably that Ehlers shall be the escrow holder of the Deposit wired to such account subject only to these conditions and duties: 1) All income earned thereon shall be retained by the escrow holder as payment for its expenses; 2) If the bid is not accepted, Ehlers shall, at its expense, promptly return the Deposit amount to the winning bidder; 3) If the bid is accepted, the Deposit shall be returned to the winning bidder at the closing; 4) Ehlers shall bear all costs of maintaining the escrow account and returning the funds to the winning bidder; 5) Ehlers shall not be an insurer of the Deposit amount and shall have no liability hereunder except if it willfully fails to perform or recklessly disregards, its duties specified herein; and 6) FDIC insurance on deposits within the escrow account shall be limited to \$250,000 per bidder.

No bid can be withdrawn after the time set for receiving bids unless the meeting of the Village scheduled for award of the Notes is adjourned, recessed, or continued to another date without award of the Notes having been made.

AWARD

The Notes will be awarded to the bidder offering the lowest interest rate to be determined on a True Interest Cost (TIC) basis. The Village's computation of the interest rate of each bid, in accordance with customary practice, will be controlling. In the event of a tie, the sale of the Notes will be awarded by lot. The Village reserves the right to reject any and all bids and to waive any informality in any bid.

BOND INSURANCE

If the Notes are qualified for any bond insurance policy, the purchase of such policy shall be at the sole option and expense of the winning bidder. Any cost for such insurance policy is to be paid by the winning bidder, except that, if the Village requested and received a rating on the Notes from a rating agency, the Village will pay that rating fee. Any rating agency fees not requested by the Village are the responsibility of the winning bidder.

Failure of the municipal bond insurer to issue the policy after the Notes are awarded to the winning bidder shall not constitute cause for failure or refusal by the winning bidder to accept delivery of the Notes.

CUSIP NUMBERS

The Village will assume no obligation for the assignment or printing of CUSIP numbers on the Notes or for the correctness of any numbers printed thereon, but will permit such numbers to be printed at the expense of the winning bidder, if the winning bidder waives any delay in delivery occasioned thereby.

QUALIFIED TAX-EXEMPT OBLIGATIONS

The Village will designate the Notes as "qualified tax-exempt obligations" for purposes of Section 265(b)(3) of the Internal Revenue Code of 1986, as amended.

CONTINUING DISCLOSURE

In order to assist the Underwriters in complying with the provisions of Rule 15c2-12 promulgated by the Securities and Exchange Commission under the Securities Exchange Act of 1934 the Village will enter into an undertaking for the benefit of the holders of the Notes. A description of the details and terms of the undertaking is set forth in Appendix D of the Preliminary Official Statement.

NEW ISSUE PRICING

The winning bidder will be required to provide, in a timely manner, certain information necessary to compute the yield on the Notes pursuant to the provisions of the Internal Revenue Code of 1986, as amended, and to provide a certificate which will be provided by Bond Counsel upon request.

(a) The winning bidder shall assist the Village in establishing the issue price of the Notes and shall execute and deliver to the Village at closing an "issue price" or similar certificate satisfactory to Bond Counsel setting forth the reasonably expected initial offering price to the public or the sales price or prices of the Notes, together with the supporting pricing wires or equivalent communications. All actions to be taken by the Village under this Notice of Sale to establish the issue price of the Notes may be taken on behalf of the Village by the Village's municipal advisor identified herein and any notice or report to be provided to the Village may be provided to the Village's municipal advisor.

(b) The Village intends that the provisions of Treasury Regulation Section 1.148-1(f)(3)(i) (defining "competitive sale" for purposes of establishing the issue price of the Notes) will apply to the initial sale of the Notes (the "competitive sale requirements") because:

- (1) The Village shall disseminate this Notice of Sale to potential underwriters in a manner that is reasonably designed to reach potential investors;
- (2) all bidders shall have an equal opportunity to bid;
- (3) the Village may receive bids from at least three underwriters of municipal bonds who have established industry reputations for underwriting new issuances of municipal bonds; and
- (4) the Village anticipates awarding the sale of the Notes to the bidder who submits a firm offer to purchase the Notes at the highest price (or lowest interest cost), as set forth in this Notice of Sale.

Any bid submitted pursuant to this Notice of Sale shall be considered a firm offer for the purchase of the Notes, as specified in this bid.

(c) If all of the requirements of a "competitive sale" are not satisfied, the Village shall advise the winning bidder of such fact prior to the time of award of the sale of the Notes to the winning bidder. In such event, any bid submitted will not be subject to cancellation or withdrawal and the Village agrees to use the rule selected by the winning bidder on its bid form to determine the issue price for the Notes. On its bid form, each bidder must select one of the following two rules for determining the issue price of the Notes: (1) the first price at which 10% of a maturity of the Notes (the "10% test") is sold to the public as the issue price of that maturity or (2) the initial offering price to the public as of the sale date as the issue price of each maturity of the Notes (the "hold-the-offering-price rule").

(d) If all of the requirements of a "competitive sale" are not satisfied and the winning bidder selects the hold-the-offering-price rule, the winning bidder shall (i) confirm that the underwriters have offered or will offer the Notes to the public on or before the date of award at the offering price or prices (the "initial offering price"), or at the corresponding yield or yields, set forth in the bid submitted by the winning bidder and (ii) agree, on behalf of the underwriters participating in the purchase of the Notes, that the underwriters will neither offer nor sell unsold Notes of any maturity to which the hold-the-offering-price rule shall apply to any person at a price that is higher than the initial offering price to the public during the period starting on the sale date and ending on the earlier of the following:

- (1) the close of the fifth (5th) business day after the sale date; or
- (2) the date on which the underwriters have sold at least 10% of that maturity of the Notes to the public at a price that is no higher than the initial offering price to the public.

The winning bidder will advise the Village promptly after the close of the fifth (5th) business day after the sale whether it has sold 10% of that maturity of the Notes to the public at a price that is no higher than the initial offering price to the public.

The Village acknowledges that in making the representation set forth above, the winning bidder will rely on:

(i) the agreement of each underwriter to comply with requirements for establishing issue price of the Notes, including, but not limited to, its agreement to comply with the hold-the-price rule, if applicable to the Notes, as set forth in an agreement among underwriters and the related pricing wires,

(ii) in the event a selling group has been created in connection with the initial sale of the Notes to the public, the agreement of each dealer who is a member of the selling group to comply with the requirements for establishing issue price of the Notes, including, but not limited to, its agreement to comply with the hold-the-offering-price rule, if applicable to the Notes, as set forth in a selling group agreement and the related pricing wires, and

(iii) in the event that an underwriter or dealer who is a member of the selling group is a party to a third-party distribution agreement that was employed in connection with the initial sale of the Notes to the public, the agreement of each broker-dealer that is party to such agreement to comply with the requirements for establishing issue price of the Notes, including, but not limited to, its agreement to comply with the hold-the-offering-price rule, if applicable to the Notes, as set forth in the third-party distribution agreement and the related pricing wires. The Village further acknowledges that each underwriter shall be solely liable for its failure to comply with its agreement regarding the requirements for establishing issue price rule of the Notes, including, but not limited to, its agreement to comply with the hold-the-offering-price rule, if applicable to the Notes, and that no underwriter shall be liable for the failure of any other underwriter, or of any dealer who is a member of a selling group, or of any broker-dealer that is a party to a third-party distribution agreement to comply with its corresponding agreement to comply with the requirements for establishing issue price of the Notes, including, but not limited to, its agreement to comply with the hold-the-offering-price rule as applicable to the Notes.

(e) If all of the requirements of a "competitive sale" are not satisfied and the winning bidder selects the 10% test, the winning bidder agrees to promptly report to the Village, Bond Counsel and Ehlers the prices at which the Notes have been sold to the public. That reporting obligation shall continue, whether or not the closing date has occurred, until either (i) all Notes of that maturity have been sold or (ii) the 10% test has been satisfied as to each maturity of the Notes, provided that, the winning bidder's reporting obligation after the Closing Date may be at reasonable periodic intervals or otherwise upon request of the Village or bond counsel.

(f) By submitting a bid, each bidder confirms that:

(i) any agreement among underwriters, any selling group agreement and each third-party distribution agreement (to which the bidder is a party) relating to the initial sale of the Notes to the public, together with the related pricing wires, contains or will contain language obligating each underwriter, each dealer who is a member of the selling group, and each broker-dealer that is party to such third-party distribution agreement, as applicable, to:

(A) report the prices at which it sells to the public the unsold Notes of each maturity allocated to it, whether or not the Closing Date has occurred until either all securities of that maturity allocated to it have been sold or it is notified by the winning bidder that either the 10% test has been satisfied as to the Notes of that maturity, provided that, the reporting obligation after the Closing Date may be at reasonable periodic intervals or otherwise upon request of the Village or bond counsel.

(B) comply with the hold-the-offering-price rule, if applicable, in each case if and for so long as directed by the winning bidder and as set forth in the related pricing wires, and

(ii) any agreement among underwriters or selling group agreement relating to the initial sale of the Notes to the public, together with the related pricing wires, contains or will contain language obligating each underwriter, each dealer who is a member of the selling group and each broker dealer that is a party to a third-party distribution agreement to be employed in connection with the initial sale of the Notes to the public to require each broker-dealer that is a party to such third-party distribution agreement to:

(A) to promptly notify the winning bidder of any sales of Notes that, to its knowledge, are made to a purchaser who is a related party to an underwriter participating in the initial sale of the Notes to the public (each such term being used as defined below), and

(B) to acknowledge that, unless otherwise advised by the underwriter, dealer or broker-dealer, the winning bidder shall assume that each order submitted by the underwriter, dealer or broker-dealer is a sale to the public.

(g) Sales of any Notes to any person that is a related party to an underwriter participating in the initial sale of the Notes to the public (each term being used as defined below) shall not constitute sales to the public for purposes of this Notice of Sale. Further, for purposes of this Notice of Sale:

- (i) "public" means any person other than an underwriter or a related party,
- (ii) "underwriter" means (A) any person that agrees pursuant to a written contract with the Village (or with the lead underwriter to form an underwriting syndicate) to participate in the initial sale of the Notes to the public and (B) any person that agrees pursuant to a written contract directly or indirectly with a person described in clause (A) to participate in the initial sale of the Notes to the public (including a member of a selling group or a party to a third-party distribution agreement participating in the initial sale of the Notes to the public),
- (iii) a purchaser of any of the Notes is a "related party" to an underwriter if the underwriter and the purchaser are subject, directly or indirectly, to (A) more than 50% common ownership of the voting power or the total value of their stock, if both entities are corporations (including direct ownership by one corporation of another), (B) more than 50% common ownership of their capital interests or profits interests, if both entities are partnerships (including direct ownership by one partnership of another), or (C) more than 50% common ownership of the value of the outstanding stock of the corporation or the capital interests or profit interests of the partnership, as applicable, if one entity is a corporation and the other entity is a partnership (including direct ownership of the applicable stock or interests by one entity of the other), and
- (iv) "sale date" means the date that the Notes are awarded by the Village to the winning bidder.

PRELIMINARY OFFICIAL STATEMENT

Bidders may obtain a copy of the Preliminary Official Statement relating to the Notes prior to the bid opening by request from Ehlers at www.ehlers-inc.com by connecting to the Bond Sales link. The Underwriter (Syndicate Manager) will be provided with an electronic copy of the Final Official Statement within seven business days of the bid acceptance. Up to 10 printed copies of the Final Official Statement will be provided upon request. Additional copies of the Final Official Statement will be available at a cost of \$10.00 per copy.

Information for bidders and bid forms may be obtained from Ehlers at 3001 Broadway Street, Suite 320, Minneapolis, Minnesota 55413, Telephone (651) 697-8500.

By Order of the Village Board

Tina Butteris, Village Administrator/Director of
Finance/Clerk
Village of Windsor, Wisconsin

BID FORM

The Village Board
Village of Windsor, Wisconsin (the "Village")

February 19, 2026

RE: **\$6,095,000* General Obligation Promissory Notes, Series 2026A (the "Notes")**
DATED: **March 12, 2026**

For all or none of the above Notes, in accordance with the Notice of Sale and terms of the Global Book-Entry System (unless otherwise specified by the Purchaser) as stated in this Official Statement, we will pay you \$ _____ (not less than \$6,018,812.50, nor more than \$6,704,500) plus accrued interest to date of delivery for fully registered Notes bearing interest rates and maturing in the stated years as follows:

_____ % due	2027	_____ % due	2034	_____ % due	2041
_____ % due	2028	_____ % due	2035	_____ % due	2042
_____ % due	2029	_____ % due	2036	_____ % due	2043
_____ % due	2030	_____ % due	2037	_____ % due	2044
_____ % due	2031	_____ % due	2038	_____ % due	2045
_____ % due	2032	_____ % due	2039	_____ % due	2046
_____ % due	2033	_____ % due	2040		

The Village reserves the right to increase or decrease the principal amount of the Notes on the day of sale, in increments of \$5,000 each. Increases or decreases may be made in any maturity. If any principal amounts are adjusted, the purchase price proposed will be adjusted to maintain the same gross spread per \$1,000.

All Notes of the same maturity must bear interest from date of issue until paid at a single, uniform rate. Each rate must be expressed in an integral multiple of 5/100 or 1/8 of 1%.

A good faith deposit ("Deposit") in the amount of \$121,900 shall be made by the winning bidder by wire transfer of funds. Such Deposit shall be received by Ehlers no later than two hours after the bid opening time. Wire transfer instructions will be provided to the winning bidder by Ehlers after the tabulation of bids. The Village reserves the right to award the Notes to a winning bidder whose wire transfer is initiated but not received by such time provided that such winning bidder's federal wire reference number has been received by such time. In the event the Deposit is not received as provided above, the Village may award the Notes to the bidder submitting the next best bid provided such bidder agrees to such award. The Deposit will be retained by the Village as liquidated damages if the bid is accepted and the Purchaser fails to comply therewith. We agree to the conditions and duties of Ehlers and Associates, Inc., as escrow holder of the Deposit, pursuant to the Notice of Sale. This bid is for prompt acceptance and is conditional upon delivery of said Notes to The Depository Trust Company, New York, New York, in accordance with the Notice of Sale. Delivery is anticipated to be on or about March 12, 2026.

This bid is subject to the Village's agreement to enter into a written undertaking to provide continuing disclosure under Rule 15c2-12 promulgated by the Securities and Exchange Commission under the Securities Exchange Act of 1934 as described in the Preliminary Official Statement for the Notes.

We have received and reviewed the Official Statement, and any addenda thereto, and have submitted our requests for additional information or corrections to the Final Official Statement. As Underwriter (Syndicate Manager), we agree to provide the Village with the reoffering price of the Notes within 24 hours of the bid acceptance.

This bid is a firm offer for the purchase of the Notes identified in the Notice of Sale, on the terms set forth in this bid form and the Notice of Sale, and is not subject to any conditions, except as permitted by the Notice of Sale.

By submitting this bid, we confirm that we are an underwriter and have an established industry reputation for underwriting new issuances of municipal bonds. YES: NO: .

If the competitive sale requirements are not met, we elect to use either the: 10% test, or the hold-the-offering-price rule to determine the issue price of the Notes.

Account Manager: _____ By: _____
Account Members: _____

Award will be on a true interest cost basis. According to our computations (the correct computation being controlling in the award), the total dollar interest cost (including any discount or less any premium) computed from March 12, 2026 of the above bid is \$ _____ and the true interest cost (TIC) is _____%.

The foregoing offer is hereby accepted by and on behalf of the Village Board of the Village of Windsor, Wisconsin, on February 19, 2026.

By: _____ By: _____
Title: _____ Title: _____