

# Fiscal Year 2023 Omnibus Budget Proposed Operating & Capital Budgets

Presentation to the Board of Selectmen March 3, 2022



### Presentation Agenda

- > FinCom Mission
- ➤ FY'23 Financial Strategy
- ➤ The Budget Process
- ➤ Proposed FY'23 Operating Budget
- ➤ Proposed FY'23 Capital Budget
- ➤ FinCom Exempt Debt Recommendations
- ➤ Budget Challenges & Opportunities



#### Finance Committee's Mission Statement

- The mission of the Wayland Finance Committee is to define a financial strategy for the Town and to use this as the basis for recommending to Annual Town Meeting a fiscally responsible operating and capital budget.
- In implementing this strategy, the Finance Committee seeks to balance the demand for services, by a community with multiple needs and desires, with the ability of residents with a broad range of financial situations to afford those services.



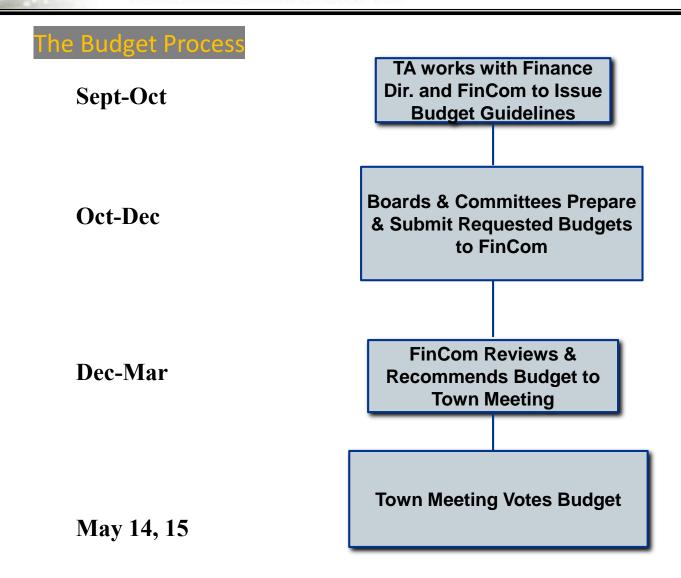
### FY '23 Financial Strategy

- ➤ Operating budget increases to conform with a level service budget from FY '22, taking into account:
  - Maintain existing services & infrastructure;
  - Exert fiscal discipline by looking for areas of potential efficiencies from previous operating budgets; &
  - Justify any required expenditures beyond a level service budget.
- ➤ Manage both long and short-term debt service. Total debt to generally not exceed 100% of General Fund Revenue.
- ➤ Debt service policy of ≤ 10% of Operating Budget and trend to 8.5%
- ➤ Manage debt service goal over projected 5-year capital plan.



### FY '23 Financial Strategy (cont)

- Annual capital spending and resulting borrowing limited to \$3-\$5 million per year.
- ➤ Implement the Capital Improvement Plan (CIP)
- ➤ Maintain free cash policy to keep a balance of 5-10% of next year's operating budget:
  - Monitor current expenses and turnback estimates
  - Close out old capital projects
- ➤ Maintain Aaa bond rating to ensure most favorable interest rates



See Mass. G.L. ch. 39 § 16, Mass. G.L. ch. 41 § 59, Wayland Bylaws § 19.2 -- 19-5.



The Budget Process (cont.)

- The Finance Director & Town Administrator presented an initial operating budget to FinCom that was developed through analysis and meetings with Town Departments.
- ➤ The School Superintendent and School Committee developed an operating budget that was presented to FinCom.
- During the month of January, FinCom met with the Schools and with the Finance Director to discuss areas of both Town and School budgets where we might find savings.

	Town of Wayland				
				INITIAL	
	APPROVED	APPROVED	APPROVED	PROPOSED	
	Budget	Budget	Budget	Budget	
	FY 2020	FY 2021	FY 2022	FY 2023	
	·	(\$s in 0	000's)		
OPERATING BUDGET	\$82,652	\$86,149	\$88,722	\$93,168	
Change Over Prior Year	3.45%	4.23%	2.99%	5.01%	
Other Expenses					
Cash Capital & Articles	695	250	600	625	
OPEB	500	250	0	500	
Other	<u>380</u>	<u>328</u>	421	421	
TOTAL OTHER EXPENSES	1,575	828	1,021	1,546	
Total Amount to be Raised (1+2)	\$84,227	\$86,977	\$89,743	\$94,714	
Change Over Prior Year	3.36%	3.26%	3.18%	5.54%	
Total Revenues					
Property Tax Revenue	\$70,950	\$74,069	\$77,153	\$81,453	
Local Receipts	5,000	5,100	5,200	5,300	
State Aid	6,408	6,409	6,534	6,534	
Ambulance Receipts	630	575	374	374	
Bond Premium	75	70	0	0	
Transfers from other funds	1,164	754	482	1,053	
SUM OF TOTAL REVENUES	\$84,227	\$86,977	\$89,743	\$94,714	
Real Property Tax Rate Forecast					
Property Tax Revenue	\$70,950	\$74,069	\$77,152	\$81,452	
Percent Change in Tax from Pr	2.92%	4.40%	4.16%	5.57%	
Dollar Change in Tax from Prior	r Year	\$3,119	\$3,083	\$4,300	



# The Budget Process (cont.) Results of Initial Budget Presentations

- FinCom determined that the projected budget and property tax increases were:
  - high relative to historical increases;
  - burdensome to many residents; &
  - not sustainable.
- FinCom asked Town and School departments to find savings of \$1,250,000 in their budgets, either through increased revenues or operating efficiencies. Such reductions would:
  - Reduce FY23 Operating Budget to about 3.6% year-over-year
  - Reduce Tax increase to <4.0% year-over-year

	<b>Initial PROPOSED</b>		REVISED
	Budget		Recommended
	FY 2023	Revisions	FY 2023
Town	\$21,199	(\$364)	\$20,835
Schools	47,323	\$ (158)	47,165
Unclassified	24,646	\$ (30)	24,616
OPERATING BUDGET	\$93,168	(\$552)	\$92,616
Change Over Prior Year	5.01%		4.39%
Other Expenses			
Cash Capital & Articles	625		625
OPEB	500		500
Other	<u>421</u>	<u>25</u>	<u>446</u>
TOTAL OTHER EXPENSES	1546	25	1571
Total Amount to be Raised	\$94,714	(\$527)	\$94,187
Change Over Prior Year	5.54%		4.95%
Total Revenues			
Property Tax Revenue	\$81,452	(\$1,296)	\$80,156
Local Receipts	\$5,300		\$5,300
State Aid	\$6,534	\$764	<b>←</b> \$7,298
Ambulance Receipts	\$374		\$374
Transfers from other funds	<u>\$1,053</u>	<u>\$6</u>	<u>\$1,059</u>
SUM OF TOTAL REVENUES	\$94,714	(\$527)	\$94,187
Real Property Tax Rate Forecast			
Property Tax Revenue	\$81,452		\$80,156
Percent Change in Tax from Prior Year	5.57%		3.89%
Dollar Change in Tax from Prior Year	\$4,300	-\$1,296	\$3,004

FY'23 Recommended Operating Budget (cont.): Significant Factors in Arriving At the Proposed Budget

- The key factor in arriving at the recommended budget was on the revenue side of the ledger.
- In early February, the Town received notice that State Aid to the Town would increase by \$763,000, accounting for over 60% of the funding that FinCom hoped to attain to reduce the property tax burden.
- ➤ Decreases in the overall Operating Budget totaled \$552,000.

FY'23 Recommended Operating Budget (cont.): Significant Factors in Arriving At the Proposed Budget

- ➤ As the projection for various expenses were clarified, savings of \$376,211 were identified, as follows:
  - Reduction in utilities based upon budgeting from 2022 actuals: -\$172,170
  - ❖Insurance numbers received for FY '23: -\$29,541
  - Fewer students attending Regional Vocational Schools: -\$174,500
- ➤ Changes to Proposed Town Personnel additions were identified: -\$17,360
  - (this included the removal of some proposed positions and the addition of a full-time Sustainability person)
- ➤ The School Department reduced its budget: -\$158,321.

Process of Developing A Final Operating Budget for FY '23 (cont.)

- With the changes set forth on the previous page, the estimated property tax required was reduced by \$1,296,000.
- The annual growth in the operating budget, as now proposed, is 4.39%, and the projected increase in property taxes from FY '22 to FY '23 is 3.89%.\*
- Both growth figures are higher than the Finance Committee would like to see, and we will discuss the long-term budget challenges later in this presentation.

<sup>\*(</sup>growth in the property tax was 4.40% in 2021 and 4.16% in 2022)



### Considerations for FY23 vs prior years

- ➤In light of pandemic, Town added no new FTEs in FY22 approved budget; Town budget increased 0.94% for that year
- ➤ Schools faced greater demands during the pandemic; FY22 Schools budget increased 3.98% (excluding direct Covid-costs)
  - ❖Some positions were funded via grants and savings in other areas in FY22 and are new to FY23 budget (+3.0+1.7=4.7 FTEs) or \$630,515
- ➤ Return to 'standard' OPEB funding in FY23 after partial funding and no funding in FY21 and FY22, respectively, due to Covid-based budget constraints
- ➤Increase of 11.7% in State Aid in FY23 after flat and 2% increases, respectively, in FY21 and FY22
- ➤ Level funding of Debt service in FY23 (despite savings from prior year's refunding) in order to offset the anticipated and notable increase in FY24 debt service load

### FY'23 Recommended Operating Budget (cont.)

➤On February 28, 2022, the Finance Committee voted 6-0-0 in favor of the following draft operating budget:

			FY23 Prop	FY23/I	Y22
	FY22 Approved	<b>FY23 Proposed</b>	% Total	YoY \$Chg	YoY %Chg
Town	\$19,823,613	\$20,835,398	22%	\$1,011,785	5.1%
School	45,223,290	47,164,771	51%	1,941,481	4.3%
Debt	6,634,542	6,599,543	7%	-34,999	-0.5%
Retirement	5,378,336	5,728,625	6%	350,289	6.5%
<b>Unclassified-Other</b>	2,781,702	3,140,091	3%	358,389	12.9%
<b>Health Insurance</b>	8,880,156	9,147,825	10%	267,669	3.0%
<b>Total Omnibus</b>	\$88,721,639	\$92,616,253		\$3,894,614	4.4%

#### Requests for Personnel That Were Removed From the Recommended Budget

> On the Town side of the budget, the following requested positions are not currently included in the recommended operating budget:

<ul><li>Town Office, 1 intern \$7</li></ul>	.500
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<ul> <li>Personnel Board, 1 intern</li> <li>\$7,50</li> </ul>	<b>*</b>	ersonnel Board, 1 int	tern \$7,	,500
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> On the School side of the budget, the following requested positions are not currently included in the recommended operating budget:

>	Middle School	Librarian,	0.2	\$23,205
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### **FY23 Proposed Capital Budget**



### FY23 Proposed Capital Budget Guideline

- ➤ Submissions due in October 2022
- ➤ All requests went through the CIP process.
  - ➤ Must have minimum useful life of 3 years
  - ➤ A unit purchase cost of \$25K or more
  - Construction, vehicles, equipment, infrastructure, and feasibility studies
- For FY23, the Finance Committee has again selected funding sources to minimize taxpayer impact, (details on next slides)
- ➤ Exempt Debt Large projects exceeding \$2.5M \$3.0M



### FY23 Capital Budget Review Strategy

- ➤ Projects must be ready for ATM presentation
  - Design, Build, Operate, Maintain
- ➤ Projects must clearly meet goals or department function to be fulfilled.
- Fund capital requests within the tax levy or with free cash.
- Communicated to departments the importance of capital cost estimates approximating actual costs; otherwise excess funds to be returned to free cash.
- ➤ Prior capital appropriations and status.
- > Resources available to plan and implement projects.

### FY23 Capital Budget Changes

- Capital items were adjusted as follows:
  - removed for further study or because other funding sources were being explored.
  - \*reduced because of efficiencies or to meet budget.
  - deferred for project timing or funding reasons.
  - combined for efficiencies of timing or scale.
  - projects to be voted on in a separate article are not included in the FY23 capital budget but are shown in the five-year capital plan
    - □ Acquisition of 27 Sherman Bridge Road CPA Funds \$1.5M
    - ☐ Loker Grass Field Exempt debt \$2.5M
    - ☐ Council on Aging/Community Center Exempt debt \$15M



### FY23 Capital Budget Summary by Project

		Funding				Funding	
Department	Project	Source	Amount	Department	Project	Source	Amount
Conservation	Snake Brook Dam rehabilitation	LD	900,000	Schools	DW security upgrades	FC	150,000
DPW	Town wide road reconstruction	CC	625,000		DW fire alarm panel/smoke detection replacement	FC	100,000
	Sidewalk improvements	FC	150,000		DW custodial equipment and storage	FC	100,000
	H6/H7 Light dump truck body replacements	FC	80,000		Elementary feasibility study - MSBA Project	FC	100,000
	Leaf vacuum trailer replacement	FC	70,000		WMS exterior walls and receiving dock repair	FC	20,000
	H14 Heavy dump truck replacement	LD	310,000		DW flooring	LD	240,000
Facilities	Library combined improvements	ED	2,485,000		WHS comm. controls/intercom system replacement	LD	93,500
	Town Building renovations	FC	125,000		WHS stage rigging replacement	LD	80,000
	Public Safety Building fire alarm panel upgrade	FC	100,000		WHS Field House track resurface	LD	47,500
	Fire Station 2 additional renovation funding	LD	710,000	Town Administrator	Facilities evaluation plan	FC	150,000
Fire	Large diameter hose replacement	AMB	58,000		Pond weed harvester	FC	127,600
	Cardiac monitor replacement	AMB	55,000		Town wide accessibility improvement	FC	100,000
	Boat replacement	AMB	35,000		Oxbow Field improvement	FC	62,000
	Forestry skid replacement	AMB	32,000	Transfer Station	Compactor replacement	TS	100,000
IT	Redundent fiber connection to Reeves Hill	FC	255,000	Water Enterprise Fund	Air Compressor replacement	WR	130,000
	WHS network and wireless replacement	FC	145,000		W-7 utility truck replacement	WR	95,000
JCC	Dispatch console replacement	LD	305,000		River Road water main construction	WRD	1,040,000
Police	In-car computer replacement	FC	52,000				
	School traffic safety system improvements	FC	50,000		Gran	Grand Total 9,	

### FY23 Capital Budget Summary by Funding Source

Total Recommended Capital	\$9,277,600
Cash Capital (CC) – Taxation in FY23	\$625,000
Free Cash (FC) – No Impact on Tax Levy	\$1,936,600
Non-exempt Debt (LD) – Taxation beginning FY24 with payments spread over up to 20 years	\$2,686,000
Exempt Debt (ED) – Taxation beginning FY24 with payments spread over up to 20 years not subject to Prop 2 ½	\$2,485,000
Ambulance Receipts (AMB) – No Impact on Tax Levy	\$180,000
Enterprise Funds Revenue [Water (WR), Transfer Station (TS)] – No Impact on Tax Levy – Impact on customers	\$325,000
Enterprise Funds Debt [Water (WRD)] - No Impact on Tax Levy - Impact on customers	\$1,040,000



### FY23 – FY27 Capital Improvement Plan by Department

							Total Dept.
Department	2023	2024	2025	2026	2027	<b>Total in CIP</b>	Requested
Conservation	900,000	30,000	-	-	_	930,000	3,489,000
DPW	1,235,000	1,645,000	1,470,000	1,250,000	1,335,000	6,935,000	8,289,366
Engineering	-	_	300,000	-	_	300,000	-
Facilities	18,420,000	3,485,000	1,375,000	910,000	-	24,190,000	65,475,000
Fire	180,000	220,000	213,000	880,000	525,000	2,018,000	2,018,000
IT	400,000	250,000	180,000	220,000	160,000	1,210,000	1,540,000
JCC	305,000	300,000	100,000	_	-	705,000	705,000
Police	102,000	50,000	42,500	77,000	-	271,500	319,000
Recreation	2,500,000	650,000	2,030,000	2,030,000	430,000	7,640,000	10,170,000
School	931,000	1,761,900	2,965,900	2,518,392	792,671	8,969,863	10,975,914
Town Administrator	439,600	_	-	-	-	439,600	439,600
Transfer Station	100,000	60,000	-	-	-	160,000	160,000
Wastewater Fund	-	_	-	-	-	-	2,000,000
Water Fund	1,265,000	2,125,000	5,350,000	7,250,000	1,675,000	17,665,000	17,665,000
Total	26,777,600	10,576,900	14,026,400	15,135,392	4,917,671	71,433,963	123,245,880
Total in Prior CIP	15,567,150	8,783,600	6,906,400	9,097,892	N/A		

\$66M in FY23-FY27 vs. \$40M for same 4 year period in prior CIP

Total in CIP is \$52M less than requested



### FY23 – FY27 Capital Improvement Plan by Category

<b>Project Category</b>	2023	2024	2025	2026	2027	Total
Building repair	4,307,500	4,671,900	6,910,900	1,938,000	721,671	18,549,971
Equipment	1,998,100	2,025,000	1,010,500	1,542,000	500,000	7,075,600
Infrastructure	2,715,000	1,955,000	3,625,000	8,306,392	2,605,000	19,206,392
Land Improvement	2,562,000	1,250,000	2,280,000	2,474,000	501,000	9,067,000
New construction	15,100,000	500,000	-	_	_	15,600,000
Vehicles	95,000	145,000	200,000	875,000	590,000	1,905,000
Other	-	30,000	-	-	-	30,000
Total	26,777,600	10,576,900	14,026,400	15,135,392	4,917,671	71,433,963

### 5-Year Capital Plan Analysis

	Debt Service for the Fiscal Year Ending June 30,				30,
	2023	2024	2025	2026	2027
Projected Total Debt paid from Taxation (not including Water Fund Debt)	6,051,157	7,004,569	8,885,267	8,543,060	8,462,809
\$ chg year to year	(645,158)	953,413	1,880,698	(342,207)	(80,251)
% chg year to year	-9.6%	15.8%	26.8%	-3.9%	-0.9%
Projected Operating Budget/General Fund Revenue	92,616,253	95,394,741	98,256,583	101,204,280	104,240,408
% of Projected Operating Budget	6.5%	7.3%	9.0%	8.4%	8.1%
Less than 10%?	Yes	Yes	Yes	Yes	Yes
	Out	standing Debt	as of Fiscal Y	ear Ending Jun	e 30,
	2023	2024	2025	2026	2027
<b>Projected Total Debt paid from Taxation (not including Water Fund Debt)</b>	54,208,829	69,374,803	69,077,507	67,784,006	62,377,887
\$ chg year to year	5,645,655	15,165,974	(297,296)	(1,293,501)	(5,406,119)
% chg year to year	11.6%	28.0%	-0.4%	-1.9%	-8.0%
Projected Operating Budget/General Fund Revenue	92,616,253	95,394,741	98,256,583	101,204,280	104,240,408
% of General Fund Revenue	58.5%	72.7%	70.3%	67.0%	59.8%
Less than 100%?	Yes	Yes	Yes	Yes	Yes

### Finance Committee Recommendations to Board of Selectmen Regarding Use of Exempt Debt

What is exempt debt and why is FinCom recommending it for certain projects.

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#### Finance Committee Recommendations for Exempt Debt

- Municipalities in Massachusetts can fund capital projects within the Proposition 2 ½% tax levy, which for large projects may create a burden on the community's ability to pay for such projects;
- Alternatively, large capital projects may be financed by using debt that is exempt from Proposition 2 ½%. This provides that the debt service from those projects do not impact the community's differential between the levy limit of Proposition 2 ½ and the Town's operating budget.

#### > Example:

- ❖ If a Town has property values of \$100 million, then it can raise taxes by up to 2.5% of the value of that property, or \$2.5 million. If the community raises taxes beyond the \$2.5 million, it must obtain a vote to do so from 2/3 of the residents.
- ❖ By using exempt debt, the debt service from that particular capital project is not counted in the Town's levy limit for Proposition 2 ½.
- Without the use of exempt debt, towns might not be able to pursue large capital projects.

#### Finance Committee Policy Regarding The Use of Exempt Debt

- ➤ Rating agencies tend to look favorably on exempt debt projects as a vote at the polls tends to reflect taxpayer support of said-funded projects
- The Finance Committee generally recommends the use of exempt debt for capital projects that have a total cost in the range of \$2.5 million to \$3.0 million or more.
- There are three projects being proposed for Fiscal '23 for which the Finance Committee recommends the use of exempt debt.
  - One is a project that the Finance Committee has included in the FY '23 capital budget;
  - Two are projects that will be voted as separate articles.

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#### Recommended Projects for Exempt Debt in FY '23

#### ➤ Library Combined Improvements \$2,485,000

\* This is a project that makes multiple improvements to the Wayland Library. The need for these improvements has been demonstrated. The Finance Committee has included this as a facilities improvement in our recommended capital budget for FY '23. The total cost is right at the limit of the recommendation for exempt debt. Given the concern that the Town is approaching the Proposition 2 ½% levy limit, the Finance Committee feels that the use of exempt debt is appropriate for this project.

Recommended Projects for Exempt Debt in FY '23 (cont.)

#### > Council on Aging/Community Center \$15,000,000

\* From a size perspective, this project clearly fits the intended use of exempt debt. It is a separate article that is not included in the current Finance Committee budget for FY '23.

#### Loker Grass Field

\$2,500,000

❖ This project is also an article to be voted at Annual Town Meeting. The cost is at the lower limit of projects to be recommended for funding with exempt debt. As with the library project, the Finance Committee feels it is important to finance this project with exempt debt in order to limit the reduction in the Town's Proposition 2 ½% levy limit.

Note: the Finance Committee has not yet considered the articles for these two projects.



**Future Budgets – Challenges and Opportunities** 

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### Budget Challenges Over the Next Several Years

- Growth in the budget towards Proposition 2 ½ as unused levy is declining.
- Large capital projects that are anticipated over the next 5-10 years,
  - CoA/CC building
  - Playing fields

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- New or renovated elementary school, which is not currently in the 5-year capital plan.
- Personnel needs that have not been filled on the town side for the past few years that are needed to provide desired services and to assist our current town employees.
- State mandates and needs of the schools (special education, social psychological needs).
- Need for proper funding for maintenance of facilities.

#### **Budget Challenges Over the Next Several Years (cont.)**

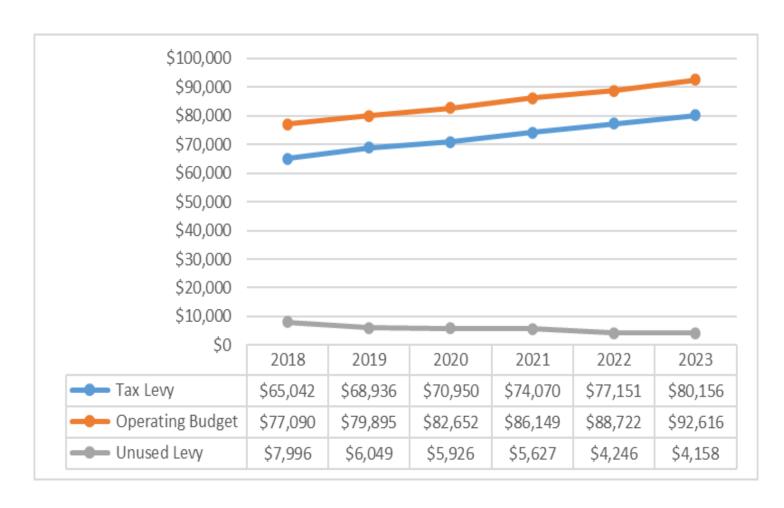
- ➤ Rising inflation will be an issue for many costs, including compensation, utility costs, repair costs, etc. over the next few years.
- ➤ Increases in Health, Medicare and Retirement Costs
- Significant contractual commitments
- > Limited revenue sources outside of taxation to support the operating budget

### What is Proposition 2 ½ and How Does It Impact Our Budget

- Proposition 2 ½ mandated by the Commonwealth of Massachusetts
  - ❖ It sets limits on the amount that a community may raise by property taxes to 2 ½% of the value of the town's overall assessed property values, plus new growth, unless residents agree to spend more via a 2/3 vote.
- Wayland's Tax Levy has been significantly below the Proposition 2 ½% line for many years, but we are approaching that line each year (see graph on next page).
- Approximately 15 years ago, Wayland had many votes with regard to an override of Proposition 2 ½. With the budget challenges identified herein, a return to Proposition 2 1/2% votes could place a significant burden on Town and School operations.



### Proposition 2 ½% - 5 Year History



	Dran Tay Day	Crl Fund Fyn
	Prop Tax Rev	Grl Fund Exp
	% Change	% Change
2017	7.5%	2.8%
2018	3.7%	3.3%
2019	5.8%	3.6%
2020	3.2%	3.5%
2021	4.8%	4.4%
Average	5.0%	3.5%

### Tools to Meet These Challenges

- ➤ Wayland is a great community (suggested in a recent article as the #2 most desirable in Massachusetts) for many reasons:
  - One of the top school systems in the Commonwealth;
  - Lots of open space, hiking trails, bike trails, etc.
  - Quality community programs, such as the CoA and our Recreational Programs
- There is a cost to maintaining these programs and the purpose of this brief discussion is to generate future thoughts on how we maintain what we have or whether we think about alternatives to deal with the challenges.

### Economic Development As One Tool in Offsetting Budget Challenges

- ➤ One partial solution to assist in dealing with our budget challenges is to consider economic development opportunities an example is the River's Edge project that will come at least partially online in FY '23 and should be fully operating in FY '24.
- Projections for that project show, that after potential expense for students, fire and police department additions (both already added), that this should add a conservative estimate of \$800,000 per annum to our property tax revenue, thereby directly reducing the property tax payment by all current home-owners in Wayland.
- An equally significant benefit will be the positive impact on Proposition 2 ½. Currently the margin between the projected 2023 budget and the limit of Proposition 2 ½ is approximately \$4.2 million. The addition of River's Edge to the Town's total assessed valuation is likely to increase the margin to the proposition 2 ½ levy limit to the range of \$5.75 million to \$6.25 million, which is very significant.

These River's Edge numbers are not incorporated into our FY '23 budget projections.

### Thoughts on Future Opportunities

- Continue as we currently operate, which will mean that in the future we will have decisions regarding:
  - Carefully manage expenses
  - Future program cuts
  - Increasing property tax costs
- > Create new revenue sources to allow us to:
  - Maintain our facilities
  - Allow for continued open space for recreational and other uses
  - Maintain first class programs with the required personnel
  - Allow for new capital projects which will be needed and wanted in the future
- ➤ River's Edge is not the answer, but it is an example of how we can help for the future. Not every large project is right for Wayland. Thoughtful planning of what we do in the future is needed now.

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