## Northborough Appropriations Committee Report Annual Town Meeting April 25, 2022

## Northborough Appropriations Committee Report Annual Town Meeting – April 25, 2022

The Northborough Appropriations Committee consists of six (6) members appointed by the Town Moderator for staggered three-year terms. The role of the Appropriations Committee, by statute and charter, is that of advisory to Town Meeting. All articles in the Town Meeting Warrant involving the appropriation or expenditure of money must be considered by the Appropriations Committee. It must recommend approval or disapproval of same, in whole or in part. Immediately after the presentation of such article at Town Meeting, the Committee must report to the Meeting its recommendation of approval or disapproval of such appropriation or expenditure, together with the reasons thereof. The report that follows is the Committee's voted recommendations for the Articles on the April 25, 2022 Town Meeting Warrant.

As required by the Charter and Municipal Code of the Town of Northborough, we have made our recommendations on each financial article to you based on the information available to us at the time of our deliberation and may be modified or changed on Town Meeting floor if additional information is forthcoming. Votes on these articles were taken at our meeting on Thursday, April 7, 2022. Town Meeting is the Legislative Body of the Town of Northborough, and the final decision of approval or disapproval of each warrant article is ultimately up to you, the voters.

The Coronavirus Pandemic continues to influence the overall operations of the Town as we plan for FY2023. However, this balanced budget was presented at the March 28<sup>th</sup> Joint Budget Hearing of the Board of Selectmen and Appropriations Committee. The Committee encourages residents to view that recorded meeting, which is available for streaming on Northborough Local Access.

Free Cash, also known as Budgetary Fund Balance, consists of unrestricted funds from operations of the previous fiscal year including unexpended Free Cash from the previous fiscal year, actual receipts in excess of revenue estimates shown on the tax recapitulation sheet, and unspent amounts in budget line-items. Unpaid property taxes and certain deficits reduce the amount that can be certified as Free Cash. The calculation of Free Cash is based on the balance sheet as of June 30, which is submitted by the Town Accountant. It is important to note that Free Cash is not available for appropriation until certified by the State Department of Revenue.

Use of Free Cash in the operating budget has been systematically phased down over the past years from \$700,000 in FY2010, to \$600,000 in FY2011, and ultimately, reaching the Free Cash policy target amount of \$500,000 in FY2012, where it remained through FY2020. In FY2021, in response to the potential economic destabilization caused by the Coronavirus Pandemic, \$878,000 in Free Cash was used to support the operating budget. During FY2022 the Town returned to the policy limit of \$500,000 in Free cash as finances were stabilized by Federal Aid. The FY2023 budget proposes to use the standard policy defined amount of Free Cash in the budget of \$500,000 for operations. By limiting the use of Free Cash to fund operating expenses, the Town has moved to a sound financial policy of appropriating Free Cash to fund one-time expenses, such as capital projects, to avoid incurring debt.

In addition to using \$500,000 to offset the operating budget, the FY2023 proposed budget allocates \$2,024,000 in pay-as-you go (Free Cash) capital investment, resulting in no additional tax impact. These are non-recurring capital expenditures. Since FY2012 the Town has invested \$18.6 million in pay-as-you-go capital investments with no additional tax impact. That includes \$12.9 million in Free Cash and approximately \$5.8 million in other funding sources, exclusive of the \$2,024,000 in Free Cash expenditures planned for FY2023. The result has been fewer tax dollars being used to pay for interest on loans. As always, any use of Free Cash remains subject to Town Meeting approval and appropriation.

Revenue Assumptions in this budget reflect an increase in tax receipts of 3.54% (\$1.97 million); New Growth at \$40 million value (\$659,600 in new revenue); includes Debt Exclusions for the Fire Station design and land acquisition, ARHS, Library, Senior Center and Lincoln Street School projects; Free Cash policy target of \$500,000 is maintained; Local Receipts are level funded at \$4.17 million; and State Aid is funded at \$5.6 million based on the Governor's Budget released on January 26, 2022 indicating a 1.03% increase in local aid.

The final FY2022 General Fund Budget resulted in an increase to the average single family tax bill of \$295 for a total of \$8,195 on a home valued at \$496,961. Please keep in mind that the following projected tax impact numbers referenced within this report are estimates only and are made independent of any market adjustments to individual property values that the Board of Assessors may make for FY2023. At this time, the FY2023 tax impact is estimated to be \$513 on the average single-family home valued at \$546,657 (10% above the FY2022 average single family home value). The actual tax rate will be set by the Department of Revenue in the fall of 2022 using the FY2023 Assessed Valuation for Properties. In FY2022, the Town received its first tranche of American Rescue Plan Act (ARPA) funds and is scheduled to receive the second and final tranche in early FY2023. The total allocation from ARPA is expected to be \$4.5 million. Although the usage of ARPA funding is still being determined, it is the Committee's recommendation that these one-time funds be used responsibly and in accordance with our Financial Polices which seek to pair non-recurring revenues with one-time expenses such as capital investments. These funds should not be used to expand staffing or programs that that cannot be sustained with future recurring revenue growth.

Health Insurance: In FY2023, Fallon, the Town's current healthcare provider, will exit the active employer group insurance market. The Town underwent an RFP process, and while forming an informal Joint Purchasing Arrangement (JPA) with the Regional High School district and the Town of Southborough, awarded a contract to Harvard Pilgrim Healthcare (HPHC) for the next plan year. Due to favorable claims data along with the larger group afforded by the JPA, the new contract with HPHC results in a modest premium increase for FY2023. The Town's overall Health Insurance budget is proposed to increase just 1%, including the senior plan renewal which came in at 5%. It is important to note that Northborough's Health Insurance budget has increased, on average, just 2.88% for the past decade.

**Key budgets in FY2023 are:** Northborough K-8 Schools reflect an increase of \$893,275 or 3.46% to \$26,692,953; General Government (Town) increases \$862,353, or 3.65% to \$24,501,963; Algonquin Regional High School (ARHS) combined operating and debt service assessment increases \$38,273 or 0.28% to \$13,568,035. The ARHS operating assessment increases by \$21,469 or 0.17% to \$12,914,966; and the ARHS debt assessment increases by \$16,804 to \$653,069 which will remain relatively constant until final payment in 2027. Enrollment numbers have begun to shift back toward Southborough as predicted by the District, resulting in a relatively flat assessment for Northborough in FY2023. Assabet Vocational High School combined Operating Assessment and debt service is an overall increase of \$185,450 or 17.36%: Operating Assessment increases by \$189,278 or 20.25% to \$1,123,936 due to an increase of 9 students over FY2022 to a total of 68 Northborough students attending in FY2023 and debt service associated with the completed renovation project decreases by \$3,828 (2.86%) to \$130,004.

The FY2023 budget is a balanced budget within the confines of Proposition 2 ½ as required by statute and maintains core departmental services and missions. While the effects of the Coronavirus Pandemic continue to impact the daily lives of residents, businesses, students and staff, Northborough remains in strong financial condition due to the diligence and conservative budgeting approach practiced by the leadership of the community.

We wish to thank all departments and committees with whom we interact during this budgetary process – Municipal and School – for without their cooperation and collegiality during the budgetary process, it would not have been possible to affect such a positive outcome.

As always, if you have any questions on our recommendations, we will be pleased to answer them either collectively or individually during debate on any specific article. Below is a summary of our recommendations for each article that requires an appropriation included on the 2022 Annual Town Meeting Warrant.

## Summary of the Northborough Appropriation Committee Recommendations for FY2023 Warrant Articles

Article	Project	Amount	Vote *	Recommend
				Approval?
4	Town Budget	\$23,563,961	(6-0-0)	YES
5	Water, Sewer & Solid Waste Enterprise Funds	\$5,961,704	(6-0-0)	YES
6	Northborough K-8 Public Schools	\$26,692,953	(6-0-0)	YES
7	Northborough-Southborough Algonquin Regional School District Assessment (ARHS)	\$13,568,035	(6-0-0)	YES
8	Assabet Valley Regional Technical School District Assessment	\$1,253,940	(6-0-0)	YES
9	Revolving Funds Authorization of Expenditure Limits	various	(6-0-0)	YES
10	Appropriations Committee Reserve Fund	\$175,000	(6-0-0)	YES
11	CIP: Police Cruiser Replacements	\$165,000	(6-0-0)	YES
12	CIP: Fire – Ambulance Replacement	\$400,000	(6-0-0)	YES
13	CIP: DPW – Road Improvements and Maintenance	\$454,000	(6-0-0)	YES
14	CIP: DPW – Culvert and Drainage Replacement	\$300,000	(6-0-0)	YES
15	CIP: DPW – One-Ton Dump Truck with Plow Replacement	\$130,000	(6-0-0)	YES
16	CIP: DPW – 20-Ton Dump Truck with Spreader and Plow Replacement	\$340,000	(6-0-0)	YES
17	CIP: DPW – Loader Replacement	\$290,000	(6-0-0)	YES
18	CIP: DPW – Backhoe Replacement	\$195,000	(6-0-0)	YES
19	CIP: MPIC – Downtown Master Plan Study	\$150,000	(6-0-0)	YES
20	CIP: SEWER – Inflow & Infiltration (I/I) Mitigation	\$360,000	(6-0-0)	YES
21	Purchase 4 West Main Street – Old Town Hall	\$10,000	(6-0-0)	YES
23	Community Preservation Fund – Housing Authority – Construction of Eight Affordable Low-Income, Senior One-Bedroom Rental Units	\$1,340,000	(6-0-0)	YES

Article	Project	Amount	Vote *	Recommend
				Approval?
24	Community Preservation Fund – Affordable Housing Reserve	\$75,000	(6-0-0)	YES
25	Community Preservation Fund – Brigham Street Burial Ground Beautification	\$137,500	(6-0-0)	YES
26	Community Preservation Fund – 2 Signs to Identify the Kizer Section of Northborough Cemetery  \$5,124 (6-0-0)		YES	
27	Community Preservation Fund – Shutter Restoration of Historical Society Building	\$55,000	(6-0-0)	YES
28	Community Preservation Fund – Design and Project Management for Dog Park		(6-0-0)	YES
29	Community Preservation Fund – Design of ADA-Compliant Accessible Trail \$28,500 (6-0-0)  Located at the Senior Center		(6-0-0)	YES
30	Community Preservation Fund – Preliminary Design of Pedestrian Access Over the Assabet River Aqueduct Bridge	\$133,658	(6-0-0)	YES
31	Community Preservation Fund – White Cliffs Debt Service	\$185,800	(6-0-0)	YES
32	Community Preservation Fund – CPA Administration	\$37,500	(6-0-0)	YES

Numerical votes shown in Yes-No-Abstain order relative to a motion to recommend approval. Fewer than six total votes reflects absence of one or more members.

Respectfully submitted, Robert D'Amico (2022) George Brenckle (2024) Richard Nieber, Chair (2022) Janice Hight Vice Chair (2023) Anthony Poteete (2023) Tim Kaelin (2021)

Article	Purpose of Article	Committee Recommendation
	☆ NOTE: ALL PROPOSED BUDGET	TREQUESTS ARE WITHIN THE CONFINES OF PROPOSITION 2½ ☆
4	Town Budget  Raised by taxation \$22,209,340  Plus transfers 1,354,621  Total Town Budget \$23,563,961  *Article 4 motion also includes an additional \$200,000 transfer from Free Cash to the Stabilization Account	The Appropriations Committee voted to unanimously recommend approval of this Article.

- One-time revenues are limited to \$500,000 in Free Cash, or 1%, to support the operating budget in accordance with the Town's Free Cash Policy.
- The motion for Article 4 includes an additional \$200,000 in Free Cash to be transferred to the Stabilization Fund in order to maintain reserves at 8%, well within the Town's Financial Reserve Policy range of 5-10%.
- The FY2023 General Government budget increase is 3.65% which includes additional funding for Norfolk County Agricultural School tuition.
- Overall, departments presented reasonable budgets that maintain services, conform to Town Financial Policies, and minimize the tax impact.
- The FY2023 tax impact is estimated to be \$513 on the average single-family home valued at \$521,809 (10% above the FY2022 average single family home value). The actual tax rate will be set by the Department of Revenue in the fall of 2022 using the FY2023 Assessed Valuation for Properties. Approximately half of the estimated tax increase is due to market increases in single family home values. The Committee notes that surrounding communities are anticipating tax bill increases in excess of \$1,000 due to market value increases.
- The Budget is legally balanced as presented and within the confines of Proposition 2 ½. No excess levy capacity is being used.

	Water, Sewer & Solid Waste Enterprise Funds	
5		The Appropriations Committee voted to unanimously recommend approval of this Article.
	\$5,961,704	

- An Enterprise Fund is a separate accounting and financial reporting mechanism for municipal services for which a fee is charged in exchange for goods or services. It allows a community to demonstrate to the public the portion of total costs of a service that is recovered through user charges and the portion that is subsidized by the tax levy, if any.
- In total the FY2023 Enterprise Fund budgets are decreasing (292,575) or -4.7%. The Water Enterprise Fund is budgeted at \$2,636,103 which is a decrease of \$317,871 or 10.8% due to a reduction in the Massachusetts Water Resources Authority Assessment. The FY2023 Sewer Enterprise Fund is budgeted at \$2,397,488, which is an overall increase of \$24,028 or 1.0%. The Solid Waste and Recycling budget is increasing \$8,969, or 0.98% as recycling markets improved.
- The Water and Sewer Enterprise Funds are fully funded by fees; the Solid Waste Enterprise fund receives a \$337,160 General Fund tax subsidy.

Article	Purpose of Article	Committee Vote and Recommendation
	☆ NOTE: ALL PROPOSED BUDGE	T REQUESTS ARE WITHIN THE CONFINES OF PROPOSITION 2½ ☆
6	Northborough K-8 Public Schools	The Appropriations Committee voted to unanimously recommend approval of this Article.
	\$26,692,953	
	. , ,	
The I	FY2023 Northborough K-8 School Budget reflects	an increase of \$893,275 or 3.46% to \$26,692,953.

- The Appropriations Committee acknowledges the positive collaborative working relationship between the Committee, Town Administrator, the K-8 School Committee, and the Superintendent during this budget process.
- Please refer to the Superintendent's FY2023 Budget handout for more detail.

	Northborough-Southborough Algonquin Regional School District Assessment (ARHS)	The Appropriations Committee voted to unanimously recommend approval of this Article.
7	Operating Assessment \$12,914,966	
	Debt Exclusion – Prop 2 ½ \$ 653,069	
	\$13,568,035	

- The ARHS combined Operating Assessment and Debt Service increases \$38,273 or 0.28% to \$13,568,035.
- The ARHS Operating Assessment for FY2023 is up 0.17% or \$21,469 over the FY2022 revised ARHS budget. The ARHS Operating Assessment is a nearly level request from FY2022 due to shifting enrollments between Northborough and Southborough.
- ARHS Debt Assessment increases by \$16,804 or 2.64% and will remain relatively constant until final payment in FY2027.
- The Regional School Committee and Superintendent have presented a fiscally responsible budget that maintains core educational services.
- The Appropriations Committee acknowledges the positive collaborative working relationship between the Committee, Town Administrator, the Regional School Committee, and the Superintendent during this budget process.
- Please reference Superintendent's FY2023 ARHS Budget handout for more detail.

8	Assabet Valley Regional Technical School District Assessment Operating Assessment \$ 1,123,936 Debt Assessment \$ 130,004 \$1,253,940	The Appropriations Committee voted to unanimously recommend approval of this Article.

A	rticle	Purpose of Article	Committee Vote and Recommendation	
			T REQUESTS ARE WITHIN THE CONFINES OF PROPOSITION 2½ ☆	
•	overa	The combined Operating Budget Assessment and Debt Assessment represents an overall increase of \$185,450 or 17.36%. Although Assabet's overall district budget increase is 4.3%, Northborough's assessment is being driven up disproportionately due to increasing enrollment, as 68 students will attend the school in FY2023, an increase of 9 students over FY2022.		
•		Debt Assessment is for a 25-year bond scheduled ssabet Valley was reduced in FY2023 by \$3,828, o	to be paid off in 2042 with declining debt payments each year. FY2023 Debt Assessment r 2.86%, to \$130,004.	
•	Pleas	se reference Assabet Valley Superintendent's FY2	023 Budget handout for more detail.	
	9	Revolving Funds Authorization of Expenditure Limits	The Appropriations Committee voted to unanimously recommend approval of this Article.	
•	Annual reauthorization of expenditure limits for revolving funds for use by certain Town Departments, Boards, Committees, Agencies or Officers pursuant to Massachusetts General Laws, Chapter 44, Section 53E½. Revolving Funds are used where fees are charged for program services and those fees are held in a special fund and used to offset the cost of providing those services.			
	10	Appropriations Committee Reserve Fund \$175,000	The Appropriations Committee voted to unanimously recommend approval of this Article.	
•			Io, Section 6, this fund provides the Town and K-8 School operations with an option for ng the year without the requirement of a Town Meeting.	
•			175,000 level and is most often used to cover unanticipated storm expenses.	
•	If un	used, Reserve Fund appropriations close out to F	ree Cash from where they were appropriated, resulting in no additional tax impact.	
•	Trans	sfers from the Reserve Fund require Appropriation	ns Committee approval.	
		CIP: Police Cruiser Replacement		
	11		The Appropriations Committee voted to unanimously recommend approval of this Article.	
		\$165,000		
•	This	article proposes to purchase three new police veh	nicles.	
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- Police cruisers are replaced on an annual basis, contingent upon the availability of Free Cash, with a typical vehicle used between four and six years or 100,000 miles.
- This purchase will be funded from Free Cash with no additional tax impact.

Article	Purpose of Article	Committee Vote and Recommendation			
	☆ NOTE: ALL PROPOSED BUDGET REQUESTS ARE WITHIN THE CONFINES OF PROPOSITION 2½ ☆				
	CIP: Fire – Ambulance Replacement				
12	\$400,000	The Appropriations Committee voted to unanimously recommend approval of this Article.			
	_	placement of a 2013 ambulance with the debt service to be paid for from EMS Revolving			
Fund	d. Debt payments associated with the ambulance	replacement will be funded from user fees with no additional tax impact.			
13	CIP: DPW – Road Improvements and Maintenance	The Appropriations Committee voted to unanimously recommend approval of this Article.			
	\$454,000				
Man	<ul> <li>Funds needed to supplement the Pavement Management Plan due to limited State Chapter 90 Transportation Funding. The Town's Pavement Management Plan requires a minimum spending level of \$1.1 million annually to maintain pavement conditions.</li> <li>Funded from Free Cash with no additional impact to tax rate.</li> </ul>				
14	CIP: DPW – Culvert and Drainage Replacement	The Appropriations Committee voted to unanimously recommend approval of this Article.			
	\$300,000				
urge	<ul> <li>Request to fund drainage repairs which may include replacement of the failed Lincoln Street culvert in conjunction with grant funds, or other urgent drainage needs in Town. In 2019, a culvert inventory and assessment was completed indicating that the town had a backlog of drainage work.</li> </ul>				
• Fund	Funded from Free Cash with no additional tax impact.				
15	CIP: DPW – One-Ton Dump Truck with Plow Replacement	The Appropriations Committee voted to unanimously recommend approval of this Article.			
	\$130,000				
	<ul> <li>Request to replace a 2012 truck used for salting and sanding during snow events. These trucks have a useful life of between 10 and 12 years.</li> <li>Funded from Free Cash with no additional tax impact.</li> </ul>				

Article	Purpose of Article	Committee Vote and Recommendation	
	☆ NOTE: ALL PROPOSED BUD	GET REQUESTS ARE WITHIN THE CONFINES OF PROPOSITION 2½ ☆	
	CIP: DPW – 20-Ton Dump Truck with Plow		
16	\$340,000	The Appropriations Committee voted to unanimously recommend approval of this Article.	
	uest to replace a 2002 truck used for salting and ded from Free Cash with no additional tax impac	sanding during snow events. These trucks have a useful life of between 15 and 20 years. t.	
17	CIP: DPW – Loader Replacement \$290,000	The Appropriations Committee voted to unanimously recommend approval of this Article.	
_	uest to replace a 2006 John Deere loader used fo ded from Free Cash with no additional tax impac	or various construction projects throughout town as well as during snow removal operations.	
18	CIP: DPW – Backhoe Replacement \$195,000	The Appropriations Committee voted to unanimously recommend approval of this Article.	
grav	Request to replace a 2005 model backhoe used by the Highway Division used for drainage and roadway repairs, plowing of streets, and digging graves in the cemeteries. Useful life is approximately 10 to 12 years. This equipment will be 17 years old when it is replaced.		
19	CIP: MPIC - Downtown Master Plan Study \$150,000	The Appropriations Committee voted to unanimously recommend approval of this Article.	
its to	Following the finalization of the Master Plan in 2020, the Master Plan Implementation Committee formally voted to make downtown revitalization its top priority and developed a scope of work for a Downtown Master Plan Study.		

Article	Purpose of Article	Committee Vote and Recommendation	
	☆ NOTE: ALL PROPOSED BUDGE	T REQUESTS ARE WITHIN THE CONFINES OF PROPOSITION 2½ \$\frac{1}{2}\$	
20	CIP: DPW/Sewer – Inflow & Infiltration \$360,000	The Appropriations Committee voted to unanimously recommend approval of this Article.	
CM	Funds to complete the second year of inflow and infiltration elimination from the sanitary sewer system as mandated by MassDEP under 314 CMR 12.04.  Funded from Sewer Enterprise Fund's Free Cash with no additional tax impact. Costs for the project are part of the existing fee structure.		

21	Repurchase 4 West Main Street – Old Town Hall	The Appropriations Committee voted to unanimously recommend approval of this Article.
	\$10,000	, , , , , , , , , , , , , , , , , , ,

- In 1983 the Town sold the former Town Hall property, subject to the right to repurchase it in the 40th year after the sale for the sum of Ten Thousand Dollars (\$10,000). This Article proposes the exercise of the repurchase option and the appropriation of funds for that purpose. The Town will undertake a feasibility study prior to completing the repurchase to determine how best to use the property.
- This amount will be raised by taxation within the confines of Proposition 2 ½.

**Article 22 does not require a recommendation from the Appropriations Committee** 

Article	Purpose of Article	Committee Vote and Recommendation	
Articles 23 - 32 are Community Preservation (CPA) articles totaling \$2,033,582 in CPA allocations. Each article represents an allowable spending purpose under the Community Preservation Act enacted in 2000 and adopted by ballot vote in Northborough in November 2004 at a surcharge of 1.5%. The first \$100,000 of a residential property's assessed value is exempt from the surcharge.			
23	Community Preservation Fund – Housing Authority – Construction of Eight Affordable Low-Income, Senior One- Bedroom Rental Units \$1,340,000	The Appropriations Committee voted to unanimously recommend approval of this Article.	
24	Community Preservation Fund – Affordable Housing Reserve	The Appropriations Committee voted to unanimously recommend approval of this Article in the event that Article 23 fails or is passed over. If Article 23 passes, Article 24 will be passed over.	
25	Community Preservation Fund – Brigham Street Burial Ground Beautification \$137,500	The Appropriations Committee voted to unanimously recommend approval of this Article.	
26	Community Preservation Fund – 2 Signs to Identify the Kizer Section of Northborough Cemetery \$5,124	The Appropriations Committee voted to unanimously recommend approval of this Article.	
27	Community Preservation Fund – Shutter Restoration of Historical Society Building \$55,000	The Appropriations Committee voted to unanimously recommend approval of this Article.	
28	Community Preservation Fund – Design and Project Management for Dog Park \$35,500	The Appropriations Committee voted to unanimously recommend approval of this Article.	
29	Community Preservation Fund – Design of ADA-Compliant Accessible Trail Located at the Senior Center \$28,500	The Appropriations Committee voted to unanimously recommend approval of this Article.	

Article	Purpose of Article	Committee Vote and Recommendation
30	Community Preservation Fund – Preliminary Design of Pedestrian Access Over the Assabet River Aqueduct Bridge	The Appropriations Committee voted to unanimously recommend approval of this Article.
	\$133,658	
31	Community Preservation Fund – White Cliffs Debt Service \$185,800	The Appropriations Committee voted to unanimously recommend approval of this Article.
32	Community Preservation Fund – CPA Administration \$37,500	The Appropriations Committee voted to unanimously recommend approval of this Article.

Articles 33 – 44 do not require recommendations from the Appropriations Committee