

# **Section II**

## **Budget Summary**

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Section Overview

This Budget Summary contains charts, schedules, and narratives that describe the FY10 Enterprise Budgets. The level of detail in this summary section allows the reader to grasp the “big picture” relating to the Enterprise Operations’ recent past, present, and near future.

The sub-sections found in this summary are:

- Overview** II-1
- Management Policies** II-2 to II-3
- Financial Health** II-4 to II-5
- Operating Summaries** II-6
- Capital Spending** II-7
- Useful Definitions** II-8 to II-9

Enterprise Fund Financial Policy

Along with their missions to provide their respective services in an efficient and effective manner, each of the Town’s enterprise activities must also work to be financially self-supporting.

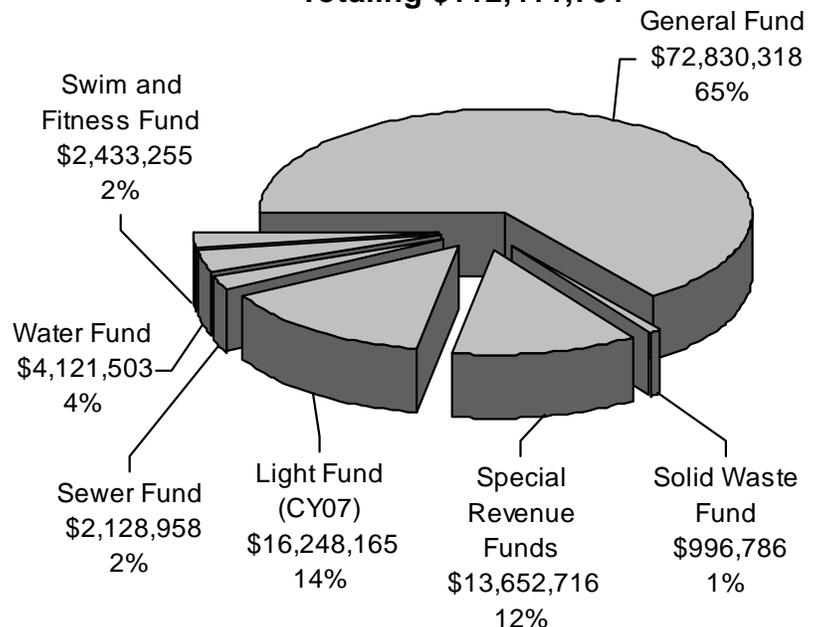
This means that each is expected to cover all costs associated with operations as well as all costs associated with capital maintenance and depreciation by generating the necessary revenue itself (i.e. through user fees).

Debt should only be used to expand an enterprise activity’s capacity or level of service, and not to replace or renew the existing infrastructure.

Enterprise Funds

- Light Fund** Section III
- Water Fund** Section IV
- Sewer Fund** Section V
- Swim and Fitness Fund** Section VI
- Solid Waste Fund** Section VII

Enterprise Revenues as a Percentage of Total FY08 Town Government Revenues  
 Totaling \$112,411,701



A Note on the Solid Waste Fund

The Town’s Solid Waste Fund is not an enterprise fund; but rather, it is a special revenue fund (or “revolving” fund) established by local bylaw. The Solid Waste Fund controls no capital equipment or infrastructure. Its principal purpose is to operate the Curbside Collection and Recycling Program as a business-type activity without taxpayer support. This represents a significant business-type service of the Town and therefore its budget is presented in Section VII of this report.

*Definition*

**Enterprise Fund:** An accounting and reporting entity for a business-type activity that is separate from the taxpayer supported General Fund and involves a municipal service supported wholly or primarily by user fees. The separate accounting and reporting of such an entity allows the Town to balance the specific costs of providing the service, which typically involves the maintenance of capital infrastructure, with the revenues generated from the related user fees. Resources of an enterprise fund cannot be diverted to other unrelated uses.

## Management of the Enterprise Funds

Town Charter and Bylaws

Under the Town Charter, the Town Manager serves as the executive of all Town enterprise and special revenue funds. The Town Manager supervises all personnel and expenditures, exclusive of the schools, regardless of the funding source.

Enterprise operations are subject to the same personnel bylaws and administrative procedures as all other Town departments.

General Fund Services

Rather than hire their own management, finance, and human resource staffs, each enterprise fund utilizes some of the general Town staff to perform a number of their core functions. This allows the Town to avoid task duplication and keep overall overhead costs to a minimum.

To compensate for these benefits, and to maintain the goal of accurate cost accounting and self-sufficiency, each enterprise fund makes regular payments to the General Fund in the form of “General Fund Services” transfers (or in the Light Fund’s case, “Administrative and General Expenses” transfers). In some cases, enterprise funds are directly charged for costs (such as health insurance) throughout the year. Calculations are made each year to tie administrative services payments to the actual services provided.

General Fund services involve the following:

- Financial services are provided by the Finance Department for billing and collection, banking, cash and debt management, purchasing administration, general accounting, payables, financial analysis, and reporting;
- The Human Resources Department handles recruitment, employee retention, and employee benefit administration for the enterprise operations; and
- General management of all enterprise operations is provided from the Town Manager’s office, along with more specific administrative services from the Public Works Department (for Water, Sewer, and Solid Waste operations), and from the Recreation Department (for Beede Center operations).

Role of Town Meeting

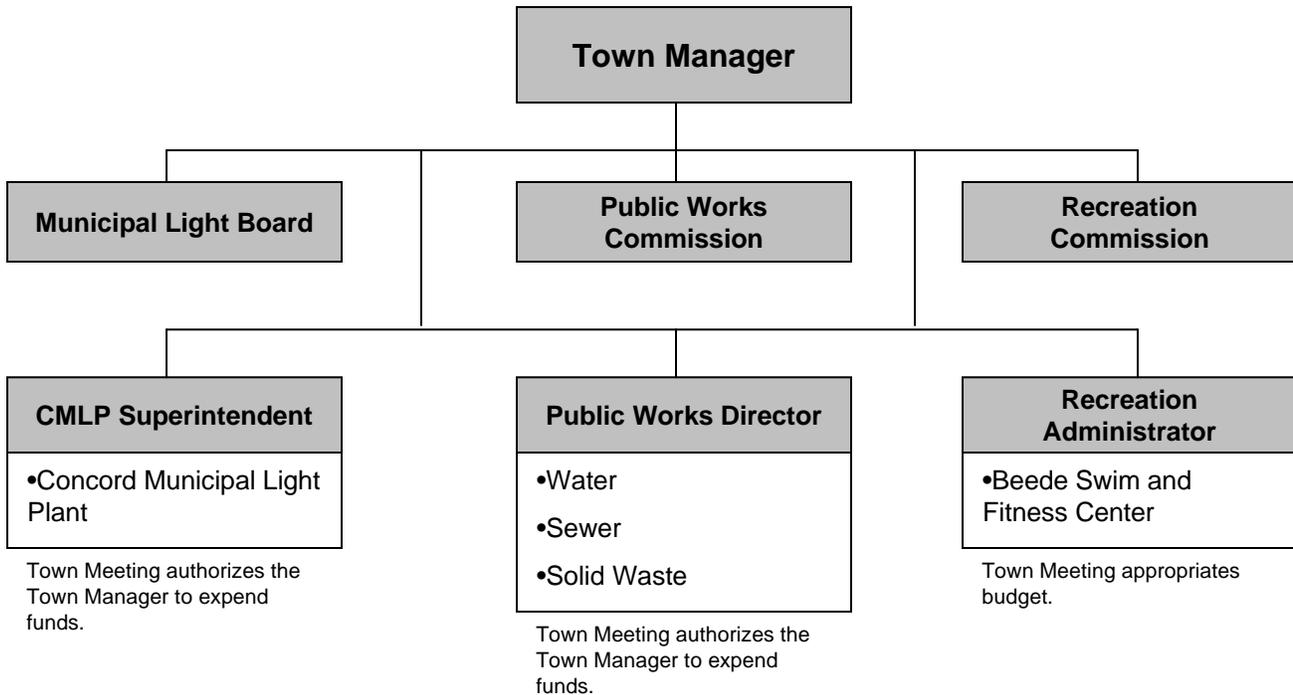
The budgets presented for the Light, Water, Sewer, and Solid Waste funds are *spending plans* and do not carry the same restrictive legal obligations as the voted appropriations made for the Town’s General Fund operations. However, the Swim and Fitness Fund’s budget is authorized by Town Meeting as an appropriation, in accordance with its enabling bylaw pursuant to state law, M.G.L. Ch. 44, §53 F½.

Setting Rates and User Fees

Rates, or user fees, for each enterprise activity are set by the following entities:

- The Concord Municipal Light Plant (CMLP) Board is the rate-setting authority for the *electric utility (CMLP)*;
- The Public Works Commission is the rate-setting authority for *water, sewer, and solid waste services*;
- The Town Manager is the rate-setting authority for the Beede Swim and Fitness Center (pursuant to M.G.L. Ch. 40 § 22F as adopted by Town Meeting in 1992).

## Enterprise Organizational Chart



## The Purpose of Enterprise Funds

An enterprise operation is a business-type activity supported primarily by the user fees it charges for its services. Funds raised through these user fees are dedicated to the ongoing operations of the specific enterprise activity, while taxpayer support for the activity is eliminated (or in less ideal cases, significantly reduced).

A key component of Concord’s enterprise operations is the maintenance of the capital equipment and infrastructure of the “business”. User fees are set so that they not only recover operating costs but also offset the “using up” (depreciation) of the capital investments supporting the service. A successful enterprise operation would never need to borrow funds to replace and renew the existing infrastructure of the business. Borrowing would be required only to expand the business (for example, to extend water or sewer service into new areas). However, enterprises in both the public and private sectors often fall short of this definition of “success”.  
*See pages II-4 to II-5 for an analysis on how well Concord’s enterprise activities measure-up to this ideal.*

In summary, enterprise funds are management tools that aid in the pursuit of the following policy objectives:

- Property tax subsidies are reduced or eliminated for operations with the goal of self-sufficiency;
- Unlike tax-supported services, the charge for any enterprise service is based on an individual’s, a household’s, or a business’ direct use of a service or resource. However, unlike many private-sector activities, Concord’s enterprise funds often promote (through investments, education, and rate structures) the conservation of whatever is being sold (e.g., the Water Division aims to *reduce* water consumption).
- Consumers who are exempt from the property tax (such as nonprofit organizations) nevertheless pay user fees for their consumption of enterprise fund resources. For the basic utilities (Electricity, Water, and Sewer), approximately 20% of revenue is derived from tax-exempt customers.

**Net Assets as a Financial Measure**

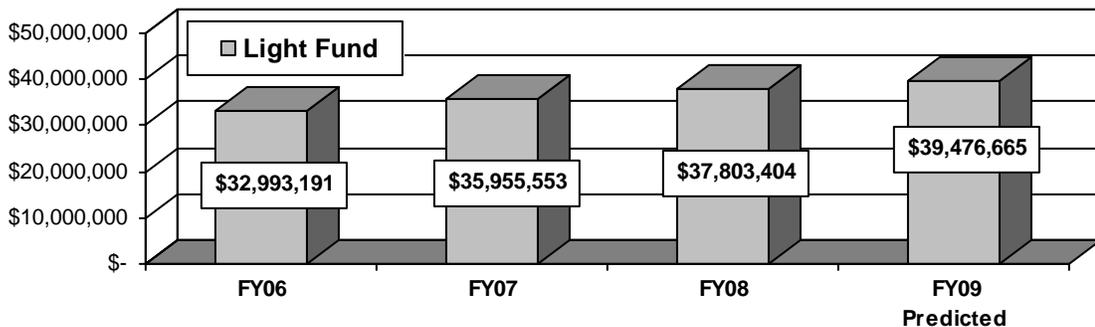
There are many ways in which to measure any financial entity’s success or health. For this summary level report on the Town’s enterprise activities, the aim is to depict comprehensive long-term financial trends in a relatively simple and straightforward manner. A look at each activity’s trend in Net Asset levels across the recent past and into the predicted future provides this useful perspective.

*Net Assets* represent how much an entity would be worth after you account for everything it owns (buildings, equipment, cash, etc.) and subtract everything it owes (unpaid bills, outstanding loans, etc.).

The trend that one would hope to see for a stable enterprise activity would be for Net Assets to increase through the years at roughly the rate of inflation. Any sizeable deviation from this trend (either up or down) should be attended by an explanation of why the adjustment is occurring and whether or not this reflects a financial imbalance (i.e., fund balance is being grown or depleted) or a change in service levels and quality (i.e., capital is being acquired or retired). The important question then becomes whether the change is consistent with long-term plans or represents a departure from long-term plans. If the fluctuation in Net Assets represents a departure from long-term planning, rate adjustments and cost controls will likely be part of any corrective response.

Below are the Net Asset trends for each of the Town’s enterprise funds. The above criteria are applied to each.

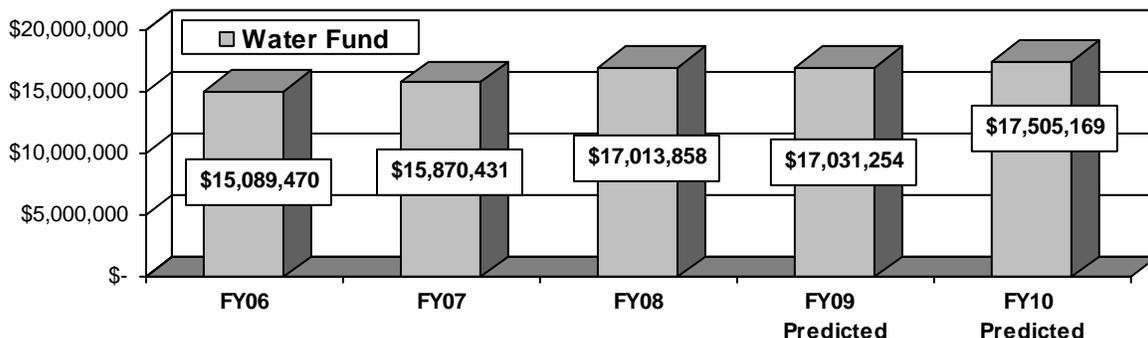
**Light Fund Net Assets – FY06 to FY09**



**Light Fund Net Asset Discussion:** The gradual rise in the Light Fund’s net assets demonstrates a capital spending plan and rate structure that are sufficient to maintain the current facility and service levels.

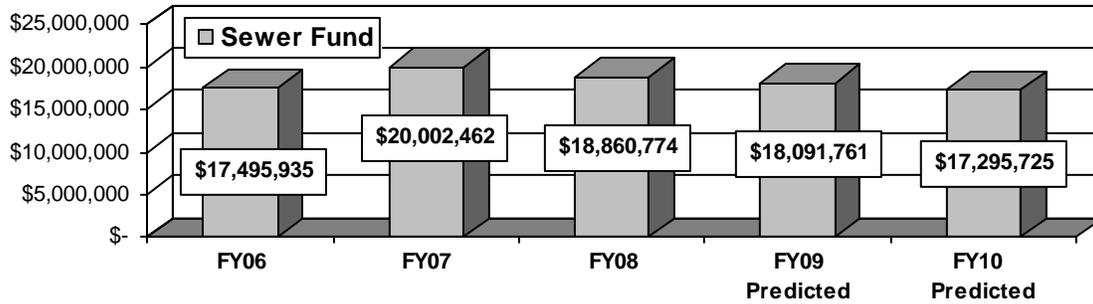
Note: The Light Fund’s FY10 net asset predictions are unavailable due to the Light Fund’s required Calendar Year reporting process.

**Water Fund Net Assets – FY06 to FY10**



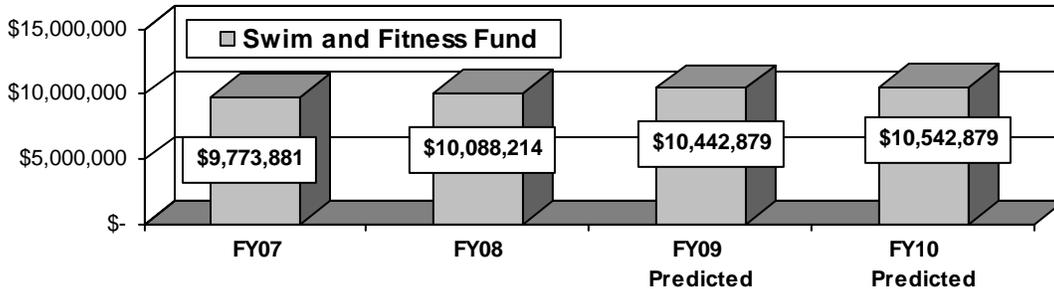
**Water Fund Net Asset Discussion:** The gradual rise in the Water Fund’s net assets demonstrates a capital spending plan and rate structure that are sufficient to maintain the current facility and service levels. See page IV-14 for details on the Water Fund’s 10-year financial plan.

Sewer Fund Net Assets – FY06 to FY10



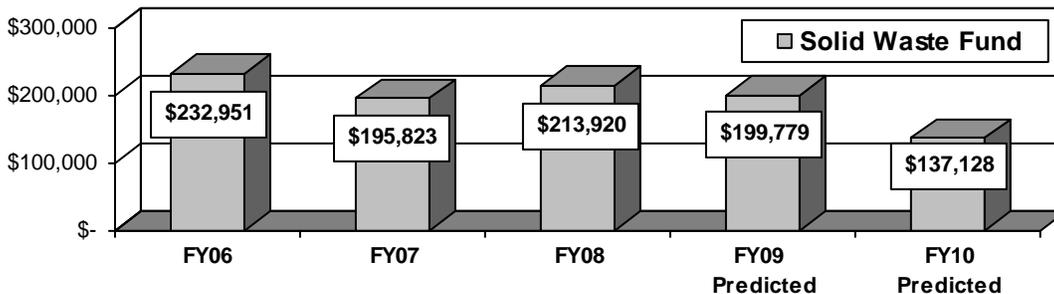
**Sewer Fund Net Asset Discussion:** The Town's Sewer activities are the most capital intensive of any of the enterprise activities, and the Sewer Division has recently completed a roughly \$15 million renovation of the Wastewater Treatment Plant. With this new investment, the Sewer Fund's depreciation expense has risen from \$841,574 in FY06 to a projected \$1,503,059 in FY10. This increased depreciation expense has negatively affected operating income, which in turn has caused a drop in net assets. However, it is the position of the Town not to match the increased depreciation expense with an immediate corresponding rise in sewer fees, because over the near term, depreciation expense will decrease and operating income is projected to turn positive in FY14. See page V-11 for details on the Sewer Fund's 10-year financial plan.

Swim and Fitness Fund Net Assets – FY07 to FY10



**Swim and Fitness Fund Net Asset Discussion:** The gradual rise in the Swim and Fitness Fund's net assets demonstrates a capital plan and rate structure that are sufficient to maintain the facility and service levels.

Solid Waste Fund Net Assets – FY06 to FY10



**Solid Waste Fund Net Asset Discussion:** The Solid Waste Fund controls no capital assets, so its Net Assets consist entirely of cash. In FY10, the fund will enter into a new one-year Waste Management contract with terms less favorable than those available in the past. The corresponding decrease in fund balance represents a conscious effort to avoid a fee spike that such a transition would otherwise represent, which is precisely the reason that such a fund balance is carried, and so is consistent with long-term plans and strategy.

**SECTION II: Budget Summary**

**Operating Summaries**

**Summary of Comparative Operating & Income Data (\$)**

	<b>CY07 Actual</b>	<b>CY08 Unaud. Actual</b>	<b>CY09 Budget</b>	<b>% Change CY08 to CY09</b>
<b>1) Light Fund</b>				
Operating Revenues	16,248,164	16,560,711	19,416,234	17.2%
Less Operating Expenses	<u>(15,155,781)</u>	<u>(15,647,933)</u>	<u>(18,469,213)</u>	18.0%
Operating Income	1,092,383	912,778	947,021	3.8%
Net Income	2,105,208	1,835,536	1,673,261	-8.8%
Net Available for Capital Expenditures	2,536,398	2,198,173	2,173,133	-1.1%
	<b>FY08 Actual</b>	<b>FY09 Rev. Budget</b>	<b>FY10 Prop. Budget</b>	<b>% Change FY09 to FY10</b>
<b>2) Water Fund</b>				
Operating Revenues	4,121,503	3,565,000	3,963,000	11.2%
Less Operating Expenses	<u>(2,908,018)</u>	<u>(3,400,178)</u>	<u>(3,318,921)</u>	-2.4%
Operating Income	1,213,485	164,822	644,079	290.8%
Net Income	1,143,427	17,398	473,915	2624.0%
Net Available for Capital Expenditures	1,215,674	300,999	699,266	132.3%
	<b>FY08 Actual</b>	<b>FY09 Rev. Budget</b>	<b>FY10 Prop. Budget</b>	<b>% Change FY09 to FY10</b>
<b>3) Sewer Fund</b>				
Operating Revenues	1,775,334	2,209,081	2,285,127	3.4%
Less Operating Expenses	<u>(2,960,535)</u>	<u>(2,842,454)</u>	<u>(2,903,076)</u>	2.1%
Operating Income	(1,185,200)	(633,373)	(617,949)	2.4%
Net Income	(1,374,048)	(769,013)	(796,036)	-3.5%
Net Available for Capital Expenditures	4,931,831	127,133	142,339	12.0%
	<b>FY08 Actual</b>	<b>FY09 Rev. Budget</b>	<b>FY10 Prop. Budget</b>	<b>% Change FY09 to FY10</b>
<b>4) Swim &amp; Fitness Center Fund</b>				
Operating Revenues	2,433,255	2,436,360	2,244,400	-7.9%
Less Operating Expenses	<u>(2,254,607)</u>	<u>(2,205,188)</u>	<u>(2,294,400)</u>	4.0%
Operating Income	178,648	231,172	(50,000)	-121.6%
Net Income	214,332	254,665	0	-
Net Available for Capital Expenditures	477,111	521,597	277,932	-46.7%
	<b>FY08 Actual</b>	<b>FY09 Rev. Budget</b>	<b>FY10 Prop. Budget</b>	<b>% Change FY09 to FY10</b>
<b>5) Solid Waste Fund</b>				
<b>Curbside Program</b>				
Operating Revenues	991,017	944,275	1,012,965	7.3%
Less Operating Expenses	<u>(933,192)</u>	<u>(945,716)</u>	<u>(1,077,116)</u>	13.9%
Operating Income	57,825	(1,441)	(64,151)	-
Curbside Fund Balance	195,737	194,296	130,145	-33.0%
<b>Landfill / Composting</b>				
Revenues, Other Sources	5,770	7,300	6,000	-17.8%
Less Expenses	<u>(45,497)</u>	<u>(20,000)</u>	<u>(4,500)</u>	-77.5%
Net	(39,727)	(12,700)	1,500	111.8%
Landfill / Composting Balance	18,184	5,484	6,984	27.4%

**SECTION II: Budget Summary****Capital Spending****Capital Budgets for Fiscal Year 2010**

Expenditures From Debt and Fund Balance

**Light Fund (Calendar Year 2009)****Transmission/Subtrans. Plant**

Station Equipment \$ 50,000

**Distribution Plant**

Poles, Towers, and Fixtures 24,000

Overhead Conductors and Devices 107,000

Underground Conduits 135,000

Underground Conductors and Devices 200,000

Transformers 300,000

Services 115,000

Meters and Installation 102,500

Street Light and Signal Systems 79,000

Subtotal \$ 1,062,500

**General Plant**

Structures &amp; Improvements 15,000

Office Furnishings &amp; Equipment 86,000

Transportation Equipment 280,000

Subtotal 381,000

**Light Fund Total \$ 1,493,500****Water Fund****Distribution** \$ 300,000

Mains Replacement 16,000

Hydrant Replacement/Additions 30,000

Building Service Lines 12,000

Subtotal \$ 358,000

**Structures**

Station Structures 220,000

Pumping Station Equipment 20,000

Reservoir Improvements 600,000

Nagog Filtration 210,000

Subtotal \$ 1,050,000

**General Plant**

Building and Equipment 5,000

Keyes Road Facility 27,000

Vehicles 28,000

Subtotal \$ 60,000

**Supply/Capacity**

Source Protection 10,000

**Water Fund Total \$ 1,478,000****Sewer Fund****Pumping Plant**

Station Structures \$ 10,000

Station Equipment 225,000

Subtotal \$ 235,000

**Collection Plant**

Sewer Mains/Laterals 10,000

Infiltration/Inflow Remediation 100,000

Meter Replacement Program 4,000

Service Connections 5,000

Subtotal \$ 119,000

**Wastewater Treatment Plant**

Structures 100,000

Plant Equipment 30,000

Subtotal \$ 130,000

**Other Capital Costs**

Keyes Road Facility 7,000

Vehicle Replacement 7,000

Miscellaneous Equipment 3,000

Subtotal \$ 17,000

**Wastewater Management**

Wastewater Planning 142,000

**Sewer Fund Total \$ 643,000****Swim and Fitness Fund****Primary Facility**

Miscellaneous Equipment \$ 10,000

**Pool Facility (Natatorium)**

Miscellaneous Equipment 10,000

**Equipment**

Fitness Equipment 20,000

**Emergency Reserve 100,000****Swim and Fitness Fund Total \$ 140,000**

## Useful Definitions

An understanding of enterprise operations and financial reporting requires familiarity with terms not used in the normal presentation of the General Fund budgets.

**Available Capital Resources** - Cash for the replacement and renewal of the assets of the enterprise operation is generated from three sources:

- (a) net income;
- (b) cash produced by the recording of depreciation as an expense; and
- (c) borrowing.

The first two items, Net Income and Depreciation Expense, represent the capital resources projected to be generated from current operations. From the combined total of Net Income and Depreciation Expense, maturing principal repayments on existing long-term debt must first be paid. The remaining balance then can be compared to the proposed Capital Spending Plan. These amounts need not match in any fiscal period, but planned spending which exceeds the projected generation of current capital resources can be financed only if there is an available cash balance in the enterprise, or through borrowing.

**Capital Expenditure** - The use of funds to acquire or enhance productive assets, such as structures, land, and equipment (including related plans, designs, and studies), which have a life expectancy of at least 2 years and a cost of at least \$5,000, and procured with the intention of increasing service capacity or efficiency.

**Depreciation**--The using up of an asset chargeable to current users. Depreciation is a non-cash expense that is intended to provide resources for capital maintenance and eventual replacement in order to sustain the provision of the service.

**Enterprise Funds**, as explained above, should be used to account for operations that are financed and operated in a manner similar to private business enterprises:

- (a) when 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) when the governing body has decided that periodic determination of revenues earned, expenses incurred, and/or net income is appropriate for capital maintenance, public policy, management control, accountability, or other purposes.

**Inter-fund Transfers/General Fund Services** - These are the "indirect cost" components of the enterprise operations. They include billing, treasury, investment and accounting services provided centrally by the Town Finance Department; personnel management services provided by the Human Resources Department; and various planning, environmental management, general management, and other services provided through other Town departments. In the case of the water, sewer and solid waste enterprises, this category also includes allocated costs from the Public Works Administration and Engineering Divisions.

## Useful Definitions (continued)

**Net Assets** – Sometimes called net worth, *Net Assets* represent how much an entity would be worth after accounting for everything it owns (buildings, equipment, cash, etc.) and subtracting everything it owes (unpaid bills, outstanding loans, etc.).

**Net Income** - Operating Income *plus* other non-operating income (such as interest earnings) **less** debt interest and issuance expense. Net income measures the result of current operations. While Net Income should generally be a positive number, it is possible for an enterprise operation to operate with a loss for a fiscal period and still remain in operation and be financially sound. However, a pattern of negative net income for more than one year, or a declining trend in net income for several years, is cause for concern, and requires remedial action with respect either to rates, expenses, or both.

**Operating Expenses** - Costs, both direct and indirect, of providing the service, including the cost of using up assets (which is the depreciation expense). Outlays that are not part of operating expenses are:

- (a) the acquisition or construction of an asset; and
- (b) debt principal and interest cost.

**Operating Income** - The difference between Operating Revenue and Operating Expense for a fiscal period.

**Operating Revenue** - Earnings from the provision of services, recorded at the time of service rather than as billed or as received. Revenues and other resources that are not part of Operating Revenue include interest earnings, grants from other levels of government, and proceeds from the issuance of bonds.

**See Glossary on Page VII-8 for more definitions.**

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