

# **Section II**

## **Budget Summary**

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Section Overview

This Budget Summary contains charts, schedules, and narratives that describe the FY11 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.

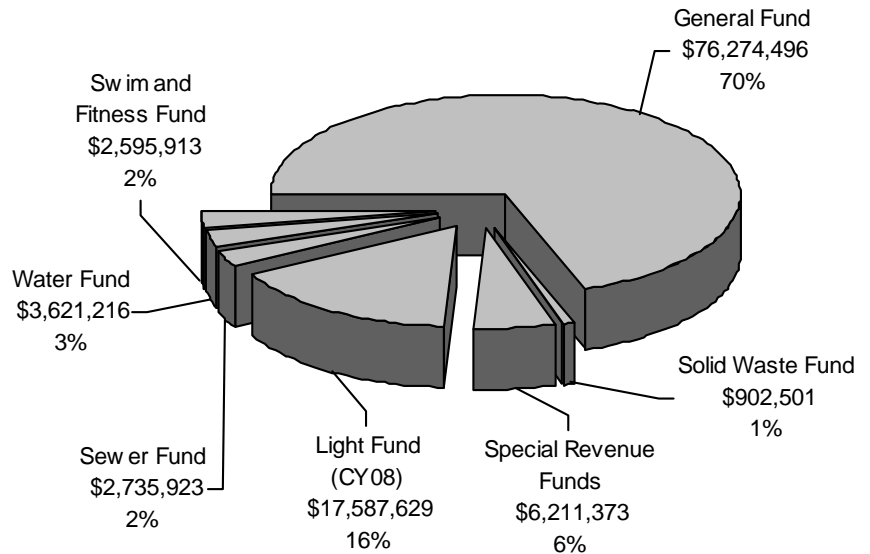
This means that each is expected to cover all costs associated with operations as well as all costs associated with capital maintenance and depreciation by generating the necessary revenue itself (i.e. through user fees).

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 FY09 Town Government Revenues**  
**Totaling \$110,155,657**



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 certain core functions. This allows the Town to avoid task duplication and keep overall overhead costs to a minimum.

To compensate for these services, 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 and other employee benefits) throughout the year. Allocations are reviewed 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

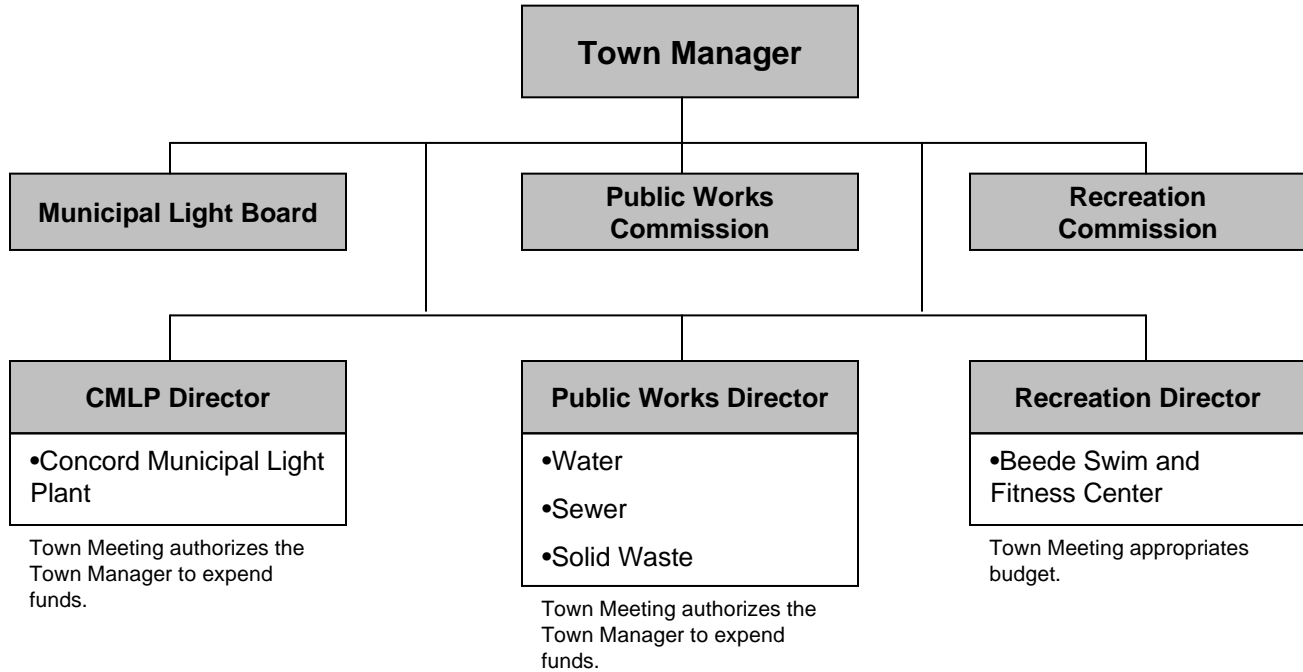
The budgets presented for the Light, Water, Sewer, and Solid Waste funds are *spending plans* and do not carry the same restrictive legal obligations as the voted appropriations made for the Town's General Fund operations. However, the Swim and Fitness Fund's budget is authorized by Town Meeting as an 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 to recover operating costs as well as to finance the continuous maintenance (depreciation) of the capital investments supporting the service. A completely 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 of how 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 the 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 rather than to maximize the sale of water).
- 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.

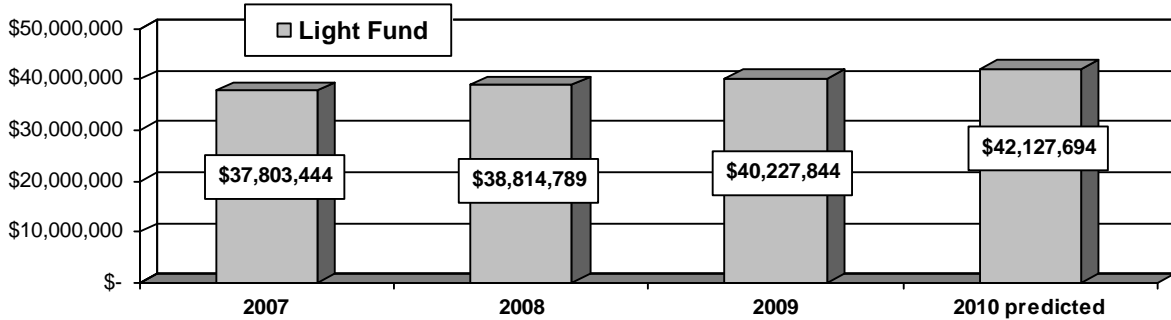
**Net Assets as a Financial Measure**

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 accounting for everything it owns (buildings, equipment, cash, etc.) and subtracting everything it owes (unpaid bills, outstanding loans, etc.).

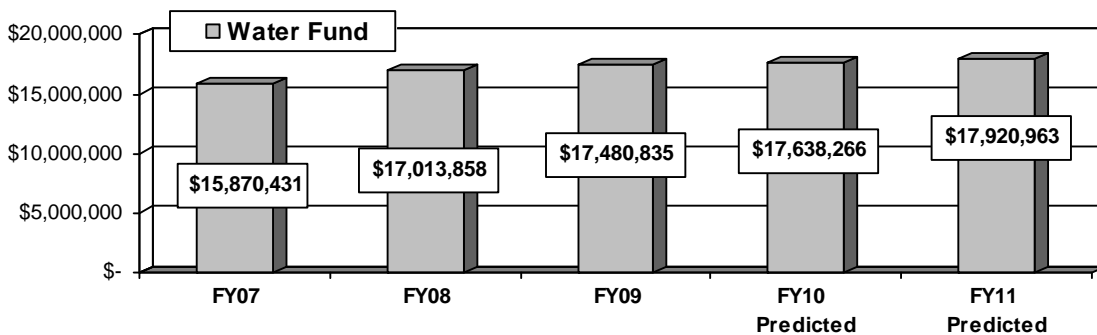
The trend that one would hope to see for a stable enterprise activity would be for Net Assets to increase through the years at roughly the rate of inflation. Any sizeable deviation from this trend (either up or down) should prompt management’s consideration of why the adjustment is occurring and whether 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 (at the end of each fiscal year) for each of the Town’s enterprise funds. The above criteria are applied to each.

**Light Fund Net Assets – calendar 2007 to 2010**



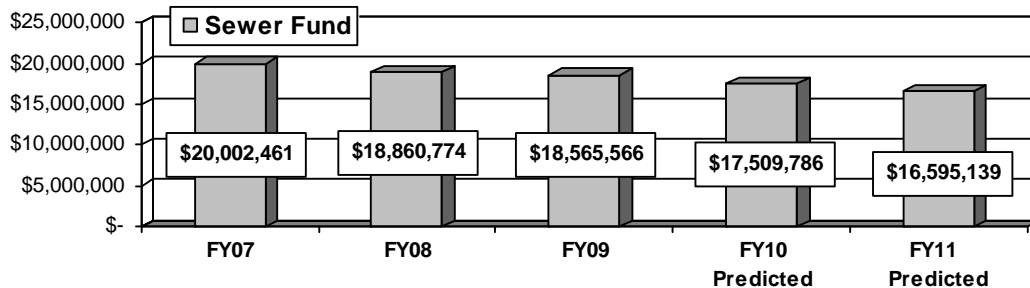
**Light Fund Net Asset Discussion:** The gradual rise in the Light Fund’s net assets demonstrates a capital spending plan and rate structure that are sufficient to maintain the current facility and service levels.

**Water Fund Net Assets – FY07 to FY11**



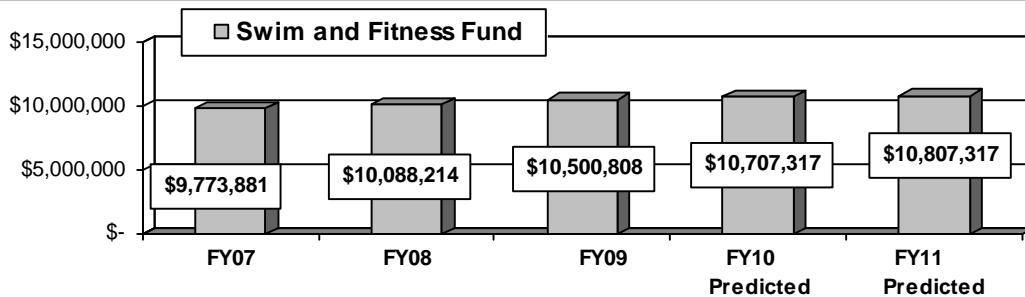
**Water Fund Net Asset Discussion:** The gradual rise in the Water Fund’s net assets demonstrates a capital spending plan and rate structure that are sufficient to maintain the current facility and service levels. See page IV-14 for details on the Water Fund’s 10-year financial plan.

Sewer Fund Net Assets – FY07 to FY11



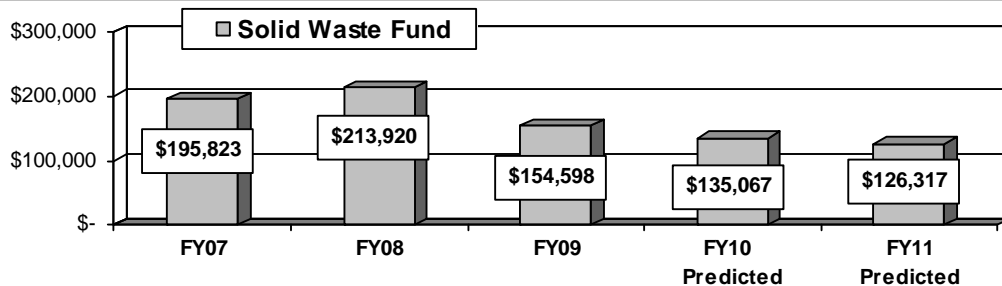
**Sewer Fund Net Asset Discussion:** The Town’s Sewer activities are the most capital intensive of any of the enterprise activities, and the Sewer Division in 2008 completed a roughly \$15 million renovation of the Wastewater Treatment Plant. With this new investment, the Sewer Fund’s depreciation expense has risen from \$841,574 in FY06 to a projected \$1,780,580 in FY11. This increased depreciation expense has negatively affected operating income, which in turn has caused a drop in net assets. However, it has been the position of the Town to meet the increased depreciation expense with a gradual rise in sewer fees, and operating income is projected to turn positive in FY17. The projected cash position of the Sewer Fund will be sufficient in the interim period. See page V-11 for details on the Sewer Fund’s 10-year financial plan.

Swim and Fitness Fund Net Assets – FY07 to FY11



**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 – FY07 to FY11



**Solid Waste Fund Net Asset Discussion:** The Solid Waste Fund controls no capital assets, so its Net Assets consist entirely of cash. The Town has negotiated a new three-year Waste Management contract with annual price increases for FY11-13 in the range of 1.7% to 2.5%. The planned decrease in fund balance represents a conscious effort to utilize a portion of available fund resources to mitigate fee increases.

## SECTION II: Budget Summary

## Operating Summaries

	<b>CY08 Actual</b>	<b>CY09 Unaud. Actual</b>	<b>CY10 Budget</b>	<b>% Change CY09 to CY10</b>
<b>1) Light Fund</b>				
Operating Revenues	16,502,325	18,995,124	27,871,208	46.7%
Less Operating Expenses	(15,647,933)	(18,302,574)	(26,786,235)	46.4%
Operating Income	854,392	692,550	1,084,973	56.7%
Net Income	1,778,550	1,413,055	1,899,850	34.4%
Net Available for Capital Expenditures	2,251,187	1,916,319	2,407,145	25.6%
	<b>FY09 Actual</b>	<b>FY10 Rev. Budget</b>	<b>FY11 Prop. Budget</b>	<b>% Change FY10 to FY11</b>
<b>2) Water Fund</b>				
Operating Revenues	3,531,191	3,662,000	3,830,000	4.6%
Less Operating Expenses	(2,938,919)	(3,336,095)	(3,400,869)	1.9%
Operating Income	592,272	325,905	429,131	31.7%
Net Income	466,977	157,431	282,697	79.6%
Net Available for Capital Expenditures	584,613	340,030	484,669	42.5%
	<b>FY09 Actual</b>	<b>FY10 Rev. Budget</b>	<b>FY11 Prop. Budget</b>	<b>% Change FY10 to FY11</b>
<b>3) Sewer Fund</b>				
Operating Revenues	2,118,051	2,276,000	2,386,000	4.8%
Less Operating Expenses	(2,753,174)	(3,156,494)	(3,141,500)	-0.5%
Operating Income	(635,122)	(880,494)	(755,500)	14.2%
Net Income	(706,668)	(1,055,780)	(914,647)	13.4%
Net Available for Capital Expenditures	177,157	133,418	291,861	118.8%
	<b>FY09 Actual</b>	<b>FY10 Rev. Budget</b>	<b>FY11 Prop. Budget</b>	<b>% Change FY10 to FY11</b>
<b>4) Swim &amp; Fitness Center Fund</b>				
Operating Revenues	2,537,763	2,355,309	2,398,409	1.8%
Less Operating Expenses	(2,232,850)	(2,283,797)	(2,436,409)	6.7%
Operating Income	304,913	71,512	(38,000)	-153.1%
Net Income	341,556	106,512	0	-
Net Available for Capital Expenditures	608,487	384,443	293,431	-23.7%
	<b>FY09 Actual</b>	<b>FY10 Rev. Budget</b>	<b>FY11 Prop. Budget</b>	<b>% Change FY10 to FY11</b>
<b>5) Solid Waste Fund</b>				
<b>Curbside Program</b>				
Operating Revenues	951,452	1,022,966	1,066,699	4.3%
Less Operating Expenses	(996,963)	(1,043,994)	(1,076,449)	3.1%
Operating Income	(45,511)	(21,028)	(9,750)	-
Curbside Fund Balance	150,226	129,198	119,448	-7.5%
<b>Landfill / Composting</b>				
Revenues, Other Sources	6,187	6,000	6,000	0.0%
Less Expenses	(9,179)	(4,500)	(5,000)	11.1%
Net	(2,992)	1,500	1,000	33.3%
Landfill / Composting Balance	4,371	5,871	6,871	17.0%

## SECTION II: Budget Summary

## Capital Spending

### Capital Budgets for Fiscal Year 2011

Expenditures From Debt and Fund Balance

<b>Light Fund (Calendar Year 2010)</b>		<b>Sewer Fund</b>	
<b>Transmission/Subtrans. Plant</b>		<b>Pumping Plant</b>	
Station Equipment	\$ 60,000	Station Structures	\$ 15,000
		Station Equipment	100,000
		Subtotal	\$ 115,000
<b>Distribution Plant</b>		<b>Collection Plant</b>	
Underground Conduits	\$ 275,000	Sewer Mains/Laterals	\$ 10,000
Underground Conductors and Devices	420,000	Infiltration/Inflow Remediation	100,000
Transformers	116,500	Meter Replacement Program	17,000
Services	65,000	Service Connections	5,000
Meters and Installation	35,000	Subtotal	\$ 132,000
Street Light and Signal Systems	75,000		
Subtotal	\$ 986,500		
<b>General Plant</b>		<b>Wastewater Treatment Plant</b>	
Office Furnishings & Equipment	\$ 35,000	Structures	\$ 100,000
Transportation Equipment	168,000	Plant Equipment	35,000
Subtotal	\$ 203,000	Subtotal	\$ 135,000
Conservation and Renewable Energy Service		<b>Other Capital Costs</b>	
	\$ 296,500	Keyes Road Facility	\$ 7,000
		Vehicle Replacement	27,000
		Miscellaneous Equipment	5,000
		Subtotal	\$ 39,000
		<b>Wastewater Management</b>	
		Wastewater Planning	67,000
		<b>Sewer Fund Total</b>	\$ 488,000
		<b>Swim and Fitness Fund</b>	
		<b>Primary Facility</b>	
		Building improvements	\$ 20,000
		Sound system	30,000
		Miscellaneous Equipment	10,000
		Subtotal	\$ 60,000
		<b>Pool Facility (Natatorium)</b>	
		Miscellaneous Equipment	\$ 10,000
		<b>Equipment</b>	
		Fitness Equipment	50,000
		<b>Swim and Fitness Fund Total</b>	\$ 120,000
<b>Water Fund</b>			
<b>Distribution</b>			
Mains Replacement	\$ 320,000		
Meter Replacement	68,000		
Hydrant Replacement/Additions	31,000		
Building Service Lines	12,000		
Subtotal	\$ 431,000		
<b>Structures</b>			
Station Structures	55,000		
Pumping Station Equipment	21,000		
Reservoir Improvements	100,000		
Nagog Filtration (Debt Financed)	1,900,000		
Subtotal	\$ 2,076,000		
<b>General Plant</b>			
Building and Equipment	\$ 5,000		
Keyes Road Facility	29,000		
Vehicles	108,000		
Subtotal	\$ 142,000		
<b>Supply/Capacity</b>			
Source Protection	11,000		
<b>Water Fund Total</b>	\$ 2,660,000		

## 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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