

Fiscal Year 2025 Community Budget Forum December 13, 2023





Budget Development Schedule

<u>Date</u>	<u>Deliverable</u>
November 6	Initial Budget Presentation
November 20 th	Select Board Discussion
December 4 th	Select Board Discussion
December 13 th	Budget Workshop Facilitated by Town Manager and School Superintendent
December 18 th	Select Board Discussion
January 2 nd	2 nd Draft Budget Presentation
January 8 th	Select Board Discussion
January 16 th	Select Board Discussion
January 22 nd	Select Board Discussion
January 29 th	Final Budget Presentation and Budget Submission
February – April	Advisory Committee Review
May 6 th	Annual Town Meeting
May 18 th	Annual Elections
July 1st	FY2025 Budget Effective

December 13, 2023



Community Budget Forum

- Hanover Budget Basics
- Property Taxes Basics
- Fiscal Year 2025 Hanover Budget
- How the Fiscal Year 2025 Budget Will Be Presented and Adopted
- Question and Answer and Listening



- Tax Levy
- Free Cash
- Service Level(s)/Expenditures

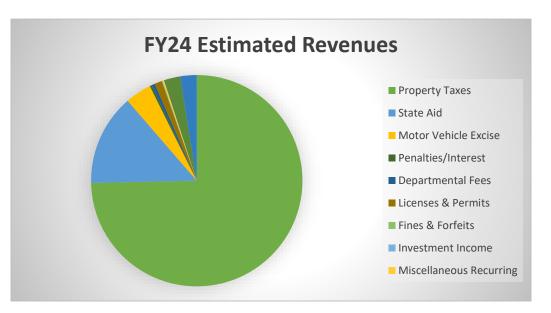


Tax Levy

- The Tax Levy is the Amount Hanover Can Raise Through Property Taxes.
- Hanover's Tax Levy Accounts for ≈ 75% of Revenue(s) in the Municipal Budget
- Levy Limit = (Previous Year's Levy Limit) + (2.5%) + (Prior Voted Debt Exclusions) + (New Growth)

<u>Fiscal Year</u>	<u>Tax Levy</u>	Excess Levy
2014	\$36,955,968	\$1,018,561
2015	\$38,674,362	\$596,383
2016	\$41,505,402	\$52,649
2017	\$42,395,351	\$1,738
2018	\$43,261,291	\$614,610
2019	\$45,476,555	\$53,352
2020	\$47,320,007	\$193,002
2021	\$48,591,082	\$515,159
2022	\$49,021,701	\$913,979
2023	\$50,707,606	\$1,078,104
2024	\$53,162,521	\$0

Total Hanover Property Valuation \$4,109,740,091





Free Cash

- Certified Free Cash is the Remaining, Unrestricted Funds from Operations of the Previous Fiscal Year.
- The Department of Revenue (DOR) Certifies Free Cash (Typically in February).
- Free Cash is used to Make Capital Purchases Such as Police Cruisers, DPW Trucks, and IT Equipment.
- Hanover has Historically Used Free Cash to Reduce the Impact on Property Tax Payers.
- During the Pandemic Hanover Was Able to Build-Up Free Cash Reserves Due to Our Strategic Use of Federal Funding.

Fiscal Year	Available	\$ Used Budget	% Used Budget	Total Used	% Used Total	Remaining
2014	\$3,049,716	\$460,166	15%	\$1,924,421	63.10%	\$1,125,294
2015	\$2,074,285	\$250,000	12%	\$1,526,923	73.61%	\$547,361
2016	\$2,784,497	\$0	0%	\$2,141,750	76.92%	\$642,747
2017	\$1,734,005	\$0	0%	\$1,270,962	73.30%	\$463,043
2018	\$2,543,589	\$500,000	20%	\$1,938,335	76.20%	\$605,254
2019	\$3,219,470	\$680,000	21%	\$2,118,679	65.81%	\$1,100,791
2020	\$3,010,477	\$750,000	25%	\$1,583,021	52.58%	\$1,427,456
2021	\$4,293,469	\$1,548,000	36%	\$1,827,000	42.55%	\$2,466,469
2022	\$3,933,629	\$1,000,000	25%	\$2,240,600	56.96%	\$1,693,029
2023	\$6,812,892	\$2,388,681	35%	\$3,785,115	55.56%	\$3,027,777
2024	\$5,231,278	\$1,792,747	34%	\$4,040,029	77.23%	\$1,191,249



Service Levels/Expenditures

Department	Fiscal Year 2024 Budget
General Government	\$438,765
Finance Department	\$1,070,593
CDMI	\$653,263
Community Services	\$332,480
Library	\$634,736
Police	\$4,405,699
Fire	\$4,186,441
Public Works	\$7,770,766
Transfers	\$115,000
TOTAL MUNICIPAL	<u>\$19,607,743</u>
Debt	\$4,248,170
Town-Wide Expenses	\$10,356,684
Overlay Reserve	\$300,000
State & County Charges	\$766,074
TOTAL SHARED COSTS	<u>\$15,670,928</u>
Hanover Public Schools	<u>\$35,031,299</u>
SS Vocational Technical HS	<u>\$1,165,696</u>
TOTAL BUDGET	<u>\$71,475,666</u>



- Residential Property Tax Bill Calculation
- Historical Average Residential Property Tax Bill
- Commercial Taxes
- Split Tax Rate



Property Tax Bill Calculation

(Property Value/1,000) x (Tax Rate) = Tax Bill

Last Year

 $($678,718/1,000) \times (13.49) = $9,169$

Current Year

 $($733,368/1,000) \times (12.84) = $9,416$



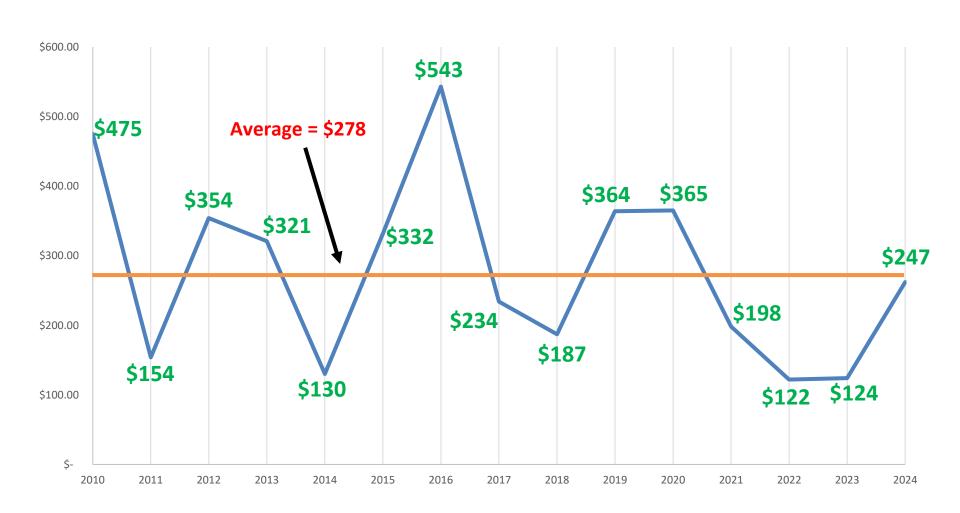




^{*}These are the Average Residential Tax Bills for Both Years



Historical Average Residential Property Tax Bills (Increase)





Commercial Taxes

- Commercial Assessments are Based on (i) Income and Expense (ii) Prior Years' Sales and Cost Analysis.
- Last Year Hanover Commercial Properties Experienced a 30% (on average) Increase to Assessments.
- Residential Property Assessments Take Place Annually Due to Higher Sale(s) Volume.
- Commercial Properties Re-Assessed Typically Every 5 Years.
- Increased Valuation Does Not Increase the Tax Levy.
- ≈ 15% of All Properties in Hanover are Commercial.



Commercial Taxes/Hanover Crossing (TIF)

- The Tax Increment Financing (TIF) Agreement was Approved by Town Meeting in June 2017.
- Benefited the Town During the Construction Phase Because the TIF Agreement Held the Property's Value at \$39,500,000 (the actual value was less) Resulting in Higher Property Tax Revenue Than Hanover Would Have Received w/o the TIF.
- Chart on the Next Slide Shows the % of Tax Exemption for Hanover Crossing over the Life of the TIF.



Commercial Taxes/Hanover Crossing (TIF)

Year	Fiscal Year	Tax Exemption	Valuation
1	2019	0% of the increase in valuation	\$38,595,100
2	2020	0% of the increase in valuation	\$38,595,100
3	2021	0% of the increase in valuation	\$38,168,100
4	2022	100% of the increase in valuation	\$29,816,400
5	2023	100% of the increase in valuation	\$33,366,700
6	2024	100% of the increase in valuation	\$49,474,500
7	2025	100% of the increase in valuation	\$80,240,000*
8	2026	100% of the increase in valuation	\$94,400,000*
9	2027	75% of the increase in valuation	\$94,400,000*
10	2028	75% of the increase in valuation	\$94,400,000*
11	2029	75% of the increase in valuation	\$94,400,000*
12	2030	75% of the increase in valuation	\$94,400,000*
13	2031	75% of the increase in valuation	\$94,400,000*
14	2032	50% of the increase in valuation	\$94,400,000*
15	2033	50% of the increase in valuation	\$94,400,000*
16	2034	50% of the increase in valuation	\$94,400,000*
17	2035	Hanover Crossing Pays on Full Valuation	\$94,400,000*



Tax Rate Split (Commercial v. Residential)

- Massachusetts Cities/Towns Can Apply Different Tax Rates to Residential and Commercial Properties (Tax Rate Split)
- This Decision is Made During the Annual Tax Classification Hearing Held in Late November.
- The Choice to Split the Tax Rate is a Decision of the Select Board with a Recommendation from the Board of Assessors.
- The Tax Levy is not Affected by the Tax Rate Split.
- While This Decision Impacts How Much Property Tax Payers (Commercial & Residential) Owe in Support of the Operating Budget, This is a Decision Made Outside of the Budgeting Process.

Tax Rate Split	Savings to Average Resident	Increase to Small Business	Increase to Big Box Store
1.00	\$0	\$0	\$0
1.04*	\$(73)	\$405	\$7,725
1.10	\$(183)	\$1,026	\$19,541
1.25	\$(447)	\$2,568	\$48,928
1.50	\$(887)	\$5,136	\$97,856



General Fund Operating Budget

- Budget Drivers
- Levy Limit/Prop 2 ½ Constraints
- Prop 2 ½ Override Budget
- Service Level Differences
- Property Tax Impacts of Prop 2 ½ Override Budget
- Mechanics of Override



Budget Drivers

Cost Driver	FY25 Increase	
School Department Non-Recurring Revenue Sources*	\$1,220,000	
Special Education*	\$987,080	
Dispatch Contract*	\$800,000	
No Fee Full Day Kindergarten	\$522,000	
County Retirement*	\$434,212	
ARPA Funded Personnel	\$310,000	
Insurance(s)*	\$232,801	
Veterans' Behavioral & Mental Health Services	\$100,000	
South Shore Vo Tech*	\$58,285	
Library Saturday Hours Extended	\$25,000	
Total	<u>\$4,689,378</u>	

*Mandated Costs



Levy Limit/Proposition 2 ½ Constraints

2025 Full Tax Levy Within Prop 2 1/2	Property Tax Revenue Increase	Free Cash Applied	Free Cash Change from FY24	Change in Property Tax Revenue from FY2024	Estimated Average Residential Property Tax Bill Increase
2.5% + New Growth	\$1,655,055	\$0	\$(1,792,747)	\$(137,692)	\$256
2.5% + New Growth	\$1,655,055	\$900,000	\$(892,747)	\$762,308	\$256
2.5% + New Growth	\$1,655,055	\$1,792,747	\$0	\$1,655,055	\$256



Proposition 2 1/2

Proposition 2 ½ is a State Law that Requires
 Affirmative Votes from the Annual Town Meeting and the Town Election to Increase the Tax Levy by more than 2.5% (Levy Limit).



Example Budget Within Proposition 2 ½ Constraints

Department	FY24 Budget	FY25 Levy Limit	Difference (\$)	Difference (%)
General Government	\$438,765	\$458,364	\$19,599	4.5%
Finance Department	\$1,070,593	\$1,095,528	\$24,935	2.33%
CDMI	\$653,263	\$704,394	\$51,131	7.8%
Community Services	\$332,480	\$323,638	\$(8,842)	-2.7%
Library	\$634,736	\$617,854	\$(16,882)	-2.7%
Police	\$4,405,699	\$4,310,423	\$(95,276)	-2.2%
Fire	\$4,186,441	\$4,075,093	\$(111,348)	-2.7%
Public Works	\$7,770,766	\$7,174,725	\$(596,041)	-7.7%
Transfers	\$115,000	\$115,000	\$0	0%
TOTAL MUNICIPAL	<u>\$19,607,743</u>	<u>\$18,875,019</u>	<u>\$(732,724)</u>	<u>-3.7%</u>
Debt	\$4,248,170	\$4,127,820	\$(120,350)	-2.8%
Town-Wide Expenses	\$10,356,684	\$11,838,286	\$1,481,602	14.3%
Overlay Reserve	\$300,000	\$300,000	\$0	0%
State & County Charges	\$766,074	\$788,444	\$22,370	2.9%
TOTAL SHARED COSTS	<u>\$15,670,928</u>	<u>\$17,054,550</u>	<u>\$1,383,622</u>	<u>8.8%</u>
Hanover Public Schools	<u>\$35,031,299</u>	<u>\$36,952,869</u>	<u>\$1,921,570</u>	<u>5.5%</u>
SS Vocational Technical HS	<u>\$1,165,696</u>	<u>\$1,223,981</u>	<u>\$58,285</u>	<u>5.0%</u>
TOTAL BUDGET	<u>\$71,475,666</u>	<u>\$74,106,419</u>	\$2,630,753	<u>3.7%</u>



Example Budget For Prop 2 ½ Override

	Additional Data Activities	•		
Department	FY24 Budget	FY2025 Override	Difference (\$)	Difference (%)
General Government	\$438,765	\$487,523	\$48,758	11.1%
Finance Department	\$1,070,593	\$1,197,340	\$126,747	11.8%
CDMI	\$653,263	\$760,310	\$107,047	16.4%
Community Services	\$332,480	\$455,991	\$123,511	37.1%
Library	\$634,736	\$669,492	\$34,756	5.5%
Police	\$4,405,699	\$4,609,669	\$203,970	4.6%
Fire	\$4,186,441	\$4,469,473	\$283,032	6.8%
Public Works	\$7,770,766	\$8,062,223	\$291,457	3.8%
Transfers	\$115,000	\$115,000	\$0	0.0%
TOTAL MUNICIPAL	<u>\$19,607,743</u>	<u>\$20,827,021</u>	<u>\$1,219,278</u>	<u>6.2%</u>
Debt	\$4,248,170	\$4,127,820	\$(120,350)	-2.8%
Town-Wide Expenses	\$10,356,684	\$11,809,915	\$1,453,231	14.0%
Overlay Reserve	\$300,000	\$300,000	\$0	0.0%
State & County Charges	\$766,074	\$788,444	\$22,370	2.9%
TOTAL SHARED COSTS	<u>\$15,670,928</u>	<u>\$17,026,179</u>	<u>\$1,355,251</u>	<u>8.6%</u>
Hanover Public Schools	<u>\$35,031,299</u>	<u>\$39,550,594</u>	<u>\$4,519,295</u>	<u>12.9%</u>
SS Vocational Technical HS	<u>\$1,165,696</u>	<u>\$1,223,981</u>	<u>\$58,285</u>	<u>5.0%</u>
TOTAL BUDGET	<u>\$71,475,666</u>	<u>\$78,627,775</u>	<u>\$7,152,109</u>	<u>10.0%</u>



Example Levy Limit Budget v. Prop 2 ½ Override

Department	FY2025 Override	FY2025 Levy Limit	Difference (\$)	Difference (%)
General Government	\$487,523	\$458,364	\$(29,159)	-6.0%
Finance Department	\$1,197,340	\$1,095,528	\$(101,812)	-8.5%
CDMI	\$760,310	\$704,394	\$(55,916)	-7.4%
Community Services	\$455,991	\$323,638	\$(132,353)	-29.0%
Library	\$669,492	\$617,854	\$(51,638)	-7.7%
Police	\$4,609,669	\$4,310,423	\$(299,246)	-6.5%
Fire	\$4,469,473	\$4,075,093	\$(394,380)	-8.8%
Public Works	\$8,062,223	\$7,174,725	\$(887,498)	-11.0%
Transfers	\$115,000	\$115,000	\$0	0.0%
TOTAL MUNICIPAL	<u>\$20,827,021</u>	\$18,875,019	<u>\$(1,952,002)</u>	<u>-9.4%</u>
Debt	\$4,127,820	\$4,127,820	\$0	0.0%
Town-Wide Expenses	\$11,809,915	\$11,838,286	\$28,371	0.2%
Overlay Reserve	\$300,000	\$300,000	\$0	0.0%
State & County Charges	\$788,444	\$788,444	\$0	0.0%
TOTAL SHARED COSTS	<u>\$17,026,179</u>	\$17,054,550	<u>\$28,371</u>	0.2%
Hanover Public Schools	\$39,550,594	\$36,952,869	<u>\$(2,597,725)</u>	<u>-6.6%</u>
SS Vocational Technical HS	<u>\$1,223,981</u>	<u>\$1,223,981</u>	\$0	0.0%
TOTAL BUDGET	<u>\$78,627,775</u>	<u>\$74,106,419</u>	<u>\$(4,521,356)</u>	<u>-5.8%</u>



<u>Service Level Reductions With Levy Limit Budget</u>

Fire Department

- Reduction in Shift Strength (6 →5/4)
- Reduce/Elimination of Call Fire Fighter Program
- Reduction in Ambulance Revenue(s)

Police Department

One Less Officer on Patrol 24/7/365

CDMI

- Permit Inspections Currently Completed w/in 24hrs Would Be Delayed by Week(s) or More
- Walk-in Services Would Be Curtailed and Intermittent

Community Services

- Reduction to Veterans' Benefits
- Loss of Behavioral and Mental Health Veterans Program

DPW

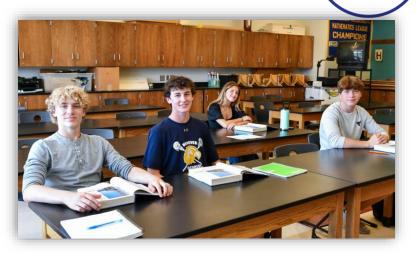
- Transfer Station Open Fri, Sat, SUN Only
- Significant Reduction to Facilities
 Maintenance (Impacting School and Town Buildings)
- Significant Cut to Public Grounds, Cemetery, Parks & Recreation Field Maintenance
- Eliminate Weekend Brush Pile

Library

- No Increase Possible to Saturday Hours
- Material Budget Cut by 50%
- State Library Certification In Jeopardy

HANOVER PUBLIC SCHOOLS



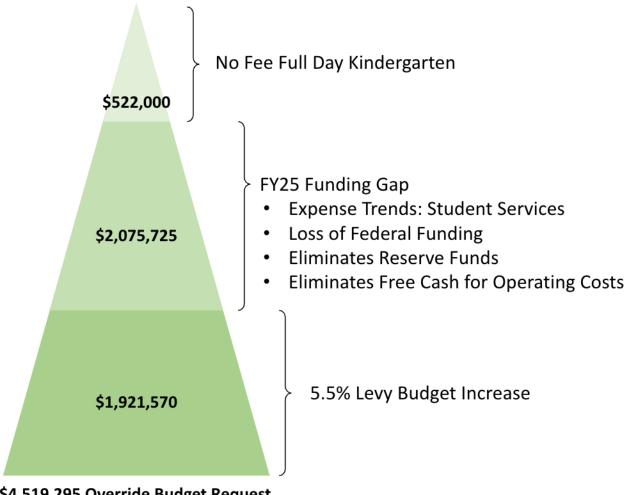






Community Budget Forum - December 13, 2023

FY25 Levy Budget vs. Override Budget



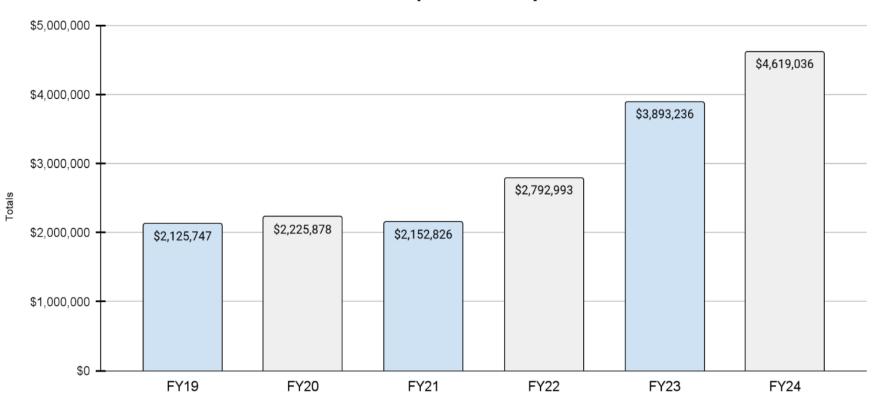
\$4,519,295 Override Budget Request

FY25 Levy Budget vs. Override Budget

Cost Center	FY25 Projection	Projected Change	Percentage Change
Operating Budget: Salaries:	\$32,015,399	\$2,012,515	6.71%
Operating Budget Expenses	\$9,709,857	\$1,353,540	16.20%
Total Salaries & Expenses	\$41,725,256	\$3,366,055	8.78%
Circuit Breaker	-\$1,347,825	\$0	
DESE Federal Grants	-\$826,837	\$0	
Special Education Reserve	\$0	\$750,000	
ARPA*	\$0	\$406,589	*
"Override" Budget Projection	\$39,550,594	\$4,519,295	12.90%
"Levy" Budget Projection	\$36,952,869	\$1,921,570	5.50%
FY25 Budget Gap	\$2,597,725		

Tuition/Transportation Expenses as of 10/17/23 Over 200% increase: \$2,466,210 since FY21

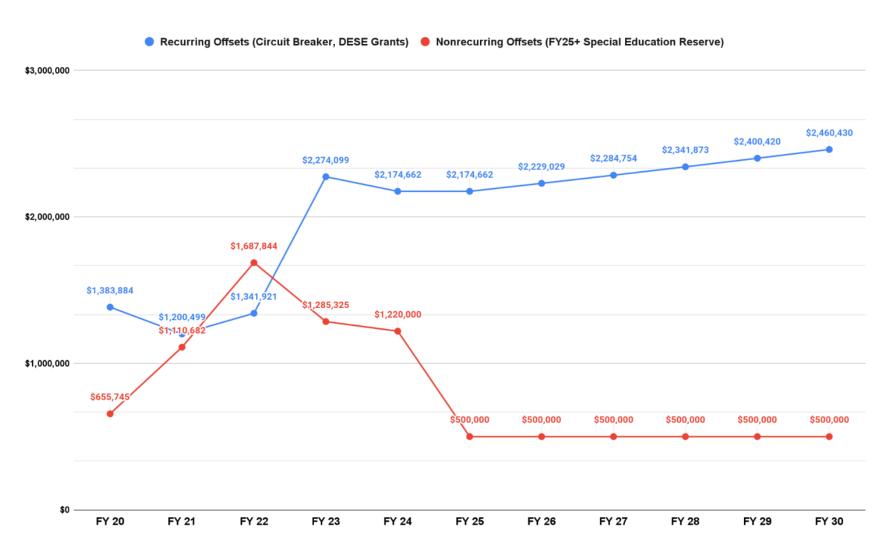
Out of District Tuition and Transportation Expenses: Post-Covid Trends



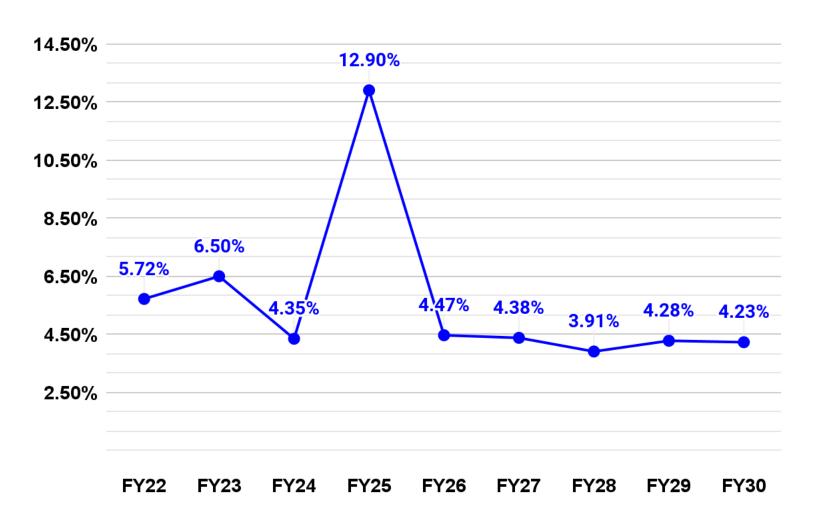
5 Prior Years of Offset Reliance: FY20-FY24

Recurring Offsets (funding sources)						
	FY 20	FY 21	FY 22	FY 23	FY 24	
Circuit Breaker	\$634,584	\$440,189	\$549,960	\$1,478,832	\$1,347,825	
DESE Federal Grants	\$749,300	\$760,310	\$791,961	\$795,267	\$826,837	
Nonrecurring Offsets (funding sources)						
CARES/ARPA	\$255,745	\$510,589	\$759,936	\$125,325	\$470,000	
Special Education Reserve	\$400,000	\$350,000	\$350,000	\$510,000	\$750,000	
Special Town Meeting Article	0	0	0	\$650,000	0	
ESSER and other Federal Grants	0	\$250,093	\$577,908	0	0	
Total Non-Recurring Revenue (offsets)	\$655,745	\$1,110,682	\$1,687,844	\$1,285,325	\$1,220,000	

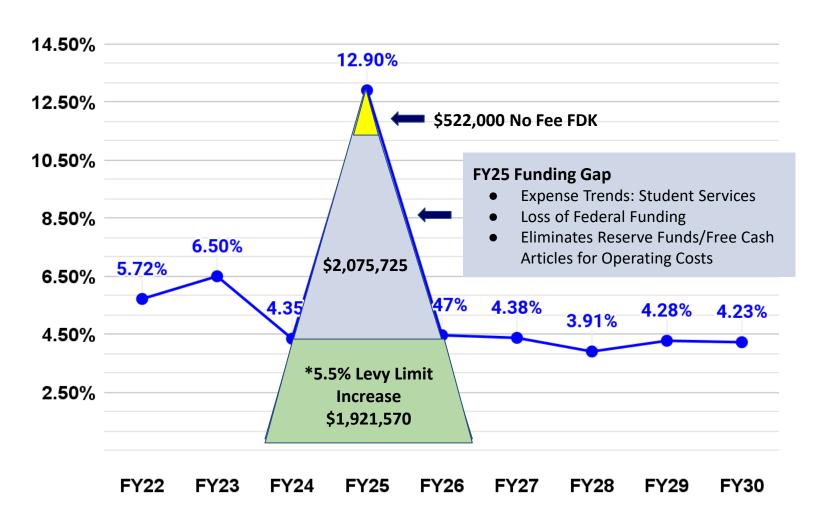
Budget Offset Projections: FY25 - FY30



FY22-FY30 Operating Budget Projections

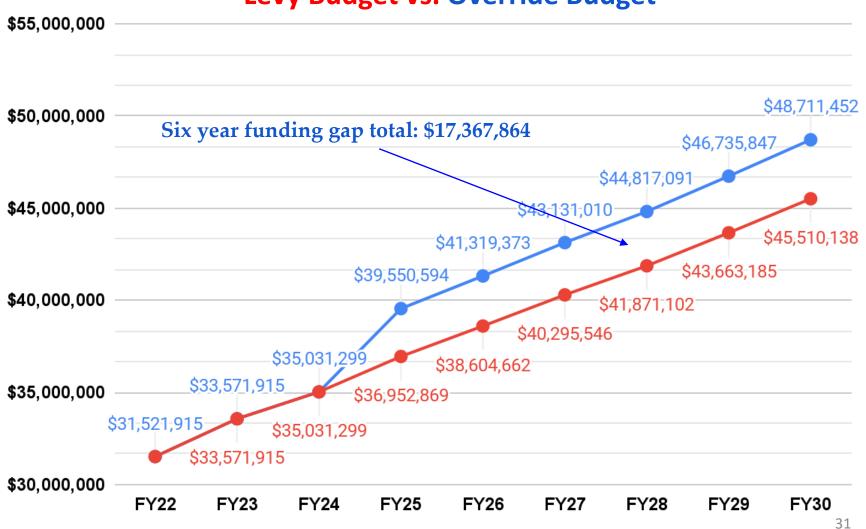


FY22-FY30 Operating Budget Projections



FY22-FY30 Operating Budget Projections:





FY25 Levy Budget Impact

- Increased class sizes grades two through twelve
 (e.g. grades two through five = 25+)
- Fewer academic offerings grades five through twelve (e.g. reduced AP, electives)
- Reduced capacity for health services, counseling, and mental health supports
- Fewer extracurricular/enrichment activities
- Reduced capacity for supervision required for building security and student behavior
- Tuition required for full-day Kindergarten
- Significant staff reductions across all levels
- High turnover in key roles related to student services
- New and increased fees for services

FY25 Override Budget Impact

- "Resets" the HPS operating budget to a funding level that supports our current programming, staff, and services
- Ends/limits reliance on non-recurring funds (Spec. Ed. Reserve, ARPA, free cash articles, etc.) for general operating costs
- In general, it supports our current staffing levels, class size and offerings,
 extracurricular/athletic programs, and academic resources
- FDK becomes tuition free
- Limits fee increases
- Includes no "wish list" programs, staff, or services



Property Tax Impacts of an Override Budget

2025 Tax Levy Applied	<u>Tax Levy Revenue</u> <u>Increase</u>	Free Cash Applied	Estimated Average Residential Property Tax Bill Increase	<u>Levy Revenue</u> <u>Increase Above Levy</u> <u>Limit</u>	Estimated Average Residential Property Tax Bill - Amount Greater Than Levy Limit Budget
14.0% + New Growth	\$7,569,158	\$0	\$1,542	\$5,914,103	\$1,286



Approval Process

- Town Manager Will Submit (2) Budgets to Be Included on the Annual Town Meeting Warrant. Town Meeting is on May 6, 2024.
- Budget 1: "Levy Limit Budget"
 - This Budget Will Require a Floor Vote (50% + 1 Majority to Pass)
 - Budget Will Be Presented Broken Out Between Personnel and Expenditures for all Town Departments and a Lump-Sum for the School Department Budget
- Budget 2: "Override Budget"
 - This Budget Will Require a Floor Vote (50% + 1 Majority to Pass)
 - Budget Will Be Presented Broken Out Between Personnel and Expenditures for all Town Departments and a Lump-Sum for the School Department Budget



Approval Process

- If approved by the Select Board (and only the Select Board), there will be a <u>ballot</u> <u>question</u> placed before voters during the local elections (Saturday, May 18th at Hanover High School Gymnasium) to Increase the Levy Limit for the Amount Required to support the Override Budget.
- Annual Town Meeting Voters have the Authority to Approve and Appropriate
 Spending but <u>Do Not</u> have the Authority to Increase the Levy Limit Beyond the
 Proposition 2 ½ Maximum.
- Voters during the Local Election have the Authority to Increase the Levy Limit Beyond the Proposition 2 ½ Maximum in Support of the Override Budget but <u>Do Not</u> have the Authority to Appropriate Spending



Approval Process

- If the Override Budget is Approved by Annual Town Meeting Participants but the Levy Limit Increase Fails at the Ballot, Spending for Fiscal Year 2025 Would Revert to the Base Budget.
- If the Override Budget is Not Approved by Annual Town Meeting Participants but the Levy Limit Increase Passes at the Ballot, Fiscal Year 2025 Spending/Service Levels Would Revert to the Base Budget.



Fiscal Year 2025 Budget Information & Further Review

<u>Date</u>	<u>Deliverable</u>		
November 6	Initial Budget Presentation		
November 20 th	Select Board Discussion		
December 4 th	Select Board Discussion		
December 13 th	Budget Workshop Facilitated by Town Manager and School Superintendent		
December 18 th	Select Board Discussion		
January 2 nd	2 nd Draft Budget Presentation		
January 8 th	Select Board Discussion		
January 16 th	Select Board Discussion		
January 22 nd	Select Board Discussion		
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July 1st	FY2025 Budget Effective		

Budget Information Available

https://www.hanover-ma.gov/finance-department/treasurer-collector/pages/annual-budget-information



Fiscal Year 2025 Community Budget Forum December 13, 2023

