

To:Honorable Town CouncilorsFromPeter Joseph, Town Manager
Jessica Maloy, Finance DirectorRe:FY 2021 Operating Budgets Transmittal LetterDate:April 30, 2020

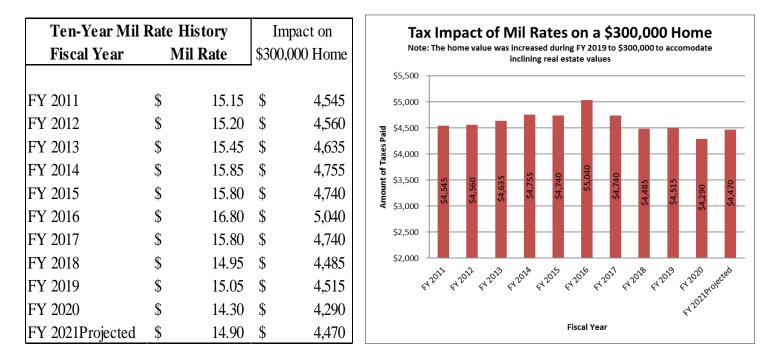
We are pleased to present the FY 2020-2021 budgets for the Town of Freeport's general operating fund, Winslow Park fund, non-emergency transport fund, and the capital and Destination Freeport tax increment financing funds. In FY 2021, we are faced with declining revenue adjustments due to COVID-19 that have a significant impact to the general fund operating budget. Where we would have anticipated an increase of \$300K to State revenue sharing for FY21, we are now budgeting a reduction to the existing level, and that is just one example of the economy that we are facing.

While we do not have a final valuation report from the Town's assessor, nor final tax requirement figures from RSU #5 nor is the Town's budget final, we do have preliminary tax figures from all three taxing bodies:

	Town of Freeport Proposed Tax Changes FY 2021												
Entity]	FY 2020 Tax Amount	F	Y 2021 Projected Tax Amount	Projected Mil Rate Impact			\$ Levy Increase	% Levy Increase				
Cumberland County	\$	1,192,404	\$	1,243,618	\$	0.0294	\$	51,214	4.30%				
RSU#5	\$	18,818,939	\$	19,676,615	\$	0.4930	\$	857,676	4.56%				
Transit	\$	-	\$	77,934	\$	0.0448	\$	77,934	n/a				
Town of Freeport	\$	5,314,137	\$	5,307,981	\$	(0.0035)	\$	(6,156)	-0.12%				
Total Tax	\$	25,325,480	\$	26,306,148	\$	0.5637	\$	980,668	3.87%				
Mil Rate Impact		0.000563716		\$0.56 per \$1,00)0 of [,]	value							

The current millage rate, or property tax rate per \$1,000 of assessed valuation, is \$14.30; the Town is proposing a flat valuation from FY 2020. The RSU #5 Board of Directors is proposing a forty-nine cent-per-thousand dollar of valuation increase, and the Cumberland County tax levy (which has been finalized) increase will include a three cent-per-thousand dollar of valuation increase. This year there is also the addition of a Transit Tax for the METRO system, which is levied at five cents. While that is a total of fifty-six cents-per-thousand dollars of valuation, the Town's portion remains flat from FY 2020.

It is important to include an historic picture of the Town's tax rate so the reader can see the historic trends in the rate. Please note that during FY 2016 and FY 2018, the Town's assessor recognized that values had inclined due to the real estate market and increased all values for real property. The Town, RSU, and County all had the same service-level needs, and when the valuations inclined, the mil rate decreased to compensate for the higher values. This is the reason the mil rate decreased from \$16.80 to \$14.95 between FY 2016 and FY 2018. The mil rate increased from \$14.95 to \$15.05 between FY 2018 and FY 2019 due to greater service-level needs as well as apparent revenue reductions. This being further offset in FY 2020, bringing the mil rate down to \$14.30, due to a stronger economy and increased revenue sources.



While the main focus is on the general fund for budgeting purposes, as it has the only impact on the Town's tax mil rate, the Town budgets for the general fund, NET enterprise fund, Winslow Park and Destination Freeport Tax Increment Financing District special revenue funds in addition to the capital projects fund. Their summaries are included in this transmittal letter with major factors in the budget process including legislative changes, large expenditures, fund balance projections, and Council priorities.

This has, once again, been a particularly challenging process, specifically for the general fund; the Council's budgetary guidelines for 2020 were as follows:

• Prioritize, evaluate and control expenditures with responsible budgeting to minimize the impact on taxpayers and strive to maintain a stable tax rate, while continuing to provide the highest quality of services possible within the resources available.

And while the past few budget years have been difficult, this year was no exception, the FY 2021 budget does reflect a \$90,744 increase in operating expenses. This is completely offset; however, by a \$96,900 increase in Non-Property Tax Revenue, leaving the Town with a \$6,156 property tax decrease, or negative point one percent.

One large challenge for the Town has historically been the loss of State revenue sharing. Revenue sharing is comprised of sales and income taxes received from all over the State, and at its height in FY 2008, the Town received almost \$700,000 in revenue sharing. While the Governor's biennial budget allows for a small increase

in the percentage to be shared, it still will not be funded to its full five percent. The FY 2020 projection is slightly increased at \$450,000.

In an effort to reduce the dependence on the use of fund balance, in FY 2017 the requested transfer in from fund balance was down to \$550,000 from \$675,000 in FY 2016. It was the intent of management to continue to decrease this over the next few years; however, given the current level of Fund Balance along with the current economic climate, management is recommending using \$600,000 for FY 2021 to help mitigate the tax impact.

The new items and changes in the FY 2021 budget are shown below. Employee wage and step increases are primarily flat coming in at \$107,000. This is due in large part to the volume of long-term employee turnover the Town experienced in FY 2017 & FY 2018 offset by employees being budgeted to receive no cost of living increase during FY 2021. Maine Employee Health Trust rates increased only 1.89% from CY 2019 and staff is budgeting for an 6% increase for CY 2021. Maine State Retirement System rates have increased for the employer from 10.6% to 10.8% and the employee component will increase from 8.0% to 8.1%. For FY 2021, staff is also budgeting for the impact of increased Legal Services for an additional \$15,000. The Hydrant rental fees are increasing for another \$20,400 impact. There is also the continued loss in revenue from the rental income associated with the Bartol Building, which remains vacant. These expenditure increases/ revenue decreases are offset by a \$150,000 decrease in paving, a \$95,000 increase in other one-time revenues for Impact Fee usage, along with certain other revenue changes in the general fund for FY 2021 totaling \$96,900. The Town has historically taken a conservative approach to budgeting for State Revenues and that is still the current practice in FY 2021.

The non-emergency transport fund has historically had a declining fund balance, and during FY 2016, Fire and Rescue Department staff saw the loss of a major supplier of runs. This had a major impact on the NET Fund and its ability to perform at its then current capacity. Staff reviewed the impact and recognized that the fund's net position would continue in the negative, but staff continues to propose changes to service in FY 2021 to help offset and mitigate any future decline in fund balance.

Please see the next pages for more details on each of the funds to be appropriated.

The General Fund

While the FY 2021 tax is budgeted to remain flat at a negative \$(6,156) or (0.12) percent, the municipal budget has increased by \$90,744 or 0.86% from FY 2020 to FY 2021. Please see the historic Town of Freeport general fund budgets for the past five fiscal years.

Town of Freeport	Bu	dget	\$ In	crease	% Increase
FY 2012	\$	8,465,864			
FY 2013	\$	8,758,553	\$	292,689	3.349
FY 2014	\$	8,978,235	\$	219,682	2.459
FY 2015	\$	8,965,659	\$	(12,576)	-0.149
FY 2016	\$	9,352,257	\$	386,598	4.139
FY 2017	\$	9,447,391	\$	95,134	1.019
FY 2018	\$	9,730,935	\$	283,544	2.919
FY 2019	\$	10,105,160	\$	374,225	3.709
FY 2020	\$	10,410,637	\$	305,477	2.939
FY 2021 Proposed	\$	10,501,381	\$	90,744	0.869

As mentioned above, the FY 2021 general fund budget directive to department heads was to prioritize, evaluate and control expenditures with responsible budgeting to minimize the impact on taxpayers and to strive to maintain a stable tax rate. The impact of the largest budget changes are listed below. Please note that this is not a comprehensive list of all budget changes, but merely a listing of the larger or new items.

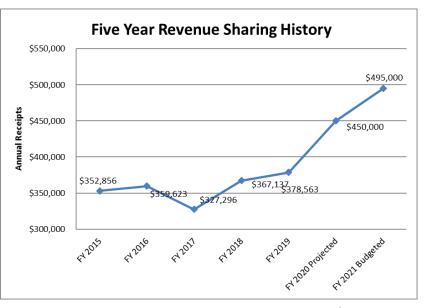
Major Budget Changes-FY 2021 General Fund											
Department	Budget Change	Reason	Bud	get Impact	Mi	l Rate Impact					
Revenue	Excise Tax	Increase due to projected new car sales/promotions	\$	(100,000)	\$	(0.057483)					
Revenue	CATV Transfer	Reimbursement to GF Increased based on Policy	\$	(95,000)	\$	(0.054609)					
Revenue	BETE Reimbursement	Increased eligible equipment	\$	(50,000)	\$	(0.028741)					
Revenue	Revenue Sharing	Decreased projection based on predicted COVID-19 impact	\$	100,000	\$	0.057483					
Revenue	Interest Income	Increase in Interest Inc due to Market Rate Environment	\$	55,000	\$	0.031616					
Public Works	Paving	Decreased for reduced pricing and reduced projects	\$	(150,000)	\$	(0.086224)					
All	Benefits & Wage Step Increases	Zero Percent impact with multiple step increases	\$	135,000	\$	0.077602					
Bustin's Island	Annual Distribution	Increase based on valuation	\$	27,700	\$	0.015923					
Public Utilities	Hydrant Rentals	Increased fees	\$	20,400	\$	0.011726					
Public Works	Tree & Vehicle Work	Increase for additional trees and vehicle maintenance	\$	17,000	\$	0.009772					
Town Manager	Legal Services	Increase for projected workload/usage	\$	15,000	\$	0.008622					
Town Engineer	Stormwater	Increase for new permiting with Water Quality Testing	\$	6,300	\$	0.003621					
-					\$	-					
		Total Major Budget Impacts	\$	(18,600)	\$	(0.010692)					

Historically, the Council's annual goals drive the manager's budget message. In the case of the past few years, one of the goals has been to maintain a stable tax rate. Once again, the manager has presented what is by definition a maintenance budget for FY 2021.

State-Level, Market, and Other Significant Impacts on the FY 2021 Budget

State Revenue Sharing

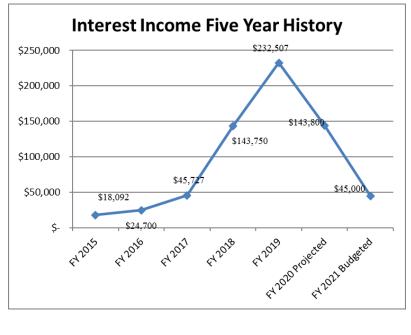
A large portion of the Town's general fund budget is revenue from the State of Maine, including State revenue sharing. Maine State Statute dictates that Towns are to receive five percent of the sales and income taxes received each year. These taxes are to be collected by the State and distributed based upon a valuation and population formula. Historically, the Town had received approximately \$700,000 annually, but in the past seven years, sales and income taxes have declined due to the economic downturn, and in addition, for FY 2014 the State legislature reduced the revenue sharing distribution: Freeport's share declined to



\$360,000. After a few more years of decline, revenue sharing appears to have bottomed out at \$325,000 and is slowing increasing. In FY 2021 the budget shows a decrease to \$495,000 from the FY 2020 budget of \$595,000. It is notable the Governors biennial budget includes an increase to the revenue sharing distribution that is reflective in the proposed budget. A five year history of State Revenue Sharing is included here for comparison purposes.

Market Factors-Interest Income

In addition to the large declines in State revenues the Town had been projecting significant declines in interest income. During FY 2009, the Town received \$393,000 in interest income; the FY 2013 receipt was \$13,500 which appears to have been the low. Since then we have seen a steady increase with the FY 2019 actuals topping \$232,507. Management is however, maintaining its conservative approach and leveling the FY 2021



budget at \$45,000 given the most recent economic downturn due to COVID-19. The Town's investment policy states that it invests its money (other than reserve and trust funds) in assets that preserve principal, cash-flow, and finally, give return. The Town's operating funds are invested in certificates of deposits and a nightly "sweep" account; the CDs are FDIC-insured and the "sweep" account is collateralized, and the majority of these investments are returning less than three percent of interest-per-year. A chart of the past five years' historic interest income receipts is listed here to illustrate the historic decline with gradual increase and the impact on the general fund.

Summary-the Difference between the Tax Rate and the Budgeted Amount

During budget season each year, staff attempts to differentiate between increases or decreases in budgeted amounts and tax amounts. The table below shows the budget amounts and then tax amounts from each of the four taxing bodies in Freeport (Cumberland County, RSU #5, METRO Transit, and the Town of Freeport) so the readers can understand this difference. Property tax revenue accounts for approximately half of the Town's general fund revenue, and as expenditures and revenues fluctuate, the property tax requirement to deliver services changes.

				Town of F	reep	ort Budget	Recap FY 20	20 vs	FY 2021					
				Budget A	mou	int					Tax An	noun	t	
Taxing Body	FY	2020	FY	2021	\$ Iı	ncrease	% Increase	FY	2020	FY	2021	\$ In	crease	% Increase
Cumberland County	\$	1,192,404	\$	1,243,618	\$	51,214	4.12%	\$	1,192,404	\$	1,243,618	\$	51,214	4.30%
Regional School Unit #5	\$	18,818,939	\$	19,676,615	\$	857,676	4.36%	\$	18,818,939	\$	19,676,615	\$	857,676	4.56%
Transit	\$	-	\$	77,934	\$	77,934	100.00%	\$	-	\$	77,934	\$	77,934	100.00%
Town of Freeport	\$	10,410,637	\$	10,501,381	\$	90,744	0.86%	\$	5,314,137	\$	5,307,981	\$	(6,156)	-0.12%
			То	tal Increase	\$	1,077,568	3.54%			То	tal Increase	\$	980,668	3.87%

THE CAPITAL PROJECTS FUND

In addition to the general fund's operating budget, the Town Council adopted the five-year capital program which is a planning document and is expected to make the FY 2021 capital appropriations on June 16th at the same time as all other budgets. The FY 2021 capital improvement program is seen in summary here with four years of historic data for comparative purposes. Specific projects and their impact on the operating budget (if applicable) are included in the capital budgeting section of this document.

Capital I	mprov	ements P	rog	ram Five-Y	Yea	r History			
Department	F	Y 2017	FY 2018		FY2019		FY2020		Proposed FY 2021
Police	\$	155,400	\$	147,000	\$	48,000	\$	110,000	\$ 100,000
Fire	\$	95,000	\$	-	\$	67,000	\$	-	\$ 908,000
Rescue	\$	110,000	\$	-	\$	20,000	\$	285,000	\$ 63,000
Public Works	\$	221,000	\$	115,000	\$	240,000	\$	150,000	\$ 80,000
Solid Waste	\$	-	\$	50,000	\$	15,000	\$	17,000	\$ 155,000
Comprehensive Town Improvements	\$	570,000	\$	1,064,500	\$	425,000	\$	236,000	\$ 755,000
Municipal Facilities	\$	221,200	\$	345,500	\$	330,500	\$	83,550	\$ 159,900
Cable	\$	35,000	\$	132,600	\$	4,000	\$	58,600	\$ 24,000
Other	\$	5,000	\$	-	\$	-	\$	27,575	\$ 100,000
Destination Freeport TIF District	\$	181,000	\$	398,000	\$	348,600	\$	239,000	\$ 220,000
Winslow Park	\$	-	\$	-	\$	-	\$	-	\$ 50,000
Total	\$1	,593,600	\$2	2,252,600	\$1	,498,100	\$1	,206,725	\$ 2,614,900

The five-year capital program is a listing of all intended projects and equipment purchases during the next five fiscal years. It is not an appropriation; the Town's Charter requires the capital and operating budgets to be adopted at the same time. Those appropriations will occur on June 16th, 2020.

One notable item is the method of funding capital projects; this can be confusing in light of discussions above about tax rate impacts. The Town has spent the past 30 years building reserve funds so its capital needs are largely satisfied by using reserves. The reserve funds are invested per the Town's investment policy in 25 percent equity funds and 75 percent fixed income instruments. Each year, the Council adopts the capital budget for the upcoming fiscal year, and that appropriation directs staff to transfer funds from the reserves into the capital projects fund for these upcoming projects. The Freeport Town Council has historically directed staff to produce "minimal tax increase" budgets, and this is one method of accomplishing that goal. The Town staff uses the balances as of the prior financial statements in order to "benchmark" whether or not there are sufficient funds to complete the upcoming projects, and informal unaudited fund balances to indicate the balances to the Council for budget deliberations. The December 31st, 2019 unaudited balances are shown to the right.

Town of Freeport Reserve Funds Draft Reserve Balances 12/31/2019 For Funds Used in the Capital Planning Process

Police	\$ 328,347
Fire	\$ 1,204,343
Rescue	\$ 716,120
Public Works	\$ 1,035,064
Solid Waste	\$ 156,846
Comprehensive Town Imp.	\$ 1,977,740
Municipal Facilities (1)	\$ 571,395
Cable	\$ 502,925
Other (2)	\$ 467,303

Note 1: The Municipal Facilities capital improvement plan is taken from both the general administration and building maintenance reserves; these are summed above.

Note 2: The "Other" projects are Board and Committee requests and will be taken from the appropriate reserves based upon the project.

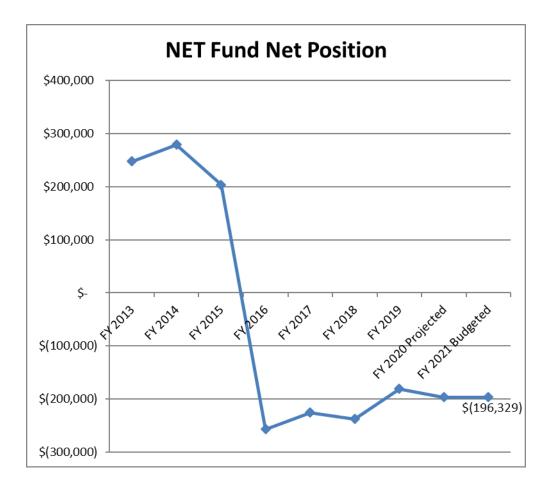
DESTINATION FREEPORT TIF FUND

The Destination Freeport TIF five-year capital program is projected to be adopted on May 5th, 2020, and the FY 2021 budget is scheduled to be adopted on June 16th, 2020. Maine State Statutes allow for tax-increment financing districts. Currently, the Town has five active TIF districts, but only one has increment available for infrastructure and economic development expenditures. The Town Council amended the Destination Freeport TIF in 2011 to "capture" more value and generate approximately \$25,000 more increment to support the Nordica Theatre development and support economic development efforts through the Freeport Economic Development Corporation (FEDC). In FY 2012, the Council increased the TIF's "cap", or value to which the tax rate is applied to generate an additional \$90,000 in increment to support economic development efforts through the Freeport Economic Development Corporation (FEDC). The FY 2021 budget includes sidewalk improvements and town hall site beautification, mandatory credit enhancement agreement items, and economic development. These are detailed in the fund's section of this document.

Destination Free	Destination Freeport Historic Value and Tax Increment											
Fiscal Year	TIF Cap	Mi	il Rate	TIF	Increment							
FY 2010	\$ 11,415,100	\$	12.75	\$	145,543							
FY 2011	\$11,415,100	\$	15.15	\$	172,939							
FY 2012	\$17,000,000	\$	15.20	\$	258,400							
FY 2013	\$17,000,000	\$	15.45	\$	262,650							
FY 2014	\$17,000,000	\$	15.85	\$	269,450							
FY 2015	\$17,000,000	\$	15.80	\$	268,600							
FY 2016	\$18,332,146	\$	16.80	\$	307,980							
FY 2017	\$19,460,346	\$	15.80	\$	307,473							
FY 2018	\$20,000,000	\$	14.95	\$	299,000							
FY 2019	\$20,000,000	\$	15.05	\$	301,000							
FY 2020	\$20,000,000	\$	14.30	\$	286,000							
FY 2021 Projected	\$20,000,000	\$	14.86	\$	297,274							

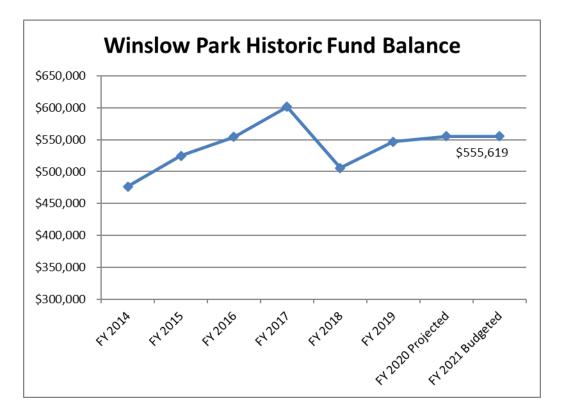
NON-EMERGENCY TRANSPORT FUND

The Non-Emergency Transport fund is the Town's only enterprise fund; the program has been in operation for over twelve years. The firefighter/paramedics are scheduled to perform non-emergency ambulance runs to the local hospitals for patients who are unable to transport themselves to appointments and procedures. The fund lost equity; however, during FY 2016. The Town was hit with the unexpected closure of the local hospital where the majority of these runs came from and as staff projected the fund took a major hit. The anticipated June 30th, 2020 fund equity is approximately \$(196,000); however, staff has made operating adjustments to help offset this impact and keep it from increasing. The NET fund's historic net position is shown below.



WINSLOW PARK FUND

The Winslow Park was donated by Adelaide Winslow Harb in 1953; one of the stipulations of the donation was that the revenue generated by the park's rental fees stay in a separate fund for accounting purposes. The Winslow Park generates approximately \$280,000 in revenue from park rentals, concessions, and other revenues. The fund maintains a healthy fund balance between \$450,000 and \$600,000 depending upon the required capital projects. The Winslow Park five-year fund balance trend is shown in the adjoining chart. The Park staff's goals and objectives for FY 2021 are included in that fund's section of this document.



SUMMARY OF THE FY 2021 BUDGET

The FY 2021 budget was difficult to prepare, as the State's budget and pass-through revenues are declining while costs of doing business increase annually. As the budget stands as proposed, the tax is likely to remain flat on the municipal side. The total budget as proposed by the County, RSU, Transit and Town combined is three-point five four percent up from last year and the projected tax increase for all four entities is three-point eight seven percent, or fifty-six cents per \$1,000 of value.

				Town of Fr	eep	ort Budget	Recap FY 202	20 vs	FY 2021					
				Budget A	mou	int					Tax Am	ount	t	
Taxing Body	FY	2020	FY	2021	\$ Iı	ncrease	% Increase	FY	2020	FY	2021	\$ In	crease	% Increase
Cumberland County	\$	1,192,404	\$	1,243,618	\$	51,214	4.12%	\$	1,192,404	\$	1,243,618	\$	51,214	4.30%
Regional School Unit #5	\$	18,818,939	\$	19,676,615	\$	857,676	4.36%	\$	18,818,939	\$	19,676,615	\$	857,676	4.56%
Transit	\$	-	\$	77,934	\$	77,934	n/a	\$	-	\$	77,934	\$	77,934	n/a
Town of Freeport	\$	10,410,637	\$	10,501,381	\$	90,744	0.86%	\$	5,314,137	\$	5,307,981	\$	(6,156)	-0.12%
			То	tal Increase	\$	1,077,568	3.54%			То	tal Increase	\$	980,668	3.87%

While the upcoming year's budget is the subject of discussion, it is important to estimate where each budgeted fund will end up on June 30th, 202020. Certainly, these figures are subject to change based upon the next two and-a-half months, but the funds' projections are below.

The FY 2021 budget includes projections from the fiscal year ending June 30th, 2020. These projections are as follows:

FY 2020 Fund Balance Projections Funds Subject to Appropriation												
	6/30/2019	Proje	cted	6/30/2020	\$	Increase/	% Increase/					
	Fund Balance	Revenues	Expenditures	Fund Balance	(1	Decrease)	(Decrease)					
General Fund-Budgetary Basis	7,124,467	11,410,570	11,096,346	7,438,691	\$	314,224	4.41%					
Destination Freeport TIF Fund	389,528	286,000	259,000	416,528	\$	27,000	6.93%					
NET Fund	-180,812	220,000	235,517	-196,329	\$	(15,517)	8.58%					
Winslow Park Fund	547,047	281,150	272,578	555,619	\$	8,572	1.57%					

It is notable that the general fund's fund balance is projected to increase by \$314,224 during FY 2020. This is a preliminary estimate, and staff has taken a very conservative approach to department expenditures along with some unanticipated revenues. If departments under-spend their budgets (which they are directed to each year), the fund will show a surplus. Per Town policy, any fund balance above the one and-one-half minimum plus five percent allowed amount is either transferred to reserves if balances warrant funding, or can be used to offset taxes or conduct other projects as designated by the Town Council. Staff will report to the Town Council each year on the status of the general fund's fund balance after the financial statements are completed. During FY 2019, all excess fund balance was transferred to reserves to stabilize the accounts. The next five years of proposed capital budgets have been reviewed and constructed to minimize substantial impact to the reserves as several of the Town's reserves contain lower balances than the benchmarks of the sum of the five-year plan or twenty percent of the 20-year capital improvement plan. Staff will continue to fund the reserves in order to achieve the proper levels if possible this year and will report back to the Council on this effort after the financial statements are completed.

The Destination Freeport TIF fund will receive approximately \$286,000 in increment during FY 2020, and the proposed budget for the fund is \$259,000. It is expected that the fund balance in the Destination Freeport TIF

will increase by that difference of approximately \$27,000 during FY 2020, and the capital program includes \$270,000 in capital improvements in the subsequent year.

The Non-emergency transport fund is projected to lose \$15,517 in net assets during FY 2020, and staff is watching the fund closely. Staff will be working with the department and watching the fund into FY 2021 and beyond for any changes that would cause the fund's net assets to deteriorate further and if necessary, report back to the Council on this.

The Winslow Park fund's fund balance is projected to increase \$8,572 during FY 2020, and while the Park's budget is balanced for FY 2021, it is likely that the operations will realize an increase in fund balance now that many of the Park's capital projects are complete. This fund has historically generated surpluses each year, but during the past couple of years the Winslow Park Commission has conducted large-scale erosion control and other renovation projects in order to keep the Park beautiful to residents and visitors alike.

We are pleased to begin the official budget process and encourage any Council questions or comments. We look forward to answering them and conducting an efficient and transparent budget process.

PUBLIC SESSIONS

Each year, department heads assemble in the Town Council chambers to conduct an informal "Q&A" session with any public member who wishes to attend. This is a nice opportunity for residents or business-owners to gain information on the budget in a "low-pressure" setting.

May 13th from 7:30-8:30 AM: public Q&A with department heads in the Council chambers May 13th from 5:00-6:00 PM: public Q&A with department heads in the Council chambers

For FY 2021, management is deliberating the use of technology to hold these sessions in order to maintain proper social distancing in light of COVID-19 restrictions placed by the Governor of the State of Maine.