

Appropriations From Free Cash & Reserves

Date of Meeting 10/10/2018

Art #	Description	<u>Free Cash</u>	<u>Available Funds</u>
	Balance before meeting	742,667	32,250
7	Subdivison Plan	(3,500)	
8	Technical Review Burn Dump		(19,750)
9	Shea Green Room Improvements	(9,535)	
10	FY19 Town Clerk Budget	(6,000)	
11	PEG Funds to MCTV		(12,500)
12	Increase Town Capital Stabilization	(40,150)	
	Remaining	<u>683,482</u>	<u>-</u>
	% of beg balance used	7.97%	100.00%

Expanded Background Information for Article 1

What tonight's vote means to sewer users

Article 1 recognizes the need for substantial adjustments to the Town's Water Pollution Control Facility (WPCF) FY19 budget as voted at the May 2018 Annual Town Meeting (ATM). The changes require an increase in the FY19 budget from \$2,017,231 to \$2,396,379, an increase of 18% in this appropriation. This change will have a dramatic impact on sewer user rates. The existing FY19 budget would likely have increased rates by approximately 38%, but the budget figure being voted today is expected to result in a total increase of approximately 71% over FY18 rates.

The Big Picture – How did we get to this place?

Before explaining the basis for the amended budget request, it is important to share the context in which the original FY19 WPCF budget was developed. FY19 saw the end of the Southworth/Turners Falls Paper mill, as well as a final order from the MA DEP to discontinue Montague's biosolids disposal process (often referred to as the "Montague process"). These two occurrences combined to impact WPCF revenues and expenses by over \$1M, based on current revenue and disposal cost projections.

Southworth's impacts were felt on two levels. First, they left the Town with unpaid sewer bills of \$250,000 that exhausted reserves and caused the Town to rescind several planned expenditures at the 2017 Fall STM. Additionally, when a prospective sale of the firm to another manufacturer fell through in February 2018 any hope of promptly restoring those industrial sewer user revenues was lost. This is part of a larger trend in industrial sewer revenues, which declined gradually from a high of \$644,422 in FY12 to \$206,054 in FY18, despite significant rate increases in FY17 (see attached graph for details).

The end of Montague's biosolids disposal process was actually a bigger blow. Through the PILOT test, which engaged experts from UMass and other institutions, DEP determined that the process as it had been run in the past was not replicable and that continuing it would present unacceptable environmental and permitting risks. Between FY12 and FY18 Montague benefited greatly from this unique process, which saw sludge (or the bacteria within it) essentially devouring itself. In FY16, Montague avoided nearly all sludge disposal costs (a low of \$19,010) and brought in revenue of \$483,854 by taking in other communities' sludge (see attached graphs for trends).

The FY19 Budget - How did we respond and why are we back now?

The total additional appropriation requested is \$379,148, of which all but \$4,000 (Benefits) is found in the Wages & Expenses line, which includes staff salary and sludge (solid waste) disposal, among other expenses that are not affected by tonight's proposal. (Many other expenses were already cut in FY18.)

Impacted line items	FY18	FY19 ATM	Additional	Revised FY19
	Budget	Budget	Appropriation	Budget
Regular Wages	\$ 405,623	\$ 299,212	\$ 124,448	\$ 423,660
Other Wages	\$ 11,150	\$ 10,500	\$ 700	\$ 11,200
Solid Waste Disposal	\$ 160,000	\$ 150,000	\$ 250,000	\$ 400,000
Total Change in 440 Expense Line*	\$ 1,418,181	\$ 1,314,508	\$ 375,148	\$ 1,689,656

* This is not intended to sum the line above. Only affected line items are presented.

A Mandated Increase in Staff Levels

The FY19 budget voted at the May 2018 ATM included a 26% reduction in WPCF regular wages. This dramatic reduction was from 7 to 5 FTE proposed in order to blunt the impact of the previously described challenges on our sewer user rates. The reduction was not proposed lightly and would have posed considerable challenges, but the WPCF began reducing staff last spring to meet the budget.

Shortly after the ATM budget vote, DEP rejected the planned reduction and, based on a past task analysis provided to DEP by the Town, required an *increase* in staff to 8.6 FTE. They also required the Town hire its vacant Chief Operator position. The WPCF promptly submitted an updated task analysis and made an argument for our current staffing, as appears below, while also hiring a Chief Operator and bringing its workforce back to 7.0 FTE, which is the typical level of staffing for the Department. We are currently awaiting a ruling from DEP. The budget requested tonight allows for up to 8.0 staff.

WPCF Staffing (09.26.18)		
Title	Last Name	FTE
Superintendent	McDonald	1
Chief Operator	Boissonnault	1
Secretary & Asst Lab Tech	Tyler	1
Lead Operator	Rathbun	1
Lead Mechanic	Perra	1
Wastewater Tech	Little	1
Laborer	Murphy	1
Current Total		7
Budgeted		8
Current DEP Requirement		8.6

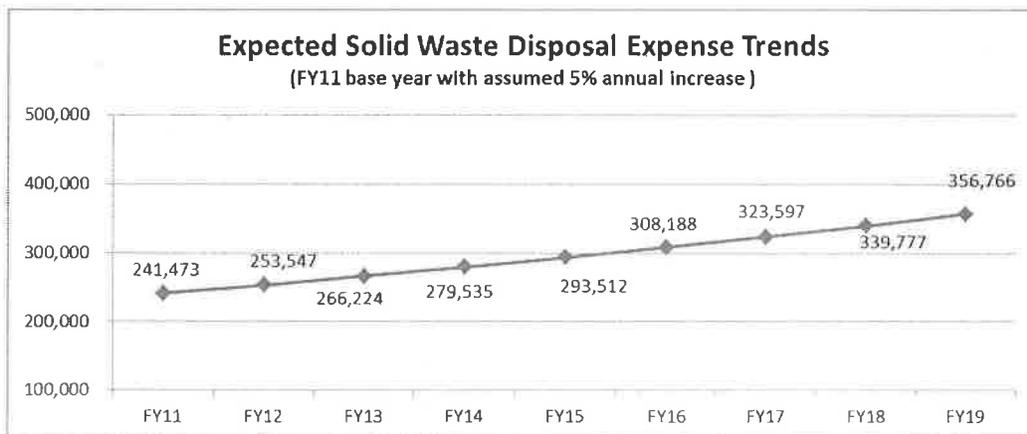
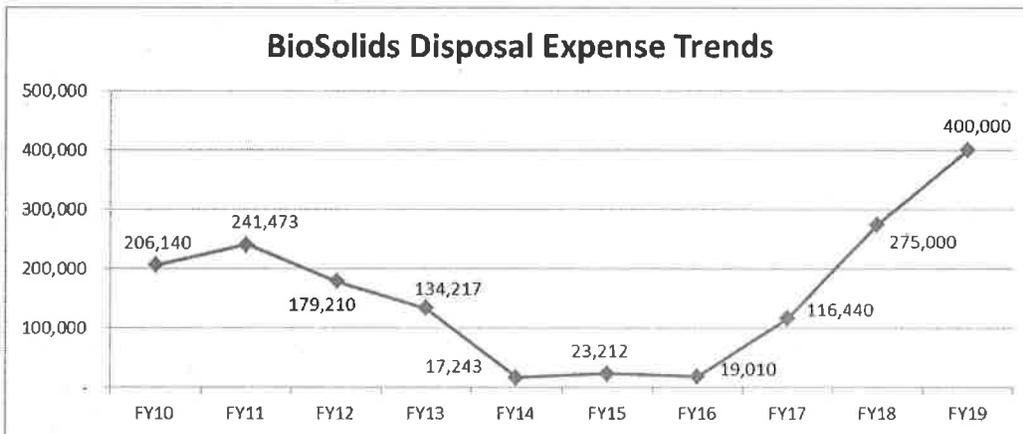
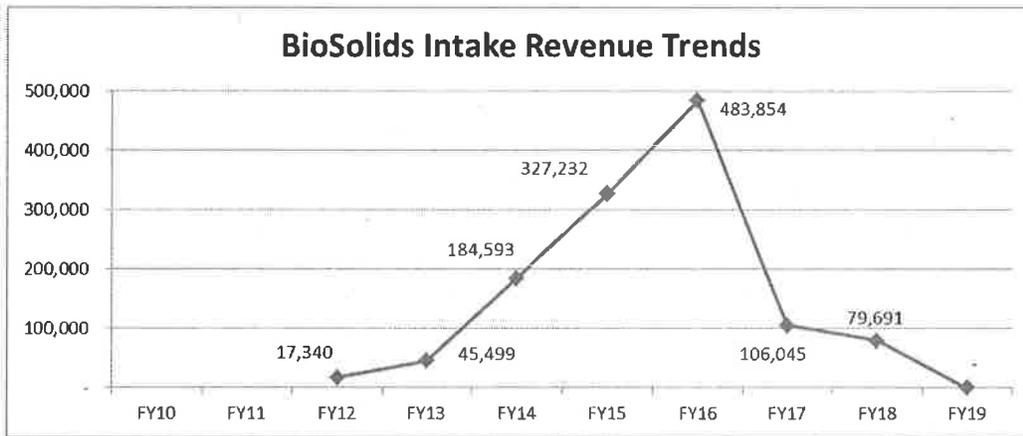
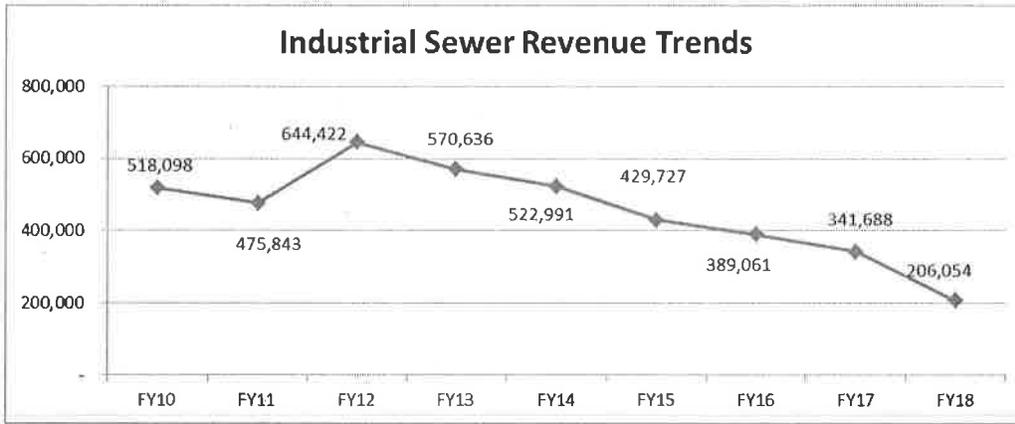
A Necessary Increase in Solid Waste Disposal Costs

The \$150,000 projection for solid waste disposal costs proved to be overly optimistic. It was expected that the Town would quickly receive approval to recommence composting—which can reduce disposal costs—following application for a new permit in spring 2018. While cost avoidance through this technique was not something that could be precisely calculated, there was and still is an expectation that this can provide a substantial savings to the Town at some future point. Likewise, there was an expectation of decreased costs to be realized through reducing the volume of liquid in outgoing waste, but finding a reliable and nearby disposal site has proved challenging. Higher than expected levels of solids in our waste stream is also currently being examined.

At this point in the year, waste disposal costs have already consumed more than 50% of the existing budget and this adjustment to \$400,000 is a necessary step. We remain optimistic that the rate of spending will be reduced as alternative disposal options come on line later this year.

What's Next?

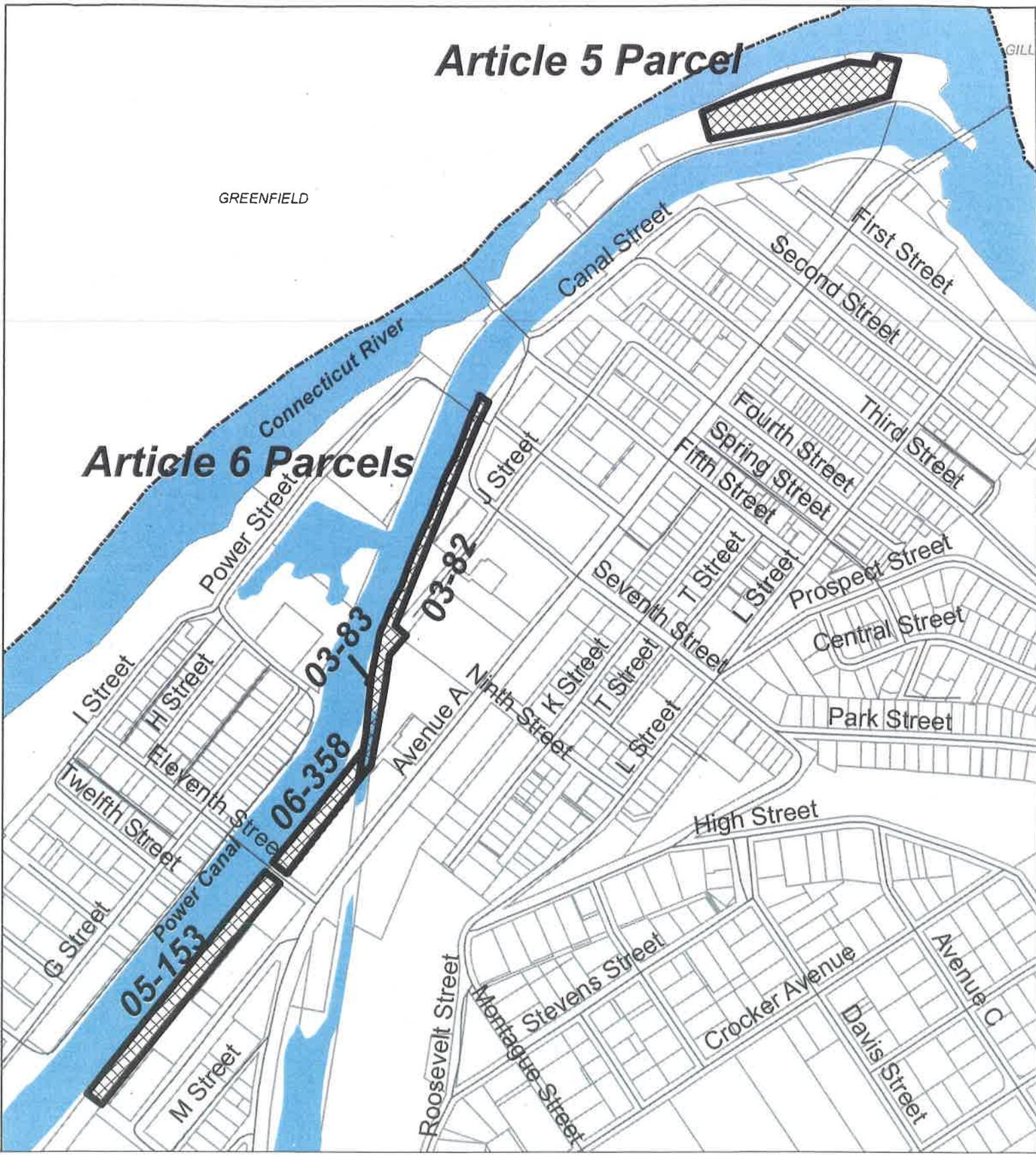
In addition to development of a previously approved solar array to reduce energy costs for the WPCF, The Town is exploring options to improve operational efficiency through automation and to reduce disposal costs through development of large-scale composting or regional anaerobic sludge digester. Analysis of the feasibility and economics of such options is ongoing and none offer immediate relief.



Article 5 Parcel

GREENFIELD

Article 6 Parcels



0 250 500 Feet



Special Town Meeting
10/10/18
Articles 5 and 6



Produced by Montague Planning and Conservation Department for informational purposes. All boundaries are approximate.

Article 13

4-2017

8. How does the Municipal Modernization Act change in the treatment of premiums received when issuing debt under MGL c. 44, sec. 20 apply to premiums received for borrowings authorized before November 7, 2016, the effective date of the Act?

Section 67 of the Municipal Modernization Act amends MGL c. 44, sec. 20 which governs the treatment of premiums received in connection with the sale of bonds or notes. Currently, premiums (net of issuance costs) are general fund revenue. As of November 7, 2016, premiums (net of issuance costs) are: (1) used to pay project costs and to reduce the amount of the borrowing authorization by the same amount when the borrowing vote so authorizes; or (2) reserved for appropriation for capital projects for which a loan has been, or may be, authorized for an equal or longer period of time than the loan for which the premiums were received.

Bonds or notes sold before November 7, 2016. Premiums received on bonds or notes authorized and sold before the effective date of the Municipal Modernization Act are general fund revenue that may not be spent without appropriation. MGL c. 44, sec. 53. However, if the borrowing is the subject of an approved Proposition 2½ debt exclusion, MGL c. 44, sec. 20 requires that the amount excluded be adjusted to reflect the true interest cost of the borrowing. Therefore, general fund premiums received for debt excluded borrowings must either be (1) reserved for appropriation to offset budgeted debt service in future years for the loan, or (2) appropriated to pay project costs. In the second option, the borrowing authorization must also be reduced by the same amount. The appropriation for project costs and commensurate reduction in borrowing authorization must be included in the original legislative body vote authorizing the loan, or a subsequent vote before or after the sale.

Bond or notes sold on or after November 7, 2016. Regardless of when the city or town authorized the loan, premiums received on bonds or notes sold on or after the effective date of the Municipal Modernization Act must be: (1) used to pay project costs and to reduce the amount of the borrowing authorization by the same amount when the borrowing vote so authorizes; or (2) reserved for appropriation for capital projects for which a loan has been, or may be, authorized for an equal or longer period of time than the loan for which the premiums were received. Note, however, that a city or town receiving premiums for debt excluded bonds or notes sold on or after November 7, 2016 will need to use the option to pay project costs and reduce the borrowing authorization in order to make the required interest cost adjustment. The authorization to use that option should be included in the original legislative body vote authorizing the loan, but may also be included by an amendment of the loan authorization that is voted before the sale.

Bond and municipal counsel should be consulted for language to be used to amend existing borrowing authorizations and to include in future authorizations in order to use premiums for project costs and reduce the amount authorized.