

FY24 Budget  
Public Hearing  
January 24, 2023

# Methodology & Budget Fundamentals

# School Committee Goals

- Work collaboratively with our member towns, to allocate resources for both the near-term and long-term financial health of the District including the pursuit of correction that maintains educational quality and supports our mission, vision, core values, and strategic initiatives.
- Utilize the facilities index report of the Essex Elementary School, Middle School, and High School buildings and propose a timeline for pursuing renovation/repair of Essex Elementary School.
- Partner with our students, families, faculty, and staff in pursuit of our strategic initiative to nurture an inclusive and diverse school culture that recognizes the contributions and uniqueness of all individuals.
- Advance academic excellence by ensuring implementation of, and developing community support for, the district Strategic Plan, including strategies for authentic learning and SEL integration.



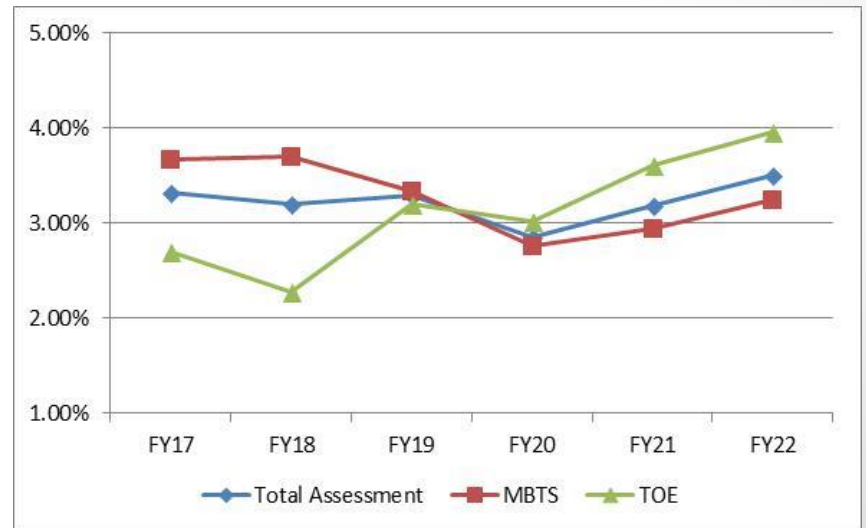
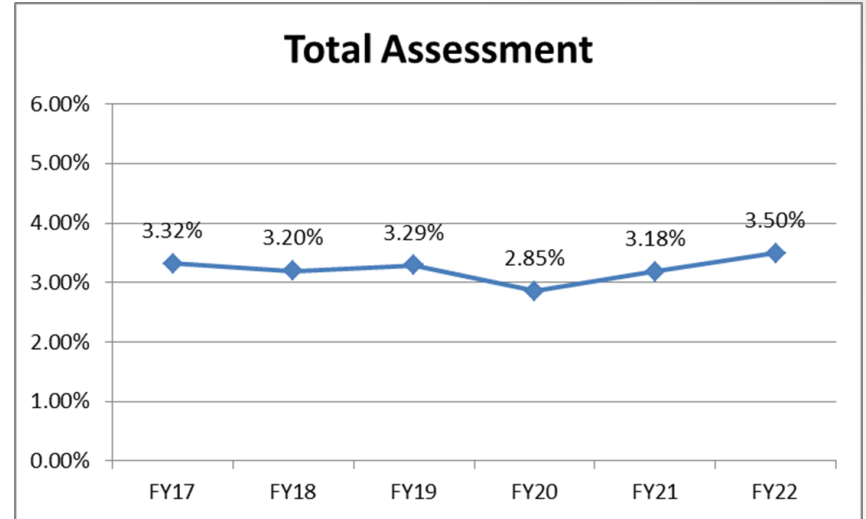
Manchester Essex Regional  
School District

# Budget Goals

- Develop and deliver a fiscally responsible budget that maintains educational quality, supports District strategic goals, and aligns with our multi-year budget goals.
- Manage Enrollment
  - Strive to meet School Committee class size guidelines
  - Serve increasingly diverse student educational needs
- Exercise fiscal responsibility
  - Seek internal efficiencies to offset growth needs when possible
- Meet local, state and federal responsibilities while controlling growth

# Guiding Principles

- MERSD operational budget is managed to deliver a stable and predictable spending and assessment growth rate from which apportionment is factored.
- MERSD manages key drivers and wild cards to maintain the agreed upon target of 3.5% spending/assessment growth.
- The mechanics of apportionment can inflate or deflate the apportionment growth rate as town enrollments fluctuate.
- The operational budget has historically been developed to provide level services.



# Key Terms

- Spending Growth: *percentage/\$ increase in spending approved by School Committee from one year to the next*
- Assessment Growth: *percentage/\$ increase in annual charge to Essex & Manchester after deducting state revenue from spending.*
- Apportionment Formula: *split of assessment between Essex & Manchester based on formula defined in the Regional Agreement.*

# Key Terms

- Level Services: *Provision of the same program scope, class size, course offerings, and services from one year to the next.*
  - For service provision to be level (same range of services) from year-to-year it may be necessary to increase the number of staff to meet the need.
    - Ex. Special Education Services total number of enrolled students may decrease but the number of students who need specialized programming, small group, or one-one assistance may increase. This will show an increase in staffing (Tas or specialized teachers)
    - For us to take a reduction in general ed staffing we typical need the reduction of approximately 20 student at one grade level.
- Reserves: *funds accumulated over multiple fiscal years that are dedicated to planned capital investments, emergency needs, and maintenance of a favorable bond rating to minimize the cost of borrowing.*

# Budget Architecture

## Operating Budget

*Historically funded with neutral impact to the operational budget.*

**Investments & Program Enhancements**

**Preventative Spending & Common Practices**

**Required Spending**

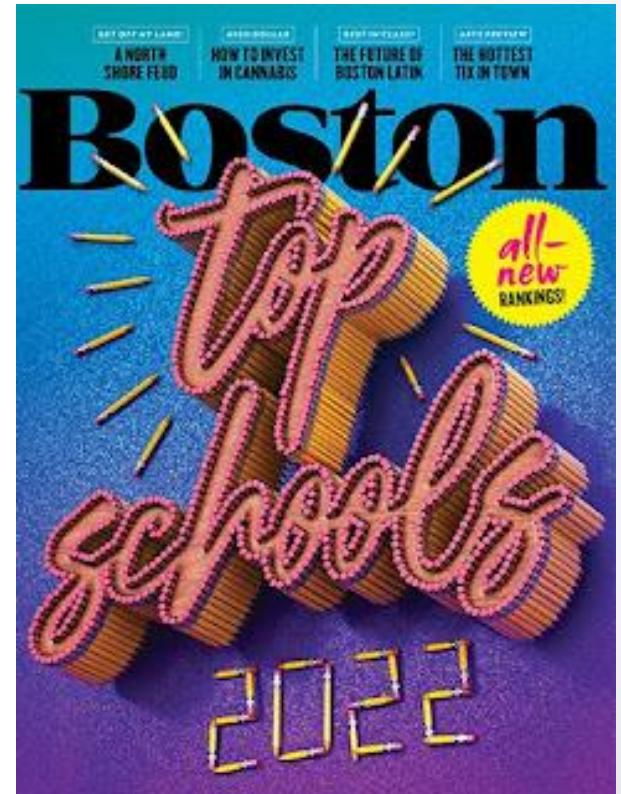
## Capital Budget

- Debt Service on MHS & Memorial School
- Excluded from Proposition 2 ½ limits by taxpayer vote in both Essex & Manchester
- Known/pre-fixed, multi-year payment schedule for both towns
- Structured to decline each year



# Behind the Spreadsheets

- *The budget is not just an exercise in accounting.*
- *The balance sheet supports our goals of maintaining services, improving student achievement, and pursuing our [strategic priorities](#).*
- *The FY24 budget provides funding for the maintenance of program scope, class size, course offerings, and services from one year to the next and allows for the resources needed to support the priorities of the MERSD Strategic Plan.*



## Progress in meeting strategic plan priorities and improving student achievement

- Implementation interdisciplinary high courses in humanities and STEM
- Implementation four-year high school student portfolio
- Implementation high school school-wide rubrics based on the Vision of Graduate to provide increased feedback for students to assist in better understanding their growth in relation to necessary post-secondary skills.
- Implementation of intervention support for grades nine and ten to address learning deficits identified through the assessment data.
- Implementation of a Middle High School STEM Showcase
- Expansion of Middle School authentic learning opportunities through project adventure and project-based learning.
- Creation of a Performing Arts Coordinator role achieved through staffing restructuring.
- Introduction of Cheerleading as an interscholastic athletics team

## Maintenance of Best Practices & Program Options Common in Like Districts

- Middle School team model, core curriculum, and exploratory offerings
- Elementary core program and exploratory specials
- Class size benchmarks K-12
- Cost-effective district special education programs that allow students with complex disabilities to attend school in their home community.
- Inclusion and Cultural Competence programs such as Understanding our Differences and World of Difference
- Elective program for smaller cohorts
  - Music elective program
  - Green Team Scholars
  - Authentic Science Research
- Financial support for student activities
  - Debate & DECA fees and transportation to regional competitions
  - MERHS Literary Magazine, *The Inking*
  - Study of world language beyond French and Spanish through an online programs
  - Field trip transportation
  - Musical and Drama Productions
  - Elementary Rock Band & Chorus
  - Elementary math explorers

# Operating Budget Big Picture

# FY24 Budget Overview

- **Carry/Forward Level Services:** The budget is built to be a carry forward/level services budget.
- **Strategic Plan Priorities:** The tentative budget supports the work outline in the Strategic Plan and supporting District and School Improvement Plans.
- **Right Sizing for Enrollment:** The tentative budget includes a staff enrollment reduction of four (4) full time equivalent (FTE) staff positions. Positions will come from both general and special education and through attrition where possible. Position cuts should not result in increased class sizes or program reductions.
- **Elimination of Reserves:** The tentative budget does not use MERSD reserves as a revenue stream. Reserves in FY24 will be used to fund one-time planned capital expenditures turf field replacements, maintain bond rating, and provide a set aside for the EES feasibility study.
- **Deficit:** Under the level service scenario, there is a projected gap of \$756K between spending and revenue. This will need to be addressed by cuts or new funding in the form of increased assessments for the towns.

# Five Year Staffing Changes

	<b>FY19</b>	<b>FY20</b>	<b>FY21</b>	<b>FY22</b>	<b>FY23</b>	<b>FY24</b>	<b>% Change</b>
Admin	9.1	9.5	10.0	10.0	9.6	10.0	9.9%
AdminSupport	10.0	10.8	10.0	10.8	10.0	10.3	2.6%
Athletics	2.5	2.5	2.6	2.6	2.6	1.1	-56.3%
Facilities	4.5	3.5	3.0	2.6	3.0	3.2	-27.9%
GenEd Clrm/Cnt Tchrs	77.3	80.1	79.0	78.4	77.4	71.8	-7.1%
GenEd Specialist Tchrs	16.2	15.0	15.7	15.7	13.0	13.3	-17.9%
Intrv/Specialist Tchrs	7.0	7.0	5.7	6.7	7.7	7.7	9.7%
SPED Tchrs	26.7	29.7	31.6	31.4	32.0	30.0	12.4%
Std Service Support Tchrs	20.0	19.2	19.0	19.4	22.4	21.8	9.0%
Tch Ast Gen Ed	12.5	6.8	9.0	7.2	9.2	8.0	-36.0%
Tch As SPED	25.2	22.7	24.7	24.4	35.0	34.1	35.1%
Tech	2.0	2.0	2.0	2.0	3.0	3.0	50.0%
	213.0	208.8	212.3	211.2	224.9	214.3	0.6%

*Includes All Grant & Revolving Funded Positions*

# Staffing & Enrollment Change Compared

	<b>FY19</b>	<b>FY20</b>	<b>FY21</b>	<b>FY22</b>	<b>FY23</b>	<b>FY24</b>	<b>%Change</b>	<b>Enrollment Change</b>	
Gen Ed Staff	93.5	95.1	94.7	94.1	90.4	85.1	-9.0%	FY19	1386
SPED/Std Srv	46.7	48.9	50.6	50.8	54.4	51.8	10.9%	FY20	1368
Int/Specialists	7.0	7.0	5.7	6.7	7.7	7.7	9.7%	FY21	1262
								FY22	1250
								FY23	1221
								-165	-11.9%

*Approximately 1.0 FTE General Education Staff Reduction per 20 student decline in enrollment.*

# FY24 Scenarios

<b>FY 24 Budget Scenarios</b>				
	<b>Reduction</b>	<b>Level Services</b>	<b>Reinstate Stabilize</b>	<b>Reinstate Capital Invest</b>
<i>Total Budget Spending</i>	\$30,144,064	\$30,144,064	\$30,469,064	\$30,601,564
<i>Total Gap Between Level Service &amp; Target</i>		\$756,000	\$1,089,000	\$1,214,000
<i>Cuts</i>	\$756,000	\$0	\$0	\$0
<i>Reserves</i>	\$0	\$0	\$0	\$0
<i>Spending</i>	1.60%	4.20%	5.36%	5.79%
<i>Assessment</i>	3.50%	6.53%	7.88%	8.36%
<i>TOE Apportionment</i>	5.37%	8.45%	9.80%	10.31%
<i>MBTS Apportionment</i>	2.44%	5.43%	6.75%	7.24%
<b>Additions</b>			\$352,500	\$477,500
<i>Reinstate Late Buse</i>	NA	NA	\$20,000	\$20,000
<i>.6 Middle School Spanish</i>	NA	NA	\$50,000	\$50,000
<i>Reinstate Curriculum &amp; Facilities Small Cap Lines</i>	NA	NA	\$80,000	\$80,000
<i>Create Dedicated Stabilization Funding Line</i>	NA	NA	\$175,000	\$300,000
<i>.5 Payroll Purchasing Support</i>	NA	NA	\$27,500	\$27,500
<b>Restructuring Opportunities</b>				
<i>K-12 Music Restructuring to achieve Performing Arts Coordinator</i>	NA	\$0	\$0	\$0
<b>Funding Correction &amp; Field Investments</b>				
<i>Additional Revenue Needed to Fund Three Year Commitment</i>	\$0	\$1,430,000	\$1,768,000	\$1,895,000
<i>Collaboration Team Recommendation for Hyland &amp; Brook Street Field Funding</i>	<i>Capital Exclusion To Preserve Reserves</i>	<i>Capital Exclusion To Preserve Reserves</i>	<i>Capital Exclusion To Preserve Reserves</i>	<i>Capital Exclusion To Preserve Reserves</i>



# Recommendation

- Reinstatement/Stabilize & Level Service Hybrid
- Persevere Reserve Funds for EES Borrowing
  - File First Statement of Interest with MSBA in April 2023
- Fund Fields Replacement Through Capital Exclusion

# Fund Fields Replacement Through Debt Exclusion

- Preserve Reserves

- Long-term Benefit to Taxpayers - Healthy reserves position the district for more favorable borrowing rates for the long-term debt for EES.
- Provides emergency funds for short-term facilities emergencies while pursuing acceptance into the MSBA program.

- Replacement Timeline Not Impacted

- Bids are going out as planned and contain language about Brook Street being dependent on funding that will be determined in May.
- Reserves would remain a back-up plan.

- Reserve Funds Available for Fields

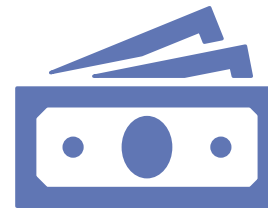
- Hyland is not dependent on a debt exclusion.
- MERSD would go forward with Hyland funding from the reserves as planned if the debt exclusion fails.

# FY24 Operating Budget Overview



## **Annual Level Services goal increasingly challenging due to rising mandated costs and constrained revenue**

- Level Services = maintaining same level of program currently in place
- Multi-year history of efficiency-oriented program restructuring to fund new investments
- Prior year cuts leave few options for FY24 budget reductions without impacting program



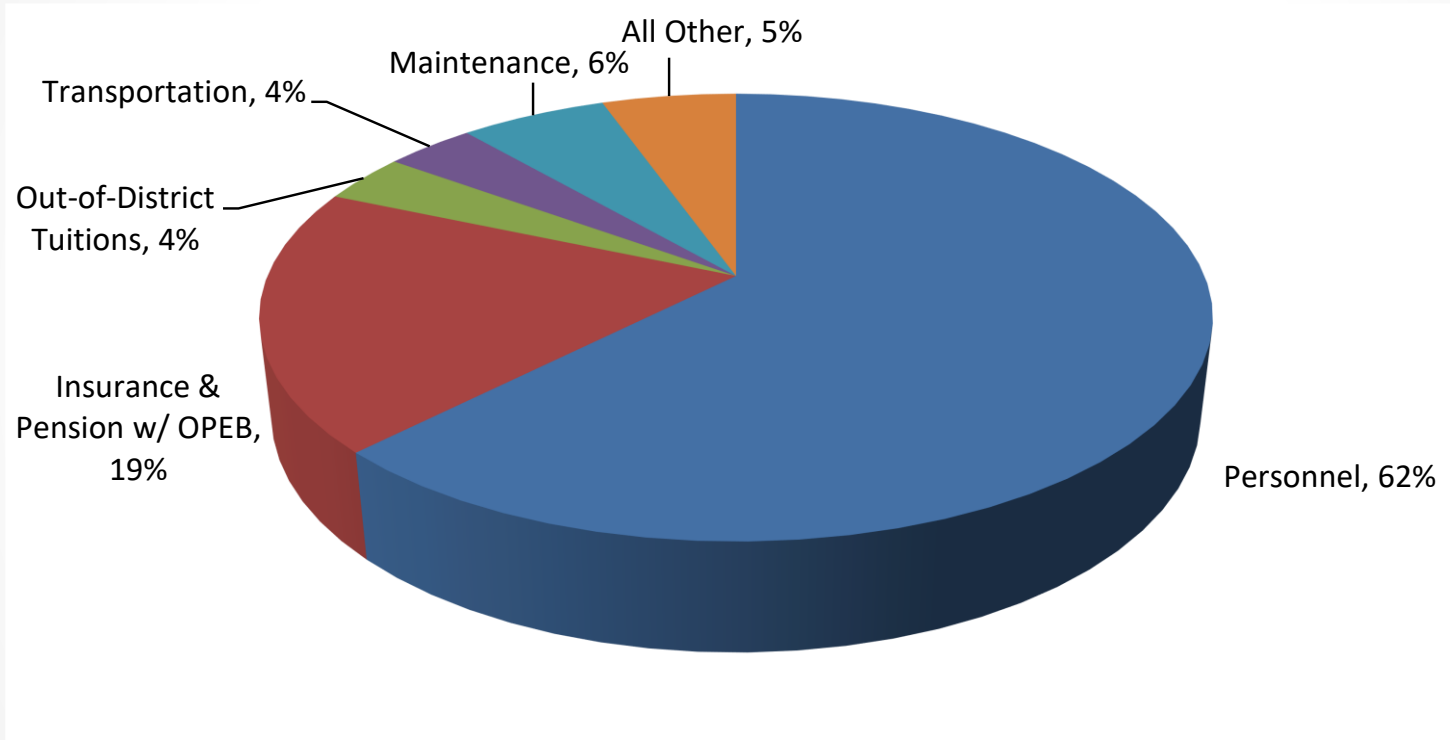
## **Gap between Level Services and sustainable funding is \$756K in Tentative Budget.**

- Target 3.50% assessment to towns prior to apportionment
- No use of one-time reserve funding from prior years as starting point

# Operating Budget Details

# Largest Budget Categories

(% of Total Spending - \$30.14 million)

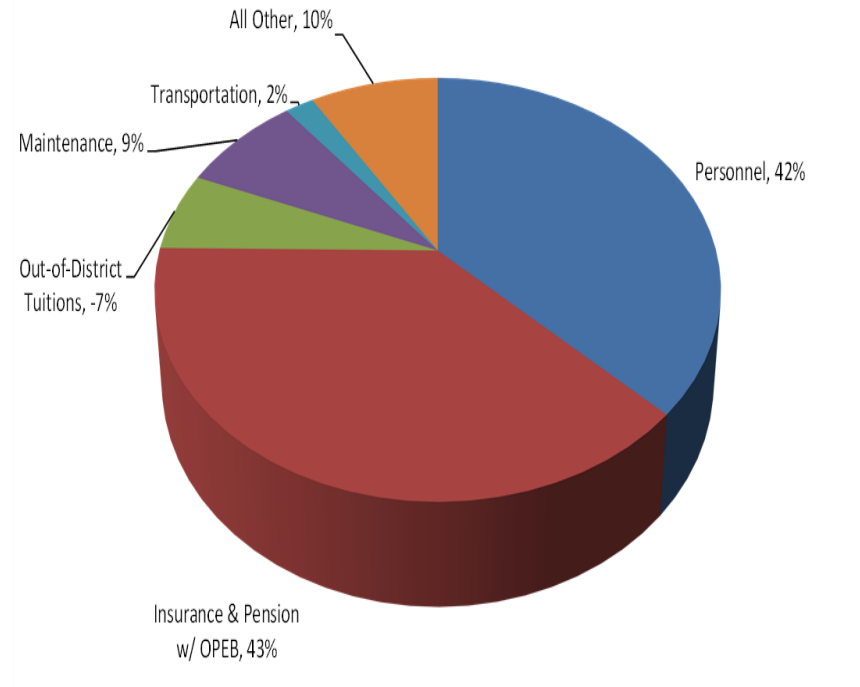


*95% of spending from 5 categories*

# FY24 Operating Budget Drivers

## Compensation: \$517K (2.82%) spending growth

- Teachers: 2.5% Cost of Living Adjustment (COLA), same as FY20-23. Effective growth = 4.0% after factoring column/step. Pending contract resolution.
- Teaching Assistants: 2.5% COLA + existing steps = 4.2% forecasted growth
- All other staff: no steps available. 4.0% COLA budgeted for FY24 after 3 prior years of 2.5%, which lagged teacher/TA compensation.
- 4.0 FTE reduction due to declining enrollment brings spending for all categories down to 2.8% personnel budget growth in FY24.

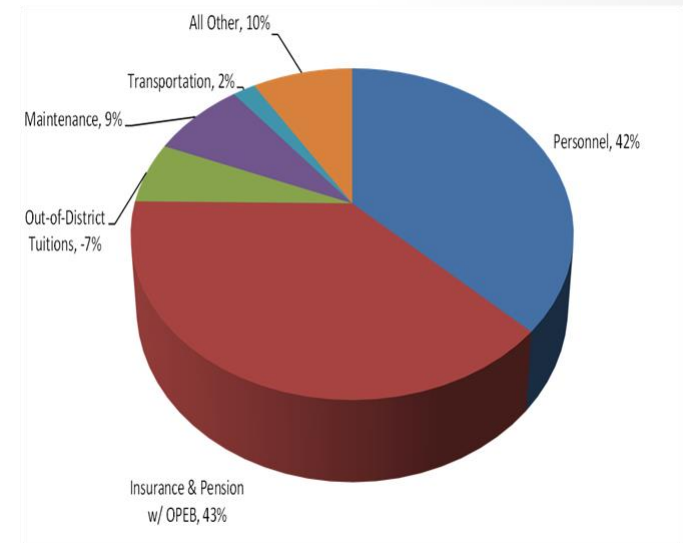


% of FY24 \$1.22 Million Budget Increase

- **Insurance & Non-META Pension: \$525K (10.0%) spending growth**
  - Initial health rate increase estimate of 12%, at high end of 8-12% market trend; offset by savings in FY23 base cost.
  - MERSD utilization currently favorable; budget estimate could improve with each 1% of rate reduction saving approximately \$43K.

- **Out-of-District (OOD) Tuition/Transportation: \$15K (0.8%) spending growth**
  - \$300K tuition growth/State approved 14% rate growth for private school programs.
  - \$786K increase for OOD transport - 146% incr. vs FY21 (35% per year). Statewide trend.
  - \$1.8 million avoided cost per year from in-district programs. 61 MERSD students served
  - 14 forecasted OOD placements of \$100K+ in FY24
  - \$766K Circuit Breaker (CB) reimbursements in FY23 up from \$309K in FY21. Offsets budget growth.

## FY24 Operating Budget Drivers



***OOD Tuition & Transportation account for 47% of total budget growth despite being only 8% of total spending***

# FY24 Budget Overview

- FY23 Tentative Operating Budget = \$30.14 million
  - 4.21% (\$1.22 million) spending increase from FY23 budget
    - Personnel : \$18.8 million in FY24 = \$517K (2.82%) growth
    - Operating Expenses: \$11.32 million in FY24 = \$701K (6.6% growth)
- Preliminary FY24 Operating Assessment Increase = 6.53%
  - Measures cost increase to towns after deducting “Other Revenue” (e.g., State Aid) from spending needs
  - Growth above 3.5% typical annual target reflects removal of one-time reserve funds from revenue budget.
    - MERSD reserves have been used in prior years to suppress cost to Towns
    - FY23 budget committed \$520K revenue from MERSD’s Excess & Deficiency (E&D) reserves, following commitments of \$335K in FY22 and FY21 and \$100K in FY20.
- Absent a revenue correction for FY24 (i.e., proposed 6.53% assessment) MERSD would need to make minimum of \$757K in cuts to bring assessments back to 3.5% target level.



# Budget Highlights: Revenue

- \$413K (10.5%) decline in non-assessment revenue, reflects removal of \$520K reserves, offset by minimum State Aid growth
  - \$107K budget increase in Chapter 70 based on estimated \$60/pupil minimum growth estimate.
  - Route consolidation for transportation suggests FY24 Transportation Aid will be below FY22 \$357K actual. Budgeted in line with FY23 at \$275K
  - Assume flat School Choice revenue to offset spending by replacing graduating students

# Budget Highlights: Spending Detail

	FY23	FY24	% of FY24 Spending	Inc. vs. FY23	
				\$	%
Personnel	\$18,304,319	\$18,821,050	62.44%	\$516,730	2.82%
Insurance & Pension w/ OPEB	\$5,209,901	\$5,734,899	19.02%	\$524,998	10.08%
Maintenance	\$1,678,581	\$1,790,235	5.94%	\$111,654	6.65%
Transportation	\$1,065,300	\$1,092,357	3.62%	\$27,057	2.54%
Out-of-District Tuitions	\$1,148,134	\$1,064,515	3.53%	(\$83,619)	-7.28%
All Other	\$1,519,752	\$1,641,008	5.44%	\$121,256	7.98%
<b>Total</b>	<b>\$28,925,987</b>	<b>\$30,144,063</b>	<b>100.00%</b>	<b>\$1,218,076</b>	<b>4.21%</b>

*95% of spending is from largest 5 categories*

*\$300K increase in Out-of-District Tuitions to be offset by increased Circuit Breaker reimbursements – for net budget reduction of \$84K in FY24*

# Reserves

# Financial Reserves

*Funds accumulated over multiple fiscal years that are dedicated to planned capital investments, emergency needs, and maintenance of a favorable bond rating to minimize the cost of borrowing.*



# Financial Reserves

*Funds accumulated over multiple fiscal years that are dedicated to planned capital investments, emergency needs, and maintenance of a favorable bond rating to minimize the cost of borrowing.*

## MERSD Reserve Funds Are Made Up of Four Accounts

- **Excess & Deficiency (E&D)**
  - *Accumulated operating budget savings (revenue in excess of expense) over time*
- **Facilities Rental**
  - *Accumulated surplus from building rental fees in excess of expense (e.g., custodial)*
- **School Choice**
  - *Accumulated surplus DESE funds received from sending districts for non-resident students*
- **Stabilization**
  - *Interest income from MMES bond proceeds awaiting deployment between FY20 and FY21*

# Financial Reserves Update

- **School Choice: \$1.29 million est. at FY22 year end**
  - No plans to spend School Choice reserves in FY23
- **Stabilization: \$389K at FY22 year end – fully committed through summer 2023**
  - \$970K initial balance generated from interest income on Memorial School bond funds awaiting deployment: committed to capital improvement projects
  - Projects completed/committed included:
    - EES Playground: \$382K
    - EES Technology to match MMES project \$171K
    - Security enhancements at EES/MSHS to match MMES project: \$120K
    - Habeeb Report on EES/MSHS: \$47K
    - Gale contract- turf field design: \$55K
- **E&D: \$1.14 million est. pending DOR certification**
  - \$1.58 million FY21 + \$85K FY22 return (revenue surplus only) - \$520K FY23 commitment
- **Facilities Rental: \$270K**
  - *+23K in FY22 vs. FY21*
- **Total: \$3.09 million estimated FY22 ending balance (10.7% of FY23 budget)**

# Reserves Snapshot

	Current Balance	Planned Capital Investments Thru Summer '24	Projected Balance
E&D	\$1,264,000	\$0	\$1,264,000
Facilities Rental	\$270,000	\$0	\$270,000
School Choice	\$1,487,000	\$0	\$1,487,000
Stabilization	\$389,000	\$294,000	\$95,000
Total	\$3,410,000	\$294,000	\$3,116,000
	<i>11.8% of FY23 OB</i>		<i>10.8% of FY24 OB</i>

*Assumes successful debt exclusion for turf field replacement.*

# Reserves Snapshot

	Current Balance	Planned Capital Investments Thru Summer '24	Projected Balance
E&D	\$1,264,000	\$0	\$1,264,000
Facilities Rental	\$270,000	\$270,000	\$0
School Choice	\$1,487,000	\$0	\$455,000
Stabilization	\$389,000	\$389,000	\$0
Total	\$3,089,000	\$1,494,000	\$1,595,000
	<i>10.7% of FY23 OB</i>		<i>5.3% of FY24 OB</i>



# Reserves Outlook

- \$2.8 million heading into FY24 available to fund
  - \$800K Hyland Field replacement (updated estimate from Gale)
  - \$400K Brook Street Field replacement (plug assumption 50% share w/MBTS)
  - Any near-term findings from Habeeb FCI at EES & MSHS
  - Recurring operating deficit of \$756K-\$1.3 million if FY24 revenue correction does not materialize
- \$1.6 million projected reserve balance (5.3% of budget) significantly below recommended best practice level
- Reduced capacity to manage capital needs, emergencies, and borrowing



# Capital Budget

# FY24 Capital Budget

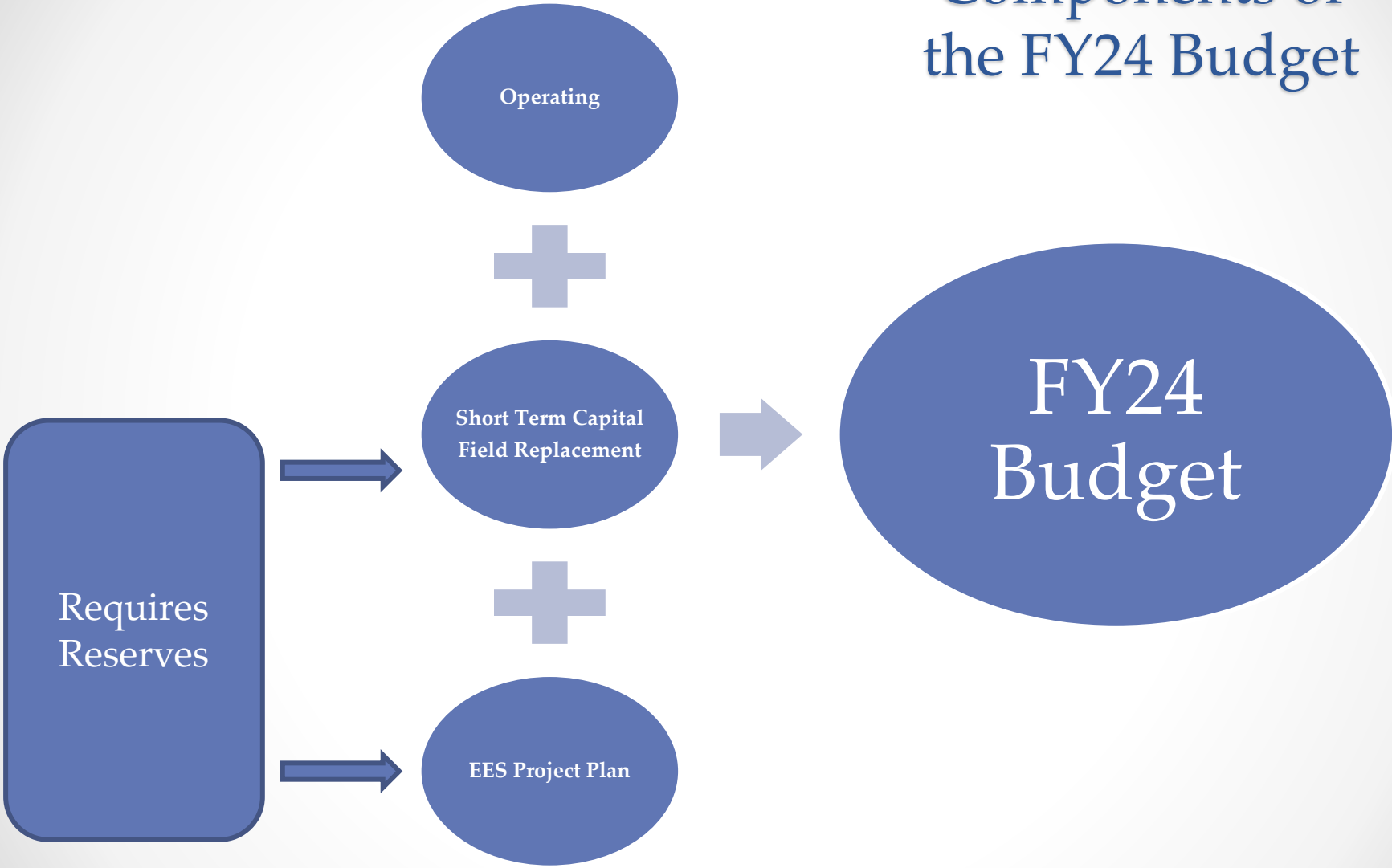
- Capital Budget is a separate annual budget for debt service on Middle High (MSHS) and Memorial School (MMES) construction bonds
- All Capital Budget payments are excluded from Proposition 2.5 limits, per taxpayer votes at projects' initiation.
- FY24 Tentative Capital Budget: \$4,169,063, or \$338K (7.5%) below FY23
  - As expected per multi-year debt service model due to final payment on \$1.964 million MSHS bonds in FY23
  - Assumes \$1.3 short-term MMES Bond Anticipation Notes (BANs) roll into FY24, pending final MSBA reimbursement

# Hypothetical EES Timing Scenarios

	<b>Fast Track</b>	<b>6-Yr Delay</b>
Apply to MSBA	2023	2029
Feasibility	2025	2031
Towns Vote	2026	2032
Construction Begins	2027	2033
Construction Ends	2029	2035
LT Debt Begins	2030	2036
Borrowing Ends	2059	2065

- Fast Track: apply to MSBA immediately after MMES concludes
- 6-Yr Delay: align EES project with expiration of MS/HS debt
- Inputs/Assumptions:
  - EES built 1957
  - 2.5% construction cost escalation per year
  - Feasibility funded via reserves, 3-way share (same as MMES)
  - MMES/EES borrowing:
    - 67% MBTS/33% TOE apportionment
    - 3% BANs during construction
    - 5% Level Payment, 30-Year Bonds after construction

# Components of the FY24 Budget



# The Challenge

The challenge we were discussing at this time last year

- The cost of level services grows at an average 3.5-4% which is faster than 2.5%.
  - Perpetual and Structural Challenge – not a function of any single budget year
  - Level Service growth rate is suppressed annually in recognition of fiscal constraints
  - Creates a cycle of cutting to meet a specified budget number
    - Cumulative level services deficit grows over time
    - Every 7-10 years MERSD faces a financial crossroads of significant program reduction or need for an override
- We are at that crossroads.



# The Challenge

Structural Financial Challenge Continues

+

Level Service Growth Averages 3.5-4%

+

Enrollment Shift Causing Apportionment Concern for Town of Essex

---

*MERSD must determine the direction it wants to take to balance the budget  
Reserves / Reserves & Program Cuts / All Program Cuts*



# Next Steps



- Fine Tuning – December/January
  - Process Inputs
  - Check assumptions and projections
  - Identify areas for generating funds to meet unmet needs
  - Meet with Town Boards if needed
- Finalize Budget
  - SC Meeting - February 7<sup>th</sup> @ 6:00pm