



## Office of the Town Administrator

**TO:** All Department Managers  
**FROM:** John F. Kelly, Town Administrator  
**RE:** ANNUAL BUDGET PREPARATION INSTRUCTIONS – FY15  
**DATE:** October 11, 2013

On October 2, 2013, the Board of Selectmen adopted their Budget Policy for FY15. The guidelines require that overall expenditures for non-school and school operations be limited to a 3% increase next year. Based on the latest Financial Plan dated September 18, 2013, we are projecting increases in non-school salaries and wages (3%), fringe benefits (5%), pensions (4%), general expenses (1%) and state/county assessments (2%) next year.

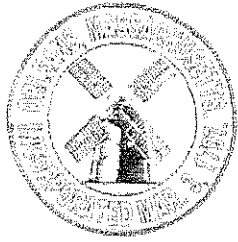
Each Department Manager will be required to review their respective operations and submit budget requests that meet these guidelines. The salary section of your submission should reflect current staffing levels; scheduled step increases and longevity bonuses; and general wage increases in accordance with the applicable collective bargaining agreements for FY15.

With respect to general expenses, please prioritize your requests and limit the total increase to not more than 1%. As we will not have final cost estimates for increases in fringe benefits and pensions until sometime in January, only minimal increases in general expenses will be entertained at this point.

For FY15, I will be consolidating a number of individual budgets to reflect the organizational changes underway with our new Department of Public Works and Natural Resources, as well as including building/facility related expenses within each department's main operating budget.

Finally, I am expanding the Capital Improvements Plan to become a more complete schedule of all major projects and purchases over the next five years. As part of this process, the existing schedules for Building/Facility Maintenance, Vehicle/Equipment Replacement, and the Ten-Year Master Plan for Buildings & Facilities Maintenance are being revised to complement the new CIP format. Copies of the new schedules will be sent out next week.

All of the required budget schedules and forms will be distributed electronically via email. Department Managers must submit one printed copy of their budget request(s) including all completed schedules and worksheets to my office no later than **Friday, November 15, 2013** and submit one electronic copy via email to [dwithrow@town.orleans.ma.us](mailto:dwithrow@town.orleans.ma.us). If you are responsible for more than one budget, please send each budget separately.



# TOWN OF ORLEANS

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BOARD OF  
SELECTMEN  
  
TOWN  
ADMINISTRATOR

## BUDGET POLICY FISCAL YEAR 2015

It is the policy of the Orleans Board of Selectmen that the budget for the period beginning July 1, 2014 and ending June 30, 2015 (FY15) shall be developed in accordance with the following guidelines.

### **GOAL**

The goal is to develop a budget for FY15 that focuses on managing the town's growth and development including addressing the town's unfunded liabilities in a fiscally responsible way while considering input and advice from the citizenry, Finance Committee and Department Heads.

### **REVENUES**

#### Real Property Tax

As reflected in the September 18, 2013 Financial Plan, the FY15 property tax levy would increase by 4%.

#### Non- Property Tax

In accordance with the Board's Policy, free cash reserves will be maintained at a minimum of 4.5% of the proposed operating budget. An additional amount up to 0.5% in free cash reserves will be considered for future OPEB funding, with the remaining balance applied to reduce property taxes in FY16 and FY17.

Review all local revenue sources to maintain fair pricing for services provided and consider means to increase revenue.

### **EXPENDITURES**

#### Non-Schools

Non-school operating expenditures necessary to maintain the core level of town services shall increase by not more than 3%.

Operating expenditures shall include salaries and wages, fringe benefits, pensions, general expenses and state/county assessments, but not debt. Capital outlay expenditures shall not exceed \$750,000 next year.

#### Schools

School operating expenditures (Orleans Elementary, Nauset Regional and Cape Cod Tech) shall not increase by more than 3%.

Operating expenditures shall include salaries and wages, fringe benefits, pensions, general expenses, but not debt. Capital outlay expenditures are funded at \$88,000 for Nauset Regional Schools next year.

Debt

Any new borrowing proposed for an item in the FY15 capital budget will be offered to the voters as a Proposition 2½ debt exclusion question on the ballot.

**PROCESS**

The Town Administrator shall develop a balanced non-school operating budget in accordance with these policy guidelines. The Capital Improvements Plan shall list and prioritize the Town's infrastructure requirements for the next five years from FY16 – FY20 and the Capital Budget shall include projects proposed for funding in FY15.

Department Managers will be required to review their respective operations with the Town Administrator with a focus on the sustainability of the core services currently provided to the community. Level of service decisions should be considered during the budget development process and reflect the potential to outsource services wherever appropriate, reduction in the number of town positions and/or a reduction in the full-time (40-hour) workweek. The Town understands and recognizes its obligations under the law to meet and negotiate certain aspects of reduction in services with labor unions who represent the town employees and it will meet those obligations as required.

Included as part of his budget message, the Town Administrator shall highlight specific recommendations to meet the Board's budget policy guidelines for FY15.

Date Submitted: October 2, 2013

Date Approved: October 2, 2013

**FINANCIAL PLAN**  
**FISCAL YEARS 2014 - 2018**  
(\$000)

	ADOPTED		PROJECTED							
	F.Y. 2014	% Chg.	F.Y. 2015	% Chg.	F.Y. 2016	% Chg.	F.Y. 2017	% Chg.	F.Y. 2018	% Chg.
<b>REVENUES</b>										
<b>Property Tax</b>										
Property Tax (Base)	19,478	3%	20,131	3%	20,789	3%	21,469	3%	22,172	3%
Statutory increase	487	3%	503	3%	520	3%	537	3%	554	3%
Growth	166	3%	155	-7%	160	3%	166	4%	172	4%
Debt/Capital Exp. Exclusions	2,113	-6%	2,487	18%	2,862	15%	3,166	11%	3,039	-4%
Cape Cod Commission Act	154	2%	158	2%	162	2%	166	2%	170	2%
Stabilization Fund Override	473	2%	485	2%	497	2%	509	2%	522	2%
General Override	-	-	-	-	-	-	-	-	-	-
Unused Levy Capacity	(588)	-14%	(696)	18%	(774)	11%	(754)	-3%	(508)	-33%
Community Preserv. Surtax	642	3%	669	4%	698	4%	728	4%	753	3%
<b>Total Property Tax</b>	<b>22,925</b>	<b>2.9%</b>	<b>23,891</b>	<b>4%</b>	<b>24,913</b>	<b>4%</b>	<b>25,987</b>	<b>4%</b>	<b>26,874</b>	<b>3%</b>
Provision for Abatement/Exempt	(200)	2%	(200)	0%	(200)	0%	(200)	0%	(200)	0%
<b>Non-Property Tax</b>										
State Aid	465	1%	472	2%	484	2%	496	2%	508	2%
Motor Vehicle Excise	936	10%	964	3%	993	3%	1,023	3%	1,053	3%
Local Receipts	4,531	5%	4,752	5%	4,838	2%	4,934	2%	5,019	2%
Free Cash	412	-67%	423	3%	755	78%	719	-5%	400	-44%
Funds Resv. Appr./Other Avail.	912	-16%	936	3%	710	-24%	694	-2%	879	27%
Hotel/Meals Tax	490	1%	499	2%	514	3%	530	3%	546	3%
<b>Total Non Property Tax</b>	<b>7,745</b>	<b>-9%</b>	<b>8,047</b>	<b>4%</b>	<b>8,294</b>	<b>3%</b>	<b>8,396</b>	<b>1%</b>	<b>8,405</b>	<b>0%</b>
<b>Total Revenues</b>	<b>30,470</b>	<b>0%</b>	<b>31,738</b>	<b>4%</b>	<b>33,007</b>	<b>4%</b>	<b>34,182</b>	<b>4%</b>	<b>35,079</b>	<b>3%</b>
Assessed Value (est. as of 1/1/13)	3,597,378	1%	3,622,378	1%	3,647,378	1%	3,672,378	1%	3,697,378	1%
Tax Rate	6.19	2%	6.41	3%	6.64	4%	6.88	4%	7.06	3%
<b>EXPENDITURES</b>										
<b>Non-School</b>										
Salaries and Wages	9,738	3%	10,022	3%	10,323	3%	10,633	3%	10,952	3%
Fringe Benefits	1,896	1%	2,000	5%	2,120	6%	2,248	6%	2,383	6%
Pensions	1,386	3%	1,441	4%	1,499	4%	1,559	4%	1,621	4%
General Expenses	3,463	-1%	3,515	1%	3,621	3%	3,729	3%	3,841	3%
State/County Assessments	542	4%	556	2%	570	2%	584	2%	599	2%
<b>Sub Total - Non Sch Operating</b>	<b>17,026</b>	<b>2%</b>	<b>17,535</b>	<b>3%</b>	<b>18,133</b>	<b>3%</b>	<b>18,753</b>	<b>3%</b>	<b>19,395</b>	<b>3%</b>
Capital Outlay	625	-28%	741	19%	771	4%	703	-9%	772	10%
Debt	2,800	-4%	3,165	13%	3,494	10%	3,789	8%	3,640	-4%
<b>Sub Total - Non Sch Capital/Debt</b>	<b>3,424</b>	<b>-10%</b>	<b>3,906</b>	<b>14%</b>	<b>4,265</b>	<b>9%</b>	<b>4,492</b>	<b>5%</b>	<b>4,412</b>	<b>-2%</b>
<b>Total - Non School</b>	<b>20,450</b>	<b>0%</b>	<b>21,441</b>	<b>5%</b>	<b>22,398</b>	<b>4%</b>	<b>23,244</b>	<b>4%</b>	<b>23,808</b>	<b>2%</b>
<b>School</b>										
Nauset Regional	3,766	2%	3,879	3%	3,968	2%	4,095	3%	4,226	3%
Debt	8	-105%	44	476%	69	58%	67	-2%	66	-2%
NRS Capital Outlay	88	0%	88	0%	88	0%	88	0%	88	0%
<b>Sub Total - NRS</b>	<b>3,862</b>	<b>7%</b>	<b>4,011</b>	<b>4%</b>	<b>4,125</b>	<b>3%</b>	<b>4,251</b>	<b>3%</b>	<b>4,380</b>	<b>3%</b>
Oriens Elementary	3,374	5%	3,452	2%	3,531	2%	3,610	2%	3,690	2%
Fringe Benefits	755	21%	800	6%	848	6%	899	6%	953	6%
Pensions	95	10%	99	4%	102	4%	107	4%	111	4%
OES Capital Outlay/Spec. Articles	-	-100%	-	-	-	-	-	-	-	-
<b>Sub Total - OES</b>	<b>4,224</b>	<b>7%</b>	<b>4,351</b>	<b>3%</b>	<b>4,481</b>	<b>3%</b>	<b>4,616</b>	<b>3%</b>	<b>4,754</b>	<b>3%</b>
C.C. Technical High	234	-28%	241	3%	248	3%	256	3%	264	3%
<b>Total - Schools</b>	<b>8,320</b>	<b>6%</b>	<b>8,603</b>	<b>3%</b>	<b>8,855</b>	<b>3%</b>	<b>9,122</b>	<b>3%</b>	<b>9,398</b>	<b>3%</b>
<b>Other Expenses</b>										
Community Preserv. Expenses	498	3%	490	-1%	495	1%	497	0%	493	-1%
Community Preserv. Fund	144	2%	179	24%	203	14%	232	14%	260	12%
Special Articles	1,059	-31%	1,025	-3%	1,056	3%	1,088	3%	1,121	3%
<b>Sub Total - Other Expenses</b>	<b>1,700</b>	<b>-21%</b>	<b>1,694</b>	<b>0%</b>	<b>1,754</b>	<b>4%</b>	<b>1,816</b>	<b>4%</b>	<b>1,874</b>	<b>3%</b>
<b>Total Expenditures</b>	<b>30,470</b>	<b>0%</b>	<b>31,738</b>	<b>4%</b>	<b>33,007</b>	<b>4%</b>	<b>34,182</b>	<b>4%</b>	<b>35,079</b>	<b>3%</b>
Excess/Def. Rev Vs Exp	0		0		0		0		0	

**FISCAL YEAR 2015  
BUDGET AND FILE GUIDELINES**

**Formatting**

- Please make sure the documents fit on letter-size paper.
  - Follow file naming formats exactly (including spaces).
  - Make sure all titles and headers are for the correct year.
1. Word Document: Appendix A
    - Please name this file: [Budget Number] – [Department] – A – FY15  
*Example: 155 – MIS – A – FY15*
    - Default document font is Times New Roman 10. Table rows will expand to fit text.
  2. Excel Spreadsheets: Appendices B, C, and D
    - Please name this file: [Budget Number] – [Department] – BCD or CD – FY15  
*Example: 155 – MIS – BCD – FY15*  
If you have 2 or more versions PLEASE put their identifications at the end of the name.
    - Default cell font is either Helvetica or MS Sans Serif 8. Keep row heights at 12.75 (standard). Merge and word wrap the necessary cells if text is too long for one cell.
    - Number formatting
      - a. Round all amounts up to the nearest dollar.
      - b. All negative numbers should be in parentheses, in BLACK
      - c. Expenses and salaries: Number or Currency, 0 decimals, separator
      - d. Hourly wages: Number or Currency, 2 decimals
      - e. Percentages: Percentage, 1 decimal. Please delete all “#DIV/0!” errors.  
*To prevent these errors, use this formula: =IF(K8=0,“(L8/K8)-1”,)*, where K is the cell in the “Current Budget” column and L is the cell in the “Proposed Budget” column.
    - Calculated cells (wage \* hours, totals, etc.) should be formulas, not absolute values.
    - Cell values should be consistent with corresponding cells in other worksheet(s).  
*For example, for Appendix D, “Office Supplies,” enter =, go to Appendix C, select the corresponding cell for “Office Supplies” in Appendix C, and hit enter. The value of the cell in Appendix D will then automatically reflect the value of the cell in the other worksheet.*

**Salaries and Wages**

1. There are **261** workdays in FY15 for employees working Monday through Friday.
2. Appendix B must include the following data:
  - a. Classification, Grade and Step.
  - b. Number of hours worked per year.
  - c. Annual salary, or hourly rate if applicable (calculated in appropriate cell)

**Expenses**

- Mileage \$ .565 per mile
- Heating Oil the average of actual expenditures over the last 3 fiscal years
- Uniform Cleaning current rates
- Electricity the average of actual expenditures over the last 3 fiscal years
- Natural Gas the average of actual expenditures over the last 3 fiscal years +10%
- Work Shoes \$110.00 per person or contract amount, whichever is less

**Please submit all files by email to Dave Withrow, and a paper copy to the Town Administrator’s office. Thank you!**

ORLEANS

## FY 2014 IMPORTANT DATES

### BUDGET SCHEDULE

<i>Joint Public Hearing on Budget Priorities</i>	<i>September 18, 2013</i>	<i>Board of Selectmen Finance Committee</i>
<i>Town Administrator Budget Policy Recommendation to Board of Selectmen</i>	<i>October 2, 2013</i>	<i>Town Administrator</i>
<i>Budget Policy Final Approval</i>	<i>October 16, 2013</i>	<i>Board of Selectmen</i>
<i>Budget to Town Administrator</i>	<i>November 15, 2013</i>	<i>Department Managers</i>
<i>Budget to Board of Selectmen and Finance Committee</i>	<i>January 15, 2014</i>	<i>Town Administrator</i>
<i>Joint Public Hearing</i>	<i>March 5, 2014</i>	<i>Board of Selectmen/ Finance Committee</i>

### CAPITAL IMPROVEMENT PLAN SCHEDULE

<i>Plan to Town Administrator</i>	<i>November 15, 2013</i>	<i>Department Managers</i>
<i>Plan to Board of Selectmen and Finance Committee</i>	<i>January 15, 2014</i>	<i>Town Administrator</i>
<i>Publication of Hearing Notice</i>	<i>February 7, 2014</i>	<i>Town Administrator</i>
<i>Joint Public Hearing</i>	<i>February 20, 2014</i>	<i>Finance Committee/ Board of Selectmen</i>

### MISCELLANEOUS

<i>Public Information Meeting</i>	<i>July 17, 2013</i>	<i>Board of Selectmen</i>
<i>Committee Orientation</i>	<i>September 23, 2013</i>	<i>Board of Selectmen, Town Administrator, Town Clerk</i>
<i>Annual Town Reports Due</i>	<i>January 3, 2014</i>	<i>Department Managers, Board and Committee Chairs</i>

ORLEANS

**ANNUAL/SPECIAL TOWN MEETING SCHEDULE**

<b><u>Action</u></b>	<b><u>Day and Date Required by</u></b>	<b><u>Action by</u></b>
<i>Call Meeting/ Election: vote</i>	<i>January 15, 2014</i>	<i>Board of Selectmen</i>
<i>Publish dates of Warrant Opening and Closing</i>	<i>February 7, 2014</i>	<i>Town Administrator</i>
<i>Opening of ATM Warrant</i>	<i>February 13, 2014 @ 8:30 a.m.</i>	<i>N/A</i>
<i>Closing for Depts., Committees, Commissions and Boards</i>	<i>February 28, 2014 @ 4:30 p.m.</i>	<i>Dept. Managers, Board and Committee Chairs</i>
<i>Closing of ATM Warrant</i>	<i>March 13, 2014 @ 4:30 p.m.</i>	<i>N/A</i>
<i>Opening of STM Warrant</i>	<i>March 13, 2014 @ 8:30 a.m.</i>	<i>N/A</i>
<i>Closing of STM Warrant</i>	<i>March 28, 2014 @ 4:30 p.m.</i>	<i>N/A</i>
<i>Warrant Article Recommendations</i>	<i>April 11, 2014</i>	<i>Board of Selectmen/ Finance Committee</i>
<i>Warrant to Printer</i>	<i>April 11, 2014</i>	<i>Town Administrator</i>
<i>Publishing of Warrant</i>	<i>April 25, 2014</i>	<i>Town Administrator</i>
<i>Annual Town Meeting</i>	<i>May 12, 2014</i>	<i>N/A</i>
<i>Annual Town Election</i>	<i>May 20, 2014</i>	<i>N/A</i>

**DATE SUBMITTED: 7/17/13**

**SUBMITTED BY: Myra Suchenicz, Asst. Town Administrator**

**APPROVED BY BOARD OF SELECTMEN: 7/17/13**