

ROSELLI, CLARK & ASSOCIATES
Certified Public Accountants

**TOWN OF SOUTHBOROUGH,
MASSACHUSETTS**

Report on Examination of Basic
Financial Statements and Additional
Information Year Ended June 30, 2023



TOWN OF SOUTHBOROUGH, MASSACHUSETTS

TABLE OF CONTENTS **YEAR ENDED JUNE 30, 2023**

	<u>Page</u>
<u>INDEPENDENT AUDITORS' REPORT</u>	1-3
<u>MANAGEMENT'S DISCUSSION AND ANALYSIS</u>	4-10
<u>BASIC FINANCIAL STATEMENTS:</u>	
Government-Wide Financial Statements:	
Statement of Net Position	11
Statement of Activities	12
Fund Financial Statements:	
Balance Sheet – Governmental Funds	13
Reconciliation of the Governmental Funds Balance Sheet Total Fund Balances to the Statement of Net Position	14
Statement of Revenues, Expenditures and Changes in Fund Balances – Governmental Funds	15
Reconciliation of the Statement of Revenues, Expenditures and Changes in Fund Balances of Governmental Funds to the Statement of Activities	16
Statement of Net Position – Proprietary Funds	17
Statement of Revenues, Expenses, and Changes in Fund Net Position – Proprietary Funds	18
Statement of Cash Flows – Proprietary Funds	19
Statement of Net Position – Fiduciary Funds	20
Statement of Changes in Net Position – Fiduciary Funds	21
Notes to Basic Financial Statements	22-48
<u>REQUIRED SUPPLEMENTARY INFORMATION:</u>	
Schedule of the Town's Proportionate Share of the Net Pension Liability	49
Schedule of the Town's Contribution to Pension Plan	49
Schedule of the Commonwealth's Collective Share of Net Pension Liability - Massachusetts Teachers' Retirement System	50
Schedule of Changes in Net OPEB Liability and Related Ratios	51
Schedule of Contributions – OPEB Plan	52
Schedule of Investment Returns – OPEB Plan	52
Schedule of Revenues, Expenditures and Changes in Fund Balances – Budget and Actual – General Fund	53
Notes to Required Supplementary Information	54



INDEPENDENT AUDITORS' REPORT

The Honorable Members of the Select Board
Town of Southborough, Massachusetts

Opinions

We have audited the accompanying financial statements of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the Town of Southborough, Massachusetts, (the "Town") as of and for the year ended June 30, 2023, and the related notes to the financial statements, which collectively comprise the Town's basic financial statements as listed in the table of contents.

In our opinion, the financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities, the business-type activities, each major fund, and the aggregate remaining fund information of the Town as of June 30, 2023 and the respective changes in financial position and, where applicable, cash flows thereof for the year then ended in accordance with accounting principles generally accepted in the United States of America.

Basis of Opinion

We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States. Our responsibilities under those standards are further described in the Auditors' Responsibilities for the Audit of the Financial Statements section of our report. We are required to be independent of the Town and to meet our other ethical responsibilities, in accordance with the relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

Responsibilities of Management for the Financial Statements

Management is responsible for the preparation and fair presentation of the financial statements in accordance with accounting principles generally accepted in the United States of America, and for the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, management is required to evaluate whether there are conditions or events, considered in the aggregate, that raise substantial doubt about the Town's ability to continue as a going concern for twelve months beyond the financial statement date, including any currently known information that may raise substantial doubt shortly thereafter.

Auditors' Responsibilities for the Audit of the Financial Statements

Our objectives are to obtain reasonable assurance about whether the financial statements taken as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditors' report that includes our opinion. Reasonable assurance is a high level of assurance but is not absolute assurance and therefore is not a guarantee that an audit conducted in accordance with generally accepted auditing standards and *Government Auditing Standards* will always detect a material misstatement when it exists. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control. Misstatements are considered material if there is a substantial likelihood that, individually or in the aggregate, they would influence the judgment made by a reasonable user based on the financial statements.

In performing an audit in accordance with generally accepted auditing standards and *Government Auditing Standards*, we:

- Exercise professional judgment and maintain professional skepticism throughout the audit.
- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the amounts and disclosures in the financial statements.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Town's internal control. Accordingly, no such opinion is expressed.
- Evaluate the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluate the overall presentation of the financial statements.
- Conclude whether, in our judgment, there are conditions or events, considered in the aggregate, that raise substantial doubt about the Town's ability to continue as a going concern for a reasonable period of time.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit, significant audit findings, and certain internal control-related matters that we identified during the audit.

Required Supplementary Information

Accounting principles generally accepted in the United States of America require that the management's discussion and analysis, and the schedules listed under the required supplementary information section in the accompanying table of contents be presented to supplement the basic financial statements. Such information, although not part of the basic financial statements, is the responsibility of management, and is required by the Governmental Accounting Standards Board, who considers these to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic or historical context.

We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

Other Reporting Required By Government Auditing Standards

In accordance with Government Auditing Standards, we have also issued our report dated March 18, 2024 on our consideration of the Town's internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contract, grant agreements and other matters. The purpose of that report is solely to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the Town's internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with Government Auditing Standards in considering the Town's internal control over financial reporting and compliance.

Roselli Clark & Associates

Roselli, Clark and Associates
Certified Public Accountants
Woburn, Massachusetts 01801
March 18, 2024

Management's Discussion and Analysis

As the management of the Town of Southborough, Massachusetts (The Town), we offer readers of the Town's financial statements this narrative overview and analysis of the financial activities of the Town for the fiscal year ended June 30, 2023. We encourage readers to consider the information presented here in conjunction with their review of the basic financial statements, notes to the basic financial statements and required supplementary information found in this report.

Financial Highlights

- The assets and deferred outflows of the Town exceeded its liabilities and deferred inflows at the close of the most recent fiscal year by nearly \$22.2 million (*total net position*). Approximately \$11.4 million represented net position of the governmental activities and business-type activities net position was over \$10.8 million.
- The government's total net position increased by approximately \$7.7 million. The governmental activities increased net position by approximately \$7.8 million while the business-type activities decreased net position by nearly \$0.1 million.
- The Town's unassigned fund balance reported in the General Fund was nearly \$3.7 million (6.0% of General Fund expenditures). Total fund balance in the General Fund was over \$8.1 million (13.31% of General Fund expenditures). The Town reported a restricted fund balance of nearly \$2.2 million in the Community Preservation Fund, an unassigned fund deficit of over \$1.8 million in the Capital Projects Fund and reported total fund balances of nearly \$7.2 million in the combined Nonmajor Governmental Funds.
- The Town's debt balance decreased by over \$2.9 million to approximately \$26.6 million due to regular scheduled maturities. This includes changes related to unamortized bond premiums.

Overview of the Financial Statements

This discussion and analysis are intended to serve as an introduction to the Town's basic financial statements. The Town's basic financial statements comprise three components: 1) government-wide financial statements, 2) fund financial statements, and 3) notes to the financial statements. This report also contains other supplementary information in addition to the basic financial statements themselves.

Government-wide Financial Statements - The *government-wide financial statements* are designed to provide readers with a broad overview of the Town's finances, in a manner similar to a private-sector business. The *statement of position* presents information on all of the Town's assets, deferred outflows of resources, liabilities and deferred inflows of resources, with the difference between the two reported net as *net position*. Over time, increases or decreases in net position may serve as a useful indicator of whether the financial position of the Town is improving or deteriorating.

The *statement of activities* presents information showing how the government's net position changed during the most recent fiscal year. All changes in net position are reported as soon as the underlying event giving rise to the change occurs, regardless of the timing of related cash flows. Thus, revenues and expenses are reported in this statement for some items that will only result in cash flows in future fiscal periods (e.g., uncollected taxes and earned but unused vacation leave.)

The government-wide financial statements consist of two classifications; (1) those whose activities are principally supported by taxes and intergovernmental revenue (*governmental activities*), and (2) those

whose activities are intended to recover all or a significant portion of their costs through user fees and charges (*business-type activities*).

The governmental activities of the Town include general government, public safety, highways and streets, sanitation, education, health and human services, culture and recreation, fringe benefits, and debt service. The business-type activities of the Town consist of water utility activities.

Fund Financial Statements - A *fund* is a grouping of related accounts that is used to maintain control over resources that have been segregated for specific activities or objectives. The Town, like other state and local governments, uses fund accounting to ensure and demonstrate compliance with finance-related legal requirements. All of the funds of the Town can be divided into three categories: governmental funds, proprietary funds, and fiduciary funds.

Governmental funds distinguish fund balance between amounts that are considered nonspendable, such as fund balance associated with inventories, and other amounts that are classified based on the relative strength of the constraints that control the purposes for which specific amounts can be spent. Beginning with the most binding constraints, fund balance amounts will be reported in the following classifications:

- Nonspendable —amounts cannot be spent because they are either (a) not in spendable form or (b) legally or contractually required to be maintained intact
- Restricted—amounts constrained by external parties, constitutional provision, or enabling legislation
- Committed—amounts constrained by a government using its highest level of decision-making authority
- Assigned—amounts a government intends to use for a particular purpose
- Unassigned—amounts that are not constrained at all will be reported in the general fund.

Governmental Funds - *Governmental funds* are used to account for essentially the same functions reported as *governmental activities* in the government-wide financial statements. However, unlike the government-wide financial statements, governmental fund financial statements focus on *near-term inflows and outflows of spendable resources*, as well as on *balances of spendable resources* available at the end of the fiscal year. Such information may be useful in evaluating a government's near-term financing requirements.

Because the focus of governmental funds is narrower than that of the government-wide financial statements, it is useful to compare the information presented for *governmental funds* with similar information presented for *governmental activities* in the government-wide financial statements. By doing so, readers may better understand the long-term impact of the government's near-term financing decisions. Reconciliations are provided in the financial statements to help the reader understand the differences, as indicated with the table of contents.

The Town maintains a number of individual governmental funds. Information is presented separately in the governmental fund balance sheet and in the governmental fund statement of revenues, expenditures, and changes in fund balances for the general fund, community preservation fund, capital projects fund and ARPA fund which are considered to be major funds. Data from the other governmental funds are combined into a single, aggregated presentation.

The Town adopts an annual appropriated budget for its general fund and its enterprise fund. A budgetary comparison schedule has been provided for the general fund to demonstrate compliance with this budget. This schedule has been prepared as required supplementary information and can be found after the notes to the financial statements.

Proprietary Funds – Proprietary funds are used to account for a government's ongoing organizations and activities which are similar to those often found in the private sector. The Town utilizes the proprietary funds to report activities of its enterprise funds. *Enterprise funds* are used to report the same functions presented as *business-type activities* in the government-wide financial statements. The Town uses enterprise funds to account for its water utility activities.

Notes to the Financial Statements - The notes provide additional information that is essential to a full understanding of the data provided in the government-wide and fund financial statements.

Other Information - In addition to the basic financial statements and accompanying notes, this report also presents certain required supplementary information which includes the schedules of the Town's proportionate share of the net pension liability, contributions to the pension plan, the funding progress and contribution funding of its obligation to provide other postemployment benefits to its employees as well as the Schedule of Revenues, Expenditures and Changes in Fund Balances – Budget and Actual – General Fund and notes to this schedule.

Government-wide Financial Analysis

The condensed statement of net position is as follows:

	Governmental activities		Business-type activities		Total	
	June 30,		June 30,		June 30,	
	2023	2022	2023	2022	2023	2022
<u>Assets</u>						
Current and other assets	\$ 27,109,276	\$ 23,361,519	\$ 1,875,060	\$ 3,144,081	\$ 28,984,336	\$ 26,505,600
Capital assets, net	83,973,980	84,273,065	13,349,195	12,445,674	97,323,175	96,718,739
Total assets	111,083,256	107,634,584	15,224,255	15,589,755	126,307,511	123,224,339
<u>Deferred Outflows of Resources</u>	16,778,480	13,845,403	216,020	231,858	16,994,500	14,077,261
<u>Liabilities</u>						
Long-term liabilities	97,539,891	99,245,587	4,334,301	4,563,571	101,874,192	103,809,158
Other liabilities	10,604,713	6,891,313	41,691	82,802	10,646,404	6,974,115
Total liabilities	108,144,604	106,136,900	4,375,992	4,646,373	112,520,596	110,783,273
<u>Deferred Inflows of Resources</u>	8,360,200	11,764,812	228,708	260,003	8,588,908	12,024,815
<u>Net Position</u>						
Net investment in capital assets	60,945,993	58,528,170	11,216,279	9,535,674	72,162,272	68,063,844
Restricted	9,379,011	8,740,972	-	-	9,379,011	8,740,972
Unrestricted	(58,968,072)	(63,690,867)	(380,704)	1,379,563	(59,348,776)	(62,311,304)
Net position	\$ 11,356,932	\$ 3,578,275	\$ 10,835,575	\$ 10,915,237	\$ 22,192,507	\$ 14,493,512

As noted earlier, net position may serve over time as a useful indicator of a government's financial position. The assets and deferred outflows of the Town exceeded its liabilities and deferred inflows at the close of the most recent fiscal year by nearly \$22.2 million (*total net position*). This was an increase of nearly \$7.7 million over the preceding year.

By far the largest portion (approximately \$72.2 million) of the Town's net position reflects its investment in capital assets (e.g. land, buildings, machinery, and equipment), less any related debt used to acquire those assets that are still outstanding. The Town uses these capital assets to provide services to citizens; consequently, these assets are not available for future spending. Although the Town's investment in its capital assets is reported net of related debt, it should be noted that the resources needed to repay this debt must be provided from other sources, since the capital assets themselves cannot be used to liquidate these liabilities.

An additional portion of the Town's net position (nearly \$9.4 million) represents resources that are subject to external restrictions on how they may be used. *Unrestricted net position* reflects the remainder

of net position, a deficit of over \$59.3 million. This is due to the recognition of the net other postemployment and pension benefits liability of approximately \$74.6 million in aggregate.

The condensed statement of changes in net position is as follows:

	Governmental activities		Business-type activities		Total	
	June 30,		June 30,		June 30,	
	2023	2022	2023	2022	2023	2022
<u>Revenues</u>						
Program revenues:						
Charges for services	\$ 5,687,646	\$ 5,014,732	\$ 2,706,786	\$ 2,522,859	\$ 8,394,432	\$ 7,537,591
Operating grants and contributions	10,652,630	9,362,395	-	-	10,652,630	9,362,395
Capital grants and contributions	1,264,977	899,155	-	-	1,264,977	899,155
General revenues:						
Property taxes	48,101,378	46,724,920	-	-	48,101,378	46,724,920
Intergovernmental	506,662	807,362	-	-	506,662	807,362
Other	3,662,736	2,491,774	35,928	2,302	3,698,664	2,494,076
Total Revenues	69,876,029	65,300,338	2,742,714	2,525,161	72,618,743	67,825,499
<u>Expenses</u>						
General government	5,914,752	5,846,666	-	-	5,914,752	5,846,666
Public safety	7,768,800	10,286,766	-	-	7,768,800	10,286,766
Education	39,280,745	42,530,448	-	-	39,280,745	42,530,448
Public works	5,473,805	4,573,751	-	-	5,473,805	4,573,751
Health and human services	1,179,772	1,390,606	-	-	1,179,772	1,390,606
Culture and recreation	1,651,269	1,884,586	-	-	1,651,269	1,884,586
Debt service	828,230	779,158	-	-	828,230	779,158
Water	-	-	2,822,376	2,828,090	2,822,376	2,828,090
Total Expenses	62,097,373	67,291,981	2,822,376	2,828,090	64,919,749	70,120,071
Change in net position before transfers	7,778,656	(1,991,643)	(79,662)	(302,929)	7,698,994	(2,294,572)
Transfers	-	-	-	-	-	-
Change in net position	7,778,656	(1,991,643)	(79,662)	(302,929)	7,698,994	(2,294,572)
Net position, beginning of year	1,937,436	5,569,918	10,915,237	11,218,166	12,852,673	16,788,084
Restatement for agency funds	-	(12,344)	-	-	-	(12,344)
Restatement for private purpose funds	-	(1,628,495)	-	-	-	(1,628,495)
Net position, beginning of year, as restated	1,937,436	3,929,079	10,915,237	11,218,166	12,852,673	15,147,245
Net position, end of year	<u>\$ 9,716,092</u>	<u>\$ 1,937,436</u>	<u>\$ 10,835,575</u>	<u>\$ 10,915,237</u>	<u>\$ 20,551,667</u>	<u>\$ 12,852,673</u>

Governmental Activities - The Town relies significantly on property taxes, which, during 2023, made up approximately 68.6% of total revenues, down from 71.6% in the prior year, however the dollar value increased nearly \$1.4 million which is consistent with proposition 2 ½% legislation. Operating grants and contributions made up approximately 15.2% of total revenues, up from 14.3% in the prior year. Actual revenues increased \$1.3 million primarily due to an increase for on-behalf pension payments related to the Massachusetts Teachers Retirement System, FEMA reimbursement for COVID-19 costs and various education grants. No other revenues were greater than 10% of total revenues in 2023 or 2022.

Major expenditures were for education which continues to be an area that the town devotes significant resources. Education represented 63.6% of total expenses, which is consistent with prior year allocation, however the dollar value decreased over \$3.2 million. This is attributed to OPEB income offset by on-behalf pension payments as discussed above in the revenue section and higher education grant expenditures, which is consistent with higher education grant revenues as discussed above in the revenue section. Public safety expenses represented 12.5% of total expenses, down from the prior year of 15.3%

which is a decrease in dollar value of over \$2.5 million. This decrease is attributed to OPEB income and lower purchasing activity. No other expense types were greater than 10% of total expenses in 2023 or 2022.

Business-type Activities - Major revenue sources consist of revenue from user charges, which represented approximately 98.7% of total fiscal year 2023, which was consistent with the 99.9% in the prior year. Water expenses were consistent with the prior year.

Financial Analysis of the Government's Funds

As noted earlier, the Town uses fund accounting to ensure and demonstrate compliance with finance-related legal requirements.

Governmental Funds - The focus of the Town's *governmental funds* is to provide information on near-term inflows, outflows, and balances of *spendable* resources. Such information is useful in assessing the Town's financing requirements. In particular, *unassigned fund balance* may serve as a useful measure of a government's net resources available for spending at the end of the fiscal year.

As of the close of the current fiscal year, the Town's governmental funds balance sheet reported a combined ending fund balance surplus of over \$15.6 million. This is nearly \$1.1 million more than the prior year. Of the ending fund balance approximately \$1.8 million is *available for spending* at the government's discretion as *unassigned fund balance*. The remainder is earmarked for specific expenditures.

The general fund is the chief operating fund of the Town. At the end of the current fiscal year, unassigned fund balance of the general fund was approximately \$3.7 million, while total fund balance was over \$8.1 million. As a measure of the general fund's liquidity, it may be useful to compare both unassigned fund balance and total fund balance to total fund expenditures. Unassigned fund balance represents 6.0% of total general fund expenditures, while total fund balance represents over 13.31% of that same amount.

The community preservation fund is used as a funding source for various projects eligible under the Community Preservation Act. The balance of this fund decreased from nearly \$0.2 million to over \$2.2 million, as the fund has various projects in process including the townhouse restoration.

The capital project fund is used as a funding source for all other capital outlay not accounted for in the other major funds. The balance of this fund decreased from a deficit of nearly \$1.0 million to a deficit of over \$1.8 million as a result of capital outlays in the current year exceeding intergovernmental revenues, bond proceeds and net operating transfers.

The ARPA grant fund, which was established as a major governmental fund in fiscal year 2022, reports cash of over \$2.6 million and unearned revenues of that same amount.

The combined Nonmajor funds increased from prior year by nearly \$0.9 million. Fund balances at year end were nearly \$7.2 million.

Proprietary Funds - The Town's proprietary funds provide the same type of information found in the government-wide financial statements, but in more detail. At June 30, 2023, net position of the water enterprise fund was nearly \$10.9 million, this was less than 1% decrease over the prior year as operations were consistent.

General Fund Budgetary Highlights

The final amended budget was unchanged however the budgets for individual functions and transfers were affected by subsequent appropriations. The schedule of budgetary information, which summarizes these changes, is provided as *Required Supplementary Information*.

Capital Asset and Debt Administration

Capital Assets - The Town's investment in capital assets for its governmental and business-type activities as of June 30, 2023, amounts to over \$97.3 million (net of accumulated depreciation). This investment in capital assets includes land, buildings and improvements, infrastructure, machinery, equipment and vehicles and reflects an increase of over \$0.6 million due to capital additions exceeding depreciation. The majority of the Town's capital expenditures were for building and improvements, and infrastructure. The Town also purchased various machinery, equipment and vehicles.

Additional information on the Town capital assets can be found in the Notes.

Long-term Debt - At the end of the current fiscal year, the Town had total bonded debt outstanding of over \$26.7 million. Of this amount approximately \$24.0 million represents debt of the governmental activities and approximately \$2.7 million represents debt of business-type activities.

The Town's total debt balance, including unamortized bond premiums, decreased by over \$2.9 million. During the fiscal year the Town made regular scheduled maturities of governmental activities and business-type activities debt totaled approximately \$2.6 million and \$0.4 million, respectively. The remaining changes relate to unamortized bond premiums.

The Town maintains a bond rating of "AAA" as set by Standard and Poor's for general obligation debt.

State statutes limit the amount of general obligation debt a governmental entity may issue to 5.0% percent of its total assessed valuation. The current debt limitation for the Town is approximately \$162 million, which is in excess of the Town's outstanding general obligation debt.

The Town also holds a proportionate share of debt of other governmental units that provide services to the Town. The debt service from such arrangements is assessed annually to the Town.

Additional information on the Town's debt can be found in Notes.

Economic Factors and Next Year's Budgets and Rates

- The Town's real estate tax base is made up predominantly of residential taxes, which comprise of nearly 83% of the Town's real estate tax base. The Town also relies to a much lesser extent on its commercial and industrial real estate tax base, which in aggregate comprise over 14% of the Town's real estate tax base. In addition, Chapter 580 of the Acts of 1980, more commonly referred to as Proposition 2 ½, limits the Town's ability to increase taxes in any one year by more than two and one-half percent (2 ½%) of the previous year tax levy. This limit may be exceeded through a majority vote at Select Board along with ballot approval.
- Net state aid for the fiscal year 2024 is expected to increase to nearly \$3.8 million.

- Inflation peaked near 40-year historic highs during 2023 and is beginning to stabilize in 2024. This is having adverse impacts on Town expenses and operations and required careful consideration when setting the budget for fiscal 2024. Employee retention is becoming more challenging because of increasing wages in comparable communities, and the talent pool seeking municipal jobs is thinning dramatically. The Town recently completed its Pay and Classification Study. This was completed to keep Southborough competitive, both with current and prospective employees. Energy inflation is continues to cause a spike in energy costs. The Town has been able to mitigate these to an extent due to our electricity aggregation program, but those contracts will likely see a rise upon renewal in the next several months. Price inflation is causing a spike in the price of the delivery and cost of other goods and services. The construction building index is also seeing historic highs which may cause the estimates of major capital projects to increase, in addition to the financing costs of these projects. The increase in residential value compared to the flattening of the commercial values, has caused a shift in the tax base that has exacerbated the impacts on the Town's tax rate and overall financial condition. The Town continues to monitor these issues moving forward in order to maintain and enhance its workforce and positive financial climate.

The above items were considered when the Town developed its budget for fiscal year 2024 and the tax rate was set in November 2023.

Requests for Information

This financial report is designed to provide a general overview of the Town's finances for all those with an interest in the government's finances. Questions concerning any of the information provided in this report or request for additional financial information should be addressed to the Finance Department, 17 Common Street, Southborough, Massachusetts, 01772.

TOWN OF SOUTHBOROUGH, MASSACHUSETTS

**STATEMENT OF NET POSITION
JUNE 30, 2023**

	Primary Government		
	Governmental Activities	Business-Type Activities	Total
Assets			
Cash and cash equivalents	\$ 20,108,334	\$ 961,100	\$ 21,069,434
Investments	5,183,486	-	5,183,486
Receivables, net of allowance for uncollectibles:			
Real estate and personal property taxes	242,587	-	242,587
Tax Title	99,781	-	99,781
User fees	-	913,960	913,960
Departmental and other	490,220	-	490,220
Intergovernmental	784,036	-	784,036
Tax foreclosures	200,832	-	200,832
Prepaid items	-	-	-
Capital assets, not being depreciated/amortized	23,161,417	109,975	23,271,392
Capital assets, net of accumulated depreciation/amortization	60,812,563	13,239,220	74,051,783
Total Assets	111,083,256	15,224,255	126,307,511
Deferred Outflows of Resources			
Related to net other postemployment benefits liability	12,857,724	164,075	13,021,799
Related to net pension liability	3,920,756	51,945	3,972,701
Total Deferred Outflows of Resources	16,778,480	216,020	16,994,500
Liabilities			
Warrants and accounts payable	1,687,237	20,965	1,708,202
Accrued payroll and withholdings	2,408,949	-	2,408,949
Accrued interest	122,351	20,726	143,077
Performance Bonds	109,913	-	109,913
Other liabilities	49,480	-	49,480
Unearned revenue	2,623,377	-	2,623,377
Bond anticipation notes payable	3,603,406	-	3,603,406
Long-term liabilities:			
Due within one year	1,636,797	372,049	2,008,846
Due in more than one year	95,903,094	3,962,252	99,865,346
Total Liabilities	108,144,604	4,375,992	112,520,596
Deferred Inflows of Resources			
Related to net other postemployment benefits liability	6,910,852	88,188	6,999,040
Related to net pension liability	1,449,348	140,520	1,589,868
Total Deferred Inflows of Resources	8,360,200	228,708	8,588,908
Net Position			
Net investment in capital assets	60,945,993	11,216,279	72,162,272
Restricted:			
Nonexpendable permanent funds	591,957	-	591,957
Expendable permanent funds	1,980,190	-	1,980,190
Community preservation	2,216,824	-	2,216,824
Federal and State grants	1,625,621	-	1,625,621
Other Purposes	2,964,419	-	2,964,419
Unrestricted	(58,968,072)	(380,704)	(59,348,776)
Total Net Position	\$ 11,356,932	\$ 10,835,575	\$ 22,192,507

See accompanying notes to basic financial statements.

TOWN OF SOUTHBOROUGH MASSACHUSETTS

**STATEMENT OF ACTIVITIES
YEAR ENDED JUNE 30, 2023**

Functions/Programs	Expenses	Program Revenues			Net (Expenses) Revenues and Changes in Net Position		
		Charges for Services	Operating Grants and Contributions	Capital Grants and Contributions	Governmental Activities	Business-Type Activities	Total
<u>Primary Government:</u>							
<i>Governmental Activities:</i>							
General government	\$ 5,914,752	\$ 1,578,920	\$ 262,919	\$ 22,302	\$ (4,050,611)		\$ (4,050,611)
Public safety	7,768,800	1,922,715	244,692	60,496	(5,540,897)		(5,540,897)
Education	39,280,745	1,245,720	9,236,198	-	(28,798,827)		(28,798,827)
Public works	5,473,805	68,279	93,359	1,182,179	(4,129,988)		(4,129,988)
Health and human services	1,179,772	96,291	408,438	-	(675,043)		(675,043)
Culture and recreation	1,651,269	775,721	186,826	-	(688,722)		(688,722)
Interest expense	828,230	-	220,198	-	(608,032)		(608,032)
Total Governmental Activities	62,097,373	5,687,646	10,652,630	1,264,977	(44,492,120)		(44,492,120)
<i>Business-Type Activities:</i>							
Water	2,822,376	2,706,786	-	-		\$ (115,590)	(115,590)
Total Business-type Activities	2,822,376	2,706,786	-	-		(115,590)	(115,590)
Total Primary Government	\$ 64,919,749	\$ 8,394,432	\$ 10,652,630	\$ 1,264,977	(44,492,120)	(115,590)	(44,607,710)
<u>General Revenues:</u>							
					48,101,378	-	48,101,378
					2,867,052	-	2,867,052
					506,662	-	506,662
					75,902	-	75,902
					719,782	35,928	755,710
<u>Transfers (net)</u>					-	-	-
Total General Revenues and Transfers					52,270,776	35,928	52,306,704
Change in Net Position					7,778,656	(79,662)	7,698,994
<u>Net Position:</u>							
Beginning of year					3,578,276	10,915,237	14,493,513
End of year					\$ 11,356,932	\$ 10,835,575	\$ 22,192,507

See accompanying notes to basic financial statements.

TOWN OF SOUTHBOROUGH, MASSACHUSETTS

**GOVERNMENTAL FUNDS
BALANCE SHEET
JUNE 30, 2023**

	General	Community Preservation	Capital Projects	ARPA	Nonmajor Governmental Funds	Total Governmental Funds
Assets:						
Cash and cash equivalents	\$11,117,495	\$ 7,611	\$ 2,071,604	\$ 2,623,377	\$ 4,288,247	\$ 20,108,334
Investments	608,327	2,254,321	-	-	2,320,838	5,183,486
Receivables, net of allowance for uncollectibles:						
Real estate and personal property taxes	231,377	1,407	-	-	-	232,784
Tax liens and deferrals	99,781	420	-	-	-	100,201
Excise	147,849	-	-	-	-	147,849
Departmental and other	-	9,383	-	-	342,371	351,754
Intergovernmental	-	-	-	-	784,036	784,036
Tax foreclosures	200,463	369	-	-	-	200,832
Total Assets	12,405,292	2,273,511	2,071,604	# 2,623,377	7,735,492	27,109,276
Deferred Outflows of Resources	-	-	-	-	-	-
Total Assets and Deferred Outflows of Resources	\$12,405,292	\$ 2,273,511	\$ 2,071,604	\$ 2,623,377	\$ 7,735,492	\$27,109,276
Liabilities:						
Warrants and accounts payable	\$ 1,054,907	\$ 45,108	\$ 314,560	\$ -	\$ 272,662	\$ 1,687,237
Accrued payroll and withholdings	2,395,806	-	-	-	13,143	2,408,949
Performance bonds	109,913	-	-	-	-	109,913
Other liabilities	49,480	-	-	-	-	49,480
Bond anticipation notes payable	-	-	3,603,406	-	-	3,603,406
Unearned revenue	-	-	-	2,623,377	-	2,623,377
Total Liabilities	3,610,106	45,108	3,917,966	2,623,377	285,805	10,482,362
Deferred Inflows of Resources:						
Unavailable revenues - property taxes	331,158	1,827	-	-	-	332,985
Unavailable revenues - excise taxes	147,849	-	-	-	-	147,849
Unavailable revenues - intergovernmental	-	-	-	-	-	-
Unavailable revenues - other	200,463	9,752	-	-	287,500	497,715
Total Deferred Inflows of Resources	679,470	11,579	-	-	287,500	978,549
Fund Balances:						
Nonspendable	-	-	-	-	591,957	591,957
Restricted	-	2,216,824	-	-	6,605,071	8,821,895
Committed	1,561,061	-	-	-	-	1,561,061
Assigned	2,892,897	-	-	-	-	2,892,897
Unassigned	3,661,758	-	(1,846,362)	-	(34,841)	1,780,555
Total Fund Balances	8,115,716	2,216,824	(1,846,362)	-	7,162,187	15,648,365
Total Liabilities, Deferred Inflows of Resources, and Fund Balances	\$12,405,292	\$ 2,273,511	\$ 2,071,604	\$ 2,623,377	\$ 7,735,492	\$27,109,276

See accompanying notes to basic financial statements.

TOWN OF SOUTHBOROUGH, MASSACHUSETTS

**RECONCILIATION OF THE GOVERNMENTAL FUNDS BALANCE SHEET
TOTAL FUND BALANCES TO THE STATEMENT OF NET POSITION
JUNE 30, 2023**

Total Governmental Fund Balances		\$ 15,648,365
Capital and leased assets used in governmental activities are not financial resources and therefore are not reported in the funds.		83,973,980
Other long-term assets are not available to pay for current period expenditures and, therefore, are reported as unavailable revenue in the funds		978,549
Deferred outflows and inflows of resources to be recognized in future expense are not available resources and, therefore, are not reported in the funds:		
Deferred outflows related to net other postemployment benefits liability	12,857,724	
Deferred outflows related to net pension liability	3,920,756	
Deferred inflows related to net other postemployment benefits liability	(6,910,852)	
Deferred inflows related to net pension liability	<u>(1,449,348)</u>	
Net effect of reporting deferred outflows and inflows of resources		8,418,280
In the statement of activities, interest is accrued on outstanding long-term debt, whereas in governmental funds interest is not reported until due. This represents the difference between the accruals between this year and the prior year.		(122,351)
Long-term liabilities are not due and payable in the current period and therefore are not reported in the government funds:		
Bonds and notes payable	(22,979,903)	
Unamortized premiums on bonds	(989,203)	
Compensated absences	(623,939)	
Net pension liability	(31,234,178)	
Net other postemployment benefits liability	<u>(41,712,668)</u>	
Net effect of reporting long-term liabilities		<u>(97,539,891)</u>
Net Position of Governmental Activities		<u>\$ 11,356,932</u>

See accompanying notes to basic financial statements.

TOWN OF SOUTHBOROUGH, MASSACHUSETTS

**GOVERNMENTAL FUNDS
STATEMENT OF REVENUES, EXPENDITURES, AND CHANGES IN FUND `BALANCES
YEAR ENDED JUNE 30, 2023**

	General	Community Preservation	Capital Projects	ARPA	Nonmajor Governmental Funds	Total Governmental Funds
Revenues:						
Real and personal property taxes	\$ 47,798,509	\$ 412,587	\$ -	\$ -	\$ -	\$ 48,211,096
Intergovernmental	8,253,763	150,622	-	422,355	4,161,357	12,988,097
Motor vehicle and other excises	2,961,090	-	-	-	-	2,961,090
Licenses and permits	1,105,331	-	-	-	-	1,105,331
Departmental and other	1,090,302	-	-	-	3,531,974	4,622,276
Contributions and donations	-	650	-	-	136,267	136,917
Penalties and interest on taxes	75,902	-	-	-	-	75,902
Fines and forfeitures	75,163	-	-	-	-	75,163
Investment income (loss)	343,871	162,356	-	-	213,555	719,782
Total Revenues	<u>61,703,931</u>	<u>726,215</u>	<u>-</u>	<u>422,355</u>	<u>8,043,153</u>	<u>70,895,654</u>
Expenditures:						
Current:						
General government	4,242,653	236,669	908,409	78,195	232,483	5,698,409
Public safety	5,156,935	-	-	60,496	1,133,656	6,351,087
Education	31,041,944	-	-	-	3,040,659	34,082,603
Public works	2,960,232	-	-	128,982	1,229,973	4,319,187
Health and human services	890,386	-	-	68,240	36,216	994,842
Culture and recreation	734,816	580,931	8,871	86,442	808,667	2,219,727
Pension and fringe benefits	12,517,431	-	-	-	-	12,517,431
State and county tax assessments	252,720	-	-	-	-	252,720
Debt service:						
Principal	2,323,574	95,000	-	-	44,117	2,462,691
Interest	859,668	55,713	-	-	19,603	934,984
Total Expenditures	<u>60,980,359</u>	<u>968,313</u>	<u>917,280</u>	<u>422,355</u>	<u>6,545,374</u>	<u>69,833,681</u>
Excess (Deficiency) of Revenues Over (Under) Expenditures	<u>723,572</u>	<u>(242,098)</u>	<u>(917,280)</u>	<u>-</u>	<u>1,497,779</u>	<u>1,061,973</u>
Other Financing Sources (Uses)						
Transfers in	617,642	-	58,161	-	-	675,803
Transfers out	(58,161)	-	-	-	(617,642)	(675,803)
Issuance of lease liabilities	-	-	-	-	-	-
Total Other Financing Sources (Uses)	<u>559,481</u>	<u>-</u>	<u>58,161</u>	<u>-</u>	<u>(617,642)</u>	<u>-</u>
Net Change in Fund Balances	1,283,053	(242,098)	(859,119)	-	880,137	1,061,973
Fund Balances (Deficit), Beginning	<u>6,832,663</u>	<u>2,458,922</u>	<u>(987,243)</u>	<u>-</u>	<u>6,282,050</u>	<u>14,586,392</u>
Fund Balances (Deficit), Ending	<u>\$ 8,115,716</u>	<u>\$ 2,216,824</u>	<u>\$ (1,846,362)</u>	<u>\$ -</u>	<u>\$ 7,162,187</u>	<u>\$ 15,648,365</u>

See accompanying notes to basic financial statements.

TOWN OF SOUTHBOROUGH, MASSACHUSETTS

**RECONCILIATION OF THE STATEMENT OF REVENUES, EXPENDITURES, AND CHANGES
IN FUND BALANCES OF GOVERNMENTAL FUNDS TO THE STATEMENT OF ACTIVITIES
YEAR ENDED JUNE 30, 2023**

Net Change in Fund Balances - Total Governmental Fund Balances **\$ 1,061,973**

Governmental funds report capital outlays as expenditures. However, in the Statement of Activities the cost of those assets is allocated over their estimated useful lives and reported as depreciation/amortization expense. In addition, when a capital asset is disposed of a gain or loss is calculated and reported in the Statement of Activities whereas in the governmental funds, proceeds are reported as revenues. The net amounts are reflected here as reconciling items:

Capital outlays	\$ 3,730,744	
Depreciation/amortization expense	(4,029,829)	
Net effect of reporting capital assets		(299,085)

The issuance of long-term debt provides current financial resources to governmental funds, while the repayment of the principal of long-term debt consumes the financial resources of governmental funds. Neither has any effect on net position. Also governmental funds report the effect of premiums, discounts, and similar items when debt is first issued, whereas these amounts are amortized in the Statement of Activities. The net amounts are reflected here as reconciling items:

Repayments of debt	1,280,097	
Payments on refunded debt	1,085,000	
Payments on lease	97,594	
Amortization of premiums from issuance of bonds and notes	114,744	
Net effect of reporting long-term debt		2,577,435

Revenues in the Statement of Activities that do not provide current financial resources are unavailable in the Statement of Revenues, Expenditures and Changes in Fund Balances. Therefore, the recognition of revenue for various types of accounts receivable differ between the two statements. The amount presented represents the following differences derived from unavailable revenue.

(1,019,625)

In the Statement of Activities, interest is accrued on outstanding long-term debt; whereas in governmental funds interest is not reported until due. The net amount presented here as a reconciling item represents the difference in accruals between this year and the prior year.

(7,990)

Some expenses reported in the Statement of Activities do not require the use of current financial resources and therefore are not reported as expenditures in the governmental funds:

Compensated absences	(85,456)	
Other postemployment benefits	6,196,796	
Pension benefits	(872,738)	
Claims and judgements	227,346	

Net effect of reporting long-term liabilities		5,465,948
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Change in Net Position of Governmental Activities **\$ 7,778,656**

See accompanying notes to basic financial statements.

TOWN OF SOUTHBOROUGH, MASSACHUSETTS

**PROPRIETARY FUNDS
STATEMENT OF NET POSITION**

JUNE 30, 2023

	Business-type Activities - Enterprise Funds Water Enterprise
Assets:	
Current Assets:	
Cash and cash equivalents	\$ 961,100
Receivables (net)	
User fees	913,960
Total Current Assets	<u>1,875,060</u>
Noncurrent Assets:	
Capital assets, not being depreciated/amortized	109,975
Capital assets, net of accumulated depreciation/amortization	13,239,220
Total Noncurrent Assets	<u>13,349,195</u>
Total Assets	<u>15,224,255</u>
Deferred Outflows of Resources:	
Related to net other postemployment benefits liability	164,075
Related to net pension liability	51,945
Total Deferred Outflows of Resources	<u>216,020</u>
Liabilities:	
Current Liabilities:	
Warrants and accounts payable	20,965
Accrued Interest	20,726
Compensated absences	11,955
Lease liability	18,094
Bonds and notes payable	342,000
Total Current Liabilities	<u>413,740</u>
Noncurrent Liabilities:	
Compensated absences	11,955
Lease liability	75,576
Bonds and notes payable	2,223,000
Net pension liability	1,119,435
Net other postemployment benefits liability	532,286
Total Noncurrent Liabilities	<u>3,962,252</u>
Total Liabilities	<u>4,375,992</u>
Deferred Inflows of Resources:	
Related to net other postemployment benefits liability	88,188
Related to net pension liability	140,520
Total Deferred Inflows of Resources	<u>228,708</u>
Net Position:	
Net investment in capital assets	10,690,524
Unrestricted	145,051
Total Net Position	<u>\$ 10,835,575</u>

See accompanying notes to basic financial statements.

TOWN OF SOUTHBOROUGH, MASSACHUSETTS

**PROPRIETARY FUNDS
STATEMENT OF REVENUES, EXPENSES,
AND CHANGES IN NET POSITION
YEAR ENDED JUNE 30, 2023**

	Business-type Enterprise Funds
	Water Enterprise
Operating Revenues:	
Charges for services	\$ 2,611,566
Other operating revenues	95,220
Total Operating Revenues	<u>2,706,786</u>
Operating Expenses:	
Operating costs	2,154,726
Depreciation/amortization	562,848
Total Operating Expenses	<u>2,717,574</u>
Total Operating Revenues (Expenses)	<u>(10,788)</u>
Nonoperating Revenues (Expenses):	
Interest expense	(104,802)
Interest income	35,928
Total Nonoperating Revenues (Expenses)	<u>(68,874)</u>
Income Before Capital Contributions and Transfers	(79,662)
Transfers in	<u>-</u>
Change in Net Position	<u>(79,662)</u>
Net Position at Beginning of Year	10,915,237
Net Position at End of Year	<u><u>\$ 10,835,575</u></u>

See accompanying notes to basic financial statements.

TOWN OF SOUTHBOROUGH, MASSACHUSETTS

**STATEMENT OF CASH FLOWS -
PROPRIETARY FUNDS
YEAR ENDED JUNE 30, 2023**

	Business-type Activities - Enterprise Funds Water Enterprise
Cash Flows from Operating Activities:	
Receipts from users	\$ 2,737,183
Other Receipts	95,220
Payments to vendors	(1,633,282)
Payments to employees	(451,410)
Net Cash Provided by Operating Activities	<u>747,711</u>
Cash Flows from Capital and Related Financing Activities:	
Acquisition and construction of capital assets	(1,466,369)
Principal payments on bonds and notes	(300,000)
Payments on refunded bonds	(45,000)
Payments on capital financing	(17,784)
Interest expense	(97,890)
Net Cash Used for Capital and Related Financing Activities	<u>(1,927,043)</u>
CASH FLOWS FROM INVESTING ACTIVITIES:	
Investment income	35,928
Net Cash Provided by Investing Activities	<u>35,928</u>
Net Change in Cash and Cash Equivalents	(1,143,404)
Cash and Cash Equivalents:	
Beginning of Year	<u>2,104,504</u>
End of Year	<u><u>\$ 961,100</u></u>
Reconciliation of Operating Income (Loss) to Net Cash Provided by (Used in) Operating Activities:	
Operating income	\$ (10,788)
Adjustments to Reconcile Operating Income (Loss) to Net Cash Provided by (Used in) Operating Activities:	
Depreciation	562,848
Changes in assets, deferred outflows, liabilities and deferred inflows:	
User fees receivable	125,617
Deferred outflows of resources	15,838
Accounts payable and accrued expenses	(48,023)
Compensated absences	(11,296)
Net pension liability	204,791
Net other postemployment benefits liability	(59,981)
Deferred inflows of resources	(31,295)
Net Cash Provided by Operating Activities	<u><u>\$ 747,711</u></u>

See accompanying notes to basic financial statements.

TOWN OF SOUTHBOROUGH, MASSACHUSETTS

**STATEMENT OF NET POSITION
FIDUCIARY FUNDS
JUNE 30, 2023**

	Other Postemployment Benefits Trust Funds	Private Purpose Trust Funds
Assets:		
Cash and Cash Equivalents	\$ 6,263	\$ -
Investments (at fair value):		
Fixed income mutual funds	681,229	-
Equities	420,880	-
Equity mutual funds	1,928,056	1,876,399
Total Investments	3,030,165	1,876,399
Total Assets	3,036,428	1,876,399
Liabilities:		
Other liabilities	-	-
Total Liabilities	-	-
Net Position:		
Restricted for other postemployment benefits	3,036,428	-
Held in trust for private purposes	-	1,876,399
Total Net Position	\$ 3,036,428	\$ 1,876,399

See accompanying notes to basic financial statements.

TOWN OF SOUTHBOROUGH, MASSACHUSETTS

STATEMENT OF CHANGES IN NET POSITION

FIDUCIARY FUNDS

YEAR ENDED JUNE 30, 2023

	Other Postemployment Benefits Trust Funds	Private Purpose Trust Funds
Additions:		
Employer contributions	\$ 1,854,815	\$ -
Other	-	9,400
Total contributions	1,854,815	9,400
Investment income (loss)	221,261	159,988
Total Additions	2,076,076	169,388
Deductions:		
Benefits and payments to pensioners and beneficiaries	1,604,815	-
Payroll and stipend expenses	-	4,000
Health and human services	-	24,440
Total Deductions	1,604,815	28,440
Change in Net Position	471,261	140,948
Net Position - Beginning	2,565,167	1,735,451
Net Position - Ending	\$ 3,036,428	\$ 1,876,399

See accompanying notes to basic financial statements.

TOWN OF SOUTHBOROUGH, MASSACHUSETTS

NOTES TO BASIC FINANCIAL STATEMENTS YEAR ENDED JUNE 30, 2023

I. Summary of Significant Accounting Policies

The basic financial statements of the Town have been prepared in conformity with generally accepted accounting principles (GAAP) as applied to state and local governments. GAAP is prescribed by the Governmental Accounting Standards Board (GASB), which is the primary standard-setting body for state and local governmental entities. The following is a summary of the more significant policies and practices used by the Town:

A. Reporting Entity

The Town of Southborough is located in Worcester County and was incorporated as a town in 1727. An elected five-member Select Board governs the Town with an appointed Town Manager. The Town provides governmental services for the territory within its boundaries, including police and fire protection, highway services, water, street maintenance, parks and recreational facilities. Water services are funded almost entirely with user charges.

Component units, while separate entities, are in substance part of the governmental operations if the significance of their operations and/or financial relationship with the Town meet certain criteria. Pursuant to these criteria there are no component units required to be included in the financial statements.

The Town is a member community of the Algonquin Regional High School that provides educational services to students from the Towns of Southborough and Northborough. This joint venture assesses each community its share of operational and debt service costs based on student population and other factors. In fiscal year 2023, the Town's share of the operating and debt service expenses was \$8,561,564. There is no equity interest reported in these financial statements. Complete audited financial statements can be obtained directly from the District's administrative office located at 53 Parkerville Road, Southborough, MA 01772.

B. Government-Wide and Fund Financial Statements

The government-wide financial statements (i.e., the statement of net position and the statement of activities) report information on all of the non-fiduciary activities of the primary government and its component units. For the most part, the effect of interfund activity has been removed from these statements. *Governmental activities*, which normally are supported by taxes and intergovernmental revenues, are reported separately from *business-type activities*, which rely to a significant extent on fees and charges for support.

Separate financial statements are provided for governmental funds, proprietary funds and fiduciary funds, even though fiduciary funds are excluded from the government-wide financial statements. Major individual government funds and major individual enterprise funds are reported as separate columns in the fund financial statements. Nonmajor funds are aggregated and presented in a single column. Fiduciary funds are reported by fund type.

Major Fund Criteria – Major funds must be reported if both of the following criteria are met:

- 1) The total assets and deferred outflows, liabilities and deferred inflows, revenues, or expenditures/expenses of an individual governmental or enterprise fund are at least ten percent of the corresponding element (assets and deferred outflows, liabilities and deferred inflows, etc.) for all funds of that category or type (total governmental or total enterprise funds), and
- 2) The total assets and deferred outflows, liabilities and deferred inflows, revenues, or expenditures/expenses of the individual governmental fund or enterprise fund are at least five percent of the corresponding element for all governmental and enterprise funds combined.

Additionally, any other governmental or enterprise fund that management believes is particularly significant to the basic financial statements may be reported as a major fund.

C. Measurement Focus, Basis of Accounting, and Financial Statement Presentation

The government-wide financial statements are reported using the *economic resources measurement focus* and the *accrual basis of accounting*. Under this method, revenues are recorded when earned and expenses are recorded when a liability is incurred, regardless of the timing of related cash flows. Property taxes are recognized as revenues in the fiscal year for which they are levied. Grants and similar items are recognized as revenue as soon as all eligibility requirements imposed by the provider are met.

The statement of activities demonstrates the degree to which the direct expenses of a given function or segment is offset by program revenues. *Direct expenses* are those that are clearly identifiable with a specific function or segment. *Program revenues* include: 1) charges to customers or applicants who purchase, use, or directly benefit from goods, services, or privileges provided by a given function or segment and 2) grants and contributions that are restricted to meeting the operational or capital requirements of a particular function or segment. Taxes and other items not properly included among program revenues are reported instead as *general revenues*. For the most part, the effect of interfund activity has been removed from the government-wide financial statements.

The governmental fund financial statements are reported using *the current financial resources measurement focus* and the *modified accrual basis of accounting*. Revenues are recognized when susceptible to accrual (i.e. measurable and available). Revenues are considered to be *available* when they are collectible within the current period or soon enough thereafter to pay liabilities of the current period. Expenditures are recorded when the related fund liability is incurred, except for interest on general long-term debt which is recognized when payment is due, certain compensated absences, claims and judgments which are recognized when the obligations are expected to be liquidated with current expendable available resources.

The Town considers property tax revenues to be available if they are collected within 60 days after the end of the fiscal year. Investment income associated with the current fiscal period is susceptible to accrual and has been recognized as revenue of the current fiscal period. All other revenue items are considered to be measurable and available only when the cash is received and are recognized as revenue at that time.

The government reports the following major governmental funds:

General Fund – is the government’s primary operating fund. It accounts for all financial resources of the general government except those required to be accounted for in another fund.

Community Preservation Fund – is used to account for funds received in accordance with the Massachusetts Community Preservation Act. Funds are used to acquire or develop open space, recreational facilities, historic resources and affordable housing.

Capital Projects Fund – is used to account for financial resources that are restricted, committed or assigned to expenditures for capital outlays.

ARPA Grant Fund – was established as a major fund in fiscal year 2022 and is used to account for the Town’s expenditure of grant awards from the American Rescue Plan Act of 2021, or ARPA.

The *Nonmajor Governmental Funds* consist of other special revenue and permanent funds that are aggregated and presented in the Nonmajor Governmental Funds column on the Governmental Funds financial statements. The following describes the general use of these fund types:

Special Revenue Funds – are used to account for the proceeds of specific revenue sources that are restricted or committed to expenditures for specified purposes other than debt service or capital projects.

Permanent Funds – are used to account for financial resources that are restricted to the extent that only earnings, not principal, may be used for purposes that support the governmental programs.

The proprietary fund financial statements are reported using the *economic resources measurement focus* and the *accrual basis of accounting*. Under this method, revenues are recognized when earned and expenses are recorded when the liabilities are incurred.

Proprietary funds distinguish *operating* revenues and expenses from *non-operating* items. Operating revenues and expenses generally result from providing services and producing and delivering goods in connection with a proprietary fund’s principal ongoing operations. The principal operating revenues are user charges and fees, while operating expenses consist of salaries, ordinary maintenance, indirect costs and depreciation/amortization. All revenues and expenses not meeting this definition are reported as non-operating revenues and expenses.

The government reports the following major proprietary funds:

Water Enterprise Fund – is used to account for user charges collected to finance costs associated with operating and maintaining the Town’s water utility.

Fiduciary fund financial statements are reported using the *economic resources measurement focus* and the *accrual basis of accounting*. Fiduciary funds are used to account for assets held in a trustee capacity for others that may not be used for governmental programs.

The government reports the following fiduciary funds:

Other Postemployment Benefits Trust Fund – is used to accumulate funds for future payments of other postemployment benefits for retirees such as health and life insurance.

Private-Purpose Trust Funds – is used to account for trust arrangements under which principal and income benefit individuals, private organizations or other governments. This fund is used for needy persons funds.

D. Assets, Liabilities, Deferred Outflows/Inflows of Resources, and Net Position/Fund Equity

Deposits and Investments – The Town’s cash and cash equivalents are considered to be cash on hand, demand deposits, and short-term investments with original maturities of three months or less from the date of acquisition.

Investments of the Town are recorded at fair value in accordance with GASB Statement No. 72, *Fair Value Measurement and Application*. Accordingly, the change in fair value of investments is recognized as an increase or decrease to investment assets and investment income.

Receivables – Real estate and personal property taxes are assessed on January 1 every year. Bills are sent quarterly and are due on August 1, November 1, February 1, and May 1, or thirty days subsequent to the mailing date. Interest accrues on delinquent taxes at the rate of 14% per annum. The Town is allowed to take delinquent tax accounts into tax title fourteen days subsequent to the mailing of demand of delinquent taxes. Property taxes levied are recorded as receivables in the fiscal year of the levy.

Real estate taxes and water user fees and betterments may be secured through a lien process and are considered 100% collectible. Accordingly, an allowance for uncollectible accounts for these receivables is not reported. All personal property tax and excise tax receivables are shown net of an allowance for uncollectible accounts comprised of those outstanding amounts greater than five years old. Departmental and other receivables are shown net of an allowance for uncollectible accounts comprised of those outstanding amounts greater than ninety days old.

Inventories and Prepaid Items – Inventories, which are not material to the basic financial statements, are considered to be expenditures at the time of purchase.

Certain payments to vendors reflect costs applicable to future accounting periods and are recorded as prepaid items in both government-wide and fund financial statements.

Capital Assets – Capital assets, which include land, buildings and improvements, machinery and equipment, vehicles, library materials, leased assets and infrastructure, are reported in the applicable governmental or business-type activities columns in the government-wide financial statements. Capital assets are recorded at historical cost or estimated historical cost if purchased or constructed. Donated capital assets, donated works of art and similar items, and capital assets received in a service concession arrangement are reported at acquisition value rather than fair value. Net interest incurred during the construction phase of capital assets of business-type activities, if material is included as part of the capitalized value of the assets constructed.

All purchases and construction costs in excess of \$15,000 are capitalized at the date of acquisition or construction, respectively, with expected lives of greater than two years. The costs of normal maintenance and repairs that do not add to the value of the asset or materially extend assets lives are not capitalized.

Capital assets (excluding land and construction-in-process) are depreciated/amortized using the straight-line method over the following estimated useful lives:

Land improvements	10-30 years
Buildings and improvements	7-40 years
Machinery, equipment and vehicles	5-10 years
Infrastructure	20-100 years

Interfund Balances – Activity between funds that are representative of lending arrangements outstanding at the end of the fiscal year are referred to as either *due to/from other funds* or *advances to/from other funds*. All other outstanding balances between funds are reported as due to/from other funds. Any residual balances outstanding between the governmental activities and business-type activities are reported in the government-wide financial statements as *internal balances*.

Interfund Transfers – During the course of its operations, resources are permanently reallocated between and within funds. These transactions are reported as transfers in and transfers out in the individual fund statements. Transfers between and within governmental and fiduciary funds are eliminated from the governmental activities in the statement of activities. Any residual balances outstanding between the governmental activities and the business –type activities are reported in the statement of activities as *transfers, net*.

Investment Income – Excluding the permanent funds, investment income derived from major and nonmajor governmental funds is legally assigned to the general fund unless otherwise directed by state law. Investment income of the proprietary funds is retained in the water fund.

Compensated Absences – It is the Town’s policy to permit employees to accumulate earned but unused vacation and sick leave benefits. Compensated absence liabilities related to both governmental and business-type activities are normally paid from the funds reporting the payroll and related expenditures. Amounts related to these benefits are accrued when incurred in the government-wide and proprietary fund financial statements. A liability for these amounts is reported in Governmental Funds only if they have matured.

Long-term Obligations – Long-term debt is reported as liabilities in the government-wide and proprietary fund statement of net position. Bond premiums and discounts are amortized over the life of the bonds using the effective interest method. Bond anticipation notes payable are reported net of the applicable bond premium or discount.

In the governmental fund financial statements, the face amount of long-term debt issued is reported as other financing sources. Premiums received on a debt issuance are reported as other financing sources while discounts are reported as other financing uses. Issuance costs are exclusively reported as general government expenditures regardless of whether they are withheld from the actual proceeds.

Deferred Outflows/Inflows of Resources – In addition to assets, the statement of financial position will sometimes report a separate section for deferred outflows of resources. This separate financial statement element, *deferred outflows* of resources, represents a consumption of net position that applies to a future period(s) and so will not be recognized as an outflow of resources (expense/expenditure) until then. The Town has two types of items that are reported on the government-wide statement of net position which relate to outflows from changes in the net pension liability and the other postemployment benefit liability. The deferred pensions will be

recognized in pension expense in future years as more fully described in Note III, subsection A. The deferred other postemployment benefits will be recognized in employee benefits expense in future years as more fully described in Note III, subsection C.

In addition to liabilities, the statement of financial position will sometimes report a separate section for deferred inflows of resources. This separate financial statement element, deferred inflows or resources, represents an acquisition of net position that applies to a future period(s) and so will not be recognized as an inflow of resources (revenue) until that time. The Town has three types of items, which qualify for reporting in this category. The first arises only under a modified accrual basis of accounting and, accordingly, the item *unavailable revenue* is reported only in the governmental funds balance sheet. The governmental funds report unavailable revenues from four sources: property taxes, excise taxes, intergovernmental and other. These amounts are deferred and recognized as an inflow of resources in the period that the amounts became available. The other types of items that qualify for reporting as a deferred inflow are reported on the government-wide statement of net position. This relates to inflows from changes in the net pension liability which will be recognized in pension expense in future years as more fully described in Note III subsection A and inflows from the changes in the net other postemployment benefits liability which will be recognized in employee benefits expense in future years as more fully described in Note III, subsection C.

Net Position – In the government-wide financial statements, net position reported as “net investment in capital assets” includes capital assets, net of accumulated depreciation/amortization, less the principal balance of outstanding debt used to acquire capital assets. Unspent proceeds of capital related debt are not considered to be capital related debt.

Net position is reported as restricted when amounts are not available for appropriation or are legally restricted by outside parties for a specific use. Net position has been *restricted for* the following:

Nonexpendable permanent funds represent the endowment portion of donor restricted trusts that support governmental programs.

Expendable permanent funds represent amounts held in trust whereby expenditures are subject to various trust agreements.

Community preservation represents assets that are restricted by state law for the purposes of acquiring or developing open space, recreational facilities, historic resources and affordable housing associated with the Massachusetts Community Preservation Act.

Federal and State grants represent assets that have restrictions placed on them from federal and state granting agencies.

Other purposes represent assets that are restricted by grantors, donors and state laws for specific governmental programs and uses.

Fund Equity – In the fund financial statements, fund balance for governmental funds is reported in classifications that comprise a hierarchy based primarily on the extent in which the Town is required to honor constraints on the specific purpose for which amounts in the funds can be spent.

Fund balance is reported in five components – nonspendable, restricted, committed, assigned, and unassigned as described below:

Nonspendable represents amounts that cannot be spent because they are either (a) not in spendable form (i.e. inventory or prepaid) or (b) legally or contractually required to be maintained intact such as the corpus of an endowment.

Restricted represents amounts that have constraints placed either externally by third-parties (creditors, grantors, contributors, or laws or regulations of other governments) or by law through constitutional provisions or enabling legislation. Enabling legislation authorizes the Town to assess, levy, charge or otherwise mandate payment of resources (from external resource providers) and includes a legally enforceable requirement (compelled by external parties) that those resources be used only for the specific purposes stipulated in the legislation.

Committed represents amounts that can only be used for specific purposes pursuant to constraints imposed by formal action of the Town's highest level of decision-making authority, which consists of the Town Meeting members through Town Meeting votes. Those committed amounts cannot be used for any other purpose unless the Town Meeting removes or changes the specified use by taking the same type of action (through Town Meeting votes) it employed previously to commit those amounts.

Assigned represents amounts that are constrained by the Town's intent to be used for specific purposes but are neither restricted nor committed. The Town has by ordinance authorized the Town Manager to assign fund balance. The Select Board may also assign fund balance as it does when appropriating fund balance to cover a gap between estimated revenue and appropriations in the subsequent year's appropriated budget.

Unassigned represents amounts that have not been restricted, committed, or assigned to specific purposes within the general fund. The general fund is the only fund that reports a positive unassigned fund balance amount. Other governmental funds besides the general fund can only report a negative unassigned fund balance amount.

When both restricted and unrestricted resources are available for use, it is the Town's policy to use restricted resources first, then unrestricted resources (committed, assigned and unassigned) as they are needed. When unrestricted resources (committed, assigned and unassigned) are available for use it is the Town's policy to use committed resources first, then assigned, and then unassigned as they are needed. The Town has not established financial policies with respect to maintaining minimum fund balance amounts.

Stabilization Fund – The Town maintains a general stabilization fund, in accordance with Massachusetts General Law Chapter 40, Section 5B. The fund may be used for any municipal purpose upon the condition of a two-thirds vote of the Town Meeting. The balance of the fund totals \$652,196 at June 30, 2023 and is reported as unassigned fund balance in the General Fund. Amounts are appropriated into the fund by a majority vote of the Town Meeting.

Encumbrances - The Town's encumbrance policy regarding the general fund is to (1) classify encumbrances that arise from the issuance of purchase orders resulting from normal purchasing activity approved by the Town Manager as assigned, and (2) classify encumbrances that result from an action of the Town Meeting as committed. Encumbrances of funds already restricted, or committed are included within the classification of those fund balances and not reported separately. The Town reports \$540,003 of encumbrances from normal purchasing activity in the general fund as assigned and \$1,561,061 of encumbrances from Town Meeting votes in the general fund as committed. There are no encumbrances reported in any other fund.

The following table reflects the Town's fund equity categorizations:

	General	Community Preservation	Capital Projects	Nonmajor Governmental Funds	Total
Nonspendable:					
Perpetual permanent funds	\$ -	\$ -	\$ -	\$ 591,957	\$ 591,957
Restricted:					
General government	-	-	-	481,974	481,974
Public safety	-	-	-	997,631	997,631
Education	-	-	-	2,140,102	2,140,102
Public works	-	-	-	2,158,215	2,158,215
Health and human services	-	-	-	153,169	153,169
Culture and recreation	-	2,216,824	-	633,980	2,850,804
Debt service	-	-	-	40,000	40,000
Committed:					
General government	282,145	-	-	-	282,145
Public safety	28,933	-	-	-	28,933
Pension benefits	90,974	-	-	-	90,974
Public works	1,159,009	-	-	-	1,159,009
Assigned:					
General government	15,322	-	-	-	15,322
Public safety	11,730	-	-	-	11,730
Education	490,308	-	-	-	490,308
Public works	11,068	-	-	-	11,068
Culture and recreation	1,500	-	-	-	1,500
Personnel and fringe benefits	10,075	-	-	-	10,075
Subsequent year's budget	2,352,894	-	-	-	2,352,894
Unassigned	3,661,758	-	(1,846,362)	(34,841)	1,780,555
Totals	<u>\$ 8,115,716</u>	<u>\$ 2,216,824</u>	<u>\$ (1,846,362)</u>	<u>\$ 7,162,187</u>	<u>\$15,648,365</u>

D. Excess of Expenditures Over Appropriations and Deficits

The Town incurred individual fund deficits totaling \$1,846,362 and \$34,841 in the Capital Projects major fund and the nonmajor governmental funds, respectively. These deficits will be funded through grants, bond proceeds and available funds in future fiscal years.

E. Use of Estimates

The preparation of basic financial statements in conformity with GAAP requires management to make estimates and assumptions that affect the reported amounts of assets and liabilities and disclosure for contingent assets and liabilities at the date of the basic financial statements and the reported amounts of the revenues and expenditures/expenses during the fiscal year. Actual results could vary from estimates that were used.

II. Detailed Notes to All Funds

A. Deposits and Investments

A cash and investment pool is maintained that is available for use by all funds. Each fund type's portion of this pool is displayed on the balance sheet as "cash and cash equivalents". The deposits and investments of trust funds are held separately from those of other funds. State laws and regulations require the Town to invest funds only in pre-approved investment instruments which include but are not necessarily limited to bank deposits, money markets,

certificates of deposit, U.S. obligations, repurchase agreements, and State Treasurer's investment pool ("the Pool"). In addition, the statutes impose various limitations on the amount and length of investments and deposits. Repurchase agreements cannot be for a period of over ninety days, and the underlying security must be a United States obligation. During the fiscal year, the Town did not enter into any repurchase agreements.

The Pool meets the criteria of an external investment pool. The Pool is administered by the Massachusetts Municipal Depository Trust ("the MMDT"), which was established by the Treasurer of the Commonwealth who serves as Trustee. The fair value of the position in the Pool is the same as the value of the Pool shares.

Custodial Credit Risk: Deposits - In the case of deposits, this is the risk that in the event of a bank failure, the government's deposits may not be returned to it. The Town does not have a deposit policy for custodial credit risk relative to cash holdings.

At year-end, the carrying amount of the Town's deposits was \$20,857,446 and the bank balance was \$20,976,965. Of the Town's bank balance, \$16,096,995 was collateralized, covered by either federal depository insurance or by the depositors' insurance fund and the remainder was exposed to custodial credit risk because it was uninsured and uncollateralized.

Custodial Credit Risk: Investments – In the case of investments, this is the risk that in the event of the invested party not being able to provide required payments to investors, ceasing to exist, or filing of bankruptcy, the Town may not be able to recover the full amount of its principal investment and/or investment earnings.

The Town's investments in equities, bonds and mutual funds are exposed to custodial credit risk because the related securities are uninsured, unregistered and held by the counterparty. The Town's common stock investments totaling are not exposed to custodial credit risk because they are held with the Town. The Town's investments in negotiable certificates of deposit are fully insured by federal depository insurance. The Town does not have a formal investment policy related to custodial credit risk.

Fair Value of Investments – The Town reports its investments at fair value. When actively quoted observable prices are not available, the Town generally uses either implied pricing from similar investments or valuation models based on net present values of estimated future cash flows (adjusted as appropriate for liquidity, credit, market and/or other risk factors).

The Town categorizes its fair value measurements within the fair value hierarchy established by GAAP. This hierarchy is based on valuation inputs used to measure the fair value of the asset or liability. The three levels of the hierarchy are as follows:

- *Level 1* – Inputs are quoted prices in active markets for identical investments at the measurement date.
- *Level 2* – Inputs (other than quoted prices included in Level 1) are either directly or indirectly observable for the investment through correlation with market data at the measurement date and for the duration of the instrument's anticipated life.
- *Level 3* – Inputs reflect the Town's best estimate of what market participants would use in pricing the investment at the measurement date.

The following table presents the Town's investments carried at fair value on a recurring basis in the statement of net position at June 30, 2023:

		Fair Value Measurements Using		
	Fair value	Level 1	Level 2	Level 3
Investments by fair value level				
Debt securities:				
U.S. government obligations	\$ 188,397	\$ 188,397	\$ -	\$ -
Corporate fixed income securities	254,539	-	254,539	-
Fixed income mutual funds	2,663,671	-	2,663,671	-
Negotiable certificates of deposit	14,312	-	14,312	-
Total debt securities	3,120,919	188,397	2,932,522	-
Equity securities:				
Common stock	552,507	552,507	-	-
Exchange traded products	4,530	-	4,530	-
Equity mutual funds	6,412,094	-	6,412,094	-
Total equity securities	6,969,131	552,507	6,416,624	-
Total investments by fair value level	\$ 10,090,050	\$ 740,904	\$ 9,349,146	\$ -
Investments measured at amortized cost				
State investment pool (MMDT)	218,251			
Money market mutual funds	96,948			
Total investments	\$ 10,405,249			

Debt and equity securities classified in Level 1 are valued using prices quoted in active markets for those securities. Corporate fixed income securities, U.S government obligations, negotiable certificates of deposit and mutual funds classified in Level 2 are valued using matrix pricing based on the securities' relationship to benchmark quoted prices.

The State Treasurer's investment pool (MMDT) is valued at amortized cost. The MMDT's investment advisor may value the pool using an alternative valuation method that more accurately reflects the fair value in accordance with the pools fair value pricing policies should amortize cost, not approximate the fair value of the pool. There are no restrictions or limits on withdrawals from the pool and no direct fees are charged to participants.

Interest Rate Risk – The Town does not have formal investment policies that limit investment maturities as a way of managing its exposure to fair value losses arising from rising interest rates.

At June 30, 2023, the Town had the following investments with maturities:

Investments	Fair value	Maturities in Years		
		Less than 1	1 - 5	6 - 10
U.S. government obligations	\$ 188,397	\$ 45,009	\$ 143,388	\$ -
Corporate fixed income securities	254,539	78,354	147,721	28,464
Fixed income mutual funds	2,663,671	2,663,671	-	-
Negotiable certificates of deposit	14,312	-	14,312	-
Total investments with maturities	\$ 3,120,919	\$ 2,787,034	\$ 305,421	\$ 28,464

Concentration of Credit Risk – The Town does not have an investment policy that limits the amount that can be invested in any one issuer or security. The Town does not maintain investments in a single issuer that represent more than 5% of its total investments.

Credit Risk – The Town does not have an investment policy which would limit its investment choices as to credit risk.

At June 30, 2023, the credit quality ratings of investments were as follows:

Quality Ratings (Moody's)	U.S. Government Obligations	Corporate Fixed Income	Fixed Income Mutual Funds	Negotiable Certificates of Deposit	Totals
AAA	\$ 188,397	\$ -	\$ -	\$ -	\$ 188,397
A1	-	55,572	-	-	55,572
A2	-	68,104	-	-	68,104
BAA1	-	55,119	-	-	55,119
BAA2	-	75,744	-	-	75,744
Not rated	-	-	2,663,671	14,312	2,677,983
Totals - All	<u>\$ 188,397</u>	<u>\$ 254,539</u>	<u>\$ 2,663,671</u>	<u>\$ 14,312</u>	<u>\$ 3,120,919</u>

B. Receivables

Receivables as of year-end for the Town's individual major and non-major governmental funds in the aggregate, including the applicable allowances for uncollectible accounts, are as follows:

	Gross Amount	Allowance for Uncollectibles	Net Amount
Receivables:			
Real estate and personal property taxes	\$ 203,759	\$ -	\$ 203,759
Community preservation surcharges	1,407	-	1,407
Tax liens and deferrals	127,819	-	127,819
Excise	147,849	-	147,849
Title V loans	9,383	-	9,383
Ambulance fees	479,166	(191,666)	287,500
Public safety details	54,871	-	54,871
Intergovernmental	784,036	-	784,036
Total	<u>\$ 1,808,290</u>	<u>\$ (191,666)</u>	<u>\$ 1,616,624</u>

Receivables as of year-end for Town's proprietary funds are as follows:

	Gross Amount	Allowance for Uncollectibles	Net Amount
Receivables:			
Water - user fees	\$ 913,960	\$ -	\$ 913,960
Total	<u>\$ 913,960</u>	<u>\$ -</u>	<u>\$ 913,960</u>

Governmental funds report deferred inflows of resources in connection with receivables for revenues that are not considered to be available to liquidate liabilities of the current period. The following identifies the components of deferred inflows of resources in the governmental funds:

	General Fund	Other Governmental Funds	Total
Receivable and other asset type:			
Real estate and personal property taxes	\$ 203,759	\$ -	\$ 203,759
Community preservation surcharges	-	1,407	1,407
Tax liens and deferrals	127,399	420	127,819
Excise	147,849	-	147,849
Title V loans	-	9,383	9,383
Ambulance fees	-	287,500	287,500
Foreclosures	200,463	369	200,832
Total	<u>\$ 679,470</u>	<u>\$ 299,079</u>	<u>\$ 978,549</u>

School Building Assistance Reimbursement – As of June 30, 2023, the Town expects to receive the balance of grants from the Commonwealth of Massachusetts under various construction reimbursement regulations totaling approximately \$920,943 applicable to approved school construction costs which includes both principal and interest. These costs are reimbursed to the Town in equal installments over the life of the related bond issues and are subject to appropriation only by the State Legislature. This was the final year of payment.

C. Interfund Receivables, Payables and Transfers

Interfund transfers for the fiscal year ended June 30, 2023, are as follows:

	Transfers In		
	General Fund	Capital Projects Fund	Total
Transfers Out			
General Fund	\$ -	\$ 58,161	\$ 58,161 (1)
Nonmajor Governmental Funds	617,642	-	617,642 (2)
Total	<u>\$ 617,642</u>	<u>\$ 58,161</u>	<u>\$ 675,803</u>

(1) Transfers to capital projects fund for debt paydown.

(2) Transfers to nonmajor governmental funds for ambulance and other operations.

D. Capital Assets

Capital asset activity for the year ended June 30, 2023, was as follows:

	Beginning Balance	Increases	Decreases	Ending Balance
<u>Governmental Activities:</u>				
Capital assets not being depreciated/amortized:				
Land	\$ 22,446,716	\$ -	\$ (321,601)	\$ 22,125,115
Construction in process	-	1,036,302	-	1,036,302
Total capital assets not being depreciated/amortized	22,446,716	1,036,302	(321,601)	23,161,417
Capital assets being depreciated/amortized:				
Buildings and improvements	83,723,390	1,149,554	(787,988)	84,084,956
Infrastructure	23,238,503	1,063,873	-	24,302,376
Machinery, equipment and vehicles	13,752,566	802,616	-	14,555,182
Leased machinery, equipment and vehicles	645,725	-	-	645,725
Total capital assets being depreciated/amortized	121,360,184	3,016,043	(787,988)	123,588,239
Less accumulated depreciation/amortization for:				
Buildings and improvements	(34,892,013)	(2,262,062)	787,988	(36,366,087)
Infrastructure	(15,425,786)	(688,796)	-	(16,114,582)
Machinery, equipment and vehicles	(9,180,531)	(998,411)	-	(10,178,942)
Leased machinery, equipment and vehicles	(35,505)	(80,561)	-	(116,066)
Total accumulated depreciation/amortization	(59,533,835)	(4,029,830)	787,988	(62,775,677)
Total capital assets being depreciated/amortized, net	61,826,349	(1,013,787)	-	60,812,562
Total governmental activities capital assets, net	\$ 84,273,065	\$ 22,515	\$ (321,601)	\$ 83,973,979
<u>Business-type Activities: Water</u>				
Capital assets not being depreciated/amortized:				
Land	\$ 109,975	\$ -	\$ -	\$ 109,975
Construction in process	27,650	-	(27,650)	-
Total capital assets not being depreciated/amortized	137,625	-	(27,650)	109,975
Capital assets being depreciated/amortized:				
Buildings and improvements	1,180,156	-	-	1,180,156
Infrastructure	23,449,928	1,474,245	-	24,924,173
Machinery, equipment and vehicles	980,788	19,774	-	1,000,562
Leased machinery, equipment and vehicles	130,000	-	-	130,000
Total capital assets being depreciated/amortized	25,740,872	1,494,019	-	27,234,891
Less accumulated depreciation/amortization for:				
Buildings and improvements	(702,049)	(19,791)	-	\$ (721,840)
Infrastructure	(11,962,192)	(469,621)	-	(12,431,813)
Machinery, equipment and vehicles	(758,582)	(53,436)	-	(812,018)
Leased machinery, equipment and vehicles	(10,000)	(20,000)	-	(30,000)
Total accumulated depreciation/amortization	(13,432,823)	(562,848)	-	(13,995,671)
Total capital assets being depreciated/amortized, net	12,308,049	931,171	-	13,239,220
Total business-type activities capital assets, net	\$ 12,445,674	\$ 931,171	\$ (27,650)	\$ 13,349,195

Depreciation/amortization expense was charged to functions/programs as follows:

Governmental Activities:		Business-Type Activities:	
General government	\$ 83,720	Water	\$ 562,848
Public safety	1,094,189		<u>\$ 562,848</u>
Education	1,540,135		
Public works	1,032,295		
Health and human services	30,197		
Culture and recreation	249,294		
	<u>\$ 4,029,830</u>		

F. Temporary Debt

The Town is authorized to borrow on a temporary basis to fund the following:

Current Operating Costs – Prior to the collection of revenues, expenditures may be financed through the issuance of revenue (RANS) or tax anticipation notes (TANS).

Capital Projects and Other Approved Costs – Projects may be temporarily funded through the issuance of bond anticipation notes (BANS) or grant anticipation notes (GANS). In certain cases, prior to the issuance of these temporary notes, the governing body must take the necessary legal steps to authorize the issuance of the general obligation bonds. Temporary notes may not exceed the aggregate amount of bonds authorized or the grant award amount.

Temporary notes are general obligations of the Town and carry maturity dates that are limited by state law. Interest expenditures and expenses for temporary debt are accounted for in the general fund and enterprise funds, respectively.

Temporary notes outstanding at June 30, 2023, are payable as follows:

<u>Type</u>	<u>Interest Rate</u>	<u>Maturity Date</u>	<u>Beginning Balance</u>	<u>Additions</u>	<u>Retirements</u>	<u>Ending Balance</u>
BAN	0.45%	08/17/22	\$ 1,234,537	\$ -	\$ (1,234,537)	\$ -
BAN	3.50%	04/13/23		\$ 1,150,000	\$ (1,150,000)	-
BAN	4.25%	10/12/23	-	3,603,406	-	3,603,406
Total Governmental Notes			<u>1,234,537</u>	<u>4,753,406</u>	<u>(2,384,537)</u>	<u>3,603,406</u>
Total Temporary Notes Payable			<u>\$ 1,234,537</u>	<u>\$ 4,753,406</u>	<u>\$ (2,384,537)</u>	<u>\$ 3,603,406</u>

BAN's outstanding at year end were issued for a fire truck (\$550,000), school boilers (\$600,000), townhouse renovations (\$1,030,000), fire equipment (\$400,000) and water mains (\$1,023,406).

F. Long-Term Debt

The Town issues general obligation bonds and notes as well as leases to provide funds for the acquisition and construction of major capital facilities. General obligation bonds and notes have been issued for both governmental and business-type activities.

State law permits the Town, under the provisions of Chapter 44, Section 10, to authorize indebtedness up to a limit of 5% of its equalized valuation. Debt issued in accordance with this section of the law is designated as being "inside the debt limit." In addition, the Town may authorize debt in excess of that limit for specific purposes. Such debt, when issued, is designated as being "outside the debt limit".

The following reflects the current year activity in the Town's long-term liability accounts:

	Beginning Balance	Additions	Reductions	Ending Balance	Due Within One Year
<u>Governmental Activities:</u>					
General obligation bonds	\$ 24,660,000	\$ -	\$ (2,335,000)	\$ 22,325,000	\$ 1,078,000
Unamortized bond premium	1,103,947	-	(114,744)	989,203	104,620
Notes from direct borrowings and placements	782,594	-	(127,691)	654,903	142,207
Claims and judgements	227,346	-	(227,346)	-	-
Compensated absences	538,483	149,260	(63,804)	623,939	311,970
Net pension liability	25,520,159	9,633,157	(3,919,138)	31,234,178	-
Net other postemployment benefits liability	46,413,057	12,857,723	(17,558,112)	41,712,668	-
Total Governmental Activities	\$ 99,245,586	\$ 22,640,140	\$ (24,345,835)	\$ 97,539,891	\$ 1,636,797
<u>Business-type Activities: Water</u>					
General obligation bonds	\$ 2,910,000	\$ -	\$ (345,000)	\$ 2,565,000	\$ 342,000
Notes from direct borrowings and placements	111,454	-	(17,784)	93,670	18,094
Compensated absences	35,206	-	(11,296)	23,910	11,955
Net pension liability	914,644	345,253	(140,462)	1,119,435	-
Net other postemployment benefits liability	592,267	164,075	(224,056)	532,286	-
Total Business-type Activities: Water	\$ 4,563,571	\$ 509,328	\$ (738,598)	\$ 4,334,301	\$ 372,049

The governmental activities will be liquidated by the general fund. The business-type activities liabilities will be liquidated by the water enterprise fund.

Description of Issue	Interest Rate	Beginning Balance	Issuances	Maturities	Ending Balance
<u>Governmental Activities:</u>					
General Obligation Bonds	2.00 - 5.00%	\$ 23,363,000	\$ -	\$ (1,250,000)	\$ 22,113,000
Refunding Bonds	2.00 - 5.00%	1,297,000	-	(1,085,000)	212,000
Total General Obligation Bonds		24,660,000	-	(2,335,000)	22,325,000
Add: Unamortized bond premium		1,103,947	-	(114,744)	989,203
Total General Obligation Bonds, net		25,763,947	-	(2,449,744)	23,314,203
Massachusetts Clean Water Trust	0.00%	237,578	-	(30,097)	207,481
Capital financing	1.57 - 3.31%	545,016	-	(97,594)	447,422
Total notes from direct borrowings and placements		782,594	-	(127,691)	654,903
Total Governmental Activities debt		\$ 26,546,541	\$ -	\$ (2,577,435)	\$ 23,969,106
<u>Business-Type Activities - Water</u>					
General Obligation Bonds	2.00 - 5.00%	\$ 2,700,000	\$ -	\$ (300,000)	\$ 2,400,000
Refunding Bonds	5.00%	210,000	-	(45,000)	165,000
Total General Obligation Bonds, net		2,910,000	-	(345,000)	2,565,000
Capital financing	1.74%	111,454	-	(17,784)	93,670
Total notes from direct borrowings and placements		111,454	-	(17,784)	93,670
Total Business-type Activities - Water debt		\$ 3,021,454	\$ -	\$ (362,784)	\$ 2,658,670

Payments on long-term debt due in future years consist of the following:

Year Ending June 30	General Obligation Bonds		Direct Borrowings and Placements	
	Principal	Interest	Principal	Interest
<i>Governmental Activities</i>				
2024	\$ 1,078,000	\$ 786,113	\$ 142,207	\$ 8,892
2025	960,000	732,161	145,679	6,601
2026	985,000	684,163	143,933	4,334
2027	952,000	636,242	88,975	2,118
2028	925,000	589,938	70,904	754
2029-2033	4,925,000	2,338,973	63,205	-
2034-2038	5,295,000	1,592,796	-	-
2039-2043	5,340,000	794,975	-	-
2044-2047	1,865,000	116,900	-	-
Total	<u>\$ 22,325,000</u>	<u>\$ 8,272,261</u>	<u>\$ 654,903</u>	<u>\$ 22,699</u>
<i>Business-Type Activities: Water</i>				
2024	\$ 342,000	\$ 82,515	\$ 18,094	\$ 1,630
2025	340,000	69,065	18,408	1,315
2026	220,000	55,665	18,728	995
2027	223,000	48,190	19,054	669
2028	180,000	42,475	19,386	337
2029-2033	900,000	137,655	-	-
2034-2035	360,000	16,875	-	-
Total	<u>\$ 2,565,000</u>	<u>\$ 452,440</u>	<u>\$ 93,670</u>	<u>\$ 4,946</u>

Authorized and Unissued Debt - At June 30, 2023, the Town had authorized and unissued debt as follows:

Project	Amount
Land acquisition	\$ 2,172,000
Town house renovation	1,000,000
Fire tender	400,000
School feasibility study	950,000
Public safety radios	488,000
Dumpsite remediation	2,200,000
Total authorized and unissued	<u>\$ 7,210,000</u>

III. Other Information

A. Retirement System

Retirement System Description – The Town contributes to the Worcester Regional Retirement System (the “System”), a cost-sharing multiple-employer defined benefit pension plan established under Chapter 32 of the Commonwealth of Massachusetts General Laws (“MGL”) and administered by Worcester Regional Retirement Board (the “Board”). Standalone audited financial statements for the year ended December 31, 2022 were issued and may be obtained by writing to the Board at Worcester Regional Retirement System, 23 Midstate Drive, Auburn, MA 01501.

Membership – Membership in the System as of December 31, 2022, was as follows:

Retirees and beneficiaries currently receiving benefits	4,270
Active plan members	7,561
Inactive plan members	2,197
Total	<u>14,028</u>

Benefit Terms – Membership in the System is mandatory for all full-time employees and non-seasonal, part-time employees who, in general, regularly work more than twenty hours per week. Teachers and certain administrative personnel employed by the Town’s school department participate in a separate pension plan administered by the Massachusetts Teachers’ System, which is the legal responsibility of the Commonwealth of Massachusetts. Members of the System do not participate in the federal Social Security retirement system.

Massachusetts contributory retirement system benefits are uniform from retirement system to retirement system. The System provides for retirement allowance benefits up to a maximum of 80% of a participant’s highest three-year or five-year average annual rate of regular compensation, depending on the participant’s date of hire. Benefit payments are based upon a participant’s age, length of creditable service, level of compensation and job classification.

The most common benefits paid by the System include normal retirement, disability retirement and survivor benefits.

Normal retirement generally occurs at age 65. However, participants may retire after twenty years of service or at any time after attaining age 55, if hired prior to April 2, 2012 or at any time after attaining age 60 if hired on or after April 2, 2012. Participants with hire dates subsequent to January 1, 1978, must have a minimum of ten years’ creditable service in order to retire at age 55. Participants become vested after ten years of service. Benefits commencing before age 65 are provided at a reduced rate. Members working in certain occupations may retire with full benefits earlier than age 65.

Ordinary disability retirement is where a participant is permanently incapacitated from a cause unrelated to employment. Accidental disability retirement is where the disability is the result of an injury or illness received or aggravated in the performance of duty. The amount of benefits to be received in such cases is dependent upon several factors, including the age at which the disability retirement occurs, the years of service, average compensation and veteran status.

Survivor benefits are extended to eligible beneficiaries of participants whose death occurs prior to or following retirement.

Cost-of-living adjustments granted to members of Massachusetts retirement systems between 1981 and 1997 and any increases in other benefits imposed by the Commonwealth during those years have been the financial responsibility of the Commonwealth. Beginning in 1998, the funding of cost-of-living amounts became the responsibility of the participating units like the System.

The System may be amended or terminated in whole or in part at any time by the Massachusetts Legislature, provided that no such modification, amendment or termination shall be made that would deprive a current member of superannuation pension rights or benefits provided under applicable laws of Massachusetts, if such member has paid the stipulated contributions specified in sections or provisions of such laws. There were no significant changes to the System's benefit terms during the year ended December 31, 2022.

Contributions Requirements – The Town has elected provisions of Chapter 32, Section 22D (as amended) of Massachusetts General Laws, which require that a funding schedule be established to fully fund the pension plan by June 30, 2040. Under provisions of this law, participating employers are assessed their share of the total retirement cost based on the entry age, normal actuarial cost method.

The Town contributed \$2,558,307 to the System in fiscal year 2023, which equaled the actuarially-determined contribution requirement for the fiscal year.

Net Pension Liability – At June 30, 2023, the Town reported a liability of \$32,353,613 for its proportionate share of the net pension liability. The net pension liability was measured as of January 1, 2022 and the total pension liability used to calculate the net pension liability was determined by an actuarial valuation as of that date. These balances were updated by an independent actuary up to December 31, 2022. There were no material changes to the System's benefit terms since the actuarial valuation.

The Town's proportion of the net pension liability is based on a projection of the Town's long-term share of contributions to the System relative to the projected contributions of all employers. The Town's proportion was approximately 3.15% on December 31, 2022, which was consistent with the proportion of approximately 3.14% measured at December 31, 2021.

Pension Expense – The Town recognized \$3,462,324 in pension expense in the statement of activities in fiscal year 2023.

Deferred Outflows of Resources and Deferred Inflows of Resources – At June 30, 2023, the Town reported deferred outflows of resources and deferred inflows of resources related to pensions from the following sources:

	<u>Deferred Outflows of Resources</u>	<u>Deferred Inflows of Resources</u>
Differences between expected and actual experience	\$ -	\$ 990,103
Net differences between projected and actual earnings on pension plan investments	2,183,393	-
Changes of assumptions	1,714,501	-
Changes in proportion and differences between Town contributions and proportionate share of contributions	163,382	511,190
Total	<u>\$ 4,061,276</u>	<u>\$ 1,501,293</u>

The deferred outflows of resources and deferred inflows of resources are expected to be recognized in the Town's pension expense as follows:

Year Ended June 30,	<u>Amounts</u>
2023	\$ 182,323
2024	552,375
2025	646,283
2026	1,244,061
2027	(65,059)
Total	<u>\$ 2,559,983</u>

Discount Rate – The discount rate used to measure the total pension liability was 7.25%, which was consistent with prior year. The projection of cash flows used to determine the discount rate assumed plan member contributions were made at the current contribution rate and that employer contributions will be in accordance with Sections 22D and 22F of Chapter 32 of the Massachusetts General Laws.

Based on those assumptions, the pension plan's fiduciary net position was projected to be available to make all projected future benefit payments of current plan members. Therefore, the long-term expected rate of return on pension plan investments was applied to all periods of projected benefit payments to determine the total pension liability.

Actuarial Valuation – The measurement of the System’s total pension liability is developed by an independent actuary. The latest actuarial valuation was performed as of January 1, 2022.

The significant actuarial assumptions used in the January 1, 2022 actuarial valuation included:

Actuarial cost method	Entry Age Normal
Amortization method	Increasing dollar amount at 4%. Annual increase in appropriation is further limited to 9.95%
Remaining amortization period	14 years (2036), except for the 2002 and 2003 ERI which are 6 years (2028).
Asset valuation method	Market value - reduced by the sum of: 80% of gains and losses of the prior year reducing down 20% until the fourth prior year.
Investment rate of return / discount rate	7.25%, net of pension plan investment expense, including inflation
Projected salary increases	Group 1: 4.25 - 6.00%, based on service Group 4: 4.75 - 7.00%, based on service
Inflation rate	2.4% per year
Mortality rates:	
Healthy retiree	RP-2014 Blue Collar Mortality Table with full generational mortality improvement using Scale MP-2020.
Disabled retiree	RP-2014 Blue Collar Mortality Table with full generational mortality improvement using Scale MP-2020, set forward one year.

The long-term expected rate of return on pension plan investments was determined using a building-block method in which best-estimate ranges of expected future real rates of return (expected returns, net of pension plan investment expense and inflation) are developed for each major asset class.

These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentage and by adding expected inflation.

Best estimates of arithmetic real rates of return for each major asset class included in the pension plan’s target asset allocation as of December 31, 2022, are summarized in the following table:

<u>Asset Class</u>	<u>Target Allocation</u>	<u>Long-term Expected Real Rate of Return</u>
Global Equity	37%	4.74%
Fixed Income	15%	2.10%
Value-Added Fixed Income	8%	5.20%
Private Equity	16%	7.60%
Real Estate	10%	3.10%
Timber/Natural Resources	4%	4.40%
Hedge Funds	10%	3.90%

Sensitivity Analysis – The following presents the Town’s proportionate share of the net pension liability calculated using the discount rate of 7.25% as well as the Town’s proportionate share of the net pension liability using a discount rate that is one percentage point lower or one percentage point higher than the current rate:

	Discount Rate			
	Current Rate	1% Decrease	Current	1% Increase
Town proportionate share of net pension liability	7.25%	\$ 39,480,124	\$ 32,353,613	\$ 26,328,601

B. Massachusetts Teachers’ Retirement System

Teachers and certain administrative employees of the Town’s school department participate in the Massachusetts Teachers’ Retirement System (“MTRS”), a cost-sharing multiple employer defined benefit pension plan. MTRS is managed by the Commonwealth on behalf of municipal teachers and municipal teacher retirees. Like the Retirement System, MTRS was established under Chapter 32 of Massachusetts General Laws. The Commonwealth’s legislature has the authority to amend or modify the MTRS’s funding policies.

The Commonwealth is a nonemployer contributor to the MTRS and is legally responsible by statute for all actuarially determined employer contributions and future benefit requirements of the MTRS. Therefore, the Town is considered to be in a special funding situation as defined by GASB Statement No. 68, Accounting and Financial Reporting for Pensions.

For the year ended June 30, 2023, (measured as of June 30, 2022) the Commonwealth contributed \$3,560,489, to the MTRS on behalf of the Town. The Town’s proportionate share of the collective MTRS net pension liability at this reporting date was 0.169%, which was based on the actual, actuarially determined contribution made by the Commonwealth on behalf of the Town as a percentage of the total annual contribution made by the Commonwealth on behalf of all employers.

The table below presents the Town’s proportionate share of the following:

	Commonwealth	Paid (or assumed) On Behalf of the Town	Town portion
	Portion		
Net pension liability	43,796,566	(43,796,566)	-
Pension expense	3,602,695	(3,602,695)	-

The Town recognized \$3,602,695 in intergovernmental revenue and pension expense relative to this arrangement.

C. Other Postemployment Benefits (OPEB)

The Town administers a single-employer defined benefit healthcare plan (the “OPEB Plan”) that provides health, dental and life insurance benefits (other postemployment benefits) to retirees and their dependents/beneficiaries in accordance with Section 20 of Massachusetts General Law Chapter 32B.

An employee shall become eligible to retire under this plan upon the completion of 10 years of creditable service and the attainment of age 55 as an active member or with 20 years of service regardless of age.

Specific benefit provisions and contribution rates are established by collective bargaining agreements, state law and Town ordinance. All benefits are provided through the Town's premium-based insurance programs, and these include comprehensive medical insurance. The full cost of benefits is shared between the Town and retirees.

Employees Covered by Benefit Terms – The following employees were covered by the benefit terms as of June 30, 2023:

Active employees	350
Inactives currently receiving benefits	<u>184</u>
Total	<u><u>534</u></u>

Contributions – The contribution requirements of OPEB Plan members and the Town are established and may be amended by the Town. Retirees contributed 50% of the set premium for medical insurance during fiscal 2023. The remainder of the cost is funded from taxation.

The Town currently contributes enough money to the Plan to cover the annual costs in addition to \$250,000 per year towards the unfunded liability. The costs of administering the OPEB Plan are paid by the Town.

For the year ended June 30, 2023, the Town's average contribution rate was 6.71 of covered-employee payroll.

Net OPEB Liability – The Town's net OPEB liability was measured as of June 30, 2023, and the total OPEB liability used to calculate the net OPEB liability was determined by an actuarial valuation as of July 1, 2022, were as follows:

Total OPEB liability	\$ 45,281,382
Plan fiduciary net position	<u>(3,036,428)</u>
Net OPEB liability	<u><u>\$ 42,244,954</u></u>
Plan fiduciary net position as a percentage of the total OPEB liability	6.71%

The total OPEB liability in the most recent actuarial valuation was determined using the following key actuarial assumptions applied to all periods included in the measurement date, unless otherwise specified:

Investment Rate of Return	6.00%
Municipal Bond Rate	3.65%
Single Equivalent Discount Rate	5.59%
Inflation	2.50%
Health Care Trend Rate	8.0% for 2022, decreasing 0.5% per year to 6.0%, then grading down to an ultimate trend rate of 4.1%, utilizing the Society of Actuaries Gretzen Medical Trend Model. The ultimate medical inflation rate is reached in 2075.
Payroll Growth	3.5% per year
Pre-Retirement Mortality - <i>General and Public Safety Employees</i>	RP-2014 Blue Collar Employees Mortality Table, projected with generational mortality improvement using scale MP-2020
<i>Teachers</i>	PUB-2010 Teachers Headcount-Weighted Employee Mortality Table, base year 2010, projected with generational mortality using Scale MP-2021
Healthy Retiree Mortality - <i>General and Public Safety Employees</i>	RP-2014 Blue Collar Healthy Annuitant Mortality Table, projected with generational mortality improvement using scale MP-2020
<i>Teachers</i>	PUB-2010 Teachers Headcount-Weighted Retiree Mortality Table, base year 2010, projected with generational mortality using Scale MP-2021
Disabled Retiree Mortality - <i>General and Public Safety Employees</i>	RP-2014 Blue Collar Mortality Table, set forward one year with full generational mortality improvement using scale MP-2020
<i>Teachers</i>	PUB-2010 Teachers Headcount-Weighted Disabled Mortality Table, base year 2010, projected with generational mortality using Scale MP-2021

Key Changes in Assumptions – Discount rate was decreased from 6.05% to 5.59%. Other assumptions were also updated but were not significant.

Discount Rate – The discount rate used to measure the total OPEB liability was 5.59 % which was based on the long-term investment rate of return.

Long Term Expected Rate of Return – The long-term expected rate of return on OPEB Plan investments was determined using a building-block method in which best-estimate ranges of expected future real rates of return (expected returns, net of OPEB Plan investment expense and inflation) are developed for each major asset class.

These ranges are combined to produce the long-term expected rate of return by weighting the expected future real rates of return by the target asset allocation percentage and by adding expected inflation.

The target allocation and best estimates of arithmetic real rates of return were as reflected in the following table:

Asset Class	Target Allocation	Expected Investment Rate of Return
Domestic equity	34.00%	3.90%
International equity	22.00%	5.75%
Domestic fixed income	20.00%	1.39%
International fixed income	4.00%	1.21%
Alternatives	20.00%	3.14%
Cash and equivalents	0.00%	0.00%
	<u>100.00%</u>	

Sensitivity Analyses – The following presents the Town’s net OPEB liability as well as what the Town’s net OPEB liability would be if it were calculated using a discount rate that is 1.0% lower or 1.0% higher than the current discount rate as well as if the healthcare cost trend rates are 1% lower or higher than the current healthcare cost trend rates:

Net OPEB Liability	Discount Rate			
	Current Rate	1% lower	Current	1% greater
	5.59%	\$ 49,359,616	\$ 42,244,954	\$ 36,500,856

Net OPEB Liability	Health Care Rate			
	Current Rate	1% lower	Current	1% greater
	8.0% trending to 4.1%	\$ 35,521,734	\$ 42,244,954	\$ 50,788,664

Changes in the Net OPEB Liability – The following table summarizes the changes in the net OPEB liability for the year ended June 30, 2023:

	Total OPEB Liability (a)	Plan Fiduciary Net Position (b)	Net OPEB Liability (a) - (b)
Balances at June 30, 2022	\$ 49,570,491	\$ 2,565,167	\$ 47,005,324
Changes for the year:			
Service cost	\$ 1,628,317	\$ -	\$ 1,628,317
Interest	3,051,857	-	3,051,857
Changes in assumptions	4,480,246	-	4,480,246
Employer contributions	-	1,759,778	(1,759,778)
Benefit payments withdrawn from trust	-	(1,509,778)	1,509,778
Net investment income	-	221,261	(221,261)
Benefit payments	(1,509,778)	-	(1,509,778)
Net changes	<u>5,567,660</u>	<u>471,261</u>	<u>5,096,399</u>
Balances at June 30, 2023	<u>\$ 55,138,151</u>	<u>\$ 3,036,428</u>	<u>\$ 52,101,723</u>

OPEB Expense and Deferred Outflows/Inflows of Resources Related to OPEB – For the year ended June 30, 2023, the Town recognized OPEB income of \$4,516,094. Deferred outflows of

resources and deferred inflows of resources related to OPEB at June 30, 2023, were reported as follows:

	Deferred Outflows of Resources	Deferred Inflows of Resources
Changes in assumptions	\$ 8,725,391	\$ 3,758,036
Differences between actual and expected experience	4,135,064	3,241,004
Differences between expected and actual earnings	161,343	-
Totals	<u>\$ 13,021,798</u>	<u>\$ 6,999,040</u>

Amounts reported as deferred outflows of resources and deferred inflows of resources related to OPEB will be recognized in OPEB expense (benefit) as follows:

June 30,	Amount
2024	\$ 688,658
2025	895,117
2026	1,649,360
2027	1,896,897
2028	660,984
Thereafter	<u>231,742</u>
Total	<u>\$ 6,022,758</u>

Investment Custody – In accordance with Massachusetts General Laws, the Town Treasurer is the custodian of the OPEB Plan and since the Town has not designated a Board of Trustees, the Town Treasurer is also the Trustee and as such is responsible for the general supervision of the management, investment and reinvestment of the OPEB Plan assets. OPEB Plan assets may be invested and reinvested by the custodian consistent with the prudent investor rule established in Chapter 203C and may, with the approval of the State Retiree Benefits Trust Fund Board of Trustees, be invested in the State Retiree Benefits Trust Fund established in Section 24 of Chapter 32A. OPEB Plan assets must be segregated from other funds and not be subject to the claims of any general creditor of the Town.

Investment Policy – The OPEB Plan follows the same investment policies that apply to all other Town Trust funds. Notably it can be invested in accordance with State Statutes that govern Trust investments including PRIM which is an external investment pool managed by the State.

Investment Rate of Return – For the year ended June 30, 2023, the annual money-weighted rate of return on investments, net of investment expense, was 7.92%. The money-weighted rate of return expresses investment performance, net of investment expense, adjusted for the changing amounts actually invested.

D. Risk Financing

The Town is exposed to various risks of loss related to torts: theft of, damage to and destruction of assets; errors and omissions; and natural disasters for which the Town carries commercial insurance. The amount of claim settlements has not exceeded insurance coverage in any of the previous three years. The Town participates in a premium-based health care plan for its active and retired employees.

E. Commitments and Contingencies

General – During its day-to-day operations, the Town is party to certain legal claims, which are subject to many uncertainties, and the outcome of individual litigation matters in these situations cannot be reasonably estimated. Although the amount of liability, if any, in these situations at June 30, 2023, cannot be determined, management believes that the resulting liability, if any, should not materially affect the basic financial statements of the Town at June 30, 2023.

Grant Compliance – Amounts received or receivable from grantor agencies are subject to audit and adjustment by grantor agencies, principally the federal and state governments. Any disallowed claims, including amounts already collected, may constitute a liability of the applicable funds. The amount, if any, of expenditures which may be disallowed by the grantor cannot be determined at this time although the Town expects such amounts, if any, would not have a material effect on its financial condition.

Arbitrage – The Town is subject to certain Federal arbitrage laws in accordance with long-term borrowing agreements. Failure to comply with the rules could result in the payment of penalties. The Town does not believe it has failed to comply with any of these agreements.

F. Implementation of GASB Pronouncements

Current Year Implementations

In May 2019, the GASB issued GASB Statement No. 91, *Conduit Debt Obligations*. The objective of this Statement was to standardize the reporting of conduit debt obligations by issuers by clarifying the existing definition of conduit debt obligation, among other matters. As amended, the provisions of this Statement became effective for financial reporting periods beginning after December 15, 2021 (fiscal year 2023). The adoption of this standard did not have a material impact on the Town's financial statements.

In March 2020, the GASB issued GASB Statement No. 94, *Public-Private and Public-Public Partnerships and Availability Payment Arrangements*. The objective of this Statement was to improve financial reporting by addressing issues related to public-private and public-public partnership arrangements. The provisions of this Statement became effective for financial reporting periods beginning after June 15, 2022 (fiscal year 2023). The adoption of this standard did not have a material impact on the Town's financial statements.

In May 2020, the GASB issued GASB Statement No. 96, *Subscription-Based Information Technology Arrangements*. The objective of this Statement was to address accounting for subscription-based information technology arrangements to government end users based on the standards established in Statement No. 87, as amended. The provisions of this Statement became effective for financial reporting periods beginning after June 15, 2022 (fiscal year 2023). The adoption of this standard did not have a material impact on the Town's financial statements.

Future Implementations –

In June 2022, the GASB issued GASB Statement No. 100, *Accounting Changes and Error Corrections – An Amendment of GASB Statement No 62*. The objective of this Statement is to enhance accounting and financial reporting requirements for accounting changes and error corrections to provide more understandable, reliable, relevant, consistent and comparable information for decision making or assessing accountability. The provisions of this Statement are effective for financial reporting periods beginning after June 15, 2023 (fiscal year 2024). The

Town is currently evaluating whether adoption will have a material impact on the financial statements.

In June 2022, the GASB issued GASB Statement No. 101, *Compensated Absences*. The objective of this Statement is to update the recognition and measurement guidance for compensated absences by aligning the recognition and measurement guidance under a unified model and by amending certain previously required disclosures. The provisions of this Statement are effective for financial reporting periods beginning after December 15, 2023 (fiscal year 2025). The Town is currently evaluating whether adoption will have a material impact on the financial statements.

TOWN OF SOUTHBOROUGH, MASSACHUSETTS

REQUIRED SUPPLEMENTARY INFORMATION - PENSIONS
YEAR ENDED JUNE 30, 2023

SCHEDULE OF THE TOWN'S PROPORTIONATE SHARE OF THE NET PENSION LIABILITY

	Year Ended June 30,								
	2023	2022	2021	2020	2019	2018	2017	2016	2015
Town's proportion of the net pension liability (asset)	3.15%	3.14%	3.23%	3.22%	3.19%	3.19%	3.15%	3.14%	3.23%
Town's proportionate share of the net pension liability (asset)	\$ 32,353,613	\$ 26,434,803	\$ 28,636,460	\$ 28,636,460	\$ 28,943,244	\$ 25,973,383	\$ 26,413,514	\$ 22,303,912	\$ 19,222,393
Town's covered payroll	\$ 10,715,927	\$ 10,275,823	\$ 10,365,406	\$ 9,585,231	\$ 9,054,955	\$ 9,256,067	\$ 9,476,910	\$ 9,430,382	\$ 7,982,132
Town's proportionate share of the net pension liability (asset) as a percentage of its covered payroll	301.92%	257.25%	276.27%	298.76%	319.64%	280.61%	278.71%	236.51%	240.82%
Plan fiduciary net position as a percentage of the total pension liability	48.20%	56.20%	50.30%	47.36%	43.05%	46.40%	42.00%	44.52%	47.94%

SCHEDULE OF THE TOWN CONTRIBUTIONS TO PENSION PLAN

	Year Ended June 30,								
	2022	2022	2021	2020	2019	2018	2017	2016	2015
Actuarially determined contribution	\$ 2,558,308	\$ 2,321,536	\$ 2,170,625	\$ 1,958,833	\$ 1,777,093	\$ 1,611,713	\$ 1,531,807	\$ 1,413,574	\$ 1,276,578
Contributions in relation to the actuarially determined contribution	<u>2,558,308</u>	<u>2,321,536</u>	<u>2,170,625</u>	<u>1,958,833</u>	<u>1,777,093</u>	<u>1,611,713</u>	<u>1,531,807</u>	<u>1,413,574</u>	<u>1,276,578</u>
Contribution deficiency (excess)	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
Town's covered payroll	\$ 10,715,927	\$ 10,275,823	\$ 10,365,406	\$ 9,585,231	\$ 9,054,955	\$ 9,256,067	\$ 9,476,910	\$ 9,430,382	\$ 7,982,132
Contributions as a percentage of covered payroll	23.87%	22.59%	20.94%	20.44%	19.63%	17.41%	16.16%	14.99%	15.99%

This schedule is presented to illustrate the requirement to show information for ten years. However, until a full ten-year trend is compiled, information is presented for those years in which information is available.

See accompanying independent auditors' report.

TOWN OF SOUTHBOROUGH, MASSACHUSETTS

REQUIRED SUPPLEMENTARY INFORMATION - PENSIONS
YEAR ENDED JUNE 30, 2023

SCHEDULE OF THE COMMONWEALTH'S COLLECTIVE SHARE OF THE NET PENSION LIABILITY
MASSACHUSETTS TEACHER'S RETIREMENT SYSTEM
(dollar amounts are in thousands)

	Year Ended June 30,								
	2022	2021	2020	2019	2018	2017	2016	2015	2014
Commonwealth's proportion of the collective net pension liability (asset)	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Town's proportion of the collective net pension liability (asset)	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Commonwealth's proportionate share of the net pension liability (asset)	\$ 25,888,138	\$ 22,706,876	\$ 28,544,844	\$25,214,020	\$ 23,711,289	\$ 22,885,391	\$ 22,357,928	\$ 20,489,643	\$ 15,896,354
Commonwealth's actuarially determined contribution	\$ 2,104,604	\$ 1,748,483	\$ 1,553,433	\$1,443,710	\$ 1,314,783	\$ 1,235,515	\$ 1,124,583	\$ 1,021,930	\$ 937,379

Contributions to MTRS are the responsibility of the Commonwealth of Massachusetts.

This schedule is presented to illustrate the requirement to show information for ten years. However, until a full ten-year trend is compiled, information is presented for those years in which information is available.

See accompanying independent auditor's report.

TOWN OF SOUTHBOROUGH, MASSACHUSETTS

**REQUIRED SUPPLEMENTARY INFORMATION - UNAUDITED
YEAR ENDED JUNE 30, 2023**

**SCHEDULE OF CHANGES IN NET OPEB LIABILITY AND RELATED RATIOS
LAST 10 FISCAL YEARS**

	June 30						
	2023	2022	2021	2020	2019	2018	2017
Total OPEB liability:							
Service cost	\$ 1,628,317	\$ 1,683,692	\$ 931,942	\$ 889,551	\$ 1,102,359	\$ 1,408,106	\$ 1,414,513
Interest	3,051,857	2,865,258	2,182,825	2,206,645	1,984,110	1,894,830	1,255,435
Changes in benefit terms	(9,856,769)	-	-	-	-	-	-
Difference between expected and actual experience	(2,082,982)	-	6,649,997	(3,592,503)	-	2,242,713	6,017,400
Changes in assumptions	4,480,246	(3,204,882)	8,145,723	83,922	(6,007,783)	-	-
Benefit payments	(1,509,778)	(1,604,815)	(1,458,469)	(1,231,651)	(1,255,235)	(1,169,027)	(688,801)
Net change in total OPEB liability	(4,289,109)	(260,747)	16,452,018	(1,644,036)	(4,176,549)	4,376,622	7,998,547
Total OPEB liability - beginning of year	49,570,491	49,831,238	33,379,220	35,023,256	39,199,805	34,823,183	26,824,636
Total OPEB liability - end of year (a)	<u>\$ 45,281,382</u>	<u>\$ 49,570,491</u>	<u>\$ 49,831,238</u>	<u>\$ 33,379,220</u>	<u>\$ 35,023,256</u>	<u>\$ 39,199,805</u>	<u>\$ 34,823,183</u>
Plan fiduciary net position:							
Contributions - employer	\$ 1,759,778	\$ 1,854,815	\$ 1,708,469	\$ 1,481,651	\$ 1,505,235	\$ 1,419,027	\$ 938,801
Net investment income	221,261	(399,465)	609,270	35,991	78,416	66,625	67,927
Benefit payments	(1,509,778)	(1,604,815)	(1,458,469)	(1,231,651)	(1,255,235)	(1,169,027)	(688,801)
Net change in Plan fiduciary net position	471,261	(149,465)	859,270	285,991	328,416	316,625	317,927
Plan fiduciary net position - beginning of year	2,565,167	2,714,632	1,855,362	1,569,371	1,240,955	924,330	606,403
Plan fiduciary net position - end of year (b)	<u>\$ 3,036,428</u>	<u>\$ 2,565,167</u>	<u>\$ 2,714,632</u>	<u>\$ 1,855,362</u>	<u>\$ 1,569,371</u>	<u>\$ 1,240,955</u>	<u>\$ 924,330</u>
Net OPEB liability (asset) - end of year (a) - (b)	<u>\$ 42,244,954</u>	<u>\$ 47,005,324</u>	<u>\$ 47,116,606</u>	<u>\$ 31,523,858</u>	<u>\$ 33,453,885</u>	<u>\$ 37,958,850</u>	<u>\$ 33,898,853</u>
Plan fiduciary net position as a percentage of the total OPEB liability	6.71%	5.17%	5.45%	5.56%	4.48%	3.17%	2.65%
Covered-employee payroll	\$ 26,232,855	\$ 25,627,949	\$ 24,234,544	\$ 23,409,824	\$ 22,223,655	\$ 21,576,364	\$ 19,326,334
Net OPEB liability/(asset) as a percentage of covered-employee payroll	161.04%	183.41%	194.42%	134.66%	150.53%	175.93%	175.40%

Note: This schedule is presented to illustrate the requirement to show information for 10 years. However, until a full 10-year trend is compiled, information is presented for those years in which information is available.

See independent auditors' report.

TOWN OF SOUTHBOROUGH, MASSACHUSETTS

**REQUIRED SUPPLEMENTARY INFORMATION - UNAUDITED
YEAR ENDED JUNE 30, 2023**

**SCHEDULE OF CONTRIBUTIONS
LAST 10 FISCAL YEARS**

	June 30						
	2022	2022	2021	2020	2019	2018	2017
Actuarially-determined contribution	\$ 5,159,967	\$ 5,075,423	\$ 3,406,099	\$ 3,156,233	\$ 3,451,305	\$ 3,135,467	\$ 2,954,779
Contributions in relation to the actuarially-determined contribution	(1,759,778)	(1,854,815)	(1,708,469)	(1,481,651)	(1,505,235)	(1,419,027)	(938,801)
Contribution deficiency (excess)	<u>\$ 3,400,189</u>	<u>\$ 3,220,608</u>	<u>\$ 1,697,630</u>	<u>\$ 1,674,582</u>	<u>\$ 1,946,070</u>	<u>\$ 1,716,440</u>	<u>\$ 2,015,978</u>
Covered-employee payroll	\$ 26,232,855	\$ 25,627,949	\$ 24,234,544	\$ 23,409,824	\$ 22,223,655	\$ 21,576,364	\$ 19,326,334
Contribution as a percentage of covered-employee payroll	6.71%	7.24%	7.05%	6.33%	6.77%	6.58%	4.86%
Valuation Date	July 1, 2022						
Amortization Period	30 years						
Investment Rate Of Return	6.00%						
Municipal Bond Rate	3.65%						
Single Equivalent Discount Rate	5.59%						
Inflation	2.50%						
Healthcare cost trend rates	8.0% to 6.0%						
Payroll Growth	3.50%						
Actuarial Cost Method	Individual Entry Age Normal						
Asset Valuation Method	Market Value of Assets as of Reporting Date						

**SCHEDULE OF INVESTMENT RETURNS
LAST 10 FISCAL YEARS**

	June 30						
	2022	2022	2021	2020	2019	2018	2017
Annual money-weighted rate of return, net of investment expense	-13.56%	-13.56%	29.26%	2.00%	5.34%	6.76%	8.37%

Note: These schedules are presented to illustrate the requirement to show information for 10 years. However, until a full 10-year trend is compiled, information is presented for those years in which information is available.

See independent auditors' report.

TOWN OF SOUTHBOROUGH, MASSACHUSETTS

**SCHEDULE OF REVENUES, EXPENDITURES AND CHANGES IN FUND BALANCE
BUDGET AND ACTUAL - GENERAL FUND
YEAR ENDED JUNE 30, 2023**

	Budgeted Amounts		Actual		Actual	Variance
	Original	Final	Budgetary	Encumbrances	Budgetary	Postive
	Budget	Budget	Amounts		Adjusted	(Negative)
Revenues						
Real estate and personal property taxes, net	\$ 47,396,974	\$ 47,396,974	\$ 47,798,509	\$ -	\$ 47,798,509	\$ 401,535
Intergovernmental	4,605,034	4,605,034	4,651,068	-	4,651,068	46,034
Motor vehicle and other excises	2,325,500	2,325,500	2,961,090	-	2,961,090	635,590
Departmental and other revenue	992,025	992,025	1,090,302	-	1,090,302	98,277
Licenses and permits	455,000	455,000	1,105,331	-	1,105,331	650,331
Penalties and interest on taxes	60,000	60,000	75,902	-	75,902	15,902
Fines and forfeitures	60,000	60,000	75,163	-	75,163	15,163
Investment income	55,000	55,000	324,341	-	324,341	269,341
Total Revenues	55,949,533	55,949,533	58,081,706	-	58,081,706	2,132,173
Expenditures						
General government	4,839,106	4,839,106	4,283,289	297,467	4,580,756	258,350
Public safety	5,435,674	5,435,674	5,222,547	40,663	5,263,210	172,464
Education	31,572,411	31,572,411	31,041,944	490,308	31,532,252	40,159
Public works	4,326,428	4,326,428	2,995,890	1,170,077	4,165,967	160,461
Health and human services	927,034	927,034	890,386	-	890,386	36,648
Culture and recreation	751,366	751,366	734,816	1,500	736,316	15,050
Pensions and fringe benefits	8,978,909	8,978,909	8,840,233	101,049	8,941,282	37,627
State and county tax assessments	266,491	266,491	252,720	-	252,720	13,771
Debt service	3,142,134	3,142,134	3,081,972	-	3,081,972	60,162
Total Expenditures	60,239,553	60,239,553	57,343,797	\$ 2,101,064	59,444,861	794,692
Other Financing Sources (Uses)						
Transfers in	1,055,700	1,055,700	833,775		833,775	(221,925)
Transfers out	(250,000)	(250,000)	(250,000)		(250,000)	-
Total Other Financing Sources (Uses)	805,700	805,700	583,775		583,775	(221,925)
Excess (Deficiency) of Revenues and Other Financing Sources Over Expenditures and Other Financing Uses Of Prior Year Budgetary Fund Balance	(3,484,320)	(3,484,320)	\$ 1,321,684		\$ (779,380)	\$ 2,704,940
Other Budgetary Items						
Use of free cash (unassigned fund balance)	1,681,761	1,681,761				
Use of overlay surplus	279,201	279,201				
Prior year encumbrances	1,523,426	1,523,426				
Prior year appropriation deficits	(68)	(68)				
	\$ -	\$ -				

See notes to the required supplementary information of this schedule.

See accompanying independent auditors' report.

TOWN OF SOUTHBOROUGH, MASSACHUSETTS

NOTES TO REQUIRED SUPPLEMENTARY INFORMATION YEAR ENDED JUNE 30, 2023

I. Budgetary Basis of Accounting

Budgetary Information – An annual budget is legally adopted for the General Fund. Financial orders are initiated by department heads, recommended by the Town Manager and approved by the Select Board. Expenditures may not legally exceed appropriations at the department level. Department heads may transfer, without Town Meeting approval, appropriation balances from one expenditure account to another within their department or budget. Town Meeting, however, must approve any transfer of unencumbered appropriation balances between departments. At the close of each fiscal year, unencumbered appropriation balances lapse or reverts to unassigned fund balance.

The Town adopts an annual budget for the general fund in conformity with the guidelines described above. During fiscal year 2023, Town Meeting approved subsequent changes between appropriations that did not materially impact the total budget. The Town Accountant has the responsibility to ensure that budgetary control is maintained in the manner in which the appropriations were voted by Town Meeting. Budgetary control is exercised through the Town's accounting system.

Budgetary-to-GAAP Reconciliation – The Town's general fund is prepared on a basis of accounting other than GAAP. A reconciliation of the budgetary-basis to GAAP-basis results for the General Fund for the fiscal year ended June 30, 2023, is as follows:

	Basis of Accounting Differences	Fund Perspective Differences	Total
Revenues on a budgetary basis			\$ 58,081,706
Stabilization revenues	\$ -	\$ 19,530	19,530
MTRS on-behalf payment	3,602,695	-	3,602,695
Revenues on a GAAP basis	<u>\$ 3,602,695</u>	<u>\$ 19,530</u>	<u>\$ 61,703,931</u>
Expenditures on a budgetary basis			\$ 57,401,958
OPEB transfer	\$ -	\$ 250,000	250,000
BAN paydown transfer	(58,161)	-	(58,161)
Enterprise indirect costs	(216,133)	-	(216,133)
MTRS on-behalf payment	3,602,695	-	3,602,695
Expenditures on a GAAP basis	<u>\$ 3,328,401</u>	<u>\$ 250,000</u>	<u>\$ 60,980,359</u>
Net other financing sources (uses) on a budgetary basis			\$ 583,775
OPEB transfer	\$ -	\$ 250,000	250,000
BAN paydown transfer	(58,161)	-	(58,161)
Enterprise indirect costs	(216,133)	-	(216,133)
Net other financing sources (uses) on a GAAP basis	<u>\$ (274,294)</u>	<u>\$ 250,000</u>	<u>\$ 559,481</u>