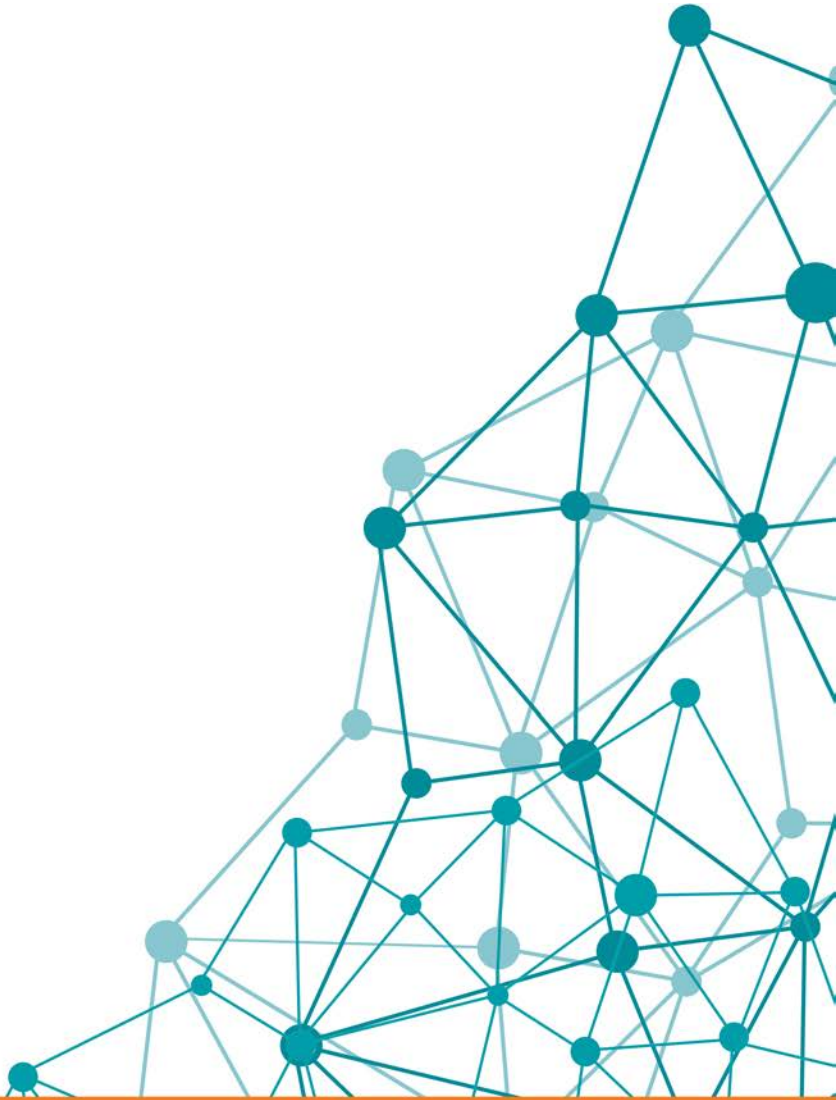
Woodbridge Municipal Fiscal Health Analysis

Prepared for Town of Woodbridge
Prepared by Connecticut Economic Resource Center, Inc.

February 2019



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INTRODUCTION

Connecticut is dealing with multiple challenges at the state level, including state budget deficits, continuing weakness in the housing market, and an aging declining population. These problems are trickling down to local jurisdictions, both directly (such as declining state aid to municipalities and reduced public service provision at the state level) and indirectly (declining property tax revenues or increasing tax rates as values decline).

The following Fiscal Health Analysis was developed help the Town of Woodbridge understand its own fiscal situation and to help it prepare for potential future challenges. This analysis considers how the town's current grand list, public services, and demographics have changed over time, and how they compare to a set of similar towns. It also explores how certain policy changes may impact the town's budget over time.

The goal of this exercise is to help the town make the budget and planning process more data-oriented; to help Woodbridge understand how their fiscal situation compares to similar municipalities; to model hypothetical budget scenarios so the Town can understand how its decisions today can impact its future financial picture; and to allow the town to identify policies that would help strengthen its future fiscal health.

APPROACH

CERC assessed Woodbridge's fiscal health in two phases:

Phase 1 evaluates the town's fiscal health compared to similar towns in the state. The purpose of this stage is to highlight which areas of growth and potential challenges are due to larger macro trends, and which might be particular to Woodbridge. The comparison can also serve as a barometer to identify how Woodbridge is faring financially as compared to similar towns, and in what areas the town might improve. This comparison involved an analysis of demographic trends in the town, including school enrollment; public expenditures, by category and overall; and an analysis of the net grand list, which is the basis for property taxation, the primary source of revenue for towns.

Phase 2 utilizes the findings from phase 1 to model a series of scenarios, projecting the fiscal situation of Woodbridge 10 years into the future (1) if there are no changes to current trends; (2) if state education funding decreased; (3) if the Woodbridge, Orange, Bethany, and Region #5 (Amity) school districts were combined into one regional school district; and (4) if the commercial, industrial and public utility portion of the grand list were grown more quickly. This exercise showcases the data points that explain the relationship between the grand list, public expenditures, and demographics.

COMPARISON TOWNS

Introduction

As a first step in the Fiscal Health Analysis for the Town of Woodbridge, a list of comparison towns was developed. The goal was to identify towns and cities that were similar to Woodbridge on various characteristics, which would enable the town to evaluate its fiscal performance relative to similar municipalities. This information would also provide benchmarks that would allow the town to make its budget and planning process more data-oriented.

The key findings from this analysis are:

- Since 2000, the portion of Woodbridge's population under age 18 has decreased and the portion 65 and over has increased.
- Household incomes and jobs have both increased since 2009 and 2010, respectively, and the unemployment rate is low.
- The fiscal challenges instigated by a decreasing net grand list are similar to those experienced across the state; Woodbridge's mill rate started slightly higher than some comparison towns, but the town experienced a smaller rise than other towns.
- Both school and non-educational expenses per capita were slightly higher than average, but not significantly out of line with those of similar towns.

Methodology and Matrix Development

To identify towns that were comparable to Woodbridge, CERC first developed a series of town-level data points that represented the town's principal concerns, then collected the data for each of the other 168 towns and cities in Connecticut. Jurisdictions that were similar to Woodbridge, which was usually defined as in the same grouping or within one standard deviation, received a point for each similarity. There were 10 total points available. No jurisdictions matched Woodbridge's characteristics on all 10 or on 9 of the data points, but two towns matched 8 characteristics and seven towns matched 7 characteristics. (See Table 1 for the results of these comparisons, and Appendix A for the full results.) Woodbridge's leadership team also identified eight other towns that they felt were comparable to Woodbridge, but which did not meet the 7 point threshold. The data points used for comparison are discussed below, followed by the analysis of Woodbridge's performance relative to the nine comparable towns and eight selected other towns on a variety of indicators.

Table 1: Woodbridge Comparison Towns and Selected Other Towns

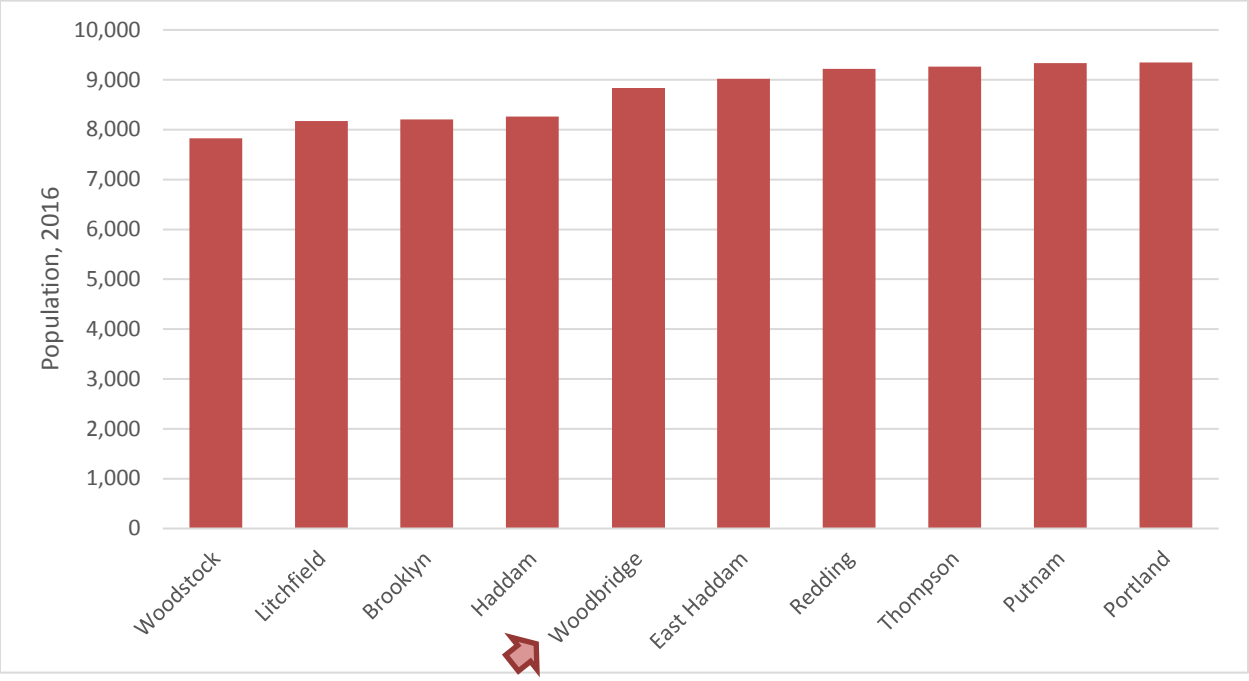
Town	**Population in 2016[A]**	**% of population age 19 and under[B]**	**% of population over age 65[B]**	**Land area in square miles[B]**	**Share of ENGL from residential[B]**	**Share of ENGL from CIP[C]**	**Decrease in ENGL over past five years[D]**	**Same DRG**	**Regional public school district[D]**	**Town input[E]**	**Total (out of 10)**
Comparison Towns											
Woodbridge	8,842	27%	23%	18.8	81%	7%	Decrease	B	RD 5	X	10
Bethany		1		1	1	1	1	1	1	1	8
Middlebury	1	1	1	1	1	1	1		1		8
Beacon Falls	1	1		1	1	1	1		1		7
Essex	1			1	1	1	1	1	1		7
Madison		1	1		1	1	1	1		1	7
Marlborough	1	1		1	1	1		1	1		7
Old Lyme	1		1	1	1	1	1		1		7
Redding	1	1	1		1	1	1		1		7
Sherman		1	1	1	1	1	1	1			7
Selected Other Towns											
Orange		1	1	1				1	1	1	6
Westbrook	1		1	1	1	1	1				6
Newtown		1			1	1	1	1			5
Ridgefield		1			1	1	1			1	5
Simsbury		1			1	1	1	1			5
Westport		1		1	1	1					4
West Hartford		1		1	1						3
Weston				1		1				1	3

[A] Towns and cities were awarded 1 point if population was between 6,000 to 10,000.
[B] Towns and cities were awarded 1 point if indicator was within one standard deviation of Town of Woodbridge.
[C] Towns and cities were awarded 1 point if indicator was 16% or less.
[D] Towns and cities were awarded 1 point if indicator was the same as for Town of Woodbridge.
[E] Towns and cities were awarded 1 point if Town leadership identified jurisdiction as similar to Town of Woodbridge.

Population in 2016

A jurisdiction's population size identifies how many people the local government needs to serve – a larger population usually indicates the need for more services. The U.S. Census Bureau estimated that Woodbridge's 2016 population was 8,842.[1] Jurisdictions were considered similar to Woodbridge on this indicator if their population in 2016 was estimated at between 6,000 to 10,000. Twenty-six jurisdictions met this criterion (Figure 1) and therefore were given one point as a comparable town.

Figure 1: Towns and Cities with Population Similar to Woodbridge



Source: U.S. Census Bureau, American Community Survey Five Year Estimates, 2012-2016.

Percent of Population Age 19 and Under

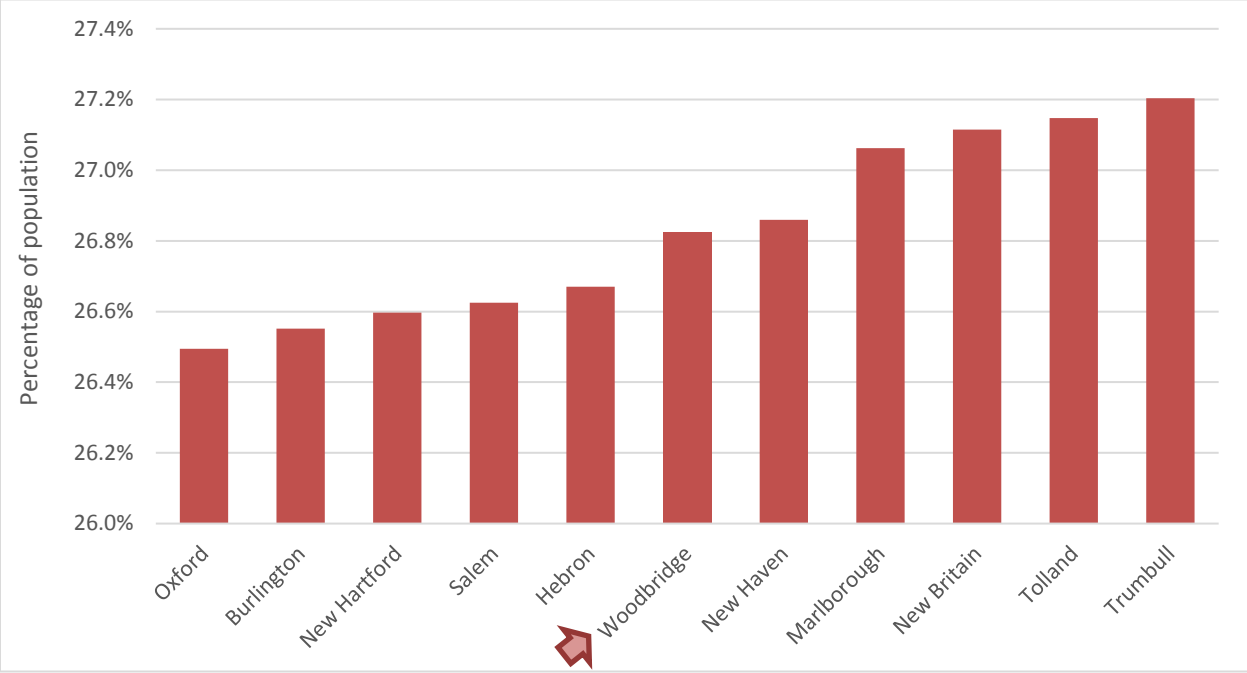
In addition to the nominal size of the entire population, population needs vary based on the share of the population that comes from specific age groups. Towns and cities with a larger youth population, defined as the share of the population age 19 and under, may need more schools, libraries, playgrounds, and other services than a town with an older population. A larger share of the population under age 20 is also likely to have a smaller working age population, which means

[1] U.S. Census Bureau, American Community Survey Five Year Estimates, 2012-2016.

fewer people with household earnings they can use to consume housing and other goods. It may also indicate a need for larger housing, to house these youths and their families.

The U.S. Census Bureau estimated that 27% of Woodbridge's population was age 19 and under in 2016. In the state overall, 24% of the population was estimated as age 19 and under. In 84 towns and cities the youth population within one standard deviation of Woodbridge's share (Figure 2).[2]

Figure 2: Towns and Cities with Population Age 19 and Under Similar to Share in Woodbridge



Source: U.S. Census Bureau, American Community Survey Five Year Estimates, 2012-2016.

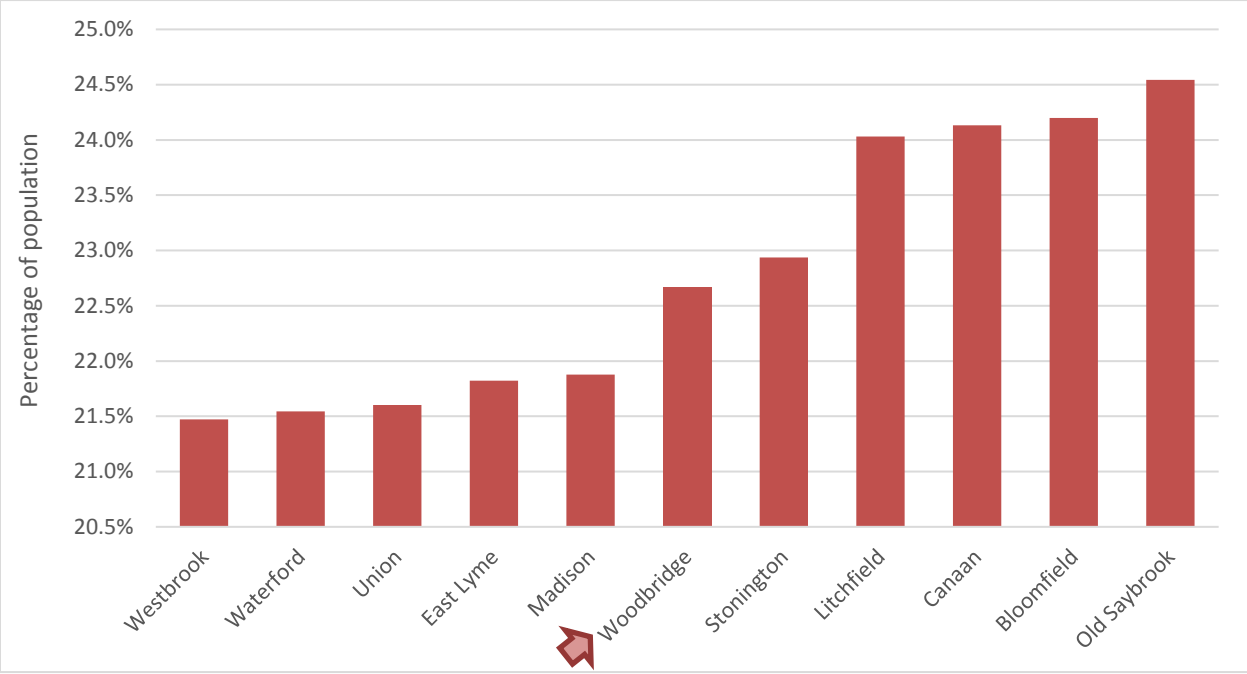
Percent of Population Over Age 65

Jurisdictions with a larger share of the population over age 65 will also need to supply a different mix of services than jurisdictions with a working age population. In addition, these individuals are likely not working, and so have somewhat of a fixed income, although there can be great variation in these incomes due to their earnings while of working age. Moreover, towns and cities may need to adjust their housing mix as this population may be looking to downsize as their children move out.

[2] U.S. Census Bureau, American Community Survey Five Year Estimates, 2012-2016.

The U.S. Census Bureau estimated that 23% of Woodbridge's population was over age 65 in 2016.[3] This is substantially larger than 17% of the state's population that was over age 65. Thirty-six towns and cities had a population over age 65 that was within one standard deviation of the share in Woodbridge.

Figure 3: Towns and Cities with Population Over Age 65 Similar to Share in Woodbridge



Source: U.S. Census Bureau, American Community Survey Five Year Estimates, 2012-2016.

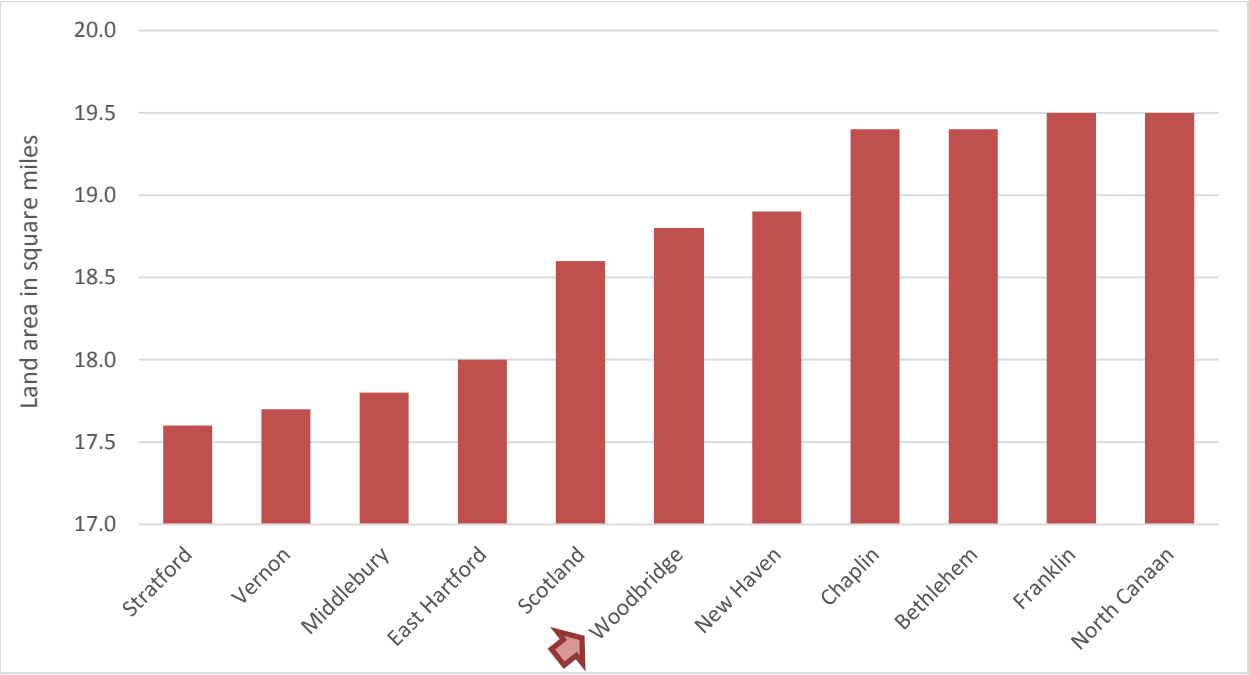
Land Area in Square Miles

Towns and cities that are geographically bigger may need to provide a larger quantity of services due to more lane miles, more vacant land, or more development. These services could include additional snow removal trucks, more busses for public school students due to longer travel times, or more police or fire stations.

Woodbridge is one of Connecticut's smaller towns in land area, as it has 18.8 square miles of land, which is less than 0.4% of total land area in the state. Woodbridge thus ranks 43rd in size among the state's 169 jurisdictions. Ninety-six towns and cities have a land area within one standard deviation of Woodbridge's size (Figure 4).

[3] U.S. Census Bureau, American Community Survey Five Year Estimates, 2012-2016.

Figure 4: Towns and Cities with Land Area Similar to Woodbridge's Size



Source: U.S. Census Bureau, American Community Survey Five Year Estimates, 2012-2016.

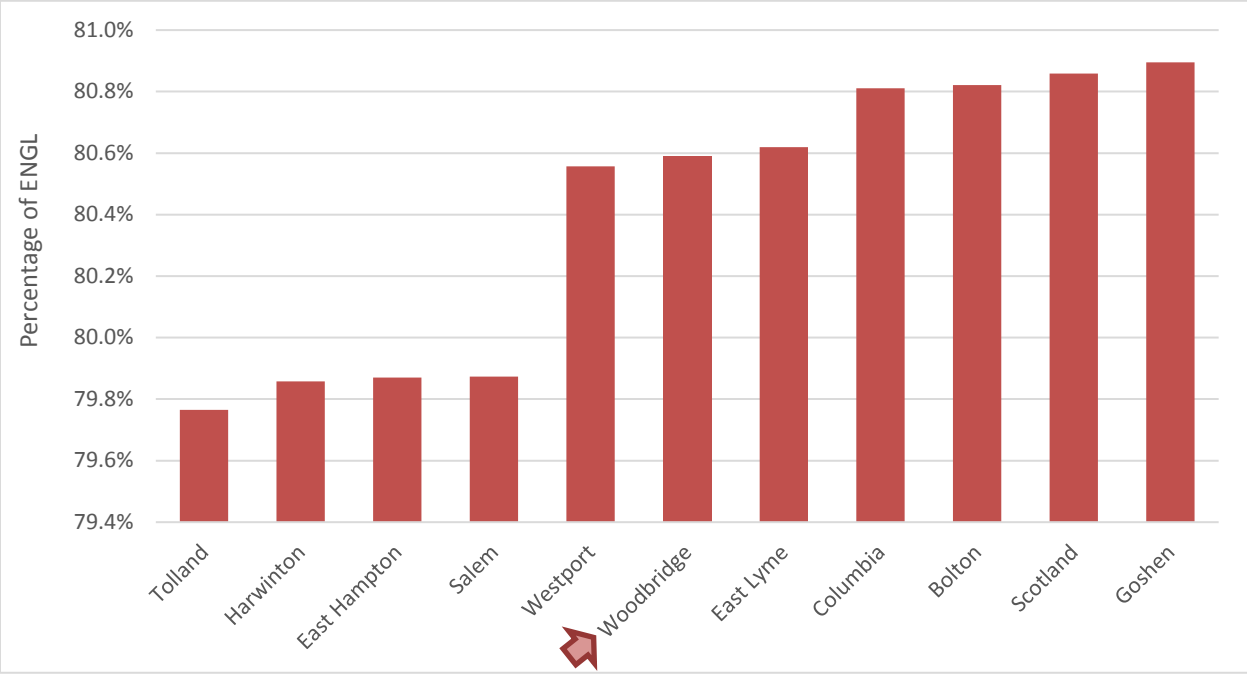
Share of Equalized Net Grand List (ENGL) from Residential Property

Connecticut's towns and cities are highly reliant on property taxes to fund their operations. The ENGL represents the total taxable properties in a jurisdiction (i.e., excluding any nontaxable properties such as those owned by a government or nonprofit), with the totals adjusted for comparability due to different timing of assessments. The distribution of the ENGL by the type of property provides information on tax impacts on jurisdiction residents and businesses.

In State Fiscal Year 2016, residential property represented 81% of Woodbridge's ENGL, while the average share of ENGL derived from residential property for all towns and cities in Connecticut was 26%.[4] One hundred and two jurisdictions in the state also had residential property within one standard deviation of the share in Woodbridge (Figure 5).

[4] Connecticut Office of Policy and Management, Municipal Fiscal Indicators, https://www.ct.gov/opm/cwp/view.asp?A=2984&Q=383170.

Figure 5: Towns and Cities with Share of ENGL from Residential Property Similar to Share in Woodbridge



Source: Connecticut Office of Policy and Management, Municipal Fiscal Indicators.

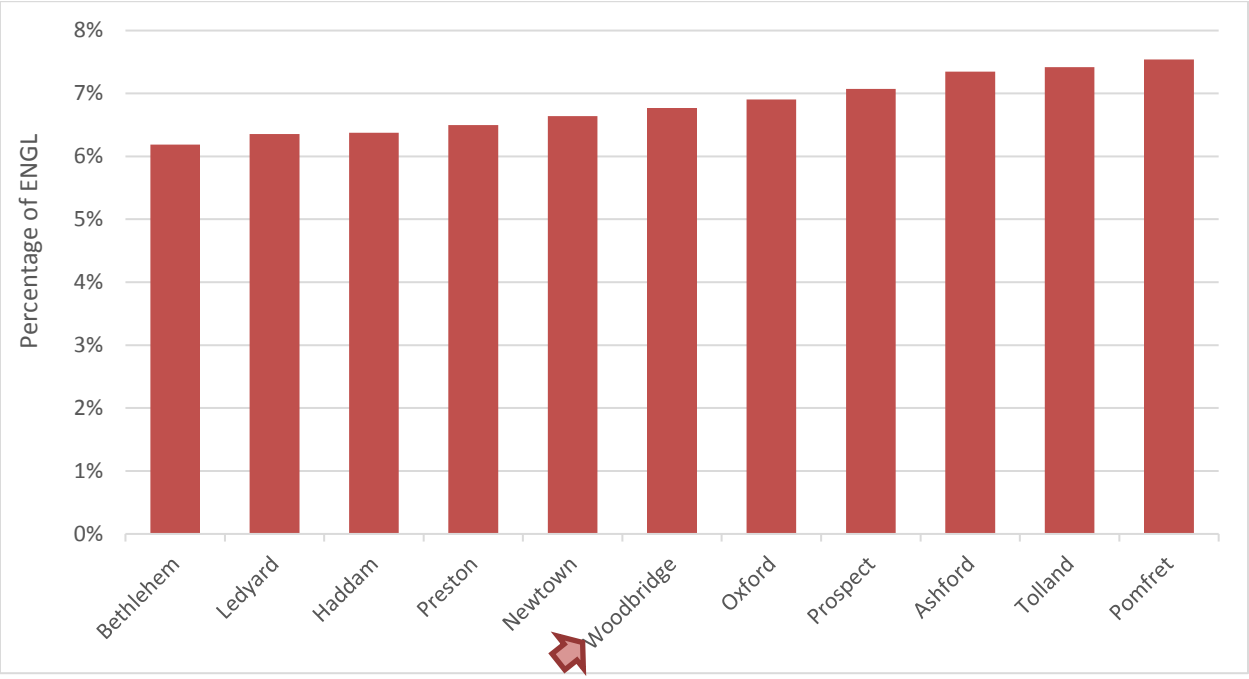
Share of ENGL from Commercial/ Industrial/ Public Utility Property (C /I /PU)

Towns and cities with a greater reliance on the commercial, industrial and public utility (C /I /PU) portion of the grand list face less reliance on taxing residents to provide services. Jurisdictions may also be more resilient with regard to their funding if they have less reliance on the residential proportion of their grand list.

In Woodbridge, 7% of the ENGL is derived from C /I /PU, compared to 18% across all towns and cities in Connecticut.[5] One hundred and eleven other towns and cities in Connecticut derived less than 16% of their ENGL (Figure 6).

[5] Connecticut Office of Policy and Management, Municipal Fiscal Indicators, https://www.ct.gov/opm/cwp/view.asp?A=2984&Q=383170.

Figure 6: Towns and Cities with Share of ENGL from C /I /PU Property Similar to Share in Woodbridge



Source: Connecticut Office of Policy and Management, Municipal Fiscal Indicators.

Decrease in ENGL Over Previous Five Years

Towns and cities that experience a decrease in ENGL will either need to cut services or increase revenues – usually through increasing the mill rate for taxable properties.

From 2012 to 2016, Woodbridge saw a decrease in the total value of its ENGL after adjusting for inflation. One hundred and sixteen jurisdictions also saw a decrease in the inflation-adjusted ENGL, and so these towns and cities were considered comparable to Woodbridge on this measure.

District Reference Group (DRG) in 2016

District Reference Groups (DRGs) were developed by the Connecticut State Department of Education (SDE) in the late 1970s and last officially updated by SDE in 2006.[6] DRGs were based socioeconomic status and need of public school students by district in the state, and used data on median family income, parents' education level and occupation, family structure (i.e., no husband or wife in household or a non-family household), eligibility to receive free or reduced price meals, if a language besides English was spoken at home, and school district enrollment.

[6] http://sdeportal.ct.gov/Cedar/Files/Pdf/Reports/db_drg_06_2006.pdf

In 2016, the Connecticut School Finance Project updated the DRGs with more recent data, and Woodbridge, along with 35 other towns and cities, were identified as part of Group B.[7] Jurisdictions in this group tended to be smaller, rural or suburban, low poverty/high income, with highly educated parents who tended to work in management.

In a Regional Public School District

Connecticut has 17 regional public school districts, which each provide educational services to more than one town or city. Jurisdictions in such districts would therefore have some experience with regionalization of education and sharing of school services. While Woodbridge has a town-level public school district for children in prekindergarten through grade 6, its middle and high schoolers are educated in Regional School District #5, also called the Amity Regional School District, along with children from Bethany and Orange. In total, 40 towns and cities in Connecticut educate children in a regional school district.

Town-Identified as Similar to Woodbridge

During the initial stages of this project, the team working with CERC identified 11 towns and cities that they felt were similar to Woodbridge. These towns and cities tended to be in New Haven or Fairfield counties.

Only two of these towns – Bethany and Madison (which matched 8 and 7 indicators, respectively) – scored in the highest groups among the other indicators for comparability to Woodbridge. The others matched Woodbridge on between 3 to 6 indicators, so the project team from Woodbridge also requested the comparison to other selected towns during the next stage of the project.

How Woodbridge Compares

With the comparison towns and cities identified, Woodbridge's demographic and fiscal changes in recent years was then benchmarked against the comparison towns and the other selected towns to identify trends and evaluate Woodbridge's performance relative to similar jurisdictions.

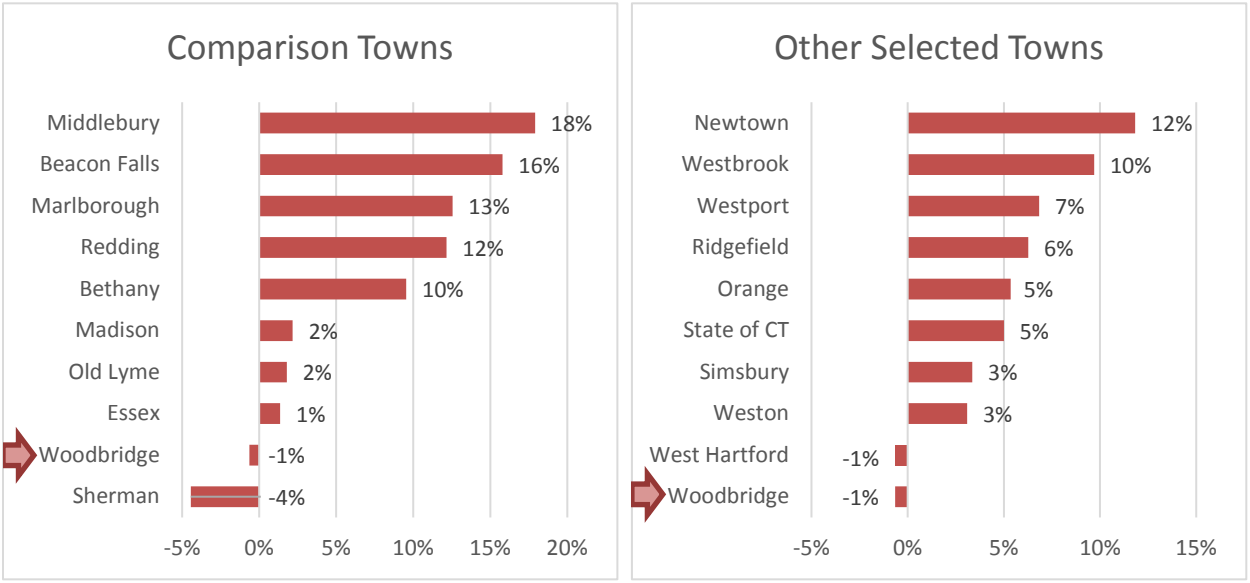
[7] http://ctschoolfinance.org/assets/uploads/files/DRG-One-Pager-FINAL.pdf

Population Change

Growth in a jurisdiction's population size tends to be a positive indicator that people are attracted to the community, with more people moving in than leaving. In recent years, many of Connecticut's towns and cities have seen their population decrease, some more dramatically than others.

Woodbridge is one of the towns whose population is estimated to have shrunk slightly, according to the U.S. Census Bureau.[8] The town's estimated population in 2008 was 8,983, and it declined to 8,925 in 2016 (Figure 7). This 1% decrease places Woodbridge near the bottom of the list of comparison towns – with the exception of Sherman, all had an estimated increase in population over these years. Sherman's decline was 4%. Of the other towns, Middlebury had the largest increase, at 18%. Most of the other selected towns also saw an increase in population during this time, while the state's population overall increased by 5%. The only one of the other selected towns to see a decrease was West Hartford.

Figure 7: Population Change, 2008-2016



Source: U.S. Census Bureau, American Community Survey Five Year Estimates, 2012-2016; CERC calculations.

Youth Population

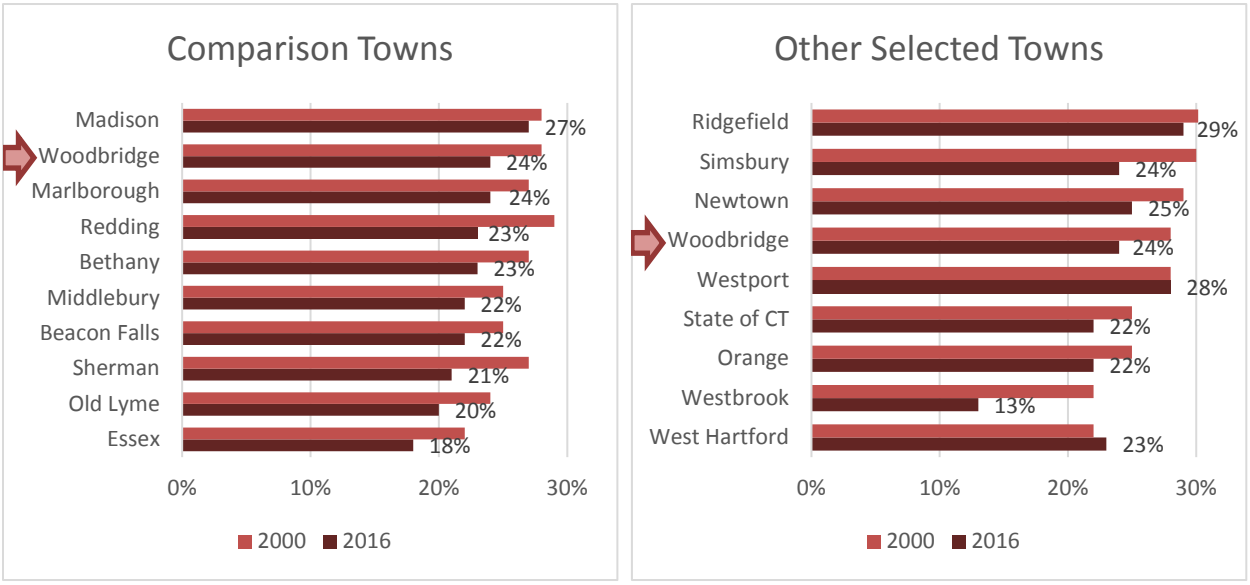
Two of Woodbridge's defining features tends to be its schools and its attraction for family households. As such, Woodbridge typically had a larger share of the population under age 18 than

[8] U.S. Census Bureau, American Community Survey Five Year Estimates, 2012-2016; CERC calculations.

in the state as a whole, with 28% of the town's population below age 18 in 2000 compared to 25% of the overall state population (Figure 8).[9] Woodbridge's share of the population that was under age 18 was larger than in all but one of the comparison towns but placed it in the middle of the other selected towns.

The state's population overall is aging, though, as demonstrated by the drop in the state's share of under 18s, which decreased to 22% in 2016. Woodbridge also saw a decline, to 24%, which kept it above the share in the state overall. Woodbridge continued to have a larger share of the population from this age group relative to all but one of the comparison towns, while its ranking among the other selected towns dropped by one as it was now only larger than three of those towns.

Figure 8: Portion of Population Under Age 18, 2000 and 2016



Source: U.S. Census Bureau, American Community Survey Five Year Estimates, 2012-2016.

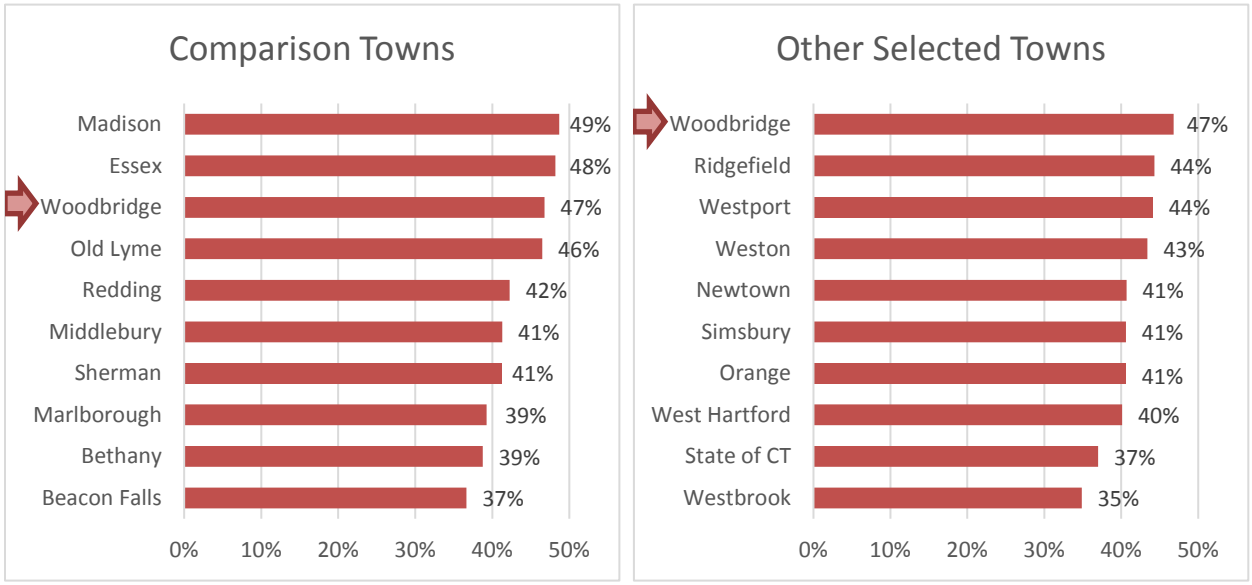
Dependency Ratio

The dependency ratio is a common measure to consider the share of the working age population to those that traditionally do not work and so are supported by workers. It is usually calculated as the share of children (under age 18) and seniors (65 and over) divided by the share of working age adults (those between 18 to 64). The dependency ratio affects the mix of services a jurisdiction offers to its residents, as a higher dependency ratio indicates the need for more schools and facilities for children or more services for older adults.

[9] U.S. Census Bureau, American Community Survey Five Year Estimates, 2012-2016.

In 2016, Woodbridge's dependency ratio was 47%, which indicates almost half the town's population consisted of children or seniors (Figure 9).[10] This was higher than in all but two of the comparison towns and higher than that in any of the other selected towns. Woodbridge's dependency ratio increased slightly from 2000 to 2016 (Figure 10), which was due to an increase in seniors as a share of its population. All but one of the comparison towns also saw an increase in their dependency ratios, while Woodbridge's increase was smaller than that in six of the comparison towns. Four of the eight other selected towns also had an increase in the dependency ratio, with two increases larger than Woodbridge.

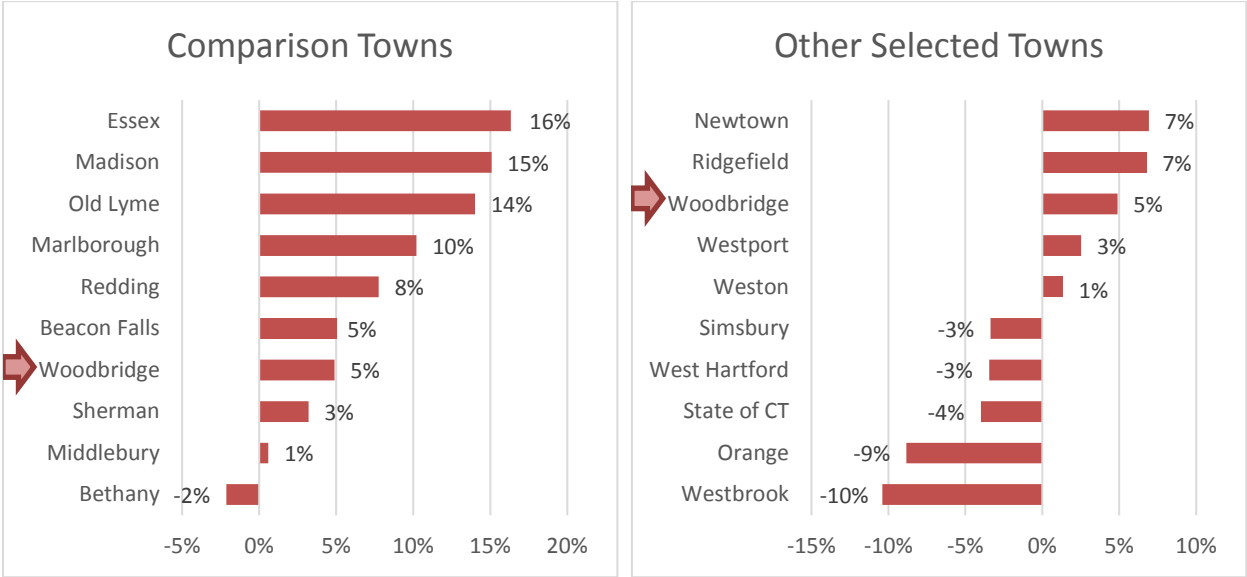
Figure 9: Dependency Ratio, 2016



Source: U.S. Census Bureau, American Community Survey Five Year Estimates, 2012-2016; CERC calculations.

[10] U.S. Census Bureau, American Community Survey Five Year Estimates, 2012-2016; CERC calculations.

Figure 10: Dependency Ratio Change, 2000-2016



Source: U.S. Census Bureau, American Community Survey Five Year Estimates, 2012-2016; CERC calculations.

Median Household Income

One measure of the wealth of a population is the median household income, which is the income level at which half of a jurisdiction's incomes are lower and half are higher. Woodbridge's median household income in 2009 was higher than that of the eight comparison towns and higher than all but two of the other selected towns (Table 2).[11]

In 2016, Woodbridge's median household income remained higher than that of the comparison towns, although its 5% increase was smaller than that in three other towns. (Five of the comparison towns saw zero or negative growth in their median household income.) Woodbridge's median household income was also higher than in five of the other selected towns, and the growth in its median household incomes was faster than in three of those towns but slower than in the state overall.

[11] U.S. Census Bureau, American Community Survey Five Year Estimates, 2012-2016; CERC calculations.

Table 2: Median Household Income and Change, 2009 and 2016

Comparison Towns				Other Selected Towns			
	HH Income, 2009	**HH Income, 2016**	**Change in HH Income, 2009-2016**		**HH Income, 2009**	**HH Income, 2016**	**Change in HH Income, 2009-2016**
Beacon Falls	$76,620	$84,570	10%	**Westbrook**	$60,938	$92,721	52%
Middlebury	$94,816	$103,235	9%	**West Hartford**	$79,499	$91,875	16%
Redding	$122,596	$129,643	6%	**Ridgefield**	$128,500	$145,014	13%
Woodbridge	$130,884	$136,786	5%	**Westport**	$151,233	$166,307	10%
Essex	$87,684	$89,950	3%	**State of CT**	$67,721	$71,755	6%
Old Lyme	$87,612	$87,971	0%	**Weston**	$206,469	$218,152	6%
Madison	$106,313	$105,673	-1%	**Woodbridge**	$130,884	$136,786	5%
Sherman	$114,722	$111,667	-3%	**Orange**	$102,216	$106,475	4%
Marlborough	$106,897	$103,276	-3%	**Newtown**	$108,273	$110,036	2%
Bethany	$114,583	$106,058	-7%	**Simsbury**	$110,281	$110,099	0%
High	$122,596	$129,643	10%	**High**	$206,469	$218,152	52%
Low	$76,620	$84,570	-7%	**Low**	$60,938	$91,875	0%
Average	$101,316	$102,449	2%	**Average**	$118,426	$130,085	13%
Median	$106,313	$103,276	0%	**Median**	$109,277	$110,068	8%

Source: U.S. Census Bureau, American Community Survey Five Year Estimates, 2012-2016; CERC calculations.
Note: Woodbridge and State of Connecticut not included in High, Low, Average, and Median calculations.

Job Growth

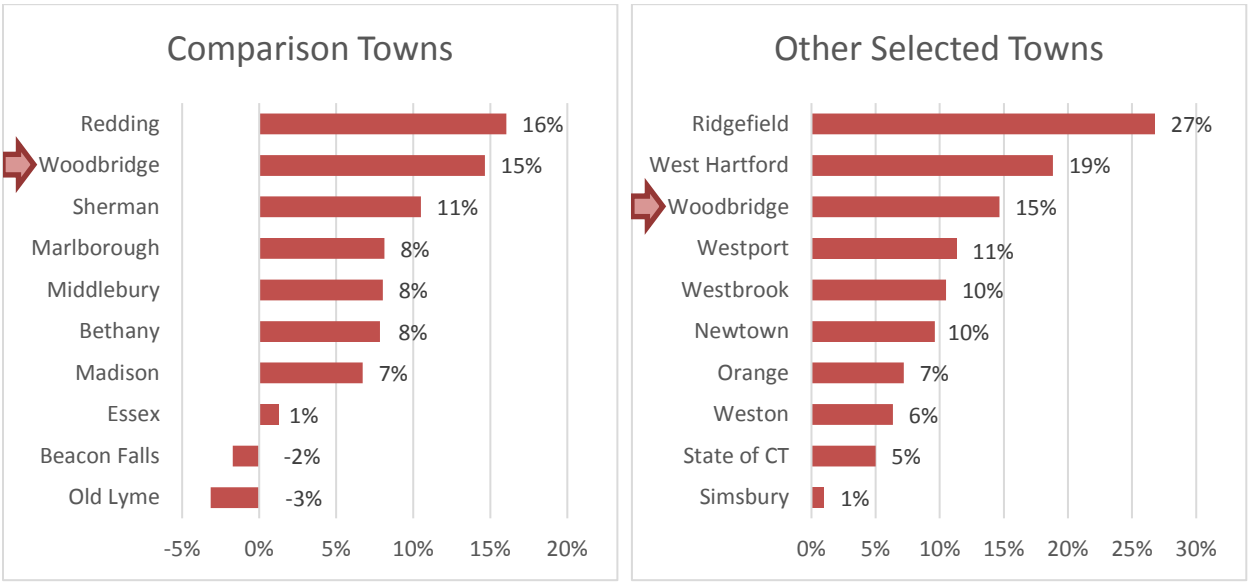
Job growth is a typical indicator of a jurisdiction's health, with an increase in the number of jobs suggesting a place where businesses want to locate.[12] From 2010 to 2016, as recovery continued after the Great Recession, Woodbridge saw an increase of 15% in the number of jobs in town (Figure 11).[13] This increase was higher than in all but one of the comparison towns, and two of those towns had a decrease in the number of jobs in town. Woodbridge's increase was also larger than in all but two of the eight other selected towns and higher than in Connecticut as a whole.

Woodbridge's job growth was spread among several industries (Figure 12).[14] In both 2010 and 2016, the town's largest industry was Health Care and Social Assistance, and the number of jobs in that industry increased 14% during that time. Woodbridge also had double-digit growth in nine other industries, with the largest increase in Other Services (38%). This industry includes a range of businesses, including: automotive repair and maintenance; office and personal machinery, equipment, and goods repair and maintenance; beauty and barber salons; pet care; and religious,

[12] Information on jobs in this section represents the number of workers – either total or by industry – in a jurisdiction, not the employment of the jurisdiction's residents.
[13] EMSI; CERC calculations.
[14] EMSI.

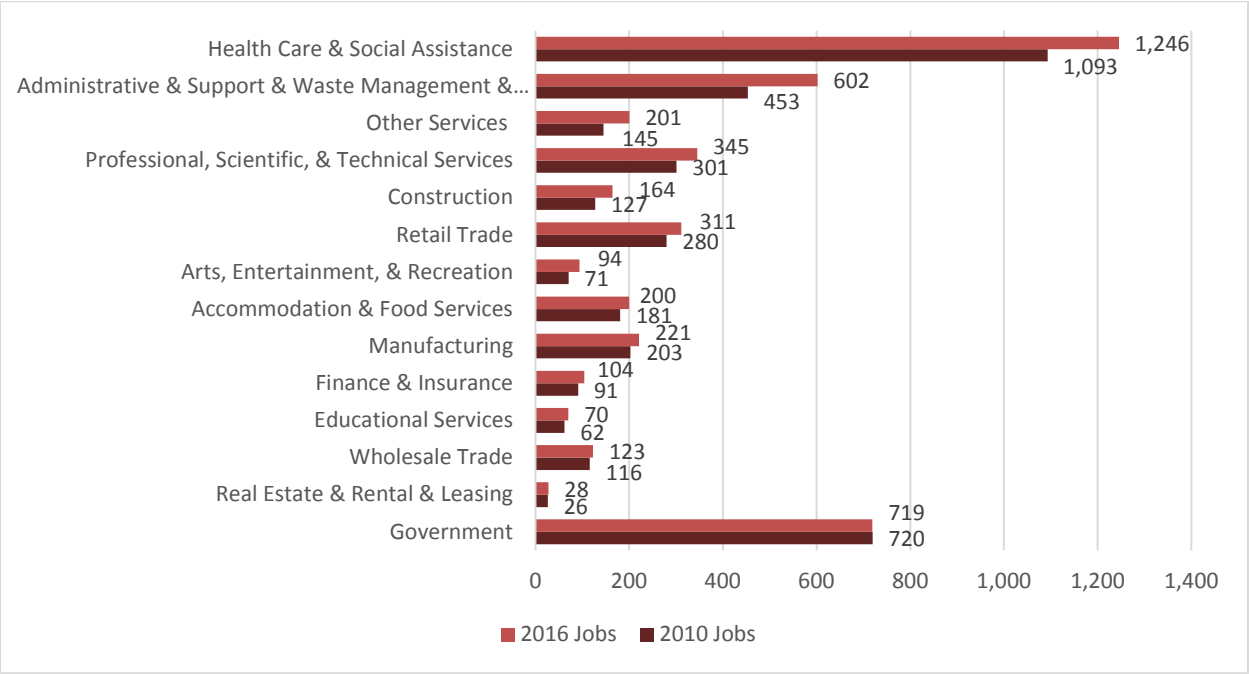
grantmaking, advocacy, and civic organizations. The only industry in which Woodbridge saw a decline was Government, which had a decrease of one job.

Figure 11: Job Growth, 2010-2016



Source: EMSI; CERC calculations.

Figure 12: Jobs by Industry, 2010 and 2016



Source: EMSI.

Note: Industries arranged in order by the largest job growth (number of jobs).

Labor Force and Unemployment

The labor force size and unemployment rate represent the share of the adult residents in a jurisdiction who are employed or actively looking for work. It is also a traditional indicator of the health of a community and also demonstrates the town or city's resilience to an economic shock.

From 2010 to 2017, Woodbridge saw a decrease in the size of its labor force (Table 3).[15] Only one of the comparison towns also saw a decrease in the size of the labor force, while all of the other selected towns had an increase in labor force size. However, Woodbridge also had a lower unemployment rate than all comparison and other selected towns in both 2010 and 2017, suggesting it is more resilient than the other communities.

[15] Connecticut Department of Labor, Labor Market Indicators; CERC calculations.

Table 3: Labor Force and Unemployment Rate, 2010 and 2017

Comparison Towns				Other Selected Towns			
	Change in Size of Labor Force, 2010-2017	**Unemployment Rate, 2010**	**Unemployment Rate, 2017**		**Change in Size of Labor Force, 2010-2017**	**Unemployment Rate, 2010**	**Unemployment Rate, 2017**
Woodbridge	decrease	6.0%	3.0%	**Woodbridge**	decrease	6.0%	3.0%
Madison	increase	6.8%	3.5%	**Simsbury**	increase	6.3%	3.3%
Marlborough	increase	7.4%	3.5%	**Orange**	increase	6.7%	3.4%
Redding	increase	6.5%	3.6%	**West Hartford**	increase	6.9%	3.4%
Essex	increase	7.6%	3.7%	**Ridgefield**	increase	6.3%	3.7%
Sherman	increase	7.2%	3.7%	**Westport**	increase	6.6%	3.7%
Bethany	increase	7.3%	3.8%	**Newtown**	increase	7.0%	3.8%
Old Lyme	decrease	7.4%	3.9%	**Westbrook**	increase	8.1%	3.9%
Middlebury	increase	7.4%	4.2%	**Weston**	increase	6.6%	4.1%
Beacon Falls	increase	9.4%	4.4%	**State of CT**	increase	9.1%	4.7%
High		9.4%	4.4%	**High**		8.1%	4.1%
Low		6.5%	3.5%	**Low**		6.3%	3.3%
Average		7.4%	3.8%	**Average**		6.8%	3.7%
Median		7.4%	3.7%	**Median**		6.7%	3.7%

Source: Connecticut Department of Labor, Labor Market Indicators; CERC calculations.
Note: Woodbridge and State of Connecticut not included in High, Low, Average, and Median calculations.

ENGL

As discussed above, the ENGL represents all taxable property in a jurisdiction and includes an adjustment by the Connecticut Office of Policy and Management that allows for comparison jurisdictions. Total ENGL shows one of the largest resources for local government; an increase in the total ENGL provides the opportunity for an increase in public services or a lower mill rate, while a decrease in the total ENGL would suggest the need for fewer public services or an increase in the mill rate, all else equal.

Woodbridge's ENGL in 2008 was $1.8 billion, larger than five of the nine comparison towns (Table 4).[16] After adjusting for inflation, its ENGL in 2016 was $1.6 billion, which was still larger than all but three of the comparison towns. Woodbridge total ENGL was smaller than all of the other selected towns in 2008 and smaller than all but one of those towns in 2016. Relative to the comparison towns, Woodbridge's 14% decline was larger than five of the nine towns; it was also larger than four of the eight other selected towns. However, Woodbridge's total ENGL performed slightly better than Connecticut median change.

The largest share of ENGL in most towns and cities results from residential properties in the jurisdiction. From 2008 to 2016, only nine jurisdictions in Connecticut had increased in the residential portion of the ENGL after adjusting for inflation. Woodbridge is one of the towns that did not see recovery in its residential ENGL, experiencing a 14% decline in the taxable value of its residential properties (Table 5). All of the comparison towns had a decrease in the residential portions of their ENGL as well, with five of the towns experiencing a larger decline than Woodbridge did. Six of the eight other selected towns also saw a decline, and Woodbridge performed better than two of these towns.

Despite its solid job growth, Woodbridge also saw a decline in the value of the commercial/ industrial/ public utility (CIP) portion of its ENGL (Table 6). From 2008 to 2016, the CIP share of its grand list dropped from $103 million to $84 million, an 18% decline. Only two comparison towns had a larger decrease than Woodbridge, and only one of the other selected towns had a larger decrease. Statewide, this category tended to perform better than residential in maintaining or increasing value.

[16] Connecticut Office of Policy and Management, Municipal Fiscal Indicators, https://www.ct.gov/opm/cwp/view.asp?A=2984&Q=383170; Federal Reserve Bank of St. Louis; CERC calculations. All figures adjusted to 2012 dollars.

Table 4: Real ENGL, 2008 and 2016

Comparison Towns				Other Selected Towns			
	Total Real ENGL, 2008	**Total Real ENGL, 2016**	**Change in Real ENGL, 2008-2016**		**Total Real ENGL, 2008**	**Total Real ENGL, 2016**	**Change in Real ENGL, 2008-2016**
Old Lyme	$2,361,296,945	$2,149,812,274	-9%	**Orange**	$2,527,635,962	$2,825,101,650	12%
Marlborough	$912,578,303	$807,472,068	-12%	**West Hartford**	$7,891,207,194	$8,390,026,738	6%
Essex	$1,690,883,610	$1,468,110,625	-13%	**Westport**	$15,471,215,739	$15,152,979,632	-2%
Beacon Falls	$723,819,214	$626,678,301	-13%	**Simsbury**	$3,880,556,110	$3,456,703,063	-11%
Sherman	$1,104,249,397	$955,633,186	-13%	**Woodbridge**	$1,805,050,963	$1,556,973,100	-14%
Woodbridge	$1,805,050,963	$1,556,973,100	-14%	**Ridgefield**	$7,996,822,954	$6,798,862,724	-15%
Madison	$4,684,758,276	$3,958,514,531	-16%	**State of CT (median)**			-15%
Redding	$2,628,623,697	$2,207,047,710	-16%	**Newtown**	$5,299,622,027	$4,328,421,687	-18%
Bethany	$936,395,020	$778,058,826	-17%	**Weston**	$3,950,637,411	$3,202,245,606	-19%
Middlebury	$1,548,294,497	$1,267,345,368	-18%	**Westbrook**	$1,946,822,031	$1,529,106,940	-21%
High			-9%	**High**			12%
Low			-17%	**Low**			-19%
Average			-14%	**Average**			-8%
Median			-13%	**Median**			-14%

Source: Connecticut Office of Policy and Management, Municipal Fiscal Indicators; Federal Reserve Bank of St. Louis; CERC calculations.
Notes: Woodbridge and State of Connecticut not included in High, Low, Average, and Median calculations. All figures adjusted to 2012 dollars.

Table 5: Residential Real ENGL, 2008 and 2016

Comparison Towns				Other Selected Towns			
	Residential Real ENGL, 2008	**Residential Real ENGL, 2016**	**Change in Residential ENGL, 2008-2016**		**Residential Real ENGL, 2008**	**Residential Real ENGL, 2016**	**Change in Residential Real ENGL, 2008-2016**
Old Lyme	$2,058,485,079	$1,866,613,424	-9%	**Orange**	$1,601,259,270	$1,800,905,288	12%
Sherman	$1,014,113,345	$878,292,578	-13%	**West Hartford**	$5,533,600,084	$6,021,142,427	9%
Marlborough	$780,568,480	$675,911,450	-13%	**Westport**	$12,167,476,337	$11,989,909,319	-1%
Essex	$1,310,604,227	$1,128,752,601	-14%	**Simsbury**	$3,012,403,512	$2,606,553,166	-13%
Woodbridge	$1,481,537,148	$1,274,526,772	-14%	**Woodbridge**	$1,481,537,148	$1,274,526,772	-14%
Madison	$4,004,903,868	$3,359,884,331	-16%	**Ridgefield**	$6,565,276,828	$5,570,825,201	-15%
Bethany	$774,675,165	$644,414,061	-17%	**Newtown**	$4,318,967,543	$3,506,398,537	-19%
Redding	$2,137,154,615	$1,773,388,119	-17%	**Weston**	$3,714,283,074	$2,971,702,813	-20%
Beacon Falls	$557,358,940	$456,511,779	-18%	**Westbrook**	$1,477,789,710	$1,147,117,419	-22%
Middlebury	$1,154,968,383	$926,715,814	-20%				
High			-9%	**High**			12%
Low			-20%	**Low**			-22%
Average			-15%	**Average**			-9%
Median			-16%	**Median**			-14%

Source: Connecticut Office of Policy and Management, Municipal Fiscal Indicators; Federal Reserve Bank of St. Louis; CERC calculations.
Notes: Woodbridge not included in High, Low, Average, and Median calculations. All figures adjusted to 2012 dollars.

Table 6: Commercial/ Industrial/ Public Utility Real ENGL, 2008 and 2016

Comparison Towns				Other Selected Towns			
	CIP Real ENGL, 2008	**CIP Real ENGL, 2016**	**Change in CIP ENGL, 2008-2016**		**CIP Real ENGL, 2008**	**CIP Real ENGL, 2016**	**Change in CIP Real ENGL, 2008-2016**
Beacon Falls	$55,732,452	$61,999,129	11%	**West Hartford**	$1,173,524,431	$1,347,144,505	15%
Redding	$182,103,794	$171,363,805	-6%	**Orange**	$547,789,660	$574,147,648	5%
Marlborough	$46,266,936	$42,394,132	-8%	**Simsbury**	$370,226,478	$347,099,977	-6%
Old Lyme	$112,293,298	$101,361,926	-10%	**Weston**	$41,186,880	$37,388,930	-9%
Essex	$236,245,795	$204,014,716	-14%	**Westport**	$2,314,114,043	$2,090,497,467	-10%
Bethany	$46,847,397	$39,732,650	-15%	**Ridgefield**	$812,347,979	$669,409,649	-18%
Middlebury	$173,986,274	$146,274,502	-16%	**Westbrook**	$231,043,261	$188,947,530	-18%
Woodbridge	$103,026,524	$84,131,868	-18%	**Woodbridge**	$103,026,524	$84,131,868	-18%
Sherman	$5,201,786	$3,991,606	-23%	**Newtown**	$404,515,823	$272,443,835	-33%
Madison	$315,199,098	$240,776,245	-24%				
High	$315,199,098	$240,776,245	11%	**High**	$2,314,114,043	$2,090,497,467	15%
Low	$5,201,786	$3,991,606	-24%	**Low**	$41,186,880	$37,388,930	-33%
Average	$130,430,759	$112,434,301	-12%	**Average**	$736,843,569	$690,884,943	-9%
Median	$112,293,298	$101,361,926	-14%	**Median**	$476,152,741	$460,623,812	-9%

Source: Connecticut Office of Policy and Management, Municipal Fiscal Indicators; Federal Reserve Bank of St. Louis; CERC calculations.
Notes: Woodbridge not included in High, Low, Average, and Median calculations. All figures adjusted to 2012 dollars.

Mill rates

The mill rate is the rate at which property is taxed within a jurisdiction, and, just like the grand list, mill rates should be compared across towns and cities by using an equalized mill rate.[1] Woodbridge's mill rate higher than any of the comparison towns in both 2008 and 2016, although the town had a smaller percentage increase between those years than all but three of the nine comparison towns (Table 7).[2] Moreover, while Woodbridge had a mill rate higher than five of the eight selected other towns in 2008, its mill rate was the higher than any of those eight communities in 2016. However, Woodbridge's 40% increase was less than the median state increase of 44%.

Table 7: Equalized Mill Rates, 2008 and 2016

Comparison Towns					**Other Selected Towns**			
	Equalized Mill Rate, 2008	**Equalized Mill Rate, 2016**	**Equalized Mill Rate Change, 2008-2016**			**Equalized Mill Rate, 2008**	**Equalized Mill Rate, 2016**	**Equalized Mill Rate Change, 2008-2016**
Marlborough	17.08	22.75	33%		**West Hartford**	27.03	24.57	-9%
Middlebury	15.34	20.87	36%		**Orange**	20.93	20.86	0%
Old Lyme	10.38	14.42	39%		**Simsbury**	18.94	23.54	24%
Woodbridge	18.69	26.23	40%		**Westport**	8.82	11.01	25%
Sherman	9.45	13.64	44%		**Ridgefield**	12.94	16.83	30%
Madison	12.06	17.46	45%		**Weston**	13.63	18.74	37%
Bethany	16.06	23.38	46%		**Woodbridge**	18.69	26.23	40%
Essex	9.31	14.01	50%		**State of CT (median)**			44%
Redding	12.89	19.85	54%		**Westbrook**	10.21	15.15	48%
Beacon Falls	15.68	24.48	56%		**Newtown**	14.65	22.12	51%
High	18.69	26.23	56%		**High**	27.03	26.23	51%
Low	9.31	13.64	33%		**Low**	8.82	11.01	-9%
Average	13.51	19.58	45%		**Average**	16.95	20.49	25%
Median	12.89	19.85	45%		**Median**	16.67	21.49	27%

Source: Connecticut Office of Policy and Management, Municipal Fiscal Indicators; CERC calculations.
Notes: Woodbridge and State of Connecticut not included in High, Low, Average, and Median calculations. All figures adjusted to 2012 dollars.

[1] Mill rates calculations include both the amount of taxable property in a jurisdiction along with the cost of public services.
[2] Connecticut Office of Policy and Management, Municipal Fiscal Indicators, https://www.ct.gov/opm/cwp/view.asp?A=2984&Q=383170; CERC calculations.

Budgeted Revenues and Expenditures

Changes in a jurisdiction's budgeted revenues and expenditures are another indicator of the health of the town or city, although these changes can happen for both positive and negative reasons. A town or city's revenues may increase due to increases in the amount of taxable property, or because intergovernmental revenues increase during an economic downturn. Likewise, expenditures may increase because additional funds are available to be spent or because the need is greater; expenditures may decrease due to less need for public services or because spending needs to be reduced during an economic downturn.

In Connecticut, local jurisdictions' revenues and expenditures were required to implement and report these amounts through the uniform chart of accounts (UCOA).[3] While there are some limitations to the UCOA data with regard to how some jurisdictions identify and include some sources of revenues and expenditures,[4] the UCOA does allow for more benchmarking and comparing local budgets across the state.

Woodbridge had revenue per capita of $5,415 in Fiscal Year 2017, which was higher than four of the seven comparison and other selected towns (Figure 13).[5] This placed it in the middle of the range. As with the other seven towns, taxes were the primary source of revenues, and the share of revenues from taxes was similar in Woodbridge to six of the other towns (Figure 14).

Excluding educational expenses, Woodbridge had the second highest expenditures per capita in Fiscal Year 2017, with only Westport spending more on a per resident basis (Figure 15). The average non-educational spending per capita was $1,776, over $400 lower than Woodbridge's expenditures. The largest share of Woodbridge's per capita non-educational expenditures was for Public Safety (24%), only Ridgefield (37%) and Orange (26%) had a larger share of expenditures spent on Public Safety (Figure 16). The portions of the budget dedicated to various expenses varied significantly among Woodbridge and the comparison towns.

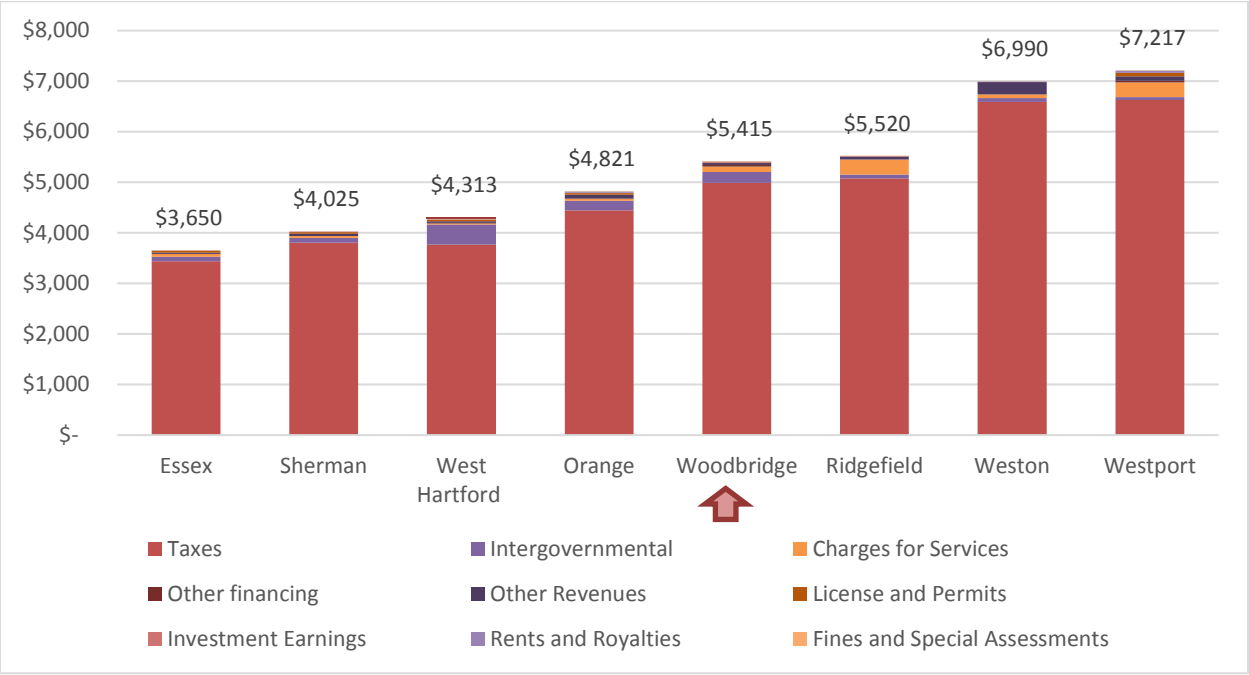
[3] The UCOA was developed by OPM under Public Act (PA) 13-247, with the Connecticut Conference of Municipalities (CCM) and the Council of Small Towns (COST). Municipalities were required to implement the UCOA by completing and filing annual reports with OPM by June 30, 2015.

[4] Per OPM, limitations include: that some towns may include certain education grants as general revenues, while other may use these grants or reimbursements to "net fund" certain programs or will treat these grants as special funds outside the General Fund; some municipalities may allocate employee benefits and capital costs to individual departments, including for the Board of Education, while others may centralize these costs under "General Government" or "Other"; and some transfers from other funds (e.g., enterprise funds) may be considered as revenues in the General Fund in some jurisdictions, while they are expenditure offsets in others.

[5] Due to data availability, comparison and other selected towns were grouped for this section. If a comparison and other selected town is not shown in chart, the revenues and expenditures were not available in the municipal benchmarking tool.

Expenditures for both the Woodbridge School District and the Region 5 School District were more than $17,000 per pupil for the 2015 to 2016 academic year (Figure 17). This placed both districts slightly above the state average and above all but four of the twelve districts serving comparison towns.

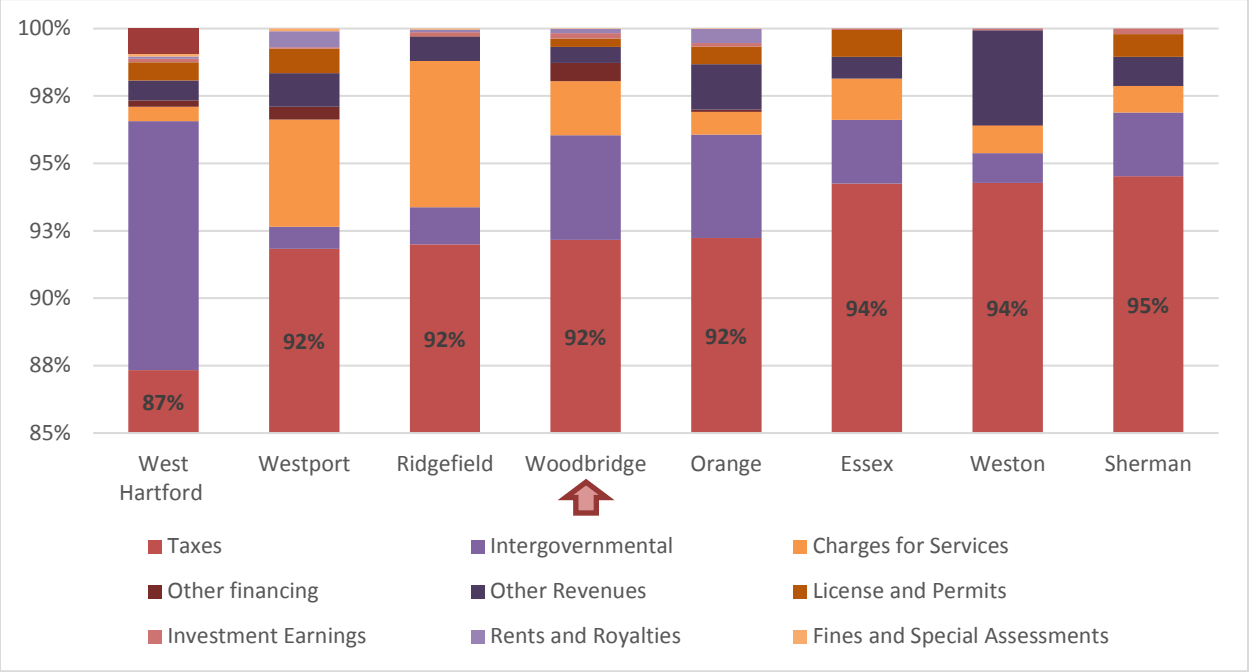
Figure 13: Revenue per Capita by Amount per Source, 2017



Source: State of Connecticut, Office of Policy and Management, Municipal Benchmarking.

Notes: Includes comparison towns and other selected geographies that reported data for 2017. Municipalities are arranged in order by total revenue per capita.

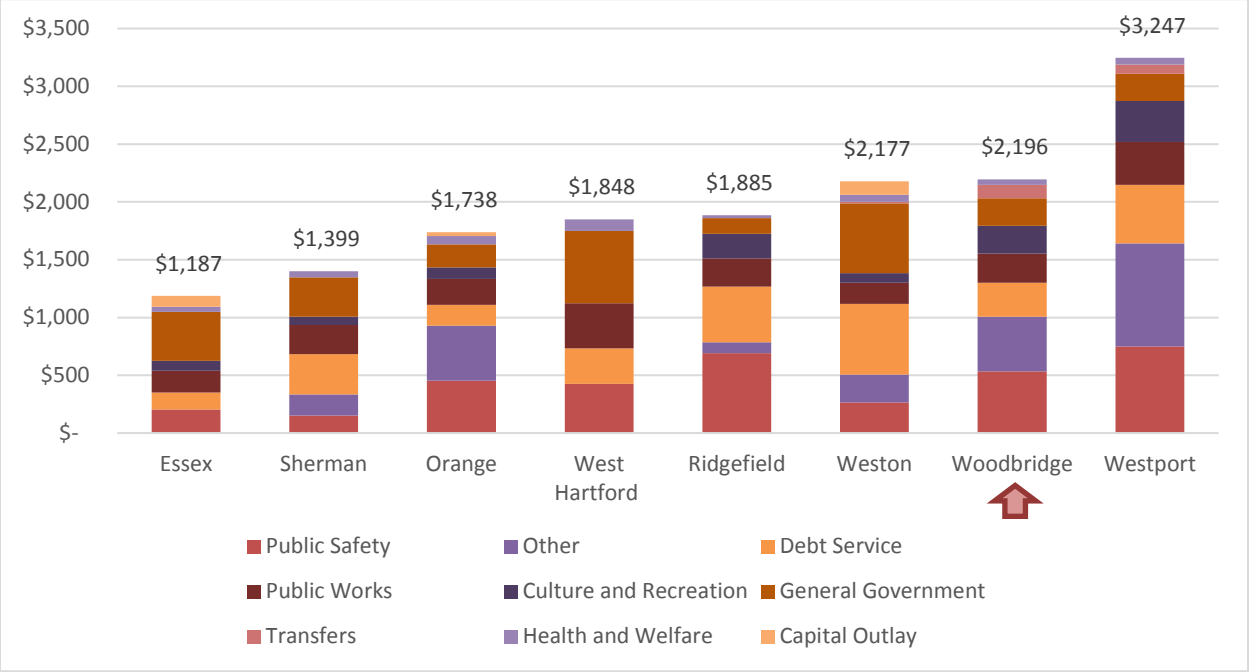
Figure 14: Revenue per Capita by Share, 2017



Source: State of Connecticut, Office of Policy and Management, Municipal Benchmarking.

Notes: Includes comparison towns and other selected geographies that reported data for 2017. Scale on the chart begins at 85%. Municipalities are arranged in order by portion of total revenue from taxes.

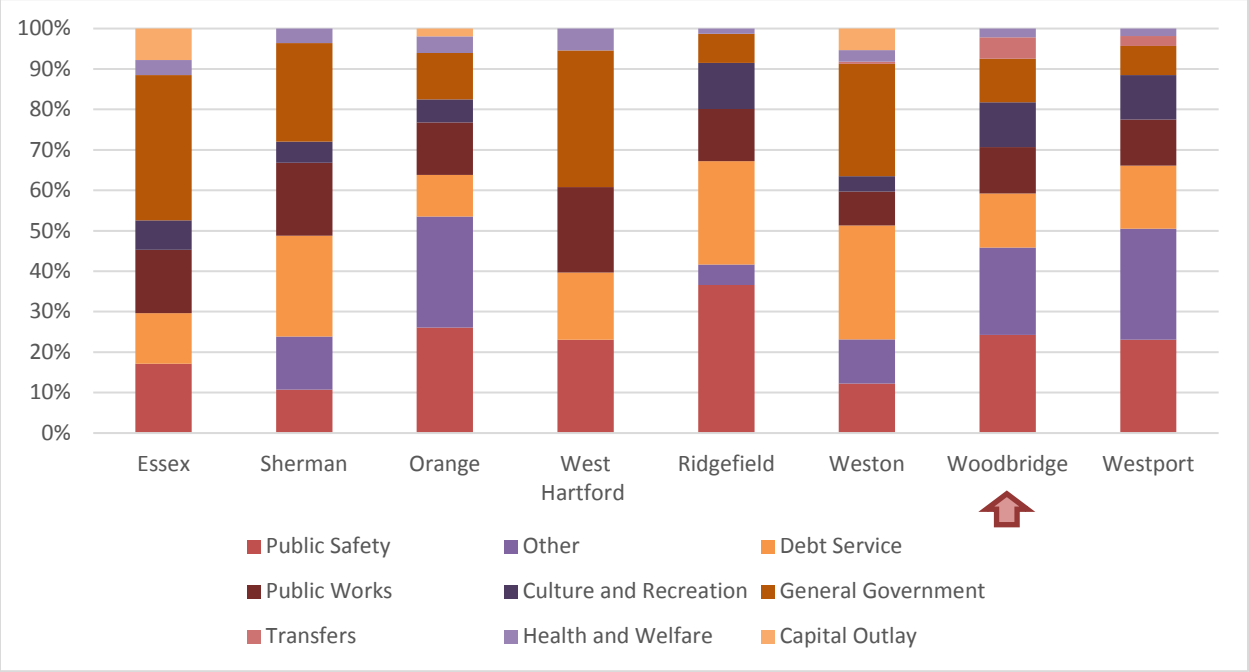
Figure 15: Non-Educational Expenses per Capita by Amount, 2017



Source: State of Connecticut, Office of Policy and Management, Municipal Benchmarking.

Notes: Includes comparison towns and other selected geographies that reported data for 2017. Municipalities are arranged in order by total non-educational expenses per capita.

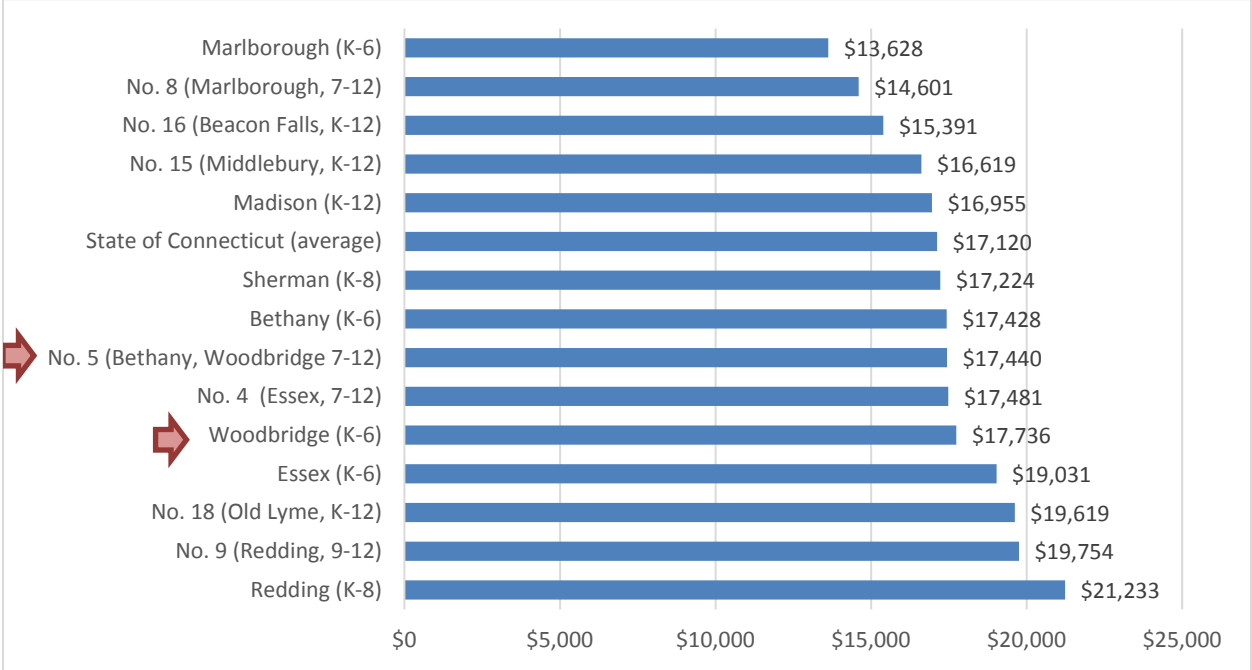
Figure 16: Non-Educational Expenditures per Capita by Share, 2017



Source: State of Connecticut, Office of Policy and Management, Municipal Benchmarking.

Note: Includes comparison towns and other selected geographies that reported data for 2017.

Figure 17: School District Net Current Expenditures per Pupil, 2015-2016 Academic Year



Source: State of Connecticut Department of Education.

Note: Sherman school district accommodates grades K-8, and high schoolers may attend one of 5 high schools in the surrounding towns.

BUDGET PROJECTIONS

To better understand how Woodbridge's fiscal situation may evolve over time, as series of budget projections and scenarios were developed. First, a "status quo" 10-year budget projection was created to serve as the baseline, assuming current trends continue, and to which the various policy scenarios could be compared. Then, a series of scenarios were developed which changed certain assumptions, and the two projections compared, to determine what the impact of each scenario would be on the town's fiscal situation. The two scenarios were then compared to determine how a typical resident (property tax payer) might be impacted by each of those scenarios.[6]

Baseline/Status Quo Budget Projections

The first step in this model was to develop a baseline or "status quo" model. This model was based on 2019 budget estimates, general expense inflation rates, and/or recent trends. In essence, this model assumes nothing changes and the town continues down its current trajectory.

Woodbridge School District Budget Projections. To develop the baseline model, the project team first projected the future school expenses for the two school districts. The Woodbridge School District 2018-2019 Superintendent's proposed budget was used as the basis for the 2019 year. For future years, most expenses were projected to grow at a general inflation rate of 2% annually. Personnel salaries, based on existing contracts and approximate allocation of years of service (and which represent by far the largest operational expense for educational institutions), were estimated to grow at 3% annually. The model and assumptions can be found in Appendix B.

In addition to general cost increases due to inflation and contracted payroll raises, enrollment at Beecher Road School is projected to increase materially over the next 10 years. Enrollment projections provided by Peter Prowda Ph.D., dated October 15, 2018, project 2019 enrollment at Beecher Road School at 868 students, rising to 973 students by 2028. While an in-depth capacity analysis to determine the school's ability to accommodate the increased enrollment is beyond the scope of this study, it was noted that the school's enrollment has been higher than current projected enrollment (over 1000 students) in the past; so for purposes of this model, the school was assumed to have sufficient physical space and infrastructure to accommodate students.[7] To

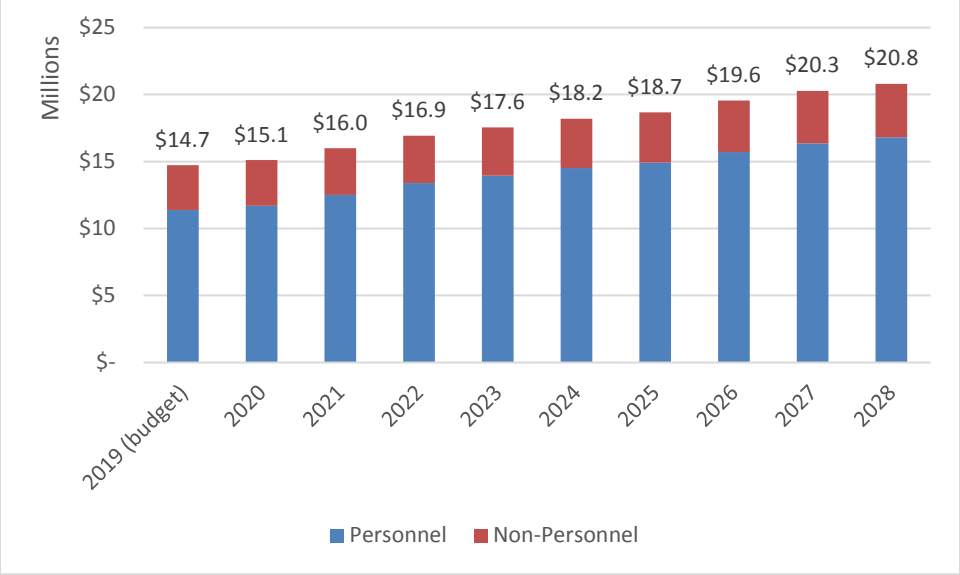
[6] It should be noted that there is inherent uncertainty in any forward-looking forecast, and many factors can impact a municipality's future financial situation. For example, if any of the population or expense growth assumptions contained herein do not materialize, if unanticipated economic or political events occur, or other changes occur, the actual financial performance could differ materially from the projections modeled herein. This analysis is not intended to anticipate all possible financial outcomes, but is to be used as a tool to compare the impact of various policy options.

[7] In a presentation to the Board of Selectmen on October 13, 2018, Superintendent Robert Gilbert indicated that portable classrooms or some other accommodation may be necessary if school enrollment continues to

estimate the need for additional personnel, a formula using current student-staff ratios was used.[8] Looking at the existing ratios between students and different types of staff, it was determined that 2018 ratios include 1 administrator for every 168 students; one certified teacher for every 11 students; and one additional support staff member for every 9 students. With enrollment projected to grow by just over 100 students by 2028, the model herein includes one additional certified teacher and one additional teacher assistant for every 10 additional students, and does not project any growth in administrative staff. Average salary and benefit costs for teachers and teacher assistants were assumed.[9]

Under the assumptions described above, the Woodbridge School District expenses are projected to grow from $14.7 million in 2019 to $20.8 million in 2028 (*Figure 18*).

Figure 18: Woodbridge School District Expense Projections through 2028



increase, as the school now offers more programs (such as foreign language classes, etc.) than they have historically; so additional classrooms may be required to preserve the variety of programs offered at Beecher School. Additionally, he indicated that security may be an issue for such portable space, as that is a bigger concern now than it was in the past. However, no cost estimates were available, and as such, these considerations were excluded from this model. If additional physical space is needed as enrollment grows, costs could be materially higher than modeled herein.

[8] Maintaining current student-staff ratios was used as a proxy for maintaining the same standard of service. Of course the school district and/or town may choose a different approach if and when the projected enrollment growth happens.

[9] If new hires are less experienced, and therefore lower on the pay scale than the average existing teacher or assistant teacher currently at Woodbridge, then costs for the new hires would be lower than projected here.

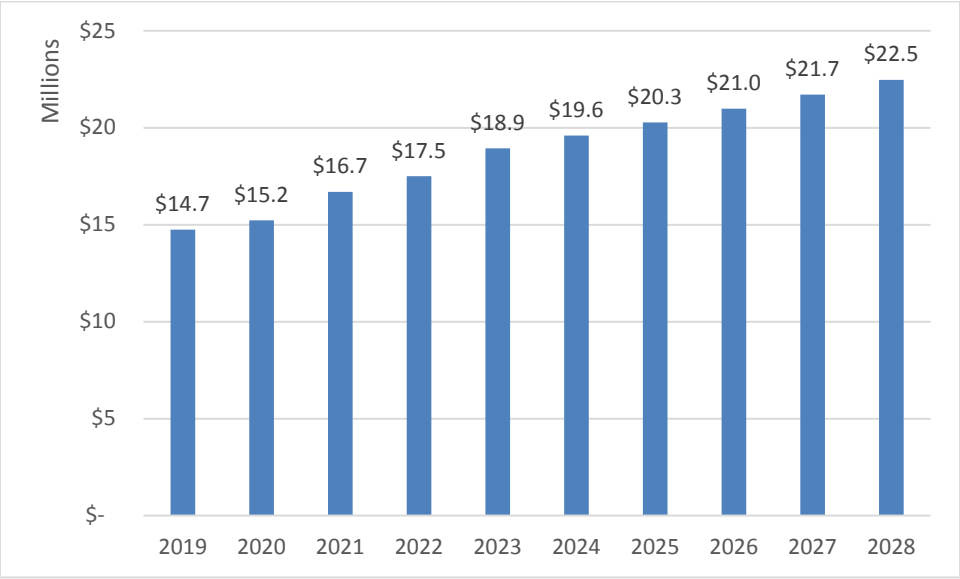
Amity School District Budget Projections. Next, Amity School District's baseline (status quo) expenses were projected. Unlike the Woodbridge School District, Amity's overall enrollment is not expected to grow significantly in the next few years. In fact, estimates from the New England School Development Council indicate Amity's enrollment is expected to decline through 2023, before rising again to near current levels in 2027 and 2028.[10] As the enrollment decline is expected to be short-term and it is not clear whether the school could cut staff on a short-term basis without reducing the level of services provided (such as eliminating certain classes or programs) or incurring additional costs for terminated employees, no significant staffing changes are assumed during this time frame.[11] This represents a more conservative approach to modeling. See Appendix C for details. While 2028 enrollment is projected to be 30 students higher than 2019, this figure remains below 2015 enrollment levels, and as such, the schools are assumed to have sufficient capacity to accommodate this number of students. General expenses were assumed to grow at 2% annually, while salaries were projected to grow at 3% annually.

However, while Amity's overall budget is expected to grow roughly on par with the general inflation rate, enrollment shifts are anticipated to increase Woodbridge's proportionate share of these expenses. Between 2019 and 2023, enrollment of students from Orange and Bethany is projected to decline while enrollment of students from Woodbridge is projected to increase. If these projections are accurate, Woodbridge will pay an increasing share of Amity's total expenses, rising from 30.6% in 2019 to 35.5% in 2023.[12] While projections provided by the school district cover the period through 2023, if these trends continue beyond 2023 (Bethany enrollment declining at an average rate of 0.6% per year; Orange declining at 0.3% per year; and Woodbridge increasing at 1% per year), Woodbridge's share of Amity School District's expenses would further rise to an estimated 37.2% by 2028.

Under these assumptions, Woodbridge's share of Amity Regional School District expenses would rise from approximately $14.7 million in 2019 to $22.5 million in 2028 (*Figure 19*).

[10] "NESDEC 2017-2018 Enrollment Projections," Memo dated December 13, 2017 from Donald G. Kennedy, Ed.D., to Charles Dumais, Superintendent of Schools, Amity Regional School District 5.
[11] If the school is able to reduce staff in conjunction with lower enrollment, actual expenses may be slightly lower than modeled herein.
[12] "Amity Regional School District No. 5, Woodbridge, CT, Estimated Financial Impact of Average Daily Membership (ADM) Changes 2019-2023," October 2017.

Figure 19: Woodbridge's Share of Amity School District Expenses, Projected through 2028



Town of Woodbridge Baseline Budget Projections. The third step in creating the Woodbridge baseline (status quo) budget projection was to create a 10-year model for the town budget. The fiscal year 2019 budget was used as the basis for this projection, shown in Figure 20. In this model, most income and expense categories were assumed to increase at approximately 2% per year, with a few exceptions: 1) property tax revenue was calculated last, based on the difference between expenses and all other revenue; 2) investment income was straight-lined as the average of the 2017 actual, 2018 estimated, and 2019 budgeted amounts; 3) on the expense side, transfers (capital outlay) are calculated as 2.5% of the total budgeted expenses for the year; 4) Woodbridge and Amity school district expenses were projected using the calculations described above. For the mill rate calculations, Woodbridge's adjusted net grand list is assumed to grow at a rate of 0.79% annually. Additional detail is listed in Appendix D.

Figure 20: Woodbridge Budget Projections, 2018-2028

all figures in 000s	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028
	Budget	Projected	Projected	Projected	Projected	Projected	Projected	Projected	Projected	Projected
Revenues										
Property taxes	$ 46,299	$ 47,577	$ 50,106	$ 51,727	$ 54,058	$ 55,527	$ 56,556	$ 58,453	$ 60,216	$ 61,825
Non-current tax revenue	$ 283	289	294	300	306	312	319	325	332	338
Intergovernmental	947	966	985	1,005	1,025	1,046	1,066	1,088	1,110	1,132
Investment Income	160	148	148	148	148	148	148	148	148	148
Department Charges	964	983	1,003	1,023	1,043	1,064	1,086	1,107	1,129	1,152
Operating Transfers	145	148	151	154	157	160	163	167	170	173
Other Revenue	698	712	726	741	756	771	786	802	818	834
Total Revenues	$ 49,496	$ 50,822	$ 53,414	$ 55,098	$ 57,493	$ 59,028	$ 60,125	$ 62,090	$ 63,922	$ 65,602
Expenses										
General Government	$ 2,430	$ 2,479	$ 2,528	$ 2,579	$ 2,630	$ 2,683	$ 2,737	$ 2,791	$ 2,847	$ 2,904
Country Club	$ 170	173	177	180	184	188	191	195	199	203
Woodbridge Board of Education	14,672	15,103	15,996	16,930	17,550	18,194	18,672	19,552	20,269	20,805
Public Safety	4,375	4,463	4,552	4,643	4,736	4,830	4,927	5,025	5,126	5,229
Facilities	2,600	2,652	2,705	2,759	2,814	2,871	2,928	2,987	3,046	3,107
Town Library	835	852	869	886	904	922	940	959	978	998
Recreation	670	683	697	711	725	740	755	770	785	801
Human Services	475	485	494	504	514	524	535	546	557	568
Employee Benefits	4,378	4,466	4,555	4,646	4,739	4,834	4,930	5,029	5,130	5,232
Debt Service	2,561	2,730	2,555	2,120	2,061	1,905	1,456	1,423	1,393	1,361
Amity Regional School District	14,712	15,217	16,696	17,504	18,934	19,594	20,276	20,981	21,710	22,464
Transfers Out/Capital Outlay	1,616	1,233	1,296	1,337	1,395	1,432	1,459	1,506	1,551	1,592
Total Expenses	$ 49,494	$ 50,534	$ 53,119	$ 54,798	$ 57,187	$ 58,716	$ 59,806	$ 61,765	$ 63,591	$ 65,264
Adjusted net grand list (000s)	1,162,370	$ 1,171,553	$ 1,180,808	$ 1,190,136	$ 1,199,538	$ 1,209,015	$ 1,218,566	$ 1,228,193	$ 1,237,895	$ 1,247,675
Mill rate	39.83	40.61	42.43	43.46	45.07	45.93	46.41	47.59	48.64	49.55
Motor Vehicle Mill Rate	39.83	40.61	42.43	43.46	45.07	45.93	46.41	47.59	48.64	49.55

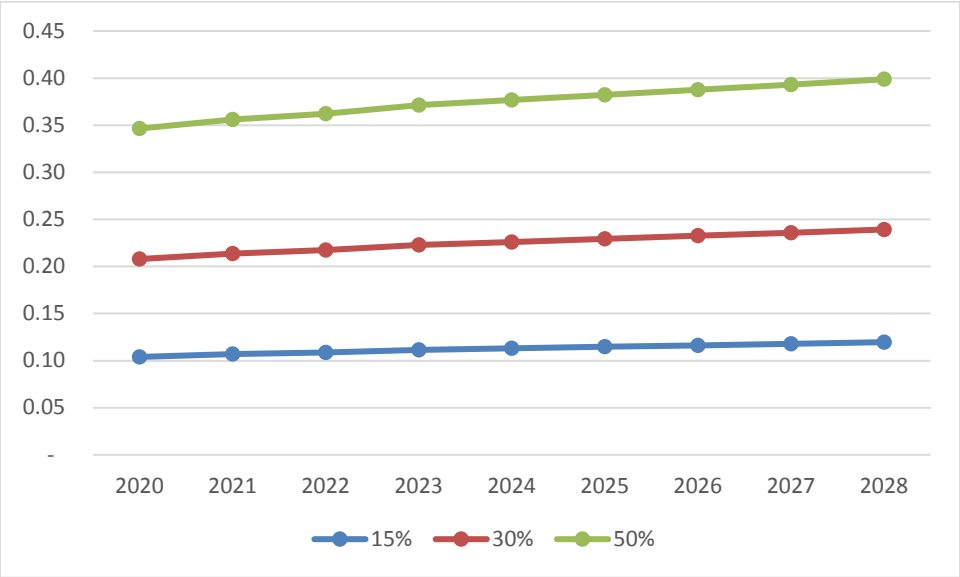
The results of this analysis are clear; rising expenses and slow grand list growth lead to an increasing mill rate, which in this model rises from 39.83 in 2019 to 49.55 in 2028. On a home valued at $380,000, this "status quo" scenario results in a 9.72 mill increase, or an additional $2,586 per year in property taxes by 2028.

Scenario1: Reduction in State Educational Funding

Given the State of Connecticut's ongoing budget issues, the Town of Woodbridge chose to model how a hypothetical reduction in state educational funding might impact the town's fiscal status. In this analysis, revenue from the state for education (from all sources) was reduced by a certain percentage in both the town revenue and the Amity school district budget, and the mill rate was recalculated based on the resulting figures. Varying the reduction percentage and measuring the mill rate impact of each outcome can illustrate the sensitivity of the town's mill rate to changes in educational funding levels. The percentage reductions are illustrative only, and do not relate to any specific funding cuts or proposals under consideration at the time of the analysis.

As shown in Figure 21, a 15% reduction in state educational funding to both Regional District #5 and Woodbridge School District would result in a 0.10 mill increase in 2020 compared to the baseline scenario, rising to 0.12 mill in 2028 (as school expenses are projected to increase over that period). A 30% reduction in funding would result in a 0.21 mill increase in 2020, rising to 0.24 mill in 2028; while a 50% reduction in state educational funding would result in a 0.35 mill increase in 2020, growing to 0.40 mill in 2028. A .35 mill rate increase would represent about $93 per year in property taxes on a $380,000 home.

Figure 21: Projected Change in Woodbridge Mill Rate by Percent Reductions in State Educational Funding



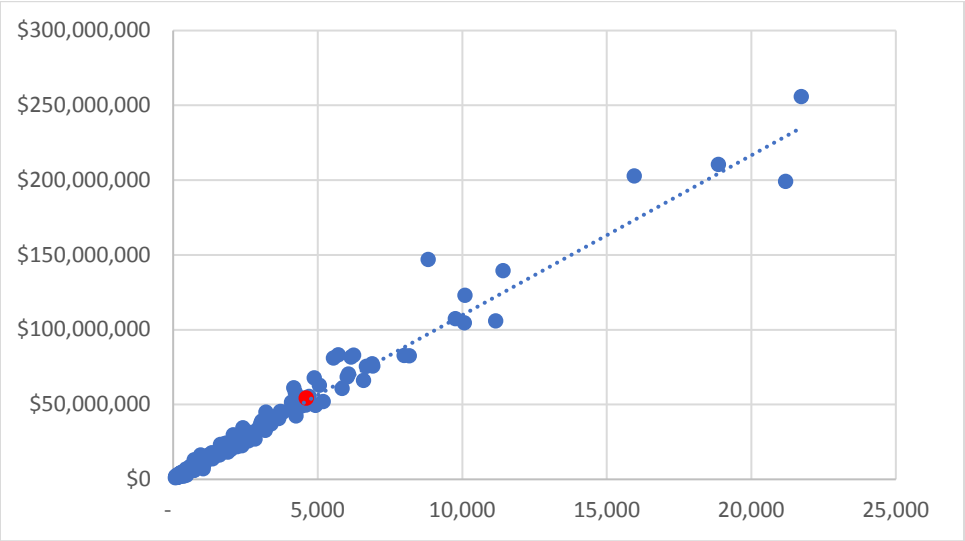
Scenario 2: School Regionalization

The Town of Woodbridge is in the unusual (among Connecticut municipalities) position of participating in two separate school districts. The Woodbridge School District serves the town's elementary school children, while Regional School District #5 (Amity) serves the middle school and high school children, along with those middle- and high-schoolers from Orange and Bethany. Given that the school districts occupy a large portion of the municipal budget and school expenses are projected to grow more substantially than other portions of the budget, the Town chose to model to what degree regionalizing the school district might impact the long-term municipal budget.

To examine this scenario, the project team obtained statewide school enrollment data by district and total expenditures by district for the 2015-2016 school year (most recent available) from the State Department of Education. The total expenses of Woodbridge, Orange, Bethany, and Region #5 school districts were combined, and compared to the per-student expenses of other school districts around the state to see whether the participating municipalities are incurring higher-than average expenses. The results are shown in Figure 22 and Figure 23. Figure 22 illustrates the total instructional expenditures for each district, by the district's enrollment. Instructional expenses include instructional and education media services, instructional staff and services, instructional supplies and equipment, and student support services. The red dot on the chart represents the combined expenses of Woodbridge, Orange, Bethany, and Region #5 school districts. The vertical axis is the district's total instructional expenditures, and the horizonal axis represents the district's enrollment. The dashed blue line represents the trendline, or the average cost per student for these expenditures. Dots falling above the trendline have higher costs per student than average, while dots falling below the trendline have lower than average costs per student.

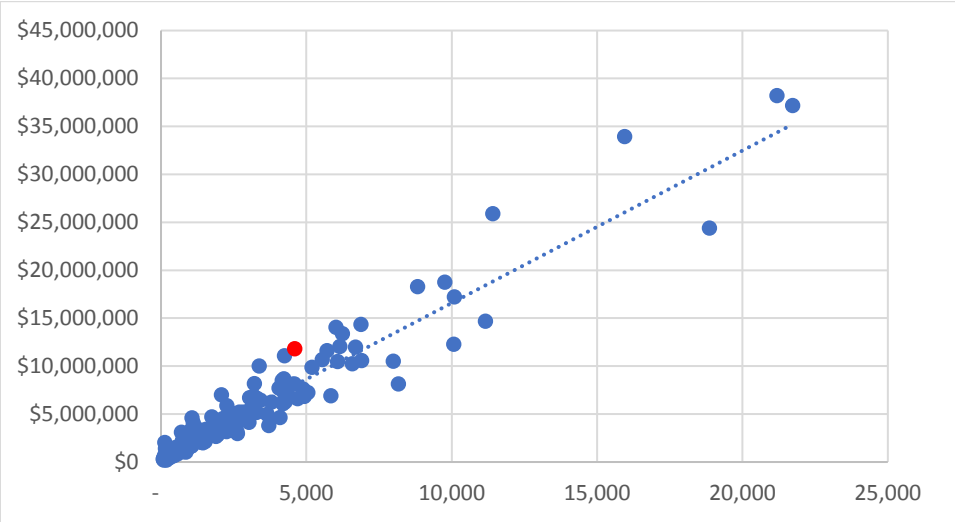
While larger school districts exhibit more variation, most small and medium sized school districts in the state fall very close to the trendline in terms of instructional expenditures per student. The combined school district expenses of Woodbridge, Orange, Bethany, and Region #5 follow this pattern, with instructional expenditures per student very close to the statewide average.

Figure 22: Enrollment by Instructional Expenditures (all CT districts)



The chart shown in Figure 23 was set up similarly, but illustrating the total administrative expenses by school district size. Across the state, there is more variation in administrative expenditures per student, with more school districts lying farther above or below the trendline than with instructional expenses. Although they are not a significant outlier, the combined administrative expenses of the 4 school districts are somewhat higher than the trendline, indicating that the 4 districts together (Woodbridge, Orange, Bethany, and Region #5) spend somewhat more on administrative expenses per student than other districts in the state.

Figure 23: Enrollment by Administrative Expenditures (all CT districts)



To investigate further and estimate potential cost savings, the project team compared the enrollment and expenditures of the combined 4 school districts (Woodbridge, Orange, Bethany, and Region #5) to the expenditures of similarly-sized school districts (enrollment of 4,200-5,100) in DRG A or B. These comparison school districts would have demographic and community characteristics similar to that of Woodbridge and Amity, which are both in DRG B. Districts meeting both criteria include Cheshire, Ridgefield, Darien, and Newtown. Per-student expenditures for these comparison districts averaged $17,488.

Woodbridge School District alone had 775 students and total expenditures of $14.5 million, or $18,750 per student; Amity (Region #5) had enrollment of 2,270 and total expenditures of $41.7 million, or $18,343 per student. The hypothetical consolidated district (created by adding together the enrollments and the total expenditures of the Woodbridge, Orange, Bethany, and Region #5 districts) had a total enrollment of 4,607 and total expenditures of $84.1 million, or $18,252 per student.

The results of this comparison are shown in Figure *24*.

Figure 24: Enrollment and Per-Student Expenditures for Comparison School Districts

	Enrollment	Expenditures per Student	DRG
Darien School District	4,884	$ 19,671	A
Woodbridge-Orange-Amity-Regional #5 Combined	4,607	$ 18,252	B
Ridgefield School District	5,052	$ 17,618	A
Newtown School District	4,588	$ 16,848	B
Cheshire School District	4,413	$ 15,816	B

The project team then calculated the potential cost savings to Woodbridge if the hypothetical consolidated district were able to achieve expenditure reductions that would put their cost per student on par with the comparison districts above. The average administrative spending per student for districts with 3,300-6,000 students in DRG A or B was $1,764, while Orange, Woodbridge, Bethany, and Regional District #5 together spent $2,561 per student on administrative costs. As a result, the estimated hypothetical savings for Woodbridge would be $1.6 million annually, or about 1.33 mills. This represents an annual property tax savings of $354 on a $380,000 home. The calculation methodology can be found in Appendix E.

While these numbers look promising, there are a few important considerations. This calculation is a point-in-time estimate based on 2015-2016 data (most recent available at the time of the analysis); variations in annual expenditures could cause results to vary if a different time period was selected. In the year of this analysis, Orange and Bethany had much lower per-student expenses than Woodbridge, and thus may have less incentive to regionalize as potential cost savings are lower. The calculation of "savings" also assumes that the districts were able to achieve a reduction in administrative expenditures that would put their per-student costs in line with the comparison districts; however, further analysis specific to the school district(s) in question would be required to determine what actual cost savings, if any, could be achieved through consolidation of a portion or all of the services; or whether there are cost savings that could be achieved without consolidation.

One resource to consider when looking at school regionalization and cost efficiency is "K-12 Regionalization in Connecticut: Pros, Cons and Surprises," a 2018 report by the Hartford

Foundation for Public Giving.[13] This report examines school district and regionalization studies nationwide to determine the most efficient and effective way to provide public education services. The report found that cost savings from regionalization may be found through reductions in administrative or instructional staff, and associated wages and salaries; fewer buildings to maintain; or higher volume purchasing. However, some studies have shown that larger districts exhibit cost inefficiencies, including increases to staff salaries due to seniority or contract renegotiation; or more mid-level administrators and staff needed. Closer examination of the district(s) in question would be needed to determine what cost savings might be achievable. The study also examines quality of the education provided by the districts based on size, which may be an important consideration for the community in addition to strictly financial measures.

Scenario 3: Growth of the Commercial/Industrial Portion of the Grand List

Like many suburban towns in Connecticut, the commercial and industrial portion of Woodbridge's grand list is relatively small (6.4% of the total net grand list). A third scenario the Town chose to consider was the potential impact on long-term mill rates of growing this portion of the Town's grand list.

Similar to the reduction in state school funding, a sensitivity analysis was conducted to assess the impact on long-term mill rates from varying levels of growth in the commercial/industrial portion of the grand list. The results of this are seen in Figure 25.

Figure 25: Mill Rate Impacts of Growth in the Commercial/Industrial Portion of the Grand List

CIP annual growth	Difference in Mill Rate over 10 years
2%	-0.06
3%	-0.35
4%	-0.98
5%	-1.33

[13] Rodriguez, Orlando J., "K-12 Regionalization in Connecticut: Pros, Cons and Surprises," Hartford Foundation for Public Giving, 2018. http://www.hfpg.org/index.php/latest-updates/updates/hartford-foundation-sponsors-report-k-12-school-district-regionalization1

Growth of the commercial/industrial portion of the grand list can ease the tax burden for Woodbridge homeowners. For example, 4% annual growth in the commercial/industrial sector would reduce annual property taxes on a $380,000 home by $261 annually by 2028. It is important to note, however, that such growth would not likely happen organically; the town would likely need to implement specific economic development policies and plans to encourage such expansion. It should also be noted that this does not necessarily imply an expansion of the portion of land zoned for commercial/industrial use (although that is one option); policies to encourage greater density, redevelopment of underutilized parcels, and other approaches can support growth in this area while maintaining the fundamental character and feel of the residential portions of the town. Thoughtful planning to determine the approaches most suitable to Woodbridge would be needed to achieve these results.

RESIDENTIAL SALES PRICE ANALYSIS

While the municipal budgeting process can often focus heavily on the expenditures side of the equation over which the town has more control on a year-to-year basis, long-term fiscal health should also look at the revenue side. While the commercial/industrial portion of the grand list was examined above in scenario 3, it can also be an informative exercise to look at trends in the residential portion of the grand list, which for Woodbridge makes up the largest portion of the net grand list.

The project team examined sales data for all single-family homes in Woodbridge for the last 10 years (2008-2018). Home sales were divided into quartiles, based on the livable square footage of the home, where the first quartile consists of the smallest 25% of homes (1,920 square feet or less); the second quartile consists of the homes 1,921 to 2,624 square feet; the third quartile consists of homes 2,625 to 3,418 square feet; and the last quartile consists of the largest 25% of homes, those over 3,422 square feet. The following four charts illustrate the sale price over time, with the red line representing the trendline.

Figure 26: Trends in Sale Price by Size of Home, Woodbridge Single-Family Homes, 2008-2018, First (Smallest) Quartile

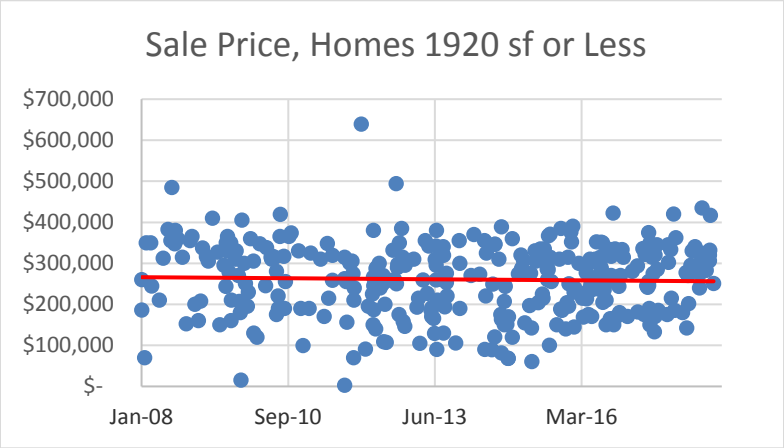


Figure 27: Trends in Sale Price by Size of Home, Woodbridge Single-Family Homes, 2008-2018, Second Quartile

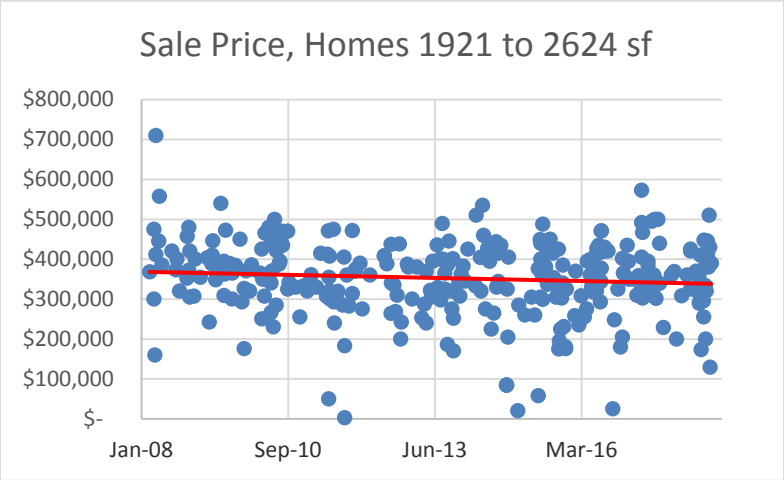


Figure 28: Trends in Sale Price by Size of Home, Woodbridge Single-Family Homes, 2008-2018, Third Quartile

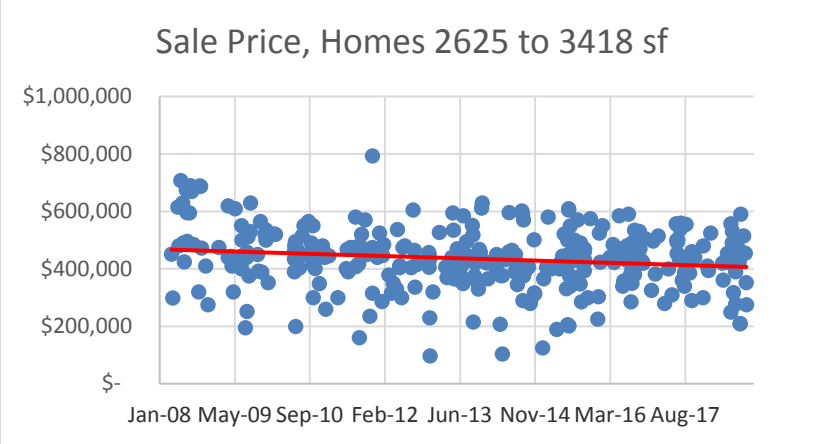
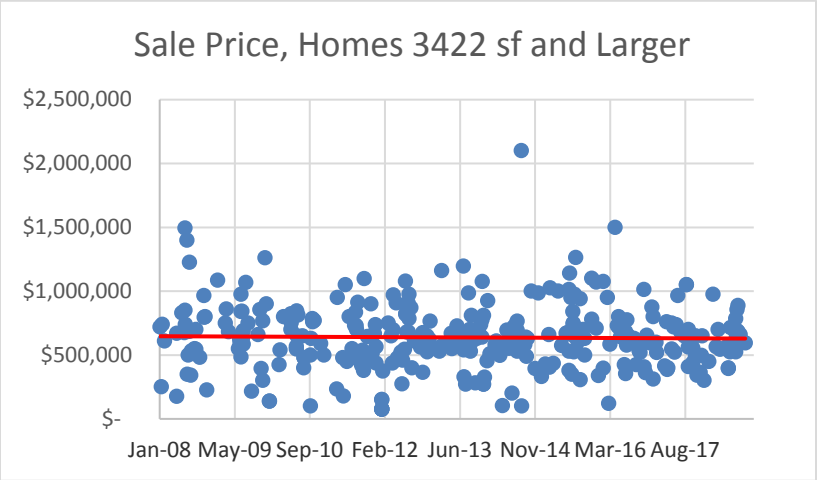


Figure 29: Trends in Sale Price by Size of Home, Woodbridge Single-Family Homes, 2008-2018, Fourth (largest) Quartile



As these charts illustrate, the smallest quartile of homes have held their value the best over time (as illustrated by the flattest trendline), followed by the largest quartile of homes. The mid-sized homes, or middle two quartiles, have trendlines that slope downward more significantly, indicating a decrease in sales price over time. In examining the data by number of bedrooms, similar trends emerge; the smallest homes have held their value over time better than larger homes.[14] In considering future development in Woodbridge, these trends help identify the types of housing currently in demand. These findings may also be indicative of larger trends the Town should consider as it examines its fiscal future, as declining home values in large segments of the market could reduce revenue, or result in a mill rate increase if expenditures are not reduced in conjunction with home values.

[14] Data by number of bedrooms, however, is less consistent; there are very few 1- or 2-bedroom homes in Woodbridge as compared to homes with 3-4 bedrooms. Furthermore, there is more significant size variation by number of bedrooms; the size of 3-bedroom homes sold in Woodbridge during the study period ranged from 864 square feet to over 4,700 square feet, which arguably represent very different housing types. Therefore, analyzing by quartile based on home square footage may more accurately represent the variation in the houses sold.

SUMMARY

The fiscal health analysis provides some important findings for the Town's consideration, as it engages in the budget process and plans for its long-term fiscal health.

Woodbridge and Comparison Towns analysis:

- While Woodbridge has faced some fiscal challenges, including a declining real, equalized net grand list and increasing mill rates, these are similar to trends in other municipalities across the state.
- Woodbridge's mill rate started out higher, but has increased more slowly, than comparison towns.
- Woodbridge has some notable highlights, including increasing household incomes; greater-than-average job growth and lower unemployment than the state; and lesser net grand list losses than comparison towns.
- Despite the town's solid job performance, growth in the commercial/industrial portion of the net grand list lagged compared to statewide performance.
- Woodbridge's town expenditures per capita are slightly higher, but not significantly out of line with similar to comparison towns.

Budget Scenarios analysis:

- The most significant projected cost increases are educational costs, due to both increasing expenses (particularly for personnel) and a projected increase in enrollment.
- A regionalized school district for the 3 towns could potentially reduce costs, but closer examination is needed to determine specifically what savings could be realized.
- A hypothetical reduction of state educational funding of 50% would result in a .35 mill increase in the tax rate in year 1.
- Growth of the commercial/industrial portion of the grand list at 3% annually could reduce the mill rate by .35 mills over 10 years.
- Among single-family homes, the smallest and largest homes have held their value over the last 10 years better than mid-sized homes.

APPENDIX A

Woodbridge Comparison Towns Analysis

Towns	ENGL change over last five years (Decrease =1)	% population age 19 and under (Within one standard deviation =1)	% population over age 65 (Within one standard deviation =1)	Land area in square miles (Within one standard deviation =1)	Population 2016	2016 DRG (B=1)	% ENGL residential (Within one standard deviation =1)	% ENGL C/I/PU (Within one standard deviation =1)	If in regional school district? (Yes=1)	Town input (Possible Comparison Towns)	Total (Out of 10)
Woodbridge	1	27%	23%	18.8	8842	B	81%	7%	Regional District 5		
Bethany	1	1		1		1	1	1	1	1	8
Middlebury	1	1	1	1	1		1	1	1		8
Beacon Falls	1	1		1	1		1	1	1		7
Essex	1			1	1	1	1	1	1		7
Madison	1	1	1			1	1	1		1	7
Marlborough		1		1	1	1	1	1	1		7
Old Lyme	1		1	1	1		1	1	1		7
Redding	1	1	1		1		1	1	1		7
Sherman	1	1	1	1		1	1	1			7
Andover	1	1		1			1	1	1		6
Ansonia	1	1		1			1	1		1	6
Burlington		1		1	1		1	1	1		6
Canton	1	1		1		1	1	1			6
Chester	1		1	1		1	1		1		6
Durham	1	1		1	1			1	1		6
Easton		1		1	1		1	1	1		6
Harwinton	1	1	1				1	1	1		6
Hebron		1			1	1	1	1	1		6
Killingworth		1	1		1		1	1	1		6
Monroe	1	1		1		1	1	1			6
New Fairfield	1	1		1		1	1	1			6

New Hartford	1	1			1		1	1	1			6
Orange		1	1	1		1			1	1		6
Prospect	1			1	1		1	1	1			6
Salem	1	1		1		1	1	1				6
Seymour	1	1		1			1	1		1		6
Westbrook	1		1	1	1		1	1				6
Woodbury	1		1		1		1	1	1			6
Avon		1		1		1	1	1				5
Barkhamsted	1	1					1	1	1			5
Bethlehem	1	1		1			1	1				5
Bolton	1	1		1			1	1				5
Bridgewater	1			1			1	1	1			5
Canaan	1		1				1	1	1			5
Columbia		1		1		1	1	1				5
Cornwall	1		1			1	1	1				5
Deep River		1		1			1	1	1			5
East Haddam	1	1			1		1	1				5
East Lyme	1		1			1	1	1				5
Ellington	1	1				1	1	1				5
Granby	1	1				1	1	1				5
Guilford		1	1			1	1	1				5
Haddam	1				1		1	1	1			5
Kent		1	1				1	1	1			5
Lebanon	1	1			1		1	1				5
Litchfield	1		1		1		1	1				5
Middlefield	1			1			1	1	1			5
Morris	1			1			1	1	1			5
Newtown	1	1				1	1	1				5
North Branford	1		1	1			1	1				5
Ridgefield	1	1					1	1		1		5
Roxbury			1	1			1	1	1			5
Simsbury	1	1				1	1	1				5
Thomaston	1	1		1	1			1				5
Union	1		1	1			1	1				5

Warren			1	1			1	1	1		5
Wethersfield	1		1	1			1	1			5
Wolcott	1	1		1			1	1			5
Woodstock	1		1		1		1	1			5
Bethel	1	1		1				1			4
Branford			1	1			1	1			4
Brookfield	1	1		1		1					4
Brooklyn		1		1	1			1			4
Canterbury	1	1					1	1			4
Chaplin				1			1	1	1		4
Cheshire		1				1	1	1			4
Clinton	1			1			1	1			4
Colchester	1	1					1	1			4
Colebrook	1						1	1	1		4
Coventry	1	1					1	1			4
East Granby		1		1		1		1			4
Eastford	1			1			1	1			4
Fairfield		1		1			1	1			4
Goshen	1						1	1	1		4
Griswold	1	1					1	1			4
Hampton	1			1			1	1			4
Ledyard	1	1					1	1			4
Lyme	1						1	1	1		4
Naugatuck	1	1		1				1			4
North Stonington	1	1					1	1			4
Old Saybrook			1	1			1	1			4
Oxford	1	1					1	1			4
Plymouth	1			1			1	1			4
Pomfret	1	1					1	1			4
Portland				1	1		1	1			4
Scotland	1			1			1	1			4
Sharon	1						1	1	1		4
Somers				1		1	1	1			4
Southbury		1					1	1	1		4
Southington	1	1					1	1			4
Stafford	1	1					1	1			4

Sterling	1	1		1				1				4
Stonington	1		1				1	1				4
Suffield		1				1	1	1				4
Thompson	1				1		1	1				4
Tolland		1				1	1	1				4
Watertown	1	1		1				1				4
West Haven	1	1		1							1	4
Westport		1		1			1	1				4
Ashford	1						1	1				3
Berlin	1		1	1								3
Bloomfield	1		1	1								3
Bozrah	1			1				1				3
Bridgeport	1	1		1								3
Darien				1			1	1				3
Derby	1	1									1	3
East Hampton		1					1	1				3
East Hartford	1	1		1								3
Farmington	1	1		1								3
Glastonbury		1				1	1					3
Hamden	1	1									1	3
Hartford	1	1		1								3
Hartland		1					1	1				3
Manchester	1	1		1								3
Middletown	1	1								1		3
New Britain	1	1		1								3
New Canaan				1			1	1				3
New Haven		1		1							1	3
Newington	1		1	1								3
Norfolk							1	1	1			3
North Canaan	1		1	1								3
North Haven	1			1							1	3
Norwich	1	1		1								3
Preston	1						1	1				3
Salisbury							1	1	1			3

South Windsor	1	1		1							3
Sprague	1			1				1			3
Stratford	1		1	1							3
Trumbull		1		1		1					3
Washington							1	1	1		3
Waterbury	1	1		1							3
West Hartford		1		1			1				3
Weston				1				1		1	3
Wilton				1			1	1			3
Winchester	1		1					1			3
Windham	1	1		1							3
Bristol	1	23%		1							2
Cromwell				1				1			2
Danbury	1	1									2
East Haven	1			1							2
East Windsor	1			1							2
Greenwich		1					1				2
Groton	1	1									2
Killingly	1	1									2
Meriden	1			1							2
Montville	1							1			2
New London	1	1									2
New Milford	1							1			2
Norwalk		1		1							2
Plainfield	1	1									2
Plainville	1			1							2
Putnam				1	1						2
Rocky Hill			1	1							2
Shelton	1		1								2
Voluntown							1	1			2
Wallingford	1		1								2
Waterford	1		1								2
Windsor Locks	1			1							2
Enfield	1										1

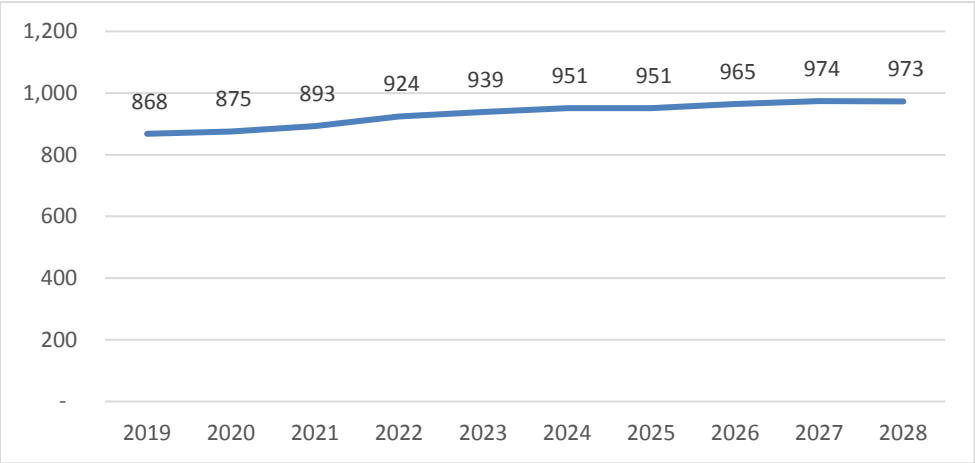
Franklin			1	1
Lisbon			1	1
Milford			1	1
Stamford		1		1
Torrington	1			1
Vernon			1	1
Willington	1			1
Windsor			1	1
Mansfield				0

APPENDIX B

Woodbridge School District Enrollment Projections

Figure 30: Woodbridge School District Enrollment Projections through 2028

Source: Beecher Road School, Woodbridge, Enrollment Projected to 2028, Peter M. Prowda, Ph.D., October 15, 2018.



Woodbridge School District Modeling Assumptions

Capacity	Projected enrollment rises to 105 students more than 2018 levels; as capacity information is not available, school is assumed to have sufficient capacity to accommodate these students. If additional capacity is needed, costs would likely increase beyond what is projected here.	
Staffing levels: 1 new teacher and 1 new assistant for every	10	additional students beyond 2019 levels (based on WSD enrollment forecast; keeps staff-student ratio approximately the same as current levels)
Cost of each new teacher and aide pair hired (salary and benefits)	$ 157,757	annually in 2019 (assumes average teacher and teacher assistant salaries)
Revenue from state grant	2%	annual inflation
Other revenue not from town	2%	annual inflation
Salaries	3%	annual inflation
Benefits	2%	annual inflation
Other expenses	2%	annual inflation

Woodbridge School District Detailed Budget Projections

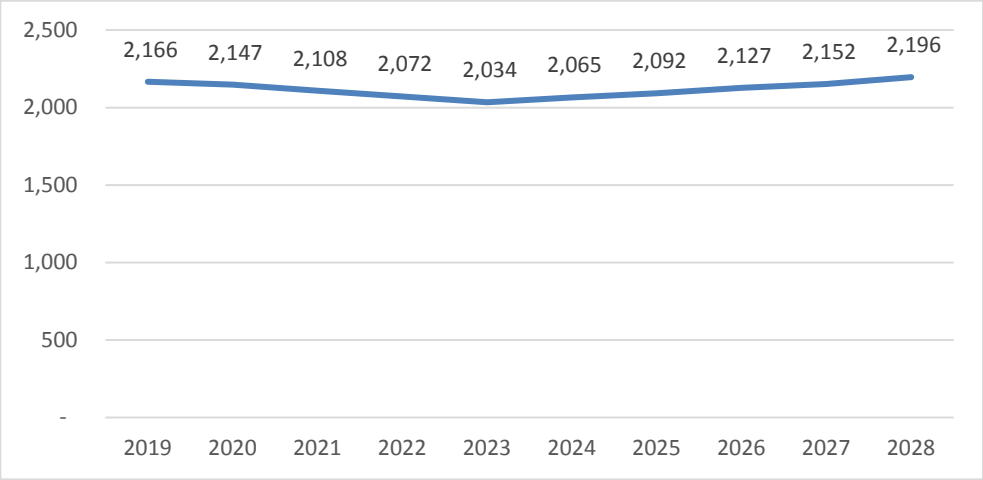
all figures in 000s	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028
	Proposed	Projected	Projected	Projected	Projected	Projected	Projected	Projected	Projected	Projected
Salaries	$ 8,634	$ 8,893	$ 9,160	$ 9,435	$ 9,718	$ 10,009	$ 10,309	$ 10,619	$ 10,937	$ 11,265
Benefits	2,748	2,803	2,859	2,916	2,975	3,034	3,095	3,157	3,220	3,284
Personnel Increases	-	-	502	1,034	1,243	1,463	1,507	1,940	2,198	2,264
Other expenses	3,340	3,407	3,475	3,544	3,615	3,688	3,761	3,837	3,913	3,992
Total Expenses	$ 14,722	$ 15,103	$ 15,996	$ 16,930	$ 17,550	$ 18,194	$ 18,672	$ 19,552	$ 20,269	$ 20,805

APPENDIX C

Amity School District Enrollment Projections

Figure 31: Amity School District Enrollment Projections through 2028

Source: NESDEC 2017-2018 Enrollment Projections, Donald G. Kennedy, Ed.D., December 13, 2017.



Amity School District Modeling

Assumptions

Capacity	Projected enrollment remains below 2015 levels, so schools are assumed to have sufficient existing capacity to accommodate projected student enrollment.	
Staffing levels	Projected enrollment decreases slightly, then increases gradually back to near current levels; no staffing changes are assumed.	
Revenue from state grant	2%	annual inflation
Other revenue not from member town allocation	2%	annual inflation
Salaries	3%	annual inflation (through 2020)
Salaries	3%	annual inflation (2021 and beyond)
Benefits	2%	annual inflation
Other expenses	2%	annual inflation

Amity School District Detailed Budget Projections

all figures in 000s	2019 Budget	2020 Projected	2021 Projected	2022 Projected	2023 Projected	2024 Projected	2025 Projected	2026 Projected	2027 Projected	2028 Projected
Revenue from state grant	$ 574	$ 585	$ 597	$ 609	$ 621	$ 634	$ 646	$ 659	$ 673	$ 686
Other revenue not from member towns	262	267	273	278	284	289	295	301	307	313
Total revenue not from member towns	$ 836	$ 853	$ 870	$ 887	$ 905	$ 923	$ 941	$ 960	$ 980	$ 999
Salaries	$ 25,985	$ 26,765	$ 27,567	$ 28,395	$ 29,246	$ 30,124	$ 31,027	$ 31,958	$ 32,917	$ 33,905
Benefits	6,093	6,215	6,339	6,466	6,595	6,727	6,862	6,999	7,139	7,282
Other expenses	16,949	17,288	17,634	17,986	18,346	18,713	19,087	19,469	19,858	20,256
Total expenses	$ 49,027	$ 50,267	$ 51,540	$ 52,847	$ 54,188	$ 55,564	$ 56,976	$ 58,426	$ 59,914	$ 61,442
Net expenses to be paid by member tow	$ 48,191	$ 49,415	$ 50,671	$ 51,960	$ 53,283	$ 54,641	$ 56,035	$ 57,466	$ 58,935	$ 60,443

Amity School District Average Daily Membership (ADM) by Town

Figure 32: Amity School District ADM Projections through 2028

Source: Amity Regional School District No. 5, Woodbridge, CT, Estimated Financial Impact of Average Daily Membership (ADM) Changes 2019-2023, October 2017; CERC calculations.

Woodbridge Projected Share of Amity School District Budget

all figures in 000s	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028
	Budget	Projected	Projected	Projected	Projected	Projected	Projected	Projected	Projected	Projected
Net expenses to be paid by member towns	$ 48,191	$ 49,415	$ 50,671	$ 51,960	$ 53,283	$ 54,641	$ 56,035	$ 57,466	$ 58,935	$ 60,443
Woodbridge allocation	$ 14,748	$ 15,217	$ 16,696	$ 17,504	$ 18,934	$ 19,594	$ 20,276	$ 20,981	$ 21,710	$ 22,464
Woodbridge share of total budget (%)	30.6%	30.8%	33.0%	33.7%	35.5%	35.9%	36.2%	36.5%	36.8%	37.2%

APPENDIX D

Assumptions: Town of Woodbridge Baseline Budget Projections

Woodbridge Revenues		
Property tax	Calculated based on expense and nontax revenue projections	
Non-current Tax Revenue	2%	annual inflation
Intergovernmental	2%	annual inflation
Investment Income	$148	annual; based on average of 2017 acutal; 2018 estimated; 2019 budget
Investment Income	0%	annual inflation
Department Charges	2%	annual inflation
Operating Transfers	2%	annual inflation
Other Revenue	2%	annual inflation
Woodbridge Expenses		
General Government	2%	annual inflation
Country Club	2%	annual inflation
Woodbridge Board of Education	see education budget projections	
Public Safety	2%	annual inflation
Facilities	2%	annual inflation
Town Library	2%	annual inflation
Recreation	2%	annual inflation
Human Services	2%	annual inflation
Employee Benefits	2%	annual inflation
Debt Service	from Town of Woodbridge projected debt schedule	
Amity Regional School District	see education budget projections	
Transfers	2.5%	% of annual expenditures
Woodbridge Net Grand List		
2019 Budgeted Net Adjusted Grand List	$1,162,370	in 000s
2019 Budgeted NGL: vehicle portion	$ 93,129	in 000s
2019 Budgeted NGL: non-vehicle portion	$1,013,917	in 000s
Annual grand list growth	0.79%	
Motor Vehicle mill rate cap	$ 45	per $1000
CIP portion of grand list	$ 73,858	in 000s
Annual CIP growth rate	3.0%	

APPENDIX E

School District Potential Cost Savings

Students enrolled in Woodbridge School District * (Woodbridge SD cost per student – average cost per student of comparison districts) = Estimated potential savings from Woodbridge SD

775 * ($18,750 - $17,488) = $977,690

Students enrolled in Regional School District #5 * Woodbridge's share of enrollment * (Region 5 cost per student – average cost per student of comparison districts) = Woodbridge share of estimated potential savings from Regional SD #5

2,270 * 0.2978 * ($18,343 - $17,488) = $581,542

Total estimated potential savings for Woodbridge: $977,690 + $581,542 = $1,559,232