

Capital Planning: Affording the Big \$tuff

MMA Annual Meeting Charles Foskett January 21, 2012



Table of Contents

- Why Plan Capital Expenditures
- Criteria and Priorities
- The Capital Plan and Annual Budgets
- Sources of Funding
- Planning Long Range Debt
- Role of Capital Planning Committees
- Winning Town Meeting Approval



Why Capital Planning?

- The last several years have been a reminder that there are economic ups and downs.
- We may yet see a double-dip recession with serious impact on state and local revenues.
- Many cities and towns are now faced with the need to increase operating expenses, satisfy capital needs and rebuild reserves. The latter two objectives can conflict.
- Capital expenditures require both short-term and longterm commitments.
- There are many ways to approach capital planning, this is one used in Arlington.



Capital Planning

- Capital Planning sets and meets long-range expectations for current and future capital expenditures.
- Capital Planning sets and meets expectations for Town executives and management, the Finance Committee, Town Meeting and citizens.
- Successful Capital Planning reduces or eliminates uncertainty in the acquisition of capital assets.
- Successful Capital Planning facilitates postponing some capital expenditures in favor of others as part of the planning process.
- Successful Capital Planning gives Town Meeting and voters comfort while spending large sums of taxpayers money.
- Choose a good database tool to maintain records!



Capital Assets in Arlington

- Dollar value greater than \$3,000 or \$x,000.
- Tangible nature: Identifiable entity or large group of entities.
- Depreciable life usually three years or more.
- Asset class: characteristics defined by Mass General Law



Examples of Capital Assets

- Fire trucks, police cars, DPW loaders.
- Transfer station, school building.
- Some voting machines; parks, fields.
- Computers, servers, communication systems.
- Large purchases of smaller, but durable, assets
- Building plans, some studies.
- Major, infrequent repairs.
- Large tools or equipment.



Not Capital Assets

- Services
- Painting rooms or buildings
- Medical treatments
- Books (for students or for lending)
- Field maintenance
- Routine building maintenance



Prioritization

Arlington has developed these guidelines for prioritizing projects:

- Imminent **threat to health and safety** of citizens, employees or property (police cruisers and radios, SCBA –self contained breathing apparatus),
- Maintenance and improvement of capital assets (major repairs of buildings, replacement of vehicles and equipment, park and play area renovations),
- Requirement of **state or federal law** (asbestos cleanup program mandated by federal law in 1986, removal of gas tanks, etc),
- Improvement of the **infrastructure** (streets and sidewalks, water and sewer programs),
- Improvement of productivity (equipment replacement, microcomputer program) and
- Improvement of an **overburdened situation** (Town Hall renovations, cemetery expansion program).



Capital Planning Committee

- Advises Town Manager, FinCom and Town Meeting
- Members represent:
 - FinCom
 - Treasurer
 - School Department
 - Town Manager
 - Comptroller
 - Town Meeting and Citizens

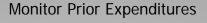


The Process



Department Five Year Requests - August





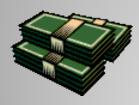


Capital Planning Committee Review September to January



Capital Planning Committee: One Year Budget, Five year Plan

Department Expenditures Throughout Fiscal year



July 1 Funding



Town Meeting Approves Next FY Budget



Spring Town Meeting



Sources of Funds

- Current FY non-exempt budget direct appropriation ("Cash").
- Current FY non-exempt bonded appropriation ("Bonds").
- Grants, CDBG, Trusts, enterprise funds, other off-balance sheet income ("Other").
- Proposition 2½ exempt borrowing.



Uses of Funds

- Purchase of qualifying equipment, material, buildings and other assets.
- Interest on bonds or bond anticipation notes (BANS).
- Principal on bonds (principal and interest on bonds together called "debt service".)
- Distinguish between exempt and non-exempt debt service.



Non-exempt Capital Spending Policy

- Set aside debt exclusions for now as extraordinary situations.
- How do we plan aggregate spending from our nonexempt budget?
 - Level fund
 - Base on detailed annual requirements
 - Plan to a constant percentage of budget
 - Other possibilities...



Defining the Capital Budget

- Note: Bonds usually have interest only or small principal effect in current year.
- Total capital budget for FY is sum of:
 - Direct cash expenditures for capital items in FY, and
 - Interest and principal impact in FY of new bonds, if any, and
 - Debt service on all prior bonded expenditures.

Capital Budget = Cash Purchases + New Debt Service + Prior Debt Service

 One planning approach fixes this sum as a percentage of the annual Town Budget.



Managing The Information Flow

- A good database system is required.
- We have found that MS-Excel works, but poorly because it is not a true database, but a spreadsheet.
- We have used MS-Access, a relational database, with some success, but it requires some programming.
- A relational database preserves historical data, offers flexible manipulation and has export and other capabilities to Excel and other programs.



Input Form

- •Manages consistent data
- •Integrity of format
- •Reduces rework
- •Preserves year-toyear history

ID	11		
Department Commi	unity Safety- Fire Services	s	
Fiscal year of Request:	2004		
Department priority	1		
Project Description	Demolition and construc	tion of Park Circle F	ire Station
Type of Request	New		
			y of the firefighters who work
	there and enable them to of Arlington.	o continue to serve a	and protect the citizens in this
Funding Priority	Infrastructure Improveme	ent	
Source of Funding	General Fund		
Year 1 Cost	\$2,200,000	Year 4 Cost	\$0
Year 2 Cost	\$0	Year 5 Cost	\$0
Year 3 Cost	\$0	Year 6 Cost	\$0
Estimated Life		50	
Annual Operating Cost	of Project		\$0
Annual Maintenance Co	ost of Project		\$0
Comments At pres	ent an RFP for architectur	ral design is being re	viewed.
		J	



Situation in March 2010

- Prior Five Year (actually 6.5) plan expired
- \$5-\$6 million deficit looming
- Override vote scheduled in June
- Thompson School rebuild up before MSBA for July approval (\$20 million)
- Town unions had voted down GIC twice



Plan and Budget Format

Note: List is truncated

Sum of AMOUNT			FISCAL YEAR 1T					
DEPARTMENT	→↑ PROGRAM	EXPENDITURE	2012	2013	2014	2015	2016	Grand Total
- BOARD OF OUR COLLEGE	HOTOCOHER							
BOARD OF SELECTMEN	= FROGRAM	Photocopier lease			\$5,500	\$5,500	\$5,500	\$16,500
BOARD OF SELECTMEN Total COMMUNITY SAFETY - FIRE	DEPARTMENTAL				\$5,500	\$5,500	\$5,500	\$16,500
= SERVICES	= PROJECT	Automatic Diffibrillators		\$16,000				\$16,000
		Protective Gear Replacement		\$32,000	\$40,000	\$40,000		\$112,000
	EQUIPMENT							
	= REPLACEMENT	A mkus Tool culters	\$18,000					\$18,000
		Breathing apparatus, SCBA					\$70,000	\$70,000
		Replace fire alarm system	\$75,000					\$75,000
		Self Contained Breathing Apparatus			\$70,000	\$70,000		\$140,000
		Thermal Imaging Cameras	\$24,000					\$24,000
	NERA STRUCTURE	E 016 0.1.1						
	= MPROVEMENT	Fire Station - Central				\$5,200,000		\$5,200,000
		Fire Station Flan - Central Station			\$320,000			\$320,000
	- PHOTOCOPIER PROV	G Photocopier lease	\$1,500					\$1,500
	= REPLACEMENT	Ambulance replacement			\$170,000			\$170,000
		Fire prevention vehicle			V ,	\$30,000		\$30,000
		Replace 1 Engine				\$00,000	\$525,000	\$525,000
		Replace C2					\$40,000	\$40,000
COMMUNITY SA FETY - FIRE SERVIC	ES	Tu. prot. C. Ce.					\$40,000	\$10,000
Total			\$118,500	\$48,000	\$600,000	\$5,340,000	\$635,000	\$6,741,500
E TOWN MANAGER	= EQUIPMENT REPLAC	AHS maintenance of steam traps	\$12,780					\$12,780
		Hardy School replacement head end - energy mgmt system	\$19,825					\$19,825
		Streetlights - conversion high pressure sodium to LED	\$268,500					\$268,500
	PHOTOCOPIER							
	= FROGRAM	Photocopier		\$5,000	\$5,000	\$5,000	\$3,000	\$18,000
TOWN MA NA GER Total	THOTOGOGET)		\$301,105	\$5,000	\$5,000	\$5,000	\$3,000	\$319,105
= IREASURER	PHOTOCOPIER - PROGRAM	Photocopier		\$5,300	\$1,400			\$6,700
TREA SURER Total				\$5,300	\$1,400			\$6,700
VETERANS' MEMORIAL RINK	NFRA STRUCTURE			\$0,000	\$1,400			\$0,100
= INTERFRISE FUND	■ MPROVEMENT	Rink Renovations: Electrical/ Lighting					\$110,000	\$110,000
		Rink Renovations: Roof/ceiling/dehurridification		\$280,000				\$280,000
		Rink Renovations: Zamboni room/Locker rooms				\$265,000		\$265,000
VETERANS' MEMORIAL RINK		,						
ENTERPRISE FUND Total				\$280,000		\$265,000	\$110,000	\$655,000
Grand Total			\$5,472,035	\$8,638,750	\$6,297,400	\$11,357,650	\$11,426,124	\$43,191,959



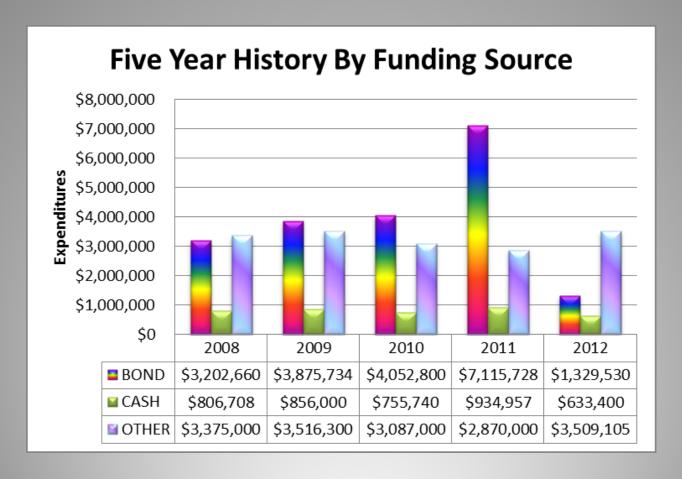
Funding Summary

Sum of AMOUNT	FISCAL YEAR					
FUNDING SOURCE	2012	2013	2014	2015	2016	Grand Total
BOND	\$1,329,530	\$4,735,600	\$1,843,900	\$7,447,350	\$6,838,624	\$22,195,004
CASH	\$633,400	\$678,150	\$630,500	\$670,300	\$789,500	\$3,401,850
OTHER	\$3,509,105	\$3,225,000	\$3,823,000	\$3,240,000	\$3,798,000	\$17,595,105
Grand Total	\$5,472,035	\$8,638,750	\$6,297,400	\$11,357,650	\$11,426,124	\$43,191,959

- Shows total of acquisitions by funding category
- Totals foot to five year plan presentation
- First column is budget for initial FY of plan period



Arlington, MA - Historical Spending





Planning the Future

- Calculate % of each year's budget for total capital and debt service = capital budget
- Adjust for exempt debt, re-imbursements
- Add in each year's new planned debt service to known non-exempt debt service now and in future
- Add in direct cash expenditures as planned
- Compare to budget



Forecasting Debt Service

Sı			YearlnUse 🗐					
J DEPARTMENT	↓Î	EXPENDITURE	2012	2013	2014	2015	2016	Grand Total
# E COMMUNITY SAF	FETY - FIRES	Fire Station Plan - Central Station			\$5,139	\$26,278	\$25,764	\$57,180
		Automatic Difibrillators		\$257	\$2,114	\$2,062	\$2,011	\$6,444
		Protective Gear Replacement		\$514	\$4,870	\$10,052	\$14,463	\$29,899
		Fire Station - Central				\$83,506	\$427,013	\$510,519
		Thermal Imaging Cameras	\$385	\$5,571	\$5,417	\$5,262	\$5,108	\$21,744
		Self Contained Breathing Apparatus			\$1,124	\$13,372	\$24,175	\$38,672
		Replace fire alarm system	\$1,204	\$6,159	\$6,038	\$5,918	\$5,798	\$25,117
		Replace 1 Engine					\$8,431	\$8,431
		Amkus Tool cutters	\$289	\$3,150	\$3,067	\$2,984	\$2,902	\$12,392
		Breathing apparatus, SCBA					\$1,124	\$1,124
E VETERANS' MEM	IORIAL RINK	Rink Renovations: Zamboni room/Locker rooms				\$4,256	\$26,178	\$30,434
		Rink Renovations: Electrical/ Lighting					\$1,766	\$1,766
		Rink Renovations: Roof/ceiling/dehumidification		\$4,496	\$27,660	\$27,060	\$26,461	\$85,677
VETERANS' MEMOF	RIAL RINK EN	TERPRISE FUND Total		\$4,496	\$27,660	\$31,316	\$54,405	\$117,877
0 Total			\$43,673	\$438,546	\$1,052,492	\$1,406,540	\$2,053,164	\$4,994,415
Grand Total			\$43,673	\$438,546	\$1,052,492	\$1,406,540	\$2,053,164	\$4,994,415

Note: List is truncated

Planned Composition of Appropriation for Five Years

Fiscal Year	2012	2013	2014	2015	2016	Total
Prior Non-Exempt Debt	\$5,140,725	\$4,781,640	\$4,519,891	\$3,952,031	\$3,455,666	\$21,849,953
Cash	\$633,400	\$678,150	\$630,500	\$670,300	\$789,500	\$3,401,850
New Non-Exempt Debt Service	\$43,673	\$438,546	\$1,052,492	\$1,406,540	\$2,053,164	\$4,994,415
Total Non-Exempt Tax Burden	\$5,817,798	\$5,898,336	\$6,202,883	\$6,028,871	\$6,298,330	\$30,246,218
Adjust for Rink Enterprise Funds	(\$50,000)	(\$54,496)	(\$77,660)	(\$81,316)	(\$104,405)	(\$367,877)
Adjust for Ambulance Revolving	(\$49,300)	(\$47,600)	(\$45,900)	(\$47,600)	(\$47,600)	(\$238,000)
Antenae Funds	(\$110,000)					(\$110,000)
Adjust for Ottoson	(\$436,717)	(\$436,717)	(\$436,717)	(\$436,717)	(\$436,717)	(\$2,183,585)
Net Non-Exempt Plan	\$5,171,781	\$5,359,523	\$5,642,606	\$5,463,239	\$5,709,608	\$27,346,756

- Includes exempt and non-exempt debt service.
- Includes carryover amounts.
- Includes cash expenditures.
- Shows transfers of reserves (rainy day funds).

Forecast of Non-exempt Capital and Debt Service vs. Budget

Fiscal Year	2012	2013	2014	2015	2016	Total
Prior Non-Exempt Debt	\$5,140,725	\$4,781,640	\$4,519,891	\$3,952,031	\$3,455,666	\$21,849,953
Cash	\$633,400	\$678,150	\$630,500	\$670,300	\$789,500	\$3,401,850
New Non-Exempt Debt Service	\$43,673	\$438,546	\$1,052,492	\$1,406,540	\$2,053,164	\$4,994,415
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Antenae Funds	(\$110,000)					(\$110,000)
Adjust for Ottoson	(\$436,717)	(\$436,717)	(\$436,717)	(\$436,717)	(\$436,717)	(\$2,183,585)
Net Non-Exempt Plan	\$5,171,781	\$5,359,523	\$5,642,606	\$5,463,239	\$5,709,608	\$27,346,756
Pro Forma Budget	\$ 103,539,548	\$ 106,020,619	\$ 108,391,438	\$ 110,958,476	\$ 113,489,477	\$542,399,558
Budget For Plan at 5%	\$5,176,977	\$5,301,031	\$5,419,572	\$5,547,924	\$5,674,474	\$27,119,978
Plan as % of Revenues	4.99%	5.06%	5.21%	4.92%	5.03%	5.04%
Variance From Budget	\$5,197	(\$58,492)	(\$223,035)	\$84,685	(\$35,134)	(\$226,778)

- Looks at committed debt service, cash expenditures and new debt service.
- Comparison to 5% of budget based on assumed revenue (state aid and local receipts) parameters.

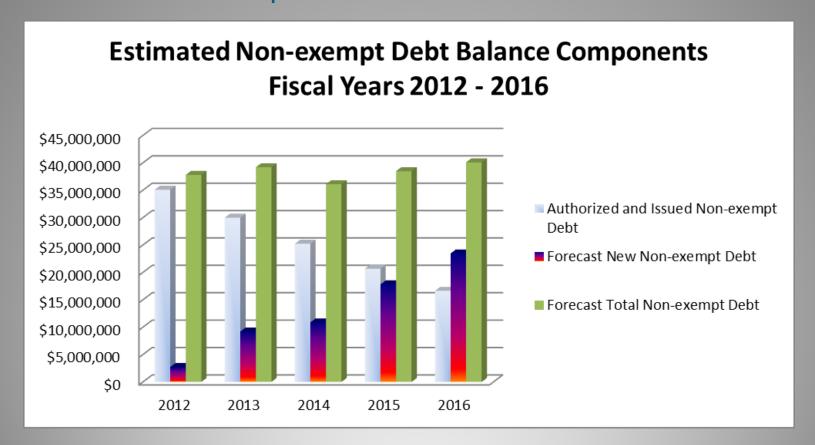


FY2012	Expenditures
By Funding Source	
Cash	\$633,400
Bond	\$1,329,530
Other	\$3,509,105
Total	\$5,472,035
Calculation of Net Appropriation of Article	
FY2011	Capital and Debt Service
Prior Years Non-exempt Debt Service	
Principal	\$4,165,400
Interest	\$975,325
Total Prior Non-exempt Debt Service	\$5,140,725
Plus W/S Enterprise Fund Debt Svc. Appropriation	\$246,775
Plus MWRA Loan Payments	\$731,649
Net Prior Non-Exempt Debt Service	\$6,119,149
New Non-exempt Debt Service	\$43,673
Less Veterans Memorial Rink	(\$50,000)
Less Ambulance Revolving Fund	(\$49,300)
Less Antennae Funds	(\$110,000)
Current Year Cash Outlay	\$633,400
Total Non-exempt Appropriation	\$6,586,922
Exempt Principal	\$2,189,730
Total Exempt Interest	\$646,597
Total Exempt Debt Service	\$2,836,327
Less W/S Enterprise Fund Debt Svc Approp.	(\$246,775)
Less MWRA Loan Payments	(\$731,649)
Total Tax Rate Appropriation	\$8,444,825

Exempt and Non-exempt Tax Impact

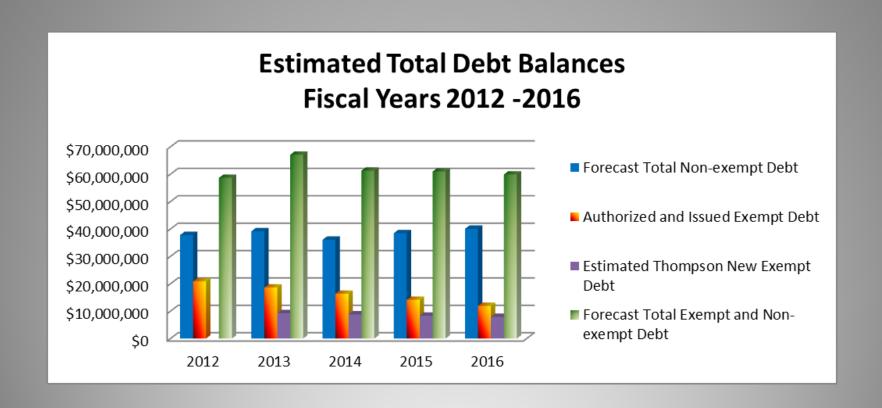


Forecast of Non-exempt Debt



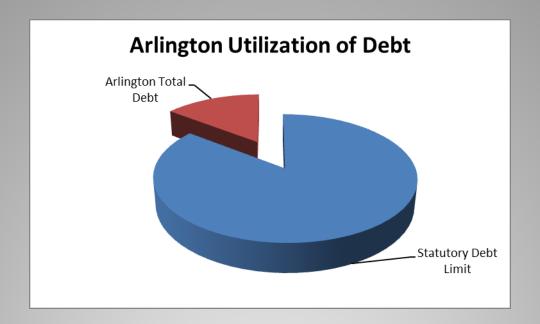


Estimated Total Debt Balances





Arlington and Debt Limit





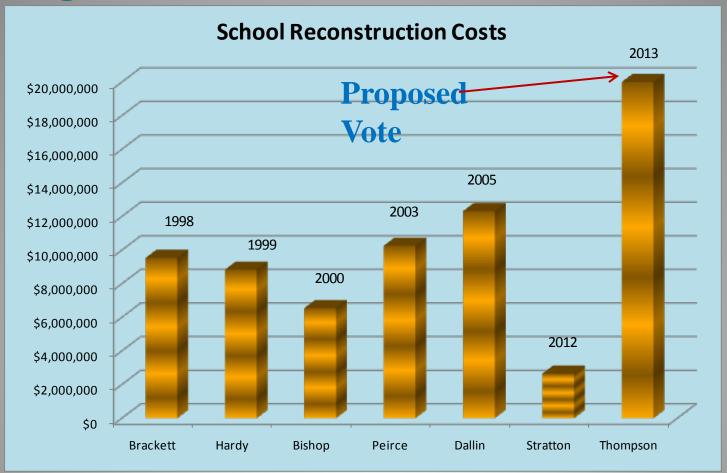
Past Present and Future

Arlington non-exempt capital spending viewed by Program as of June 2010:

AMOUNT	FISCAL YEAR								
PROGRAM	2009	2010	2011	2012	2013	2014	2015	2016	Grand Total
DEPARTMENTAL PROJECT	\$138,300	\$29,000	\$39,000	\$16,000	\$51,500	\$90,000	\$72,000	\$94,500	\$530,300
EQUIPMENT REPLA CEMENT	\$119,000	\$240,000	\$161,000	\$562,105	\$201,000	\$283,000	\$291,000	\$683,500	\$2,540,605
INFORMATION TECHNOLOGY	\$310,650	\$282,500	\$382,500	\$376,700	\$319,200	\$318,700	\$319,600	\$742,750	\$3,052,600
INFRASTRUCTURE IMPROVEMENT	\$3,364,300	\$3,656,000	\$7,315,000	\$2,523,000	\$3,122,000	\$3,063,000	\$7,835,000	\$3,920,000	\$34,798,300
MAJOR REPAIRS	\$80,000	\$10,000	\$15,000	\$30,000		\$5,000	\$15,000	\$5,000	\$160,000
PARKS & PLAYGROUNDS		\$25,000	\$535,728	\$40,000	\$724,500		\$656,250	\$1,221,874	\$3,203,352
PHOTOCOPIER PROGRAM	\$121,200	\$146,740	\$152,490	\$95,400	\$97,300	\$11,900	\$10,500	\$8,500	\$644,030
PUBLIC BUILDING MAINTENANCE	\$840,584	\$1,916,300	\$4,293,450	\$526,830	\$2,604,250	\$264,800	\$274,300	\$2,701,000	\$13,421,514
ROADS AND PATHS INFRASTRUCTURE	\$1,500,000	\$975,000	\$975,000	\$1,054,000	\$1,090,000	\$1,340,000	\$1,115,000	\$965,000	\$9,014,000
STUDENT TRANSPORTATION			\$85,000			\$124,000	\$60,000	\$40,000	\$309,000
VEHICLE REPLACEMENT	\$1,304,000	\$530,000	\$494,000	\$248,000	\$429,000	\$797,000	\$709,000	\$1,044,000	\$5,555,000
PARKS PLAY GROUNDS & FIELDS	\$470,000								\$470,000
Grand Total	\$8,248,034	\$7,810,540	\$14,448,168	\$5,472,035	\$8,638,750	\$6,297,400	\$11,357,650	\$11,426,124	\$73,698,701



Arlington's Investment in Education





Estimated Breakdown of Funding Sources & Uses

Estimated Rebuild Debt Exclusion Balance	\$12,704,107
Estimated Project Cost with \$1 M Reserve	\$20,000,000
MSBA Reimbursement Rate	47.21%
Est. Non-reimbursible Costs, incl Reserve	\$2,000,000
Reimbursable Project Portion	\$18,000,000
Allowed Reimbursement Amount	\$8,497,800
	FY2012
Sources	
Unused Debt Exclusion Capacity	\$6,706,498
Annual CPC Program for Thompson	\$1,211,148
Disposition of Assets	
Parmenter	\$1,500,000
Crosby	\$1,500,000
School Capital Balances for Thompson	\$814,000
School Fund Interest Balance	\$20,000
MSBA Participation Funds	\$8,497,800
Total Sources	\$20,249,446
Uses	
Thompson Renovations	\$20,000,000
Reserve (Shortfall)	\$249,446
Total Uses	\$20,249,446

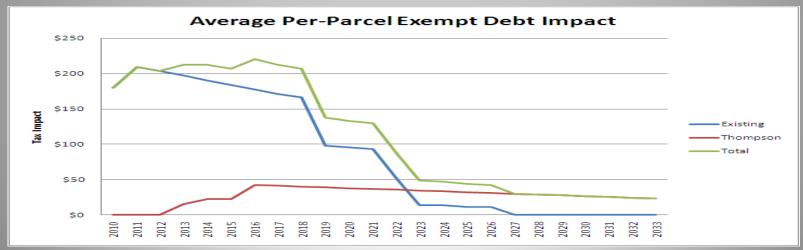
- Table on left is Table 5 in Capital Report, adjusted for DOR audited Debt Exclusion Referendum balance
- Asset disposition values are estimates
- Reserve is to accommodate changes in interest rates and similar effects (about a 0.5% interest change)
- \$6.7 million is new exempt debt



Estimated Incremental Tax Impact

		Est. Incremental Tax Impact Annual	
Funding Source	Amount	Household	Comment
Rebuild Debt exclusion	\$6,706,498	\$29.65	New Exempt Debt
School Capital & Interest Balances	\$834,000		In Capital Plan
Annual CPC Program	\$1,211,148		In Capital Plan
Asset Sales	\$3,000,000		From Asset Sale
MSBA Reimbursement	\$8,497,800		From MSBA
Totals	\$20,249,446	\$29.65	

		Existing Exem	pt D	ebt	
1	7-Yr. Existing	17	Yr.	Exempt De	bt
	Exempt Debt	No. Parcels	per	Parcel	
\$	31,052,715.38	15,021	\$	2,067.29	
		Thompson Sch	ool	Projection	
2	1 Yr.Projected	•	21 Y	r.Projected	1
The	ompson Exempt	Т	pt		
	Debt	No. Parcels	р	er Parcel	
\$	9,798,750.00	15,021	\$	652.34	
		Actual and Proj	ecte	d	
24	Yr. Actial & Proj.	24	Yr.	Actual & Pr	oj.
Tot	tal Exempt Debt	No. Parcels	р	er Parcel	
\$	40,851,465.38	15,021	S	2,719.62	





Thompson Approved: TM and MSBA



PARKING TOTAL: 44 Parking Spaces (including 2 Accessible Spaces) 10-11 Pick-up/Drop-off Spaces

The Thompson School Arlington, MA SITE PLAN



Key: Forecast of Non-exempt Capital and Debt Service vs. Budget

Fiscal Year	2012	2013	2014	2015	2016	Total
Prior Non-Exempt Debt	\$5,140,725	\$4,781,640	\$4,519,891	\$3,952,031	\$3,455,666	\$21,849,953
Cash	\$633,400	\$678,150	\$630,500	\$670,300	\$789,500	\$3,401,850
New Non-Exempt Debt Service	\$43,673	\$438,546	\$1,052,492	\$1,406,540	\$2,053,164	\$4,994,415
Total Non-Exempt Tax Burden	\$5,817,798	\$5,898,336	\$6,202,883	\$6,028,871	\$6,298,330	\$30,246,218
Adjust for Rink Enterprise Funds	(\$50,000)	(\$54,496)	(\$77,660)	(\$81,316)	(\$104,405)	(\$367,877)
Adjust for Ambulance Revolving	(\$49,300)	(\$47,600)	(\$45,900)	(\$47,600)	(\$47,600)	(\$238,000)
Antenae Funds	(\$110,000)					(\$110,000)
Adjust for Ottoson	(\$436,717)	(\$436,717)	(\$436,717)	(\$436,717)	(\$436,717)	(\$2,183,585)
Net Non-Exempt Plan	\$5,171,781	\$5,359,523	\$5,642,606	\$5,463,239	\$5,709,608	\$27,346,756
Pro Forma Budget	\$ 103,539,548	\$ 106,020,640	\$ 100,001,400	\$ 110,050,476	\$ 113,489,477	\$542,399,558
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Variance From Budget	\$5 197	(\$58,492)	(\$223,035)	\$84,685	(\$35,134)	(\$ZZ6,778)

- Looks at committed debt service, cash expenditures and new debt service.
- Comparison to 5% of budget based on assumed revenue (state aid and local receipts) parameters.

Winning Town Meeting Support for the Capital Budget

- Have a Capital Plan as well as a budget.
- Whenever possible stick to the plan.
- Bring bad news to TM as soon as possible, preferably years in advance.
- Always highlight problems, don't gloss them over, explain them in detail.
- Give TM credit for Capital Spending within the plan, which then becomes TM's plan.
- Give TM credit for spending large amounts of money wisely; that's usually what they want to do, but rarely can be sure they have. A Capital Plan and history allows measurement and proof.

Result: 25 years successful TM votes with no changes, most votes unanimous.



Capital Planning Committee Role

- Set standards and priorities.
- Provide continuity and institutional memory over many years.
- Inspire and cajole managers to plan ahead.
- Reward careful planning by management with funding someday.
- Communicate short-term and long-term needs to Town Manager, Finance Committee, Town Meeting and Citizens.
- Exhibit predictability and Gravitas.



You can download a copy of this presentation and the Arlington Capital Report for FY2010 from the internet at the MMA website

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