

# City of Green Lake, WI

## 2025 Operating Referendum Public Presentation



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Discover the *Baird Difference*

What are levy limits and why do they exist?

Why is the City needing to increase the levy limit?

Operating referendum question on April 2025 ballot.

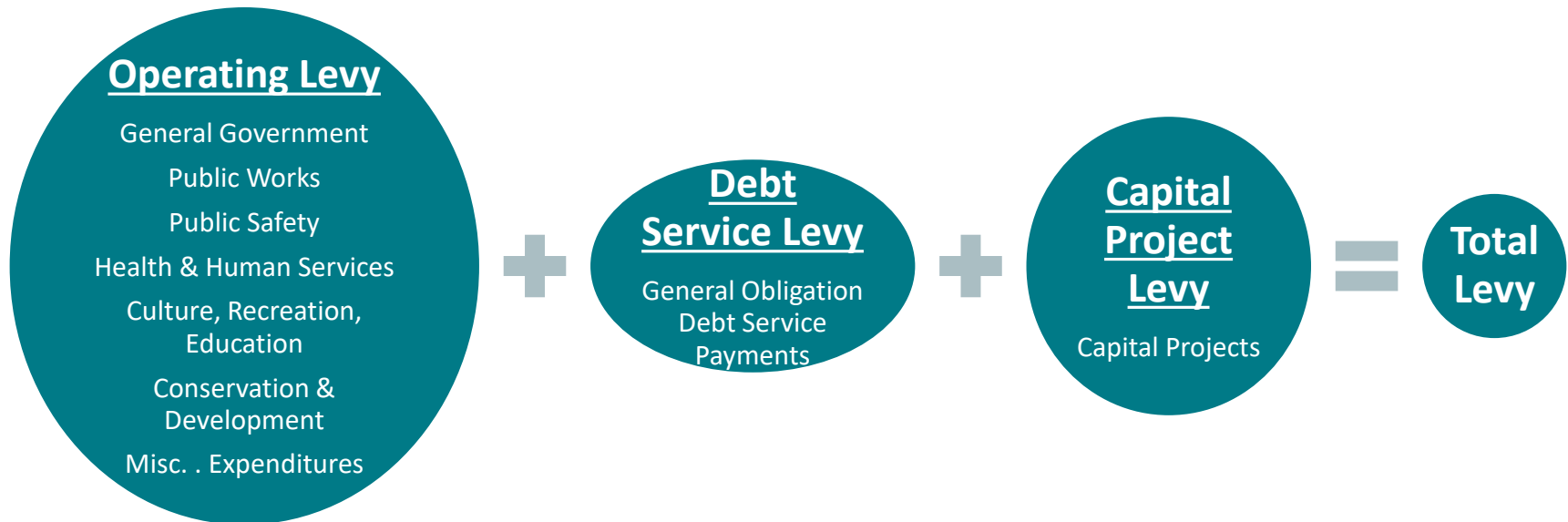
Estimated impact on taxpayers.

What happens if operating referendum doesn't pass?

# What are levy limits and Why do they exist?

- Levy limits have been imposed by the State to slow the growth of taxes.

The City's property tax Levy can be allocated between three key categories:



# Why is the City needing to increase the Levy Limit?

- Per the League of Wisconsin Municipalities website “under state law, a municipality is allowed to increase its levy over the amount it levied the prior year by the percentage increase in equalized value from net new construction. If no new construction occurred in your community, then your allowable levy increase is zero percent. “

Levy Year	Taxes Due Year	Net New Construction (1)
2010	2011	0.39%
2011	2012	0.07%
2012	2013	0.25%
2013	2014	0.47%
2014	2015	0.70%
2015	2016	0.92%
2016	2017	0.43%
2017	2018	1.12%
2018	2019	0.93%
2019	2020	1.32%
2020	2021	0.45%
2021	2022	0.93%
2022	2023	3.73%
2023	2024	1.07%
2024	2025	1.71%
<b>15-Year Average</b>		<b>0.97%</b>

Year	Percent Change CPI (2)
2010	1.6%
2011	3.2%
2012	2.1%
2013	1.5%
2014	1.6%
2015	0.1%
2016	1.3%
2017	2.1%
2018	2.4%
2019	1.8%
2020	1.2%
2021	4.7%
2022	8.0%
2023	4.1%
2024	3.2%
<b>2.59%</b>	

Sources

- Wisconsin Department of Revenue
- U.S. Department of Labor

# Limiting Operating Levy to % Net New Construction

- Using 2024/2025 Operating Levy of \$1,126,901 the below chart is a hypothetical calculation of **Revenues** growing at Net New Construction and **Expenses** growing at CPI 15-year averages.

	Net New Construction	Inflation		
	<b>0.97%</b>	<b>2.59%</b>		
Taxes Due Year	Example Operating Levy	Example Operating Expenses	Annual Deficit	Cumulative Deficit
2025	\$ 1,126,901.00	\$ 1,126,901.00	\$ -	\$ -
2026	\$ 1,137,831.94	\$ 1,156,087.74	\$ (18,255.80)	\$ (18,255.80)
2027	\$ 1,148,868.91	\$ 1,186,030.41	\$ (37,161.50)	\$ (55,417.29)
2028	\$ 1,160,012.94	\$ 1,216,748.60	\$ (56,735.66)	\$ (112,152.95)
2029	\$ 1,171,265.06	\$ 1,248,262.38	\$ (76,997.32)	\$ (189,150.27)
2030	\$ 1,182,626.33	\$ 1,280,592.38	\$ (97,966.05)	\$ (287,116.32)
2031	\$ 1,194,097.81	\$ 1,313,759.72	\$ (119,661.91)	\$ (406,778.23)
2032	\$ 1,205,680.56	\$ 1,347,786.10	\$ (142,105.54)	\$ (548,883.77)
2033	\$ 1,217,375.66	\$ 1,382,693.76	\$ (165,318.10)	\$ (714,201.87)
2034	\$ 1,229,184.20	\$ 1,418,505.53	\$ (189,321.32)	\$ (903,523.20)
2035	\$ 1,241,107.29	\$ 1,455,244.82	\$ (214,137.53)	\$ (1,117,660.73)
2036	\$ 1,253,146.03	\$ 1,492,935.66	\$ (239,789.63)	\$ (1,357,450.36)
2037	\$ 1,265,301.55	\$ 1,531,602.70	\$ (266,301.15)	\$ (1,623,751.51)
2038	\$ 1,277,574.97	\$ 1,571,271.21	\$ (293,696.23)	\$ (1,917,447.74)
2039	\$ 1,289,967.45	\$ 1,611,967.13	\$ (321,999.68)	\$ (2,239,447.42)
2040	\$ 1,302,480.13	\$ 1,653,717.08	\$ (351,236.94)	\$ (2,590,684.36)

# Levy Limit Restraints on Current Budget

City of Green Lake General Fund	Actual	Actual	Projected	Budgeted
City of Green Lake Revenues	2022	2023	2024	2025
General Property Taxes	\$ 909,677	\$ 922,185	\$ 1,068,928	\$ 652,595
Other Taxes	\$ 198	\$ 98	\$ 37,659	\$ 35,100
Special Assessments	\$ -	\$ 8,899	\$ 153,780	\$ -
Intergovernmental Revenues	\$ 287,015	\$ 194,505	\$ 239,069	\$ 248,216
Licenses and Permits	\$ 56,474	\$ 50,389	\$ 69,230	\$ 69,450
Fines, Forfeits and Penalties	\$ 5,009	\$ 7,436	\$ 4,612	\$ 5,000
Public Charges for Services	\$ 164,602	\$ 167,245	\$ 165,120	\$ 166,125
Intergovernmental Charges for Services	\$ 216,810	\$ 277,333	\$ 272,691	\$ 290,287
Miscellaneous Revenues	\$ 92,973	\$ 91,601	\$ 36,500	\$ 25,500
<b>Total Revenues</b>	<b>\$ 1,732,758</b>	<b>\$ 1,719,691</b>	<b>\$ 2,047,588</b>	<b>\$ 1,492,273</b>
City of Green Lake Expenditures	2022	2023	2024	2025
General Government	\$ 287,199	\$ 312,100	\$ 329,116	\$ 330,808
Public Safety	\$ 758,484	\$ 845,562	\$ 944,930	\$ 987,623
Public Works	\$ 434,904	\$ 433,265	\$ 479,990	\$ 545,643
Health and Human Services	\$ 7,091	\$ 7,393	\$ 7,650	\$ 9,750
Culture, Recreation and Education	\$ 313,025	\$ 406,180	\$ 337,970	\$ 330,334
Conservation and Development	\$ 1,944	\$ 4,267	\$ 6,750	\$ 6,750
Debt Service	\$ 16,500	\$ -	\$ -	\$ -
Capital Outlay	\$ 1,547,620	\$ 374,768	\$ 215,250	\$ -
Contingency Fund	\$ -	\$ -	\$ 10,352	\$ 10,000
<b>Total Expenses</b>	<b>\$ 3,366,767</b>	<b>\$ 2,383,535</b>	<b>\$ 2,332,008</b>	<b>\$ 2,220,908</b>
<b>Excess (Deficiency of Revenues Over Expenditures)</b>	<b>\$ (1,634,009)</b>	<b>\$ (663,844)</b>	<b>\$ (284,420)</b>	<b>\$ (728,635)</b>

# Levy Limit Restraints on Current Budget

<b>Excess (Deficiency of Revenues Over Expenditures)</b>	<b>\$ (1,634,009)</b>	<b>\$ (663,844)</b>	<b>\$ (284,420)</b>	<b>\$ (728,635)</b>
<b>City of Green Lake Other Financing Sources</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>
Proceeds from Sale of Capital Assets	\$ 195,746.00	\$ -	\$ -	\$ -
Loan Proceeds-Long Term Debt	\$ 1,437,406.00	\$ -	\$ -	\$ -
Loan Proceeds-Short Term Loan	\$ -	\$ 231,273.00	\$ -	\$ -
Transfer from Other Funds	\$ 34,447.00	\$ 30,003.00	\$ -	<b>\$ 678,635</b>
<b>Total Other Financing Sources</b>	<b>\$ 1,667,599.00</b>	<b>\$ 261,276.00</b>	<b>\$ -</b>	<b>\$ 678,635</b>
<b>Excess (Deficiency of Revenues Over Expenditures)</b>	<b>\$ 33,590.00</b>	<b>\$ (402,568.00)</b>	<b>\$ (284,420.24)</b>	<b>\$ (50,000)</b>
<b>City of Green Lake General Fund Balance</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>
Net Change in Fund Balance	\$ 33,590.00	\$ (402,568.00)	\$ (284,420.24)	\$ (50,000)
Fund Balance Beginning	\$ 1,017,872.00	\$ 1,051,462.00	\$ 648,894.00	\$ 364,473.76
Fund Balance Ending	\$ 1,051,462.00	\$ 648,894.00	\$ 364,473.76	\$ 314,473.76
Fund Balances % of General Fund Expenditures	<b>31.23%</b>	<b>27.22%</b>	<b>15.63%</b>	<b>14.16%</b>

- Since 2023 general fund Reserves and short-term borrowing have been utilized to cover deficit in operating budget.
- In 2025 effort was made to shift borrowing to longer term financing plan to better structure city debt for future years.
- In 2025 deficit of \$728,635 was covered by transfer of funds from water/sewer accounts and general fund reserves.
- If current budget gap process continues general fund reserve will be depleted, and option left is cuts or referendum.

# Operating Referendum Question-April 2025 Election

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- Resolution approved by common council on January 15, 2025, to have an operating referendum question placed on the April 2025 ballot.
- Question will ask residents to allow city to increase taxes to keep city public safety protection services at their current levels.
- The referendum question will allow city to increase its Total Levy by 64.476% going forward from \$1,163,218 to \$1,913,218.
- Draft Referendum Question: "Under state law, the increase in the levy of the City of Green Lake for the tax to be imposed for the next fiscal year, 2026, is limited to 1.709%, which results in a levy of \$1,163,218. Shall the City of Green Lake be allowed to exceed this limit and increase the levy for the next fiscal year, 2026, for the purpose of maintain or expanding public safety protection services, by a total of 64.476%, which results in a levy of \$1,913,218, and on an ongoing basis, include the increase of \$750,000 for each fiscal year going forward?"



# Budget with Operating Referendum

City of Green Lake Operating Budget	Actual	Actual	Projected	Budgeted	Referendum	Referendum
City of Green Lake Revenues	2022	2023	2024	2025	2026	2027
General Property Taxes	\$ 1,314,172	\$ 1,465,711	\$ 1,527,399	\$ 1,126,901	\$ 1,163,218	\$ 1,174,850
Referendum Increase					\$ 750,000	\$ 750,000
New Total Combined Property Taxes					\$ 1,913,218	\$ 1,924,850
Property Tax YOY % Change		11.53%	4.21%	-26.22%	69.78%	0.61%
Other Taxes	\$ 198	\$ 98	\$ 37,659	\$ 35,100	\$ 35,100	\$ 35,100
Special Assessments	\$ -	\$ 8,899	\$ 153,780	\$ -	\$ -	\$ -
Intergovernmental Revenues	\$ 287,015	\$ 194,505	\$ 239,069	\$ 248,216	\$ 248,216	\$ 248,216
Licenses and Permits	\$ 56,474	\$ 50,389	\$ 69,230	\$ 69,450	\$ 69,450	\$ 69,450
Fines, Forfeits and Penalties	\$ 5,009	\$ 7,436	\$ 4,612	\$ 5,000	\$ 5,000	\$ 5,000
Public Charges for Services	\$ 164,602	\$ 167,245	\$ 165,120	\$ 166,125	\$ 166,125	\$ 166,125
Intergovernmental Charges for Services	\$ 216,810	\$ 277,333	\$ 272,691	\$ 290,287	\$ 290,287	\$ 290,287
Miscellaneous Revenues	\$ 93,479	\$ 92,198	\$ 37,100	\$ 26,000	\$ 26,000	\$ 26,000
<b>Total Revenues</b>	<b>\$ 2,137,759</b>	<b>\$ 2,263,814</b>	<b>\$ 2,506,659</b>	<b>\$ 1,967,079</b>	<b>\$ 2,753,396</b>	<b>\$ 2,765,028</b>
<b>City of Green Lake Expenditures</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2025</b>	<b>2025</b>
General Government	\$ 287,199	\$ 312,100	\$ 329,116	\$ 330,808	\$ 330,808	\$ 330,808
Public Safety	\$ 758,484	\$ 845,562	\$ 944,930	\$ 987,623	\$ 987,623	\$ 987,623
Public Works	\$ 434,904	\$ 433,265	\$ 479,990	\$ 545,643	\$ 545,643	\$ 545,643
Health and Human Services	\$ 7,091	\$ 7,393	\$ 7,650	\$ 9,750	\$ 9,750	\$ 9,750
Culture, Recreation and Education	\$ 313,025	\$ 406,180	\$ 337,970	\$ 330,334	\$ 330,334	\$ 330,334
Conservation and Development	\$ 1,944	\$ 4,267	\$ 6,750	\$ 6,750	\$ 6,750	\$ 6,750
Debt Service	\$ 424,711	\$ 540,041	\$ 458,971	\$ 474,306	\$ 474,813	\$ 499,378
Capital Outlay	\$ 1,547,620	\$ 374,768	\$ 215,250	\$ -	\$ -	\$ -
Contingency Fund	\$ -	\$ -	\$ 10,352	\$ 10,000	\$ 10,000	\$ 10,000
<b>Total Expenses</b>	<b>\$ 3,774,978</b>	<b>\$ 2,923,576</b>	<b>\$ 2,790,979</b>	<b>\$ 2,695,214</b>	<b>\$ 2,695,721</b>	<b>\$ 2,720,286</b>
<b>Excess (Deficiency of Revenues Over Expenditures)</b>	<b>\$ (1,637,219)</b>	<b>\$ (659,762)</b>	<b>\$ (284,320)</b>	<b>\$ (728,135)</b>	<b>\$ 57,675</b>	<b>\$ 44,742</b>

# Current Tax Impact on \$250,000 House

2023 Tax Bill Paid in 2024			
Combined Taxing Jurisdiction Tax Rate			
			\$ 20.11768
Taxing Jurisdiction	Net Tax	Percentage	Tax Rate
County	\$ 1,952.55	39%	\$ 7.81
City	\$ 1,695.20	34%	\$ 6.78
School	\$ 1,164.91	23%	\$ 4.66
Tech	\$ 216.76	4%	\$ 0.87
	\$ 5,029.42	100%	\$ 20.11768
<b>City Operational Tax Levy</b>			
			\$ 1,527,399.00
<b>2023 City Assessed Value</b>			\$ 249,621,000.00
<b>City Operational Tax Rate Per \$1,000 of Assessed Value</b>			<b>\$ 6.12</b>
<b>City TID Districts Tax Levy</b>			\$ 165,228.97
<b>2023 City Assessed Value</b>			\$ 249,621,000.00
<b>City Operational Tax Rate Per \$1,000 of Assessed Value</b>			\$ 0.66
<b>Final Tax Rate on Tax Bill</b>			
			\$ 6.78

2024 Tax Bill Paid in 2025			
Combined Taxing Jurisdiction Tax Rate			
			\$ 16.99621
Taxing Jurisdiction	Net Tax	Percentage	Tax Rate
County	\$ 1,785.84	42%	\$ 7.14
City	\$ 1,246.95	29%	\$ 4.99
School	\$ 1,009.08	24%	\$ 4.04
Tech	\$ 207.19	5%	\$ 0.83
<b>TOTAL</b>	<b>\$ 4,249.05</b>	<b>100%</b>	<b>\$ 16.99621</b>
<b>City Operational Tax Levy</b>			
			\$ 1,126,901.00
<b>2024 City Assessed Value</b>			\$ 252,632,300.00
<b>City Operational Tax Rate Per \$1,000 of Assessed Value</b>			<b>\$ 4.46</b>
<b>City TID Districts Tax Levy</b>			\$ 133,171.65
<b>2024 City Assessed Value</b>			\$ 252,632,300.00
<b>City Operational Tax Rate Per \$1,000 of Assessed Value</b>			\$ 0.53
<b>Final Tax Rate on Tax Bill</b>			
			\$ 4.99

# Referendum Operational Tax Rate Impact

City of Green Lake Operational Tax Rate



# Proposed Referendum Impact on Taxpayer

	Actual				Estimated	
	2021/2022	2022/2023	2023/2024	2024/2025	2025/2026	2026/2027
City Operational Tax Rate	\$ 5.50	\$ 5.92	\$ 6.12	\$ 4.46	\$ 7.50	\$ 7.47
\$250,000 Home	\$ 1,375.00	\$ 1,480.00	\$ 1,530.00	\$ 1,115.00	\$ 1,875.00	\$ 1,867.50
Increase/Decrease	\$ -	\$ 105.00	\$ 50.00	\$ (415.00)	\$ 760.00	\$ (7.50)
\$350,000 Home	\$ 1,925.00	\$ 2,072.00	\$ 2,142.00	\$ 1,561.00	\$ 2,625.00	\$ 2,614.50
Increase/Decrease	\$ -	\$ 147.00	\$ 70.00	\$ (581.00)	\$ 1,064.00	\$ (10.50)
\$450,000 Home	\$ 2,475.00	\$ 2,664.00	\$ 2,754.00	\$ 2,007.00	\$ 3,375.00	\$ 3,361.50
Increase/Decrease	\$ -	\$ 189.00	\$ 90.00	\$ (747.00)	\$ 1,368.00	\$ (13.50)
\$550,000 Home	\$ 3,025.00	\$ 3,256.00	\$ 3,366.00	\$ 2,453.00	\$ 4,125.00	\$ 4,108.50
Increase/Decrease	\$ -	\$ 231.00	\$ 110.00	\$ (913.00)	\$ 1,672.00	\$ (16.50)

- Reduction in tax bill for 2025 of 27.12%.
- Reduction done in 2025 due to implementing long-term financing plan.
- If the City of Green Lake had not implemented shifting borrowing to a longer-term financing plan in 2024 and kept the tax rate at \$6.12 the increase on a home valued at \$250,000 is estimated to be \$344.82 or 22.5%.

# What Happens if Operating Referendum Doesn't Pass

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- City staff and elected officials have discussed potential reductions that would have to be made to account for the reduction needed to reduce its operating levy:
- City staff has already accounted for reductions in non personal costs leaving the only options available for cost reduction in 2026 being reductions in staff and or services.
- Potential reduction of DPW staff.
- Potential reduction of Police staff.
- Potential reduction of Police staff availability. Reduction of 24-hour policing.
- Potential reduction of city hall operational staff and our hours of operations.
- These reductions would undoubtedly cause the current service levy expectations/experience for community members to be reduced.

Questions?

# Important Disclosures

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