

Supporting a Commonwealth of Communities

Meet DLS

March 25, 2025

DLS Overview

Sean Cronin
Senior Deputy for Local Services

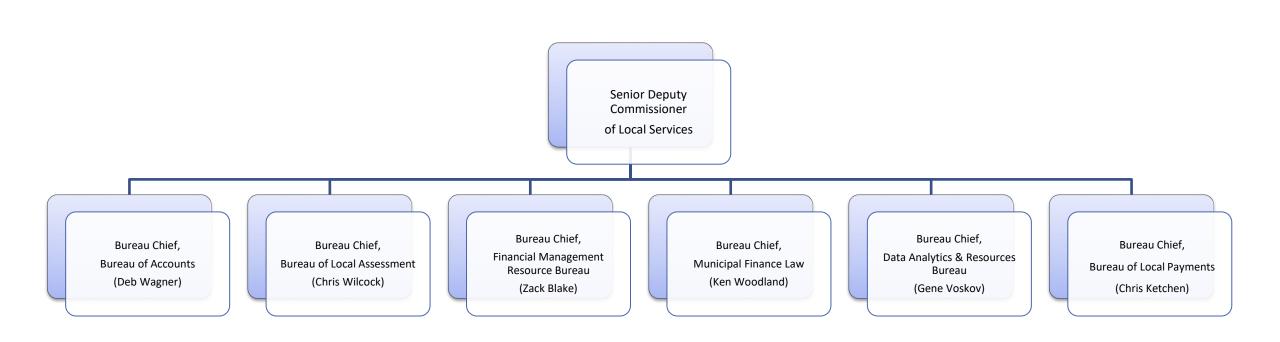
croninse@dor.state.ma.us

Mission

- ☐ The Division of Local Services (DLS) promotes sound municipal finance management practices and supports local officials by providing guidance, training and oversight
- ☐ DLS is responsible for:
 - The accuracy and quality of local accounting and treasury management
 - Ensuring the fairness and equity of local property assessment and taxation
 - Distributing local aid
 - Maintaining a comprehensive databank on local finances
 - Interpreting state laws that govern local finances
 - Providing Technical Assistance & Training

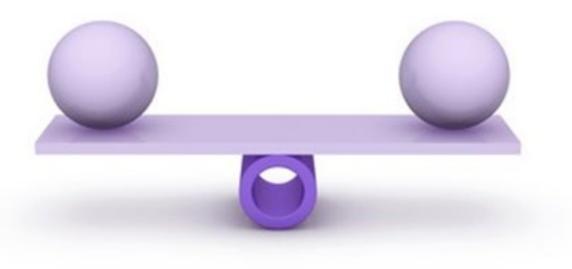
https://www.youtube.com/watch?v=rRRP2 thcKc

Organization



Goal

- ☐ Good balance between regulatory functions and technical assistance/guidance
- ☐ Ultimate goal is to assist municipalities with financial management



Supporting a Commonwealth of Communities

Bureau of Accounts (BOA)

Deb Wagner, Director of Accounts

wagnerd@dor.state.ma.us

Bureau of Accounts

The Bureau of Accounts has been assisting, teaching, regulating and overseeing the financial management of Massachusetts' local governmental entities for over 100 years. Every municipality has a field representative assigned to assist and oversee them.

The Bureau offers advice and instruction to local officials in:

- Sound accounting practices
- ☐ State Laws, regulations and requirements
- □ Procedures for borrowing, especially through our State House Note Program







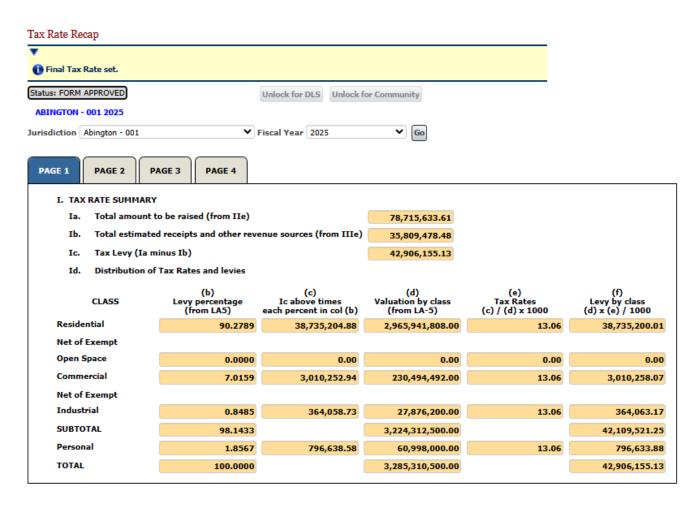
Tax Rate

The Tax Rate Recapitulation (Tax Recap)

- ☐ The Tax Rate Recapitulation is a summary of a municipality's spending plan and proposed funding sources.
- The Recap, itself, is a four-page form that is accompanied by many support forms depending on financial make-up of the municipality.
- The Bureau reviews the document, its compliance with Prop 2½ limits, and then certifies resulting tax rates for residential, open space, commercial, industrial and personal property.

Related Links:

- A Detailed Look at Setting the Tax Rate: Interactive video
- Completing the Tax Rate Recap Forms Webinar (Video)



Balance Sheet / Free Cash

The Balance Sheet

- A balance sheet identifies a municipality's assets, liabilities and fund equity balances and illustrates financial position as of June 30.
- The Bureau reviews the document and certifies general fund surplus ("free cash") or enterprise fund surplus ("retained earnings") from it.
- Once "Free Cash" is certified it becomes an available fund that can be appropriated by the legislative body for any legal purpose

Related Links:

- <u>Introduction to Free Cash</u> (Video)
- Webinar: Free Cash Upload & Certification Process (Video)



Schedule A

OVER EXPENDITURES AND

OF LINES 3 AND 8)

11 Other Adjustments

OTHER FINANCING SOURCES (USES) (SUM

10 Fund Equity (Retained Earnings) Beginning of Year

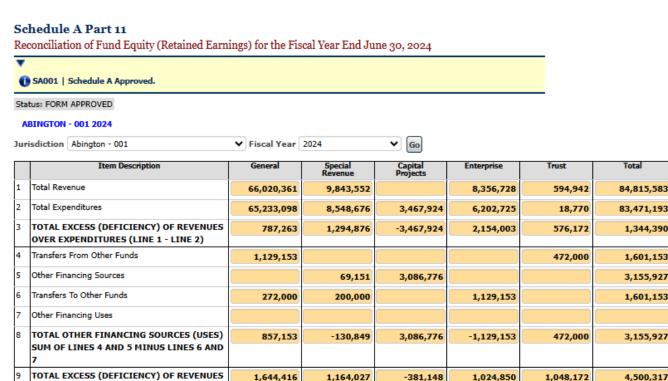
TOTAL FUND EQUITY (RETAINED

(SUM OF LINES 9 THROUGH 11)

EARNINGS) END OF YEAR

The Schedule A or "the annual report"

- Schedule A is a statement of revenues, expenditures, other financing sources and uses, and changes in fund balance for all funds as of June 30. It is, basically, an annual profit and loss statement for a City of Town.
- The Bureau approves the report, the data from which is added to the DLS Databank, reported to the U.S. Census Bureau, and used by many State agencies and the State Legislature.
- Schedule A is required to be submitted by November 30th every year. Municipalities that have not submitted by February 15th will have their local aid withheld by the State beginning with the February payment and continue until the Schedule A is received



6,638,863

8,283,279

5,145,831

6,309,858

-2,678,354

-3,059,502

9,285,930

10,310,780

4,804,207

6,081,011

228,632

23,196,477

27,925,426

228,632

Audit

The Independent Audit or "audit report"

- These statements are the product of an independent audit firm hired by the municipality.
- The audit report may include findings and opinions, financial statements, schedules and statistical tables.
- The Bureau reviews the report for consistency with unaudited reports received by the Bureau and to monitor financial management from an independent perspective.



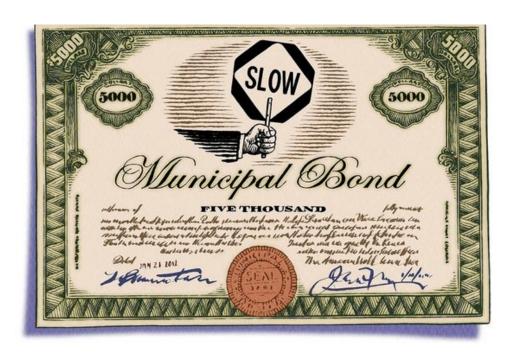
Related Links:

Overview of Municipal Audits Webinar (Video)

Debt

Municipal Debt

- <u>State House Notes Program</u> First established in 1911, this Program is a convenient, no-cost Note certification procedure for the issuance of short-term debt and long-term Serial and Refunding notes by a governmental entity and provides an alternative to the certification of Notes procedure by commercial banks.
- The Qualified Bond Program This Program allows cities, towns and regional school districts to issue general obligation bonds with the state paying the debt service directly from the municipality's or regional school district's local aid. They benefit from the strength of the state's credit rating which results in lower interest rates on debt issuances than might otherwise not.



Related Links:

Video series: A Deeper Dive Into Municipal Debt

View the full video (26 minutes)

Bureau of Local Assessment (BLA)

Chris Wilcock, Bureau Chief

wilcockc@dor.state.ma.us

Bureau of Local Assessment

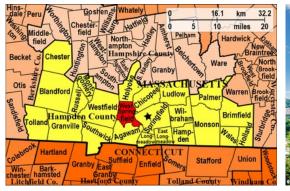
The Bureau of Local Assessment is responsible for:

- ✓ Regulation
- ✓ Oversight
- ✓ Assessor training
- ✓ Technical assistance in the areas of real and personal property valuation.

Guidance is provided for:

- ✓ Classification of property
- ✓ Fair cash valuations
- Qualifying assessing personnel to classify property
- ✓ Tax mapping
- ✓ Capturing new growth
- Personal property valuations









Subject to Taxation

All property, real and personal, situated within the commonwealth, and all personal property of the inhabitants of the commonwealth wherever situated, unless expressly exempt, shall be subject to taxation...

Massachusetts General Laws

Chapter 59 Section 2



Classification of Property



Class 1 - Residential



Class 2 - Open Space



Class 3 - Commercial



Class 4 - Industrial



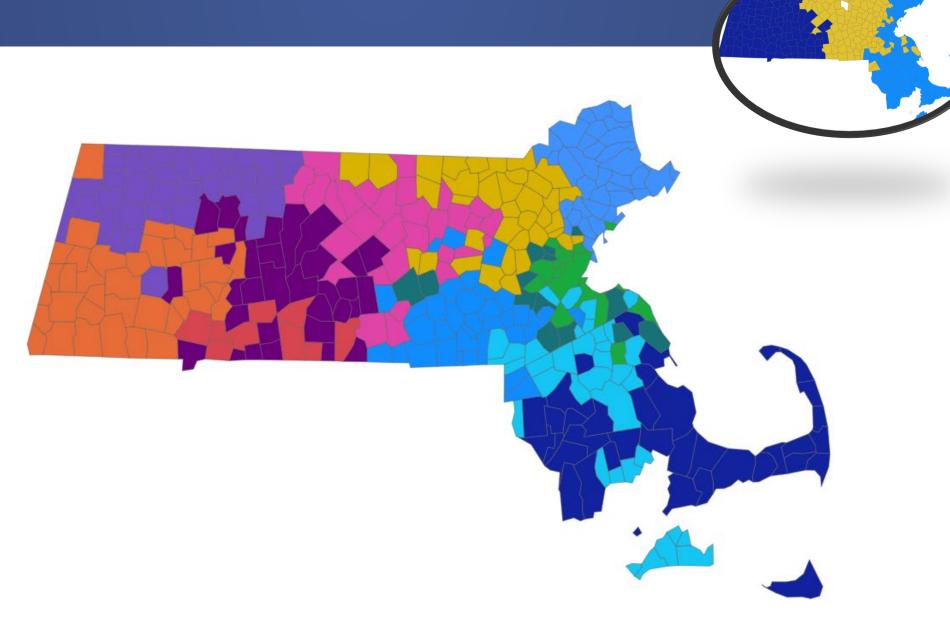
Class 5 - Personal Property



Field Staff

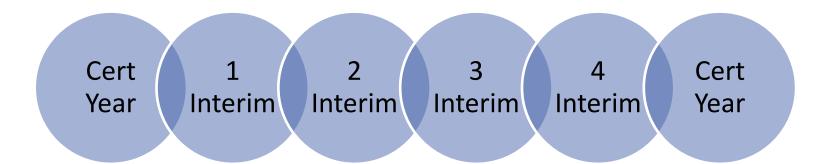
BLA Advisor

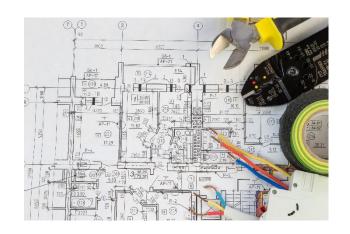
- Gerard Creen
- Jennifer Williams
- Joseph Barbieri
- Lauren M Aldrich
- Mary Oliver
- Paula King
- Rebecca Boucher
- Sandra Bruso
- Scott Santangelo
- Stephen Sullivan
- Steven T McCarthy
- Thomas Dawley



Bureau of Local Assessment

An assessment is the value placed upon all real and personal property for the purpose of local property taxation. An analysis of market conditions along with the assessment level and uniformity must be performed annually as of January 1 whether for the five-year certification or for an interim year adjustment.

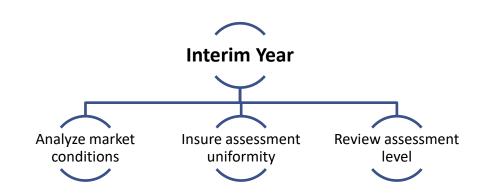




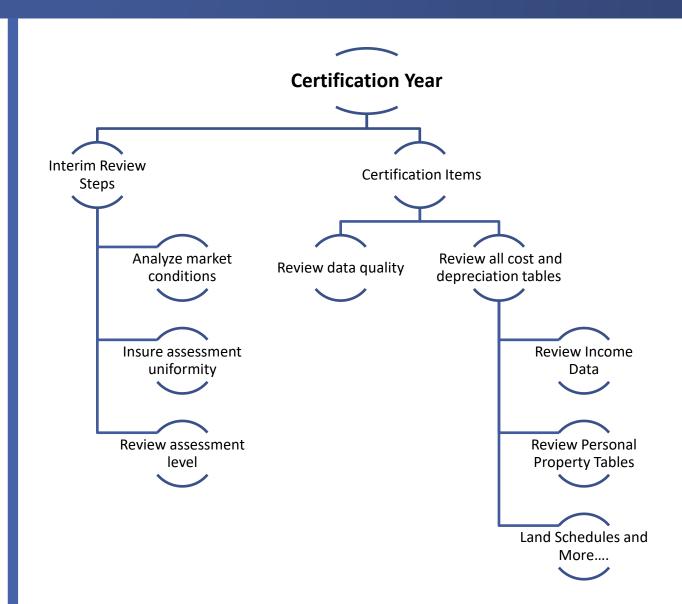




Assessment Year Types









BLA Programs



Equalized Valuations (EQV)



Farmland Valuations



State Owned Land Valuations



Centrally Valued Utilities



Course 101

Directory

Introduction to Assessment Administration

DOR's Course 101, Introduction to Assessment Administration: Law, Procedures and Valuation, is required of all newly elected or appointed assessors.

Click the links below to access the course modules and learning assessments. You do not need to complete the entire course at once and you can view the material in any order. Gateway will automatically update your Course 101 Status as you progress through the course and send you a confirmation email when you have completed the entire course. The learning assessment link is only available for those learning modules that you have completed.

Module	Module Name	Module Content		Learning Assessment	
		Launch Link	Completed	Launch Link	Completed
0	101 Introduction	Take Module	10/26/2022		10/26/2022
1	Assessment Administration	Take Module	10/26/2022	Take Assessment	
2	Mass Appraisal	Take Module	10/26/2022	Take Assessment	
3	Proposition 2 1/2	Take Module			
4	Property Tax Classification	Take Module			
5	Setting The Tax Rate	Take Module			
6	Property Tax Abatements	Take Module			
7	Property Tax Exemptions	Take Module			
8	Personal Property	Take Module			
9	Motor Vehicle Excise	Take Module			

Municipal Finance Law Bureau (MFLB)

Ken Woodland, Bureau Chief

woodlandk@dor.state.ma.us

Mission

The Municipal Finance Law Bureau provides legal and policy advice to DLS/DOR managers and staff, and other DOR Divisions, on the municipal tax and finance laws within the regulatory purview of DLS.

Its attorneys:

- operate an "Attorney of the Day" service for local officials
 - Email: dlslaw@dor.state.ma.us
- operate an "Ask DLS Law" Webinar service for local officials (live every Tuesday and Wednesday from 10 am 12 pm)
- draft advisories, opinions, guidelines and other public written statements that interpret municipal tax and finance laws
 - IGRs, LFOs, Bulletins, Taxpayer Brochures, Course 101, FAQ's, etc.
- review legislation
 - Example: Municipal Empowerment Act
- participate in training programs for local officials
 - What's New in Municipal Law, MCTA, MMAAA, MAAO, MMLA, etc.

Statutory Duties (among others)

- 1. Local tax bill form and content (annually) and other local tax forms as necessary (G.L. c. 58, § 31; G.L. c. 59, §§ 5, 29, 45, 54 & 69; G.L. c. 60, §§ 3A & 105; G.L. c. 61, §§ 2 & 3; G.L. c. 61A, §6 & G.L. c. 61B, § 3)
- 2. Abatement Authorizations (G.L. c. 58, §§ 8, 8C)
- 3. Property Tax Exemption Social Security Deduction and COLA Determinations (G.L. c. 59, § 5)
- 4. Owner Unknown/Cluster Development/Present Interest Assessment Authorizations (G.L. c. 59, § 11)
- 5. Land of Low Value Foreclosure Affidavits (G.L. c. 60, § 79)
- 6. Minimum Bond Amounts for Clerks, Collectors & Treasurers (G.L. c. 41, §§ 13, 13A, 14, 18, 19, 20, 35, 37, 39A & 40 & G.L c. 60, §§ 13, 14 & 92)

Financial Management Resource Bureau (FMRB)

Zack Blake, Bureau Chief

blakez@dor.state.ma.us

Who We Are

FMRB advises cities and towns on opportunities to improve their financial management operations:

- Our project management team brings real-world experience and practical advice to every assignment
- We collaborate with other DLS bureaus and state agencies (like MassIT) to provide comprehensive guidance and tools
- Whether your community is facing a particular issue, would like to implement a best practice, or could benefit from a general assessment of its financial condition, we can assist



Mission

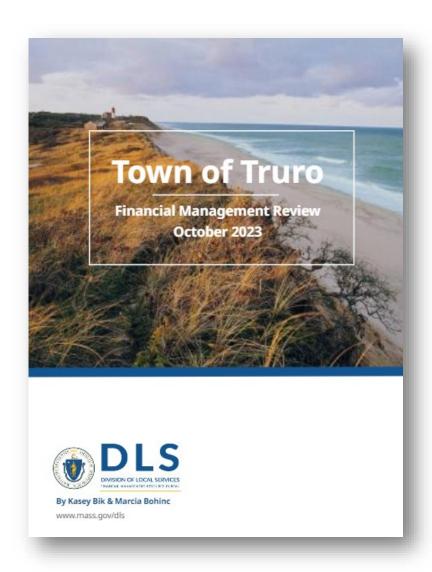


We strive to provide cities and towns with the support and resources they need to strengthen core financial management competencies and operate more efficiently and effectively.

- Conduct in-depth Financial Management Reviews and study individual finance office practices and procedures
- Produce tailored financial planning guidance, including financial policies, forecasts, capital planning analyses, budget documents and financial trend monitoring indicators
- Develop and circulate financial management best practices and tools
- Provide hands-on financial management training and assistance

Financial Management Reviews

- Town government structure in the context of the duties and responsibilities of financial officers
- The town's capital planning, forecasting and budget processes
- The degree of coordination and communication that exists between and among boards, officials and staff involved in financial management operations
- The general efficiency of financial operations as measured by the town's success in maximizing resources and minimizing costs



Financial Planning Guidance

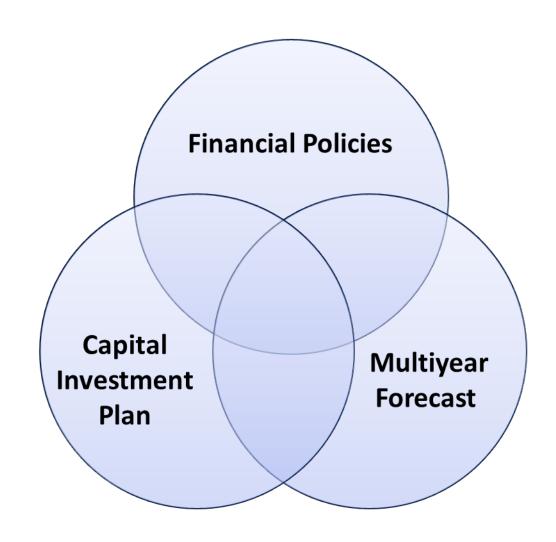
Financial Forecasts: develop assumptions, project revenues and expenditures, offer policy recommendations

Capital Planning Analyses: project financial capacity, offer policy and process recommendations

Financial Policies: define purpose, applicability, policy, procedures and references on reserves, debt, investments, indirect costs, reconciliations, etc.

Budget Documents: outline framework as a policy document, financial plan, operational overview and communication device based on GFOA essential criteria

Financial Trend Indicators: offer a snapshot of the community's fiscal health by illustrating trends in key revenue, expenditure and demographic categories



Financial Management Training

- Roles and responsibilities of municipal finance officials (i.e., accountant, treasurer, collector and assessor)
- Financial management processes and procedures (i.e., reconciliations, cash book, debt schedules, tax title/receivables, chart of accounts, etc.)
- Other municipal best practices

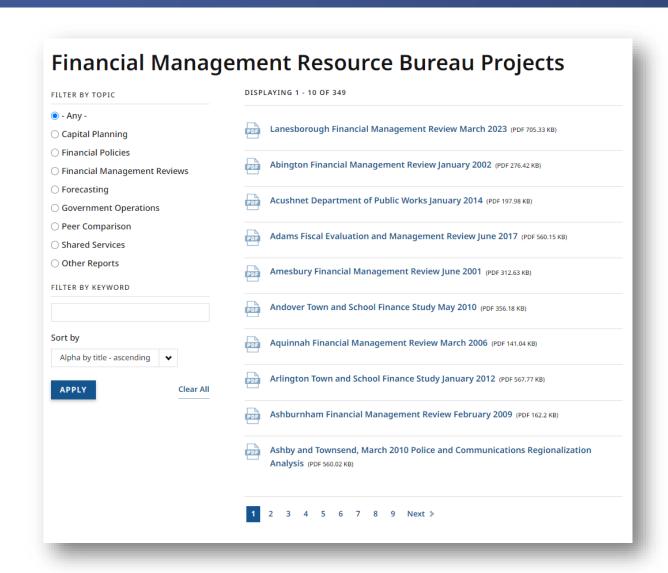


Our Work Across the Commonwealth

FMRB has conducted reviews in 300+ communities over the last 10 years

Our reports are available on our website at:

mass.gov/financial-managementresource-bureau



Bureau of Local Payments (BLP)

Christopher Ketchen, Bureau Chief

ketchencj@dor.state.ma.us

Bureau of Local Payments



The Bureau of Local Payments prepares <u>Cherry Sheet</u> estimates for each version of the state budget during the annual budget process and makes them available online for municipal budgeting purposes.



BLP manages distribution of over \$8 billion in <u>local aid</u> along with <u>other payments</u>, including the Community Preservation Act match and Community Compact grants.



Information and Contact:

Bureau of Local Payments
Cherry Sheet Estimates
LocalAid@dor.state.ma.us

Cherry Sheet Receipts

- > Authorized under Chapter 58, Section 25A
- ➤ In FY2025 there are 12 receipt programs on the cherry sheet
- > The two biggest local aid items in the the GAA:
 - Chapter 70 education aid \$6,901,918,685 in FY25
 - Unrestricted General Government Aid (UGGA) \$1,308,713,668 in FY25
- ➤ Also included are other programs such as:
 - · Library aid
 - Benefits for veterans'
 - Property tax exemption reimbursements for disabled veterans, blind persons, surviving spouses and elderly persons
 - State-owned land
 - Share of local racing tax revenues
 - School transportation
 - School cost reimbursements in smart growth districts
 - Charter school tuition assessment reimbursements

Cherry Sheet Assessments & Charges

- ➤ Authorized under Chapter 59, Section 21
- Essentially a bill to the community for a service provide – whether it be by a state, quasi-state agency, or another community
- ➤ In FY2025 there are 16 assessment programs on the cherry sheet. They include county tax, health insurance premiums for local government retirees and teachers in the GIC plan, air pollution control, mosquito control, RMV surcharges for unpaid violations and MVE, MBTA and regional transportation authorities.
- Also included are assessments for tuition of students attending districts outside their home district under the charter school or school choice program

Local Aid Distribution

- > Local aid is paid monthly
- Assessments are deducted monthly from the local aid receipts due a community or district ("net distribution")
- ➤ Not all programs on the cherry sheet are part of the local aid distributions, some are paid by the agency overseeing the program, such as:
 - Veterans' benefits
 - Library programs
 - School transportation
 - Local share of racing taxes
- > Local aid payments are made using the state accounting system MMARS

Data Analytics & Resources Bureau (DARB)

Gene Voskov, Bureau Chief

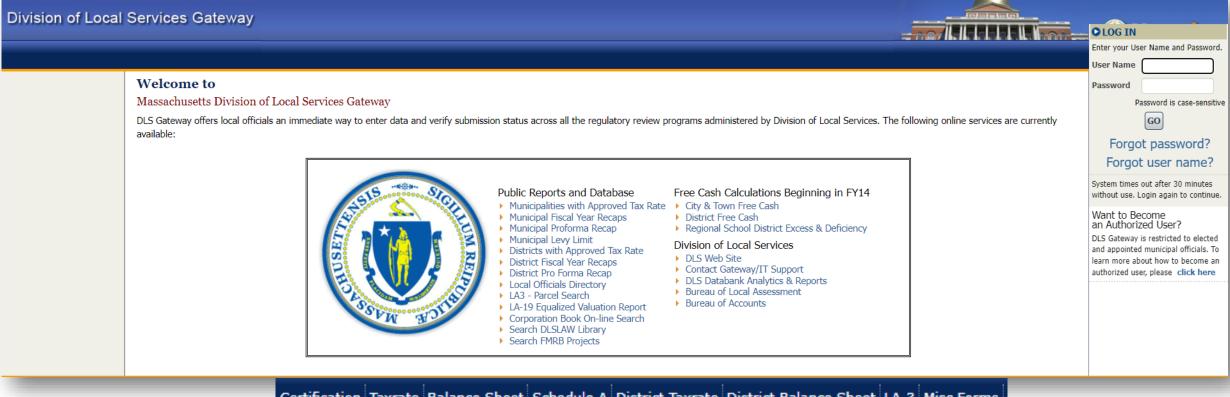
voskovg@dor.state.ma.us

What We Do



DLS Gateway & Support

https://dlsgateway.dor.state.ma.us/gateway/Login

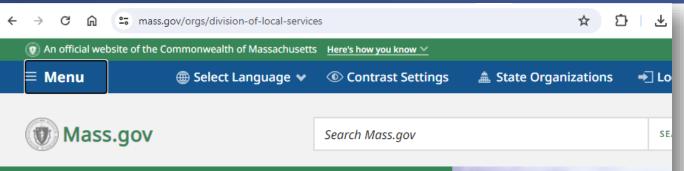


Certification Taxrate Balance Sheet Schedule A District Taxrate District Balance Sheet LA-3 Misc Forms

Support: DLSGateway@dor.state.ma.us

https://www.mass.gov/service-details/dls-gateway-user-guides-and-templates

Mass.gov/DLS



Division of Local Services

(DLS)



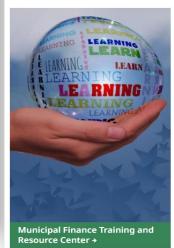
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DLS promotes sound municipal finance management practices and supports local officials by providing guidance, training and oversight.

Latest DLS news



Most Requested





regularly add new content.

seasoned municipal finance professionals, and residents alike. Our videos, guides, DLS publications, tools, templates, and other resources provide both introductory and more thorough approaches to key topics in local financial management. Be sure to bookmark this page and check back for updates, as we



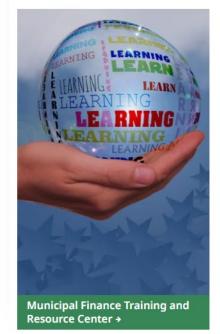




Data Analytics



Most Requested





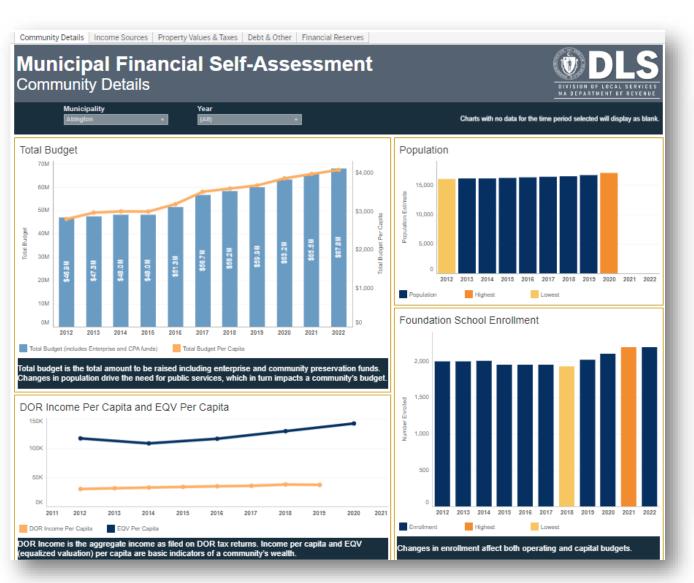


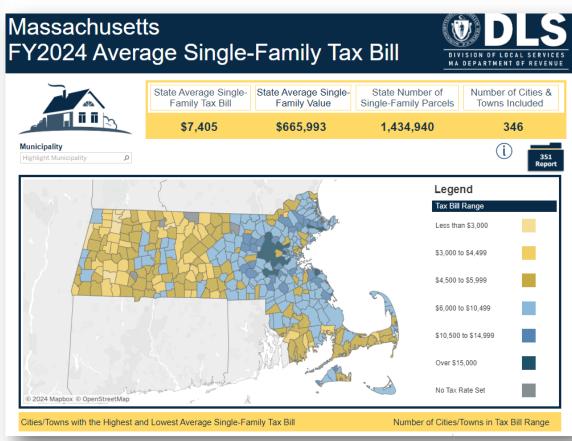


Data Analytics & Visualizations →



Data Analytics



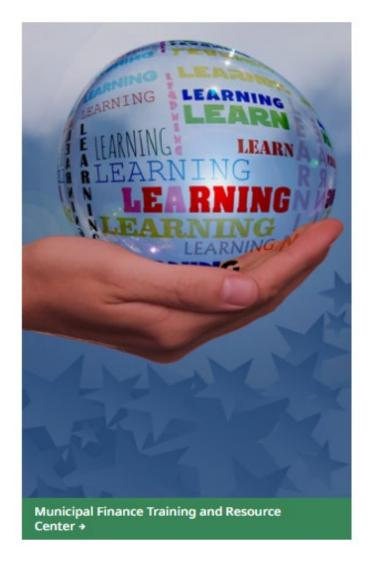


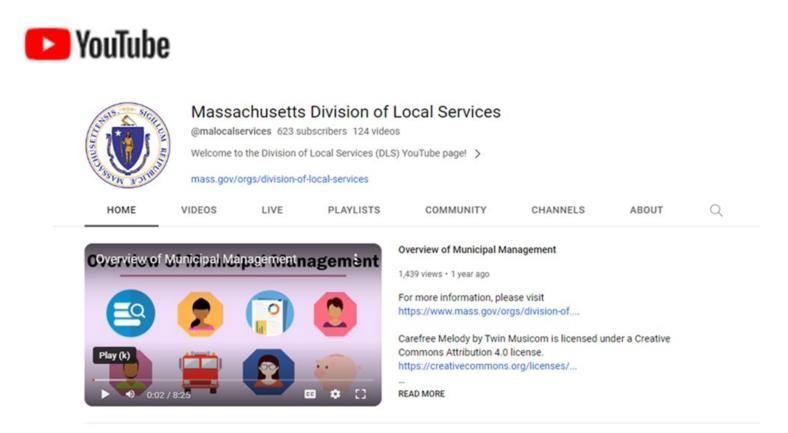
Training & Resource Center

Jennifer McAllister, Director of Special Initiatives

mcallisterj@dor.state.ma.us

Municipal Finance Training & Resource Center





https://www.mass.gov/resource/municipal-finance-training-and-resource-center

https://www.youtube.com/@malocalservices/videos

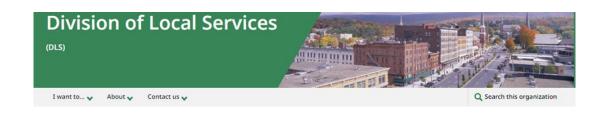
Municipal Finance Training & Resource Center

250+ individual resources

- DLS guidance
- Manuals
- Best practices
- Videos
- Webinars
- Hands-on tools/calculators

What's new

- Seasonal Updates
- Resource page for Clerks
- Role of Collector Webinar
- Adopting Local Option Excise Taxes Training Video

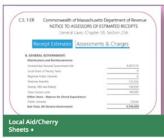


DLS promotes sound municipal finance management practices and supports local officials by providing guidance, training and oversight.

Most Requested





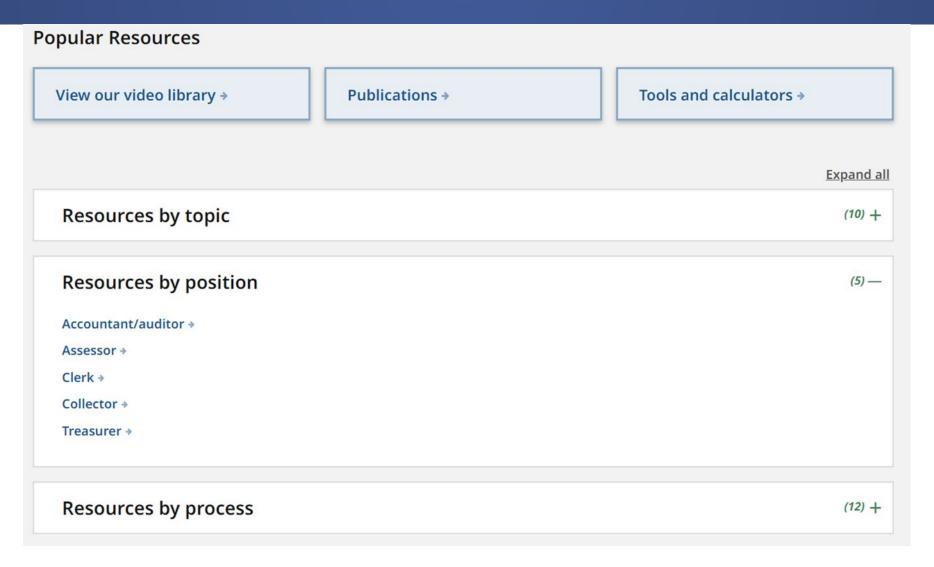






https://www.mass.gov/resource/municipal-finance-training-and-resource-center

Municipal Finance Training & Resource Center



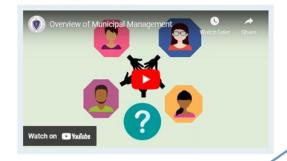
https://www.mass.gov/resource/municipal-finance-training-and-resource-center

Resources for New Officials

Municipal Finance Training and Resource Center

General information for local officials and others interested in municipal government.

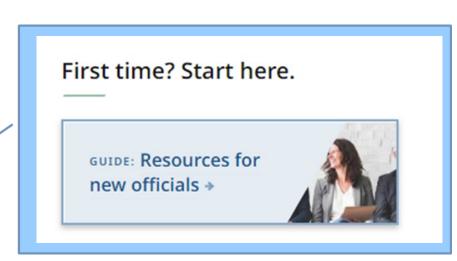
DLS' Municipal Finance Training & Resource Center provides a wide array of interactive and on-demand materials intended to assist new local officials, seasoned municipal finance professionals, and residents alike. Our videos, guides, DLS publications, tools, templates, and other resources provide both introductory and more thorough approaches to key topics in local financial management. Be sure to bookmark this page and check beck for updates, as we regularly add new content.



First time? Start here.

GUIDE: Resources for new officials >

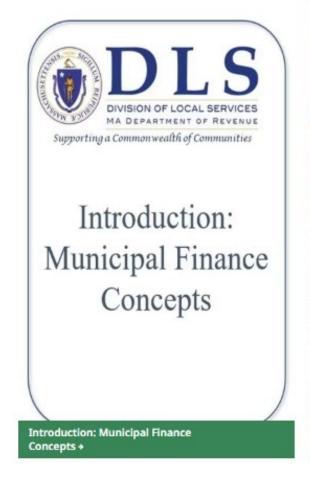








Foundations in Municipal Finance











DLS YouTube Channel

Most popular:

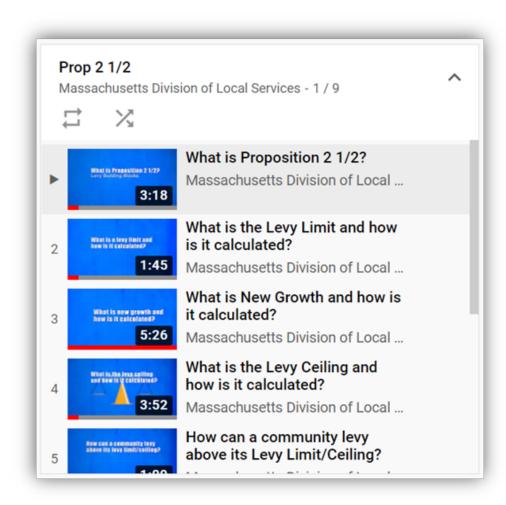
- Introduction to Proposition 2 1/2
- Overview of Municipal Management
- Introduction to Free Cash
- Mass Appraisal: Valuation Methodologies
- Role of the Finance Committee



Overview of Municipal Management

434 views • 6 months ago





Tools and Templates

Tools developed by DLS for analyzing data, forecasting, tracking, managing workflow and more

- Capital planning
- Forecasting
- Financial Indicators
 Analysis
- Prop. 2 ½
 Referendum impacts
- Calculator
- Debt Service Calculator

- Cash Book Template
- Process Workflows (turnovers, accounts payable, payroll)
- Residential Exemption Calculator

Tools

- · Residential to CIP Shift Calculator (Excel)
- Sample Town Budget Calendar (Excel)
- Sample City Budget Calendar (Word)
- Budget and Tax Rate Planning Tool (Excel)
- Residential Exemption Calculator (Interactive Report)
- Impact of Proposition 2 1/2 Referendum on Property Tax Bill (Interactive Report)
- Cash Flow Analysis (Excel)
- Debt Service Calculator (Excel)

Templates

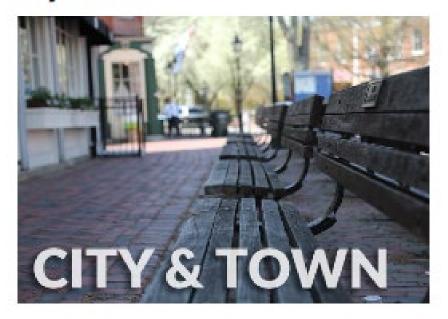
- · City/Town Appropriation (Excel)
- <u>Capital Targets</u> (Excel) The Capital Targets Template helps local officials monitor capital spending goals by providing an easy means to track annual and projected spending on maintenance, equipment, and infrastructure.
- Financial Forecasting
- Financial Forecasting Instructions (PDF) This PDF is the instructional guide that
 accompanies the Financial Forecasting Template.
- Financial Indicators A series of videos explaining how to use this template can be found here: Municipal Finance Best Practices Training and Resources
- Indirect Cost (Excel)
- Treasurer's Debt Service Schedule (Excel)

DLS Publications

DLS alerts



City & Town



https://public.govdelivery.com/accounts/MADOR/signup/39529

https://www.mass.gov/guides/city-town-bi-weekly-newsletter

Thank You!