

TOWN OF WAYLAND

FINANCIAL POLICIES MANUAL

NOVEMBER 2024



DLS

DIVISION OF LOCAL SERVICES
MA DEPARTMENT OF REVENUE

PREPARED BY:

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INTRODUCTION

At the Select Board's request, the Division of Local Services (DLS) Financial Management Resource Bureau created a financial policy manual for the Town of Wayland. The policy topics in the first part of the manual are concerned with financial planning and in the second part with day-to-day financial operations.

This draft policy document is provided as a word document so that the Select Board, Town Manager, Finance Team, and other town officials as applicable can easily review and revise the policies as desired prior to formal adoption. The provisions in the policy drafts are based on best practice guidance tailored to the town's structure, goals, and financial conditions incorporating the Town's existing financial practices and policies, both formal and informal, as well as current relevant bylaws. The Town should analyze current financial operations to determine the appropriate benchmarks and metrics that are presented in several of the policies. To assist with this analysis, we include within the policies the Town's current financial positions against the recommended targets.

Each policy designates the responsibilities for the actions required to achieve the purpose and comply with the parameters. In Wayland, the finance director serves as the town accountant. Although the town does not have a consolidated finance department, the finance director has responsibilities designated by the town's select board-town manager act and bylaws. We have used "finance director" when the applicable duties of this role relate to budget analysis, advising, and/or development. We have used "town accountant" when the duties have direct correlations to the statutory duties of accountants. We did this to highlight the statutory bases of certain functions. Furthermore, if the town decides to accept [M.G.L. c. 43C, § 11](#) and adopt a bylaw or amend the current select board-town manager act to create a consolidated finance department, we recommend that it be written so as to give the town the greatest flexibility for future hirings or reorganizations. Specifically, we suggest the bylaw state that the finance director could be a standalone position or combined with one of the other financial manager roles: treasurer/collector, town accountant, or principal assessor. Additionally, several of the financial planning policies apply responsibility to a capital improvement planning committee, anticipating a forthcoming bylaw establishing such a committee. These responsibilities are based on the proposed bylaw and general duties of capital planning committees.

As a default, all of the policies have a prominent box to fill in the date when the policy was "Adopted by the Select Board." The town might want to consider joint adoption of certain policies, such as the select board jointly adopting the Annual Budget Process policy with the finance committee and

capital improvement planning committee. We recommend that the town conduct reviews of the policies every few years to revise or otherwise expand upon them as changing circumstances warrant and also to adopt new policy topics.

Please note that the Capital Planning, Debt Management, Financial Reserves, Reconciliations, and Year-End Closing policies begin with a table that summarizes budget targets and/or primary procedural details. In each case, this information is repeated and explained further within the policy's narrative section. When finalizing any revisions to these policies, the pertinent local officials must be careful to make sure that corresponding updates are done in both policy sections to avoid any possible confusion.

WAYLAND MASSACHUSETTS

FINANCIAL POLICIES MANUAL



PREFACE

The Town of Wayland is committed to safeguarding public funds, protecting local assets, and complying with financial standards and regulations. In order to ensure the growing and continued financial health of the Town, provide the public with confidence that Town officials respect their responsibility for fiscal stewardship, and demonstrate to bond rating agencies that the Town has thoughtfully prepared for its future, the financial policies outlined below shall guide the Town.

This manual of financial policies provides guidance for local planning and decision making. The policies are intended to outline objectives, provide direction, and define authority to help ensure sound fiscal stewardship and management practices. These policies are a living tool and shall be reviewed by the Town Manager, Finance Director and designated staff on an annual basis and updated as necessary.

With these policies, the Town of Wayland, through its Select Board, Town Manager, Finance Committee, Finance Director, and employees, commits to the following objectives:

- Sustaining a consistent level of service and value for residents and businesses
- Evaluating the Town's financial capacity to meet present and future needs
- Safeguarding financial integrity and minimizing risk through a system of internal controls
- Promoting credible and sound financial management by providing accurate and timely information on the Town's financial condition to elected officials, staff, the public and external interests
- Ensuring the quality and maintenance of capital assets so that current and future capital needs are addressed in a comprehensive and financially sound manner
- Conforming to general law, uniform professional standards, and municipal best practices
- Protecting the Town's bond rating

TABLE OF CONTENTS

FINANCIAL PLANNING.....	1
ANNUAL BUDGET PROCESS	3
CAPITAL PLANNING	8
DEBT MANAGEMENT	14
FINANCIAL RESERVES.....	19
FORECASTING	24
INDIRECT COST ALLOCATION.....	27
INVESTMENTS	31
OTHER POSTEMPLOYMENT BENEFITS LIABILITY	37
SPECIAL PURPOSE APPROPRIATIONS.....	40
OVERLAY.....	43
FINANCIAL OPERATION.....	45
ANTIFRAUD	47
CREDIT CARD USAGE	52
DISBURSEMENTS.....	55
FINANCIAL MANAGEMENT TEAM	58
GIFTS OF FUNDS	60
GRANTS MANAGEMENT.....	63
PROCUREMENT CONFLICT OF INTEREST.....	67
RECONCILIATIONS	70
REVENUE TURNOVER	75
TAILINGS	79
TAX RECAPITULATION.....	82
YEAR-END CLOSING.....	86
POLICY LOG.....	91
APPENDIX	93

FINANCIAL PLANNING POLICIES

ANNUAL BUDGET PROCESS	
Applies to:	▪ Town Manager, Select Board, Finance Committee, Capital Improvement Planning Committee, and Wayland Public Schools Superintendent, Business Manager, and School Committee budget decision-making roles ▪ Finance Director and Board of Assessors job duties ▪ All department heads and the boards and committees that have spending authority (all referred to here as “department heads”) in their budget planning duties
Scope:	Coordination, development, and adoption processes for the annual omnibus budget, encompassing the operating, enterprise fund, and capital budgets
Effective:	Adopted by the Select Board on [Date]

PURPOSE

To promote transparency, procedural consistency, and fiscal sustainability, this policy establishes guidelines for developing, documenting, adopting, monitoring, and reporting the Town’s annual budget. As the Town’s central policy document, the budget prioritizes annual and longer-range objectives and is the means for turning strategic plans into fiscal reality. It constitutes a contract between the Town and its residents, explaining how funds are to be raised and allocated for the delivery of services.

POLICY

Town officials will work together to prepare a balanced budget for the approval of voters at annual town meeting. The creation of the budget will be guided by and reflect all the other financial planning policies adopted by the Town and contained in its policy manual. Town meeting has the sole authority to appropriate funds for the budget, except for specific instances where appropriation is not required by statute (such as grants and gifts). Further, only a subsequent annual or special town meeting vote can amend any previously approved appropriation.

The Town Manager, with assistance from the Finance Director, is responsible for developing the annual budget and will do so according to the vision, goals, priorities, and strategic plans laid out by the Select Board. The Town Manager will cultivate a strong, communicative relationship with the Wayland School Committee, Superintendent, and Business Manager to ensure early knowledge of its expenditure projections and smoothly integrate its budget. To create the omnibus annual budget also requires the Town Manager to coordinate with the Capital Improvement Planning Committee according to provisions set out in the [Capital Planning](#) policy. As the advisor for the interests of town meeting voters, the Finance Committee will make recommendations on all articles to be included in the annual town meeting warrant. It is the goal of all these parties to work in a cooperative manner to present voters with a consensus budget.

The Finance Director will endeavor to stay timely apprised of annual budget projections due to additional budget appropriations that arise from obligations to certain regional shared service partners, including vocational school districts such as the Minuteman Regional School District.

All parties applicable under this policy are expected to comply with the annual budget calendar’s milestone deadlines when they are set each year. As part of this, department heads will timely provide the Finance Director with all information needed for the creation of an informative budget

document, which will be made available to voters at least seven days prior to the date of town meeting.

A. Budget Goals

The goal of the Select Board is to create an efficient, effective, and fiscally responsible budget process that meets the planned needs and goals of Wayland, maintains reserves for emergencies, and is accountable to the taxpayer. At minimum each year, the Town's budget goals will include the following:

General Fund – The goals for the general fund budget include preserving core services, fulfilling required mandates, and maintaining or enhancing the local quality of life, while also ensuring reserve levels that will allow flexibility to respond to changes in the economy and other unanticipated issues that could potentially affect the Town's fiscal health.

Capital Investment — To pay for items in the capital plan, the town will strive to achieve and maintain the annual capital funding levels spelled out in the [Capital Planning](#) and [Debt Management](#) policies. Additionally, the Town will plan to regularly fund, within departmental operating budgets, the maintenance costs for equipment, facilities, infrastructure, and other capital assets to maximize their useful lifespans.

Enterprise Funds – Water, Wastewater, Transfer Station - The Finance Director will seek to ensure that each enterprise fund budget is self-supporting. Therefore, the goal is to avoid or minimize any subsidy from the general fund by raising the revenue through rates and fees necessary to support all the direct, indirect, and capital-related costs to run the operations through user fees only.

B. Principles for Balanced, Sustainable Budgets

The Town Manager, with the Finance Director, will prepare an annual budget proposal for the approval of the Select Board and Finance Committee and eventual inclusion in the annual town meeting warrant.

Assuring the creation of a budget that is structurally balanced and sustainable for future years requires the Town to support the recurring expenditures of each annual operating budget using only recurring, or current, revenues. Current revenues are those revenues that the Town brings in during the budgeted fiscal year (e.g., taxes, excises, fees, charges, interest earnings, state aid), and they do not include free cash.

Additional principles that shall govern the creation of the annual budget include:

1. All departmental budgets will be prepared to reflect the full costs of providing the services and list the proposed and prior-year actual allocations of full-time-equivalent employees.
2. The Town will avoid using any one-time revenue source to fund ongoing services unless necessitated by exceptional circumstances, and any such usage will require the Town Manager to document a plan to replace this source in future years.

3. The Town will not underfund any fixed, recurring costs in the annual operating budget with the expectation that budget supplements will be available during the year but will instead fund them at the realistic amount necessary to complete the year.
4. The Town will not use budgetary procedures that balance the budget at the expense of future years, such as postponing or deferring payment of expenses already incurred, accruing future year revenues, or rolling over short-term debt to avoid making principal payments.
5. Each officer, elected board, committee, and department authorized to charge a fee for service will review the fee schedules in relation to the cost of providing the service at a minimum of every two years and propose increases when necessary to ensure coverage of service costs.
6. The Town Manager and Finance Director will evaluate all contractual obligations, requests, and strategic priorities to determine annual non-collectively bargained pay increases.
7. When a forecast predicts annual revenues to exceed annual expenditures, the following options should be considered for the excess revenue:
 - Building up reserve fund target levels
 - Advancing deferred capital expenditures
 - Funding the other postemployment benefits liability
 - Accelerating payments on other long-term obligations
 - Restoring services reduced from prior years
 - Funding new initiatives
 - Exploring tax relief
8. The Board of Assessors will vote to authorize a contribution to the overlay account to offset the Town's liability for unpaid property taxes caused by abatements and exemptions. This amount shall be based on:
 - Current balance in the overlay account
 - Three-year average of granted abatements and exemptions
 - Cases pending before, or on appeal from, the Appellate Tax Board
 - Timing of the next five-year certification review by the Division of Local Services

C. Budget Calendar

The annual budget process begins each year in mid-September with the Town Manager and Finance Director's review of prior year end financials, five-year financial plan including operating and capital budgets, and a recommendation on departmental budget submissions in a joint meeting of the Select Board, Finance Committee, and School personnel and ends with the annual town meeting in April or May.

At the start of the process each year, the Finance Director under the direction of the Town Manager will coordinate a budget process that enables early identification and review of major policy issues and allows adequate time for public input and analysis of options, leading to the timely publication of the annual town meeting warrant. To achieve this, by early October, the Finance Director will develop and manage a budget calendar listing the specific due dates for all process milestones, submit it for the approvals of the Town Manager, Select Board and Finance Committee, and distribute the approved calendar to all the parties subject to this policy. Further, the budget calendar will adhere to the budget delivery dates to the Select Board and Finance Committee as defined in Wayland bylaw.

D. Budget Document

The Town Manager and Finance Director will work together to prepare and present a transparent and reader-friendly budget document that presents all proposed expenditures for current operations and capital projects during the ensuing year, detailed by department, purpose, and project. It will contain a Town Manager budget message detailing short- and long-term strategic objectives and explaining the Town's fiscal challenges. The outlook will include economic trends that will affect the Towns, as well as anticipated major capital investments. The budget message will also highlight important features of the budget, explain any major variations in current year revenue, expenditures, or policies, and summarize the town's debt position.

The model for the budget document will be based on standards established by the Government Finance Officers Association (GFOA) in its [Distinguished Budget Presentation](#) program. It will incorporate narrative information on Town departmental and organizational goals, the plans and resource allocations needed to meet those goals, graphical information about available finances, and summary of the Town's five-year capital plan.

E. Budget Monitoring

The Finance Director will continually monitor the budget and provide regular formal reports to the Town Manager and Select Board. The Town will take immediate corrective actions if at any time during the fiscal year expenditure or revenue estimates indicate a projected operating deficit by year-end. Corrective actions can include, but are not limited to, hiring freezes, expenditure reductions, layoffs, or use of contingency funds.

WAYLAND REFERENCES

Select Board-Town Manager Act: [Section 6](#)

Bylaw: Chapter 19 – Finances: [Section 19-2](#) – Budget; capital improvement program¹, [Section 19-3](#) - Finance Committee reports, [Section 19-4](#) - Estimates of expenses and income, [Section 19-5](#) – Warrant articles involving appropriations or expenditures

Policies: Capital Planning, Debt Management, Financial Management Team, Financial Reserves, Forecasting, Indirect Cost Allocation, OPEC Liability, Overlay, Year-End Closing

EXTERNAL REFERENCES

[M.G.L. c. 39, § 10](#)

[M.G.L. c. 39, § 16](#)

[M.G.L. c. 40 § 6](#)

[M.G.L. c. 41, § 15A](#)

[M.G.L. c. 41, § 59](#)

[M.G.L. c. 41, § 60](#)

[M.G.L. c. 44, § 31](#)

[M.G.L. c. 44, § 33A](#)

[M.G.L. c. 44, § 33B](#)

[M.G.L. c. 44 § 53F½](#)

[M.G.L. c. 58, § 25](#)

[M.G.L. c. 58, § 25A](#)

[M.G.L. c. 59, § 21C](#)

[M.G.L. c. 70](#)

[M.G.L. c. 71, § 16B](#)

[M.G.L. c. 71, § 16B½](#)

¹ This policy is written in accordance with the proposed Chapter 19, Section 19-2 updates based on the Select Board-Town Manager special act.

Division of Local Services (DLS) Informational Guideline Release 2017-23: [Overlay and Overlay Surplus](#)

DLS Best Practice: [Annual Budget Process in Towns](#)

Government Finance Officers Association Best Practices: [Achieving a Structurally Balanced Budget](#), [Working Capital Targets for Enterprise Funds](#), and [Distinguished Budget Presentation Criteria](#)

CAPITAL PLANNING	
Applies to:	▪ Town Manager and Finance Director when developing the annual capital budget proposal ▪ Capital Improvement Planning Committee in prioritizing capital project requests from departments, reporting, and updating the capital improvement plan ▪ All department heads in planning for and requesting capital projects
Scope:	▪ All current and proposed capital projects for assets owned by the Town ▪ Included are projects for which the Town may seek Community Preservation Act (CPA) financing. However, this policy does not govern the procedures and decision making of the CPA Committee, which has sole budget-making authority for CPA funds.
Effective:	Adopted by the Select Board on [Date]

PURPOSE

To assure the Town can cost-effectively acquire, expand, or enhance the capital assets necessary to achieve its service provision goals, this policy outlines guidance for planning, reviewing, and coordinating capital improvements.

POLICY

To acquire or extend the useful life of the equipment and infrastructure needed to achieve the highest possible levels of public services and quality of life affordable with available financial resources, the Town will maintain an annually updated, five-year capital improvement plan (CIP). Apart from the CIP, the Town will protect the value and service capacity of its capital assets by providing consistent funding in annual operating budgets for the maintenance expenditures necessary to realize their useful lifespans.

The Town Manager assisted by the Finance Director is responsible for developing the Town's annual capital budget, which will derive from the multiyear CIP. Responsibility for maintaining a capital asset inventory, prioritizing projects, analyzing funding, and updating the CIP resides with the Capital Improvement Planning Committee (CIPC). The CIPC's membership consists of five residents, three appointed by the Select Board, one appointed by the Finance Committee, and one appointed by the School Committee, as well as the Town Manager, Finance Director, DPW Director, and Public Buildings Director or their respective designees as ex officio, nonvoting committee members.

POLICY SUMMARY

Capital Process Component	Policy Guidance
Capital Project definition	▪ Costs \$25,000 or more, <u>and</u> ▪ Has (or extends) useful life of five years
Multiyear capital improvement plan (CIP)	▪ First year is the capital budget proposed for the next fiscal year ▪ Five subsequent years of capital project projections ▪ Updated and maintained by the Capital Improvement Planning Committee

Annual capital budget	Derived from the CIP and developed by the Finance Director under the Town Manager's direction
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Capital Financing	Policy Guidance
Funding targets ²	- Overall capital spending: 4-7% of the total operating budget - Non-debt, "cash capital" spending: 2-4% of GF budget - Annual within levy capital debt service: 3-5% of GF budget
Debt usage	- Short-term debt: Useful life < 10 years - Long-term debt: Useful life > 10 years and cost > \$100,000
Funding Sources	- Cash Capital – Pay as you go total based on operational budget: - Tax levy - within constraints of Proposition 2½ - Free cash – certified each year as of July 1 - Stabilization funds – appropriated by town meeting 2/3 vote - Debt –within levy and excluded - Other funds including revolving funds, overlay surplus, certain receipts reserved funds, grants amount based on ability of funds to support payments - State and federal grants - Chapter 90 – State approved allotment for specific roadways - CPA Fund – Subject to CIPC approving capital requests and available funds - Water Fund – Subject to maintaining positive fund balance - Wastewater Fund – Amount available in either revenue or reserves

A. Definition of a Capital Improvement

A capital improvement is a tangible asset or project estimated to cost over \$25,000 and to have or to extend five or more years of useful life. These include:

- Real property acquisitions, construction, and long-life capital equipment
- Major renovations of existing capital items that extend their useful lifespans, as distinguished from normal operating expenditures
- Major improvements to physical infrastructure, such as streets and stormwater drains
- Planning, feasibility studies, and designs for potential capital projects, such as new buildings or major additions to existing buildings, which would include equipment needs to furnish such building or addition
- Equipment acquisition, replacement, or refurbishment, including but not limited to vehicles, furnishings, technology hardware and software, or other items that, when combined together make it a capital project
- Items obtained under long-term capital leases
- Bulk purchases of similar items, like software, furniture, or radios with an expected useful life of five or more years that, when aggregated, have total costs exceeding \$25,000

² Total operating budget is defined as the fiscal year gross revenues, whereas the general fund budget is the total gross revenues less enterprise fund revenues and Community Preservation Fund revenues

B. Capital Asset Inventory

To support a systematic acquisition and replacement schedule, the Finance Director will catalog, annually update, and share with the CIPC a detailed inventory of all capital assets. The inventory shall include dates built, acquired or last improved, original costs, current conditions, expected and remaining useful lifespans, depreciated values, extent of use, and any scheduled replacement or expansion dates.

The Finance Director will verify the assets identified in the inventory are properly reflected in the Town's annual property insurance policy.

C. Submitting and Evaluating Capital Project Proposals

Beginning in October each year, the Town Manager and Finance Director will solicit capital project requests from department heads. At the same time, department heads will assess their current and prior capital projects and requests and submit recommendations to add, withdraw, and/or adjust the projected costs of capital projects based on updated anticipated needs. The CIPC will meet with departments and review their respective requests.

The CPIC will prepare a preliminary report of their analysis, recommendations, and proposed funding sources for the Town Manager's review and presentation to the Select Board and Finance Committee.

When evaluating and deciding on project proposals, the CIPC will prioritize them using the criteria below:

- Poses imminent threat to the health and safety of people or property
- Preserves operations
- Legally required by Federal or State agencies
- Improves infrastructure
- Improves efficiency or effectiveness in service delivery
- Alleviates an overburdened situation (e.g., insufficient instructional space in a school building)
- Supports a community plan (e.g., Master Plan, Open Space, Recreation Plan)
- Results in lower energy consumption
- Results in lower operational or maintenance costs
- Continues the phased funding for a project included in a prior year's budget
- Scheduled replacement (e.g., motor vehicles, roofs, computers)

The CIPC will also take the following into consideration:

- Relationship of project submittal to financial and governing policies, plans, and studies
- Input from major stakeholders and the general public
- Operating budget impacts resulting from capital projects
- Analytical evaluations of potential projects (e.g., net present value, payback period, cost-benefit analysis, lifecycle costing, cash flow modeling)

D. Multiyear Capital Improvement Plan

The CIPC will annually update a five-year CIP. Incorporated in it shall be the proposed capital budget for the forthcoming fiscal year, as finalized by the Town Manager and Finance Director, a four-year projections of capital needs and expenditures, and a long-term capital outlook for up to an additional 15-year period. It shall detail the projects' estimated costs, descriptions, and anticipated funding sources.

The Finance Director and Town Manager will consider the CIPC's recommendations when finalizing the capital budget for the forthcoming fiscal year. The CIPC shall provide a recommendation on any capital article to appear on the warrant for any annual or special town meeting.

E. Capital Financing

Annually, the Town will strive to maintain two to four percent (2-4%) of the general fund operating budget, net of debt, on capital investment with overall capital spending within four to seven percent (4-7%) of the total operating budget. Appropriate sources for cash capital funding include the tax levy, free cash, general stabilization fund, capital stabilization fund, overlay surplus, Community Preservation Fund, enterprise retained earnings, as well as certain receipts reserved funds and grants. This cash capital funding target is a complement to the debt service maintenance goal defined in the [Debt Management](#) policy.

- Short-term debt may be used to fully finance purchases with useful lifespans under 10 years.
- In accordance with the Debt Management policy, the Town will restrict long-term debt funding to projects with lifespans greater than 10 years and costs exceeding \$100,000.
- Before any long-term, bonded capital project is recommended, the project's annual operating costs and debt service costs shall be identified.
- Special revenue sources (e.g., grants, revolving funds) shall be evaluated as funding options whenever practical.
- The Finance Director will proactively work with the CPA Committee on strategies to finance projects that may be eligible for funding under the CPA statute.
- Infrastructure or facility maintenance budgets built into the general operating budget will not be reduced to fund other departmental budgets.
- To the extent feasible, all capital projects associated with the Water and Wastewater Divisions shall be financed from user fees.
- Any major capital project with a cost exceeding \$5,000,000 should be funded through capital or debt exclusions.

Other capital financing considerations include:

- Scope and timing of projects
- Estimates of all major components required to implement a project, such as land acquisition, design, construction, contingency, and post-construction costs
- Identification of the most appropriate approaches, including outside assistance, when estimating project costs and potential revenues

- Adjustments of cost projections based on anticipated inflation
- Recognition of a project's nonfinancial (e.g., environmental) impacts on the community

Fiscal Year	FY2021	FY2022	FY2023	FY2024
Current Year Total Operating Budget	94,770,188	99,115,998	105,968,852	112,647,923
Total Capital Plan (includes new borrowing)	4,186,000	4,807,500	9,215,600	5,456,372
Percentage Total Capital Plan to Operating Budget	4.4%	4.9%	8.7%	4.8%
Current Year GF Budget	88,510,878	92,736,341	97,523,017	104,887,122
GF Cash Capital Budget	2,246,000	2,838,071	2,779,600	3,441,372
Percentage Cash Capital to GF Budget	2.5%	3.1%	2.9%	3.3%

F. Betterment Assessment

Betterments may be assessed to property owner(s) for water and sewer enhancements where real property within a limited and determinable area receives a special benefit or advantage. For any public improvement being proposed for betterment funding, the Town Manager, Select Board, and board or commission responsible for the project (referred to as the "Assessing Board") will seek acceptance and authorization of the betterment or special assessment at the annual town meeting.

The Assessing Board shall issue the order and for those property owners opting to pay the betterment assessment in installments, establish a lien on the applicable property by recording at the Middlesex Registry of Deeds. The list of assessments will be certified to the Board of Assessors, who will then commit the assessments to the Treasurer/Collector for inclusion in the property tax bills. Apportioned amounts are committed with interest at a rate of 5% on the unpaid balance calculated from October 1 to October 1. Any installment payment remaining unpaid after the tax bill due date will accrue additional interest at 14%. Property owner may seek an abatement of the assessment from the Assessing Board.

If the town borrows to pay for the improvement for which a betterment is imposed, revenue from the betterments shall be reserved for appropriation to pay a portion of the project's annual debt service. If the improvement is assessed to an enterprise fund operation, any surplus remaining after the debt is repaid belongs to that enterprise fund, otherwise the surplus will close out in the general fund.

WAYLAND REFERENCES

Select Board-Town Manager Act: [Section 6, part b](#)

Bylaw: Chapter 19 – Finances, [Section 19-2](#) – Budget; capital improvement program³

Policies: Annual Budget Process, Debt Management, Financial Reserves, Forecasting, Special Purpose Appropriations

³ This policy is written in accordance with the proposed Capital Improvement bylaw that will be included in Chapter 19.

EXTERNAL REFERENCES

[M.G.L. c. 41, § 106B](#)

[M.G.L. c. 80](#)

[M.G.L. c. 44, § 53J](#)

[M.G.L c.83](#)

Division of Local Services (DLS) Best Practice: [*Presenting and Funding Major Capital Projects*](#)

DLS Guidance: [*Capital Improvement Planning Manual*](#) and [*Capital Improvement Planning Guide*](#), and [*Betterments & Special Assessments – Assessment and Collection Procedures*](#)

DLS Information Guideline Release 2021-1: [*Betterments and Special Assessment, Assessment, and Collection Procedures*](#)

Government Finance Officers Association Best Practice: [*Strategies for Establishing Capital Asset Renewal and Replacement Reserve Policies*](#)

DEBT MANAGEMENT	
Applies to:	▪ Town Manager, Select Board, Finance Committee, Capital Improvement Planning Committee, and Finance Director in their budget assessment and decision making ▪ Treasurer/Collector's debt-related job duties and reporting duties
Scope:	All short- and long-term debt obligations as permitted to be issued under state law, including general obligation bonds, revenue bonds, bond anticipation notes (BANs), revenue anticipation notes (RANs), grant anticipation notes (GANs), and lease/purchase agreements
Effective:	▪ Adopted by the Select Board on [Date]

PURPOSE

To provide for the appropriate issuance and responsible use of debt, this policy defines the parameters and provisions governing debt management. Policy adherence will help the Town to responsibly address capital needs, provide flexibility in current and future operating budgets, control borrowing costs, and sustain capital investment capacity. It can also help the Town to maintain or enhance a favorable bond rating so as to achieve long-term interest savings.

POLICY

Under the requirements of federal and state laws, the Town may periodically issue debt obligations to finance the construction, reconstruction, or acquisition of infrastructure and other assets or to meet short-term cash flow needs. The Town may also refinance existing debt. For any given, highly expensive capital project, a debt issuance may present the most appropriate financing strategy. Not only does it provide funds not otherwise available upfront, but the amortizing of the debt over multiple years equitably distributes the project's cost among the taxpayers, who may settle in or move out of Town over time.

The Town will issue and manage debt obligations so as to obtain the best long-term financial advantage and will limit the amount of debt to minimize the impact on taxpayers. The Town will not issue debt obligations to construct, reconstruct, or purchase capital assets that can be acquired with current revenues.

The Town may issue short-term debt (by BAN, RAN or GAN) when needed to fund immediate cash requirements, as bridge financing in advance of receiving the anticipated funding. Short-term debt also makes sense when it allows the Town to take advantage of a lower interest rate, when savings are to be had from aggregating issuances, or when market conditions are such that postponing the issuance of long-term debt for the greater portion of a project's cost may be a prudent option.

POLICY SUMMARY

Long-term debt criteria	Nonrecurring purposes with cost of \$100,000+ and useful life 10+ years
Debt service targets	▪ Total debt service: 6-8% of the total operating budget ○ Within levy: 3-5% of general fund budget ○ Either budget for debt service or to capital reserve

Debt structure	▪ Retire at least 50% of the principal within 10 years ▪ Limit bond maturities to 10 years, except for major buildings, land, and other purposes detailed in the DLS guidelines for useful life borrowing limits
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A. Debt Financing

In financing with debt, the Town will:

1. Issue long-term debt only for purposes that are authorized by state law and qualify for tax-exempt bonds and only when the financing sources have been clearly identified.
2. Use available funds to the greatest extent possible to reduce the amount of borrowing on all debt-financed projects.
3. Confine long-term borrowing to capital projects that cost at least \$100,000 and have at least 10 years of useful life or whose useful lifespans will be prolonged by at least 10 years.
4. Refrain from using debt to fund any recurring purpose, such as current operating and maintenance expenditures.
5. Consider using revenue bonds, betterments, or other types of self-supporting bonds instead of issuing general obligation bonds whenever possible.
6. Retire any debt obtained through a BAN no later than six months after the date that its associated capital project is completed. If there is a financial advantage to deferring the issuance of permanent debt, the Town will make annual reductions to the outstanding principal as if the permanent debt had been issued. This will prevent the Town from carrying any BAN beyond the period in which it is necessary, reduce the interest rate risk the Town will face, and help ensure the timely close out of capital projects.

B. Debt Limits

The Town will adhere to these debt parameters:

1. Total debt service, including debt exclusions and any self-supporting debt, shall be limited to 10 percent of total operating revenues, with a target balance of six to eight percent (6-8%).
2. To help assure consistent capital investment and debt-funding capacity, annual within-levy debt service (net of debt exclusions and any self-supporting debt) shall be maintained at three to five percent (3-5%) of the general fund budget. Pursuant to this goal, the Town will seek to replace maturing, non-excluded debt obligations with new issuances. If the Town does not replace the rolled-off debt service with a new issuance(s), the amount of the service on the matured debt should be appropriated to the capital stabilization fund annually until a new issuance with an equivalent amount of debt service occurs.
3. As dictated by M.G.L. c. 44, § 10, the Town's debt limit shall be five percent of its most recent equalized valuation⁴.

⁴ Under the General Laws, this debt limit may be exceeded for: (1) projects to construct, reconstruct, equip, or furnish a school facility if the Town voted to exclude the debt from the limits of Proposition 2½ and will not receive any financial assistance from the Massachusetts School Building Authority or (2) issuances that meet criteria laid out in the 24 exceptions listed under [M.G.L. c. 44, § 8](#).

Fiscal Year	FY2021	FY2022	FY2023	FY2024
Current Year General Fund Budget	88,510,878	92,736,341	97,523,017	104,887,122
Annual Within Levy Debt Service Range:				
3%	2,655,326	2,782,090	2,925,691	3,146,614
5%	4,425,544	4,636,817	4,876,151	5,244,356
GF Within Levy Debt Service Budget	3,593,442	4,910,392	4,088,458	5,186,812
Percentage within Levy to GF Budget	4.1%	5.3%	4.2%	4.9%
Excluded Debt Service	4,150,055	3,650,200	3,764,336	5,263,236
Total Operating Budget	94,770,188	99,115,998	105,968,852	112,647,923
Total Debt Service	7,743,497	8,560,592	7,852,794	10,450,048
Percentage Total Debt Service to Operating Budget	8.2%	8.6%	7.4%	9.3%

C. Structure and Term of Debt

The following shall be the Town's guidelines on debt terms and structure:

1. The Town will attempt to maintain a long-term debt schedule such that at least 50 percent (50%) of outstanding principal will be paid within 10 years.
2. The term of any debt shall not exceed the expected useful life of the capital asset being financed and in no case shall it exceed the maximum allowed by law.
3. The Town will limit bond maturities to no more than 10 years, except for major buildings, land acquisitions, and other purposes in accordance with the useful life borrowing limit guidelines published by the Division of Local Services (DLS).
4. Any vote to authorize borrowing will include authorization to reduce the amount of the borrowing by the amount of the net premium (bonds) and accrued interest (notes).
5. For new long-term debt, the Town will pursue net direct debt service schedules with annual principal and interest payments (net of any reimbursements or dedicated revenue sources) that are sustainable using recurring revenues.
6. The Treasurer/Collector will work closely with the Town's financial advisor to follow federal regulations and set time frames for spending borrowed funds to avoid committing arbitrage, paying rebates, fines, and penalties to the federal government, and jeopardizing any debt issuance's tax-exempt status.
7. The Town will comply with the following required spending of borrowed funds time frames to avoid having to pay a rebate to the federal government on investment income earned on the funds.

	Construction debt:	Capital debt for non-construction projects:	All other municipal purpose debt:
First six months	10%	15%	100%
First year	45%	60%	
18 months	75%	100%	
Two years	100%		

D. Bond Refunding

To achieve potential debt service savings on long-term, tax-exempt debt through bond refunding, the Town will:

1. Issue debt with optional call dates no later than 10 years from issue.
2. Analyze potential refunding opportunities on outstanding debt as interest rates change.
3. Use any net premium and accrued interest to reduce the amount of the refunding.
4. Work with the Town's financial advisor to determine the optimal time and structure for bond refunding.

E. Disposition of Surplus Bond Proceeds

Whenever a completed or discontinued project has a surplus balance from bond proceeds, the Treasurer/Collector will make a report of the information to the Town Manager and Select Board with a recommendation(s) on how the money should be repurposed based on the following options allowed under [M.G.L. c. 44, § 20](#):

- For a completed project with a balance less than \$50,000, the Select Board will vote to apply it to any existing debt service obligation.
- For a completed project with a balance of \$50,000 or greater, town meeting will be presented with an article to appropriate the balance for another purpose.
- For a project that was discontinued regardless of the surplus amount, town meeting will be presented with an article to abandon the project, by a two-thirds vote, and to appropriate the balance for a new purpose.

In the latter two circumstances above, the expenditure being offset by the surplus must have a purpose for which the Town may authorize a loan for an equal or longer period of time than that for which the original loan was issued.

F. Protection of Bond Rating

To obtain and maintain a favorable bond rating, the Town will:

1. Maintain good communications with bond rating agencies, bond counsel, banks, financial advisors, and others involved in debt issuance and management.
2. Follow a policy of full disclosure on every financial report and bond prospectus, including data on total outstanding debt per capita, as a percentage of per capita personal income, and as a percentage of total assessed property value.

G. Reporting

1. The Treasurer/Collector will report to the Town Manager and Select Board on the Town's debt status annually.
2. The Town Accountant will include an indebtedness summary as part of a report on receipts and expenditures in the Annual Town Report.

3. The Treasurer/Collector, with the Town’s financial advisor, will file the annual audit and official disclosure statement within 270 days of the end of the fiscal year.

WAYLAND REFERENCES

Policies: Annual Budget Process, Capital Planning, Forecasting

EXTERNAL REFERENCES

M.G.L. c. 41, § 59	M.G.L. c. 44, § 8	M.G.L. c. 44, § 21C
M.G.L. c. 41, § 61	M.G.L. c. 44, § 17	M.G.L. c. 44, § 53J
M.G.L. c. 44, § 6	M.G.L. c. 44, § 19	26 USC § 148
M.G.L. c. 44, § 6A	M.G.L. c. 44, § 20	
M.G.L. c. 44, § 7	M.G.L. c. 44, § 21A	

Division of Local Services (DLS) Best Practice: [Understanding Municipal Debt](#)

DLS Borrowing Guidelines: [Asset Useful Life Schedules and Maximum Borrowing Terms](#)

DLS Informational Guideline Releases 2022-01: [Premiums and Surplus Proceeds for Proposition 2½ Excluded Debt](#) and 2022-02: [Borrowing](#)

Government Finance Officers Association Best Practice: [Refunding Municipal Bonds](#)

Internal Revenue Service Guidance: [Arbitrage Guidance for Tax-Exempt Bonds](#)

FINANCIAL RESERVES	
Applies to:	▪ Town Manager, Finance Director, Select Board, Finance Committee, Capital Improvement Planning Committee, Wayland Public Schools Superintendent, and School Committee budget decision-making roles ▪ Town Accountant and Board of Assessors job duties
Scope:	Goals for and appropriate use of general fund reserves, including free cash, stabilization funds, and overlay surplus
Effective:	Adopted by the Select Board on [Date]

PURPOSE

To help assure the Town's ability to stabilize finances during difficult economic periods so that operations can be maintained and to provide a cash funding source for capital plan items not suitable for bonding, this policy establishes prudent practices for appropriating to and expending reserve funds. With well-planned sustainability, the Town can use its reserves to finance emergencies and other unforeseen needs, to hold money for future purposes, or in limited instances, to serve as revenue sources for the annual budget. Reserve balances and policies can also positively impact the Town's credit rating and consequently its long-term borrowing costs.

POLICY

The Town is committed to building and maintaining its reserves so as to have budgetary flexibility for unexpected events and significant disruptions in revenue-expenditure patterns and to provide a source of available funds for future capital expenditures. Adherence to this policy will help the Town withstand periods of decreased revenues and control spending during periods of increased revenues. In total for the general fund reserves under this policy, the Town will strive to maintain a minimum funding level of 11-16 percent (11-16%) of its prior year general fund budget. For each of the three enterprise operations: water, wastewater, and transfer station, the Town will endeavor to maintain a minimum reserve amount of 25 percent (25%) of the operation's current year budget.

POLICY SUMMARY

General Fund Reserve Name	Funding Target	Appropriate Usage
Free cash	6-8% Prior year general fund budget ⁵	▪ One-time costs only, including cash capital ▪ Replace reductions in state aid ▪ Build stabilization funds to achieve target levels ▪ Pay down the OPEB liability
General Stabilization Fund	4-6% Current year gf budget	▪ Emergencies and unexpected events ▪ Nonrecurring expenditures
Capital Stabilization Fund	1-2% Current year gf budget	▪ Cash capital expenditures ▪ Funding source for debt service

⁵ General fund budget is defined as the fiscal year gross revenues less enterprise fund revenues, and Community Preservation Fund revenues

Special Education Reserve Fund		Fund unanticipated/unbudgeted special education costs, out of district tuition, transportation, and recovery high school tuition
Overlay	Based on annual analysis of levy shortfall risk and the cumulative balance from prior years	Any legal purpose
Enterprise Fund	Retained Earnings Minimum Target (% prior year budget)	Appropriate Usage
Water	25%	- Rate Stabilization - Capital improvements
Wastewater	25%	- Rate Stabilization - Capital improvements
Transfer Station	25%	- Rate Stabilization - Capital improvements

A. Free Cash

The Division of Local Services (DLS) defines free cash as “the remaining, unrestricted funds from operations of the previous fiscal year, including unexpended free cash from the prior year.” DLS must certify free cash before the Town can appropriate it.

The Town will strive to realize year-to-year free cash certifications equal to six to eight percent (6-8%) of the prior year’s annual general fund budget. To achieve this, the Finance Director with assistance from the Town Manager will propose budgets with conservative revenue projections, and department heads will carefully manage their appropriations to produce excess income and budget turn backs. As much as practicable, the Town will limit its use of free cash to building reserves, funding nonrecurring costs (i.e., one-time expenditures, such as capital projects, snow and ice deficits, and emergencies), and offsetting the Town’s unfunded liabilities.

The Town will avoid appropriating any free cash to subsidize the annual operating budget, since this is the same as using it to fund recurring costs. As an exception, the Town can consider using free cash to compensate for a significant reduction in state aid from the previous fiscal year. If the lower level of state aid continues into future years, the Town must consider either increasing the levy or reducing expenditures to avoid a structurally unbalanced budget.

Fiscal Year	FY2021	FY2022	FY2023	FY2024
Prior Year General Fund Budget	85,950,056	88,510,878	92,736,341	97,523,017
Free Cash Target Range:				
6%	5,157,003	5,310,653	5,564,180	5,851,381
8%	6,876,004	7,080,870	7,418,907	7,801,841
Certified Free Cash	8,275,169	9,277,693	7,739,163	8,487,819
Percentage to GF Budget	9.6%	10.5%	8.3%	8.7%

B. Stabilization Funds

A stabilization fund is a reserve account allowed by state law to set aside monies to be available for future spending purposes, including emergencies or capital expenditures, although it may be appropriated for any lawful purpose. The Town has established three stabilization funds as detailed below.

General Stabilization: The Town will endeavor to achieve and maintain a minimum balance of four to six percent (4-6%) of current year budget in its general stabilization fund. Withdrawals from the fund should only be used to mitigate emergencies or other unanticipated events that cannot be supported by current general fund appropriations. When possible, withdrawals of funds should be limited to the amount available above the four percent (4%) minimum target. If any necessary withdrawal drives the balance below this minimum, the Town Manager and Finance Director will develop a detailed plan to replenish the fund to the minimum level within the next two fiscal years.

Capital Stabilization Fund: The purpose of the Capital Stabilization Fund is to pay for engineering and design, renovation, reconstruction or construction of Town facilities, to support the Capital Investment Plan (CIP), and to promote sound financial planning practices. The Town will appropriate annually to the fund so that over time it achieves a minimum target balance in the range of one to two percent (1-2%) of the Town's current year general fund budget. Sources of income for this fund are: 1) appropriation or transfer from any general fund source, including taxation and free cash and 2) transfers of unexpended funds from previously approved capital projects ('capital close outs') at the close of each project. By sustaining funding in this reserve, the Town can balance debt with pay-as-you-go and cash capital funding costs consistent with the [Capital Planning](#) policy.

The Town will plan to appropriate from the Capital Stabilization Fund as follows:

1. Additional funding to support the Town's CIP for projects previously approved at Town Meeting
2. Unanticipated capital projects resulting from a catastrophic or emergency event if the financial burden of the event is in excess of an amount which the Finance Committee Reserve Fund can cover
3. The Town's share of matching grants
4. Support of critical capital expenses if revenue, from whatever source, including free cash, is less than forecasted in the five-year CIP
5. Providing for general fund "pay-as-you-go" capital appropriations

Recreation Stabilization: The purpose of this fund is to fund future capital recreation projects and expended at the recommendation of the Recreation Commission and Recreation Director. Town meeting voted to approve the creation and funding of this fund on April 7, 2016. As of June 30, 2023, the fund is fully expended with no future policy target level set.

Fiscal Year	FY2021	FY2022	FY2023	FY2024
Current Year General Fund Budget	88,510,878	92,736,341	97,523,017	104,887,122
General Stabilization Fund Target Range:				
4%	3,540,435	3,709,454	3,900,921	4,195,485
6%	5,310,653	5,564,180	5,851,381	6,293,227
General Stabilization Fund Balance	4,204,901	4,338,273	4,546,790	4,879,155
Percentage to GF Budget	4.8%	4.7%	4.7%	4.7%
Capital Stabilization Fund Target Range:				
1%	885,109	927,363	975,230	1,048,871
2%	1,770,218	1,854,727	1,950,460	2,097,742
Capital Stabilization Fund Balance	-	132,914	1,132,914	1,632,914
Percentage to GF Budget	0.0%	0.2%	1.2%	1.7%

Special Education Reserve Fund The purpose of this fund is to support unanticipated or unbudgeted special-education-related costs, including out-of-district tuition or transportation costs, unbudgeted costs of special education, out of district tuition, transportation and recovery high school tuition for Wayland School District pupils. Town meeting voted to approve the creation of this fund on May 1, 2022, with an initial appropriation of \$150,000. Sources to fund this account include appropriation from the tax levy, transfer from the school operating budget, and transfer from other available accounts such as free cash. Per [M.G.L. c. 40, § 13E](#), the fund's balance cannot exceed two percent (2%) of the district's annual net school spending amount as reported in the Annual End of Year Report. Funds can only be expended or transferred out with a majority vote of the School Committee and Select Board.

C. Overlay Surplus

The purpose of the overlay reserve is to offset unrealized tax revenue resulting from abatements and exemptions. It can be used for other purposes only after it is determined to have a surplus. Therefore, unlike the other previous two categories of reserves, this policy does not set a funding target for it. Rather, each year as part of the budget process, the Board of Assessors will vote to raise an overlay amount on the annual tax recapitulation sheet based on the analytical factors outlined in the [Annual Budget Process](#) policy.

At the conclusion of each fiscal year, the Board of Assessors will submit to the Town Manager and Finance Director an update of the overlay reserve with data that includes, but is not limited to, the gross balance, potential abatement liabilities, potential costs of current and future ATB cases, and any transfers to surplus. If the overlay balance exceeds the amount of potential liabilities, the Select Board may request that the Board of Assessors vote to declare it as surplus and available for use in the Town's capital improvement plan or for any other one-time expense.

D. Retained Earnings

The finances of the Water and Wastewater Divisions, and the Transfer Station & Recycling Center, all within the Department of Public Works are managed individually as enterprise funds, separate from the general fund. This allows the Town to effectively identify each of the operations' true costs—direct, indirect, and capital—and set user fees at levels sufficient to recover them. Under this

accounting, the Town may reserve the enterprise fund's generated surplus (referred to as retained earnings) rather than closing the surplus to the general fund at year-end.

The Town will endeavor to maintain a minimum reserve amount of 25 percent (25%) of each operation's prior year budget, which represents three months' worth of expenditures. This reserve shall be used to fund major capital projects and provide rate stabilization in case of any emergencies. Whenever any major infrastructure improvement is being planned for the either the water or wastewater operation, it may be necessary to revise the minimum targets upward.

To maintain the target reserve level for the enterprise fund, the Finance Director will review rates annually with the Board of Public Works for water and the Wastewater Management District Commission for wastewater and when necessary, make proposals for rate adjustments.

Fiscal Year	FY2021	FY2022	FY2023	FY2024
Prior Year Water Fund Budget	5,354,930	4,061,754	4,210,925	4,416,921
Retained Earnings Target Minimum:				
25%	1,338,733	1,015,439	1,052,731	1,104,230
Water Certified Retained Earnings	1,304,496	1,330,369	924,118	809,574
Percentage to Water Budget	24.4%	32.8%	21.9%	18.3%
Prior Year Wastewater Fund Budget	787,940	794,457	683,493	943,640
Retained Earnings Target Minimum:				
25%	196,985	198,614	170,873	235,910
Wastewater Certified Retained Earnings	1,044,126	1,259,674	1,171,322	1,159,500
Percentage to Wastewater Budget	132.5%	158.6%	171.4%	122.9%
Prior Year Transfer Station Fund Budget			406,348	428,942
Retained Earnings Target Minimum:				
25%			101,587	107,236
Transfer Station Certified Retained Earnings			106,147	142,567
Percentage to Transfer Station Budget			26.1%	33.2%

WAYLAND REFERENCES

Policies: Annual Budget Process, Capital Planning, Debt Management, Forecasting, OPEB Liability, Overlay, Year-End Closing

EXTERNAL REFERENCES

[M.G.L. c. 40 § 5B](#)

[M.G.L. c. 44 § 53F½](#)

[M.G.L. c. 40 § 13E](#)

[M.G.L. c. 59 § 25](#)

DLS Informational Guideline Releases 2024-12: [Stabilization Funds](#), 2017-23: [Overlay and Overlay Surplus](#), and 2022-16: [Enterprise Funds](#)

DLS Best Practice: [Free Cash](#)

Government Finance Officers Association (GFOA) Best Practices: [Fund Balance Guidelines for the General Fund](#), [Working Capital Targets for Enterprise Funds](#), and [Strategies for Establishing Capital Asset Renewal and Replacement Reserve Policies](#)

FORECASTING	
Applies to:	▪ Town Manager, Finance Director, and Director of Assessing job duties ▪ Director of Public Works and Wastewater Management District Commission budget responsibilities ▪ Select Board, Finance Committee, and Capital Improvement Planning Committee in their budget analysis and decision-making responsibilities
Scope:	▪ Creation, revision, and year-to-year conversion of a multiyear forecast of revenues and expenditures as part of the annual budget process ▪ Guidelines for formulating the assumptions that form the basis for forecast projections
Effective:	Adopted by the Select Board on [Date]

PURPOSE

To assess the range of choices available to budget decision makers when determining how to allocate resources, this policy establishes guidelines for creating projections of revenues and expenditures as part of the annual budget process and multiyear fiscal planning. By presenting the future implications of current budget scenarios, forecasting helps local officials to make strategic plans for lasting fiscal sustainability and future investment.

POLICY

To determine the Town's operating capacity for future fiscal years, the Finance Director under the Town Manager's direction, will annually create a detailed forecast with five-year projections of revenues and expenditures. The Town Manager, Select Board, Finance Committee, and Capital Improvement Planning Committee will use the forecast to support their decision making for the upcoming year's operating and capital budgets and for the Town's multiyear capital improvement plan.

To guard against potential deficits, as a general rule, the Finance Director will create conservative forecasts. In basic terms, this entails reviewing historical revenue and expenditure trends, anticipating factors that may impact those trends going forward, analytically developing assumptions, and then formulating reasonable revenue and realistic expenditure projections. Overly optimistic estimates can increase the risk of a revenue deficit, which would necessitate a reduction to the subsequent year's revenue to offset it. Conversely, underestimated projections may result in excess revenue that is unavailable to benefit the public in the same year as accrued and can be perceived as over taxation.

Early in the annual budget process, the Town Manager will present the initial forecast to a joint meeting of the Select Board, Finance Committee, and Wayland School Committee. Throughout the budget development, the Finance Director will update the forecast whenever there are changes in circumstances that would materially impact forecast projections and provide revised forecast to the Town Manager, who will subsequently share them with the Finance Committee and Select Board.

With each new budget year, the Finance Director and Town Manager will review the performance accuracy of prior-year forecasts and any evolving factors related to the underlying assumptions to

consider how projections in the new forecast may need to be adjusted. Factors to consider include changes in laws, regulations, inflation rate, interest rate, Town goals, and policy decisions.

A. Guidelines for Revenue Assumptions

The following principles shall guide the formulation of revenue assumptions:

- Projections of the property tax levy will be confined by the limits of Proposition 2½ (absent any overrides) and take into consideration consensus decisions regarding the Town's level of excess levy capacity.
- New growth projections will consider the Town's three-, five- and 10-year averages by property class and advice from the Director of Assessing.
- The levy limit's relationship to the levy ceiling (which is 2.5 percent of the Town's real and personal property total value) will be annually assessed to identify potential override capacity and guard against the levy limit approaching or hitting the ceiling, which would impact future levy growth.
- Local aid projections will correspond with economic cycles, while Chapter 70 educational aid will reflect trends in school choice, enrollments, tuition, and charter assessments.
- Estimates for local receipts (e.g., motor vehicle excise, inspection fees, etc.) will not exceed 90 percent (90%) of the prior year's actual collections without firm evidence that higher revenues are achievable.
- No one-time revenues will be applied in the projections to support recurring operating expenditures. This means that projections of funds available to support operating budget expenditures in future years will be constrained to those revenues anticipated to be brought in within the given years, as opposed to any usage of residual funds available from the prior year(s), such as free cash or overlay.
- Revenues from grant programs will be reviewed annually to determine their sustainability.
- The Town will build and maintain reserves in compliance with its [Financial Reserves](#) policy.
- Each Enterprise Fund will be reviewed annually by the responsible board, commission, or department head to project revenues and expenditures for the next fiscal year and generate estimates of the current fiscal year and the projections for future years sufficient to cover each enterprise fund's direct, indirect, and capital costs and thereby minimize any subsidies by the general fund.

B. Guidelines for Expenditure Assumptions

Annually, the Town Manager and Finance Director will determine a particular approach for forecasting expenditures, either maintenance (level service), level funded, or one that adjusts expenditures by specified increase or decrease percentages (either across the board or by department). A maintenance budget projects the costs needed to maintain the current staffing level and mix of services into the future. A level-funded budget appropriates the same amount of money to each municipal department as in the prior year and is tantamount to a budget cut because inflation in mandated costs and other fixed expenses still must be covered.

The following principles shall guide the formulation of expenditure assumptions:

- The Town’s current level of services will provide the baseline for projections.
- Historical trends in the growth of operating expenses and employee benefits will prevail.
- The Town will annually meet or exceed the state’s net school spending requirements.
- Trends in enrollment, including vocational and technical schools, and school choice, tuition, and charter assessments will be factored.
- Only currently known increases in employee compensation plans will be factored into the projections, leaving any potential, future cost-of-living adjustments to be calculated independently of the forecast.
- The Town will pay its annual pension contributions and make appropriations to amortize its other postemployment benefits (OPEB) liability.
- The forecast will integrate projected capital expenditure data contained in the Town’s multiyear capital improvement plan.
- The Town will pay all existing debt service obligations and adhere to its [Capital Planning](#) and [Debt Management](#) policies.
- The water, wastewater, and transfer station enterprise funds will reimburse the general fund for indirect costs.

WAYLAND REFERENCES

Bylaw: Chapter 19 – Finances, [Section 19-4](#) – Estimates of expenses and income

Policies: Annual Budget Process, Capital Planning, Debt Management, Financial Reserves, Grants Management, Indirect Cost Allocation, OPEB Liability

EXTERNAL REFERENCES

[M.G.L. c. 44, § 20](#)

[M.G.L. c. 44, § 53A½](#)

[M.G.L. c. 44, § 63](#)

[M.G.L. c. 44, § 53A](#)

[M.G.L. c. 44 § 53F½](#)

[M.G.L. c. 44, § 63A](#)

DLS Best Practice: [Revenue and Expenditure Forecasting](#)

Government Finance Officers Association article: [Financial Forecasting in the Budget Preparation Process](#)

INDIRECT COST ALLOCATION	
Applies to:	▪ Town Manager, Select Board, and Finance Committee in their budget decision-making responsibilities ▪ Finance Director, Town Accountant, and Director of Public Works job duties
Scope:	Analysis, calculation, and accounting of indirect costs attributable to the water, sewer, and transfer station enterprise funds
Effective:	Adopted by the Select Board on [Date]

PURPOSE

To reimburse the general fund for all expenditures incurred on behalf of the Town's water, wastewater, and transfer station enterprise funds, this policy provides guidelines for equitably calculating and allocating those indirect costs.

BACKGROUND

Under authority established in [M.G.L. c. 44 § 53F½](#), the accounting transactions for the Town's water, wastewater, and transfer station enterprise funds are recorded and managed separately from the general fund. The Water and Wastewater Divisions' and Transfer Station & Recycling revenues and expenses are not commingled with those of any other governmental activity, and have financial statements separate from that of the general fund. Consolidating each of the enterprise fund's direct and indirect costs, debt service, and capital expenditures into its own distinct, segregated fund allows the Town to demonstrate to the public the true, total cost of providing the service.

POLICY

As part of the annual budget process, the Finance Director will calculate the indirect costs of the general fund for each enterprise operation and review them with the Town Manager and Director of Public Works. Prior to finalizing the budget, the Finance Director and Director of Public Works will review and agree in writing to the indirect cost allocation methods and amounts. Indirect cost expenses will be determined using the most up-to-date cost information available to the Finance Director at that time. Based on the results, the Town Accountant will record transfers between the relevant funds annually by June 15 of each fiscal year. The Town Accountant will maintain written procedures detailing the costs and their calculation methodologies.

A. Cost Categories

The indirect cost calculation will account for the following enterprise-related expenditures budgeted in the general fund for each enterprise operation:

- Enterprise department **personnel costs** for active and retired employees, including pensions, insurances, Medicare taxes, unemployment, and workers' compensation
- **Administrative services** performed on behalf of the enterprise's department by other departments, such as:
 - General ledger maintenance and warrants payable processing provided by the Accounting Department

- Collections, banking, investment, tax title, payroll, benefits, and budget development services provided by the Treasurer/Collector Department
- Personnel administration services provided by the Human Resources Department
- Network, cybersecurity, hardware and software services provided by the Information Technology Department
- The following **expenses**:
 - Information technology costs
 - Vehicle and property insurances
 - Legal services
 - Independent audit services
 - Actuarial services related to other postemployment benefits (OPEB)
 - Other costs that may be agreed to and documented

B. Explanation of Calculation Methodologies

The Town Accountant will calculate indirect costs based on the current fiscal year's appropriations net of capital and using either the actual, proportional, estimated support, or transactional methodology as appropriate for the particular cost category.

1. **Actual cost**, involves identifying the specific costs attributable to the enterprise based on documented schedules or bills payable, including debt service and insurance premiums.
2. The **proportional** method is a straightforward calculation of the enterprise department's net-of-debt budget as a percentage of the total combined net-of-debt budget of the enterprise department and the general fund. The resulting percentage is then applied against the total budget (including employee benefits) of each Town department that provides support to the enterprise or against the total cost of the specific type of expenditure.
3. A department or official may be able to provide a reasonable **estimate of support** (i.e., an estimate of the work hours spent supporting the enterprise department). For example, the Town Accountant estimates an average of two hours weekly, or five percent of time, on water-related activities (e.g., creating warrants, bookkeeping). This percentage would then be applied against the Town Accountant's salary and benefits, including health and life insurance, Medicare, retirement, and any workers' compensation.

$$\frac{\text{Hours worked on enterprise activities per year by individual(s)}}{\text{Total hours worked per year by individual(s)}} \times \text{Salary and benefits of individual(s) working on enterprise activities} = \text{Indirect Departmental Salaries}$$

4. The transaction-based method is calculated based on the number of transactions attributed to a service as a percentage of the whole. An example would be the total water bill collections processed by the Treasurer/Collector's Office as a percentage of the total number of collections of all types processed by that office. This percentage is applied against the Treasurer/Collector's

total budget, including health and life insurance, Medicare, retirement, and any workers' compensation attributable to the department.

$$\frac{\text{Number of enterprise-related transactions}}{\text{Total number of all like transactions processed by the non-enterprise department}} \times \text{Total budget plus benefits of the department processing the enterprise transactions} = \text{Indirect Departmental Salaries}$$

C. Calculations by Cost Category

Following in this section provides sample calculations for discussion purposes. Before adopting this policy, Section C should be reviewed for current practices, possible modifications, and updated as necessary, expanding for any other costs that may be agreed to.

1. **Health and Life Insurances**

Costs for health and life insurances will be calculated using the actual cost method by adding up the actual amounts paid by the Town for the participating enterprise employees during the current fiscal year.

2. **Medicare**

The Town's Medicare cost represents the employer match of the Medicare tax charged to employees hired after April 1, 1986. Using the actual cost method and based on employee W-2s, the costs will be calculated as 1.45 percent of the total gross wages paid by the Town on behalf of eligible enterprise fund employees during the preceding calendar (not fiscal) year.

3. **Retirement**

Indirect pension costs will be calculated using the proportional method. The Town's total annual contributory retirement assessment is multiplied by the respective proportion of the total enterprise fund department employee's compensation to the total employee compensation as reported to the Public Employee Retirement Administration Commission.

4. **Independent Audit**

Independent audit costs will be based on the proportional method. Each enterprise fund department shall pay the proportion of the cost of the Town's annual independent audit based on effort of the Town's independent auditor.

5. **Administrative Services**

The indirect costs for enterprise-related administrative services performed by the Accounting, Treasurer/Collector, and Town Manager Departments will be calculated using the estimate of support method. It will be based on each department's annual estimate of the time required to perform the services for the water enterprise fund.

WAYLAND REFERENCES

Policies: Annual Budget Process, Forecasting

EXTERNAL REFERENCES

[M.G.L. c. 44 § 53F½](#)

Division of Local Services Informational Guideline Release 2022-16: [Enterprise Funds](#)

Government Finance Officers Association Best Practices: [Indirect Cost Allocation](#) and [Evaluating Service Delivery Alternatives](#)

INVESTMENTS	
Applies to:	▪ Treasurer/Collector's statutory duty to invest Town funds ▪ Trust Fund Commission investment duties ▪ Any investment advisor(s) with whom the Town contracts
Scope:	▪ Goals, objectives, and allowable practices related to all of the Town's short-term operating funds and its long-term reserve, investment, and trust funds ▪ Excluded are Town funds invested by the Middlesex County Retirement Board
Effective:	▪ Adopted by the Select Board on [Date]

PURPOSE

To ensure the Town's public funds achieve the highest possible rates of return that are reasonably available while following prudent standards associated with safety, liquidity and yield, this policy establishes investment guidelines and responsibilities. In addition, the policy has been designed to comply with the Governmental Accounting Standards Board's requirement that every community define and disclose its investment risk management strategy.

POLICY

The Treasurer/Collector will invest funds in a manner that meets the Town's daily operating cash flow requirements and conforms to state statutes governing public funds while also adhering to prudent investment standards. The Treasurer/Collector will manage all investments so as to achieve a fair market average rate of return within the context of all relevant statutory, safety, and liquidity constraints.

A. Investment Objectives

In priority order, the Treasurer/Collector's investment objectives shall be:

- **Safety:** Safety of principal is foremost, and the Treasurer/Collector will adhere to this policy's risk mitigation strategies for the purpose of preserving capital in the overall portfolio.
- **Liquidity:** The investment portfolio must remain sufficiently liquid to enable it to meet all reasonably anticipated operating requirements.
- **Yield:** The investment portfolio will be designed with the objective of attaining a fair market average rate of return throughout budgetary and economic cycles, in accordance with the Town's investment risk constraints and the portfolio's cash flow characteristics.

The Treasurer/Collector will ensure that all **short-term operating funds**, such as general funds, special revenue funds, bond proceeds, and capital project funds remain sufficiently liquid to pay all reasonably anticipated operating requirements and debt service.

For **trusts and other long-term funds** (e.g., stabilization funds, cemetery perpetual care, and any similar funds set aside for long-term use), liquidity is less important than growth. The Treasurer/Collector will pool any individual funds that are invested in the same institution while also

maintaining each fund in its own account to allow for the proper proportioning of interest and any realized and unrealized gains or losses. All trust funds are under the Treasurer/Collector's control unless otherwise directed by their particular donor(s).

B. Standards of Care

By accepting [M.G.L. c. 44, § 54](#) subsection (b)(1), the Treasurer/Collector is authorized to pool and invest trust funds (and only trust funds) in accordance with the standards of care outlined in the Prudent Investor Act ([M.G.L. c. 203C](#)). If the (b)(1) subsection is not locally accepted, investment of trust funds must comply with the more restrictive provisions found in [M.G.L. c. 44, § 54, 55, 55A](#) and [55B](#) and outlined in the table in Section D below.

The Treasurer/Collector shall be relieved of personal responsibility for any individual security's credit risk or market price changes, provided that its purchase and sale agreement had been executed in accordance with the applicable statutes and the provisions of this policy

C. Conflict of Interest

The Treasurer/Collector is prohibited from making a deposit in any bank, trust company, or banking company for which he or she is or has been an officer or employee at any time in the last three years. The Treasurer/Collector will refrain from any personal activity that may conflict with the proper execution of the investment program or that could impair or appear to impair the ability to make impartial investment decisions. The Treasurer/Collector will disclose to the Town Manager any large personal financial investment positions or loans that could be related to the performance of the Town's investments. Further, when contracting for any investment services, the Treasurer/Collector will adhere to requirements under [M.G.L. c. 30B](#) and the Town's [Procurement Conflict of Interest](#) policy.

D. Investment Instruments

Unless the Town has accepted [M.G.L. c. 44, § 54](#)'s subsection (b)(1) for the investment of trust funds, all short- and long-term investments by the Treasurer/Collector must adhere to the guidelines and allowable investment instruments outlined below.

Instrument Type	Short-Term Funds	Long-Term Funds
Depository accounts in Massachusetts state-chartered banks, including savings, checking and NOW accounts, and money market deposit accounts	No limitations	No limitations
Certificates of deposit (CDs) in Massachusetts state-chartered banks only	Unlimited amounts and maturity up to three years	No limits on amounts or maturity dates

Instrument Type	Short-Term Funds	Long-Term Funds
The Massachusetts Municipal Depository Trust (MMDT), the State Treasurer's investment pool for public entities	No limitations and the pool is liquid	No limitations
U.S. Treasury or other U.S. government agency obligations	Unlimited amounts and up to one year from date of maturity	No limitations
Bank-issued repurchase agreements ("repos") secured by U.S. Treasury or other U.S. government agency	Maximum maturity of 90 days	Repos are by their nature short-term and therefore not appropriate for the growth objective of long-term funds.
Money market mutual funds	▪ Must be registered with the Securities and Exchange Commission (SEC) ▪ Must have the highest possible rating from at least one rating organization ▪ These are liquid investments, so maturity term is not applicable	▪ Must be registered with the SEC ▪ Must have the highest possible rating from at least one rating organization
Common and preferred stock, investment funds, and any other type of investment instrument specified in the List of Legal Investments	Not allowed	▪ The Town's aggregate amount of long-term funds must exceed \$250,000 to invest in these. ▪ Investment in mortgages, collateral loans, and international obligations is prohibited. ▪ Cannot invest more than 1.5% of a particular fund in the stock of any single banking or insurance company ▪ Cannot invest more than 15% of total aggregated funds in banking or insurance company stocks

Note: This policy confines the allowed depository accounts only to those offered by Massachusetts state-chartered banks, a provision that is more restrictive than state statutes and the Massachusetts Collectors & Treasurers Association's sample investment policy statement. The reason is that the MA-chartered banks' depository accounts are fully insured through a combination of the Federal Deposit Insurance Corporation and the state's Depositors Insurance Fund. However, funds placed in these banks' mutual funds or annuity products are not covered by either insurance, and the Treasurer must manage those and any other type of investments in accordance with other applicable provisions of this policy.

E. Risk Tolerance Guidelines

The Treasurer/Collector will employ the following strategies to mitigate the range of investment risks:

Type of Risk	Mitigation Strategy
Credit risk is the risk that an issuer or other counterparty to an investment will not fulfill its obligations.	- Investments in any of the following are safe from credit risk: state-chartered banks' depository accounts (including CDs), obligations backed by the U.S. Treasury or other U.S. government agency, and the MMDT. - For any other investments, the Treasurer/Collector will only purchase investment grade securities highly concentrated in those rated A or better.
Concentration of credit risk is the risk arising from all funds being invested in a single issuer.	The Treasurer/Collector will diversify the portfolio among multiple issuers/institutions (see Section F).
Custodial risk for deposits is the risk that, in the event of the failure of a depository financial institution, the Town would not be able to recover deposits or to recover collateral securities in the possession of an outside party.	The Treasurer/Collector will negate this risk by only making deposits at MA-chartered banks.
Custodial risk for investments is the risk that, in the event of a failure of the counterparty to a transaction, the Town would not be able to recover the value of an investment or to recover collateral securities in the possession of an outside party.	- The Treasurer/Collector will review the financial institution's financial statements and its advisor's background to ensure it has proven financial strength, capital adequacy, and an overall positive reputation in the municipal investment industry (see Section G). - If a security is to be held by a third-party custodian, the Treasurer/Collector must approve that party and verify that the security is held in the Town's name and tax ID number, as evidenced by its CUSIP (Committee on Uniform Security Identification Procedures) code.
Interest rate risk is the risk that interest rate changes will adversely affect an investment's fair market value.	The Treasurer/Collector will negotiate for competitive interest rates that are locked in for long terms.
Foreign currency risk is the risk that an investment will lose value as the result of an unfavorable exchange rate.	The Treasurer/Collector will negate this risk by not investing in any instruments with foreign currency exposures.

F. Diversification

The Treasurer/Collector will invest in a diverse portfolio to prevent overconcentration in any institution, issuer, or maturity type. Apart from money placed in the [MMDT](#) or obligations backed by U.S. government agencies, the Treasurer/Collector will invest no more than 25 percent (25%) the Town's long-term funds with a single financial institution. In addition, the Treasurer/Collector will ensure compliance with the various allowable percentage thresholds for specific investment instruments and issuers set forth in the [List of Legal Investments](#).

G. Selection of and Relationship with Financial Institutions

When selecting from among MA-chartered banks to hold short-term funds, the Treasurer/Collector will consider their fee structure, service efficiencies, and account management control features. For investing long-term funds, the Treasurer/Collector will also assess the soundness, stability and reputation of prospective financial institutions and dealers/brokers. Brokers must be recognized, reputable dealers and members of the Financial Industry Regulatory Authority. The Treasurer/Collector will require any brokerage houses and brokers/dealers wishing to do business with the Town to provide the following:

- Audited financial statements
- Form ADV Part 2 showing the broker/dealer to be actively registered with both the SEC and Massachusetts Secretary of State's Office and providing information on the types of services offered, fee schedule, disciplinary information, conflicts of interest, and the educational and business background of management and key advisory personnel
- Statement that the broker/dealer has read and will comply with this policy

The Treasurer/Collector will also consult the [Veribanc](#) rating service to select and monitor financial institutions. The Treasurer/Collector may invest in institutions rated green by Veribanc and will continue to review their ratings quarterly. If a bank's rating turns yellow, the Treasurer/Collector will request the bank provide a written explanation with an expected timetable for changing back to green. If the rating remains yellow for a second quarter, the Treasurer/Collector will consider liquidating all funds that are uninsured or uncollateralized. If any rating becomes red, the Treasurer/Collector will remove the money from the banking institution.

The Treasurer/Collector will review all banking and financial services at least annually to ensure their quality and the competitiveness of their fee structure and interest rates. On an annual basis, the Treasurer/Collector will also send letters to banks in the local region requesting them to report all usage of the Town's tax identification number as a means to ensure the number is used only by the Treasurer/Collector and no outside entities.

To ensure that any investment advisor contracted by the Town complies with this policy, the Treasurer/Collector will do the following:

- Meet with the investment manager at least semiannually to monitor the performance of the investment fund and compliance with the Town's policies.

- Monitor fund performance by comparing the investment manager's results to a blended benchmark to be determined in conjunction with the investment manager.
- Rebalance the portfolios at least annually or more frequently if appropriate.

H. Reporting Requirements

The Treasurer/Collector will assess investment activity and keep the Town Manager and Select Board apprised of any major changes by providing a report of investment activity annually or more often as needed. The investment activity report shall incorporate all of the Town's investment funds and include the following information at minimum:

- List of all the individual accounts and securities held at the end of the period
- List of short-term investment portfolios by security type and maturity to ensure compliance with the diversification and maturity guidelines
- Summary of income earned on monthly and year-to-date bases
- Disclosure of the fees associated with managing each fund
- Brief statement of general market and economic conditions and other factors that may affect the Town's cash position
- Statements on the degree of compliance with the provisions of this policy

WAYLAND REFERENCES

Policies: Antifraud, OPEB Liability, Procurement Conflict of Interest

REFERENCES

M.G.L. c. 30B	M.G.L. c. 44, § 55	M.G.L. c. 110A, § 201
M.G.L. c. 29, § 38A	M.G.L. c. 44, § 55A	M.G.L. c. 167, § 15A
M.G.L. c. 44, § 54	M.G.L. c. 44, § 55B	M.G.L. c. 203C

Massachusetts Collectors & Treasurers Association: [Treasurer's Manual](#)

MA Division of Banks [List of Legal Investments](#) and database of [MA-chartered banks](#)

Massachusetts Depositors Insurance Fund [FAQs](#)

MA Secretary of State webpage, [Massachusetts Securities Division](#)

Governmental Accounting Standards Board Statement 40: [Deposit and Investment Risk Disclosures](#)

SEC webpage [Form ADV Information](#)

OTHER POSTEMPLOYMENT BENEFITS LIABILITY	
Applies to:	▪ Select Board, Finance Committee, Town Manager, Finance Director, Board of Public Works, and Wastewater Management District Commission budget decision-making duties ▪ Treasurer/Collector job duties
Scope	▪ Budget decisions related to the Town's OPEB liability ▪ Liability mitigation
Effective:	Adopted by the Select Board on [Date]

PURPOSE

To ensure fiscal sustainability, this policy sets guidelines for a responsible plan to meet the Town's obligation to provide other postemployment benefits (OPEB) for eligible current and future retirees. It is designed to achieve generational equity among those called upon to fund this liability and thereby avoid transferring costs into the future.

BACKGROUND

In addition to salaries, the Town compensates employees with benefits earned during years of service to be received upon retirement. One such benefit is a pension, and another is a set of retirement insurance plans for health, dental, and life, which are collectively referred to as other postemployment benefits, or OPEBs. OPEBs represent a significant liability for the Town that must be properly measured, reported, and planned for financially.

POLICY

The Town is committed to funding the long-term cost of the benefits promised its employees, with the goal to reach a fully funded status by 2038. To do so, the Town will accumulate resources for future benefit payments in a disciplined, methodical manner during the active service life of employees. After achieving fully funded status, the Town will continue to supplement the OPEB Trust Fund after any annual OPEB payments to maintain a fully funded status as actuarially determined.

The Town will also periodically assess strategies to mitigate its OPEB liability. This involves evaluating the structure of offered benefits and their cost drivers, as well as conducting periodic audits of the Town's insurance rolls.

A. Accounting for and Reporting the OPEB Liability

The Finance Director will obtain actuarial analyses of the Town's OPEB liability every two years and will annually report the Town's OPEB obligations in the financial statements that comply with the current guidelines of the Governmental Accounting Standards Board. The Town Manager will ensure that the Town's independent audit firm reviews compliance with the accounting and reporting provisions of this policy as part of its annual audit and reports on these to the Select Board.

B. Trust Management and Investment

The Town established an OPEB Trust Fund pursuant to [M.G.L. c. 32B, § 20](#) and designated the Treasurer/Collector as its custodian and trustee. The OPEB Trust Fund is fully invested in the [State Retiree Benefits Trust Fund](#) (SRBTF)⁶.

To ensure the investment in the SRBTF is in conformance with the Town's investment policy and the state's prudent investor laws, the Finance Director and Treasurer/Collector will do the following:

- Meet with a member of the SRBTF client service group at least semiannually to monitor the performance of the fund and the compliance with the Town's policies.
- Monitor the fund's performance by analyzing PRIM performance reports against the relevant industry and policy benchmarks.
- Review the OPEB policy every year to ensure it remains in compliance with governing regulations.

C. Mitigation

On an ongoing basis, the Town will assess healthcare cost containment measures and evaluate strategies to mitigate its OPEB liability. The Finance Director will monitor proposed laws affecting OPEBs and Medicare and analyze their impacts. The Treasurer/Collector will regularly audit the group insurance and retiree rolls and terminate any participants found to be ineligible based on work hours, active Medicare status, or other factors.

D. OPEB Funding Strategies

To address the OPEB liability, decision makers will analyze a variety of funding strategies and subsequently implement them as appropriate with the intention of fully funding the obligation. The Town will derive funding for the OPEB Trust Fund from taxation, free cash, and any other legal form. To ensure that the Town's enterprise operations remain self-supporting, the Board of Public Works and the Wastewater Management District Commission will factor their respective operation's OPEB contributions into the setting of user fees.

Achieving full funding of the liability requires the Town to commit to funding its actuarially determined contribution (ADC) each year. Among strategies to consider for funding the ADC:

- Appropriate annually increasing dollar amounts or percentages of yearly revenues for the general fund and enterprise fund operations toward the general fund OPEB liability.
- Determine and commit to appropriating an annual portion of free cash.
- Transfer unexpended funds from insurance line items to the OPEB Trust Fund.
- Appropriate amounts equal to the Town's Medicare Part D reimbursements.

⁶ The SRBTF invests funds earmarked for retiree health insurance costs with the Massachusetts Pension Reserves Investment Management Board (PRIM).

- Once the pension system is fully funded, on a subsequent annual basis, appropriate to the OPEB Trust Fund the amount equivalent to the former pension-funding payment or the ADC, whichever is less.

Fiscal Year	FY2021	FY2022	FY2023	FY2024
Tax Levy	74,069,812	77,151,223	80,213,213	84,942,450
Free Cash	8,275,169	9,277,693	7,739,163	8,487,819
Annual OPEB Target:				
0.25% of Levy	185,175	192,878	200,533	212,356
5% of Free Cash	413,758	463,885	386,958	424,391
Annual Appropriation	258,404	260,324	530,254	532,349
Year-End OPEB Balance	25,009,641	24,315,032	26,256,986	29,312,985

WAYLAND REFERENCES

Bylaw: Chapter 19 – Finances, [Section 19-5](#) – Warrant articles involving appropriations or expenditures.

Policies: Financial Reserves, Investments

EXTERNAL REFERENCES

[M.G.L. c. 32B, § 20](#)

[M.G.L. c. 44, § 54](#)

[M.G.L. c. 203C](#)

[M.G.L. c. 32B, § 20A](#)

[M.G.L. c. 44, § 55](#)

Division of Local Services (DLS) Information Guideline Release 2019-10 [Other Postemployment Benefits Liability Trust Fund](#)

DLS FAQs: [OPEB Trust Fund FAQs](#)

Massachusetts [Pension Reserves Investment Management](#)

Government Finance Officers Association Best Practice: [Ensuring Other Postemployment Benefits \(OPEB\) Sustainability](#)

GASB Statements 75: [Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions](#) and 74: [Financial Reporting for Postemployment Benefit Plans Other Than Pension Plans](#)

SPECIAL PURPOSE APPROPRIATIONS	
Applies to:	▪ Town Manager, Finance Director, Select Board, Finance Committee, and Capital Improvement Planning Committee (CIPC) in their budget decision making ▪ Town Accountant job duties ▪ Job duties of all department heads, boards, and committees with expenditure authority for special articles (all referred to here as department heads)
Scope:	Monitoring, reporting, continuing, and closing special purpose appropriations
Effective:	Adopted by the Select Board on [Date]

PURPOSE

To maximize the Town's resources through the efficient identification of unused appropriated funds, this policy lays out protocols for continuing, reporting on, and closing special purpose appropriations.

BACKGROUND AND DEFINITIONS

Special purpose appropriation – A budget appropriation having a spending purpose whose time of completion may extend beyond a single fiscal year. In most but not necessarily all cases, special purpose appropriations are for capital projects and are presented to town meeting in warrant articles separate from the town-wide budget article.

Continued appropriation account – A separate general ledger account created for special purpose appropriations, either by fund or segment, that allows the balance to carry over to the next fiscal year.

Because the time frame for expending a special article is open-ended, the Town must be proactive in monitoring the expenditure status of each special purpose appropriation account and promptly close it when called for so that any unexpended balance may then be made available for other purposes or potentially become available to augment the Town's free cash certification.

There are two types of special appropriation closures, based on the purchase or project status:

1. Completed: The money was spent for the approved purpose, or the project is completed. There may be a remaining account balance.
2. Canceled: A determination has been made that the spending purpose is no longer necessary, and not all of the appropriation has been spent.

POLICY

As a general rule, the Town will administratively manage the continuation or closure of special purpose appropriations in accordance with the provisions of this policy without the need for further legislative action by town meeting. In addition to the review of special appropriation funds at year-end, this policy calls for ongoing, monthly reviews of these appropriations so that any residual or otherwise static balances may receive timely consideration as a potential funding source for a new purpose in the next town meeting or to cover any year-end deficit by line-item transfer.

A. Reporting Appropriation Status Updates

Each month, the Town Accountant will send updated expenditure reports to all department heads. Department heads will notify the Town Accountant if any special appropriation account's purpose under their responsibility was either accomplished or cancelled during the month.

If the completed or canceled appropriation reported by the department head has an account balance of less than \$5,000, the Town Accountant will close it in the general ledger, as described in Section C below. For an appropriation with a balance above \$5,000, the Town Accountant will take no further immediate action but will report it in a running list of all special purpose appropriation accounts with residual balances accompanying the next monthly expenditure report sent to the Town Manager.

Department heads will also respond to the Town Accountant's year-end closing memo with a detailed status report of any special appropriations that are a continuing appropriation for the forthcoming year. The report will include a project update indicating funding position and expected completion date.

B. Repurposing Unexpended Funds

The Town Accountant will maintain a detailed spreadsheet of the completed and canceled special purpose appropriations. The Town Manager and Finance Director will use it to provide prioritized funding sources when developing budgets for annual or special town meetings and when reviewing the status of the town-wide budget at year-end for potentially necessary line-item transfers.

When proposing a new use for the surplus funds of a special purpose appropriation, the Town Manager, Select Board, Finance Committee, and CIPC will be guided by provisions in the Town's adopted financial planning policies. However, the first priority for the Select Board and Finance Committee in their year-end transfer actions will be the prevention of budget deficits. Note also that the Community Preservation Committee has sole authority for making decisions about any proposed new uses of community preservation funds. Any new use of surplus funds that derived from a restricted reserve must conform to the restrictions of said reserve.

In the event that the Town's budget framers desire to reappropriate a surplus balance in a special purpose appropriation account to a new purpose, town meeting approval is required, with two exceptions. One is the exercise of the Select Board's and Finance Committee's combined authority to authorize year-end transfers. The other relates to surplus proceeds of bond-funded projects (see Section E of the [Debt Management](#) policy).

As part of the year-end closing each year, the Town Manager along with the Finance Director will determine which account balances will not be appropriated for new purposes and will close to their originating funding sources.

C. Accounting Guidelines for Administrative Closeouts

When closing out an account, the Town Accountant's transfers of surplus funds will comply with the following guidelines based on their funding sources:

- Tax levy or free cash: Transfer to general fund undesignated fund balance.
- Restricted reserve (e.g., stabilization, community preservation funds, etc.): Transfer back to the reserve of origin.
- Bond-funded projects: See Section E of the [Debt Management](#) policy.

WAYLAND REFERENCES

Policies: Annual Budget Process, Capital Planning, Debt Management, Forecasting, Year-End Closing

EXTERNAL REFERENCES

[M.G.L. c. 44, § 33B](#)

Division of Local Services Informational Guideline Release 2017-13: [Appropriation Transfers](#)

OVERLAY	
Applies to:	- Board of Assessors, Director of Assessing, and Town Accountant job duties - Town Manager, Finance Director, and Finance Committee in budget analysis and decision-making responsibilities
Scope:	Funding and maintaining the account for abatements and exemptions (overlay)
Effective:	Adopted by the Select Board on [Date]

PURPOSE

To ensure the Town can adequately offset all unrealized tax levy revenues, this policy sets guidelines for determining the annual overlay amount in the Town's budget and for deciding whether any overlay balance can be certified as surplus.

BACKGROUND

The allowance for abatements and exemptions, commonly referred to as the overlay, is an account to offset anticipated abatements and exemptions of committed real and personal property taxes, as well as any tax receivables deemed to be uncollectable. State statute allows overlay to be maintained in a single account, so that any levy deficit for a particular year need not be subsequently raised on the tax recapitulation sheet, provided that the total overlay account balance is greater than zero.

POLICY

The Board of Assessors is responsible for proposing an annual overlay amount for the Town budget sufficient to offset potentially unrealized revenue from that year's tax levy. The Town Manager may propose for appropriation by the legislative body any overlay surplus subsequently determined by the Board of Assessors, for purposes consistent with the Town's [Financial Reserves](#) policy.

Although Sections A - C below refer to the overlay as a single account, to better record historical information and facilitate reconciliations, the Town Accountant will maintain overlay balances by levy year in subsidiary ledgers of the general ledger.

A. Annual Overlay

Each year, the Board of Assessors will vote in an open meeting to authorize a contribution to the overlay account as part of the budget process and to raise it without appropriation on the Town's tax recapitulation sheet. The Director of Assessing will determine and propose to the Board the amount to be added to the overlay account based on the following:

- Current balance in the overlay account
- Three-year average of granted abatements and exemptions
- Potential abatement liability in cases pending before, or on appeal from, the Appellate Tax Board (ATB)
- Timing of the next certification review by the Division of Local Services (scheduled every five years)

The Board of Assessors shall notify the Town Manager and Finance Director of the amount of overlay voted.

B. Excess Overlay

Annually, the Director of Assessing and Town Accountant will conduct an analysis to see if there is any excess in the overlay account balance by factoring the following:

- Current balance in the overlay account after reconciling with the Town Accountant's records
- Balance of the property tax receivables, which represents the total real and personal property taxes still outstanding for all levy years
- Estimated total of potential abatements, including any cases subject to ATB hearings or other litigation

Upon determining any excess in the overlay account, the Director of Assessing will present the analysis to the Board of Assessors for its review and notify the Town Accountant.

C. Overlay Surplus

If there is an excess balance in the overlay account, the Board of Assessors will formally vote in an open meeting to certify an amount to transfer to overlay surplus and notify the Town Manager and Finance Director in writing of its vote. If the Select Board makes a written request for a determination of overlay surplus, the Board of Assessors will vote on the matter within the next 10 days and notify the Select Board, Town Manager, and Finance Director of the result in writing.

After being certified, town meeting may appropriate overlay surplus for any lawful purpose until the end of the fiscal year. The appropriation should be as prescribed in the [Financial Reserves](#) policy. Overlay surplus not appropriated by year-end will close to the general fund's undesignated fund balance.

WAYLAND REFERENCES

Policies: Annual Budget Process, Financial Reserves, Forecasting, Tax Enforcement

EXTERNAL REFERENCES

[M.G.L. c. 59, §25](#)

Division of Local Services Informational Guideline Release 2017-23: [Overlay and Overlay Surplus](#)

FINANCIAL OPERATION POLICIES

ANTIFRAUD	
Applies to:	▪ All elected and appointed Town officials and employees ▪ All other persons acting on behalf of the Town, such as vendors, contractors, volunteers, casual employees, and grant subrecipients
Scope:	Any suspected fraud, abuse, or similar irregularity against the Town
Effective:	Adopted by the Select Board on [Date]

PURPOSE

To protect the Town's assets and reputation from misappropriation and abuse, this policy provides guidelines to safeguard against fraudulent activities and any appearances thereof. The policy's objectives include:

- To create an environment in which employees and citizens can report any suspicion of fraud
- To communicate the Town's intent to prevent, report, investigate, and disclose to proper authorities suspected fraud, abuse, and similar irregularities
- To provide management with guidelines and responsibilities regarding appropriate actions in conducting investigations of alleged fraud and similar improprieties

POLICY

The Town is committed to protecting its revenue, property, information, and other assets from any attempt, either by members of the public, contractors, consultants, vendors, agents, or its own employees, to gain by deceit, financial or other benefits at the expense of taxpayers. Town officials, employees and other persons acting on behalf of the Town must, always comply with all applicable policies, laws, and regulations. A "Person acting on behalf of the Town" refers to any individual responsible for or to Wayland's government placed in that position by some official relationship with the Town.

The Town will not condone any violation of law or ethical business practices and will not permit any activity that fails to withstand the closest possible public scrutiny. The Town intends to fully, objectively, and impartially investigate any suspected acts of fraud or other similar irregularities regardless of the position, title, length of service, or relationship with the government of any party who may be the subject to such investigation.

A. Actions Constituting Fraud or Abuse

Fraud and abuse can take many forms, all of which are covered by this policy and described in examples below.

Abuse of authority can occur in financial or nonfinancial settings and refers to, but is not limited to:

- Improper use or misuse of authority
- Improper use or misuse of Town property, equipment, materials, records, or other resources
- Waste of public funds

Fraudulent activity includes, but is not limited to, the following:

- Any dishonest or fraudulent act
- Forgery or alteration of any document or account
- Forgery or alteration of a check, bank draft, or any other financial document
- Misappropriation of funds, securities, supplies, or other assets
- Impropriety in the handling or reporting of money or financial transactions
- Profiteering because of insider knowledge of Town activities
- Disclosing confidential or proprietary information to outside parties
- Accepting or seeking anything of material value from consultants, contractors, vendors, or persons providing services or materials to the Town
- Destruction, removal or inappropriate use of records, furniture, fixtures, and equipment
- Any claim for reimbursement of expenses not made for the exclusive benefit of the Town
- Any computer-related activity involving the alteration, destruction, forgery, or manipulation of data for fraudulent purposes
- Any omissions and misrepresentations made in bond offering documents, presentations to rating agencies, and annual financial reports

B. Antifraud Responsibilities

Every employee has a duty to report any suspected fraudulent activity. Department heads are responsible for instituting and maintaining a system of internal controls to reasonably ensure the prevention and detection of fraud. All Town officials, department heads, and supervisory staff must familiarize themselves with the types of fraud that could occur within their areas of responsibility and be alert for any indications of such conduct. The Town Manager has primary responsibility for coordinating all fraud investigations.

C. Reporting Suspicion of Fraud

Any Town employee or official who suspects fraud or abuse has occurred will promptly report it to the Town Manager, who will duly post the matter for discussion in an executive session of the Select Board. If the suspected fraud involves the Town Manager, the employee/official will report it to the Chair of the Select Board or to a different member of the Board if the Chair is suspected to be involved. Whoever receives the initial report will document it in writing and include sufficient details to ensure a clear understanding of the issues raised.

The Town Manager is accountable for maintaining the confidentiality of all information related to a report of potential fraud, and the person making the report is protected from retaliation under the provisions of Section H below. The Town therefore strongly encourages individuals to put their names to reports; however, an anonymous report can be emailed to the Town Manager.

D. Security of Evidence

Upon receipt of a report of suspected fraud, the Town Manager will take immediate action to prevent the alteration, theft, or destruction of relevant records and assets. Such actions may include, but are not limited to:

- Limiting access to the location where the records and assets exist
- Preventing access by the individual or individuals suspected of committing fraud
- Relocating the records and assets to a secure location

E. Confidentiality and Media Relations

All participants involved in a fraud investigation will keep its details and results confidential so as not to violate any individual's expectation of privacy, and the Town Manager will ensure that all related documents are securely stored. No investigation-related verbal information or documents may be shared with anyone not formally assigned to the investigation. No person employed by or otherwise acting on behalf of the Town may make any comment to the media or any other party without explicit authorization from the Town Manager or Select Board.

F. Investigation

As soon as possible after receipt of a report of potential fraud or abuse, the Town Manager will schedule a Select Board executive session to consider the following:

- Is a formal investigation necessary, and if so, who will lead it?
- Is there an immediate need for legal assistance or advice?
- Is police involvement immediately necessary?
- Is there a need for any external support (e.g., forensic accountants, technology professionals)?
- Should the Select Board and Town Manager devise a media strategy on the issue?
- Is there a need to report the issue to any external parties?

The Town will investigate every non-anonymous report of suspected fraud. For any anonymous report, the Select Board will decide whether a formal investigation is justified based on the following:

- Credibility of the concern
- Seriousness of the issue (i.e., magnitude of negative impact to the Town)
- Sufficiency of details provided to enable an investigation

To begin the formal investigation, the Town Manager will consult with the Town Counsel to obtain guidance on next steps. From there, the Town Manager may also seek the involvement of the Finance Director, Police Chief, and/or other personnel as needed. The Town Manager may also recommend to the Select Board the employment of an outside consultant to lead the investigation, such as an independent auditor.

G. Conclusion of Investigation, Corrective Actions, and Disclosures

At the investigation's conclusion, the Town Manager or other assigned investigator will provide a written report of findings to the Select Board. If it supports a finding of fraud, the Town will pursue disciplinary action against any individual(s) involved and make every reasonable effort to recover any lost assets. On the advice of Town Counsel, the Select Board may also report the violation(s) to the local district attorney's office to pursue appropriate legal actions.

Additionally, the Town Manager, in consultation with the assigned investigator if any, will determine the corrective actions needed to implement new or enhanced internal controls, in the subject department and potentially Town-wide, to mitigate the risk of future fraudulent activity. The subject department head(s) will subsequently provide the Town Manager with updates on the status of the corrective action(s) monthly or upon request.

If the Town's investigation concludes that there was a violation of any federal criminal law involving fraud, bribery or gratuity potentially affecting a federal award, the Town Manager will disclose such in writing to the federal awarding agency in compliance with the Office of Management and Budget's Omni Circular. Similarly, if there are findings of bond offering information falsification, the Town Manager will disclose this in writing to the bondholders.

H. Whistleblower Protection

Regardless of an investigation's outcome, no employee who makes a good faith report pursuant to this policy shall be subject to retaliatory actions by Town management, such as:

- Dismissal or threat of dismissal
- Discipline, suspension, or threat of these actions
- Intimidation or coercion
- Any other form of penalization or retaliation

Any party found to have retaliated against an employee for making a report pursuant to this policy will be subject to disciplinary action, up to and including termination.

If an allegation is made in good faith but not confirmed after the investigation concludes, no action will be taken against the originator. Any employee who knowingly makes a false report, provides evidence they know to be false, or provides information without a reasonable belief in its truth and accuracy may be subject to disciplinary action. Evidence of false allegations made with malicious intent will result in disciplinary action, up to and including termination.

I. Ethics Training and Annual Acknowledgments

In July every year, the Town Manager will distribute this policy to all employees and officials along with a copy of the state's conflict of interest law, and each recipient is required to acknowledge receipt. In addition, every two years, all Town employees must complete the state's conflict of interest training. Further, any Town employee responsible for managing a vendor contract will ensure the vendor receives a copy of this policy and returns a signed acknowledgment. The Town Clerk or designee will maintain a database to track the status of all acknowledgments and employee trainings and will follow up with those who are noncompliant with either requirement.

WAYLAND REFERENCES

Policies: Disbursements, Gifts of Funds, Grant Management, Procurement Conflict of Interest, Reconciliations, Revenue Turnover

EXTERNAL REFERENCES

[M.G.L. c. 12, § 5A](#)

[M.G.L. c. 12, § 5D](#)

[M.G.L. c. 12, § 5J](#)

[M.G.L. c. 12, § 5B](#)

[M.G.L. c. 12, § 5E](#)

[M.G.L. c. 149 § 185](#)

[M.G.L. c. 12, § 5C](#)

[M.G.L. c. 12, § 5F](#)

[M.G.L. c. 268A](#)

MA Office of the Inspector General webpage: [What is Fraud?](#) and [Fraud Reporting FAQ: What to Know](#)

MA Ethics Commission webpage [Summary of the Conflict of Interest Law for Municipal Employees](#)

U.S. Office of Management and Budget, December 2013: [Omni Circular](#)

CREDIT CARD USAGE	
Applies to:	▪ Town Manager, Town Accountant, and Treasurer/Collector job duties ▪ All department heads, officials, and employees with spending authority (all referred to here as “employees”)
Scope:	Guidelines for the use of credit cards
Effective:	Adopted by the Select Board on [Date]

PURPOSE

To ensure the legal and appropriate use of Town issued credit cards and that all credit card purchases comply with the Town’s Disbursements policy, this policy establishes standards for proper credit card use when conducting Town business.

POLICY

The Town shall have one credit card account with one physical credit card under the custody and control of the Treasurer/Collector and with a maximum spending limit of \$5,000. Also under the custody and control of the Treasurer/Collector, the Town may have credit cards for specific retail outlets as approved by the Town Manager. Exceptions to any provisions in this policy must be approved in advance by the Town Manager and Treasurer/Collector.

A. Allowable Use

Town employees may request to make a purchase using the Town’s credit card on a limited, exceptional basis. Its usage shall not be a routine alternative to payment under the normal warrant approval procedures but is intended for transactions that are only possible by, or are most cost-effective by, credit card, including those connected to public safety emergencies. The Town is a tax-exempt entity; therefore, sales tax shall not be included with the cost of any card purchases.

The following are prohibited uses of the credit card:

1. Personal expenses
2. Cash advances
3. Gift cards or gift certificates
4. Services (e.g., consultant fees, repair work, temporary help, etc.)
5. Use for paying other invoices
6. Alcoholic beverages and tobacco

Possession of the credit card cards will remain with the Treasurer/Collector. For purchases required with the credit card at a brick-and-mortar merchant, the employee making the purchase must return the credit card to the Treasurer/Collector within no more than 24 hours. Any employee in custody of the card must immediately report to the Treasurer/Collector if it is lost or stolen.

B. Administration

The Treasurer/Collector is responsible for administration of the credit cards, including but not limited to selecting the card issuers, setting the total purchase limits, ensuring proper use, paying credit card

bills timely, and disputing any false charges. Any incentive program benefits derived by the use of Town credit cards will be the property of the Town. The Treasurer/Collector will determine the use of such incentive program benefits.

C. Approval and Warrant Process

The card user is responsible for submitting invoice information and documentation to the Department Head for warrant processing as stated in the Town's [Disbursement](#) policy. The Department Head will review each credit card transaction to determine if the purchase was made for official use and in accordance with policy. If for any reason the Department Head or approving official questions the purchases, it is their responsibility to resolve the issue with the card user. If it cannot be determined that the purchase was necessary, for official use, and in accordance with policy, the card user must provide proof the items have been returned for credit. Resolution for improper use of the credit card is the responsibility of the Department Head and Town Manager.

The Department Head will provide a copy of the documentation or receipt to the Treasurer/Collector. The Treasurer/Collector will reconcile this information with the credit card statement to ensure full payment is made. The card user will be responsible for the interest and/or late charges if payment information is not submitted in a timely manner.

All items purchased with the credit card must be received by the department prior to the end of the credit card's monthly billing cycle and never delivered later than June 30th of any fiscal year for payments to be made for that fiscal year. No backordering of merchandise is allowed.

D. Returns and Exchanges

The card user is responsible for managing any returns or exchanges, including contacting the vendor to obtain instructions to ensure proper credit is received for returned merchandise. If items purchased with the credit card are found defective or the repair or services faulty, the card user is responsible to return the items to the merchant for replacement or credit. Cash refunds are not permitted. If the merchant refuses to replace or correct faulty item, the purchase of this item will be considered to be in dispute. The Department Head should note the item(s) disputed on the statement with proper documentation. It is the responsibility of the Department Head to resolve these disputes.

E. Violations

Lack of proper documentation or authorizations may result in loss of credit card privileges and/or personal liability. Unauthorized expenses will not be paid by the Town of Wayland. The Town reserves the right to collect payment for unauthorized expenditures from the employee. Disciplinary action may be taken for improper credit card usage up to and including termination of employment.

F. Employee Acknowledgement

Employees requesting to use a Town credit card must sign the Employee Acknowledgement (included in the Appendix) prior to their first transaction.

G. Audit

The Town Accountant will conduct random audits of the credit card activity, receipt retention, and statements. All credit card activity is subject to audit by Wayland's independent auditor.

WAYLAND REFERENCES

Policies: Antifraud, Disbursements

EXTERNAL REFERENCES

[M.G.L. c 40 § 5](#)

[M.G.L. c. 41, § 56](#)

[M.G.L. c. 44, § 64](#)

[M.G.L. c. 41, § 52](#)

[M.G.L. c. 44, § 58](#)

DISBURSEMENTS	
Applies to:	▪ Town Accountant, Treasurer/Collector, Human Resource Officer, Payroll Administrator, and School Payroll Manager job duties ▪ Select Board's warrant approval responsibilities ▪ All department heads and the elected or appointed officials with spending authority (all referred to here as "department heads") in submitting their requests for expense and payroll disbursements
Scope:	Guidelines for managing requests for and disbursements of Town funds to pay accounts payable liabilities and to compensate employees through payroll.
Effective:	Adopted by the Select Board on [Date]

PURPOSE

To mitigate the risk of fraud and ensure the Town disburses cash only for legally valid liabilities, this policy establishes guidelines for the expenditure of Town funds.

POLICY

No disbursement for any payroll or accounts payable (AP) expense shall occur without the prior review of the Town Accountant and approval by the Select Board. Accordingly, the Town Accountant is responsible for finalizing every AP and payroll warrant and the Select Board for approving each by majority signatures.

Every AP disbursement must be based on an original invoice (may be electronic) and valid form W-9 for the payee. As a tax-exempt organization, the Town will not pay sales tax on any expense. All invoices must be charged to the proper fiscal year. Payment for any bills payable for a prior fiscal year must be approved by vote of town meeting in accordance with [M.G.L. c. 44, § 64](#).

All payroll expenditures must be based on approved time and attendance (T&A) reports and be consistent with personal service contracts, classification schedules, Wayland personnel bylaws, or the Town of Wayland Employee Handbook. No employee may submit overtime hours (i.e., hours exceeding 40 hours in a week) or hours for any special detail work without the supervisor's advanced approval.

To allow for the expedited processing of any checks that may go unclaimed (as permitted under [M.G.L. c. 200A, § 9A](#)), printed on the face of every disbursed check will be: "Void if not cashed within one year of issuance." The Treasurer/Collector will secure all checks in a safe until distributed.

All disbursement activity is subject to audit by Wayland's independent auditor.

A. Ongoing Maintenance of Payroll and Leave Time Data

The Human Resource Office is responsible for maintaining the database of all active town employees including their salaries, pay rates, stipends, weekly work hours, benefit options, and withholdings within the MUNIS Payroll/Human Resource module. Any change to an employee's employment status, work hours, or pay rate can only be made by through the Human Resource Office based on a Payroll Change Authorization Form (PCA) and supported by a collective bargaining agreement,

classification schedule, or personal services contract. The PCA must be signed by the appropriate department head, Finance Director, and the Town Manager.

The School Payroll Manager is responsible for the maintaining all school employee payroll information within the MUNIS Payroll/Human Resource module.

B. Responsibilities Related to Disbursement Processing

Every **employee** is responsible for:

- Time sheet users: Complete time sheet for the hours worked or leave time used weekly exception only
- Reviewing each paycheck to ensure that it accurately reflects all time worked and monitoring time accrual balances in

Each **department head** is responsible for:

- Verifying that adequate funds exist in the department's budget for every AP and payroll submission
- Assuring that all purchases of goods and services conform to the state's procurement laws
- Preparing purchase orders for purchases over \$500
- Monitoring the department's online account purchasing activity and invoice processing
- Timely entering AP batches into the Invoice Entry Module only after at the goods have been received or the services have been rendered
- Releasing the batch to the Finance Office and delivering to the Finance Office the supporting documentation (e.g., original invoices, contract) with signed MUNIS batch cover sheet on the timeframe provided by the Finance Office
- Completing MUNIS Time Entry activities on the timeframe provided by the Payroll Administrator
- Timely verifying and returning the payroll proof to the Payroll Administrator

The **Finance Office**, under the direction of the **Finance Director** is responsible for:

- Reviewing final payroll proof and AP submissions and including each requested expense on the AP/payroll warrant only after validating:
 - Adherence to procurement
 - The submission is legal
 - No fraud is evident
 - Adequate funds exist
- Completing the AP and payroll warrants and submitting them to the Select Board for approval
- Printing vendor checks
- Updating the general ledger with all AP and payroll warrant expenditures

The **Treasurer/Collector** is responsible for:

- Reviewing the AP warrant and withholding from disbursement any amounts owed to the town by listed payees
- Upon receipt of payroll and AP warrants signed by the Select Board, funding the gross payroll warrant, the Town's portion of Medicare tax, and the gross AP warrant in the associated bank accounts
- Disbursing payroll by the mandatory direct deposit or by live checks in the case of direct deposit exemption
- Disbursing all AP checks to the vendors and initiating ACH wire transfers
 - The Treasurer/Collector will not give any vendor checks to department heads or other employees to mail
- Updating the cashbook to document the disbursement activity

The **Select Board** is responsible for:

- Reviewing each warrant for appropriateness by examining the invoices, back-up documents, and payroll detail, and directing any inquiries to the Town Accountant
- Approving the warrants by a majority of the Board signing them

C. Off-Cycle Disbursements in Exceptional Circumstances

An emergency or other imperative circumstance may compel an allowable exception to the usual disbursement process. In such rare cases, the Town Accountant will process an off-cycle AP warrant for the Treasurer/Collector to fund and issue a check. Under no circumstances will the Treasurer/Collector issue a manual AP check outside the MUNIS system. Select Board signature is required for any disbursement not previously approved.

Additionally, due to error or omission, the Town Accountant may authorize a payroll disbursement outside of the normal payroll process. This supplemental process shall follow the same procedure and approval process as a regular payroll process.

WAYLAND REFERENCES

Bylaw: [Chapter 43](#) – Personnel

Policies: Antifraud

Procedures: Accounts Payable, Payroll (included in the Appendix)

EXTERNAL REFERENCES

M.G.L. c. 30B	M.G.L. c. 41, § 41C	M.G.L. c. 44, § 58
M.G.L. c 40 § 5	M.G.L. c. 41, § 42	M.G.L. c. 44, § 64
M.G.L. c. 41, § 41	M.G.L. c. 41, § 43	M.G.L. c. 200A, § 9A
M.G.L. c. 41, § 41A	M.G.L. c. 41, § 52	
M.G.L. c. 41, § 41B	M.G.L. c. 41, § 56	

Massachusetts Municipal Auditor's and Accountants' Association: [Accounting Manual](#)

Massachusetts Collectors & Treasurers Association: [Treasurer's Manual](#)

FINANCIAL MANAGEMENT TEAM	
Applies to:	▪ Town Manager, Financial and Management Analyst, Finance Director, Town Accountant, Treasurer/Collector, and Director of Assessing ▪ Wayland Public Schools Superintendent and Business Manager as team members ▪ Assistant Town Manager, Human Resources Manager, and Town Clerk as auxiliary members ▪ Department staff as necessary
Scope:	Coordination of ongoing financial operations through regular meetings of a financial management team
Effective:	Adopted by the Select Board on [Date]

PURPOSE

To maximize the effectiveness of financial practices by optimizing the coordination of interdepartmental activities and long-range plans, this policy establishes a financial management team that will meet regularly to discuss common goals and objectives. A financial management team also fosters institutional continuity during times of turnover in financial offices.

POLICY

The Town establishes a financial management team consisting of the Town Manager, Financial and Management Analyst, Finance Director, Town Accountant, Treasurer/Collector, Director of Assessing, and Wayland Public Schools Superintendent and Business Manager. The Town Manager, or designee, will schedule meetings of the financial management team will be scheduled at a consistent time each month and more frequently when necessary, and act as meeting chair. The Assistant Town Manager, Human Resources Manager, Town Clerk, IT Director, and other responsible department staff may also be called upon to participate in certain meetings during the year when appropriate for the agenda.

The intent of the meetings will be to help the Town's finance officers maintain open lines of communication and reinforce awareness of their interdependence. In this forum, team members can identify critical junctures, consider strategies to deal with anticipated areas of concern, and establish agreement about goals, deadlines, and each individual's role in meeting common objectives.

Appropriate agenda topics include:

- Updating the status of assigned responsibilities and due dates related to cyclical procedures
- Reviewing budget preparation, including financial forecasting and capital funding analysis
- Monitoring monthly revenue and expenditure reports and analyzing cash flow
- Coordinating financial system updates and software enhancements
- Proposing internal audits
- Reviewing the effectiveness of internal controls, including the status of monthly reconciliations
- Developing corrective action plans for citations in the external auditor's management letters
- Coordinating submissions to the Division of Local Services
- Review the status of special projects assigned by the Town Manager or others
- Pursuing professional development and training opportunities

WAYLAND REFERENCES

Policies: Annual Budget Process, Capital Planning, Forecasting, Reconciliations, Tax Recapitulation, and Year-End Closing

EXTERNAL REFERENCES

Division of Local Services Best Practice: [*Financial Management Team*](#)

GIFTS OF FUNDS	
Applies to:	▪ Select Board, Town Manager, and School Committee in their responsibilities related to approving the expenditure of gift funds ▪ Department heads⁷ in their responsibilities related to accepting and expending gift funds ▪ Town Accountant and Treasurer/Collector in their job duties related to managing, accounting for, and reporting on gift funds
Scope:	▪ All receipts of monetary gifts to the Town ▪ Managing, expending, and accounting of gift funds ▪ <u>Not in the scope of this policy:</u> ○ Monetary gifts to trust funds governed by specific statutes, such as scholarship or cemetery perpetual care funds ○ Donations of tangible property ○ Federal, state, or private grants⁸
Effective:	Adopted by the Select Board on [Date]

PURPOSE

The guidance and directives presented in this policy are intended to:

- Enable the receipt of monetary gifts that align with the Town's goals
- Ensure that no gift funds are comingled with any other monies and that they are only expended for the purposes intended by donors
- Mitigate against the potential for any violations of the state's Ethics Code in relation to gift donations and fundraising

BACKGROUND

[M.G.L. c. 44, § 53A](#) allows any department head or Town official to accept monetary gifts for the benefit of municipal services, which funds may be spent without appropriation. However, the statute also requires the expenditure of the gift's funds be approved by the Select Board (or the School Committee for school gifts). This approval process allows the Select Board (or School Committee) to ensure that the circumstances of the donation do not compromise the Town/School in some way and to assess whether or not the particular purpose of the gift aligns with Town/School goals without also creating any substantially offsetting financial or administrative burdens. Thus, for practical reasons, this policy calls for departments to obtain the approvals of the Select Board (or School Committee) before the gift may be formally accepted, deposited, and expended.

POLICY

Gifts of donated funds make valuable contributions the Town's goals and fiscal well-being, and the offers of such are greatly appreciated by Town officials. Gifts to the Town must be voluntary and not received from any party in lieu of payments, fees, or services otherwise due the Town. In addition,

⁷ In this policy, department head refers to any Town employee or official with spending authority.

⁸ Although gifts and grants are governed by the same statute (44:53A), grants are addressed in a separate Grants Management policy.

the Town's acceptance of a gift does not constitute or imply its recommendation or endorsement of any service, product, or business of the donor.

All gift funds shall be treated as one-time revenues, even those that may be offered to the Town on a repetitive basis (e.g., from a "Friends" organization). As such, the Town shall in no way rely on any gift revenues to support ongoing operational costs.

Whenever a department receives a monetary gift, the department head must submit it for the approval of the Select Board (or School Committee) before the funds may be spent. If a department receives multiple gifts donated for the same purpose (such as from a private fundraising event), they shall be accumulated and submitted as a single amount.

All decisions regarding gift approval shall be based on the gift's compatibility with Town/School Department policies and goals, as well as an assessment of any risks the gift may pose to the Town in maintaining its reputation, mission, or values.

Without appropriation, departments may expend the funds from an accepted donation according to the purpose specified by the donor and only after the gift has been approved by the Select Board (or School Committee).

A. Accepting a Gift

Upon receiving a gift or set of related gifts, regardless of the total amount, the department head will turn over the receipt(s) to the Treasurer/Collector consistent with the Revenue Turnover policy and include a document from the donor stating the purpose of the gift. The Treasurer/Collector will secure the received funds in a safe pending the completion of the appropriate approval(s).

The Town Accountant will coordinate with the Town Manager's office (or School Superintendent) to present the Select Board (or School Committee) with the offered gift. Once the gift is approved or rejected, the Town Accountant will notify the originating department and Treasurer/Collector. If a gift is not approved for expenditure, the Treasurer/Collector will return the funds to the donor. Approved gifts will be processed in accordance with Section B below.

B. Managing and expending gift funds

Once any gift has been approved for expenditure, the Treasurer/Collector will deposit it in Town's depository account. The Town Accountant will maintain a general ledger account for each gift purpose and a paper or electronic file containing all donor documentation. All interest on gift accounts shall be deposited to the general fund.

Through the Town's standard payroll and vendor warrant procedures, a department head may, without appropriation, expend the funds of a gift for its designated purpose. Gifts donated without a specific purpose shall be expended in accordance with the overall intent (i.e., for the general operation of the gifted department). The Town Accountant shall approve a gift expenditure for inclusion in a warrant in accordance with the Disbursements policy.

When the purpose of the gift no longer exists or if the revenue is not expended by a time specified by the donor, the department head will request to refund the balance of the account to the donor through the vendor warrant process. The Town Accountant shall follow the procedures in the [Year-End Closing](#) policy for closing expended and inactive accounts.

C. Prohibitions on Fundraising

This policy prohibits any fundraising activities by Town employees and officials. An example of prohibited activity would be a department selling items, such as t-shirts or calendars, to raise money. In addition, the Massachusetts Constitution's Anti-aid Amendment prohibits the use of public funds to assist a private organization's fundraising, even when it would directly benefit the municipality. To further assure compliance with the Amendment, there shall be no Town co-sponsorships with any private organizations of any community events or fundraisers.

The Town may accept as gifts the funds raised and offered by private entities, including "Friends" organizations. All such entities are entirely separate from the Town and therefore not subject to Town policies or any form of municipal oversight. Furthermore, the State Conflict of Interest Law bars the use of municipal resources, including staff time, to assist any private sector initiatives. Therefore, no Town personnel may participate in the activities of "Friends" and other similar organizations during their work hours.

WAYLAND REFERENCES

Policies: Antifraud, Disbursements, Year-End Closing

EXTERNAL REFERENCES

[M.G.L. c. 44, § 53A](#)

[M.G.L. c. 71, § 37A](#)

[M.G.L. c. 268A](#)

Division of Local Services *City & Town* article, [Ask DLS: Public Purpose Expenditures](#)

State Ethics Commission's Advisory Opinion on gift solicitation, [EC-COI-12-1](#)

MA Constitution Anti-Aid Amendment: [Article XVIII, as amended by Articles XLVI and CIII](#)

GRANTS MANAGEMENT	
Applies to:	▪ Grant Managers within Town and School departments ▪ Select Board, Wayland Public School Committee, Town Manager, School Superintendent, Finance Director, Town Accountant, and Treasurer/Collector in their grant-related responsibilities ▪ Department heads and Town officials that accept the grants obtained for their departments, in their budget management and operational oversight roles
Scope:	▪ Evaluating the grant opportunities ▪ Tracking grant activity ▪ Processing revenues and expenditures
Effective:	Adopted by the Select Board on [Date]

PURPOSE

To help the Town take advantage of external funding sources, ensure all grant applications align with the Town's best interests, optimize cash flow from reimbursements, and deter year-end account deficits, this policy sets guidelines for pursuing and managing grants.

BACKGROUND

[M.G.L. c. 44, § 53A](#) allows any department head or Town official to accept a grant from a state, federal or other grantor, which funds may then be spent without appropriation. However, the statute also requires that the expenditure of the grant funds be approved by the Select Board (or the School Committee for school grants). This approval process allows the Select Board (or the School Committee) to assess whether or not the particulars of the grant program align with Town/School goals without also creating any substantially offsetting financial or administrative burdens. Thus, for practical reasons, this policy calls for departments to obtain preapproval(s) before applying for any grants and then obtain expenditure approval once a grant is awarded.

As a legal contract, every grant agreement must be fulfilled in accordance with its prescribed terms and conditions, and all applicable federal, state, and local regulations. Failure in this regard exposes the Town to legal and financial liabilities and compromises future grant funding.

POLICY

All departments are encouraged to solicit grant funding for projects and programs consistent with the Town's goals. All municipal grant applications must receive preapproval by the Town Manager and all educational applications by the Wayland Public School Committee. To be eligible for preapproval, there must be sufficient staff available to effectively administer the grant program and perform its required work scope, along with adequate matching requirements (both cash and in-kind).

No department shall expend grant funds until a fully executed grant agreement has been accepted and approved for expenditure by the Select Board or the School Committee when applicable. Further, no grant funds shall be used to supplant an existing expense for the purpose of diverting current funds to another use.

Operating departments through their designated grant administrator(s) have primary responsibility for seeking grant opportunities, preparing applications, and managing awarded programs. The Town Manager and Town Accountant are responsible for consulting with grant administrators on grant budgetary matters. The Town Accountant will monitor grant expenditures for consistency with award requirements, track the timeliness of reimbursement requests, distribute monthly reports of grant expenditures to departments, and maintain a database of all grants and grant activity from inception to closure.

A. Grant Opportunity Assessment

Well in advance of a grant application's due date, the departmental grant administrator will assess the opportunity in consultation with the Town Manager and Town Accountant or with the School Superintendent. Below are the factors to be considered, at minimum.

Programmatic:

- Alignment of the grant's purpose with the Town's and department's strategic priorities
- Department's capacity to administer the grant through to closeout
- Office space, facilities, supplies, or equipment required
- Ongoing impact of the grant program after it is completed
- Compliance and audit requirements, particularly as they may differ from the Town's

Financial:

- Total anticipated project cost
- Expenditure requirements and anticipated cash flow schedule
- Required cost matching shares and sources, including cash and in-kind
- Staffing requirements, including salary and benefit increases for multiyear grants
- Administration and indirect recapture amounts
- Program income potential

In this stage, the grant administrator will also develop a continuation plan to address the potential future loss of grant funding, which may include alternative funding proposals or plans for reducing or terminating program positions or components after grant closeout.

B. Grant Application and Award Acceptance

Prior to filing any grant application, the grant administrator will submit a meeting agenda item requesting preapproval from the Town Manager (or the School Committee) with a report summarizing the grant and how it complies with this policy. The Town Manager will then decide as to whether any preapproved application should be submitted to the Town Counsel for legal review. Following this, the grant administrator will submit the grant application to the grantor and forward a copy to the Town Accountant.

When a grant administrator receives notice of any grant award, he or she will submit it as a meeting agenda item for the Select Board (or the School Committee) to formally accept by signatures and thereby approve the expenditure of grant funds. The grant administrator will then send copies of

the signed agreement to the grantor. The grant administrator will also send copies of the documents to the Town Accountant. Upon receiving the grant documents, the Town Accountant will create the appropriate general ledger account to record the grant activity separately from regular expenses. Federal grants will be identified by including Assistance Listings (AL) title and number, Federal award identification number and year, federal agency, and pass-through entity, if any. When notified of any amendment or adjustment by the grantor, the grant administrator will immediately forward the information to the Town Accountant, who will make adjustment(s) to the grant's budget in the general ledger.

C. Grant Financial Management

At the start of a new grant, the Town Accountant and grant administrator will discuss its requirements and the timing of reimbursement requests (e.g., at the time of expenditure, monthly or quarterly), when applicable.

The grant administrator will ensure all expenditures made are allowable and consistent with each grant award's requirements. The grant administrator will submit project invoices to the Accounting Department consistent with the Town's Disbursements policy. The grant administrator will ensure the proper payroll account codes for grant-funded employees are reported on the department's submission to the Finance Assistant-Payroll as part of the regular payroll process.

Because required retirement system remittances and/or general fund benefit reimbursements vary by grant, the Town Accountant will calculate these for each grant and notify grant administrator of the resulting amounts to include on the accounts payable submissions.

To minimize the use of advanced Town funds, every grant administrator will request reimbursements as often as the grant's guidelines allow and always no later than June 15. In doing so, the administrator will prepare all required reports and requests as detailed in the agreement and submit these to the grantor. Immediately following each submittal, the grant administrator will send an email notification of the reimbursement request to the Town Accountant and Treasurer/Collector. When the funds are received, the Treasurer/Collector will match reimbursements received electronically or by check with their requests and credit the proper revenue accounts. The Town Accountant will respond to the email confirming receipt and recording to the general ledger.

The Town Accountant will monitor each grant's deficit balance to assure it is temporary and receives reimbursement within the grant's allowable timeline and always prior to year-end.

D. Grant Closeout

Upon completion of the project work or grant period, whichever comes first, the grant administrator will verify that all grant requirements have been met and will send to the Town Accountant a grant closeout package that includes a final report and either a final reimbursement request or notification of the amount to be refunded to the grantor.

Upon receipt of the closeout package, the Town Accountant will reconcile the grant administrator's report with the general ledger's record of grant activity. The grant administrator will subsequently submit the final reimbursement request to the grantor or, if a refund is due, the Town Accountant will add the refund amount to the accounts payable warrant. Additionally, the Town Accountant will determine if the grant account has been over expended and will either apply the expense to the operating budget or propose an appropriation from other available funds. After all transactions are completed, the Town Accountant will put the general ledger's grant account into inactive status.

E. Audit

All grant activities are subject to audit by the grantors, the Town Accountant, and Wayland's independent auditor. The Town Accountant will maintain all grant documents and financial records for seven years after their closeouts or for the lengths of time specified by the grantors, whichever period is longer.

WAYLAND REFERENCES

Policies: Antifraud, Disbursements, Reconciliations

Additional Policy: Project Management Policy & Procedures

EXTERNAL REFERENCES

[M.G.L. c. 40, § 5D](#)

[M.G.L. c. 41, § 57](#)

[M.G.L. c. 44, § 53A](#)

Public Employee Retirement Administration Commission: [Memo #12/2003](#)

Mass.gov webpage: [Community Grant Finder](#)

US grant search website: [grants.gov](#)

Federal programs Assistance Listings: [SAM.gov](#)

PROCUREMENT CONFLICT OF INTEREST	
Applies to:	▪ Town Manager's role as chief procurement officer and any official designated to assist in this function ▪ All other Town employees, officials, and others working on the Town's behalf who are involved with any procurement and contract process ▪ Prospective contractors
Scope:	Guidelines for vetting conflicts of interest related to all procurements of the Town
Effective:	Adopted by the Select Board on [Date]

PURPOSE

To ensure integrity in the procurement process, this policy sets guidelines for vetting potential conflicts of interest.

POLICY

The Town is committed to ethical business practices, professional integrity, and compliance with all procurement laws and regulations. Wayland will provide fair opportunities to participants in competitive processes for the award of Town contracts. Process integrity will be reinforced by the practices outlined here to ensure confidentiality during the bid evaluation process and to assess and address conflicts of interest in all competitive solicitations. The Town will investigate all allegations of conflict of interest or procurement misconduct brought to the attention of Town staff. Parties subject to this policy shall comply with [M.G.L. c. 268A](#).

A. Confidentiality during the Bid Evaluation Process

Town staff, consultants, and outside evaluators who are participants in a bid evaluation process are required to sign confidentiality agreements, which bind them not to share any information about responses received and the evaluation process until the Town issues a Notice of Intended Award.

The departmental purchasing employee will:

1. Identify all participants of a bid evaluation process who receive proposals or other documents used in the process, including any non-evaluating observers.
2. Ensure that these participants sign confidentiality agreements.
3. Submit the confidentiality agreements to the Town Manager.

The Town Manager will:

1. Verify that signed confidentiality agreements for all participants in the evaluation process, including non-evaluating observers, are submitted.
2. Maintain signed confidentiality agreements on file.

B. Conflict of Interest in Procurement

To ensure decisions are made independently and impartially, Town employees and officials are expected to avoid any conflicts of interest and also avoid the appearance of conflicts of interest. A

conflict of interest, or the appearance of one, must be disclosed whenever a vendor, employee, or officer has, or can reasonably anticipate having, an ownership interest, a significant executive position, or other remunerative relationship with a prospective supplier of goods or services to the Town or knows that a family member or other person with whom they have a personal or financial relationship has such an interest.

According to the federal Office of Management and Budget's Omni Circular, a conflict of interest arises when: *"the employee, officer, or agent, any member of his or her immediate family, his or her partner, or an organization which employs or is about to employ any of the parties indicated herein, has a financial or other interest in or a tangible personal benefit from a firm considered for a contract."*

And it states that: *"The officers, employees, and agents of the non-federal entity must neither solicit nor accept gratuities, favors, or anything of monetary value from contractors or parties to subcontracts."*

The Omni Circular further requires that for any federal grant involving a parent, affiliate, or subsidiary organization that is not a state or local government, the Town must also maintain written standards of conduct covering organizational conflicts of interest. An organizational conflict of interest means that due to a relationship with a parent company, affiliate, or subsidiary organization, the Town is unable or appears to be unable to be impartial in conducting a procurement action involving the related organization.

Any person with a conflict as described above shall not participate in the preparing of specifications, qualifying vendors, selecting successful bidders on products or services in which they have an interest, or approving payment to those interests. The only exception to this arises if the person makes full disclosure of a potential conflict and receives an advance, written determination from the [State Ethics Commission](#) that the interest is not so substantial as to be deemed likely to affect the integrity of the services the Town may expect from that individual.

C. Conflict Disclosure and Review

Department heads and other officials are required to ascertain and disclose to the Town Manager any potential conflict of interest affecting procurement transactions before a contract is signed, a commitment made, or an order placed.

The following measures will be taken to ensure the Town avoids any conflicts of interest in procuring Town contracts:

1. Employees, officials, and others who regularly participate in contract activities on behalf of the Town must disclose relevant financial interests as required by state and federal laws and to annually review those statements in conjunction with this policy and other ethical standards.
2. Other persons involved in procurements must review this policy and other ethical standards and provide information to determine if there is a conflict of interest. Such persons shall

include, but are not limited to, authors of specifications; paid and unpaid evaluators; and paid and unpaid consultants who assist in the procurement process.

3. If a possible conflict of interest is identified, it must be documented and reviewed with Town Counsel.

The departmental purchasing employee will:

1. Identify employees, consultants, outside uncompensated parties, and any other persons who will be involved in a procurement or contract activity, such as specification development, preparation and issuance of solicitations, evaluation of solicitations or submissions, or other evaluations, that will lead to an award of contract.
2. Provide conflict of interest forms to the identified participants.
3. Submit the completed forms to the Town Manager prior to commencing any procurement or contract activity.

The Town Manager or designee will:

1. Review the submitted forms for potential conflicts of interest.
2. Discuss any potential conflicts of interest with the Town Counsel and document the resulting determinations.
3. Provide the Select Board with the documented result.
4. If a conflict or the appearance of one exists, take appropriate actions, including but not limited to, removal of the employee, consultant, or outside uncompensated party from the procurement activity or cancelation of the solicitation.

D. Compliance Reviews

The Town Accountant will conduct random reviews of compliance with this policy. All procurement activities are also subject to audit by Wayland's independent auditor.

WAYLAND REFERENCES

Select Board-Town Manager Act: [Section 6 \(e\)](#)

Policies: Antifraud

EXTERNAL REFERENCES

[M.G.L. c. 30B](#)

[M.G.L. c. 41, § 57](#)

[M.G.L. c. 268A](#)

State Ethics Commission's webpage [Disclosure Forms for Municipal Employees](#)

Inspector General's webpage [Procurement Assistance](#)

U.S. Office of Management and Budget, December 2013 [Omni Circular](#)

RECONCILIATIONS	
Applies to:	▪ Town Accountant in keeping the general ledger up to date ▪ Treasurer/Collector in maintaining a cashbook and managing accounts receivable ▪ Payroll Administrator managing payroll and associated withholdings ▪ All personnel within the Town with responsibility for managing either a receivable account and/or special revenue fund
Scope:	Periodic reconciliations of departmental cash, receivables, payroll, and special revenue fund records and of those departmental records with the general ledger
Effective:	Adopted by the Select Board on [Date]

PURPOSE

To ensure transactions are in balance, mitigate fraud, safeguard general ledger accuracy, and maximize certifications of free cash and retained earnings, financial officers must conduct regular reconciliations of their accounting records, and these must be reconciled to the general ledger. Although each financial officer is responsible for maintaining independent records of his or her office's transactions, they are also collectively accountable for the overall accuracy of Wayland's financial records.

POLICY

The Treasurer/Collector, Payroll Administrator, and every department head responsible for managing a receivable account and/or special revenue fund will internally reconcile their respective accounting records and subsequently reconcile them with the Town Accountant according to the guidelines and periodic time frames outlined in this policy. Although each financial officer is responsible for maintaining independent records of his or her office's transactions, they are also collectively accountable for the overall accuracy of the Town's financial records. All reconciliation activities are subject to audit by the Town's independent auditor.

POLICY SUMMARY

Records of Account to be Reconciled	Record Keeper	Reconciliation Time Frames
Cashbook	Treasurer/Collector	▪ With online bank data daily ▪ Month-end close by the 10th of the following month ▪ To the general ledger by 15th of each month
Payroll withholdings	Payroll Administrator	▪ Internally, by the 10th of the following month ▪ To the general ledger by 15th of each month
Collector's receivables	Treasurer/Collector	▪ Month-end close by the 10th of the following month ▪ To the general ledger by 15th of each month
Other departments' committed receivables	Departmental record-keepers	▪ Internally, within 10 days of the end of each fiscal year quarter ▪ To the general ledger by the end of the month following each quarter-end
Special revenue funds	Departmental record-keepers	▪ Internally, within 10 days of the end of each fiscal year quarter ▪ To the general ledger by the end of the month following each quarter-end

A. Cashbook Reconciliation

To ensure an accurate accounting of all revenue activity, the Treasurer/Collector will maintain a cashbook that reflects up-to-date and accurate information for all cash and assets. To do so, the Treasurer/Collector will make certain that every cash receipt, disbursement, transfer, and interest accrual is recorded in the cashbook within two business days of each transaction. The Treasurer/Collector will reconcile cashbook accounts to their corresponding bank accounts daily and finalize the monthly reconciliation within 10 days after month-end. These will include zero-balance vendor and payroll bank accounts, whose balances must equal the outstanding checks at the end of any month.

The Treasurer/Collector will identify all reconciling items, including deposits in transit, bounced and voided checks, and discrepancies between the cashbook and financial institutions, and will document the reason for the discrepancy or correct them when appropriate. The Treasurer/Collector will then forward a cash activity summary report with the cashbook balances to the Town Accountant.

B. Payroll Withholdings Reconciliation

Payroll withholdings include federal and state taxes, child support and other wage assignments for legal obligations, deferred compensation, optional insurances, association dues, and other employer-sponsored options. At the conclusion of each pay cycle, the Payroll Administrator will forward a summary report of withholdings subject to vendor invoices (i.e., insurances) to the Town Accountant to be recorded in separate general ledger agency accounts and disbursed through the accounts payable process.

To reduce the risk to the Town for liabilities in excess of withholdings, the Payroll Administrator will conduct monthly reconciliations of these payroll withholdings to their corresponding accounts payable, identify any discrepancies, document the results of these activities, and make any necessary payroll changes or adjustments. The Payroll Administrator and Treasurer/Collector will verify and reconcile payments for all other withholdings and deductions that are automatically issued through the payroll system via electronic fund transfers or check to the actual disbursements.

C. Accounts Receivable Reconciliation

Accounts receivable are outstanding monies owed to the Town, whether from committed bills (e.g., taxes, excises, liens, water charges) or from uncommitted department invoices (e.g., police details, recreation programs, etc.). To ensure these assets are accounted for and balanced, the Treasurer/Collector and any department head with accounts receivable duties (each referred to here as “record-keeper”) will ensure that all cash receipts are recorded timely, maintain a control record for each receivable type and levy year (if applicable), and verify the detail balance agrees with the receivable control.

The receivable control is a record of original entry in which a record-keeper reduces a commitment according to processed collections, abatements, and exemptions and increases it by issued refunds. To maintain accuracy, the record-keeper must review the detailed list of receivables, identify credit

balances as prepaid amounts, or investigate them for possible correction, and reconcile the control balance to the detail.

Whenever these records do not agree, the record-keeper must determine the discrepancy by:

- Verifying the various transactions (commitments, abatements, refunds, chargebacks) against their supporting documents
- Comparing the total amount of posted payments to the turnovers accepted by the Treasurer/Collector
- Determining whether any revenues were incorrectly recorded as payments to the commitment, such as interest and fees

Within 10 days after every month-end, the Treasurer/Collector will provide a create a summarized MUNIS accounts receivable report by bill type and levy year and forward the summary to the Town Accountant as the Schedule of Outstanding Receivables showing the internally reconciled accounts receivable balances. All other record-keepers will provide a list of outstanding balances to the Town Accountant.

D. Special Revenue Reconciliation

In accordance with various state statutes, certain revenues that are earmarked for specific purposes are segregated from the general fund. These special revenue funds include gifts and grants from governmental entities, individuals, and organizations; revolving funds; and receipts reserved for appropriation. To ensure these funds are balanced, department heads with responsibility for special revenue funds will verify that all revenues turned over to the Treasurer/Collector, expenditures authorized for payment by the Town Accountant, and properly authorized transfers are recorded monthly. These department heads will subsequently provide the Town Accountant with quarterly reconciliation reports on the funds.

E. General Ledger Reconciliation

To achieve the core objective of maintaining the general ledger's integrity, the Town Accountant must regularly reconcile it with the separately maintained accounting records outlined in Sections A – D above. In addition, it is the Town Accountant's responsibility to review all accounts analytically from time to time for reasonableness and to identify unusual activity.

The general ledger's cash accounts should reflect only those transactions reported to the Town Accountant by the Treasurer/Collector, so that in theory, the general ledger should be in balance with the cashbook. However, errors may occur due to omitting transfers or transactions or applying them in the wrong amounts or to the wrong accounts. Whenever the Town Accountant identifies a discrepancy between the general ledger and the cashbook, the following steps must be taken in conjunction with the Treasurer/Collector to determine the cause:

- If the total amount of revenue reported in the cashbook does not agree with the amount recorded in the ledger for that month, the Treasurer/Collector must verify that the monthly

total Treasurer's Schedule of Receipts revenue reports agree by detailed amount and classification with the cashbook and correct any errors.

- Compare the total amount of warrants paid during the month as recorded in the cashbook with the total recorded in the ledger for the same period. The last warrant paid must be the last one recorded; otherwise, a timing problem will create a discrepancy.
- If the records still do not agree, the Treasurer/Collector and Town Accountant must trace each entry to the ledger until the variance is determined.

All receivable records must also be reconciled to the Town Accountant's general ledger. If a given receivable control has been internally reconciled, any discrepancy must be in the general ledger, so the Town Accountant must:

- Review the commitments, charges, payments, abatements, refunds, reclassifications, and adjustments in the general ledger, as appropriate for each control.
- Verify whether receipts are recorded to the correct type and levy year.
- Verify the dates that activities were recorded.

The Town Accountant's receivable accounts in the general ledger should reflect the transactions provided by the Treasurer/Collector or other departmental record-keeper. Therefore, the above steps must resolve any discrepancies between the receivable control and the ledger. If they do not, the particular record-keeper and Town Accountant must trace each ledger entry until they determine the reason for variance.

The Town Accountant will verify that all special revenue fund reconciliations match the general ledger. The responsible department head and Town Accountant must research any discrepancy and correct the record(s) as appropriate.

F. Time frames and Documentation

Employees subject to this policy will complete reconciliations of their internal accounting records early each month so that subsequent reconciliations to the general ledger take place no later than the 15th of the month following the one being reconciled. At each quarter-ending month Town Accountant will extend the cash reconciliation process to individually reconcile every general ledger account that directly corresponds to a specific bank account (e.g., stabilization funds, trust funds, guarantee bond deposits).

Each general ledger reconciliation will be documented and cosigned by the two parties. If, at that time, any variance has not yet been fully resolved, this must be noted, along with a work plan and timetable for resolution. The Town Accountant will report the documented reconciliation status to the Town Manager at each month's end.

WAYLAND REFERENCES

Policies: Antifraud, Credit Card Usage, Disbursements, Grants Management, Revenue Turnover

EXTERNAL REFERENCES

DLS Best Practice: [*Reconciling Cash and Receivables*](#)

Massachusetts Municipal Auditor's and Accountants' Association: [*Accounting Manual*](#)

Massachusetts Collectors & Treasurers Association: [*Treasurer's Manual*](#) and [*Collector's Manual*](#)

REVENUE TURNOVER	
Applies to:	▪ Treasurer/Collector, as the custodian of Town funds, and Treasurer/Collector Department staff in their cash management duties ▪ All individuals and department heads with responsibility for handling payments ▪ Town Accountant in the duty to keep the general ledger up to date
Scope:	Guidelines for managing all cash, check, credit card, and other forms of payment received by all Town departments for taxes, excises, fees, charges, and intergovernmental receipts, from the departmental level through Treasury and Accounting duties
Effective:	Adopted by the Select Board on [Date]

PURPOSE

To safeguard Town assets and maximize cash flow, this policy provides guidelines for departments to turn over receipts to the Treasurer/Collector. Included are details of internal controls designed to provide reasonable assurance that the Town's revenues are properly and timely secured, recorded, and deposited in Town bank accounts.

POLICY

By [M.G.L. c. 41, § 35](#), the Treasurer is given charge of all revenue receipts of the Town. To minimize the risk of any revenue lags or losses, every department that receives payments must accurately account for the funds and turn them over to the Treasurer/Collector's Office according to the timing and protocols outlined in this policy. As called for here, the departmental staff and Treasurer/Collector will separately notify the Town Accountant of the money turned over and accepted, respectively. This check-and-balance control enables the Town Accountant to effectively track receipts within the general ledger per [M.G.L. c. 41, § 54](#), while also maintaining complete separation from any cash handling functions.

The head of each department that receives payments is responsible for instituting and employing internal controls designed to ensure that all receipts are recorded accurately, kept secure from loss or theft, and turned over timely to the Treasurer/Collector. This includes online payment accounts, credit card transactions, and cash payments. Town departments are expected to turn over their receipts at least on a weekly basis and must do so by the end of the day when cash receipts total \$200 or more. At each month-end, departmental staff will turn over all revenues no later than 11:00 am on the last business day of the month.

To indemnify the Town from potential loss or theft of receipts, the Town Manager will ensure that surety bonds are maintained for all individuals responsible for handling payments.

A. Receiving Payments

Using prenumbered receipt books, assigned departmental staff must issue a receipt for every payment received, even when the payer attempts to refuse it. These employees must identify the forms of payment (check, cash, or credit card) in the receipt books. As the exception, employees in the Treasurer/Collector's office receiving taxes and other collections from the public need only issue receipts for cash payments. Every Town employee who receives a check will immediately stamp it "For Deposit Only." Every department shall secure their received payments in a locked cashbox or

safe until completing a turnover to the Treasurer/Collector. In coordination with the Treasurer/Collector, School Department personnel deposit certain receipts directly into a designated Town bank account.

Each department head is responsible for overseeing the processing, recording, record retention, and turning over of receipts to the Treasurer/Collector. To the extent practicable, separate individuals should be tasked with 1) receiving and endorsing payments, 2) recording payments in the departmental log, 3) depositing receipts in the bank (if applicable for the department), and 4) turning receipts over to the Treasurer/Collector.

B. Turning Over Revenues

Departmental staff will complete a Schedule of Departmental Payments to the Treasurer (i.e., the turnover form) in Excel, print it, and obtain the department head's signature. Every listed receipt should tie back to a receipt book entry and to the receipt logs maintained by the department head and contain the charge code, account description, and receipt details. Departmental staff will deliver the turnover form with documentation (e.g., online accounts, credit card settlement) in person and at no time may leave any unattended turnovers in the Treasurer/Collector's office or elsewhere in Town Hall. School Department personnel must include copies of the bank deposit slips with the turnovers to the Treasurer/Collector.

No less than weekly and at month-end, the Treasurer/Collector will complete an internal turnover of all the revenues received directly by the Treasurer/Collector's office during that period (e.g., collections processed during that period for taxes and other committed receivables, interest, state aid, grant funds, etc.). The turnover form will report all the revenues summarized by receipt type, which must reconcile to the bank deposits for the same period.

When a Treasurer/Collector employee has accepted the turnover, the departmental employee will receive two signed copies back. The departmental employee will deliver one copy to the Finance Office and retain the other on file. The Town Accountant will refuse to accept any turnover form that is not signed by a Treasurer/Collector employee.

The head of every department that receives payments will review the Town Accountant's monthly revenue reports to verify all turned over receipts have been accurately recorded in the appropriate general ledger accounts and report any discrepancies to the Town Accountant.

C. Receiving Turnovers

When presented with the turnover, Treasurer/Collector staff will count the receipts in the presence of the departmental employee submitting the turnover. Any inaccuracies on the turnover forms will be corrected on them at that time and initialed by both parties. The Treasurer/Collector staff member will then sign the form, make two copies, and return two copies to the departmental employee.

Within 24 hours of receiving the turnover, Treasurer/Collector staff will record the receipt data in the MUNIS General Revenues – Payment Entry module. As possible, a different staff member will deposit checks received via remote scanner. The Treasurer/Collector or Assistant Treasurer/Collector will

take any received cash to the bank for deposit daily. Until the deposit is completed, the Treasurer/Collector will ensure that all receipts are secured, either in a cash drawer or, if being held overnight, in a safe.

At the close of business each day, the Treasurer/Collector will review the MUNIS Payment Proof against all submitted documentation (from remote entry, cash deposit slips, credit card, and online payment settlement). When all the activity ties out, the Treasurer/Collector will update the cashbook with all deposit data, then release and approve the MUNIS payment batches for the Town Accountant's review.

D. Insufficient Funds

Upon notification from the bank of an insufficient check or an invalid or otherwise unpaid electronic funds transfer (EFT), the Treasurer/Collector will create a reversal entry in the MUNIS Payment Entry module to enter a negative deposit to the original revenue account, document the reason for the reversal, and notify the department responsible for the turnover. The Treasurer/Collector will also make a reversal entry in the cashbook, assigning it to the appropriate bank account. The Treasurer/Collector will notify the department responsible for the turnover and the Town Accountant.

The department head will prepare and send a non-sufficient funds notice to the issuer of the bounced check or rejected EFT. Payment of the original amount plus a \$25.00 penalty is due in 10 days and must be in the form of cash, money order, or certified check. The department will not accept repayment funds without the applicable penalty fee. The repayment plus fee will always be entered into a new payment batch as an original receipt.

It is the department head's (or designee's) responsibility to follow up on collecting the amounts owed. If the payment was for a license or permit, the department will suspend the license or permit until the original amount and penalty have been paid. If it was for a committed receipt (e.g., tax bill), the committed amount will be reinstated by the appropriate official and the usual collection procedures followed.

E. Updating the General Ledger

The Town Accountant will select the payment batch or batches to post to the general ledger. The Town Accountant will compare the data entered in the MUNIS Payment Entry module to the turnover reports received from departments and investigate any discrepancies with the Treasurer/Collector and originating department. When the MUNIS batches reconcile with the turnover reports, the Town Accountant will post the data to the MUNIS general ledger.

F. Cash Drawers

On a limited basis, the Town Accountant may authorize funds for a department cash drawer for the exclusive purpose of making change. The Town Accountant will maintain records of cash drawer balances in the general ledger as cash accounts.

Use of these cash drawers shall be restricted only to departmental staff whose job duty assignments specify cashier functions. The department head is responsible for ensuring that each cash drawer is counted daily and will immediately investigate and correct any discrepancies. Cash drawers shall be stored in locked cabinets or safes.

G. Audit

All cash management activity is subject to review by the Town's independent auditor. Further, the Town Accountant will conduct periodic, random audits of the receipt management done by the Town's various departments to ensure adherence to this policy.

WAYLAND REFERENCES

Bylaws: [Chapter 72](#) - Treasurer and Collector

Policies: Reconciliations

EXTERNAL REFERENCES

[M.G.L. c. 41, §35](#)

[M.G.L. c. 44, § 53](#)

[M.G.L. c. 60, § 57A](#)

[M.G.L. c. 41, § 54](#)

[M.G.L. c. 44, § 69](#)

[M.G.L. c. 41, § 57](#)

[M.G.L. c. 60, § 2](#)

Massachusetts Municipal Auditor's and Accountants' Association: [Accounting Manual](#)

Massachusetts Collectors & Treasurers Association's [Treasurer's Manual](#) and [Collector's Manual](#)

TAILINGS	
Applies to:	▪ Treasurer/Collector, Town Accountant, and all department heads job duties ▪ Payees of Town disbursements
Scope:	Managing uncashed checks, including notifying payees, handling claims, and escheating unclaimed funds to the general fund
Effective:	Adopted by the Select Board on [Date]

PURPOSE

To minimize the negative impact of uncashed checks on cash position certainty, to provide appropriate opportunities for payees to claim uncashed checks, and to properly recover unclaimed funds for the Town's general fund, this policy sets guidelines for the resolution of tailings.

BACKGROUND

A tailing is a form of unclaimed property that results from a disbursed but uncashed check, and it represents a debit liability on the Town's books. It can arise from any treasury check issued to pay an employee or vendor, refund a municipal tax or charge, or pay any other municipal obligation. Having accepted [M.G.L. c. 200A § 9A⁹](#), the Town can expedite tailing resolutions and escheat to the Town's general fund the funds that remain unclaimed at the completion of the process rather than surrendering the money to the state, as would be required otherwise. This policy sets forth the steps that must be taken to properly manage tailings under § 9A.

POLICY

Periodically throughout the year, the Treasurer/Collector, relevant department heads, and Town Accountant will work together to resolve accumulated tailings, either by prompting actual pay outs or through escheatment to the Town.

A. Monthly Management of Tailings

As part of the monthly cash reconciliation and under the direction of the Treasurer/Collector, the Assistant Treasurer/Collector will identify all accounts payable and payroll checks outstanding 30 days or more after issuance. The Assistant Treasurer/Collector will email the department head associated with each of the checks to follow up with the payee. The department head will attempt to contact the payee by phone to determine why the check has not been cashed. For all checks still outstanding two weeks after notices to departments, the Assistant Treasurer/Collector will send an uncashed check notice to the payees at their last known addresses.

Every month, the Assistant Treasurer/Collector will also identify all checks that are uncashed one year after being issued and notify the bank to stop payment. At this point, the checks may still be claimed by the payees but will require reissuance. The Treasurer/Collector will provide a report of the stop-paid to the Town Accountant, who will then record the funds as abandoned property liability in the general ledger.

⁹The town of Wayland accepted M.G.L. c 200A § 9A on September 12, 2020

B. Yearly Review

At least once a year, the Treasurer/Collector will review the accumulated inventory of stop-paid tailings and do the following:

1. List the payee names on the Town's website for a minimum of 60 days under the heading: "Notice of names of persons appearing to be owners of funds held by the Town of Wayland and deemed abandoned." This posted notice will detail the process to claim funds and state a deadline for making a claim that is not less than 60 days after the initial posting date of the notice on the website.
2. For all checks still unclaimed after the website deadline, publish in *The MetroWest Daily News* a notice in the same form as the website posting but stating a new claim deadline not less than 60 days after the publication date.
3. For checks of \$100 or greater that remain uncashed after the publication deadline, publish a second notice in the same newspaper with the same language as the previous except with a deadline for claiming the funds at least one year after the new publication date.
4. Schedule a calendar prompt one year after the second publication date to review all the published checks again. When the prompted date occurs, notify the Town Accountant of all those that are still unclaimed at that time.

C. Check Claiming

If a payee submits a claim to the Treasurer/Collector within the given deadline, or at any time before the funds are escheated, the Treasurer/Collector will review the claim and determine its validity.

- If the claim is deemed valid, the Treasurer/Collector will submit the amount to the Town Accountant for inclusion on the next disbursement warrant.
- If the claim is deemed invalid, the Treasurer/Collector will segregate the funds into a separate, interest-bearing account and notify the claimant of this action within 10 days. Within 20 days after receiving this notice, the claimant may file an appeal at Framingham District Court (or at Middlesex County Superior Court if the amount is \$50,000 or more).
- If the court rules for the claimant, the Treasurer/Collector will submit the tailing amount, along with any interest, to the Town Accountant for inclusion on the next disbursement warrant after receiving the court order.
- If the court rules against the claimant, or if the Treasurer/Collector receives no notice of any court appeal being filed within one year of the Treasurer/Collector's notice to the claimant that the funds were being withheld, the Treasurer/Collector will notify the Town Accountant to escheat the total tailing and interest amount.

D. Escheatment

Upon receipt of a notice from the Treasurer/Collector as described in Sections B and C above, the Town Accountant will escheat the listed funds. This involves reversing the abandoned property liability and recognizing the funds as revenue in the general fund to be available for future appropriation for any public purpose.

WAYLAND REFERENCES

Policies: Reconciliations

EXTERNAL REFERENCES

[M.G.L. c. 200A, § 9A](#)

TAX RECAPITULATION	
Applies to:	▪ Select Board and Town Manager policymaking and management responsibilities ▪ Board of Assessors as principal overseer of the tax recap process ▪ Finance Director, Town Accountant, Director of Assessing, Treasurer/Collector, and Town Clerk job duties
Scope:	▪ Guidelines and responsibilities involved with setting an annual property tax rate and reporting it to the Division of Local Services (DLS)
Effective:	▪ Adopted by the Select Board on [Date]

PURPOSE

To ensure the Town timely and appropriately charges taxes to property owners in support of the annual budget, this policy sets forth the roles, responsibilities, and deadlines associated with the tax recapitulation (“tax recap”) process. A timely and accurate annual tax recap helps ensure the Town complies with state statutes, prevents workflow disruptions in its financial offices, and avoids any temporary borrowing costs associated with cash shortfalls.

BACKGROUND

The property tax levy is Wayland’s largest source of revenue, which therefore makes the tax recap a vital component of the Town’s fiscal operations. The Assessing Department oversees two core phases: property valuation and tax rate setting. However, the full process begins with town meeting, involves many other local officials, and requires careful management, teamwork, and cooperation.

The tax recap forms and schedules present the Town’s annual budget plan for the fiscal year. They summarize all appropriations made by town meeting since the previous year's tax rate was set and identify all non-property-tax revenue sources, such as state aid, local receipts, available funds, and reserves. The difference between these sources and the total budgeted appropriations must be raised through the property tax levy.

By completing the tax recap and submitting it to the DLS for approval, the Town establishes its property tax levy and sets the tax rate for the fiscal year. The Town may issue actual tax bills only after DLS reviews the recap and approves the tax rate.

POLICY

At the Finance Director’s direction, Wayland’s financial team will annually complete the tax recap process no later than November 30th. The Finance Director will develop a realistic plan and timetable to meet this deadline and keep the Town Manager apprised of progress.

A. Preparation and Town Meeting

A successful tax recap process starts with a balanced annual budget, valid funding sources, and proper town meeting actions, which will be accomplished as follows:

- The Select Board, through the Town Manager and Town Counsel, will assure the production of a properly written town meeting warrant that will allow town meeting voters, under the

Town Moderator's oversight, to properly authorize annual budget appropriations funded by specific revenue sources (e.g., raise and appropriate, free cash, stabilization, etc.).

- The Town Manager will ensure that any annual increase in the tax levy does not exceed the maximum allowed under Proposition 2½.
- The Town Manager and Finance Director will verify that the proposed budget is balanced.
- The Town Accountant will prepare a schedule of sources and uses to monitor the impact of funds available for appropriation by town meeting.
- The Finance Director, Treasurer/Collector, and Town Counsel will ensure any debt issuance authorizations are proper.
- The Town Manager will ensure that any proposal for a general override, debt exclusion, or capital exclusion is properly presented in the town meeting warrant and, if passed, put to a town-wide referendum.

Whereas the budget is typically adopted at the spring town meeting, all appropriations and borrowings approved at this, and any other town meetings not recorded in the previous tax rate, must be included in the current tax recap process.

B. Recording Legislative Actions

To allow time for any required corrective measures, the following tasks will be completed within two weeks after town meeting:

- The Town Clerk will record and certify the voting minutes of all town meetings held since the last tax rate was set.
- The Town Accountant will review the Town Clerk's certified town meeting minutes to ascertain all the voter-authorized appropriation amounts for the tax recap period.
- When the Town Clerk and Town Accountant agree on the individual appropriations by revenue category, the Town Clerk will enter the amounts into the DLS Gateway system (by article on page 4 of the tax recap).
- From the certified town meeting authorizations, the Town Accountant will complete the following Gateway forms:
 - Enterprise Fund revenues and expenditures (Form A-2 for each Water, Wastewater, and Transfer Station)
 - Community Preservation Fund revenues and expenditures (Form A-4)
 - Free cash used (Form B-1)
 - Available funds used (Form B-2)
- The Treasurer/Collector and Town Accountant will prepare the debt exclusion report, including any use of reserved bond premiums (Form DE-1), and report any reserved bond premium amounts used as funding sources (Form B-2).

C. Tax Recap Entries done after the Fiscal Year-end Closing

Within two weeks of closing the books for the fiscal year, the Town Accountant will do the following to complete the tax recap:

- Document and report all deficits or other expenditures that must be funded, including debt and snow and ice (page 2 of the tax recap)
- Record the actual amounts received for each type of local receipt (page 3, column (a) of the tax recap)
- Enter estimated local receipts using the revenue projections from the final budget approved at town meeting (page 3, column (b) of the recap)
- Record the actual amounts received for the three enterprise funds (A-2, column a)
- Record the actual amounts received for the community preservation fund (A-4, column a)

D. Property Value Certification

Assessors must value all taxable real and personal properties and classify them into one of four classes (residential, open space, commercial/industrial, or personal) based on their use as of January 1. To do this, the Director of Assessing will:

- Update any prior-year omitted and revised assessments that included growth (Form LA-13A, which is transferred to the Levy Limit Worksheet) no later than June 20
- Complete the property sales report (Form LA-3) for all sales over \$1,000 and submit it to DLS for approval.
- Analyze market conditions and set final property values in compliance with DLS certification standards.
- Report the total assessed valuation for real and personal property by class (Form LA-4, which is transferred to page 1 of the tax recap).
- Report fiscal year tax base growth used to determine the levy limit under Proposition 2½ (Form LA-13, which is transferred to the Levy Limit Worksheet).

The Director of Assessing will submit the above forms to DLS for review and certification.

E. Tax Rate Setting

After DLS has certified property values, the Select Board will hold a public hearing for the Board of Assessors to present its analysis of valuation trends and for the Select Board to determine the Town's tax policy. At this classification hearing, the Select Board may vote for a single tax rate, which thereby allocates the tax levy proportionately across all property classes, or for a shift of the tax burden between the four classes. Leading up to and during this hearing, the following must be done:

- The Director of Assessing and Town Accountant prepare an overlay analysis (Form OL-1).
- The Board of Assessors estimates and votes the amount of overlay to raise.
- The Board of Assessors prepares a financial analysis of the various tax alternatives.
- The Town Clerk publishes an advance notice of the hearing and reports this on Form LA-5.
- The Select Board votes on residential, small commercial, and open space exemptions.
- The Select Board acknowledges excess levy capacity (Form LA-5).

F. Review and Submittal to DLS

The Board of Assessors, working with the Director of Assessing and Finance Director, is responsible for submitting all forms and supporting documents to DLS for tax rate approval. To do this:

- The Director of Assessing and Finance Director will review all schedules, verify signatures, and confirm that all proper documents are uploaded.
- The Finance Director will ensure that all budget authorizations are represented and clearly reconcile to the amounts reported in the tax recap schedules.

EXTERNAL REFERENCES

[M.G.L. c. 40, § 56](#)

[M.G.L. c. 41, § 54A](#)

[M.G.L. c. 59 § 25](#)

[M.G.L. c. 40A, § 11](#)

[M.G.L. c. 59 § 5C](#)

[M.G.L. c. 41, § 15A](#)

[M.G.L. c. 59, § 21C](#)

DLS Informational Guideline Release 2024-8: [Fiscal Year 2025 Tax Bills Quarterly Payment System](#) (updated annually)

DLS Training Publications: [Assessors Course 101 Handbook Chapter 5: Setting the Tax Rate](#)

YEAR-END CLOSING	
Applies to:	▪ Select Board and Finance Committee in their budget transfer authority ▪ Town Manager, Town Accountant, and Treasurer/Collector job duties ▪ All department heads in managing and reporting on their budgets and assets
Scope:	▪ Tasks necessary to close the fiscal year's books and complete required annual reports ▪ Protocol for year-end appropriation transfers
Effective:	Adopted by the Select Board on [Date]

PURPOSE

To ensure local officials have accurate financial data in adequate time to make necessary budgetary decisions, the Town must properly close its books promptly after the fiscal year ends. Failure to adhere to a timely schedule delays the completion of closing entries, trial balances, reconciliations, account analyses, and financial reporting. As an important reserve, the Town's annual free cash cannot be certified expeditiously and accurately unless applicable employees adhere to best practice year-end schedules and procedures. To meet these objectives, this policy specifies the tasks that must be completed, their associated deadlines, and the parties responsible.

POLICY

The Town Manager will hold all department heads accountable for timely and accurately completing the year-end tasks applicable to them as outlined in this policy. All facets of the year-end closing will be accomplished no later than September 30.

Annually no later than May 15, the Town Accountant will transmit year-end instruction memo to department heads and provide them with the current fiscal year submission deadlines for the following:

- Status reports or updates on capital projects, capital assets, and borrowings
- Notification to the Finance Department requesting fiscal year budget transfers requiring Select Board and Finance Committee approval
- Status reports on the balances of grants, other special appropriations, and special revenue accounts
- Submission of current year account payable batches and documentation
- Submission of first next fiscal year accounts payable batches and documentation
- Requisitions for all outstanding current year invoices not processed and conversion to purchase orders

A. Year-end Encumbrances

Department heads (or designee) will enter pending expense obligations from the fiscal year into the MUNIS Requisition Entry and attach proper documentation confirming the funds have been committed to specific purchases, services (by service agreements), or projects (by contracts). Further, the department head will convert the requisition in accordance with the published schedule.

Prior to the fiscal year-end, the department head will review all open current year purchase orders and notify the Finance Office of those that are to be closed out prior to June 30. All remaining purchase orders from the prior fiscal year will be closed on June 30.

B. Review of Grant Balances, Other Special Appropriations, and Special Revenue Accounts

By May 15, the Town Accountant will distribute management reports of all grant, special appropriation, and special revenue accounts to the responsible department heads to solicit status updates on each account. Each department head will confirm with the Town Accountant in writing of:

- Completed or discontinued project/purpose with an unexpended balance: either close to fund balance or reappropriate for another purpose.
- Potential funding source(s) for any account in deficit: whether revenue is anticipated to be received sufficient to cover the deficit by September 30, or if a year-end transfer (section D below) is appropriate.
- Balances for each grant, special revenue fund, and special appropriation that is to be carried forward to the next fiscal year.

The Town Accountant will carefully review any special appropriation account remaining open but inactive in the general ledger for more than two fiscal years to ensure it does not serve as an unauthorized special revenue funding source.

C. Capital Project Reviews, Capital Asset Updates, and Borrowings

As of March 1, the Town Accountant will review all capital project accounts to ensure that any internal borrowings done in anticipation of short- or long-term debt issuances have been covered.

For any identified deficits:

- If debt had been authorized, the Town Accountant will notify the Treasurer/Collector to initiate a short-term borrowing in an amount sufficient to cover the deficit no later than June 30.
- If debt had not been authorized, the Town Accountant will refer the shortfall to the Town Manager to either submit it for a debt authorization or an appropriation from available funds by town meeting, or a line-item transfer by the Select Board and Finance Committee (see section D below).

By June 15, the Town Accountant will distribute via email a capital asset list to department heads along with next-step instructions. By no later than August 1, each department head with capital assets will respond by forwarding to the Town Accountant an asset update report with notes confirming the existing data, making additions, and/or noting appropriate deletions, along with narrative explanations. The Town Accountant will update the Town's capital asset inventory based on the returned information.

D. Year-end Transfers

The Town Accountant will pay close attention to any appropriation deficits that may be rectified through line-item transfers and notify the Town Manager. No earlier than May 1 and no later than July 15, the Town Manager will put any necessary transfer request on the Finance Committee's meeting agenda, followed by the Select Board's meeting agenda, for their authorizations. The Town Accountant will notify any department head whose budget is affected by the transfer.

E. Closing the Books

No later than August 31, the Town Accountant will do the following to close the books:

- Conduct a reconciliation of each fund type in turn (including transfers between funds) and, when completed, close each fund in the general ledger.
- Confirm that all encumbrances from the prior fiscal year have been closed.
- Verify the new opening balances of all carried forward accounts in the special revenue funds.
- Calculate the general fund's unreserved fund balance.

F. Submissions to the Division of Local Services (DLS)

Submissions to DLS will comply with the time frames listed below.

Finance Official	Schedule/Report	Date
Town Accountant	▪ Snow and ice data sheet ▪ Community preservation surcharge report (CP-1) (with the Director of Assessing) ▪ Balance sheet checklist ▪ Combined balance sheet and supporting documents ▪ Community preservation fund report (CP-2) ▪ Schedule A	▪ September 15 ▪ September 15 ▪ September 30 ▪ September 30 ▪ September 30 ▪ November 30
Town Accountant, Treasurer/Collector	▪ Statement of indebtedness ▪ Treasurer's year-end cash report ▪ Cash reconciliation ▪ Schedule of outstanding receivables	▪ September 30 ▪ September 30 ▪ September 30 ▪ September 30

WAYLAND REFERENCES

Policies: Antifraud, Capital Planning, Grants Management, Reconciliations, Special Purpose Appropriations

Procedures: Annual Fiscal Year Closing Instructions

EXTERNAL REFERENCES

[M.G.L. c. 44, § 33B](#)

[M.G.L. c. 59, § 5](#)

[M.G.L. c. 64, § 64](#)

Division of Local Services Informational Guideline Release 2017-13: [*Appropriation Transfers*](#) and other guidance: [*Annual Year-End Letters*](#) and [*Municipal Calendar*](#)

Massachusetts Municipal Auditor's and Accountants' Association: [*Accounting Manual*](#)

Governmental Accounting Standards Board Statement 1: [*Objectives of Financial Reporting*](#)
Government Finance Officers Association Guidance: [*Timely Financial Reporting*](#)

POLICY LOG

FINANCIAL PLANNING

Policy	Adopted	Last Reviewed	Amended
Annual Budget Process			
Capital Planning			
Debt Management			
Financial Reserves			
Forecasting			
Indirect Cost Allocation			
Investments			
OPEB Liability			
Special Purpose Appropriations			
Overlay			

FINANCIAL OPERATIONS

Policy	Adopted	Last Reviewed	Amended
Antifraud			
Credit Card Usage			
Disbursements			
Financial Management Team			
Gifts of Funds			
Grants Management			
Procurement Conflict of Interest			
Reconciliations			
Revenue Turnover			
Tailings			
Tax Enforcement			
Tax Recapitulation			
Year-End Closing			

APPENDIX

**CREDIT CARD POLICY
EMPLOYEE ACKNOWLEDGEMENT**

I hereby certify that I understand and agree to abide by the Town's policy regarding the use of Town issued credit cards, a copy of which I have received and has been explained to me. I understand that I cannot use the credit card for personal use even if the intent is to reimburse the Town. I agree that any personal purchases (transactions for the benefit of anyone or anything other than the Town) made in violation of this policy will subject me disciplinary action and possible reporting to the State Ethics Commission. I further agree that if I incur financial liability on the Town's behalf that is not within the scope of my duties or my authorization, I will be financially responsible for any such expenses and agree to reimburse the Town. I understand the Town may terminate my rights to use this credit card at any time for any reason.

I have read and understand the credit card policy for the Town of Wayland

Employee Name

Date

FINANCE OFFICE ACCOUNTS PAYABLE PROCEDURES

POLICY:

The Finance Office policy is to assure the timely payment(s) of all original invoices and vouchers submitted and approved by authorized municipal officials. Invoices are paid based upon verification of available funds for said purpose and based upon evidence of compliance with procurement requirements consistent with state law. All expenditures are to be supported by approved appropriations and must be obligations of the Town of Wayland. All invoice payments must be made in compliance with Massachusetts General Laws.

VENDOR SETUP REQUIREMENTS:

All vendors shall be set up in the MUNIS Vendor Master file. A new Vendor Request Form needs to be completed and submitted to the Finance Office. The new Vendor Request must include a W-9 form and a payment remit address. Once the vendor is set up in the MUNIS system the department can enter accounts payable batches in the system.

ENTERING ACCOUNTS PAYABLE BATCHES:

The Accounts Payable module in MUNIS allows for the input of invoices. Departments enter accounts payable batches into the Invoice Entry Module each week after they verify that funds are available to support payment and the goods and or services have been received. Upon completion of the accounts payable batch, the department releases the batch to the Finance Office. Each department delivers to the Finance Office the supporting documentation to edit/ audit for the payment to be completed. State sales taxes should not be included in the payment total.

SUPPORTING DOCUMENTATION:

Supporting documentation to remit a payment to a vendor includes original invoices, copies of originals, and invoices generated from the internet. A Golden Rod batch form is prepared by the department that identifies the MUNIS accounts payable batch number, all invoices, and a signature of the department manager. The total of the invoices must agree in total with the cover sheet of the Golden Rod.

The School will submit a green colored batch form to the Finance Office and includes the same document requirements.

As part of the accounts payable process, the Finance Office verifies that funds exist in the specified appropriation lines to support the payment. In the event funds are insufficient to support the payment, the invoices will be removed from the accounts payable warrant and the department will be notified. If there are discrepancies on invoice detail (numbers, date, or amounts) or remit information, those invoices will also be removed from the accounts payable warrant.

ACCOUNTS PAYABLE PROCESSING:

The Finance Office processes approximately 48 accounts payable warrants each fiscal year. The deadline to enter accounts payable batches and submit all required documentation is 4 pm each Tuesday. The Finance Office completes the accounts payable warrant and prepares the approval forms for the Finance Director and the Select Board to sign. The schedule of the accounts payable warrant may change due to holidays and inclement weather.

PURCHASE ORDERS:

Invoices totaling \$500 or greater must be supported by a purchase order. This threshold is subject to change by the Town Manager. Prior to incurring the expense, a requisition must be entered into the MUNIS system. The department manager is required to verify that funds exist in their respective budgets to support the requisition. When the requisition completes the workflow verification process, a purchase order will be created and sent to the departments via interoffice mail. Invoices of \$500 or greater that are submitted to the Finance Office without supporting purchase orders will be returned to the submitting department.

VOID CHECKS AND PAYMENT REISSUE:

A vendor payment that has been lost, never received, destroyed, or with incorrect payment, vendor, or remit information needs to be voided in the MUNIS system for either reissue or complete void. A Void Check Request template form is to be completed (with the check if available) accompanied by MUNIS documentation of the expense. All necessary information must be filled out clearly indicating whether the payment is to be reissued or voided entirely. All such requests are to be submitted to the Finance Office.

METHOD OF PAYMENT:

The Town pays all liabilities with either check or AHC wire transfer. No cash disbursements are allowed. Payments to any vendor by either check or wire will only be processed after the vendor has been set up in MUNIS and all proper documentation has been submitted to support the payment.

Upon completion of the accounts payable warrant, all vendor checks will be delivered to the Wayland Town Treasurer for disbursement.

CPA INVOICE PAYMENTS:

Invoices related to CPA approved projects will be submitted to the Town Manager's Office by the project manager. Each month the project manager will send via e-mail an accounting of invoices submitted for payment to the chair of the CIPC.

FISCAL YEAR END:

Each fiscal year end the town will process a special accounts payable warrant in mid -July as the last fiscal year warrant. In the event an invoice was not included in the last warrant a purchase order will need to be prepared to encumber funds. When the invoices are submitted to the town, the purchase order will be used as the funding source to process payment.

At the end of each calendar year, the Finance Office will generate and distribute IRS 1099 forms to all required vendors and prepare the MUNIS IRS electronic file for the Treasury Office.

PRIOR YEAR INVOICES:

All prior year invoices without encumbered Purchase Orders need to be submitted to the Finance Director. The Finance Director will include the prior year invoices in the Town Meeting Article, Pay Previous Fiscal Year Unpaid Bills.

FINANCE OFFICE PAYROLL PROCEDURES

The Town of Wayland Finance Department processes a bi-weekly payroll for both town and school employees. The Finance Office processes the bi-weekly payroll and generates direct deposits, bank transmittals and year end W-2 filing.

The Human Resource Office maintains the MUNIS Payroll/Human Resource module for salary tables, pay codes, PCA changes, benefits updates to employees, salary changes, general ledger expense allocations and other employee changes.

The School Payroll Manager maintains all school employee payroll information.

Payroll Processing Requirements

1. All employees must be on direct deposits except for their first payroll with the town.
2. Payroll timelines need to be adhered to.
3. Department managers/School Payroll Administrator need to communicate any issues or delays directly to the Town Payroll Administrator on a timely basis.
4. The only employee exempt from direct deposit are minors (18 years of age or younger), who do not have bank accounts and Tax Work Off employees.
5. All employees are required to enroll in Direct Deposit and complete an Authorization Form with a voided check or bank letter reference showing the bank account details.

Procedures for Processing Payroll

1. The Finance Office on bi-weekly bases generates the next payroll cycle. All employees with standard pay are populated into the payroll.
2. After the payroll is generated the Town Payroll Administrator informs all Time Entry users that the payroll is open and provides deadlines for completion. Time Entry is used to process any exceptions to standard payroll.
3. On a normal week the payroll is generated on a Friday and the Time Entry users have until Tuesday 4pm to enter payroll batches and approve for processing.
4. On Wednesday morning the Payroll Administrator will begin closing the payroll and send payroll proofs to various departments for final approval by 9am. Proofs need to be approved and returned in an hour upon receipt. It is expected that by 12:30 pm on Wednesday all approvals and adjustments will be completed.
5. Once approvals are completed the Town Payroll Administrator will resume the payroll closing process. The completion of the payroll includes printing live checks for new employees, printing direct deposit forms, vendor deductions, generating payroll proof reports, completing Middlesex Retirement file processing, create the direct deposit and vendor treasury electronic files. It is expected that all procedures will be completed no later than Thursday 4pm or early Friday morning.
6. The Treasury Department is responsible for the transmission of the bank files. The deadline for transmitting the bank files is Tuesday 4pm.
7. During a holiday or inclement weather, the time and completion of the payroll may be changed by the Finance Director.

Time Entry Timeline

1. Time Entry opens on Friday after pay day.
2. Time Entry users have until Tuesday 4pm to entry batches and have batches approved.
3. The payroll closing process begins on Wednesday morning.
4. Time Entry postings are added to main payroll.
5. Payroll proofs will be sent to time entry users on Wednesday morning.
6. Time entry users approve and make any adjustments Wednesday morning.
7. The final close of the payroll begins at 12 noon on Wednesday.
8. All departments are responsible for entering time entry batches.
9. The Finance Office will not be responsible for departmental time entry postings.

Time Sheets

Time Sheets are used to pay employees who work variable work schedules. Department Managers are required to sign and submit Time Sheets directly to the Payroll Administrator for processing.

Processing Additional Payrolls

The following cases represents situations where an employee will receive replacement payroll checks.

1. Employee was inadvertently not included in payroll.
2. Employee's check is lost.
3. The Town Payroll Administrator will be allowed up to seven (7) business days to process a replacement payroll check.

Employee Payroll Checks

All employee payroll live checks will be disbursed by the Treasurer's Office.