



Town of Wrentham

Financial Management Review

Division of Local Services / Technical Assistance Section

July 2012



July 9, 2012

Mr. William Ketcham
Town Administrator
Town Hall
79 South Street
Wrentham, MA 02093

Dear Board Members:

It is with pleasure that I transmit to you the enclosed Financial Management Review completed by the Division of Local Services for the Town of Wrentham. It is our hope that the information presented in this report will assist the town in improving its financial management practices, addressing areas of concern and meeting its long-term planning needs.

Our technical assistance team welcomes the opportunity to present the report to the board of selectmen at a public meeting. As an added service, we are willing to meet with staff, earlier on the same day, to discuss implementation of the report recommendations.

As a routine practice, we will post the completed report on the DLS website, www.mass.gov/dls, and forward a copy of the report to the town's state senator and representative.

If you have any questions or comments regarding our findings and recommendations, please feel free to contact Rick Kingsley, Bureau Chief of the DLS Municipal Data Management and Technical Assistance Bureau at 617-626-2376 or at kingsleyf@dor.state.ma.us.

Sincerely,

Robert G. Nunes
Deputy Commissioner &
Director of Municipal Affairs

cc: Senator Richard J. Ross
Representative Daniel B. Winslow

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Introduction

At the request of the board of selectmen, the Department of Revenue's Division of Local Services (DLS) completed a financial management review of the Town of Wrentham. The recommendations contained within this report are based on site visits by a team from the DLS Technical Assistance Section and Bureau of Accounts and in consultation with the Bureau of Local Assessment.

The scope of this review focused on the town's financial offices and on the practices, procedures and policies that guide municipal decisions. We examined the duties and responsibilities of finance officers and the degree of coordination and communication that exists between and among the various boards, committees and officials involved in financial management. We comment on the effectiveness of financial checks and balances and on compliance with state laws and regulations that govern fiscal matters. The municipality's technology condition was assessed and the impact of organizational structure on financial operations was evaluated.

To complete the report, we interviewed and received information from members of the board of selectmen, the town administrator, finance director, town accountant, town appraiser/assistant assessor and others. A full list is available in the Acknowledgements.

Included as part of our review, we gathered and examined information from various documents including the Tax Recapitulation Sheet, Schedule A, Balance Sheet, and Wrentham's annual budget, warrants payable and revenue and expenditure reports, and reconciliation reports. We reviewed the town by-laws, locally accepted statutes, as well as the outside audit report completed by R E Brown & Company and the independent credit rating reports by Moody's and Standard & Poor's.

Overview

Wrentham is a town located southwest of Boston on the Rhode Island border. It occupies land area of about 22.2 square miles and has a population of 10,955 (2010 US Census) persons. Originally a part of the Town of Dedham, Wrentham was incorporated as a separate community in 1673. Over the years, areas of the original town were set off to become separate communities, including, Foxborough (1778), Franklin (1778), Norfolk (1870) and Plainville (1905).

Wrentham began as an agricultural community and attracted mill and manufacturing businesses due to its power from waterways including the Charles River, Mill Brook and Stony Brook. Early industrial enterprises were grist mills and expanded to include cotton and wool, straw goods, jewelry, boot making and boat building. Products were hauled to markets by wagon until the 1890s when a railroad line was built and a stop established. By 1902, Wrentham also had electric street cars, enabling residents to travel to work outside of the town.

The tourism industry also played a part in the development of the community. Dating back to the 1800s, crowds have traveled to Wrentham to enjoy its lakes and Lake Pearl Park, which had amusements, boating, dining facilities and a dance pavilion. With hotel accommodations and access by train, the popularity of the town's summer spots grew in the early 1900s. As automobile travel became more popular and Route 1 was built, more day-trippers began venturing to town as well.

In the years following World War II, Wrentham underwent other changes. Many mills closed or relocated, Interstates 95 and 495 were constructed and farms that dotted the community were giving way to residential development. The culmination of these factors resulted in a nearly doubling of the town's population between 1940 and 1990, transforming Wrentham from a quaint little town to a growing suburban community.

Over the last two decades, Wrentham has continued to grow. Single-family parcels have increased from 2,385 (1990) to 3,241 (2012), or nearly 36 percent (see tables in Appendix). During this same timeframe, the town's condominium units also increased from 178 to 220, or over 23 percent. As a result of this development, the town's population grew from 9,006 persons (1990 US Census) to 10,955 persons (2010 US Census) or an increase of over 21 percent.

To support this expanding community, the town's budget has grown to fund the full-time police and fire departments, a regional school district, two elementary schools, library, debt and fixed costs. Just since 2000, Wrentham's budget has increased nearly 73 percent from about \$21 million (FY2000) to \$36.3 million (FY2012), while statewide municipal budgets grew from about \$14.3 billion to \$22.5 billion, or over 57 percent on average. The FY2012 total budget (\$36,345,276) was funded through four revenue sources: the property tax levy (69.9 percent); state aid (12.8 percent); local receipts (10 percent); and

other available reserves (7.2 percent). Among its other available reserves, Wrentham has free cash and stabilization funds. The June 30, 2011 certified free cash was over \$1.6 million or 4.4 percent of the total budget while the general stabilization balance was over \$1.7 million, or 4.7 percent of the total budget, as of the close of FY011.

As the community grew, Wrentham residents realized that the town's governmental structure and the way business traditionally had been handled were not well suited for the increasing demands facing the community. In 1996, the residents adopted a selectmen-town administrator form of government. As established by by-law, the administrator was responsible for overseeing daily operations that were under the selectmen's jurisdiction and assumed other specific duties that were assigned from time to time. In 2003, the town voted to accept M.G.L. c. 43C, creating a consolidated department of municipal finance. Under the management of a finance director, the accounting, treasury, collections and data processing departments were combined, eliminating the elected offices of treasurer and collector in the process. Working in concert, the administrator and finance director strive to coordinate activities, monitor spending, maintain short and long term financial planning as well as keep policymakers informed.

The bond rating agencies, Moody's and Standard & Poor's, assigned the Town of Wrentham ratings of Aa2 and AA+, respectively. Both recognize that the location of the community near the interstate highways and with access by commuter rail to both Providence and Boston as positive attributes. This has enabled growth and favorable development, including the Wrentham Premium Outlets, the town's largest taxpayer, and contributed to the unemployment rate of 4.9 percent (May 2012), which is below the state rate of 5.8 percent. The rating agencies cite strong wealth and income indicators. Based on 2009 DOR Income and 2010 Census data, Wrentham's income per capita is \$39,579, which is 127 percent of the state average of \$31,265. The rating agencies also note the town's conservative fiscal practices and strong reserves. Officials tend to estimate receipts conservatively when crafting the budget and closely monitor spending so that the excess collections and appropriation turnbacks flow into the town's fund balance, which eventually becomes part of the certified free cash that has ranged between \$.73-\$1.6 million since FY2000. Wrentham officials regularly meet with the two other members of the regional school district to proactively manage the educational spending as well as seek other collective opportunities to reduce costs such voting to petition the legislature to allow the regionalization of 911-dispatch for Wrentham, Norfolk, Plainville and Franklin.

Despite all of its good efforts to manage its resources prudently and provide efficient operations, town officials recognize that the town faces other challenges as well. Wrentham's town government is decentralized. There are independent boards (e.g., assessors, health, library trustees, planning and town clerk) that have no reporting relationship with the selectmen or the town administrator. As such, employees are reporting to these part-time boards that may meet only monthly rather than being accountable to a manager in town hall. Other concerns have been raised about major decisions (e.g., appropriating money, authorizing debt and enacting policies/by-laws) that were approved or rejected by

town meetings that often have low voter turnout. Consequently, the selectmen created a town government study committee. This committee has been charged with looking at the structure of the current town government, investigating other communities' organizations, and deciding if changes should be proposed. Currently, the committee is expected to report to the selectmen in the fall with its recommendation on the best method to proceed in adopting a charter. To supplement this study, the selectmen requested the services of the Department of Revenue's Division of Local Services to conduct a financial management review of the town.

In our review, we found the financial staff are dedicated and hardworking. Procedures are adequate to ensure that money due the town is collected and obligations of the town are paid. The town is timely in the submission to DOR of its Tax Recap Sheet (for tax rate approval), its balance sheet (for free cash certification) and its Schedule A (a required year-end report of revenues, expenditures and fund balances).

In this report, we offer some recommendations on overall procedures and fine-tuning departmental operations. The budget process underwent some changes this past season that should be adopted formally and codified in the town's by-laws, which ensures continuity going forward. The town has adopted fiscal policies and financial planning procedures, however, the multi-year capital plan has lapsed. Free cash increasingly has been used to fund more recurring expenditures rather than addressing one-time and capital needs. Chief among these are the need to address the financial offices' technology hardware and software systems and developing a disaster recovery plan.

That being said, we are nonetheless compelled to put forward comments on the structure of government and the formation of the town government study committee. Wrentham has a decentralized form of government that is not conducive to an efficient and effective modern day operation. We believe the town administrator's position should be strengthened to include managing all non-school departments. He should handle personnel administration such as appointments, supervision and evaluation of all staff. He should oversee the operating and capital budget planning processes.

Further, the town government study committee should focus on research and analysis of different organizational models/charters, the process by which communities formulated these and on potential department consolidations. When the committee reports its findings and recommended changes to be pursued, the selectmen should expand the mission of this committee to complete this study and prepare a proposal of any changes for the next town meeting. We further recommend that as a part of this process that the town review and recodify its by-laws and make changes in its personnel procedures.

Governmental Structure and By-laws

As an additional service, the DLS technical assistance team met with the Wrentham Town Government Study Committee during the course of this review. Our purpose was to provide insights and guidance to the committee as it explores options on how municipal government might become more effective and responsive. We discussed different organizational structures, characteristics of successful governments and the benefits of charter adoption. We also offered our further assistance as the committee works through its review process. Our observations and conclusions below are based on that meeting and on discussions with other officials and staff.

Wrentham does not have a charter. It has an open town meeting-selectmen-town administrator form of government organized under a combination of state statutes, special acts, and local by-laws. State statutes generally provide allowable methods of governance and often offer guidance on minimum requirements, while special acts and by-laws enable a community to establish specific authority and procedures by which it operates. To supplement the by-laws, the selectmen have established many policies and procedures on a wide variety of topics as has the finance committee on fiscal and budget matters.

The five-member board of selectmen is the chief executive office. They appoint a town administrator, who acts on behalf of the board in the management of town affairs. According to the town by-law (Article 3A), he supervises and evaluates department heads appointed by the selectmen; performs the function of personnel administrator for benefits, recruitment, and discipline for all town departments; and works with the personnel board on human resource issues and collective bargaining matters. For functions that fall under the selectmen, the town administrator reviews department budget requests and oversees the daily administration. He manages procurement, serves as a liaison with independently elected officials and their departments, holds periodic department meetings and keeps the selectmen informed.

In reviewing Wrentham's by-laws, we found that they are chronological, not all inclusive and contain outdated items. Some town boards/officials and their basic duties, membership and terms are included in the by-laws while others are not.

The town has a general by-law review committee that periodically examines the existing by-laws and makes recommendations to town meeting if changes are warranted. Appointed by the moderator annually, the committee has seven voting members (a member of the selectman, finance committee and planning board, the town clerk and three citizens) and four ex-officio, non-voting members (building inspector, police chief, fire chief and DPW superintendent). This past year, the committee reviewed all

police-related by-laws and prepared one concise by-law, entitled Police Regulations, eliminating six separate by-laws. Similar endeavors are planned for the fire and public works departments.

1. Adopt a Town Charter

We recommend that Wrentham adopt a charter that clearly defines the government structure under which the town operates. It would document all positions, boards, and committees, establish the distribution of power, and provide lines of authority. A charter would enable the town to institute structural changes, which would help meet the town's long-term goal of improved management and efficient operations.

While there are two methods (MGL Chapter 43B or a special act) to create a charter, the town already has a town government study committee (TGSC). The TGSC is made up of a group of individuals with varying backgrounds that is investigating and reviewing charters and organizational structures of other communities and the means by which they were constructed and adopted. This group is expected to report to the selectmen on the best course of action in pursuing a change, if any, of governmental structure by the fall. If a decision is made to move forward, we believe the selectmen should expand the TGSC's mission to prepare a charter proposal for the residents' consideration rather than re-starting the process with a new group of individuals that would replicate much of the process. The resulting charter proposal would require town meeting action to submit it to the state legislature for review and approval as a special act. Adoption usually requires voters' approval as well.

2. Strengthen the Town Administrator Position

We recommend that the town strengthen the administrator's position to ensure coordinated financial management and oversight over all municipal operations. The administrator's role would include, but not be limited to, the following:

- Municipal operations – The administrator would oversee all non-school operations to ensure all services are provided in a coordinated manner and are as cost effective as possible. This would include handling procurement and contract management, ensuring the community gets the highest quality at the best price.
- Personnel administration – The administrator would be responsible for appointing, supervising, and evaluating all department heads under the selectmen as well as staff under separately elected boards to create a more accountable government. He would negotiate contracts and oversee the update and management of the town's classification and compensation plans. The town administrator convenes monthly department head meetings to ensure communication on ongoing activities, future planning, or other matters as they occur.

- Budget and capital planning – The administrator would manage the budget process. The administrator would prepare a balanced budget proposal for all town and school departments and present it to policymakers. Working with the finance director, the administrator would provide updated revenue and budgetary information as it becomes available, providing it to the finance committee so they may review proposals and focus on decisions and planning that will impact future budgets. The administrator also would work with the capital budget planning committee to produce and maintain a multi-year plan, explore methods of financing it and presenting it in conjunction with the budget proposal. The finance committee and the capital budget planning committee would continue to make budget and capital spending recommendations to town meeting, respectively.

3. Conduct Full Review of By-Laws

We recommend that the general by-law review committee perform a comprehensive review of town by-laws. The current task of reviewing existing fire and DPW by-laws, updating their content, and consolidating them should be expanded. The town should conduct a thorough review of all existing by-laws, propose new by-laws that would codify all officials, permanent committees and boards established through the adoption of a state statute and re-organize the general by-laws by function and subject matter. This review would also encompass the town's policies to make sure that those adopted by selectmen and the finance committee are consolidated and consistent with the by-laws. Some might be elevated to a by-law status if there is uniform application to all independent boards/departments. The general by-law committee might also contact other communities to review the content and organization of their by-laws for guidance.

A strong set of by-laws establishes a formal framework of codes, policies, and procedures under which town government operates. These by-laws should identify and describe the role and responsibilities of appointed and elected officials, departments, and committees. When a community has a charter, it is complemented by a series of by-laws that fill in the details and are revised as circumstances warrant. If however, a community does not have a charter, the by-laws should be better developed, more comprehensive and informative than they currently are in Wrentham.

Budget and Financial Practices

Wrentham has a seven-member finance committee appointed by the moderator. By by-law, the committee is responsible for reviewing and making recommendations on all town meeting articles.

The annual budget process begins in the fall when the town administrator, finance director and accountant develop preliminary revenue projections with input from the assistant assessor. The accountant prepares the budget forms that include the prior year's budget to actual and the current year-to-date figures. The forms are then sent to departments with instructions and a calendar. The finance director and accountant construct the personnel and salary data for non-school departments to ensure they are complete and include necessary contractual and salary increases for all employees. The town administrator meets with departments to review their requests. The budgetary requests and revenue estimates are merged into a master Excel spreadsheet, which generally is not balanced. The spreadsheet along with the paper documentation is forwarded to the finance committee, which then begins the process of holding hearings. The town administrator attends the finance committee meetings and provides new information as it becomes available.

After hearings are held and revenue projections are updated, the finance committee deliberates on the budget with the goal of bringing estimated revenue and expenditures into balance. These deliberations include the use of one-time reserves to fund capital articles and operating expenses or, if necessary, consideration of a Proposition 2½ override or debt exclusion. The town voted on a \$1.1 million operating override in 2006 and to exclude pre-existing debt in 2011, both of which were rejected by a 75 to 25 percent margin and a 62 to 38 percent margin, respectively. The finance committee distributes its proposed budget to the selectmen and the departments and then presents it to the annual town meeting.

During this year's budget process a few changes were made. Last year, town meeting voted to move the annual meeting to the second Monday in June. This extends the budget process six weeks and enables town meeting to receive and review a complete proposal without having to adjourn to a later date. This year, as well, the town administrator worked with the finance director and accountant to prepare a balanced budget proposal. At the request of the finance committee, this proposal was presented to the selectmen for review and approval before proceeding through the process. Early responses from town officials suggest that the changes generated improved communications and a better understanding of the final product.

The town has a capital budget planning committee (CBPC). It is a ten-member committee made up of a representative of the board of selectmen, planning board, finance committee, elementary school committee, and regional school committee plus two registered voters. The town administrator, finance director and accountant serve in ex-officio, non-voting capacity. The CBPC is charged with studying and prioritizing proposed capital projects and improvements that have a useful life of at least five years

and a cost over \$10,000. A five-year plan, which forecasts capital expenditures along with anticipated funding mechanisms, and an annual capital budget are to be prepared and forwarded to the finance committee. Typically at the fall town meeting, the finance committee would make its recommendations for funding capital items and the CBPC would make a presentation on how it arrived at the capital budget. However, it is our understanding that this process has not been followed over the last few years. Due to not knowing the amount of funding available for capital items until late in the process, the finance committee has passed over the CBPC's recommendations in favor of conducting its own review from the beginning. These actions have minimized the CBPC's role and frustrated its members.

The finance committee typically recommends using free cash and stabilization funds for non-recurring, one-time or capital purchases. However, the town also has used sizable amounts of its non-recurring revenues (including overlay surplus) ranging between \$688,000 and \$1.11 million for operating purposes. The finance committee acknowledges that it is not a sound practice but necessary to balance the annual budget. Consequently, resources to fund the capital requests are limited and the list of deferred projects is growing. Realizing the importance of re-establishing an investment in its capital assets, Wrentham recently created a specialized stabilization fund for capital purchases and appropriated \$150,000 from free cash to it.

Wrentham has a by-law that requires an annual audit of the town's books. An audit involves an examination of the community's financial systems, procedures, and data. It reports on the fairness of year-end financial statements and comments on local compliance with statutes and regulations. Audits conducted for the years FY1987-FY2001 were done by the former firm of Brown & Barrett CPA and since that time audits have been performed by R. E. Brown CPA, who was one of the partners of the former firm.

As for other financial practices, the finance director prepares a two-year revenue and expenditure forecast that is updated annually based on the annual town meeting results. The town inventories and values its fixed assets (Government Accounting Standards Board (GASB) Statements 34), updating the information annually to reflect new purchases, dispositions and depreciation. The town has an actuarial analysis of the town's liability for other post employment benefits (OPEB) that was updated in 2012 (GASB 45) and the town adopted M.G.L. c. 32B, §20, creating an OPEB trust fund.

4. Formalize the Budget Process

To ensure that the budget process is clear and consistently carried out in future years, we recommend that the roles and responsibilities of the town officials and the sequence of events and tasks should be included in the town by-law. By all accounts, the slight changes in the budget process worked smoothly and were well received. The town administrator took responsibility for the mechanics of the budget. He reviewed all departmental requests, worked with financial team members to develop revenue estimates and prepared a balanced proposal. The selectmen reviewed the preliminary proposal, weighing in on its

content and voting on it before submitting it to the finance committee. As a part-time board of volunteers, the finance committee should not be constructing the budget but rather focusing on the larger issues. They are a policymaking board and therefore should function at a higher level, reviewing spending priorities, advising town meeting on the use of free cash and other non-recurring reserves, and developing fiscal policies.

We also recommend that the finance committee meet with the selectmen to present its budget prior to going to town meeting. While some of the selectmen may attend the finance committee's meetings during the process and the board receives a copy of the budget that is distributed to the departments, there is no meeting between the policy boards prior to town meeting. Holding a joint meeting to discuss the budget would assist all in understanding the policy implications of the proposed spending plan as well as endeavor to build consensus.

5. Reduce the Use of Reserves to Fund the Budget

We recommend that the town reduce its use of reserves to fund the operating budget. The town officials acknowledge it is not a sound business practice to use non-recurring resources to fund recurring expenses. Reserves should be generated and maintained to fund unanticipated costs, to fund one-time expenditures prudently and to make up any shortfalls in the town's projected revenue estimates. Reserves should not be used to regularly fund operating expenses unless provisions are made to replenish the reserves. Relying on reserves as an annual funding source places the town in a precarious position in the event levels are less than anticipated, or worse, require the town make cuts and/or layoffs if the funds are not available.

6. Prepare Multi-Year Capital Plan and Submit Capital Budget Annually

We recommend that the CBPC prepare a multi-year forecast of all departments' capital needs that is updated annually. Each year, the CBPC receives the five-year requests from departments. These are reviewed and prioritized but they are not assembled into the five-year capital plan as required by by-law. If so organized, the town would see the level of spending necessary to maintain its assets and physical plant and the proposed method of payment (e.g., current revenue, debt, or debt excluded from the limits of Proposition 2½) for each project.

We recommend that town officials commit to a regular annual investment amount for the capital budget. Without a financial commitment to annually fund capital needs, the CBPC has found it difficult to propose a capital budget let alone a multi-year plan. Having a set dollar amount or percentage of budget allocated to capital improvements and acquisitions, the CBPC would be able to construct its recommended capital budget while considering all the requests. It also would be better positioned to advise town meeting of the risks associated with continually deferring projects.

We recommend that the town consider borrowing to address the backlog of capital needs. The current practice of funding capital acquisitions with available funds has taken a back seat to balancing the operating budget. In FY012, the town paid off debt issues for public safety land acquisition and engineering costs, water system land acquisition, and water department mains and equipment, resulting in a decrease of about \$500,000 in debt service costs for the town in FY2013. The CBPC has a growing list of needs, including information technology improvements, a new telephone system, communications equipment, vehicles and substantial improvements or replacement of the public works building. Waiting for available funding to address these needs may take too long and potentially place the town at risk (see Information Technology section). A prudent borrowing plan would go far to help the town address its capital needs.

7. Redefine the Purpose of the Spring Annual and Fall Town Meetings

We recommend that all budget-related town meeting warrant articles be addressed at the June annual town meeting and that the fall special town meeting be reserved for non-finance-related articles only. Although exceptions will occur, this is intended to institute budgetary control and create the expectation among managers that additional funds will not be available in the fall to augment budgets. This approach supports financial goals and priorities developed during the budget process. It also places major funding decisions before the spring town meeting when the attendance is highest and available reserves are known and conversely removes spending decisions from the fall special town meeting warrant when attendance is typically lower.

8. Re-Advertise for Auditing Services Periodically

We recommend that the town re-advertise for auditing services every five to eight years. As a routine practice, we comment on the number of years that a municipality might contract with or rely on the same auditor. The Government Finance Officers Association (GFOA) recommends that communities enter into multi-year agreements with auditors, or a series of one-year contracts, for a term of at least five years. A multi-year agreement allows for greater continuity and enables a new auditor to spread initial start-up costs over multiple years, potentially reducing costs in the initial years. However, after this term, GFOA recommends a full competitive selection process and a rotation of auditors after each multi-year agreement. Contracting with a new audit firm can not only bring a fresh perspective, but reflects good practice. GFOA also acknowledges circumstances or locations where there is a lack of competition among fully qualified auditors. In such cases, the continued participation of the then current auditor is acceptable, assuming their past performance has been satisfactory and has conformed to industry standards.

Human Resources

The town has a personnel by-law that applies to employees who are not elected, covered by union contracts, or under the oversight of the school committee. It defines the role of the personnel board, the town administrator, department heads and those with appointing authority. It contains the classification and compensation plans for specific town positions, identifies leave and benefit policies, and establishes a series of staffing controls. The by-law addresses the recruitment and hiring process, promotion and step increases, a code of conduct, annual job performance reviews and disciplinary action. In addition, the selectmen have adopted personnel-related policies over the years that impact independently elected boards. However, they are under no obligation to follow them.

An appointed five-member personnel board oversees the human resource system for the town. According to the by-law, the personnel board is responsible for making recommendations to town meeting on any classification and compensation plan changes, budgetary staffing controls and the adoption of personnel policies and procedures. The board is a group of volunteers with human resources and/or legal backgrounds that meets a few times a year. Most proposals submitted to the board are for salary range increases on a case-by-case basis. Limited documentation is provided to the board to evaluate the merits of the request.

The town administrator is responsible for the administration of the personnel by-laws and collective bargaining agreements. This includes maintaining the official personnel records (Section 7.15), providing advice and assistance to appointing authorities, monitoring hiring and promotion practices, approving personnel changes and handling discipline and grievances. He reviews and revises job descriptions prior to advertising a position that is vacant.

The town administrator does not appoint department heads, but has supervisory authority delegated by the selectmen. The selectmen are the appointing authority for all town staff except those employees under the board of assessors, board of health, library trustees, planning board and the fire chief (Section 4.2.6). The town administrator works with departments to ensure that their proposed budgets provide sufficient funding for personnel expenses and that any proposed classification and/or compensation changes are approved by the personnel board before submission to town meeting. According to the personnel by-law, salary increases are approved by the department head, the town administrator and the appointing authority. However, personnel action forms submitted to the accountant only require the department head and accountant signatures.

Town and school employees are paid biweekly by direct deposit. The school department processes its own payroll, which is approved by the school committee prior to being submitted to the accountant for review and then placed on the selectmen's warrant. All town department time sheets are submitted to the accountant for review and data entry into the WTI System on an exception basis. Once entered, the

treasury division runs the withholdings and deductions and reconciles figures with the accountant. Then the payroll warrant is prepared for the selectmen's approval.

The employee payroll statement has the personal leave (e.g., vacation, personal and sick) that has been earned, which is reconciled between each department and the accountant's office quarterly. The WTI System developed a time tracking application to monitor accruals and uses as well as provide an employee his/her available leave balances. However, the finance director was not completely satisfied with the product during the testing phase and considered the application too costly. Personal leave is credited at the beginning of the fiscal year and must be used within the year. Vacation time, on the other hand, is credited on the employee's anniversary date and should be used before the next year's date.

All employees and elected officials, who regularly work more than 20 hours per week, and qualifying retirees may choose to receive health and life insurance benefits through the town. The town covers about 75 percent of active employees' and retirees' health insurance costs. An employee coalition bargaining committee (M.G.L. c. 32B, §19) just negotiated a change in health care plans with the town for active and retired employees. It lowers premium costs and raises co-pay amounts. The cost savings generated by the new plan will be shared with the employees. In addition, town meeting has accepted section 18 of M.G.L. c. 32B that requires retired employees and their spouses, who are eligible for Medicare, to join at age 65, thereby lowering municipal health costs by shifting them to the federal government.

9. Conduct a Comprehensive Review of the Classification and Compensation Plans

We recommend that the town review and update the classification and compensation plans for approval by town meeting. A full-scale review of all classified positions not covered by union agreements based on comparable communities and job responsibilities, duties, hours of work and salary ranges has not been conducted in many years.

The process of updating would begin with a review of all job descriptions to ensure all are current and accurate. Currently, job descriptions are evaluated and revised only prior to advertising a vacant position. Positions would be arranged and grouped to ensure each is properly placed in the classification plan. The compensation plan's minimum and maximum salaries or wage rates also should be revised to bring them in line with the town's union contracts. An analysis of salaries for positions performing similar responsibilities from comparable communities might also be obtained. These would be developed by the town administrator or by a consultant and should be adopted by town meeting. Going forward, these plans would be reviewed periodically and revised in their entirety, avoiding piecemeal changes.

10. Limit Use of Personal Service Contracts

We recommend that the town limit personal service contracts to those positions specifically authorized by statute or special act. Entering into a personal contract is not a common practice, nor is it one that

DLS encourages. As a rule, individual employment contracts are limited to one year and cannot include any special fringe benefits not otherwise available to other employees. The reason is that appropriations for these operating expenses are made annually and no binding contracts can be made in excess of available appropriations. Consequently, under state law, all employees have employment contracts with the municipality for the wages, benefits and leave package provided as a result of budget appropriations, benefits provided in general laws and in by-laws, and through the lawful establishment of a salary or a wage. There are, however, limited circumstances where multi-year employment contracts are expressly authorized by state law. These would include a town manager or administrator, accountant and finance director (M.G.L. c. 41 §108N), police chief and fire chief (M.G.L. c. 41 §108O) or the person performing these duties under a different title. Also, special acts may create additional exceptions.

11. Require Town Administrator's Signature on Personnel Action Forms

We recommend that the personnel action forms be modified to include the town administrator's signature. The town administrator is responsible for the administration of the personnel by-laws and collective bargaining agreements and should be part of the pre-approval process. A personnel action form initiated by a department head with the appointing authority's knowledge would be reviewed and authorized by the town administrator and then forwarded to the accountant for verification before changes are entered into the WTI system.

12. Centrally Locate Personnel Records

We recommend that the official personnel files be centrally located in the town administrator's office, as required by the town by-law. While departments may maintain certain information (e.g., anniversary date, grade and step, and personal leave balance) for its employees for budgeting and tracking purposes, the official, complete file should be in the town administrator's office, where employee information is kept separately and access is guarded. Under M.G.L. c. 149, §52C, a personnel file would include all employment related documents, including those involving an employee's promotion, transfer, additional compensation or disciplinary action. Not included would be "personal information" protected under M.G.L. c. 214 §1(b) and medical records.

13. Develop an Employee Handbook

We recommend that the town develop an employees' handbook. The finance director gives new hires a packet of information, including forms for withholdings, general employee information, retirement, insurance, optional benefits and direct deposit of payroll, which is mandated. It also includes the town's sexual harassment and non-discrimination policies. This packet could be expanded to create an employee handbook, which describes employee rights and obligations and provides detailed information on benefits, policies, procedures and resources. Each employee should be given the handbook upon being hired and acknowledge receipt of it by signature. Annually, continued recognition of the town's policies and procedures should be acknowledged by all employees. These policies should include, but

not be limited to, issues of sexual harassment, Whistleblower Act, conflict of interest, ethics, and acceptable Internet and e-mail use.

14. Consider Changes to the Personnel By-law

We recommend that the town consider disbanding the personnel board and that its responsibilities with regards to all town employees be assigned to the town administrator. Personnel boards generally are in place in communities that are small and have limited or no professional staff. Wrentham has a professional administrator, who is responsible for the daily management of personnel matters. Personnel matters have become more complex with union agreements, personal contracts, and compliance requirements with federal and state laws on hiring and equal rights to name a few. While the board is made up of knowledgeable professionals in personnel-related areas, it is a part-time board that meets occasionally during the year.

Wrentham officials also are in contact with the Town of Norfolk about the possibility of contracting with or sharing its part-time human resources officer. If an arrangement is worked out, the human resources officer could assist the town administrator in researching and updating the town's classification and compensation plans, personnel policies and procedures and in creating centrally handled hiring practices.

We also recommend a complete review of the personnel by-laws and the selectmen's personnel policies. Personnel policies and procedures that are intended to apply to all employees should be included in the town's by-law. This helps to ensure uniform application among the independent appointing authorities.

Information Technology

Wrentham does not have an information technology department. Technology responsibilities are spread among different departments. The finance director oversees data processing and uses an outside contractor, MX Consulting Services, Inc., for maintenance, network, security and other computerized system related issues as needed. While the public works building has a virtual private network (VPN) with town hall, the police, fire, and library departments have computers that are not connected to the town hall. The selectmen's office administers the town's digital PBX telephone system that does not have voice mail capabilities for callers to leave a message after hours or when staff are otherwise busy. Some offices have answering machines, but these broadcast messages when received. There also is an information technology committee that has begun the task of reviewing existing systems and infrastructure. Its report will provide advice on technology use and potential cost savings for the town.

The finance department uses the WTI System (formerly Data National) that is a combination of integrated software applications. Some applications are designed and supported by WTI (e.g., property, excise and utility billing, receivables collection, tax title administration, payroll administration and treasurer's receipts), while others result from partnerships with other specialty software vendors. An example of the latter is the Blackbaud FundWare, an accounting software package. The assessors use the PK Valuation Group computer assisted mass appraisal (CAMA) system and manage the town's geographical information system (GIS). In addition, the financial offices have Microsoft Office applications as well as Internet and e-mail services. The community has both electronic mail and Internet usage policies. Virus protection is installed and backups are performed daily.

The town has a website (<http://www.wrentham.ma.us>) that is overseen by the information technology committee. It was custom built and hosted by a contractor. In July 2011, the contractor notified the town it would no longer provide the website hosting. The town selected a new contractor, Axiom Computer Solutions, to design and host a new site as well as expand on-line features. While Axiom is currently hosting the website, the new image has not been released yet due to conversion of existing HTML files to a Joomla content management system.

The information technology committee's mission was recently expanded "to work in a collaborative manner to enhance all aspects of information technology use for Wrentham's town government in a cost effective manner." With its expanded mission, this committee has begun looking at the town's current technology. This includes reviewing the report MX Consulting Services Inc. prepared in 2011 on options to replace and improve the aging and critical technology in the financial offices. The contractor proposed: replacing servers potentially at risk of failing; implementing a four-year desktop hardware and operating system replacement plan; upgrading cable to optimize data speed and to support future improvements; and instituting a disaster recovery system with offsite data storage. Part of this proposal and a new telephone system plan were presented to town meeting in 2012, but they were not funded.

15. Obtain Assistance on Completing the Web File Conversions

We recommend that the town appropriate funding to hire contract assistance to help convert the town's web files in order to launch the new website. Because the selectmen's administrative assistant works with the technology advisory committee and manages the website posting requests, the conversion of the files has fallen to her on top of her regular duties. She has only been able to devote limited time to this project since last fall, and consequently it is not known when the work will be complete. Because so little new information is being posted, town hall staff has to field questions and respond to inquiries by telephone and at the counter. It should be a priority of the town to provide a website that is up-to-date with comprehensive information that helps generate public awareness and confidence in government.

16. Store Computer Backups Offsite

We recommend that the town establish offsite storage of data. Currently, computer files are being backed-up on a routine schedule, but the tapes are maintained onsite. In the event something happens in the building, the backups could be rendered useless. The town should make it a practice to move each building's computerized backups to secure locations in other town buildings. Alternatively, the town could invest in remote backup capabilities that are provided by IT contractors and private companies whereby a copy of the town's computer data is stored remotely in a secure offsite location so that in the event of disaster the data is still retrievable.

17. Codify Role of Information Technology Committee

We recommend that technology advisory committee be codified in the by-laws. While the near-term goal is to find a cost effective way to keep pace with changing and increasing use of technology, this committee would be useful other ways. It could develop a capital replacement plan, provide advice on software and equipment acquisition and support and conduct a survey of current users and training needs for all town employees. We believe this committee also could explore future projects such as networking all the town buildings and getting voicemail for town offices. Reportedly, the school department has approached the selectmen about creating a consolidated technology department. Investigating this proposal and preparing an analysis would provide town officials with the costs and benefits compared to the existing arrangements.

18. Develop and Fund a Plan to Upgrade the Financial Offices' Systems

We recommend that the town adopt and fund a plan to upgrade the financial offices' computer systems. While the town may be reluctant to draw down its reserves for the technology systems, the community should take into consideration added expenses it may face if a critical part, such as a server, goes down. If the financial offices experience a significant disruption and are unable to function, the town could face significant costs to fund a short-term solution. Funding a technology plan could be done with borrowing and/or a debt exclusion, enabling the town to address the need while spreading the cost over a few years.

19. Develop a Disaster Recovery Plan

We recommend that the town develop a disaster recovery plan. Any organization can experience a serious incident (e.g., system crash, storms, flooding or power failure) that stops normal day-to-day workflow and prevents it from continuing routine operations. Under these circumstances, it is important that the town take the necessary steps to develop a disaster recovery plan. Such a plan addresses the following issues:

- Identify the maximum acceptable down-time for municipal operations and the maximum acceptable data loss (in terms of days);
- Ensure that the routine data backup and storage procedures meet the requirements set;
- Build and implement a well-documented, written plan that sets-out the steps to be taken in the event of a minor or major data loss event. Test and update the plan regularly;
- Train staff so that their individual and collective response is immediate and confident in the case of an event. Assign responsibilities and identify outside people or consultants to be contacted; and,
- Analyze the cost of the recovery program and allocate the resources necessary to implement it. Balance the value of data with the cost of recovery.

20. Acquire Voice Mail System

We recommend that the town obtain a voicemail system. Given the limited staff in some offices, not having a voicemail system would require the staff person to leave a customer at the counter to answer a call. For those offices with answering machines, a message left may inadvertently be broadcast for others to hear. Voicemail also leads to a more efficient and responsive local government.

21. Explore Networking All Town Buildings

We recommend that the town explore ways to network all the town buildings. All town offices would effectively and efficiently exchange data and develop a central repository of reference matter (e.g., policies, forms and contracts). It would enable the remote entry of receipts, payroll and invoices by departments. Options may include expanding the VPN, a wireless wide area network (WWAN) and a wireless local area network (WLAN).

Finance Department

In 2003, Wrentham created a consolidated finance department (M.G.L. c. 43C), which includes revenue collection, treasury, accounting, and data processing divisions. A finance director is responsible for supervising and coordinating all functions within the department. She is appointed by the selectmen and is supervised by the town administrator.

The treasury and collection division is staffed by the finance director, who also serves as the treasurer/collector, two assistant treasurer/collectors and a clerk. The assistant treasurer/collectors primarily oversee either collections or treasury functions and are cross-trained to perform all activities in the department head's absence. During our review, one of the assistant's retired, the clerk was promoted to the position and a new clerk was hired. The new assistant and the new clerk are receiving on-the-job training.

The division processes property tax bills quarterly (mailed twice per year) and motor vehicle excise annually. In addition, the staff handles over 3,600 water service accounts, which are divided into six service areas and are billed semiannually. The exception is about two dozen users that are billed monthly. The office also prepares about 500 municipal lien certificates each year. The town uses Mark Altman & Associates to print and mail the property tax bills plus the first two larger motor vehicle excise commitments. All other bills are produced in-house and mailed from the finance department.

All payments are taken in by lock box, mail, in the office, from escrow (real estate taxes via mortgage companies) collection services and on-line through the town's website. Payment detail is entered into the WTI System and then funds are deposited. Monthly, the tax and excise receivables are reconciled with the accountant.

Once a property tax bill or motor vehicle excise bill becomes past due, the treasurer/collector issues a demand notice. If the demand notice does not result in payment, outstanding amounts are warranted over to the deputy collector, John Y Brady, Deputy Collector, Inc. The deputy collector is given 90 days to collect real estate bills and, if not successful, these accounts are returned to the town. The treasurer/collector issues a letter notifying the taxpayer that she will be initiating tax taking proceedings, which are done by the close of the calendar year. Using the services of an attorney, tax title accounts have been foreclosed and subsequently sold at auction, placing the properties back on the tax roll. For delinquent motor vehicle excise, the deputy collector marks licenses and registrations if accounts remain unpaid. Delinquent collections are deposited into a town bank account and the deputy collector's fees are paid through the vendor warrant.

On the treasury side of this division, the cash management (including the investment, disbursement and borrowing of cash) and the administration of employee benefits are handled. At least weekly,

departments turn over receipts along with a report that is customized in Excel to the treasurer/collector. Money is counted, entered into the WTI System and deposited in the bank. All deposits, as well as disbursements by warrants and transfers, are recorded in an Excel cash book. The cash book is reconciled against bank statements and then with the accountant shortly after the close of each month.

This division also handles benefits and insurances. Newly hired individuals are given a package of information that includes forms to be filled out and a few policies to be read. Insurance and other benefit files are kept for active employees and retirees. Their coverage is managed, changes noted, and a health fair is held annually.

The accounting division oversees financial activity of the municipality and maintains the town's general ledger. The accounting division is staffed by a part-time accountant, working three days a week in town hall, and a full-time assistant accountant. The former assistant recently left after over 25 years of service to the town. A new assistant has been hired and she is receiving on-the-job training.

The accounting division reviews and processes vendor invoices weekly and payroll biweekly, and in each case prepares the warrants for the selectmen's approval. Vendor bills are submitted with back-up information materials, including verbal/written quotes for purchases over \$5,000 and bid documents/contracts for expenditures over \$25,000. To encourage compliance with purchasing laws, a seminar on M.G.L. c. 30B, the Uniform Procurement Act, was conducted by the State Inspector General's Office for town departments. The town also is a member of the Southeastern Regional Services Group (SERSG), a nineteen-community consortium that does joint purchasing of supplies, services, and training programs to help lower costs and save money.

The accounting division produces trial balances and maintains information on town debt. Expenditure reports are distributed within a week after the end of each month and revenue reports are issued quarterly. The accountant reviews all financial data and prepares analyses, measures spending against available revenues and projects out balances through the end of the fiscal year. Cash and receivables are reconciled with the treasurer/collector monthly and written grants and contracts are on file. At the close of each fiscal year, the accountant prepares and submits the balance sheet and year-end report of revenues, expenditures and fund balances (commonly referred to as the Schedule A) to DOR. She also prepares schedules for the town's outside audit firm.

22. Establish Separate Cash Drawers

We recommend that the treasurer/collector establish separate cash drawers at the counter for each staff person. Currently, there is one cash drawer at the counter that the staff use when accepting payments. At the end of each day, one person counts the cash from the drawer and another tabulates the bills taken in, which are balanced and turned over to the treasurer/collector for deposit. Having separate cash

drawers serves as a control in the collection process and will make it easier to identify when or if discrepancies exist.

23. Provide Professional and Other Training for New Staff

We recommend that the new assistant treasurer/collector and the assistant accountant attend professional development courses (provided by the Massachusetts Collectors and Treasurers Association and the Massachusetts Accountants and Auditors Association). Attending professional training courses will provide useful information, opportunities to learn about alternative practices conducted in other municipalities and allow staff to interact with their counterparts from other communities. The training also would better prepare them to assume the role and responsibilities of the finance director and the accountant if the need arises.

We recommend that the assistants and the clerk receive formal training on the WTI System. Receiving formal training on the WTI System will help ensure the new staff learn all aspects of the applicable modules each will be using in the conduct of business.

24. Adopt a Single Voucher Coversheet

We recommend that the accountant develop and the departments use a single voucher coversheet when submitting invoices for payment. Currently, the accountant has developed a voucher coversheet template on which departments identify the vendor name and identification number at the top and then indicate the appropriate account and line item from which the expenditure will be paid. Using the template, a department prepares a coversheet for each vendor bill. This practice involves unnecessary paperwork. The template could be modified by adding columns for the vendor name and identification number, enabling a department to submit all vendor bills together on one voucher.

25. Issue Expenditure and Revenue Reports Electronically

We recommend that the accountant issue the monthly expenditure and quarterly revenue reports electronically. Currently, the accountant prints out the reports and distributes them. The accountant is familiar with exporting data to Excel for analysis purposes and for the budget worksheets. We suggest the same process be used to create the expenditure and revenue reports to be distributed via email. The assistant accountant would be trained on the process of developing the reports and electronically sending monthly and quarterly reports to all departments, including the schools, the selectmen and finance committee members, thereby saving resources.

Assessors

The assessing office is responsible for determining full and fair cash valuations, classifying all property, assigning tax payments to owners, and generating the commitment authorizing the treasurer/collector to collect property taxes and excise. The town's assessing office maintains assessment data on approximately 4,580 real property parcels and personal property accounts and 12,600 motor vehicle excise accounts. In addition, the office processes approximately 420 building permits, 400 form of lists, 220 deed transfers (about 60 of which are property sales), 200 income and expense reports and 120 exemptions and abatements annually. The town has adopted a personal property value exemption of \$2,500 and a ten percent small commercial discount. Wrentham's real and personal property assessment records are maintained on the PK Valuation Group computer assisted mass appraisal (CAMA) system, which is used to compile analytical reports and property tax commitments. The assessors' manage the town's geographical information system (GIS) where the assessors' maps are kept.

Reporting to an elected board of assessors, an assistant assessor/appraiser, an administrative assistant assessor and a clerk staff the office. The assistant assessor/appraiser began working for the town in 2010. He oversees the daily office operations, supervises the staff, inspects sale properties after they transfer ownership, performs some field inspections and maintains the town's assessment records and maps. He reviews abatement and exemption requests, conducts these inspections with the chairman of the board and provides recommendations to the whole board for their approval.

The administrative assistant assessor performs field work, which includes measuring, listing and photographing new and improved properties where a building permit has been issued. She enters property data and sketches into the CAMA system. For the town's re-inspection program, she also conducts cyclical inspections during which complete interior and exterior re-measuring and re-listings are done for all real property over a multi-year period. The primary benefit of this program is that it will provide the assessors with current, accurate data. She provides support to the department head and responds to taxpayer inquiries.

The clerk maintains all records, processes deed transfers, enters property legal information into the CAMA system, and coordinates exemption and abatement applications. She manages the motor vehicle excise accounts, prepares the board's agendas and correspondence, prepares the office's payroll and vendor bills and responds to public inquiries by telephone and at the service counter.

Wrentham contracts with the PK Valuation Group to perform triennial revaluation and interim year adjustments. This contractor collects data on, values and updates commercial, industrial, exempt and personal properties for the assessors. In addition by virtue of a website hosted by PK Valuation Group, the town's property record cards are available on-line.

Since taking office, the assistant assessor/appraiser has been proactive in data inspections and collection. He has made sure that the office is on track to complete the cyclical re-inspection program by 2016 and he has worked with the building department to require the assessor's signature on occupancy permits. This represents an effective way to capture new growth timely.

In an effort to more readily update and provide on-line access to the assessor's digitized maps, the assessors are hiring a new vendor, People GIS. The vendor will be setting up a new GIS system with multiple layers for use by the assessors and other departments. The vendor also will maintain the files and host the data, which the town would access through a link. As an added advantage, the town is exploring adding other features that would enable the town to streamline processes and provide on-line service for the convenience of residents. An example would be the development of a building permit or inspectional service system that would provide on-line permit forms, enable the electronic management and sharing of data among town offices and reduce the flow of paper copies. In another example, the recreation department could facilitate program enrollment and accept payment via the Internet, thereby reducing the need to visit town hall or wait in lines.

26. Coordinate Inspectional Department Visits

We recommend that the assistant assessor work with the fire department and the building inspector to accompany them on their respective inspections. On-line virtual tours provide partial public viewing of the interior and highlighted qualities of properties for sale. Teaming up with the fire department when it schedules a smoke/CO₂ inspection because of a pending sale would ensure complete and timely interior information for the assessing database as well as for analyzing sales. While the assessing office must inspect a property prior to an occupancy permit is granted, we encourage the assessing staff to communicate with the building inspector on scheduled inspections and to accompany him when timing between the two offices allows for it. This is suggested as a courtesy to residents, combining visits with another department would reduce the number of scheduled town trips to the same properties.

27. Follow-up on Income and Expense Requests

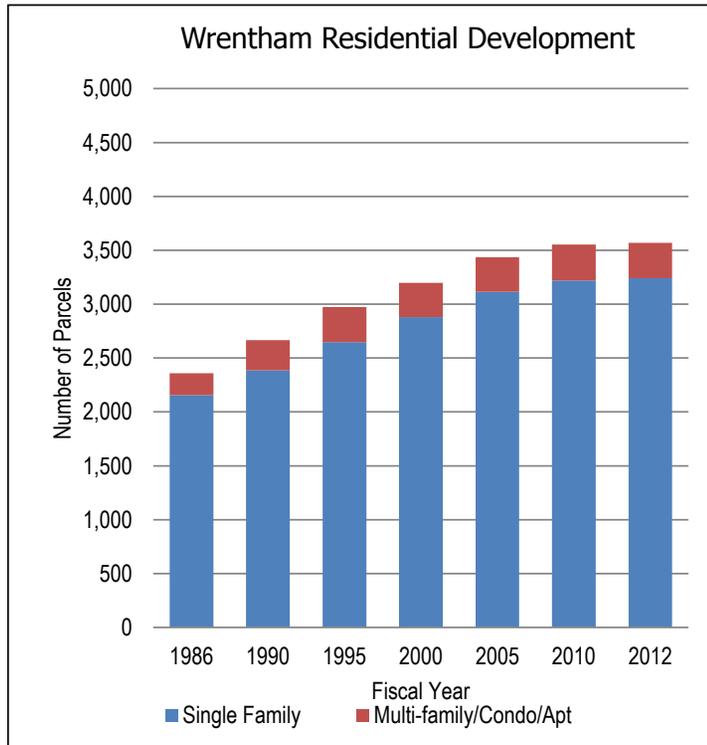
We recommend that the assessors make every effort to contact and inform the commercial and industrial property owners of the need to complete timely income and expense requests. Currently, Wrentham receives less than a 50 percent return on income and expenses reports. Beginning in FY2012, the assessors are informing commercial and industrial property owners that failure to comply with the request would result in the loss of any statutory appeal and that a penalty of \$250 will be imposed on the ensuing fiscal year's property tax bill (M.G.L. c. 59, §38D). To further improve the response rate, we suggest that the assessing office make presentations at area business or Chamber of Commerce meetings on the importance and value of completing these requests. Another suggestion would be to contact property tenants about sharing information on their lease terms and costs. Lastly, within legal limits, the assessing office could contact other communities with similar commercial development like the outlet

mall. Any data regarding average rents or ranges of square footage for retail businesses and restaurant establishments would be of value.

28. Seek Permission to Assess to Owners Unknown

We recommend that the assessors seek permission to assess taxes to owners unknown. We found three properties assessed to owners unknown, but these have not been authorized by the Commissioner of Revenue (M.G.L. c. 59, §11). Two of the parcels are listed in the treasurer/collector's tax title file. When assessors are unable to determine the identity of the owner of a parcel, they should write to the Commissioner of Revenue requesting his authority to make the assessment on that property to "owners unknown." With their request, the assessors should provide an account of their attempt to determine who the owner is. Their attempt should include a search of the records at the registry of deeds. After receiving permission to assess to owners unknown, the treasurer/collector should disclaim the previous tax taking on the affected parcels and the assessors should reassess the prior years' taxes that were improperly assessed. With clear authority to assess to owners unknown, the town may come to obtain title to the property through the foreclosure process, which could be auctioned or preserved as town-owned land.

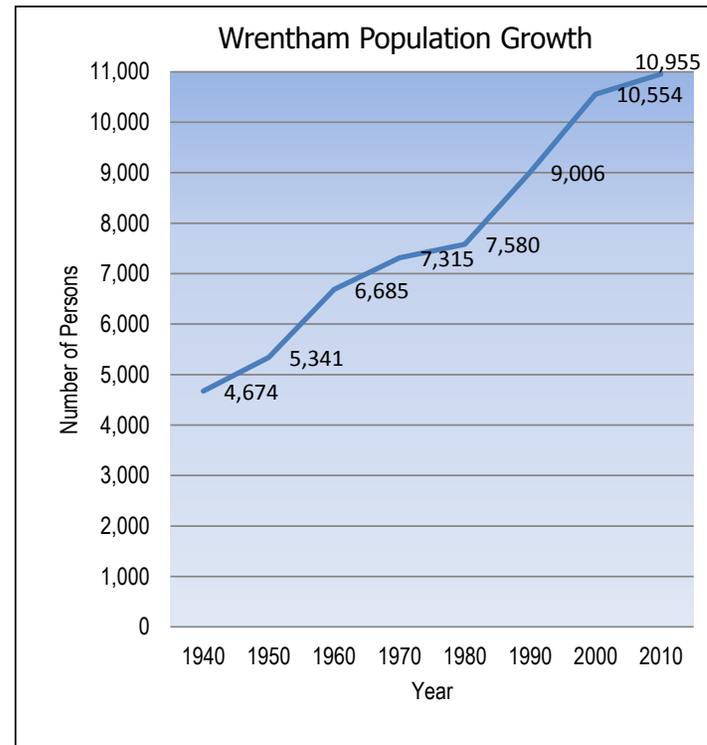
Appendix



Wrentham's Residential Development

Fiscal Year	Single Family	Multi Family/ Condo/Apt
1986	2,156	204
1990	2,385	282
1995	2,648	325
2000	2,880	319
2005	3,115	322
2010	3,220	334
2012	3,241	329

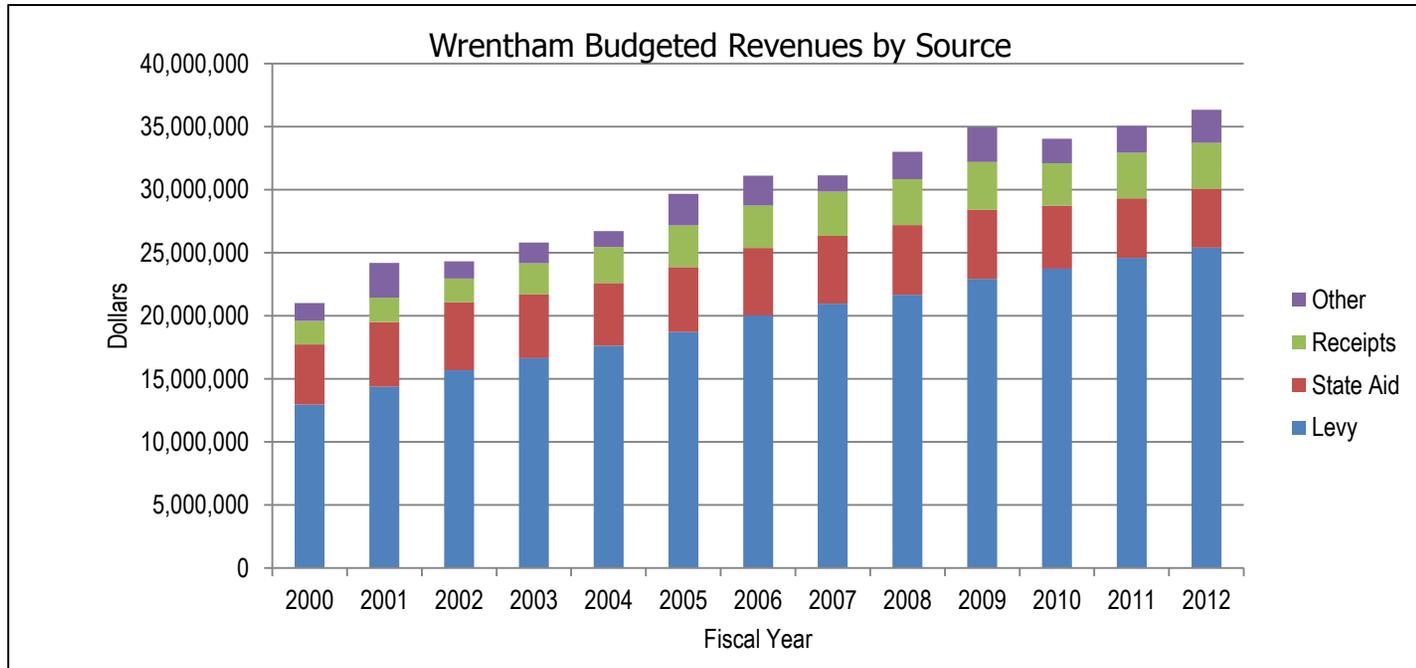
Source: Massachusetts Department of Revenue, Division of Local Services, Data Bank reports



Wrentham's Population Growth

Year	Population	% Change
1940	4,674	
1950	5,341	14.3%
1960	6,685	25.2%
1970	7,315	9.4%
1980	7,580	3.6%
1990	9,006	18.8%
2000	10,554	17.2%
2010	10,955	3.8%

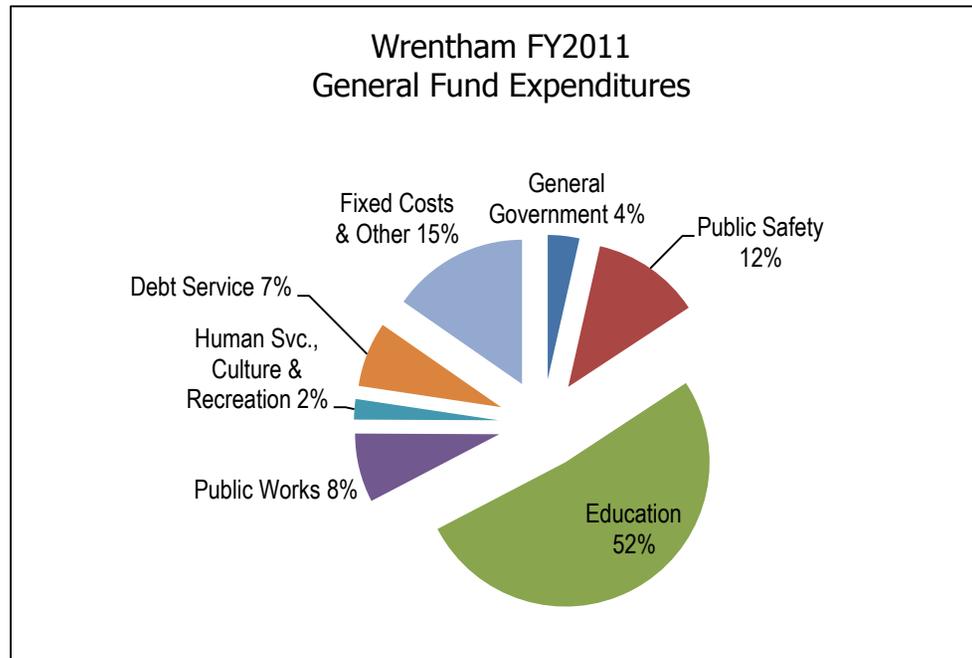
Source: Massachusetts Department of Revenue, Division of Local Services, Data Bank reports; US Census



Wrentham Budgeted Revenues by Source

Fiscal Year	Local				Total	Percentage of Total			
	Levy	State Aid	Receipts	Other		Levy	State Aid	Receipts	Other
2000	12,960,389	4,776,134	1,877,000	1,414,269	21,027,792	61.6	22.7	8.9	6.7
2001	14,371,197	5,123,027	1,963,500	2,750,908	24,208,632	59.4	21.2	8.1	11.4
2002	15,700,949	5,372,829	1,893,500	1,349,910	24,317,188	64.6	22.1	7.8	5.6
2003	16,659,922	5,043,633	2,480,300	1,639,761	25,823,616	64.5	19.5	9.6	6.3
2004	17,626,602	4,977,804	2,861,312	1,247,876	26,713,594	66.0	18.6	10.7	4.7
2005	18,727,872	5,134,621	3,310,387	2,514,959	29,687,839	63.1	17.3	11.2	8.5
2006	20,023,280	5,364,383	3,367,000	2,376,333	31,130,996	64.3	17.2	10.8	7.6
2007	20,979,971	5,368,302	3,495,383	1,300,095	31,143,751	67.4	17.2	11.2	4.2
2008	21,680,538	5,524,081	3,631,636	2,182,215	33,018,470	65.7	16.7	11.0	6.6
2009	22,931,552	5,492,091	3,787,916	2,748,806	34,960,365	65.6	15.7	10.8	7.9
2010	23,735,939	5,008,993	3,369,597	1,935,024	34,049,553	69.7	14.7	9.9	5.7
2011	24,611,319	4,713,967	3,607,743	2,131,525	35,064,554	70.2	13.4	10.3	6.1
2012	25,415,336	4,668,474	3,639,734	2,621,732	36,345,276	69.9	12.8	10.0	7.2

Source: Massachusetts Department of Revenue, Division of Local Services, Data Bank reports

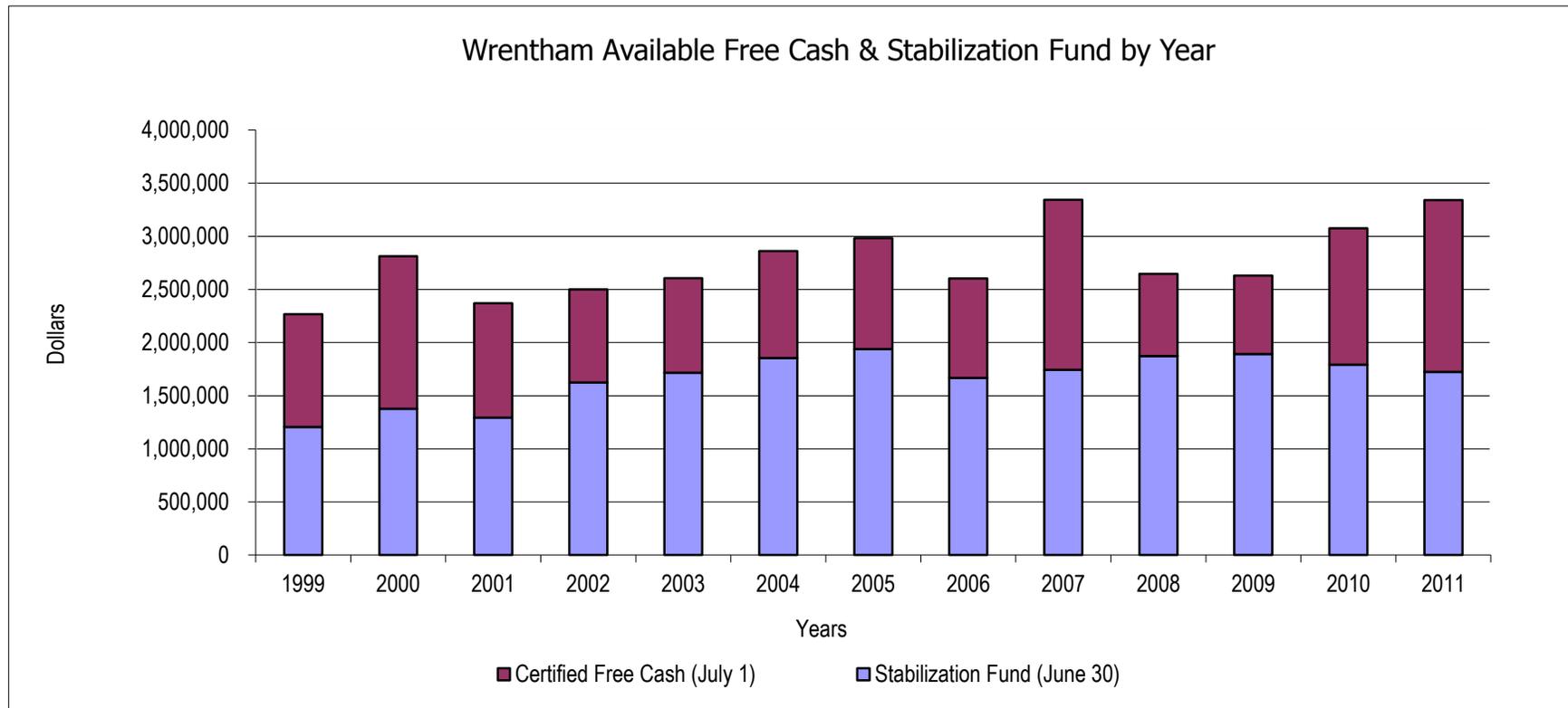


Wrentham General Fund Expenditures by Year

Fiscal Year	General Government	% Total	Public Safety	% Total	Education	% Total	Public Works	% Total	Human Svc., Culture & Recreation	% Total	Debt Service	% Total	Fixed Costs & Other	% Total	Total Expenditures
2000	1,150,783	6.3	2,486,649	13.7	9,948,841	54.7	1,307,157	7.2	598,137	3.3	1,019,112	5.6	1,680,257	9.2	18,190,936
2001	1,260,374	6.4	2,678,806	13.5	10,650,568	53.8	1,633,823	8.3	662,100	3.3	1,033,695	5.2	1,873,760	9.5	19,793,126
2002	1,450,595	6.9	2,998,917	14.2	11,206,578	52.9	1,740,749	8.2	709,874	3.4	1,016,589	4.8	2,051,189	9.7	21,174,491
2003	1,373,805	5.9	3,168,612	13.7	11,827,282	51.1	1,971,671	8.5	720,404	3.1	1,455,235	6.3	2,643,888	11.4	23,160,897
2004	1,282,419	5.4	3,153,066	13.2	11,697,689	48.8	2,007,420	8.4	731,306	3.1	2,208,148	9.2	2,877,611	12.0	23,957,659
2005	1,309,545	5.0	3,343,648	12.8	12,558,387	48.1	2,290,320	8.8	777,701	3.0	2,330,905	8.9	3,495,010	13.4	26,105,516
2006	1,216,514	4.3	3,517,149	12.4	14,114,442	49.9	2,100,721	7.4	817,254	2.9	2,692,468	9.5	3,814,637	13.5	28,273,185
2007	1,147,638	4.4	3,403,240	13.0	14,547,637	55.5	1,963,436	7.5	798,105	3.0	2,642,336	10.1	1,713,412	6.5	26,215,804
2008	1,217,537	4.4	3,534,534	12.9	15,002,341	54.7	2,293,780	8.4	833,339	3.0	2,720,306	9.9	1,811,299	6.6	27,413,136
2009	1,236,330	4.0	3,626,044	11.7	15,725,445	50.5	2,417,550	7.8	860,023	2.8	2,620,242	8.4	4,634,942	14.9	31,120,576
2010	1,104,963	3.6	3,621,872	11.7	16,028,499	52.0	2,263,454	7.3	753,596	2.4	2,457,038	8.0	4,619,459	15.0	30,848,881
2011	1,139,396	3.5	3,922,734	12.2	16,587,906	51.6	2,482,807	7.7	735,963	2.3	2,343,108	7.3	4,932,765	15.3	32,144,679

Source: Massachusetts Department of Revenue, Division of Local Services, Data Bank reports

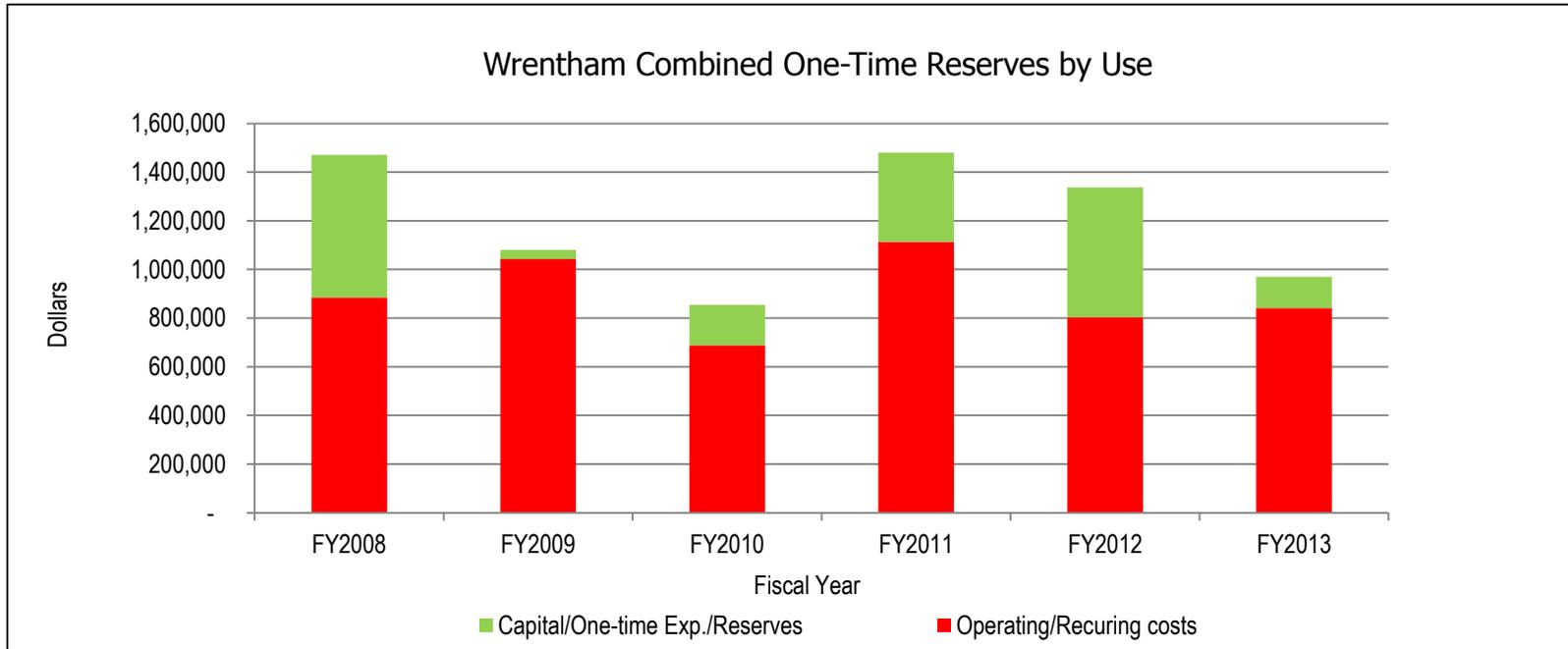
* Water department expenditures reported as a special revenue (up until FY2009) and as an enterprise fund (FY10 to the Present) are not included.



	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Certified Free Cash (July 1)	1,061,111	1,437,145	1,075,230	875,756	889,904	1,007,199	1,044,687	935,875	1,601,409	773,212	738,411	1,283,180	1,616,751
Stabilization Fund Balance (June 30)	1,205,690	1,375,963	1,293,460	1,624,422	1,717,257	1,855,036	1,937,202	1,667,365	1,742,972	1,872,366	1,892,139	1,793,130	1,723,638
Total	2,266,801	2,813,108	2,368,690	2,500,178	2,607,161	2,862,235	2,981,889	2,603,240	3,344,381	2,645,578	2,630,550	3,076,310	3,340,389

<u>As a % of Budgeted Revenues</u>	FY2000	FY2001	FY2002	FY2003	FY2004	FY2005	FY2006	FY2007	FY2008	FY2009	FY2010	FY2011	FY2012
Certified Free Cash	5.0	5.9	4.4	3.4	3.3	3.4	3.4	3.0	4.9	2.2	2.2	3.7	4.4
Stabilization Fund Balance	5.7	5.7	5.3	6.3	6.4	6.2	6.2	5.4	5.3	5.4	5.6	5.1	4.7

Source: Massachusetts Department of Revenue, Division of Local Services, Data Bank reports



	<u>FY2008</u>	<u>FY2009</u>	<u>FY2010</u>	<u>FY2011</u>	<u>FY2012</u>	<u>FY2013</u>
Free Cash						
Operating budget	750,326	919,366	598,024	916,285	444,842	761,324
Prior Bills	4,172	2,824	744	3,407	484	
Capital/One-time	586,888	37,798	40,000	365,405	283,500	128,628
Stabilization funds					250,000	
Stabilization Fund						
Operating budget				94,498	278,700	
Prior Bills						
Capital/One-time			125,027			
Overlay Surplus						
Operating budget	130,000	120,500	90,000	100,000	80,000	80,000
Prior Bills						
Capital/One-time						
Sub-total Operating/Prior bills	884,498	1,042,690	688,768	1,114,190	804,026	841,324
Subtotal Capital/One-time/Resv.	586,888	37,798	165,027	365,405	533,500	128,628
Total	1,471,387	1,080,488	853,795	1,479,595	1,337,526	969,952

Source: Massachusetts Department of Revenue, Division of Local Services, Data Bank reports and Town Annual Reports.

Acknowledgements

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Charles Kennedy, Selectman
Stephen Langley, Selectman & Information Technology Committee
Gail Pratt, Selectman
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Karen T. Heinz, Assistant Collector
Carolyn A. Preston, Assistant Treasurer (former)
Jean Sarno, Accountant
Susan Harris, Assistant Accountant (former)
Jerome McGovern, Finance Committee & Government Study Committee
Joseph Heck, Capital Planning Committee
Daniel O'Connor, Personnel Board
Steven McCarthy, MAA, Town Appraiser/Assistant Assessor
Herta Boylan, Administrative Assistant
Claire Copeland, Principal Clerk
Carol Mollica, Town Clerk
John Manchester, Assistant DPW/Water Superintendent
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