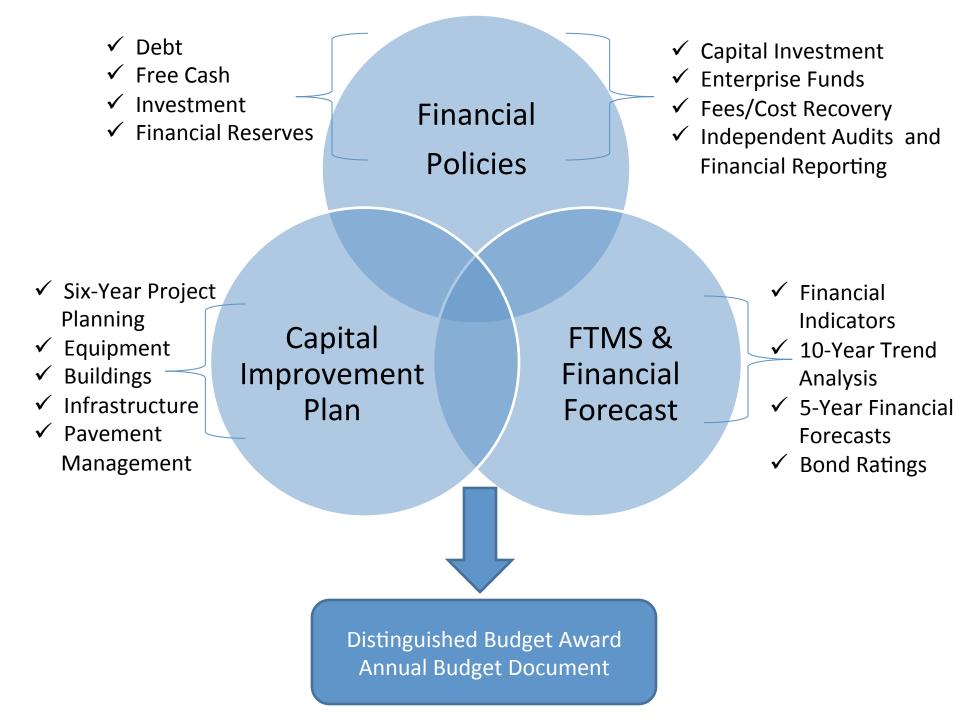
Budgeting 101 A Guide to Best Practices

ASSOCIATION OF TOWN FINANCE COMMITTEES
OCTOBER 15, 2016

JOHN W. CODERRE, TOWN ADMINISTRATOR NORTHBOROUGH, MA

Overview

- GFOA Distinguished Budget Award
 - Best Practices in Public Budgeting
- What information to look for and where to find it
 - The anatomy of a good budget
- Questions you should be asking



Overview

- There is no mandated format for budget documents
- Every town is different in terms of its formal structure, culture and informal practices
- There are no right or wrong approaches, but there are best practices that can provide common ground for those involved in the budget process

- Government Finance Officers Association (GFOA)
 Distinguished Budget Award
 - Only national awards program in governmental budgeting
 - Promotes best practices in public budgeting
 - o Focus on information, transparency and accountability
 - Provides independent review and critique of a municipality's budget documents
 - Only good for one year so there is a focus on continuous improvement

- Evaluation criteria is based upon the four essential purposes a budget must serve as:
 - Policy Document—identifies the Town's financial goals, objectives and guiding policies;
 - <u>Financial Plan</u>—presents the Town's current financial condition, stating assumptions and projecting where things are headed based upon those assumptions;
 - Operations Guide—describes the municipal services and operations, measuring their efficiency and effectiveness;
 - <u>Communications Device</u>—articulates the Town's challenges and priorities, goals and objectives.

GFOA DISTINGUISHED BUDGET AWARD

- Three reviewers somewhere across the country review your budget based upon twenty-seven different evaluation criteria
- Reviewers must rate your budget as "Proficient" in the various categories to qualify
- Failure to be rated as proficient in any one of the fourteen mandatory criteria results in disqualification. These fourteen requirements represent the minimum standards of a quality budget document and process.

- Mandatory Criteria #1: The document shall include a <u>table of contents</u> that makes it easier to locate information in the document.
 - Detailed indices preceding individual sections can be helpful, but they are not a substitute for a single comprehensive table of contents. Care should be taken in developing budget or electronic page number references in the table of contents, so they agree with the related page numbers in the budget document or electronic submission.

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- Mandatory Criteria #2: The document shall include a budget message that articulates priorities and issues for the upcoming year. The message should describe significant changes in priorities from the current year and explain the factors that led to those changes. The message may take one of several forms (e.g., transmittal letter, budget summary section).
 - This criterion requires a summary explanation of key issues and decisions made during the budget process. The budget message also should address the ramifications of these decisions. It is recommended that the total amount of the budget be included in the budget message.



- Goals of the upcoming budget
- Budget in brief
- Summary analysis of the Town's financial condition & outlook
- Position FTE summary table for entire organization
- Summary of the Capital Budget Expenditures
- Previous year's accomplishments
- Summary of major upcoming issues and projects

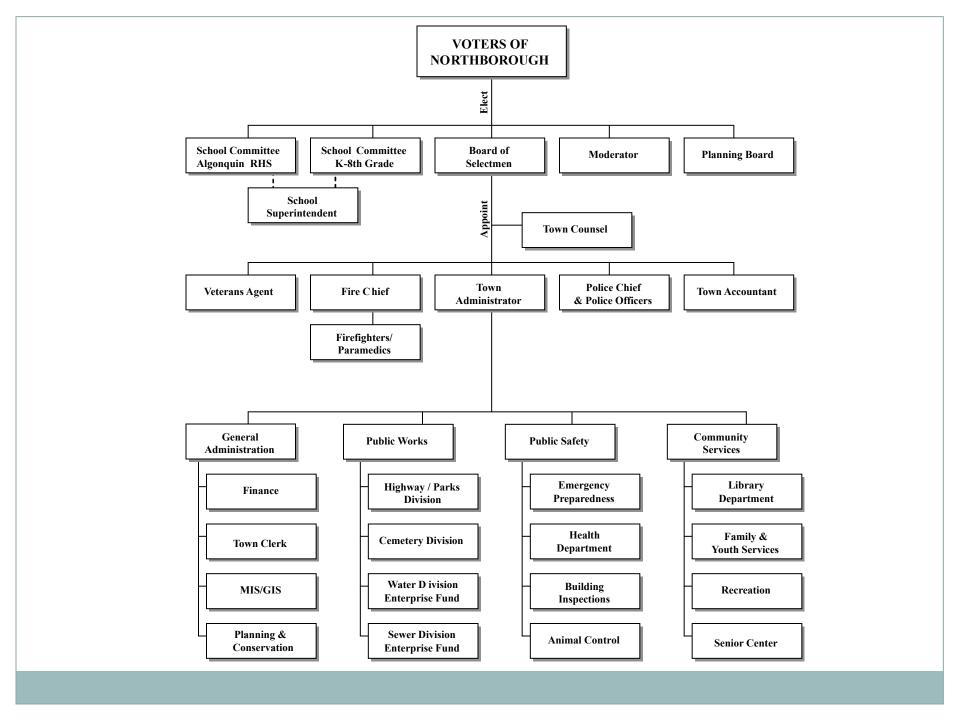
Budget in Brief

	FY2016	FY2017		%
EXPENDITURES	Budget	Proposed	Variance	Change
General Government (Town)	\$19,456,306	\$20,137,277	\$680,971	3.50%
Schools				
Northborough K-8	\$21,951,539	\$22,719,843	\$768,304	3.50%
Algonquin Reg. HS 9-12	\$9,421,675	\$10,078,475	\$656,800	6.97%
Algonquin Debt Exclusion	\$656,493	\$661,206	\$4,713	0.72%
Assabet Valley	\$868,431	\$688,313	-\$180,118	-20.74%
Assabet Valley Debt	\$15,006	\$192,135	\$177,129	1180.39%
Warrant Articles				
Reserve Fund	\$175,000	\$175,000	\$0	0.00%
Free Cash Capital Projects	\$2,214,000	\$1,833,460	-\$380,540	-17.19%
Transfer to Stabilization	\$200,000	\$200,000	\$0	0.00%
Transfer to OPEB Trust	\$500,000	\$500,000	\$0	0.00%
Zeh School Debt	\$444,010	\$424,419	-\$19,591	-4.41%
Colburn St. Debt Service	\$71,473	\$69,245	-\$2,228	-3.12%
Library Debt Service	\$399,395	\$392,025	-\$7,370	-1.85%
Senior Center Debt Service	\$445,395	\$433,795	-\$11,600	-2.60%
Lincoln Street Debt	\$675,000	\$1,144,882	\$469,882	69.61%
Other Funds	\$534,058	\$1,008,581	\$474,523	88.85%
Adjustments	-\$62,335	\$0	\$62,335	-100.00%
Subtotal General Fund	\$57,965,446	\$60,658,656	\$2,693,210	4.65%
Water Enterprise Funds	\$2,230,328	\$2,251,473	\$21,145	0.95%
Sewer Enterprise Fund	\$1,658,942	\$1,718,422	\$59,480	3.59%
Solid Waste Enterprise Fund	\$767,000	\$768,350	\$1,350	0.18%
Subtotal Enterprise Funds	\$4,656,270	\$4,738,245	\$81,975	1.76%
TOTAL ALL FUNDS	\$62,621,716	\$65,396,901	\$2,775,185	4.43%

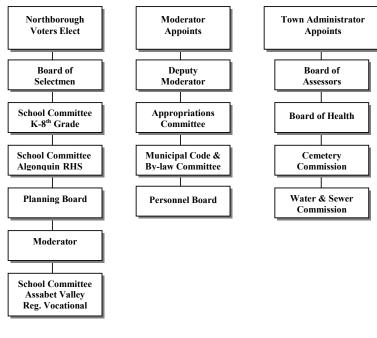
- Mandatory Criteria #3: The document should provide an overview of significant budgetary items and trends. An overview should be presented within the budget document either in a separate section (e.g., executive summary) or integrated within the transmittal letter or as a separate budget-in-brief document.
 - o The intent of this criterion is to help readers quickly understand major budgetary items and trends (revenues, expenditures, and capital). Highlighting, indentation, bullet points, outlines, tables, or graphs may help in communicating this information. If a budget-in brief is published as a separate document, inclusion of easy to read summary financial information in the main budget document is encouraged.

• Town Administrator's Budget Message 1-15
• SECTION 1—BUDGET SUMMARIES
• Balanced Budget Summary 1-2
• Revenue Budget Summaries
• Expenditure Budget Summaries

- Mandatory Criteria #4: The document shall include an <u>organization chart(s)</u> for the entire entity.
 - This criterion requires that an organizational chart be presented only for the overall entity. Organizational charts for individual units are not required. When organizational charts are provided for individual units within the entity, those charts should be presented in such a way as to underscore the link between the individual unit and the overall entity.
 - Be consistent in how the organizational charts are presented throughout the document



Boards and Committees



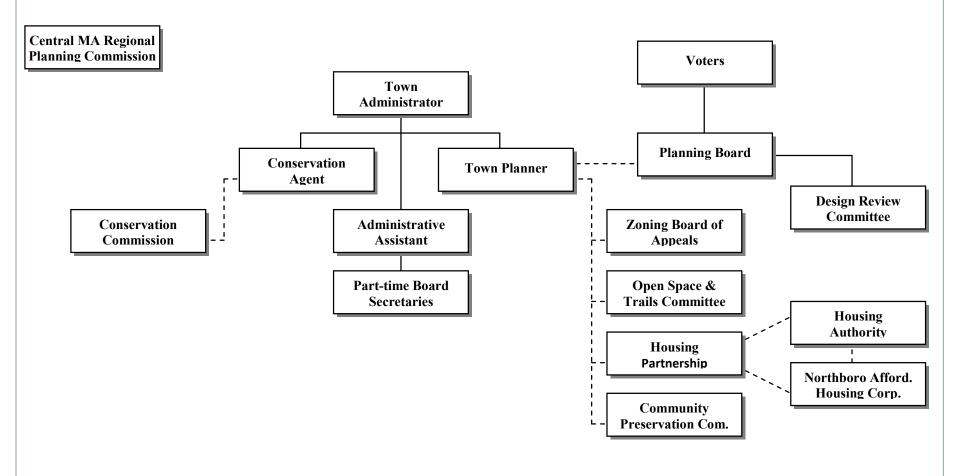
Boards & Committees with Multiple Appointing Authorities

- <u>Financial Planning Committee</u>: The Financial Planning Committee consists of six members, three appointed by the Moderator, one by the Planning Board, one by the School Committee, and one by the Appropriations Committee for three-year terms.
- <u>Earthwork Board</u>: The Earthwork Board consists of five members, one each appointed by the Moderator, the Board of Selectmen, the Conservation Commission, the Zoning Board of Appeals and the Planning Board for three-year terms.
- Groundwater Advisory: The Groundwater Advisory Committee consists of five members, one each appointed by the Planning Board, the Conservation Commission, the Board of Health, the Board of Selectmen and the Water & Sewer Commission for indefinite terms.
- <u>Community Preservation Committee (CPC)</u>: The CPC consists of nine members, one each from the Open Space Committee, the Conservation Committee, the Planning Board, the Parks & Recreation Commission, the Historical Commission, the Housing Authority, and three members appointed by the Board of Selectmen for three-year terms.
- Open Space Committee: The Open Space Committee consists of seven members, one each from the Planning Board, Conservation Commission, Parks & Recreation Commission, Board of Selectmen, and three members and two alternates appointed by the Board of Selectmen for three-year terms. The <u>Trails Committee</u> is a subcommittee of the Open Space Committee
- Housing Partnership: The Housing Partnership Committee consists of nine members, one each from the Board of Selectmen, Planning Board, Housing Authority, Council on Aging and five members appointed by the Board of Selectmen, one of which must be a realtor, for three-year terms.
- LEPC: The Northborough Local Emergency Planning Committee is a committee established through the Federal Emergency Planning and Right-To-Know Act (EPCRA) of 1986. Local, State, and Federal members work together to formulate emergency planning for hazardous materials within Northborough, exercise the plan annually, maintain training for hazardous materials emergencies, and provide information on hazardous materials to the public. Membership includes: State and Local Elected Officials, Hospitals, Firefighters, Environmental Groups, Law Enforcement Personnel, News Media, Civil Defense Officials, Community Groups, Public Health Officials, Transportation Resources, and Hazardous Materials Facilities.
- <u>Various Ad Hoc Committees</u>: In addition to the Boards and Committees listed here, at any time there may also exist several ad hoc committees formed by various bodies to study specific issues such as building committees, Wind Committee, Solid Waste Advisory Committee, etc.

Board of Selectmen Appoints

- Board of Registrars
- Board of Trustees of Special Benevolent Funds
- Cable Television Advisory Committee
- Community Affairs Committee
- Conservation Committee
- Constables
- · Council on Aging
- Cultural Council
- Elderly & Disabled Taxation Fund
- · Election Officers
- Historical Commission
- Housing Authority Representatives
- Industrial Development Commission
- Industrial Development Finance Authority
- · Library Trustees
- Parks & Recreation Commission
- · Recycling Committee
- Representative to Central MA Regional Planning Commission
- Scholarship Committee
- Youth Commission
- Zoning Board of Appeals

Planning & Conservation Organizational Chart



- Mandatory Criteria #5: The document should include a coherent statement of entity-wide long-term <u>financial policies</u>.
 - o Financial policies that should be included (but not limited to) and formally adopted relate to: (1) financial planning policies, (2) revenue policies, and (3) expenditure policies. The entity should adopt a policy(s) that supports a financial planning process that assesses the long-term financial implications of current and proposed operating and capital budgets, budget policies, and cash management and investment policies.

- Mandatory Criteria #6: The document shall <u>describe</u> <u>the process</u> for preparing, reviewing, and adopting the budget for the coming fiscal year. It also should describe the procedures for amending the budget after adoption.
 - This criterion requires a concise narrative description of the budget process, including an explanation of relevant legal or policy requirements. This description should include the internal process to prepare the budget, the opportunities for public input, and the actual adoption of the budget. A budget calendar should be included (noting both key operating and capital dates), although its format may vary.

BUDGET CALENDAR

August/September

• Identify Goals & Strategic Needs

October

• Capital Budget Manual sent out to Departments

November

- Capital Requests Submitted & Reviewed by Financial Planning Committee
- Operating Budget Request Manual sent out to Departments

December

- Town Administrator Reviews Requests and Develops Operating Budget
- Town Administrator & Financial Planning Committee Develop Capital Budget

January/February

- Proposed Capital Budget Presented to Appropriations Committee
- Preliminary Operating Budget Presented to Appropriations Committee

February/March

- Appropriations Committee Holds Public Budget Hearings with Departments
- Proposed Budget Presented to Board of Selectmen and Appropriations Committee

<u>April</u>

• Proposed Operating and Capital Budgets Presented to Annual Town Meeting

June/July

- June 30th Current Fiscal Year 2016 Ends
- July 1st Fiscal Year 2017 Begins
- State Budget typically passed with Final State Aid numbers (a/k/a "Cherry Sheets")

November

• Tax Classification Hearing & Final Tax Rate Set

Citizens Guide to the Budget

- Explains the Budget Process
- Provides a Budget Calendar
- Explains the anatomy of the document and how to read the budget

- Mandatory Criteria #7: The document shall present a <u>summary of major revenues and expenditures</u>, as well as other financing sources and uses, to provide an overview of the total resources budgeted by the organization.
 - o This criterion requires a summary of the revenues and other financing sources and expenditures and other financing uses of all appropriated funds in one place in the budget document. Other funds may be included in this schedule, but appropriated funds must be included. Both revenues and other financing sources and expenditures and other financing uses must be presented either (1) together in a single schedule OR (2) in separate but adjacent/ sequential schedules OR (3) in a matrix. Merely showing fund totals in a summary schedule is not proficient.

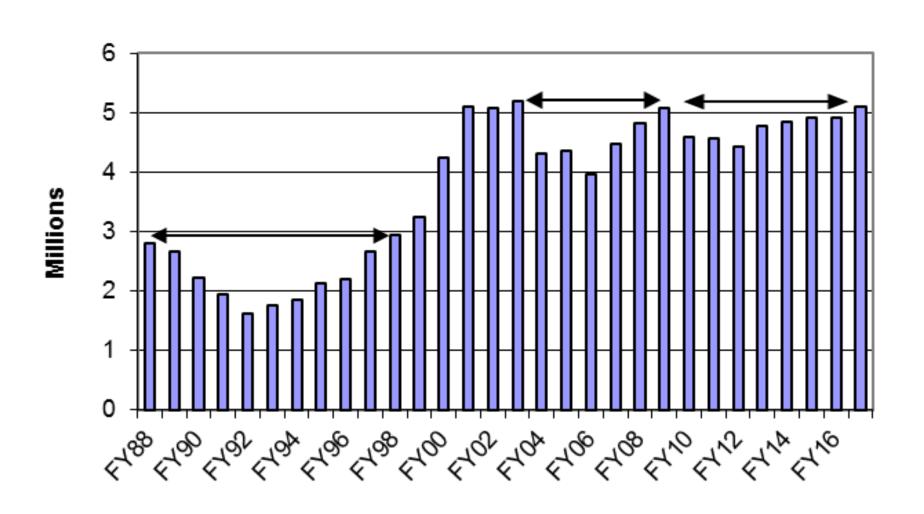
- Mandatory Criteria #8: The document must include summaries of revenues and other financing sources, and of expenditures and other financing uses for the prior year actual, the current year budget and/or estimated current year actual, and the proposed budget year.
 - This criterion requires a schedule(s) that includes both revenues and other financing sources and expenditures and other financing uses for at least three budget periods (prior year actual, current year, and budget year).

	FY2013	FY2014	FY2015	FY2016	FY2016	FY2017
	ACTUAL	ACTUAL	ACTUAL	BUDGETED	SIX MONTHS	PROPOSED
DEBT SERVICE						
Expenses						
59100 Principal/Long-term Debt	1,858,534	1,739,784	1,536,532	1,832,533	4,532	2,072,53
59150 Interest/Long-term Debt	593,226	567,248	514,191	765,888	329,298	851,11
59270 Interest/Temporary Loans	29,863	0	0	0	0	110,48
SUBTOTAL	2,481,623	2,307,032	2,050,723	2,598,421	333,831	3,034,13 ⁴

- Mandatory Criteria #9: The document shall include projected changes in fund balances, as defined by the entity in the document, for appropriated governmental funds included in the budget presentation.
 - This criterion requires that beginning and ending fund balances, as defined by the entity in the budget document, be shown for the budget year, as well as revenues, expenditures, and other financing sources/uses.
 - What is happening with stabilization fund, free cash?

- Mandatory Criteria #10: The document shall describe major revenue sources, explain the underlying assumptions for the revenue estimates, and discuss significant revenue trends.
 - This criterion requires that the major revenues of the appropriated funds in the aggregate be identified and described. If an outside source (e.g., another government or consulting firm) provides an estimate of the revenue for the budget year, that fact must be clearly stated.
 - o Taxes, State Aid, Local Receipts and Available Funds

Northborough State Aid FY1988-2017



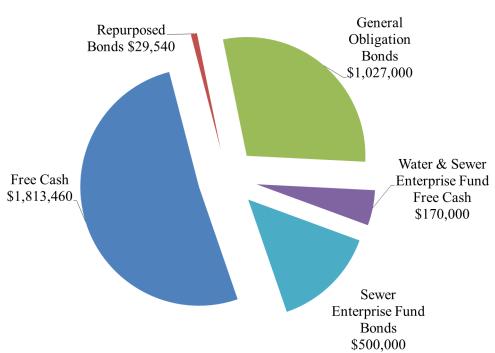
- Mandatory Criteria #11: The document should explain <u>long-range financial plans</u> and its effect upon the budget and the budget process.
 - This criterion requires the identification of long-range financial plans that extend beyond the budget year. The impacts of the long-range financial plan upon the current budget and future years should be noted.
 - o Five-year Financial Forecasts, Fiscal Indicators Report, etc.

Financial Trend Monitoring Report Summary

	Financial Indicator	FY2016
1	Property Tax Revenues	Favorable
2	Uncollected Property Taxes	Favorable
3	Revenues & Expenditures per Capita	Favorable
4	State Aid (Intergovernmental Revenues)	Unfavorable / Uncertain
5	Economic Growth Revenues	Uncertain
6	Use of One-Time Revenues	Favorable
7	Personnel Costs	Marginal / Stable
8	Employee Benefits	Favorable / Uncertain
9	Pension Liability	Unfavorable / Improving
10	Other Post Employment (OPEB) Liability	Unfavorable / Improving
11	Debt Service Expenditures	Favorable
12	Financial Reserves/Fund Balance	Favorable
13	Capital Investment—Overall fixed asset values	Favorable
14	Capital Investment—Pavement Management	Unfavorable

- Mandatory Criteria #12: The document should include budgeted <u>capital expenditures</u>, whether authorized in the operating budget or in a separate capital budget.
 - This criterion does not mandate any particular definition of "capital expenditures," only that whatever definition is being used by the entity be disclosed. After defining capital expenditures, the entity should indicate the total dollar amount of such expenditures for the budget year.
 - Current Fiscal Year Capital Budget and Six-year Capital Improvement Plan (CIP)

FY2017 CAPITAL FUNDING SOURCES



PROJI	ECTS BY DEPARTMENT	EXPENDITURE
Police		
	Police Cruiser Replacement	85,000
	Police Station Roof Replacement	90,000
	Police Subtotal	\$175,000
DPW:	Highway Division	
	Church Street Culvert Replacement	2,000,000
	Six-Wheel Dump Truck w/ Spreader & Plow	215,000
	Sidewalk Machine	180,00
	Roadway Improvements/Maintenance	300,00
	Highway Subtotal	\$2,695,000
DPW:	Sewer Enterprise Fund	
	Inflow & Infiltration (I&I) Study	500,00
	Sewer Enterprise Fund Subtotal	\$500,000
DPW:	Water Enterprise Fund	
	Valve Maintenance Trailer System	75,00
	One Ton Dump Truck w/Plow	95,00
	Water Enterprise Fund Subtotal	\$170,000
	TOTAL FY2017 CAPITAL BUDGET	\$3,540,000

			PROJEC	T DETAIL	SHEET				
Project Title: EN	NGINE 2 REPL	ACEMEN	Τ						
Department: Fir	e				Category:				
Description and Justif	fication:				_				
well beyond its expected Insurance Services Offic sustain its ISO rating of Engine 2 is currently the gallon portable water sto The 2005 Engine 1 will purchased and takes over	ce requires Northbo 4, which residentia e back-up reserve p orage tank and extra become the reserve	orough to main all and common umper and common a hose for are back-up pur	intain 3 pumping ercial fire insurar arries the "Jaws eas not served by mper once the ne	g apparatus in once rates are boot of Life," has a municipal wa	order to ased upon. 12,000 ater supply.				
RECOMMENDED I	FINANCING								
	Ì	Source	Total	·	Estim	ated Expendi	tures by Fisca	l Year	
		of	Six -Year	FY	FY	FY	FY	FY	FY
									1 1 1
		Funds	Cost	2016	2017	2018	2019	2020	2021
A. Feasibility Study		Funds	Cost	2016		2018	2019	2020	
		Funds	Cost	2016		2018	2019	2020	
		Funds	Cost	2016		2018	2019	2020	
B. Design C. Land Acquisition		Funds	Cost	2016		2018	2019	2020	
	ment	Funds	Cost	2016		2018	2019	2020	

Source Source	of Funds	Legend

G. Contingency

H. Other

(1) Operating Revenues

(3) State Aid

TOTAL

- (5) EMS Revolving Fund Fees
- (7) Sewer Enterprise Fund Fees

- (2) Municipal GO Bonds (4)
- (4) Trust Funds

\$688,000

(6) Free Cash / Other

\$688,000

(8) Water Enterprise Fund Fees

PROJECT DETAIL SHEET

Project Title:	BACKHOE
TIUICCI TIUC.	DACIMIOL

Department: DPW - Highway Category: 2B

Description and Justification:

DECOMMENDED EDIANCINO

Source of Funds Legend (1) Operating Revenues

(2) Municipal GO Bonds

This request is to replace a 2005 model backhoe that is used by the Highway Division. This backhoe is used for drainage and roadway repairs, plowing of streets throughout Town and digging graves in the cemeteries. The long reach of a backhoe is necessary to properly excavate (repair, maintain and install) drain pipes and structures (catch basins, manholes, culverts, swales, etc.) throughout Town. The useful life of these vehicles is 10 to 12 years, the existing backhoe is a 2005 model year and will be at least 11 years old when it is replaced. The picture to the right represents an example of new similar model backhoe and the cost is net of an anticipated trade-in value for the 2005 model of approximately \$15,000.

(3) State Aid

(4) Trust Funds



(7) Sewer Enterprise Fund Fees

(8) Water Enterprise Fund Fees

RECOMMENDED FINANCING								
	Source	Total Estimated Expenditures by Fiscal Year						
	of	Six -Year	FY	FY	FY	FY	FY	FY
	Funds	Cost	2016	2017	2018	2019	2020	2021
A. Feasibility Study								
B. Design								
C. Land Acquisition								
D. Construction								
E. Furnishings/Equipment								
F. Departmental Equipment	6	145,000	145,000					
G. Contingency								
H. Other								
TOTAL		\$145,000	\$145,000					

(5) EMS Revolving Fund Fees

(6) Free Cash / Other

- Mandatory Criteria #13: The document shall include financial data on current <u>debt obligations</u>, describe the relationship between current debt levels and legal debt limits, and explain the effects of existing debt levels on current operations.
 - Entities should describe their legal debt limits. The legal debt limits may be expressed in terms of total dollars, millage rates, or percentages of assessed value. A graph may supplement the calculation, but may not be a substitute for the calculation.
 - What are your policies regarding debt? Will you still be in compliance if you approve this capital budget?

Ratio of Net Debt Service to Total Budget



MOODY'S BOND RATING SYMBOLS

Aaa Aa1 Aa2 Aa₃ A1 **A2** A3 Baa1 Baa2 Baa3 Ba₁ Ba₂ Ba3 B1 B2 B3 Caa Ca

- Mandatory Criteria #14: A schedule or <u>summary</u> table of <u>personnel</u> or position counts for prior, current and budgeted years shall be provided.
 - This criterion requires a presentation of position counts or full time equivalents (FTEs) within the entity. Presentation may be by position and/or by summaries of positions. Position summaries within individual departments may supplement, but not be a substitute for, the position counts on the consolidated schedule.
 - Be consistent in how these are shown and link departmental tables to the summary table.

TOWN OF NORTHBOROUGH PERSONNEL SUMMARY FY2013-FY2017

Town Government	FY 2013 FTE	FY 2014 FTE	FY 2015 FTE	FY 2016 FTE	FY 2017 FTE	Change FY16-FY17
Executive Office	3.75	3.75	3.50	3.50	4.00	0.50
Public Buildings	0.50	0.50	0.50	0.50	0.50	0.00
Financial Offices	9.35	9.38	9.50	9.50	9.50	0.00
MIS/GIS	2.00	2.00	2.00	2.00	2.00	0.00
Town Clerk's Office	2.00	2.00	1.98	. 1	2.00	0.02
Planning & Conservation	3.73	3.73	2-	N	2.80	0.02
Police Department	27.50	28.50	-01		9.50	1.00
Fire Department	19.67	. ~ .	NO,	- 1	.41	0.88
Building Department	20	a15	7	///	2.80	0.00
Health Department	~11	3.73 28.50 S IS EYE		TAT.	2.20	0.00
Dog Officer	JI	-10	KIN	contract	contract	0.00
Dept. of Public Works	1	aye	18.48	20.48	20.48	0.00
Senior Center/COA	,	L'A	3.00	3.00	3.00	0.00
Library		9.36	9.40	9.60	10.28	0.68
Recreation	2.00	2.00	2.00	2.00	2.00	0.00
Family & Youth Services	1.96	1.96	1.96	1.96	1.96	0.00
Veterans' Services	0.29	district	district	district	district	0.00
Town Subtotal	106.78	108.61	109.00	112.33	115.43	3.10
School Department (K-8)						
K-5 Teachers	64.00	63.50	59.00	56.00	56.00	0.00
Grade 6-8 Teachers	33.40	32.90	33.40	33.00	33.00	0.00
Specialists	35.80	35.39	38.90	40.90	41.80	0.90
Special Education Staff	38.80	41.65	38.40	40.15	45.10	4.95
Administration	6.00	6.00	6.00	6.00	6.00	0.00
Support Staff	105.60	107.10	109.30	105.30	97.74	-7.56
K-8 Schools Subtotal	283.60	286.54	285.00	281.35	279.64	-1.71
Total Town & K-8 FTEs	390.38	395.15	394.00	393.68	395.07	1.39

FIRE DEPARTMENT

Personnel Summary

	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017
Position	FTE	FTE	FTE	FTE	FTE
Fire Chief	1	1	1	1	1
Fire Captain	4	4	4	4	4
Firefighter / EMT Basic	2	2	2	2	2
Firefighter / EMT Intermediate	1	1	1	1	1
Firefighter / Paramedic	9	10	10	11	12
Fire Marshal	0.25	0	0	0	0
Administrative Assistant	1	1	1	1	1
Office Assistant (ambulance billing)	0.18	0.18	0.18	0.18	0.18
Hazardous Materials Assistant	0.48	0.48	0.48	0.48	0.48
Call Firefighters	0.76	0.77	0.79	0.87	0.75
Total Full-time Equivalent	19.67	20.43	20.45	21.53	22.41

Concluding Thoughts

Benefits of pursuing the GFOA Distinguished Award

- Focuses the Financial Staff and Boards on a clear set of goals and standards to work toward
- Improves communication and support for the budget at all levels
- Minimizes criticisms that budget is not transparent or easily understandable by design
- Provides third party assessments and a process for continuous improvement

Concluding Thoughts

• Where/how to begin?

- Approach it incrementally in an agreed upon priority schedule negotiated between staff and board members
- Designate a point person or team
- O Develop and adopt comprehensive Financial Policies!
- Start standardizing information, especially personnel tables and organizational charts
- Create coherent "Budget Message," "Revenue Summary" and "Expenditure Summary" sections for the budget document
- Work with departments to standardize their individual budget submissions

Questions?



www.town.northborough.ma.us