



TOWN OF GROTON

173 Main Street
Groton, Massachusetts 01450-1237
Tel: (978) 448-1111
Fax: (978) 448-1115

Select Board

Matthew F. Pisani, *Chair*
Rebecca H. Pine, *Vice Chair*
Alison S. Manugian, *Clerk*
John F. Reilly, *Member*
Peter S. Cunningham, *Member*

Town Manager
Mark W. Haddad

SELECT BOARD MEETING
MONDAY, NOVEMBER 17, 2025
AGENDA
SELECT BOARD MEETING ROOM
2nd FLOOR
GROTON TOWN HALL

6:00 P.M. **Announcements and Review Agenda for the Public**

6:01 P.M. **Public Comment Period**

I. 6:05 P.M. **Town Manager's Report**

1. Consider Ratifying the Town Manager's Appointment of Jonathan Decker as Groton Water Superintendent
2. Consider Ratifying the Town Manager's Appointments of Brian Callahan to the Complete Streets Committee, Earth Removal Stormwater Committee and the Recycling Committee
3. Consider Ratifying the Town Manager's Appointments of James Fitzgerald and Martin Wallace to the Traffic Details Team
4. Consider Approving Amendments to the Town's Financial Policies as Recommended and Approved by the Finance Committee
5. FY 2027 Budget Update
6. Select Board Meeting Schedule Through the End of the Year

II. 6:10 P.M. **Items for Select Board Consideration and Action**

1. Consider Approving Stop Signs on Town Forest/Wharton Row and Whitman Road/Lovers Lane
2. Consider Approving a Fund Raising Letter
3. Consider Voting to Amend the Anticoagulant Rodenticide Home Rule Petition By Clarifying the Applicator Definition
4. Consider Approving a One Day Wine and Malt Beverage License for Broken Creek Vineyard for Groton Winterfest to be held on Saturday, December 6, 2025 from 12:00 p.m. to 4:00 p.m.
5. Consider Approving a One Day Wine and Malt Beverage License for the Friends of Prescott for Open Mic Night to be held on Friday, December 12, 2025 from 6:30 p.m. to 9:30 p.m.

III. 6:15 P.M. **Annual Tax Classification Hearing**

OTHER BUSINESS

ON-GOING ISSUES – **Review and Informational Purposes – Brief Comments - Items May or May Not Be Discussed**

- A. PFAS Issue
- B. UMass Satellite Emergency Facility
- C. Fire Department Staffing
- D. West Groton Dam

SELECT BOARD LIAISON REPORTS

IV. Minutes: **Regularly Scheduled Meeting of November 3, 2025**

ADJOURNMENT

Votes may be taken at any time during the meeting. The listing of topics that the Chair reasonably anticipates will be discussed at the meeting is not intended as a guarantee of the topics that will be discussed. Not all topics listed may in fact be discussed, and other topics not listed may also be brought up for discussion to the extent permitted by law.



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Town Manager
Mark W. Haddad

To: *Select Board*

From: *Mark W. Haddad – Town Manager*

Subject: *Weekly Agenda Update/Report*

Date: *November 17, 2025*

TOWN MANAGER'S REPORT

In addition to the Town Manager's Report, Items for Select Board Consideration and Action and a review of the Ongoing Issues List, there is one item scheduled on Monday's Agenda. It is that time of the year for the Select Board to conduct the Annual Tax Classification Hearing in advance of setting the Fiscal Year 2026 Tax Rate. Principal Assessor Megan Foster, along with members of the Board of Assessors will be in to provide the Select Board with information relative to this issue that will allow the Select Board to make an informed decision.

1. As you are aware, after twenty-five years of dedicated service to the Town as Water Superintendent, Tom Orcutt will be retiring at the end of the year. Replacing him is no small task, but I believe we have found someone who is in a good position to lead the Department. To fill the vacancy, I established a search committee made up of Water Commission Chair Jack McCaffrey, Select Board Member John Reilly, Human Resources Director Melisa Doig, DPW Director Brian Callahan, Waer/Sewer Business Manager Lauren Croy and Executive Assistant Kara Cruikshank to help review resumes and conduct initial interviews. In addition, the Water Commission conducted an interview of the finalist, as well as the Department Heads. Based on this Search, and with the unanimous recommendation of the Water Commission, I have decided to appoint Jonathan Decker of Essex to the position. Enclosed with this Report is a copy of Mr. Decker's cover letter and resume for your review. Mr. Decker will be a fine addition to the Water Department and will continue the great work of Tom Orcutt. Please consider this as my official notification of this appointment to the Board. I would respectfully request that you consider ratifying this appointment at Monday's meeting.
2. Now that Tom Delaney has officially retired, I need to appoint Brian Callahan to the various Committees that Tom served on. To that end, I have appointed Mr. Callahan to the Earth Removal Storm Water Committee and the Recycling Committee. I would respectfully request that the Board ratify these appointments at Monday's meeting. In addition, I would respectfully request that the Select Board appoint Mr. Callahan to the Complete Streets Committee. All terms to expire on June 30, 2026.

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Weekly Agenda Update/Report
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3. At the request of Police Chief Michael Luth, I have appointed James Fitzgerald and Martin Wallace to the Traffic Details Team. I would respectfully request that the Board consider ratifying these appointments at Monday's meeting.
4. The Finance Committee has completed its review of the Town's Financial Policies (Charter requires an annual review of the Policies). They made some minor changes to the Policies. I have attached a redlined draft of the Policies to this Report for your review. I would like to take a few minutes reviewing these changes with the Board and would then ask the Board to consider adopting the Revised Policies. We can discuss this in more detail at Monday's meeting.
5. With regard to this week's update on the Fiscal Year 2027 Proposed Operating Budget, I am pleased to report that we have held our annual budget kick off meeting. Department Heads are now in the process of developing their proposed FY 2027 Departmental Budgets. Budgets are due on December 1st and review meetings will take place on December 8th, 9th and 10th. In addition, I have had a preliminary meeting with Dunstable Town Administrator Jason Silva, GDRSD Superintendent Dr. Geoff Bruno and GDRSD Director of Business Sherry Kersey to discuss the creation of the FY 27 Budget. It was a very productive first meeting. We will continue to meet over the next few months as we refine the budget. I am planning on coming back to the Select Board and Finance Committee with an update at your last December, 2025 meeting or your first meeting of January, 2026. We can discuss this in more detail at Monday's meeting.
6. Please see the Select Board's Meeting Schedule that will take you through the end of the year:

Monday, November 24, 2025 -	Regularly Scheduled Meeting
Monday, December 1, 2025 -	No Meeting
Monday, December 8, 2025 -	Regularly Scheduled Meeting
Monday, December 15, 2025 -	Regularly Scheduled Meeting
Monday, December 22, 2025 -	Regularly Scheduled Meeting
Monday, December 29, 2025 -	No Meeting
Monday, January 5, 2026 -	No Meeting
Monday, January 12, 2026 -	Regular Scheduled Meeting

ITEMS FOR SELECT BOARD CONSIDERATION AND ACTION

1. DPW Director Brian Callahan and Police Chief Michael Luth are requesting that the Select Board amend the Traffic Rules and Orders by adding stop signs to create new four-way stops near 111 Wharton Row and 165 Wharton Row (as they intersect with Town Forest Road), as well as a stop sign at the intersection of Whitman Road and Lovers Lane. With the recent repaving of Town Forest and Wharton Row, several residents have requested the installation of four-way stops on Wharton Row. Police Chief Michael Luth believes that since these roads provide access to the Town Forest and with that many of the motorists are not from the area.

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1. **Continued:**

The unfamiliarity with the traffic patterns create unsafe conditions. He agrees with the residents that the new paving of these roads will invite higher speeds. He also believes that making these intersections four-way stops will increase safety. In addition, there is a lot of foot traffic at the Country Club during the summer (summer camps and pool use). A stop sign here will provide additional safety in the area. I have attached maps of the proposed stop sign locations to this Report for your review. I would respectfully request that the Select Board vote to amend the Traffic Rules and Orders and approve installation of these Stop Signs.

2. As you are aware, one of on-going goals of the Select Board is to create additional revenue streams to support the operation of Town Government, including the Groton Dunstable Regional School District. To that end, Select Board Member Pine has drafted a proposed fund-raising letter that she would like the Board to approve sending out to our various non-profit partners as well as posting it on the website and other prominent places in Town. Please note that Town Counsel is reviewing the letter with the Ethics Commission to make sure there is no conflict with issuing such a letter. I will have an update for the Board at Monday's meeting.

3. As you know, we have submitted the proposed Home Rule Petition to ban Second Generation Anticoagulant Rodenticides to the Legislature. House Counsel has reviewed the proposed Legislation has asked if the proposed Legislation is supposed to ban the use of these rodenticides to residential properties as well as commercial properties. Town Counsel does not read the draft bill as not covering homeowners. He did state if the Select Board wants to take that clarifying vote, it can do so. In addition, House Counsel is asking if the Select Board wants to change the definition of "licensed commercial applicator" to "certified applicator" as defined in 333 CMR 10. The definition would read as follows: *"Certified applicator", an individual who is certified under the provisions of section ten as authorized to use or supervise the use of any pesticide which is classified by the department as being for restricted use."* Town Counsel has reviewed the issue and states that the vote of Town Meeting allows the Select Board to vote to make both of these changes and recommends that the Select Board take this action. I would respectfully request that the Select Board vote to make these changes and authorize the Town Clerk to submit these changes to the Legislature.

4. I would respectfully request that the Board vote to approve a One Day Wine and Malt Beverage License for Broken Creek Vineyard for Groton Winterfest to be held on Saturday, December 6, 2025 from 12:00 p.m. to 4:00 p.m.

5. I would respectfully request that the Board vote to approve a One Day Wine and Malt Beverage License for the Friends of Prescott for Open Mic Night to be held on Friday, December 12, 2025 from 6:30 p.m. to 9:30 p.m.

MWH/rjb
enclosures

Town of Groton – FY2026 Tax Classification Hearing Summary

Purpose of the Hearing

To adopt the Town's FY2026 Tax Policy by allocating or classifying the tax levy among the property classes. The Select Board must vote whether to maintain a single tax rate or to shift a portion of the levy to the Commercial, Industrial, and Personal Property (CIP) classes. Additional votes include consideration of a Residential Exemption and a Small Commercial Exemption.

FY2026 Property Assessment Review

Fiscal Year 2026 was an Interim Revaluation Year. The Department of Revenue certified assessed values on October 29, 2025. Sales from Calendar Year 2024 were analyzed to establish FY2026 assessments. Groton achieved a median Assessment-to-Sales Ratio (ASR) of 95%, well within the DOR's acceptable range of 90% to 110%.

New Growth

New Growth was certified at \$33,996,860 in assessed value, generating \$518,452 in new tax levy growth based on the FY2025 rate of \$15.25. Growth reflects steady new construction and completions in residential areas such as Maple Avenue, Hayes Woods and Bluebird Lane, and condo projects like Shepley Hill and Hummingbird Lane. CIP growth included new personal property accounts added to the tax roll.

FY2026 Tax Rate Summary

Item	Amount
FY25 Levy Limit	\$38,135,363
2.5% Allowed Growth	\$953,384
New Growth	\$518,452
FY26 Levy Limit	\$39,607,199
Exclusions (Debt Exempt)	\$5,115,093
Maximum Amount to be Raised	\$44,722,292
FY2026 Proposed Tax Rate	\$14.78 per \$1,000 (Single Rate)

Classification Policy Options

1. Minimum Residential Factor: A factor of 1.0000 maintains a single tax rate. A lower factor shifts the levy toward CIP taxpayers. The FY2026 minimum allowable factor is 0.9767.

2. Residential Exemption: Shifts part of the residential tax burden from owner-occupied to non-owner-occupied properties. Only 16 communities statewide have adopted this option.



3. Small Commercial Exemption: Provides up to a 10% exemption for qualifying commercial parcels valued under \$1 million with fewer than 10 employees, shifting the tax burden to larger commercial and industrial properties.

Summary

Groton continues to experience balanced growth across residential and commercial sectors. The Assessing Department remains committed to ensuring equitable assessments and accurate tax administration. Adoption of the FY2026 Tax Classification Policy will establish the tax rate and ensure financial stability as the Town prepares for the FY2027 Certification Year.

Prepared by Megan Foster, Principal Assessor
Town of Groton – November 17 2025





► Fiscal Year 2026

Town of Groton Tax Classification Hearing

Presented by Megan Foster, Principal Assessor
November 17, 2025

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1

Purpose of the Hearing

To adopt the Town's Tax Policy by allocating or classifying the tax levy among the property types.

2



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Action Required by the Select Board

- ▶ Vote for a single tax rate or consider a shift of the tax levy from the Residential class to the Commercial, Industrial and Personal Property classes.
- ▶ Vote whether to adopt a Residential exemption.
- ▶ Vote whether to adopt a small commercial exemption.

3

Property Assessment Review

- ▶ Fiscal Year 2026 was an Interim Revaluation Year for the Assessing Department with the Department of Revenue certifying assessed values on October 29, 2025.
- ▶ Groton's Next Certification year is **FY 2027**.
- ▶ Arms length sales that occurred during the Calendar Year 2024 were used to establish the Fiscal Year 2026 Assessment.
- ▶ MGL requires that Assessors value properties at a median assessment to sales ratio (ASR) of 90% to 110%.
- ▶ For FY26, the Assessors used a median ASR of 95% for our largest class.

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Property Assessment Review (continued)

Property Class	101	102	Misc 103,109	104	105	111-112	130-132	300's
FY 2025 # of Parcels	3,277	341	26	135	10	13	442	90
ASR Statistics: Sale Prices/ FY 2026 Assessed Values								
Total # of Sales > \$1,000	118	30	2	9	1	1	16	7
# Arms-Length Sales	95	23	1	5	0	0	0	4
% AL Sales/Parcels	2.90%	6.74%	3.85%	3.70%	0%	0%	0%	4.44%
Median ASR*	0.95	0.96	0.99	0.97	0.00	0.00	0.00	0.93
COD*	7.06	2.31	0.00	6.68	0.00	0.00	0.00	7.77

Source: DLS LA15 Statistics

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Property Assessment Review (continued)

% Change in Average Assessments by Property Type

Property Type	FY25 Average	FY26 Average	% Change
Single Family	\$707,877	\$761,387	7.55%
Condominium	\$442,237	\$496,019	12.16%
Two Family	\$668,927	\$689,189	3.03%
Commercial	\$832,734	\$869,520	4.42%
Industrial	\$527,383	\$506,246	-4.00%
Personal Property	\$332,718	\$359,188	7.96%

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New Growth

- ▶ New Growth is defined by the DOR as a dollar increase in the annual levy limit that reflects additions to the community's tax base since the last fiscal year.
- ▶ New Growth was certified on October 29, 2025 at \$33,996,860 in Assessed value or \$518,452 in Tax Levy Growth (based on the FY25 tax rate of \$15.25).

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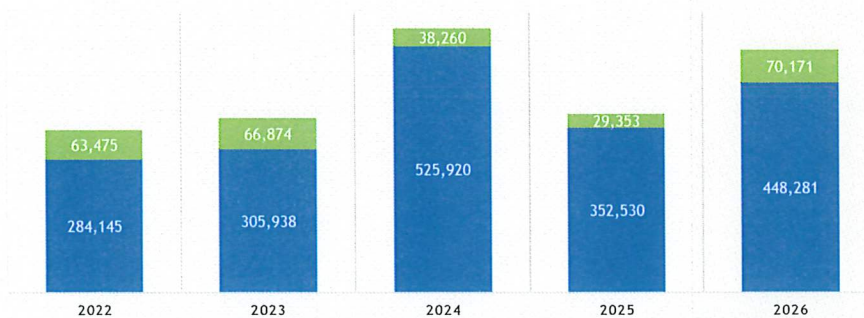


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New Growth Value

TOWN OF GROTON

■ Residential & Open Space ■ Commercial, Industrial, & Personal Property



Fiscal Year	Total New Growth
2022	347,620
2023	372,812
2024	564,180
2025	381,883
2026	518,452

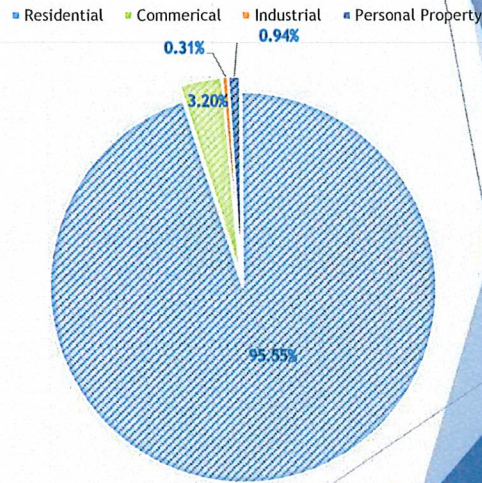
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Fiscal 2026 Value by Class

	Value	% of Levy
Residential	2,888,539,340	95.55%
Commercial	96,710,788	3.20%
Industrial	9,582,300	0.31%
Personal Property	28,375,920	0.94%
Total Value	3,023,208,348	100%



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Historical Percent of the Levy by Class

Fiscal Year	Residential % of Levy	CIP % of Levy
2022	94.26 %	5.74 %
2023	94.35%	5.65%
2024	95.07%	4.93%
2025	95.39%	4.61%
2026	95.55%	4.45%

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Establishing the Tax Rate

- ▶ FY25 Levy Limit: \$38,135,363
- ▶ 2.5% allowed growth: \$953,384
- ▶ New Growth: \$518,452
- ▶ FY26 Levy Limit: **\$39,607,199** (Baseline for FY27 calculations)

Exclusions: **\$5,115,093**

▶ High School (5/99)	\$110,389	Library Roof (2/20)	\$75,935
▶ Central Fire (4/14)	\$495,613	Flo Ro Constr (5/21)	\$472,025
▶ Senior Center (5/18)	\$477,938	Flo Ro Constr #2 (5/21)	\$1,457,983
▶ DPW Facility (5/19)	\$315,005	Flo Ro Constr #3 (5/21)	\$1,710,205

Maximum amount to be raised: **\$39,607,199 + \$5,115,093 = \$44,722,292**

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How the Tax Rate is Calculated

$$\frac{\text{FY 2026 Property Tax Levy}}{\text{FY 2026 Town's Taxable Valuation}} = \frac{\$44,683,019}{\$3,023,208,348} = 0.01478$$

or

\$14.78 per thousand dollars of assessed value if a uniform rate is selected tonight.

The Full shift of 1.5% = a \$14.44 residential tax rate and a \$22.17 Commercial/ Industrial/ Personal Property Tax Rate.

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Historical Tax Rate Year to Year

Year	Tax Rate
2017	\$18.26
2018	\$18.67
2019	\$18.11
2020	\$17.38
2021	\$17.60
2022	\$17.19
2023	\$15.64
2024	\$15.09
2025	\$15.25
2026	\$14.78

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Selection of Minimum Residential Factor

- ▶ A residential factor of 1 will result in the taxation of all property at the same rate (single tax rate).
- ▶ A residential factor of less than 1 increases the share of the levy raised by Commercial , Industrial and Personal Property (CIP) owners and reduces the share paid by the residential property owners (split tax rate).
- ▶ The minimum residential factor for the Town of Groton for Fiscal Year 2026 is 00.9767, as determined by the Massachusetts Department of Revenue.

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Source: DLS- LA-5 Options



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Residential Factor/ Split Tax Rate

- ▶ MGL Ch 40 § 56 allows a shift of up to 1.5 of the tax burden between the classes of property.
- ▶ The impact on the Property Class rate is as follows:

CIP Factor	Residential	CIP	Residential	Comm/Indust/PP (CIP)	Total
1.00	\$14.78	\$14.78	\$42,692,611	\$1,999,408	\$44,683,019
1.25	\$14.61	\$18.47	\$42,195,009	\$2,488,010	\$44,683,019
1.50	\$14.44	\$22.17	\$41,697,407	\$2,985,612	\$44,683,019

Source: DLS Options Table

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Average Property Examples

Single Tax Rate:

Avg. Single Family House Value =	\$761,387 x	\$14.78/1000	=	\$11,253.30
Avg. Commercial Value =	\$869,520 x	\$14.78/1000	=	\$12,851.51

Split Rate with CIP 125%:

Avg. Single Family House Value =	\$761,387 x	\$14.61/1000	=	\$11,123.86
Avg. Commercial Value =	\$869,520 x	\$18.47/1000	=	\$16,060.03

Split Rate with CIP 150%:

Avg. Single Family House Value =	\$761,387 x	\$14.44/1000	=	\$10,994.43
Avg. Commercial Value =	\$869,520 x	\$22.17/1000	=	\$19,277.26

To save the Residential taxpayer \$259 we would have to shift the burden to the Commercial taxpayer and increase their tax bill by \$6,426.

*Average values are rounded

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Historical Recap of Average Single Family Tax Bill

Year	Average Single Family Value	% Change of Value YOY	Average Single Family Tax Bill	\$ Change YOY	% Change YOY
2017	\$428,395	6.72%	\$7,822	\$283	3.75%
2018	\$428,624	0.05%	\$8,002	\$180	2.30%
2019	\$458,228	6.91%	\$8,299	\$297	3.71%
2020	\$498,184	8.72%	\$8,658	\$359	4.33%
2021	\$506,071	1.58%	\$8,907	\$249	2.88%
2022	\$535,100	5.74%	\$9,198	\$291	3.27%
2023	\$633,985	18.48%	\$9,916	\$718	7.81%
2024	\$694,934	9.61%	\$10,487	\$571	5.76%
2025	\$707,877	1.86%	\$10,795	\$308	2.94%
2026	\$761,387	7.56%	\$11,253	\$458	4.24%

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Selection of Open Space Discount

- ▶ There are no parcels in Groton currently classified as open space.
- ▶ Open Space is defined in Massachusetts General Law as:

MGL Chapter 59 Sec 2A(b) "Class two, open-space", Land which is not otherwise classified and which is not taxable under the provisions of chapters sixty-one, sixty-one A or sixty-one B, or taxable under a permanent conservation restriction, and land not held for the production of income but is maintained in an open or natural condition, which contributes significantly to the benefit and enjoyment of the public".

- ▶ The open space discount has a maximum discount of 25%.

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Residential Exemption

* This option must be established early in the year so that residents can apply for the Exemption prior to the setting of the tax rate.

- ▶ Must be owner-occupied, primary residence to qualify and must apply annually prior to the Classification Hearing.
- ▶ A residential exemption is a redistribution of the tax levy among Residential property owners.
- ▶ Typically, the intent of the Residential Exemption is to shift the tax burden to rental and vacation properties.
- ▶ Only 16 of 351 communities adopt a residential exemption:

Barnstable, Boston, Brookline, Cambridge, Chelsea, Everett, Malden, Nantucket, Provincetown, Somerset, Somerville, Tisbury, Truro, Waltham, Watertown, Wellfleet

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Granting a Small Commercial Exemption

- ▶ The Selectboard may adopt a small commercial exemption.
- ▶ This exemption is for commercial parcels (property class three) occupied by businesses with an average annual employment of not more than ten people during the previous calendar year and with assessed values of less than one million dollars.
- ▶ The intent of the exemption is to give a tax reduction to small commercial property owners at the expense of the larger commercial and industrial parcels.
- ▶ The Board can choose an exemption that reduces the taxable valuation of each eligible parcel by a percentage of up to 10%.

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Classification Vote Summary

▶ 1. Vote a Selection of a Minimum Residential Factor

A Factor of 1 yields a single rate and would result in a \$14.78 rate.

▶ 2. Vote on whether to adopt a Residential Exemption

With a low number of non-owner-occupied properties, this shifts a portion of the residential levy from lower-valued residential properties to higher valued properties.

Only 16 communities in the Commonwealth have a Residential Exemption.

▶ 3. Vote on whether to adopt a Small Commercial Exemption

This exemption is for commercial properties valued under \$1 million and occupied by business(s) with less than ten employees.

This exemption benefits property owners, typically not small business tenants.

This shifts up to 10% of the value of those properties to other commercial and industrial properties.

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Jonathan Decker
11 Pickering St
Essex, Ma 01929
Jondecker15@gmail.com 978-434-1503
8/2725

Town Manager & Board of Water Commissioners

Town of Groton

Dear Hiring Committee,

I am writing to express my interest in the Water Superintendent position with the Town of Groton. I hold a B.S. in Biomedical Science and a Massachusetts T4 Drinking Water Treatment Operator license. In my current role with the Haverhill Water Department, I oversee regulatory compliance for a state-certified laboratory, ensuring strict adherence to drinking water standards through scheduled maintenance, instrument calibration, chemical and microbiological testing, and reporting. This experience has provided me with a strong foundation in federal and state water regulations, plant operations, and maintaining public confidence in water quality.

In addition to treatment operations, I have supported administrative functions such as billing and invoicing, while also managing laboratory stock supplies, signing chain-of-custody receipts, and assisting with regulatory compliance scheduling. I have also gained familiarity with distribution system requirements as the weekly bacteria sampler, including maintaining minimum pressure levels and chlorine residuals. I am prepared to obtain the required Distribution II certification. My track record of achieving advanced licensing quickly demonstrates both my commitment to professional development and my ability to adapt to new responsibilities.

As a motivated candidate early in my career, I bring not only the technical qualifications but also the long term reliability to grow with the Town of Groton. I am eager to contribute my regulatory expertise, operational knowledge, and dedication to public service in ensuring safe, compliant, and efficient management of the municipal water supply. I would welcome the opportunity to discuss how my background and goals align with the needs of your Water Department.

Sincerely,
Jonathan Decker

Jonathan Decker

11 Pickering St Essex, Ma 01929 * (978) 434-1503 * jondecker15@gmail.com

Licensed Massachusetts **T4 Water Treatment Operator** with over 6 years of municipal water quality and laboratory experience. Skilled in regulatory compliance, system operations, and administrative support with a proven record of advancing quickly through state certification requirements.

Professional Experience

Haverhill Water Department – Haverhill, MA

Water Laboratory Technician | Sept 2021 – Present

- Maintain state certification as a municipal microbiological testing lab through rigorous compliance with MA DEP and EPA standards.
- Conduct routine microbiological and chemical testing of the distribution system and surface water sources, including IDEXX Colilert, slide staining, agar inoculation, photometry, titration, and ion-selective electrode analysis.
- Perform daily plant sampling and chemical dosage monitoring; communicate adjustments and compliance results directly with treatment plant operators.
- Oversee calibration, maintenance, and troubleshooting of laboratory instruments; manage chemical stocks and laboratory supplies.
- Accurately document and report water quality data using **WIMS (Water Information Management System)** and prepare regulatory compliance reports.
- Collaborate with supervisors on plant operations, compliance strategy, and laboratory audits.

Agri-Mark – West Springfield, MA

QA Laboratory Technician | Jul 2019 – Aug 2021

- Conducted ingredient screening, finished product testing, sanitation monitoring, and equipment calibration in a USDA-regulated facility.
Ensured compliance with **GMP** and **HACCP** programs; inspected to USDA standards to maintain product safety and quality.
 - Generated and reviewed QA documentation, ensuring accurate records for regulatory and audit purposes.
 - Supported cross-departmental communication between operations, sanitation, and management teams.
-

Jonathan Decker

11 Pickering St Essex, Ma 01929 * (978) 434-1503 * jondecker15@gmail.com

Certifications & Licenses

- Massachusetts Drinking Water Operator – **Treatment Grade IV**
 - Familiar with requirements for **Distribution Grade II** licensing; prepared to obtain certification promptly
 - OSHA, GMP, and HACCP trained
-

Education

University of New Hampshire – Durham, NH

Bachelor of Science in Biomedical Science: Medical & Veterinary Sciences, May 2019

Minor: Dairy Sciences

Relevant Coursework: Microbiology, Biochemistry, Organic Chemistry, Genetics, Physics

Laboratory Techniques: PCR, gel electrophoresis, colony morphology, nucleic acid extraction, spectrophotometry, differential staining, aseptic technique, experimental design

Leadership & Professional Development

Peer-Led Team Learning (PLTL), University of New Hampshire | 2016-2017

- Served as a **Chemistry Tutor** in a professor-led study group format.
- Facilitated collaborative learning, guided problem solving, and reinforced communication skills for groups of undergraduate students.
- Strengthened mentoring and leadership skills while supporting academic success of peers.

Cooperative Real Education in Agriculture Management, University of New Hampshire | 2017 – 2018

- Year-long experiential course managing a 25-head Holstein dairy herd.
- Gained **business management, leadership, and communication skills** through collaborative herd health decisions, production record analysis, and financial tracking.
- Worked in a team-based environment requiring responsibility, problem solving, and effective communication.

Professional References

Available upon request



SELECT BOARD POLICY

Policy Category:	Board
Policy Number:	BOA – 2019 – 8
Latest Revision Date:	January 8, 2024

POLICY NAME: **FINANCIAL POLICIES**

Introduction

The Select Board sets forth the following financial principles consistent with its responsibilities in Groton's Home Rule Charter. These principles provide a broad framework for overall fiscal planning and management of the Town of Groton's resources. In addition, these principles address both current activities and long-term planning. The principles are intended to be advisory in nature and serve as a point of reference for all policy-makers, administrators and advisors. It is fully understood that Town Meeting retains the full right to appropriate funds and incur debt at levels it deems appropriate, subject, of course, to statutory limits such as Proposition 2 1/2.

The principles outlined in this policy are designed to ensure the Town's sound financial condition, and seek to be in the best economic interest of the Town now and in the future. Sound Financial Condition may be defined as:

- Cash Solvency - the ability to pay bills in a timely fashion.
- Budgetary Solvency - the ability to balance the budget annually.
- Long-Term Solvency - the ability to pay future costs.
- Service Level Solvency - the ability to provide needed and desired services.
- Public Confidence - the ability to garner public support for decisions that promote financial stability.

It is equally important that the Town maintain flexibility in its finances to ensure that the Town is in a position to react and respond to changes in the economy and new service challenges without measurable financial stress.



SELECT BOARD POLICY

General Financial Guidelines

1. Financial discussions shall be open and inclusive. The Town is committed to regular financial forecasting, independent audit, and periodic public review of financial details and ratification of decisions by Town Meeting.
2. The Town will avoid budgetary procedures that balance current obligations at the expense of meeting future years' needs, such as postponing expenditures or accruing future years' revenues. Long and short-term debt will be scheduled with careful attention to the Town's capital needs plan and managed in such a way as to avoid excessive issuance costs.
3. Ongoing operating costs will be funded by ongoing operating revenue sources. This protects the Town from fluctuating service levels and avoids concern when one-time revenues are reduced or removed. The Town Manager and the Department of Finance shall collaborate with the Finance Committee to prepare, maintain and present to the Select Board and Town Meeting a five-year financial plan for the Town.
4. The Town will maintain a Stabilization Fund as one of its two primary financial reserves. It shall be the goal of the Town to achieve and maintain a balance of at least 5% of the Town's current line-item budget.
5. The Town will maintain a Municipal Capital Stabilization Fund to defray the cost of new equipment, building maintenance, and capital improvements to town land and buildings to the extent that these costs may be funded by the Fund's balance. (See Debt Management Policies for costs exceeding the Fund's balance, which may be funded by borrowing.) It shall be the goal of the Town to maintain a balance in this fund of a minimum of 1.5% of the Town's current line-item budget, with the objective to grow the fund to support near term and cover longer term needs.
6. The Town will continue to maintain a Conservation Fund to be used primarily in-part for the purchase of land, ~~or~~ conservation restrictions or agricultural preservation restrictions on lands that exhibit high value for protection because they contain important natural resources. The Conservation Commission is responsible for formulating and prioritizing a list of such parcels so that a plan may be established for future purchases. The Conservation Commission shall present an annual report to the Select Board and Finance Committee detailing the Fund's balance, and list of expenditures in the previous year. It shall be the goal to maintain a balance in the Conservation Fund of at least 2% of the Town's current line-item budget, exclusive of Enterprises and the Community Preservation Fund; and to the extent possible, deposits to the Conservation Fund should come from the Community Preservation Surtax.



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7. The Town shall maintain a Community Preservation Fund in accordance with the current law. The fund will be managed in a manner that will guarantee payment of current debt service prior to approving new capital costs. Borrowing shall be managed in order to assure that no more than a total 75% of CPA receipts, not including annual contributions to the fund by the Commonwealth, are dedicated to debt service in compliance with Massachusetts Department of Revenue IGR 00-209 and File #2004-464.
8. The Town shall monitor its Special Revenue Funds (Gifts, Grants, and Trusts) and its Enterprise Funds to assure the solvency of these funds and avoid undue stress on the general fund. To this end, a) Enterprise policies shall require that rates be set to ensure revenues are sufficient to fund all operating costs and debt service and fund retained earnings, unless there is an explicit policy implemented by the Town to provide General Fund support to the Enterprise. In addition, b) Enterprise policies shall include a goal for the targeted amount of retained earnings. The goal shall include amounts considered appropriate to fund unexpected occurrences and emergencies and expenditures necessary to meet change in law requirements, to fund capital and operating reserves, and to serve as a rate stabilization reserve. The policies shall also include a goal for debt limitations consistent with the Town's general goals. In addition, c) the Town shall not enter into contracts for reimbursable and/or matching grant liabilities whose aggregate total exceeds 1.5% of the Town's current line-item budget, unless the Town Manager receives prior approval from the Select Board and Finance Committee.
9. The Select Board and the Finance Committee shall review the financial policies annually, seeking input from financial staff and advisors. This review should take place by October 1st of each year.
10. Investment practices will be in accordance with the Town's "Investment Policy".



SELECT BOARD POLICY

TOWN OF GROTON FREE CASH POLICY

I. PURPOSE AND SCOPE

The Town's Excess and Deficiency (E&D) Fund "Free Cash" is the result of the calculation, as of July 1, of Groton's remaining, unrestricted funds from its operations of the previous fiscal year based on the balance sheet as of June 30. It typically includes receipts in excess of revenue estimates and unspent amounts in departmental budget line items for the year just ended, plus unexpended free cash from previous years. Free Cash plays an important role in allowing Groton to sustain a strong credit rating. The purpose of this policy is to provide guidance on the use of Free Cash to fund certain expenditures

II. POLICY

1. As a nonrecurring revenue source, spending from the E&D account is allowed for any lawful municipal purpose, however, it should be restricted to paying one-time expenditures, funding capital projects, or replenishing other reserves.
2. The Town should strive to maintain an E&D account balance in an amount equal to one (1%) percent of its current Town's current line-item budget. This amount is in addition to the policy of having the Stabilization Fund equal five (5%) percent of the Town's current line-item budget.
3. The Town should strive to maintain a Municipal Capital Stabilization Fund (excluding the Town created GDRSD Capital Stabilization Fund) balance at 1.5% of the Town's current line-item budget with the goal to grow the fund to support near term and cover longer term needs.
4. The E&D account balance shall be maintained through the use of fiscally responsible revenue projections and departmental spending.
5. The E&D account balance can be expended at the discretion of Town Meeting for the following purposes:
 - a. To Replenish the Stabilization Fund, replenish and grow the Capital Stabilization Fund and fund the Town created Groton-Dunstable Regional School District's Capital Stabilization Fund.
 - b. To pay employee incentives (i.e. ~~health-savings-accounts, health-reimbursement accounts,~~ merit increases) contingent on the availability of a sufficient E&D account balance.



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- c. To fund an annual contribution to the Other Post-Employment Benefits (OPEB) liability trust fund.
- d. To fund one-time projects proposed by the Select Board and Finance Committee.
- e. Offset the Tax Rate.



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TOWN OF GROTON DEBT MANAGEMENT POLICY

Introduction

The use of long-term debt is a common and often necessary way for a community to address major infrastructure and equipment needs. It is also a means of spreading the cost of large capital projects over a larger, changing population base. However, when a local government incurs long-term debt, it establishes a fixed obligation for many years. Accumulation of such fixed burdens can become so great that a local government finds it difficult to pay both its operational costs and debt service charges. Great care and planning must therefore be taken when incurring long-term debt to avoid placing a strain on future revenues. The purpose of this policy is to establish guidelines governing the use of long-term debt. Massachusetts General Laws, Chapter 44, Sections 7 & 8 regulate the purposes for which municipalities may incur debt and the maximum maturity for bonds issued for each purpose. Massachusetts General Laws, Chapter 44, Section 10, specifies that the debt limit for towns is 5% of Equalized Valuation.

Capital Funding Guidelines

The Town's long-term debt strategies will be structured to reflect its capital needs and ability to pay. The Capital Stabilization Fund (see "Overall Financial Policies", #5) will be used in conjunction with regular financial forecasting to maintain overall borrowing costs at a reasonable level (see Debt Limitations below). The Town will not, in general, bond projects or aggregate funding of multiple projects/purchases that fall within the funding ability of the Capital Stabilization Fund. Except for emergency needs, the Town will plan its funding for major capital purchases or improvements by utilizing both the timing of debt acquisition and the length of term for debt repayment in a manner which allows the Town to remain within the guidelines for annual debt service (see Debt Limitations below).

Bond Rating

The community's bond rating is important because it determines the rate of interest it pays when selling bonds and notes. Other things being equal, the higher the bond rating, the lower the interest rate. Bond analysts (Moody's, Standard & Poor's, Fitch) typically look at four sets of factors in assigning a credit rating:

- Debt Factors: debt per capita, debt as a percentage of equalized valuation and rate debt amortization.
- Financial Factors: operating surpluses or deficits, free cash as a percent of revenue, state aid reliance, property tax collection rates, and unfunded pension liability.



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- Economic Factors: property values, personal income levels, tax base growth, tax and economic base diversity, unemployment rates and population growth.

- Management Factors: governmental structure, the existence of a capital improvement plan, the quality of accounting and financial reporting, etc.

The Town will continually strive to improve its bond rating through sound financial management, improved receivables management, accounting and financial reporting and increased reserves, such as the Stabilization Fund.

Debt Limitations

General Fund Debt Service: A limit on debt service costs as a percent of the Town's total budget is especially important because of Proposition 2½ constraints on town's budget. At the same time, the community's regular and well-structured use of long-term debt symbolizes the municipality's commitment to maintaining and improving its infrastructure. The Town of Groton is committed to a debt service budget equal to 5% of the Town's current line-item budget, exclusive of Enterprise funded debt, Community Preservation funded debt and debt service excluded from Proposition 2 1/2. The Town will also, by policy, establish a debt service "floor" of 3% of the Town's current line-item budget, as an expression of support for continued investment in the town's roads, utilities, public facilities and other capital assets. In order to maintain these benchmarks, the Town should schedule future debt service to coincide with maturing debt service. To maintain this floor, if debt service is projected to fall below 3% of the Town's current line-item budget, that amount below shall be expended on one-time pay-as-you-go capital or shall be appropriated to the Capital Stabilization Fund.

Debt Maturity Schedule: As previously stated, Chapter 44 of the General Laws specifies the maximum maturity for bonds issued for various purposes. However, a town may choose to borrow for periods less than the statutory limit. The Town of Groton is committed to establishing an average debt maturity goal of 10 years. This can be accomplished through more aggressive amortization of new debt service and shortening terms for existing debt when the option to refinance a bond becomes available. (It should be noted that revenue supported debt service for water and sewer projects will not be subject to this objective.)

Debt Strategies

Alternative Financing Strategies: The Town will continually pursue opportunities to acquire capital by means other than conventional borrowing; such as grants and low- or zero-interest loans from state agencies, such as the Mass Water Pollution Abatement trust (MWPAT) or the MWRA.



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Debt Issuance: The Town will work closely with the Town's Financial Advisor and Bond Counsel to ensure that all legal requirements are met and that the lowest possible interest rate can be obtained.

Enterprises: Any debt issued for the benefit of the Town's enterprise funds is to be paid from service revenues, unless there is an explicit direction from Town Meeting to contribute General Fund support of the debt service.

Capital Planning: No projects are to be funded by debt authorized by Town Meeting unless those projects have been incorporated in to and vetted by the Town's capital planning process.

Lease-Purchase Financings - any lease purchase agreements, financings, etc., utilized by the Town shall be considered debt for the purposes of this policy and shall be subject to all the constraints cited herein.



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TOWN OF GROTON POLICY FOR THE FUNDING OF OTHER OBLIGATIONS

Introduction

Under Massachusetts General Laws, the Town is currently funding its unfunded pension liability through its participation in the Middlesex County Regional Retirement System. The Town also has the responsibility to fund its Other Post-Employment Benefits (OPEB) liability.

The Town will utilize the following policy towards that end:

Policy Guidelines

Independent Evaluation of Liability: The Town will have its liability measured by an outside consultant every second year; with interim evaluations done yearly for the purposes of updating the total liability.

Limitation of Retiree Health Care Costs: The Town has adopted the requirements of Section 18A of Chapter 32B, which serves to limit liability for retiree health insurance by utilizing the benefits of Medicare and thereby shifting some of the cost away from local funding.

OPEB Funding Plan:

PURPOSE

To provide the basis for a responsible plan for meeting the Town's obligation to provide other post-employment benefits (OPEB) to current and future retirees, this policy provides guidelines designed to ensure OPEB sustainability and achieve generational equity among those called upon to financially support OPEB, thereby avoiding transferring costs into the future. This policy is adopted in compliance with Governmental Accounting Standards Board (GASB 74/75) and Massachusetts General Law, Chapter 203C, §3 and Massachusetts General Law, Chapter 32B, §20.

APPLICABILITY

This policy encompasses OPEB-related budget decisions, accounting, financial reporting, and investment. It applies to the Select Board, Finance Committee and Town Manager in their budget decision making responsibilities. This Policy also applies to the OPEB related duties of



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the Finance Team members, including the Town Accountant, Town Treasurer-Tax Collector, Principal Assistant Assessor, Human Resources Director and Executive Assistant to the Town Manager.

BACKGROUND

In addition to salaries, the Town of Groton compensates employees in a variety of other forms. Many earn benefits over their years of service that they will not receive until after retirement. A pension is one such earned benefit. Another is a set of retirement insurance plans for health and life. These are collectively referred to as other post-employment benefits or OPEB.

OPEB represents a significant liability for the Town that must be properly measured, reported, and planned for financially. As part of the long-range plan to fund this obligation, the Town established an OPEB Trust Fund, which allows for long term asset investment at higher rates of return than those realized by general operating funds. This fund is managed by the Town Treasurer.

POLICY

The Town of Groton is committed to funding the long-term cost of the benefits promised its employees. To do so, the Town will accumulate resources for future benefit payments in a disciplined, methodical manner during the active service life of employees. The Town will also periodically assess strategies to mitigate its OPEB liability. This involves evaluating the structure of offered benefits and their cost drivers while at the same time avoiding benefit reductions that would place undue burdens on employees or risk making the Town an uncompetitive employer.

A. Accounting and Reporting

The Town Treasurer, responsible for oversight of the investment portfolio, has designated Morgan Stanley Bartholomew and Company as investment manager of the trust assets. The Treasurer will manage the fund's contributions and disbursements and monitor the account and investment activity reports. On an annual basis, the Finance Team will meet to review the Trust's investment policy to ensure conformance with the State's prudent investor laws, and to review investment strategy, performance and fees.

The Town Accountant will obtain actuarial analyses of the Town's OPEB liability every two years and will annually report the Town's OPEB obligations in financial statements that comply with the current guidelines of the Governmental Accounting Standards Board.

The Town Manager shall ensure that the Town's independent audit firm reviews compliance with the accounting and reporting provisions of this policy as part of its annual audits and will report on these to the Select Board.



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B. Mitigation

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

C. Funding

To address the OPEB liability, decision makers shall analyze a variety of funding strategies and subsequently implement them as appropriate with the intention of fully funding the obligation. The Town shall derive funding to invest in the OPEB Trust from taxation, free cash, retained earnings, and any other legal form. Among strategies to consider for funding the obligation:

- Determine and commit to appropriating an annual portion of Free Cash and available Tax Capacity.
- Determine and appropriate annually the amount necessary to prevent the net present value OPEB Liability from increasing.
- When a new position is created, determine the OPEB liability for the position and appropriate annually the anticipated OPEB liability of the position, in addition to the annual cost of the position.
- When the Town's Unfunded Pension Liability is fully funded in 2035, the Town will appropriate such savings to the Town's OPEB Trust to reduce its OPEB Liability.



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TOWN OF GROTON POLICY FOR THE REVIEW OF BUDGET PERFORMANCE

Introduction

The Town Charter requires the Town Manager to present a balanced budget to the Select Board and the Finance Committee six months prior to the beginning of each fiscal year; in effect by January 1st. Prior to the formulation of the Budget, the Select Board, Finance Committee and Town Manager shall meet prior to October 1st to determine budgetary goals for the ensuing Fiscal Year. The initial budget is developed in conjunction with the Town's Department Managers and reviewed in several public meetings as well as formal public hearings, culminating in ratification by Town Meeting. The Town utilizes specific line items for its budget, each line considered a separate and distinct appropriation. In order to monitor expenditures and assure the integrity of the overall budget, regular review and management direction is required, as outlined in the policy guidelines below.

Policy Guidelines

Line-Item Appropriation Review: Each Department Manager or elected/appointed Board/Commission is required to monitor expenditures, and local receipts revenue if applicable, relevant to that governmental area's operation. The Accounting Department will provide budget variance reports at least monthly as a management tool to aid periodic monitoring.

Total Budget Review: The Town Manager will review the monthly variance reports for all departments/cost centers; and the Town Accountant will provide ongoing oversight. There will be periodic presentation of the budget status to the Select Board and Finance Committee; this presentation to occur at least quarterly.

Reserve Fund: The Town will include a budgetary reserve fund equal to ~~approximately 1% of the total general fund appropriations less the assessments to the district schools~~ \$150,000 which will be under the management of the Finance Committee to account for extraordinary or unforeseen expenses.

Line-Item Transfer: The budget will be reviewed twice each year by the Town Manager in conjunction with the Town Accountant and the Finance Committee for opportunities to re-balance the original budget. Such reviews will take place prior to the fall and spring annual town meetings and any transfers will be publicly debated and subsequently ratified by Town Meeting. Fiscal year-end transfer requests (permitted between May 1st and July 15th of each year



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pursuant to MGL Chapter 44, section 33B) will be presented at an open, joint meeting of the Finance Committee and Select Board, and require approval of both boards.

TOWN OF GROTON POST ISSUANCE COMPLIANCE POLICY

OBJECTIVE OF THE POLICY

The objective of this policy is to ensure compliance with federal tax law and regulations pertaining to the use of tax-exempt governmental purpose bonds and to the use of property, projects and equipment funded with tax-exempt governmental purpose bonds.

This document is to encompass the following:

- The use of bond proceeds (and the term "bond", except as otherwise indicated, includes notes, bonds and tax-exempt lease purchases issued by the Town);
- The use of property, projects, equipment, etc. funded with tax-exempt bond proceeds;
- The timely expenditure of bond proceeds;
- Compliance with arbitrage yield restriction rules and with the calculation and timely payment of arbitrage rebate payments, as required;
- Filing requirements;
- The reserve of funds in anticipation of a rebate payment requirement;
- Collection and retention of necessary documentation; and
- Resolution of problems.

RESPONSIBILITIES OF THE PARTIES INVOLVED

The Town Treasurer shall be responsible for implementing this policy. The Treasurer will be assisted by:



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- The Town Accountant, who is responsible for recording expenditures and interest earnings and for reviewing and approving contracts entered into by the Town;
- The Town Manager, who is the Chief Procurement Officer, or a designated subordinate has ultimate responsibility for the implementation of Town capital projects and disposition of Town property; and
- The Chief Procurement Officer, if other than the Town Manager, who has the responsibility for procuring service and management contracts and overseeing the acquisition and disposition of Town property.

It is the Treasurer's responsibility to convey to each party the Treasurer's expectations as to their performance relating to project implementation, project expenditures, documentation, and information required by the Treasurer to remain in compliance with applicable tax law. Since all the responsible parties participate in the issuance of Town bonds, the Treasurer will provide direction to those responsible parties during the process of issuing bonds, at the time of the delivery of bond proceeds, and after the delivery of bond proceeds but prior to the final maturity of the bonds,

SCOPE OF THE POLICY AND PROCEDURES

The following sections outline the scope of the policy and procedures for which the Treasurer is responsible:

Use of bond proceeds and bond funded property -

It is the Treasurer's responsibility to monitor and ensure the proper use of bond proceeds and bond funded property.

The proper use of tax-exempt bond proceeds and the proper use of bond-funded property, projects, equipment, etc., (hereafter "property"), will be confirmed and documented through Bond Counsel's review prior to the issuance of tax-exempt bonds and will be addressed in the legal opinion issued by Bond Counsel and in the Tax Certificate (or Non-Arbitrage Certificate) prepared by Bond Counsel as part of the final bond transcript.

There are further requirements associated with the proper use of bond financed projects and of the use of bond proceeds included in the Massachusetts General Laws and in the regulations imposed by the Department of Revenue regulations. Although these requirements are not part of federal tax law, the requirements do dictate how bond funded property is to be disposed of or how it might be used in a manner other than originally contemplated.



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The continued proper use of property funded with tax-exempt bond proceeds will be monitored by the Treasurer through an annual reminder of such to appropriate Town officials and through the review of any Town proposals considering the change in use of the property or Town procurements relating to such property. The procurement of service contracts, management contracts and leases for the limited use of Town property should also be reviewed by the Treasurer. The Treasurer will be responsible for managing any remedial actions, if required,

Timely expenditure of bond proceeds -

The Federal Tax Code sets explicit expectations relating to the expenditure of bond proceeds. There are certain "safe harbors" for small issuers. If expenditure expectations for small issuers are not met, the unexpended bond proceeds must be yield restricted. There are also expenditure thresholds to be satisfied for bonds issued where the Town cannot use the "small issuer" exemption. If these thresholds are not met, the Town may be required to rebate its positive arbitrage earnings to the Federal Treasury.

It is the responsibility of the Treasurer to review the expenditure requirements cited in the Tax Certificate and to monitor the expenditure of bond proceeds until all funds are expended.

Arbitrage yield restriction and rebate -

It is the responsibility of the Treasurer to manage yield restricted investments. It is the responsibility of the Treasurer to determine rebate exposure; to procure arbitrage calculation services; to make rebate payments, as required, to the Federal Treasury; and to prepare 8038-T forms for such purposes. It is also the responsibility of the Treasurer to reserve funds for such rebate payments, as appropriate, and to report the rebate liability to the Town's Independent Financial Auditor.

Filing requirements -

The proper filings of forms 8038-G and 8038-GC are essential with every tax-exempt financing. All 8038-G's and 8038-GC's are to be signed by the Town Treasurer. No other official in the Town is authorized to execute these forms.

It is the responsibility of the Treasurer to ensure rebate payments, if required, are made on a timely basis. Such payments must be made within 60 days of the maturity of a note; within 60 days of the fifth anniversary, and multiples thereof, of the issue of a bond; and within 60 days of the final maturity of a bond. The payment of a rebate is to be accompanied by and documented on the form 8038-T.

Documentation -



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It is the responsibility of the Treasurer to ensure all proper documentation is produced and retained as required. Such documentation will include, but not necessarily be limited to, the following:

- Tax Certificates or Non-Arbitrage Certificates.
- Note and Bond transcripts.
- Form 8038-G's and 8038-GC's.
- Projected expenditure cash flows prepared for each financing prior to issue.
- The record of the expenditure of funds.
- The record of the investment earnings on unexpended bond proceeds prior to full expenditure.
- Yield restricted investments, as required.
- Rebate calculations, rebate payments, and Form 8038-T, as required.
- The list of projected tax-exempt financings during each calendar-year.
- Management contracts.

If a problem occurs -

It is the responsibility of the Treasurer to address violations associated with any tax-exempt financing when violations are discovered. The violation may be addressed through the Voluntary Compliance Agreement Program (VCAP). Alternatively, remedial action may be required under Section 1.141-12 of the Internal Revenue Service regulations. The Treasurer shall consult with the Town's Bond Counsel and/or Financial Advisor as appropriate.

PROCEDURES TO BE FOLLOWED BY THE TREASURER

The following procedures are to be followed by the Treasurer. Procedures to ensure proper use of tax-exempt funds:

In the process of preparing for a bond or note sale, the Treasurer will provide information to Bond Counsel pertaining to the proper use of the property being acquired with tax-exempt funds. Prior to the distribution of the Preliminary Official Statement, the Treasurer shall meet with appropriate Town officials, including at minimum the Town Manager and the Select Board,



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to review the information provided to Bond Counsel, to review the intended use of the bond proceeds and the property funded and to determine whether there are any contemplated uses of the property that might be inconsistent with the use of tax-exempt funds. The Treasurer shall document this meeting in a memorandum to file.

Procedures to ensure compliance with the use and expenditure of note and bond proceeds at the time of sale:

At the time of the sale of notes and bonds, it is assumed that the projected use of proceeds and the use of the property being funded are in compliance with the Federal tax code. It is reasonable to rely on the scrutiny of Bond Counsel and the documentation that accompanies each financing, based on the information provided to Bond Counsel.

With the completion of a financing, the Treasurer is to compile and maintain a separate file associated with the financing. This documentation will typically include the following:

- The bids results, the final numbers, and the quantitative rationale for the use of credit enhancement.
- The transcript for the financing, which, at minimum, should include the tax certificate (non-arbitrage certificate). The tax certificate should include a description of use of funds, the identification of the expenditure test to which the bonds are subject, and the arbitrage yield.
- The form 8038-G or 8038-GC.
- The projected expenditure cash flow by purpose, as provided to Bond Counsel prior to the issuance of the bonds. The cash flow is to be for each purpose, projecting the expenditure of funds on at least a semi-annual basis, until all funds are expended. If the bonds are subject to certain expenditure thresholds, the cash flow should present the amount of proceeds that should be expended at each threshold. The cash flow should be adjusted to reflect an issue amount that might be in excess of the amount originally included in the cash flow (for example, a large original issue premium).
- Any other notes prepared by the Treasurer, as applicable, relating to the monitoring of the expenditure of funds and use of the property.

The Treasurer shall establish one or more bank accounts for the purposes funded to allow for the tracking of the expenditure of fund so it is necessary that the account documentation be able to show every payment made by amount and date and every credit of interest earnings by amount and date. If all the purposes are co-mingled in one account, there should be a separate recording of expenditures and investment earnings by purpose by the Town Accountant.



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As required under the Massachusetts General Laws, all interest earnings shall be credited and released to the General Fund when earned.

All such account documentation should be maintained for six years after final maturity of bonds.

Procedures to monitor the rate of expenditure of bonds -

To monitor the expenditure of bond proceeds, the Treasurer shall perform the following review:

- At the end of each fiscal year, and within thirty days of the final maturity of any note or bond, the Treasurer shall review the expenditure account and check for compliance with the required expenditure thresholds.
- The Treasurer shall assess the likelihood of continued compliance with the expenditure thresholds, or if a threshold has not been met, assess the likelihood of positive arbitrage.
- If the Treasurer believes the expenditure thresholds have not been met and/or will not be met, and also expects there will be investment earnings in excess of the arbitrage yield, then the Treasurer is to reserve an amount estimated to represent a future rebate payment or, as applicable, to request an appropriation of Town Meeting for the rebate payment.
- The Treasurer is to continue to monitor expenditures at the end of each fiscal year, or at the maturity of an issue, until all funds are expended.
- If after the maturity of a note or bond, the Treasurer determines that a rebate is likely payable to the Federal Treasury, the Treasurer shall procure the services of a firm to calculate the rebate and thereafter make payment in a timely fashion.

Thus, in addition to the documentation compiled at the closing of the bond, the Treasurer shall add the following additional documentation:

- The record documenting expenditures until the next time a review is performed.
- As applicable, any rebate calculations performed.
- As applicable, any Forms 8038-T prepared.

When all the funds are expended, the Treasurer shall accumulate all appropriate documentation and retain it until six years after the final maturity of the financings that funded the property.

Procedures associated with the investment of bond proceeds -



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Unless funds are subject to yield restriction, the Treasurer shall be responsible for the investment of bond proceeds as deemed appropriate. If investment contracts are purchased at the time of the delivery of bond proceeds, such contracts shall be procured under the scrutiny of Bond Counsel.

Procedures associated with procurement of investments associated with a bond issue -

It is the responsibility of the Treasurer to ensure other investments made relating to a bond issue (such as investments purchased to fund an escrow for a current or advance refunding) are procured in accordance with applicable tax regulations.

Procedures to ensure compliance with the use of service contracts and management contracts -

The Chief Procurement Officer shall forward all Requests for Proposals for service and/or management contracts for review by the Treasurer. The Treasurer shall provide appropriate direction to the Chief Procurement Officer relating to private activity issues associated with service and management contracts. As required, the Treasurer shall request advice from the Town's Bond Counsel and/or Financial Advisor.

Procedures to ensure compliance with lease purchases -

At the beginning of each fiscal year, the Treasurer shall inform all Town Department Heads and other Town officials that no lease purchase contracts are to be entered into without the approval of the Treasurer. In addition, the Treasurer shall inform them that the forms 8038-G and 8038-GC are only to be signed by the Treasurer.

Procedures to ensure compliance with the change of use of tax-exempt bond funded property -

At the beginning of each fiscal year, the Treasurer shall present a memorandum to the Town Manager, to the Town Accountant, and to Town Department Heads reviewing the expected proper use of bond funded property and requesting any information as to the possible change in use or disposition of property. At any time during the fiscal year, if there is a change in use or disposition of property contemplated, the Town Manager shall inform the Treasurer of the proposal. As needed, the Treasurer shall consult with Bond Counsel and/or the Town's financial advisor relating to such proposal.

In the case where change in use is subject to Town Meeting approval, the Town Manager shall forward all Town Meeting articles relating to the change in use or sale of Town tax-exempt bond funded property for review by the Treasurer. The Treasurer shall provide appropriate direction to the Chief Procurement Officer relating to issues associated with the change in use of tax-



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exempt bond funded property. As required, the Treasurer shall request advice from the Town's Bond Counsel and/or Financial Advisor.

Procedures to project calendar year schedule of note and bond issues -

At the beginning of each calendar year, the Treasurer shall prepare and/or update a list of all projected tax-exempt financings issued and expected to be issued during the then current calendar year. This record shall document representations made by the Town relating to the small issuer safe harbor status and/or the Bank Qualification of tax-exempt issues of the Town. At the beginning of the following fiscal year, the Treasurer shall review the list of financings and shall revise it accordingly.

Documentation attached hereto -

The following documentation is attached to assist in the direction, training, etc., of those parties identified with responsibilities:

- IRS Publication 4078, Tax-exempt Private Activity Bonds
- IRS Publication 4079, Tax-exempt Governmental Bonds



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Town of Groton Investment Policy

Introduction

Massachusetts General Laws, Chapter 44, Section 55B requires the municipal treasurer to invest all public funds except those required to be kept uninvested for the purpose of immediate distribution. These guidelines are intended to further the objective of securing the highest return that is consistent with safety of principal while meeting the daily cash requirements for the operation of Town's business, according to the following objectives:

Safety of principal is the foremost objective of the investment program. Investments will be undertaken in a manner that seeks to ensure the preservation of capital through the mitigation of credit risk and interest rate risk. These risks shall be lessened by diversification and prudent selection of investment of the security issuer or backer. Interest rate risk is the risk that the market value of the security will fall due to changes in general interest rates. Liquidity is the next most important objective. The overall investment portfolio shall remain sufficiently liquid to meet all operating requirements that may be reasonably anticipated. Since all possible cash demands cannot be anticipated, the treasurer shall carry out investment activities in a manner that provides for meeting unusual cash demands without the liquidation of investments that could result in forfeiture of accrued interest earnings, and loss of principal in some cases. Yield is the third, and last, objective. Investments shall be made so as to achieve the best rate of return, taking into account safety and liquidity constraints, as well as all legal requirements.

Investment Instruments

The Treasurer shall negotiate for the highest rates possible, consistent with safety principles, avoiding uncollateralized investment products. Unsecured bank deposits of any kind will be limited to no more than 1% of an institution's assets and no more than 10% of the Town's cash.

Diversification

Diversification should be interpreted in two ways: In terms of maturity, as well as instrument type and issuer. The diversification concept should include prohibition against over concentration of



SELECT BOARD POLICY

maturities, as well as concentration in a specific institution. With the exception of U.S. Treasuries or agencies, no more than 10% of the Town's investments should be invested in a single financial institution, except with the prior approval of the Town Manager and Select Board.

Authorization

The Treasurer has authority to invest the Town's funds, subject to the statutes of the Commonwealth cited above.

Ethics

The Town Treasurer (and Assistant Treasurer) shall refrain from any personal activity that may conflict with the proper execution of the investment program or which could impair ability to make impartial investment decisions. Said individuals shall disclose to the Town Manager, and file in writing with the Town Clerk, any material financial interest in financial institutions that do business with the Town. They shall also disclose any large personal financial investment positions or loans that could be related to the performance of the Town's investments.

Relationship with Financial Institutions

Financial institutions should be selected first and foremost with regard to safety. The Town should subscribe to and use one or more of the recognized bank rating services, such as Veribanc or Sheshunoff. Brokers should be recognized, reputable dealers. The Town shall require any brokerage houses and broker/dealers, wishing to do business with the municipality, to supply information and references sufficient to assure entering into a banking relationship.

The Investment of Trust Funds, Bond Proceeds, Stabilization Funds and OPEB Trust Funds

Scope

This section of the policy applies only to funds that could be invested long-term (i.e. bond proceeds, trust funds and stabilization funds and OPEB trust funds).

Investment Policy Statements (IPS)

The Town of Groton must maintain separate Investment Policy Statements for General Fund & Long-Term Funds, Trust Funds and OPEB Trust Funds, the primary purpose of which is to provide a clear understanding regarding the Town's objectives, goals, risk tolerance and investment guidelines for the investment of each category of funds. Each IPS should be reviewed annually by the Town Treasurer in consultation with the Town's respective portfolio managers, and any revisions, if deemed appropriate, should be updated accordingly.



SELECT BOARD POLICY

Attached: Town of Groton Investment Policy Statements (IPS)

- General Fund & Long-Term Funds IPS
- Trust Funds IPS
- OPEB Trust IPS

Bond Proceeds

Investment of Bond proceeds is governed by the same restrictions as general funds, with the additional caveat of arbitrage regulations.

Trust Funds

Trust Funds may be co-mingled and invested in any instruments allowed by Legal List issued by the Banking Commissioner. Each trust fund must be accounted for separately.

Effective October 3, 2020, the Town approved a petition of Special Legislation to the Senate and House of Representatives of the Commonwealth of Massachusetts to enact special legislation authorizing the Treasurer of the Town of Groton to invest the Town's Trust funds notwithstanding section 54 of chapter 44 of the General Laws or any other general or specific law to the contrary with the Massachusetts Prudent Investor Act, codified in Chapter 203C of the General Laws. With respect to the Town of Groton, the Massachusetts Prudent Investor Act shall take effect upon its passage and will supersede any previous Trust Funds investment parameters (i.e., Legal List).

Stabilization Funds

The Stabilization Fund shall not exceed ten percent of the equalized valuation of the Town, and any interest shall be added to and become a part of the fund.

POLICY ENDORSEMENT:

Chairman, Select Board

Town Manager



SELECT BOARD POLICY

Town Treasurer

Town Accountant

Chairman, Finance Committee



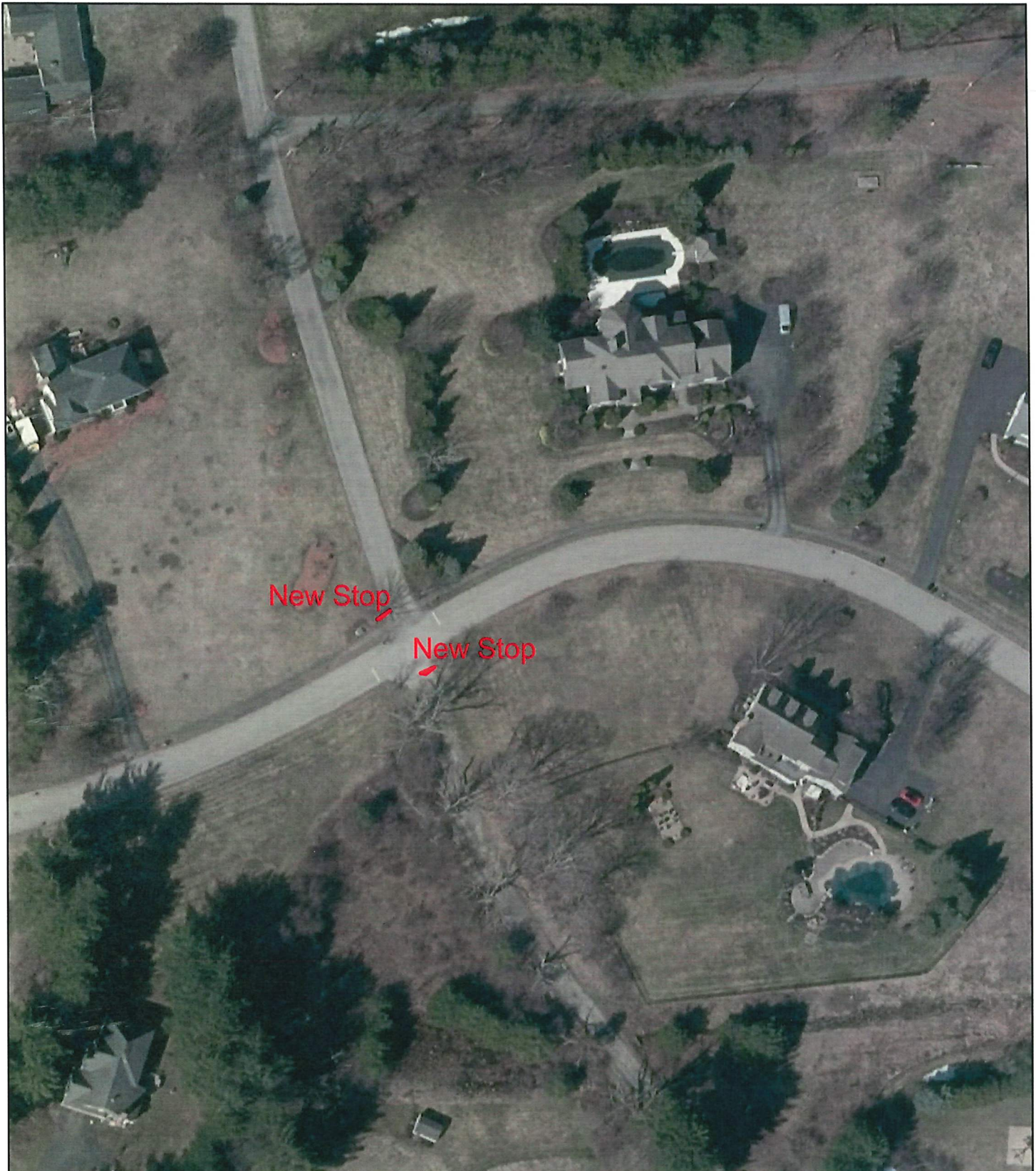
Town of Groton, MA

1 inch = 88 Feet

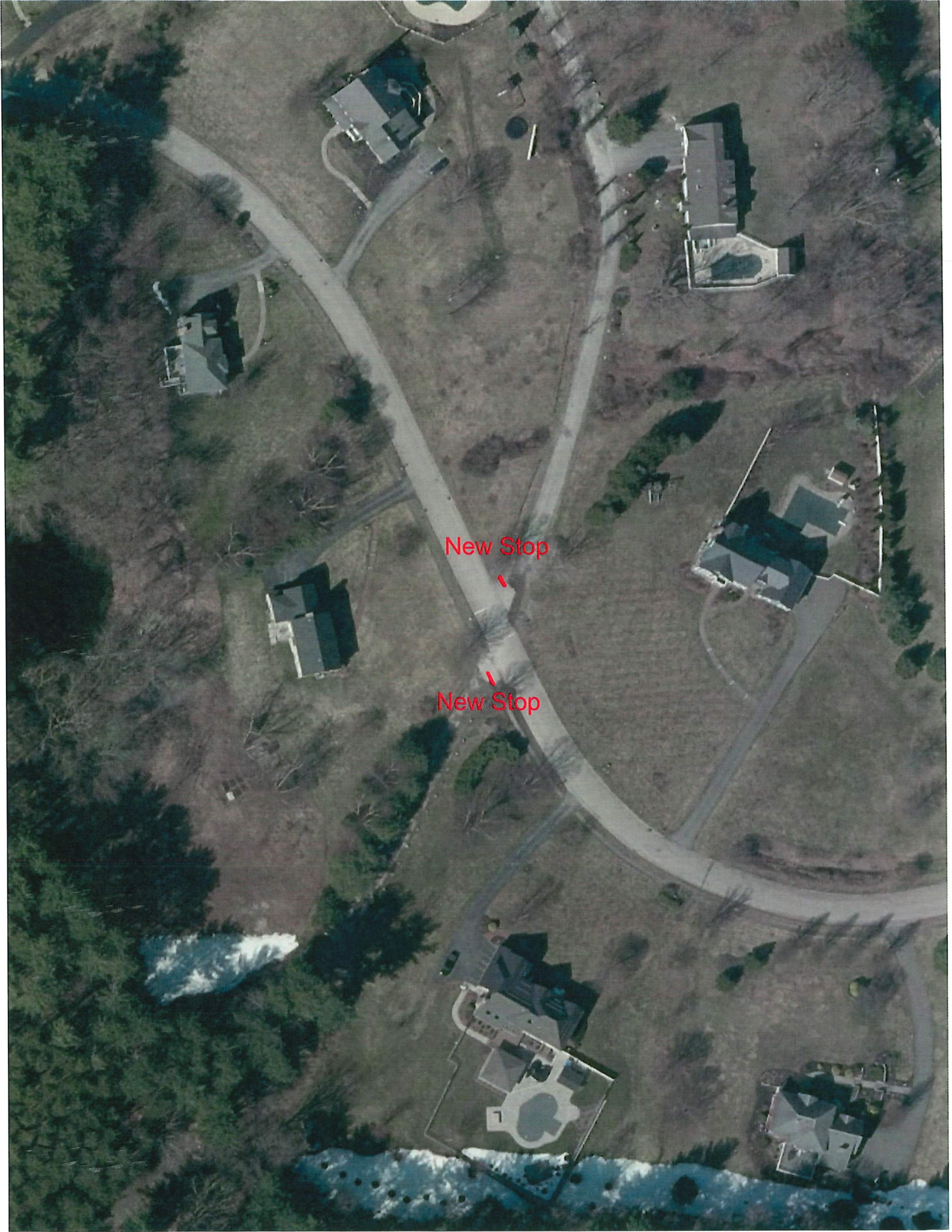


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November 6, 2025



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New Stop

New Stop



Town of Groton, MA

1 inch = 25 Feet



www.cai-tech.com

November 6, 2025



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**SELECT BOARD MEETING MINUTES
MONDAY, NOVEMBER 3, 2025
UN-APPROVED**

Select Board Members Present: Matt Pisani, Chair; Becky Pine, Vice Chair; Peter Cunningham; John Reilly;

Select Board Members Absent: Alison Manugian, Clerk;

Also Present: Mark Haddad, Town Manager; Kara Cruikshank, Executive Assistant to the Town Manager; Patricia DuFresne, Assistant Finance Director/Town Accountant; Bud Robertson, Finance Committee Chair.

Chair Pisani called the meeting to order at 6:00 p.m. and reviewed the agenda.

ANNOUNCEMENTS

Mr. Cunningham reminded everyone that the Community Spelling Bee will be held on Friday, November 14th, at the Prescott Community Center.

Mr. Haddad reported to the Board that the Florence Roche Elementary School project has come in \$3.1 million under budget. Initially, he projected the project would come in \$2 million under budget. The final cost of the project was \$81 million, with the Town responsible for \$54 million. A final meeting is scheduled for Tuesday, November 4th, during which the Florence Roche Building Committee will formally disband. Mr. Haddad explained that the Town will realize the full savings until such time as the Massachusetts School Building Authority (MSBA) completes its audit. He noted that when the Town permanently finances the project, the total amount financed will be lower than initially expected. Instead of the \$55 million that taxpayers might have had to pay, the new amount is \$54 million. Ms. Pine clarified that these funds cannot be allocated for any other purposes. Mr. Haddad added that taxpayers will benefit from this.

PUBLIC COMMENT PERIOD

None

TOWN MANAGER'S REPORT

1. Fiscal Year 2026 First Quarter Financials Update.

Mr. Bud Robertson, the Finance Committee Chair, and Ms. Patricia DuFresne, Assistant Finance Director/Town Accountant, attended the discussion. Mr. Haddad provided the Board with a copy of the Fiscal Year 2026 First Quarter Financial Report. He noted that last year, receipts were at 24.4% and that this year they have slightly decreased to 24.07%. Overall, the Town has brought in more money in the first quarter than it did at this time last year. Mr. Haddad reported that revenues from the Motor Vehicle Excise Tax, Local Option Meals Tax, and Local Option Room Occupancy Tax continue to perform well. Additionally, revenue from marijuana sales has tripled year over year. Contributions from the Groton Hill Music Community Fund and Groton School have also increased. However, revenue from the Country Club has decreased by \$5,000 compared to last year's record-breaking year. Licenses and permits are tracking as expected, and property tax revenue is currently ahead. Mr. Haddad stated that tax bills are due today. Ms. DuFresne

mentioned that the Groton Electric Light Department (GELD) pension reimbursement of \$134,000 will be added to the next quarter under "other departmental revenue." Overall, Mr. Haddad is pleased with the progress of revenue collection.

Mr. Haddad stated that the Town's operating budget for the first quarter is currently at 38.34% of total expenses. He explained that this increase is mainly due to vacation payouts for employees who have left, as well as rising insurance and bonding costs. However, the Fall Town Meeting has allocated funds to cover these expenses. Mr. Haddad added that the public safety spending is at 24.88%, which reflects the Quinn bill payment negotiated with the Police Union this year. Mr. Haddad said he believes the Town is on track and thanked Ms. DuFresne and Mr. Robertson for their time.

2. Update on Select Board's 2026 Goals and Objectives.

Mr. Haddad explained that when the Board reviews the Financial Report, it also reviews the status of the current year's Goals and Objectives. He stated that these Goals were established in September 2025, and the Board has made some progress. The Select Board reviewed its 2026 Goals and Objectives (reference the attached Goals of the Groton Select Board).

Member Pine is assigned to the Structure of Government Goal. She informed the Board that she contacted Mr. Phil Francisco of the Planning Board regarding the Master Plan, asked for the list of "Suggested New Work Items for FY2026" for the Select Board and discussed it with the Board.

While discussing the ongoing goals, including the importance of advocating for a consistent increase in State support for education and municipal functions, Ms. Pine announced that an Education Funding Forum will be held on Thursday, November 20th, at the Marion Stoddart Performing Arts Center from 6:00 p.m. to 8:00 p.m. She emphasized the community's efforts in organizing the forum and encouraged everyone to attend.

3. Fiscal Year 2027 Budget Update.

Mr. Haddad explained that, due to budgetary constraints, the Town will not implement ClearGov, a new budget software, for this year's budget development. He drafted the Fiscal Year 2027 Budget Preparation instructions based on the Guidance voted by the Select Board and Finance Committee at the October 28th meeting:

- A. The Town Manager shall provide a Balanced Budget with no consideration of an Override for Fiscal Year 2027. Any Municipal Spending Increase shall be kept to no more than forty (40%) percent of anticipated new revenues for Fiscal Year 2027. The remaining new revenues shall be set aside for the Fiscal Year 2027 Proposed Operating Assessment of the Groton Dunstable Regional School District.
- B. The Town Manager shall provide a complete listing/summary of any reductions to the Budget to comply with this Guidance.

Mr. Haddad explained that to get started on Budget Development, he scheduled a meeting with Dunstable Town Administrator Jason Silva, Groton Dunstable Regional School District (GDRSD) Superintendent Dr. Geoff Bruno, and GDRSD Director of Business Sherry Kersey, along with Members of the Finance Team, for Thursday, October 30th, to discuss the Budget Guidance and how to best proceed with creating the Budget. Mr. Haddad stated that he would keep the Board updated on their progress. He then reviewed the budget timeline:

- The Department Head Budget Kick-Off will take place on Thursday, November 13, 2025
- Budgets will be due in the Office of the Town Manager on December 1, 2025.
- Meetings with the Town Manager to review budgets are scheduled for December 8 through 10, 2025.
- The Proposed Operating Budget for Fiscal Year 2027 will be delivered to the Select Board and Finance Committee by January 31, 2026.

Mr. Haddad reminded the Board that the Capital Budget must be submitted to the Select Board and Finance Committee by December 31, 2025. Although the Charter has been amended, it has not yet been adopted by the legislature; hopefully, next year it will be aligned with the Proposed Operating Budget and due on January 31st. Mr. Haddad explained that Representative Margaret Scarsdale provided an update on the Charter and said that legislation has been filed in the House. Mr. Haddad stated that the Fiscal Year 2027 Budget Update will be included as an agenda item on every upcoming Select Board agenda. Mr. Haddad expressed pride in the work that the Town of Groton has accomplished with its budgets. He also mentioned that the School District is making every effort to control costs. He acknowledged that it was not easy.

4. Proposed Select Board Meeting Schedule through the End of the Year.

Monday, November 10, 2025	No Meeting
Monday, November 17, 2025	Appointment of New Water Superintendent/Tax Classification Hearing
Monday, November 24, 2025	Regularly Scheduled Meeting
Monday, December 1, 2025	No Meeting
Monday, December 8, 2025	Regularly Scheduled Meeting
Monday, December 15, 2025	Regularly Scheduled Meeting
Monday, December 22, 2025	Regularly Scheduled Meeting
Monday, December 29, 2025	No Meeting
Monday, January 5, 2026	No Meeting
Monday, January 12, 2026	Regularly Scheduled Meeting

ITEMS FOR SELECT BOARD CONSIDERATION AND APPROVAL

- 1. Approve Intermunicipal Agreement (IMA) with the Towns of Ashby, Ayer, Boxborough, Dunstable, Groton, Littleton, Shirley, Townsend, and Westford for COIN Services and Authorize the Town Manager to Sign Said IMA.**

Since 2026, the Town of Groton has successfully participated in the Community Outreach Initiative Network (COIN) program to support local Police Departments. Grant funds have been allocated to individual Police Departments to hire licensed social work clinicians. The COIN program has been highly successful. Earlier this year, COIN was restructured, consolidating towns into a region, with the Town of Ayer serving as the Administrative Agent and Grant Administrator for the Department of Mental Health, which funds COIN. The region includes the Towns of Ashby, Ayer, Boxborough, Dunstable, Groton, Littleton, Shirley, Townsend, and Westford. This change took effect on July 24, 2025, with no service interruptions. The nine towns will need to sign an Intermunicipal Agreement (IMA) to implement this restructuring. Mr. Haddad provided the Board with a copy of the IMA for their review and consideration of approval. He stated that the Towns of Ayer, Westford, and Groton's Town Counsel have reviewed and approved it.

Ms. Pine asked why Pepperell was not included in the IMA. Mr. Haddad explained that Pepperell had chosen not to participate. Ms. Pine raised concerns about how this decision might affect the current services. Mr. Haddad reassured her that there would be no changes to the current services. He added that Police Chief Luth wholeheartedly supports this IMA.

Ms. Pine made a motion to approve the Intermunicipal Agreement (IMA) with the Towns of Ashby, Ayer, Boxborough, Dunstable, Groton, Littleton, Shirley, Townsend, and Westford for COIN Services and authorized the Town Manager to sign said IMA. Mr. Cunningham seconded the motion. The motion carried unanimously.

OTHER BUSINESS

Pursuant to the Charter, Authorize the Town Manager and One Member of the Select Board to Sign Warrants for the Next 30 days.

Mr. Reilly made a motion to authorize the Town Manager and one member of the Select Board to sign the Warrants for the next 30 days. Ms. Pine seconded the motion. The motion carried unanimously.

On-Going Issues

- A. PFAS Issue- None
- B. UMass Satellite Emergency Facility – Mr. Haddad explained that construction has begun and is progressing. They expect the facility to open in December 2026 or January 2027.
- C. Fire Department Staffing – None
- D. West Groton Dam—Mr. Haddad announced that DPW Director Tom Delaney will retire on Friday, November 7th. He clarified that Mr. Delaney will continue to serve as a consultant to assist Mr. Haddad with matters related to the West Groton Dam. Mr. Delaney will attend a Select Board meeting in December to provide an update. The Town is awaiting the dam repair report, but already has the removal report.

SELECT BOARD LIASON REPORTS

None

Approval of the Special Meeting of October 22, 2025, and Regularly Scheduled Meeting of October 28, 2025

Ms. Pine made a motion to approve the special meeting minutes of October 22, 2025, and the regular meeting minutes of October 28, 2025. Mr. Cunningham seconded. The motion carried unanimously.

The Select Board adjourned at 6:40 p.m.

Respectively submitted by Kara Cruikshank, Executive Assistant to the Town Manager.