

**HOUSE . . . . . No. 586**

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**The Commonwealth of Massachusetts**

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PRESENTED BY:

***Thomas M. Stanley***

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*To the Honorable Senate and House of Representatives of the Commonwealth of Massachusetts in General Court assembled:*

The undersigned legislators and/or citizens respectfully petition for the adoption of the accompanying bill:

An Act relative to providing for the security of public deposits.

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PETITION OF:

NAME:

DISTRICT/ADDRESS:

*Thomas M. Stanley*

*9th Middlesex*

*Steven Ultrino*

*33rd Middlesex*

**HOUSE . . . . . No. 586**

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By Mr. Stanley of Waltham, a petition (accompanied by bill, House, No. 586) of Thomas M. Stanley and Steven Ultrino relative to establishing a structure for qualifying public depositories and rules for the collateralizing of public deposits. Financial Services.

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[SIMILAR MATTER FILED IN PREVIOUS SESSION  
SEE HOUSE, NO. 958 OF 2015-2016.]

**The Commonwealth of Massachusetts**

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**In the One Hundred and Ninetieth General Court  
(2017-2018)**  
\_\_\_\_\_

An Act relative to providing for the security of public deposits.

*Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:*

1           Whereas, delay in the implementation of this act would tend to defeat its purpose, which  
2 is to provide a uniform law for the prudent protection of the bank deposits of the commonwealth  
3 and its agencies and public authorities, and of commonwealth cities, towns, districts, and  
4 regional school districts, so that the public deposits will be secured against loss in the event of  
5 the insolvency, dissolution, appointment of a receiver or conservator, or the occurrence of any  
6 other event effecting the ability of a depository institution holding a public deposit to pay such  
7 deposit on demand or at maturity.

8           Therefore, it is hereby declared that this act is an emergency law, necessary for the  
9 immediate preservation of the public safety and convenience.

10 Be it enacted by the Senate and House of Representatives in General Court assembled,  
11 and by the authority of the same, as follows:

12 SECTION 1. Amendment of Section 34 of Chapter 29. Section 34 of chapter 29 of the  
13 general laws as most recently amended by Stat. 2006, c. 139, §38, is hereby amended by  
14 inserting in place thereof, the following new section 34: Section 34. (a) Public depositors, as  
15 defined in section 34A of this chapter, may deposit a portion of the public monies in their  
16 possession in qualified depository banks, as defined in section 34A of this chapter. The aggregate  
17 balance on deposit in any one such qualified depository bank by the state treasurer, by a state  
18 officer of funds advanced under section 23, by a state officer, department, institution or other  
19 agency of fees or other money as referred to in section 27 of chapter 30 shall not exceed, as of  
20 the close of the business each business day, 55 percent of the qualified depository bank's paid up  
21 capital, surplus, capital notes, and undivided profits in accordance with the records of the  
22 qualified depository bank. All certificates of deposit of the depository institution, whether issued  
23 directly to the state treasurer or purchased on the open market, shall be considered deposits  
24 within the meaning of this section. For the purpose of paying the principal or interest due on any  
25 bond, note or other obligation of the commonwealth, which is payable in the city of New York or  
26 the city of Chicago, the state treasurer may keep on deposit in those cities in a national bank,  
27 federal savings bank, federal savings and loan association, trust company, savings bank, savings  
28 and loan association, building and loan association, cooperative bank, industrial bank or other  
29 depository institution chartered and regulated under the laws of the federal government or the  
30 states of New York and Illinois, the deposits of which are insured by the Federal Deposit  
31 Insurance Corporation, approved for the purpose by the governor and council, a sum not  
32 exceeding in the aggregate \$25,000; provided, that for a period of seven days before the date of

33 the payment, the amount may be increased by a sum sufficient to cover the same. A public  
34 depositor or any other public officer who knowingly makes a deposit in violation of sections 34  
35 to 34D of this chapter shall be guilty of misconduct and mal-administration in his or her office.  
36 Any depository institution that knowingly receives a public deposit in violation of sections 34 to  
37 34D of this chapter, in addition to any other civil or criminal penalties that may apply, shall be  
38 disqualified from (1) receiving any public deposits under this chapter or under chapter 44 and (2)  
39 entering into any contract with the commonwealth or any of its cities, towns, districts, or  
40 regional school districts, or any other public agency of the commonwealth, for a period of three  
41 years from the date of the deposit. All interest received on any deposits of any officer or  
42 employee of the commonwealth or the commonwealth's departments, agencies, public authorities  
43 or institutions under this SECTION 34 shall be paid to the commonwealth.

44 SECTION 2. New Sections 34A to 34D Of Chapter 29 Chapter 29 of the general laws is  
45 hereby amended by inserting the following new sections 34A to 34D after section 34, as  
46 amended: Section 34A. Definitions. The following definitions shall apply to section 34 to 34D of  
47 this chapter: "Custodian" means (a) a bank, trust company, or other securities intermediary, as  
48 defined in section 8-102 of chapter 106 of the general laws, that is independent of the qualified  
49 depository bank and approved by the public depositor, or (b) a federal reserve bank or federal  
50 home loan bank. The custodian shall maintain separate, accurate, and complete records related to  
51 pledged collateral and shall provide the public depositor with collateral statements on a regular  
52 basis, but in no event less frequently than monthly; provided, however, that the custodian shall  
53 provide the public depositor with a statement of eligible collateral as soon as possible after  
54 receipt of a demand for a statement by the public depositor or the state treasurer and, in the case  
55 of a qualified depository bank, trust company, or clearing corporation, no more than two

56 business days after such demand. "Default" means, but shall not be limited to, the failure or  
57 refusal of any qualified depository bank to return any public deposit upon demand or at maturity  
58 or the issuance of an order of any supervisory authority restraining such qualified depository  
59 bank from making payments of deposit liabilities, or the appointment of a receiver or conservator  
60 of such qualified depository bank, or the occurrence of any other event effecting the ability of a  
61 qualified depository bank to pay any public deposit on demand or at maturity. "Depository  
62 pledge agreement" means a three-party agreement, however titled, between a public depositor, a  
63 qualified depository bank, and a custodian that provides for (a) a pledge of, and security interest  
64 in eligible collateral and (b) "control," as defined in section 8-106 of chapter 106 of the general  
65 laws, by the public depositor and the right of the public depositor to dispose of the collateral in  
66 order to recover the total amount of any uninsured public deposit upon a default by the qualified  
67 depository bank. Such agreement shall be (i) signed by an authorized officer of the qualified  
68 depository bank; (ii) approved by its board of directors or loan committee, which approval shall  
69 be reflected in the minutes of said board or committee; and (iii) continuously maintained in the  
70 official records of the qualified depository bank. New securities may be pledged under the  
71 depository pledge agreement in substitution of or in addition to securities originally pledged  
72 without executing a new agreement. "Public deposit" means public moneys deposited by a public  
73 depositor in a qualified depository bank and shall include all accrued interest and any credits or  
74 other additional amounts applicable to the public deposit. "Public depositor" means any state  
75 officer or employee of the commonwealth or its departments, agencies, public authorities, or  
76 institutions; and any officer or employee of any county, city, town, or other municipal authority,  
77 or public agency, who has authority to receive, hold, and deposit public moneys. "Qualified  
78 depository bank" means any FDIC insured national bank, federal savings bank, or federal

79 savings and loan association, lawfully doing business within the commonwealth, and any trust  
80 company, savings bank, or cooperative bank, chartered under the laws of the commonwealth,  
81 that is designated by the state treasurer from a list of depositories prepared by the state treasurer  
82 and approved at least once in 3 months by the governor and council. The state treasurer shall not  
83 include on the list a state-chartered bank having a descriptive rating of (d) or (e) under section 14  
84 of chapter 167 or any federally insured depository institution having an assigned rating of (C) or  
85 (D) under section 807(b)(2) of the Community Reinvestment Act of 1977, 12 U.S.C. §§ 2901 to  
86 2908. "State Treasurer" means the Treasurer and Receiver General of the commonwealth or his  
87 or her designee. "Uninsured public deposit" means that portion of any public deposit that is in  
88 excess of the amount insured by the Federal Deposit Insurance Corporation. Section 34B. Public  
89 Deposits to Be Secured. All public deposits shall be secured as provided in section 34C of this  
90 chapter. All qualified depository banks located or doing business in the commonwealth are  
91 hereby authorized to secure public deposits in accordance with section 34C of this chapter.  
92 Section 34C. Authorized Methods of Securing Public Deposits. (a) Collateral Security. A  
93 qualified depository bank may secure public deposits by pledging eligible collateral with a  
94 custodian in an amount that is no less than 102% of the public depositor's uninsured public  
95 deposit. Prior to making any deposit of public moneys that will be secured by a pledge of eligible  
96 collateral, a public depositor shall have entered into a depository pledge agreement with the  
97 qualified depository bank and its custodian. The state treasurer may use his or her rulemaking  
98 authority to determine a list of eligible collateral if, in his or her judgment, it would be in the best  
99 interest of the commonwealth to do so. A security interest that arises out of a pledge of eligible  
100 collateral under this section, attaches and is perfected for all purposes under the general laws  
101 from the time that a custodian receives and records the collateral on its books and records.

102 Eligible collateral shall be valued at market value, and the total market value of eligible collateral  
103 pledged in accordance with this chapter shall not be reduced by withdrawal or substitution of  
104 securities except by prior authorization, in writing, by the public depositor. The qualified  
105 depository bank shall have the right to make substitutions of an equal or greater amount of any  
106 eligible collateral at any time. Any income earned on the eligible collateral shall belong to the  
107 qualified depository bank without restriction, until the occurrence of a default. (b) Letters of  
108 Credit Issued by Federal Home Loan Bank. A qualified depository bank may secure public  
109 deposits by the issuance of an irrevocable letter of credit to the public depositor from a federal  
110 home loan bank in the amount of the uninsured public deposit. (c) Depositors Insurance Fund  
111 and Share Insurance Fund Security. A qualified depository bank may secure public deposits  
112 through its membership in the Depositors Insurance Fund or Share Insurance Fund upon  
113 providing proof of membership in and coverage of the public deposit by said funds to the state  
114 treasurer. Proof of membership and coverage shall be in such form and with such frequency as  
115 required by the state treasurer. (d) Other Security Acceptable to the State Treasurer. A qualified  
116 depository bank may apply to use other forms of security for public deposits by submitting a  
117 description, payment history, financial strength analysis, and description of risks of such form of  
118 security to the state treasurer. The state treasurer may request such additional information as he  
119 or she deems appropriate. Once the state treasurer receives and reviews the application of the  
120 qualified depository bank, the state treasurer, in his or her sole discretion, shall determine  
121 whether such other form of security is acceptable to secure public deposits. Section 34D. Rules  
122 and Regulations. The state treasurer may promulgate such rules and regulations as may be  
123 necessary to carry out the provisions of section 34 to 34D of chapter 29 of the general laws.

124 SECTION 3. Amendment of Section 55 of Chapter 44. Section 55 of chapter 44 of the  
125 general laws, as most recently amended by Stat. 1996, c. 314, is hereby amended by inserting in  
126 place thereof, the following new section 55: § 55. Public funds on deposit; limitations; deposits  
127 and investments A city, town, or district or regional school district shall not at any one time have  
128 on deposit in a bank or trust company or banking company an amount exceeding sixty per cent  
129 of the capital and surplus of such bank or trust company or banking company. The treasurer of  
130 any city, town, district or regional school district shall not deposit funds for which he is  
131 accountable in any bank, trust company or banking company with which such treasurer is  
132 associated as an officer or employee or has been associated as an officer or employee at any time  
133 during the three years immediately preceding the date of any such deposit. For the purpose of  
134 paying the principal or interest due on any bond, note or other obligation of the city of Boston,  
135 which is payable or requested to be paid in the city of New York, the city of Boston may keep on  
136 deposit in any national bank or trust company in the city of New York a sum not exceeding in  
137 the aggregate twenty-five thousand dollars; provided, that for a period of two weeks prior to the  
138 date of any such payment or payments, said amount may be increased by a sum or sums  
139 sufficient to cover the same. A treasurer of a city, town, district or regional school district may  
140 invest such portion of revenue cash as he shall deem not required to pay expenses until such cash  
141 is needed and all or any part of the proceeds from the issue of bonds or notes, prior to their  
142 application to the payment of liabilities incurred for the purposes for which the bonds or notes  
143 were authorized, in term deposits or certificates of deposit, in trust companies, national banks,  
144 savings banks, banking companies or cooperative banks, or in obligations issued or  
145 unconditionally guaranteed by the United States government or any agency thereof and having a  
146 maturity from date of purchase of one year or less, or in United States government securities or



147 securities of United States government agencies purchased under an agreement with a trust  
148 company, national bank or banking company to repurchase at not less than the original purchase  
149 price of said securities on a fixed date, not to exceed ninety days or in shares of beneficial  
150 interest issued by money market funds registered with the Securities and Exchange Commission  
151 under the Investment Company Act of 1940, as amended, operated in accordance with Section  
152 270.2a-7 of Title 17 of the Code of Federal Regulations, that have received the highest possible  
153 rating from at least one nationally recognized statistical rating organization and the purchase  
154 price of shares of beneficial interest purchased pursuant to this section shall not include any  
155 commission that these companies may charge, or in participation units in a combined investment  
156 fund under section thirty-eight A of chapter twenty-nine; provided, however, that no temporary  
157 notes in anticipation of revenue shall be issued under section four as long as any revenue cash,  
158 exclusive of revenue sharing or other revenue cash the use of which is restricted to purposes  
159 other than current maintenance expenses, remain so invested.

160 SECTION 4. Amendment of Section 55a of Chapter 44. Section 55A of chapter 44 of the  
161 general laws, as most recently amended by Stat. 1980, c. 366, is hereby amended by inserting in  
162 place thereof, the following new section 55A: Section 55A. Liability of depositor for losses due  
163 to default; penalty for violation. (a) A city, town, district or regional school district officer who  
164 lawfully and in good faith receives public moneys and makes a public deposit in a qualified  
165 depository bank that is secured in accordance with section 55D of this chapter, shall not be  
166 personally liable for any loss resulting from a default by such qualified depository bank in the  
167 absence of gross negligence, malfeasance, misfeasance, or nonfeasance on his or her part or on  
168 the part of his or her assistants or employees. (b) A public depositor or any other public officer  
169 who knowingly makes a deposit in violation of sections 55 to 55E of this chapter shall be guilty

170 of misconduct and mal-administration in his or her office. Any depository institution that  
171 knowingly receives a public deposit in violation of sections 55 to 55E of this chapter, in addition  
172 to any other civil or criminal penalties that may apply, shall be (1) disqualified from receiving  
173 any public deposits under this chapter or under chapter 29 and (2) disqualified from entering into  
174 any contract with the commonwealth or any of its cities, towns, districts, or regional school  
175 districts, or any other public agency of the commonwealth, for a period of three years from the  
176 date of the deposit.

177 SECTION 5. New Sections 55b to 55e Of Chapter 44 Chapter 44 of the general laws is  
178 hereby amended by inserting the following new sections 55B to 55E after section 55A: Section  
179 55B. Definitions. The following definitions shall apply to section 55 to 55E of this chapter:  
180 "Custodian" means (a) a bank, trust company, or other securities intermediary, as defined in  
181 section 8-102 of chapter 106 of the general laws, that is independent of the qualified depository  
182 bank and approved by the public depositor, or (b) a federal reserve bank or federal home loan  
183 bank. The custodian shall maintain separate, accurate, and complete records related to pledged  
184 collateral and shall provide the public depositor with collateral statements on a regular basis, but  
185 in no event less frequently than monthly; provided, however, that the custodian shall provide the  
186 public depositor with a statement of eligible collateral as soon as possible after receipt of a  
187 demand for a statement by the public depositor or the state treasurer and, in the case of a  
188 qualified depository bank, trust company, or clearing corporation, no more than two business  
189 days after such demand. "Default" means, but shall not be limited to, the failure or refusal of any  
190 qualified depository bank to return any public deposit upon demand or at maturity or the  
191 issuance of an order of any supervisory authority restraining such qualified depository bank from  
192 making payments of deposit liabilities, or the appointment of a receiver or conservator of such

193 qualified depository bank, or the occurrence of any other event effecting the ability of a qualified  
194 depository bank to pay any public deposit on demand or at maturity. "Depository pledge  
195 agreement" means a three-party agreement, however titled, between a public depositor, a  
196 qualified depository bank, and a custodian that provides for (a) a pledge of, and security interest  
197 in eligible collateral and (b) "control," as defined in section 8-106 of chapter 106 of the general  
198 laws, by the public depositor and the right of the public depositor to dispose of the collateral in  
199 order to recover the total amount of any uninsured public deposit upon a default by the qualified  
200 depository bank. Such agreement shall be (i) signed by an authorized officer of the qualified  
201 depository bank; (ii) approved by its board of directors or loan committee, which approval shall  
202 be reflected in the minutes of said board or committee; and (iii) continuously maintained in the  
203 official records of the qualified depository bank. New securities may be pledged under the  
204 depository pledge agreement in substitution of or in addition to securities originally pledged  
205 without executing a new agreement. "Public deposit" means public moneys deposited by a public  
206 depositor in a qualified depository bank and shall include all accrued interest and any credits or  
207 other additional amounts applicable to the public deposit. "Public depositor" means any officer  
208 or employee of any city, town, district, or regional 216 school district, who has authority to  
209 receive, hold, and deposit public moneys. "Qualified depository bank" means any FDIC insured  
210 trust company, national bank, savings bank, banking company or cooperative bank in which a  
211 public depositor is permitted to deposit public moneys. "Uninsured public deposit" means that  
212 portion of any public deposit that is in excess of the amount insured by the Federal Deposit  
213 Insurance Corporation. Section 55C. Uninsured Public Deposits to Be Secured. All public  
214 deposits shall be secured as provided in section 55D of this chapter. All qualified depository  
215 banks located or doing business in the commonwealth are hereby authorized to secure public

216 deposits in accordance with section 55D of this chapter. Section 55D. Authorized Methods of  
217 Securing Public Deposits. (a) Collateral Security. A qualified depository bank may secure public  
218 deposits by pledging eligible collateral with a custodian in an amount that is no less than 102%  
219 of the public depositor's uninsured public deposit. Prior to making any deposit of public moneys  
220 that will be secured by a pledge of eligible collateral, a public depositor shall have entered into a  
221 depository pledge agreement with the qualified depository bank and its custodian. Eligible  
222 collateral shall be determined in accordance with the rules and regulations promulgated by the  
223 state treasurer pursuant to chapter 29, §34C and §34D of the general laws. A security interest that  
224 arises out of a pledge of eligible collateral under this section, attaches and is perfected for all  
225 purposes under the general laws from the time that a custodian receives and records the collateral  
226 on its books and records. Eligible collateral shall be valued at market value, and the total market  
227 value of eligible collateral pledged in accordance with this chapter shall not be reduced by  
228 withdrawal or substitution of securities except by prior authorization, in writing, by the public  
229 depositor. The qualified depository bank shall have the right to make substitutions of an equal or  
230 greater amount of any eligible collateral at any time. Any income earned on the eligible collateral  
231 shall belong to the qualified depository bank without restriction, until the occurrence of a default.

232 (b) Letters of Credit Issued by Federal Home Loan Bank. A qualified depository bank may  
233 secure public deposits by the issuance of an irrevocable letter of credit to the public depositor  
234 from a federal home loan bank in the amount of the uninsured public deposit. (c) Depositors  
235 Insurance Fund and Share Insurance Fund Security. A qualified depository bank may secure  
236 public deposits through its membership in the Depositors Insurance Fund or Share Insurance  
237 Fund upon providing proof of membership in and coverage of the public deposit by said funds to  
238 the state treasurer. Proof of membership and coverage shall be in such form and with such

239 frequency as required by the state treasurer. (d) Other Security Acceptable to the State Treasurer.  
240 A qualified depository bank may apply to use other forms of security for public deposits by  
241 submitting a description, payment history, financial strength analysis, and description of risks of  
242 such form of security to the state treasurer. The state treasurer may request such additional  
243 information as he or she deems appropriate. Once the state treasurer receives and reviews the  
244 application of the qualified depository bank, the state treasurer, in his or her sole discretion after  
245 consultation with the commissioner of the department of revenue, shall determine whether such  
246 other form of security is acceptable to secure public deposits. Section 55E. Rules and  
247 Regulations. The commissioner of the department of revenue may promulgate such rules and  
248 regulations as may be necessary to carry out the provisions of sections 55 to 55E of this chapter,  
249 which shall be subject to approval by the state treasurer.

250 SECTION 6. Effective Date. This Act shall take effect on January 1, 2018.