

THE ABRAHAMS GROUP

YOUR PARTNER IN PERFORMANCE

October 5, 2010

Mr. Fred Turkington
Town Administrator
Wayland Town Building
41 Cochituate Road
Wayland, MA 01778

Dear Mr. Turkington:

I am pleased to submit this letter to confirm services to the Town of Wayland to review the budget and expenditure reporting format of the Town of Wayland and the Wayland Public Schools, to evaluate the non-educational service delivery structure, and to review school administrative structure. This letter describes the project's background and objectives, and our workplan, staffing, references, timing and fees.

The Abrahams Group is an established business that normally furnishes such services as the principal business for which the firm is formed. The Abrahams Group possesses all necessary current licenses and registrations to qualify under Massachusetts law to perform the function of the Consultant.

The Certificate of Non-Collusion and the State Taxes Certification Clause have been signed and are included in the proposal package. The notarized Statement of Bidders Qualifications has also been included. I am authorized to sign on behalf of The Abrahams Group and bind The Abrahams Group to a firm bid price.

The proposal is in accordance with the Request for Proposal and I have read and understand all sections and provisions therein.

BACKGROUND

The Town of Wayland is engaged in an effort to conduct a timely and comprehensive review of the budget and expenditure reporting formats for the Town of Wayland and the Wayland Public Schools, an analysis of potentially redundant non-educational operational and administrative service delivery structures within the School department and like areas within Town operations, and a review of the administrative structure throughout the Wayland Public Schools. Town and school officials have made some progress over the past five years improving both the efficiency and effectiveness of these functions. A joint town and school facilities manager was hired in 2008 to oversee capital projects and maintenance for all Town and school buildings. Maintenance contracts were consolidated, joint purchasing practices tightened, and a pool of trade contractors assembled. In 2009, common accounts payable processes were established and in 2010, payroll functions were consolidated in the Town finance department. The result of

this effort eliminated or consolidated positions on the school side and an increase of 0.5 FTE to town staff. Some of the savings were used to fund a school Human Resources Director position. The Town has also joined the schools in establishing fiber connectivity between all schools and key town buildings.

The Town proposes to engage a consultant to conduct this analysis to ensure these functions and services are reported and delivered in an efficient and effective manner. Thus the objectives of this project are to review:

1. Budget and expenditure reporting formats, requiring the Consultant to examine the current format utilized by the Town and School departments and identify best practices for reporting at the subsidiary account level based on the expertise of the Consultant and an analysis of formats utilized by other Massachusetts school districts and municipalities.
2. Potentially redundant non-educational operational and administrative service delivery structures and expenses.
3. The administrative structure throughout the Wayland Public Schools to determine where opportunities for improvement can be created.

The ideal support structure would be one that is able to sustain, oversee, review and improve its operations, while responding to external pressures and changes, such as budget reductions, mandates and technological innovation, and is provided at the lowest cost possible.

GENERAL APPROACH AND WORKPLAN

The approach to this project is to work closely with the Town and School Department administrative and financial staff in the conduct of this study. This workplan is organized in two parts corresponding to the three phases as outlined in the Town's Request for Proposals (RFP). To begin the project we suggest two initial planning tasks to get the project organized and provide us with background data for each of the three phases, as follows.

Task 1 – Conduct Planning Meeting

The objective of this task is to conduct a planning meeting with our project team and Town and School personnel. This meeting will be conducted within the first week of project start-up at a mutually convenient time. The objectives of the meeting are to:

- Introduce project team members
- Confirm project scope and our approach and workplan
- Confirm the project's timetable and schedule
- Discuss up-front concerns and issues to be addressed in the study
- Identify individuals to be interviewed
- Agree to a process to interview Town and School personnel

- Agree to a process for the Job Analysis Questionnaire.

In addition to the above items, we strongly recommend that the Town and the School Department designate a person as the project liaison to coordinate our efforts. This person would serve as our primary contact and assist the project team in coordinating interviews, assembling relevant data and documents, and the like. In addition, we suggest the Town and School Department utilize the Operating Review Committee to interact with us through the conduct of the study, to review our findings, discuss our recommendations, and provide other input and reviews.

Task 2 – Assemble and Review Relevant Data and Reports

Following the initial planning meeting, we will focus our efforts in assembling and reviewing available reports and materials relevant to the project. Our intent is to obtain and review materials that document the organization, management approaches, staffing, financial policies and procedures, budgeting practices, personnel policies and the like. We are particularly interested in the following data and information.

- Current organization chart
- Town Charter and other applicable by-laws and regulations
- Current operating policies and procedures
- Mission, goals, and objectives statements
- Department organization charts, budgets, financial statements, annual reports, performance data and other data
- Position descriptions for department personnel
- Workload data for each work process identified
- Personnel manual and related forms
- Financial policies and procedures
- Recent audit reports, End of the Year Compliance Supplement Reviews, and management letters
- MUNIS financial reports
- Town and School Department budgets

The objective of this task is to develop a thorough understanding of the background, processes and workload data impacting the Town and School Department.

PART 1 WORKPLAN

The first part of the workplan will consist of a review of budget and expenditure reporting formats. The objective of Part 1 is to examine the current format utilized by the Town and School departments and identify best practices for reporting at the subsidiary account level

based on our expertise and an analysis of formats utilized by other Massachusetts school districts and municipalities and the needs of decision makers in the town and school.

The recommendation should result in a format that is compliant with Massachusetts Department of Elementary and Secondary Education (DESE) and Department of Revenue – Division of Local Services requirements and compatible with the Town’s financial management software (MUNIS). Part 1 of the workplan corresponds to Phase 1 of the RFP. In order to meet these objectives, the following workplan will be completed.

Task 1.1 – Compare Reporting Formats

The objective to this task is to compare current budget and expenditure reporting formats used by the Wayland Public Schools and the Town finance department with formats used by other school districts and municipalities with recommendations for improvements in Wayland’s budgeting and expenditure reporting formats, including level of account detail, consistent with best management practices. We will also make recommendations consistent with the information needs of Town and School officials.

Town departments use fund, function, department and object for budget and expenditure reporting formats. This is a common practice for Massachusetts municipalities.

The School Department uses the following segment structure:

1. Fund
2. Function
3. Department
4. Location
5. School Department
6. Category
7. DESE Function
8. MUNIS Object

This coding meets most but not all of the Department of Elementary and Secondary Education (DESE) requirements. DESE regulations require accounting by fund, location (site), DESE function (administration, instruction, plant, and the like), DESE program (regular day, SPED, occupational education and the like), and DESE state object code (professional salaries, clerical salaries, other salaries, contractual services, supplies and other).

We will review the current use of the MUNIS segments with the objective to rework the segments to achieve greater reporting compliance and flexibility. In addition, we will review:

- Town and School reporting requirements
- The use of the MUNIS segment structure to meet internal and external reporting requirements

- Format, Frequency of Preparation/Reporting, Distribution
- Supplemental Analysis Provided
- Level of Reporting: Function, Program, Site, Character of Expenditure, Object
- General Fund Budget to Actual Reporting
- School Choice Budget to Actual Reporting
- Circuit Breaker Budget to Actual Reporting
- Special Revenue/Grant/Revolving Fund Budget to Actual Reporting
- Capacity and Need to Forecast Current Period Budget Status to Forecasted June 30th (Year end Position)
- Budget Order/Budget Vote of School Committee and level of control (character of expenditure etc.) and Budget to Actual Reporting to measure compliance
- Process of Approval, Level of Approval, and timeliness of Recording Transfers to assure accurate monthly reporting
- Proforma/sample Narrative Budget to Actual Analysis and Summary that should be provided to School Committee, Finance Committee and Town/School Management
- Review of Budgeting and Reporting in Other/Comparative School Systems
- If current MUNIS code structure requires improvements, Recommendations for Chart of Accounts by Fund etc.

We will also compile similar town and school reports from other MUNIS users. We will discuss comparative candidates with Town and School officials.

Task 1.2 Budget to Actual Reporting

The objective of this task is to recommend expenditure reporting that captures variances in actual expenditures from budget at a detailed and subsidiary account level to improve decision-making and to provide better accountability to citizens for both Town and school budgets. Currently, the Town provides budget to actual revenue and expenditure reporting by subsidiary accounts. The School Department has a reporting format that is multi dimensional including:

- Regular instruction, Special instruction, Institutional Service, Operations services and Policy and Administrative services
- Personnel (Supervision, Teachers, Clerical and Paraprofessionals)
- Materials (Supplies, Test, new Equipment, Replacement equipment)
- Support (Field trips, mileage and professional development, Equipment repair)
- Services (Contracted services)

With Regular instruction, Special instruction, Institutional Service, Operations services and Policy and Administrative services detailed by other categories.

For each of these, the School Department presents both budget and actual information.

We will compare these reports to other MUNIS users, both Town and School, to develop alternative reporting formats, and discuss the results with School and Town officials. We will compile the results from Task 1.1 with the results of this task, develop findings, develop alternative budget to actual reporting formats, and discuss these alternative formats with Town and School officials.

Task 1.3 Restate FY 2011 School Budget

The objective of this task is to restate the FY 2011 school budget at a detailed and subsidiary account level in the recommended best practice format with testing to validate budget classifications subsequent to modification of budget format.

The School Department budget summary is presented by DESE state object code (code (professional salaries, clerical salaries, other salaries, contractual services, supplies and other) within DESE function and sub function codes (administration, instruction, plant, and the like). This technique is very common among Massachusetts' school districts.

The School Department salary budget is presented by Regular instruction, Special instruction, Institutional Service, Operations services and Policy and Administrative services (and their respective sub categories) and by Supervision, Teachers, Paraprofessionals, and Clericals, for the current and previous fiscal years by the five sites and central office. Salaries and stipends are also detailed with the by Regular instruction, Special instruction, Institutional Service, Operations services and Policy and Administrative services categories by site that identifies FTE, stipend, retirement benefits, lane/step, FY base, and FY salary with a comparison to the previous years' budget and actual amounts with a variance (delta) of the current year's salary to the previous year's salary.

The School Department presents its non personnel (expense) budget by Regular instruction, Special instruction, Institutional Service, Operations services and Policy and Administrative services (and their respective sub categories) and by supplies, tests, software, computer equipment, other equipment, field trips, professional development, equipment repair, and contract services by site, for the current fiscal year and the previous fiscal year.

We will compile school budgets from other communities. We will compare these budgets to other School budgets, to develop alternative budget formats, and discuss the results with School and Town officials. Thus we will work with the School Department to develop alternative budget formats for the budget summary, personnel and non-personnel budgets in order to provide for effective budget administration by school officials and well as policy decisions by town and school committees and policy makers.

We will discuss the variance reporting by DESE functions and locations with School and Town officials, cost center controls, as well as School Department controls over personal services

transfers to and from expenses at the functional and location levels to insure adequate controls are in place for the selected budget and reporting alternative.

Finally, we will work with School and Town officials to finalize budget and reporting formats and assist School officials to reformat the school budget based on the selected format. The reformatted school budget will be format only; the School Department will be responsible to populate the formatted budget with numbers.

We will conduct our fact finding by reviewing the current financial systems, controls, budgets, and MUNIS reports over the first five weeks of the project. We will develop our preliminary findings and recommendations in weeks six and seven, and compile our draft report in week eight of the project. We will thus complete Part 1 within the required 60 days from start up.

PART 2 WORKPLAN

Part 2 of this Technical Proposal addresses Phases 2 and 3 of the RFP. The objective of Part 2 is to:

- Conduct an analysis of potentially redundant non-educational operational and administrative service delivery structures within the School department and like areas within Town operations, and a review of the administrative structure throughout the Wayland Public Schools.
- Review of the administrative structure throughout the Wayland Public Schools to determine where opportunities for improvement can be created. This review will encompass certain personnel within the schools' Central Administrative Office, as well as within each of the 5 schools (Wayland High School, Wayland Middle School and three elementary schools – Claylit, Loker and Happy Hollow).

Part 2 will consist of a review of potentially redundant non-educational operational and administrative service delivery structures and expenses. We will identify efficiencies within the School department and like areas within Town operations, including recommendations for areas for potential alternative service delivery methods and cost saving strategies. These methods and strategies may include consolidation of Town and school departments, shared service agreements with other towns and school districts, outsourcing, expanded regional purchasing collaborative, consolidation of contracted services with a single vendor, and using temporary workers in lieu of permanent hires. School department non-educational functions shall include, but not be limited to:

- Payroll and benefits transactional activities
- Personnel processing and expenses
- Custodial and building maintenance services and expenses
- Student transportation assumptions and expenses;

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- Information technology maintenance and support services and related expenses
- Food services and expenses
- Grounds maintenance services and expenses.

Each is briefly highlighted below.

Payroll, Benefits & Personnel Services

The finance and human resources positions under review for Phase 2 of this project include two School positions (Accounts Manager and Human Resources Director) and five Town positions (Benefits, Payroll and Accounting Finance Assistants, Accountant, and Human Resources Assistant) for a total of seven positions equating to 6.45 FTEs.

Custodial and Building Maintenance Services

The custodial and building maintenance positions under review for Phase 2 of this project include 20 School positions (Facilities Manager, Maintenance Worker, and 18 custodians (for all five schools), and two Town custodian positions, one in the Library and one in the Public Safety Building for a total of 22 positions, equating to 21.5 FTEs.

Student Transportation Services

The student transportation positions under review for Phase 2 of this project include two School positions (Transportation Coordinator and Bus Driver) for 1.1 FTEs.

Information Technology Maintenance and Support Services

The information technology maintenance and support positions under review for Phase 2 of this project include seven School positions (Director, 2 Network and Systems Administrators, 2 technicians and one each of Technology and Accountability, Secretary to the Director of Technology, and Technician and Data Specialist), and one IT Manager on the Town side for a total of 8 positions, equating to 8 FTE.

We will review the separate operations providing information technology services and make recommendations to eliminate duplication and enhance internal service. Currently, information technology services for the Town government consists of a single, full-time IT specialist responsible for maintaining the network, procurement of hardware and software, and troubleshooting problems. Various personnel in different departments (*e.g.* GIS specialist in Survey/Engineering, technology specialists in Police, Fire and Assessing) provide some support.

Food Services

The Food Service Department's mission is to serve high quality, nutritious meals in a comfortable, welcoming environment in all schools, while keeping in mind the current dietary guidelines for healthy Americans. The food service positions under review for Phase 2 of this project include 20 School positions, 18 Food Service Workers, and

one each Food Service Director and Food Service Secretary, equating to 12.92 FTEs. There are no Town positions associated with Food Services.

Part 2 will also consist of a review of the administrative structure throughout the Wayland Public Schools to determine where opportunities for improvement can be created. This review will encompass certain personnel within the schools' Central Administrative Office, as well as within each of the 5 schools (Wayland High School, Wayland Middle School and three elementary schools – Claylit, Loker and Happy Hollow). This is consistent with Phase 3 of the RFP. Each is briefly highlighted below.

School Central Administrative Office

The administrative work of Central Office is provided by one Superintendent, one Assistant Superintendent, one Business Administrator and support staff. The functionality currently includes the areas of Curriculum, Business and Financial Management, and Personnel/Human Resources.

The Curriculum and Instruction function encompasses what Wayland teaches, how Wayland teaches, and how that curriculum is spiraled through the K-12 school experience. Curriculum coordination and articulation is managed through the Assistant Superintendent's office. In addition, the Central Administrative Office oversees assessment and accountability (MCAS), No Child Left Behind, grants, mentoring of new teachers and administrators, and the professional development programs for the faculty and staff. The curriculum office is also responsible for responding to State and Federal Mandates, budget creation, negotiations, staff recognition and administrative searches.

The Business and Financial Management area includes, but is not limited to, budget development, monitoring and reporting; accounts payable functions (receipt, review, authorization and data entry for payment); accounts receivable functions (invoicing, receipt and deposit of payments); school building use scheduling and invoicing; grants monitoring and reporting; financial reporting as mandated by the Massachusetts DESE and MSBA; procurement and purchase order authorization and processing; Medicaid reporting; student fee-based transportation administration; oversight of Food Service operations; oversight of custodial and maintenance operations; and development and monitoring of student enrollment projections.

The Personnel/Human Resources area includes, but is not limited, to MUNIS master file setup and maintenance; employee benefits administration; Massachusetts DESE, DOR and MTRS mandated reporting; labor contract negotiations and management, including grievance processing; bi-weekly payroll data entry; seniority tracking; employment contract administration and management; CORI administration; certification tracking; employee hiring and termination functions; and employee attendance tracking.

5 School Buildings

The administrative work of the 5 schools throughout the District is provided by 4 Principals, 2 Assistant Principals, 1 Dean of Students and support staff. The Clerical and Office Support is provided by secretaries and office assistants in the five schools within the District. They are responsible for a wide variety of functions including accounting/site-based account management; clerical support; accounts payable/receivable; student registration; lunch and recess supervision; note-taking; mail delivery and production center work; reception; and other duties as may be assigned. Scope of responsibility and required skill levels vary by individual.

The positions under review for this part of this project include 33 School positions as follows:

- Superintendent
- Assistant Superintendent
- Business Administrator
- Administrative Assistant to the Superintendent
- Administrative Assistant to the Assistant Superintendent for Curriculum
- Administrative Assistant to the Assistant Superintendent for Personnel
- 4 Principals
- 2 Assistant Principals
- Dean of Students
- 2 High School Administrative Assistants
- High School Secretary to the Dean
- High School Guidance Secretary
- High School SPED Secretary
- High School Athletics Secretary
- High School Science Lab Asst
- High School Library Assistant
- 2 Middle School Administrative Assistants
- Middle School Secretary
- Middle School PM Receptionist
- Middle School SPED Secretary
- Claypit Hill Admin. Assistant
- Claypit Hill Secretary
- Claypit Hill SPED Secretary
- Happy Hollow Admin. Assistant
- Happy Hollow Secretary
- Happy Hollow SPED Secretary
- Loker Secretary

As part of this review, we will review the adequacy and distribution of administrative staffing in these areas and will recommend best practices and suggest staffing models. We will also

suggest alternate service delivery models and evaluate other cost-saving strategies to improve efficiency and reduce costs.

Task 2.1 – Issue Job Analysis Questionnaire

The Job Analysis Questionnaires are instrumental in gaining an in-depth understanding of the internal workings of an organization. Specifically, JAQs are used to compile information on employee's duties, allocation of time, work experience, reporting relationships, work interaction, communications, workloads, workflow, and the like. JAQs are also effective in identifying potential problem areas and areas requiring increased review emphasis. They are a useful technique for assessing practice, policy and procedure effectiveness through the formal organization structure, management levels, span of control, function, and responsibility assignments.

Confidentiality is a key in obtaining candid and accurate questionnaire responses. Accordingly, it is suggested that each employee return the completed JAQs directly to the Consultant ensuring their confidentiality. Once JAQs have been completed and returned, they will be reviewed as to common issues, trends, patterns, and the like. JAQ summaries will be prepared and shared with Town and School officials.

We plan to issue one JAQ for each position and related staff identified by the Town and the School Department that is to be included in the study. We estimate 92 JAQs will be issued, 59 for phase 2 and 33 for phase 3 of the study.

Task 2.2 – Review Existing Procedures

The objectives of this task are to review and document in outline form existing procedures for the Schools and the Town. These procedures will include at minimum:

- Payroll and benefits transactional activities
- Personnel processing and expenses
- Custodial and building maintenance services and expenses
- Student transportation assumptions and expenses;
- Information technology maintenance and support services and related expenses
- Food services and expenses
- Grounds maintenance services and expenses.

In addition to the JAQs, we will meet with each staff person and review his or her duties and responsibilities. The interviews will focus on their understanding of the mission, goals and objectives of their department and the organizational, administrative, operational and staffing

capabilities of their department to deliver services. We plan to interview 44 different people, individually or in groups, 22 for phase 2 and 20 for phase 3 of the project.

Tasks 2.1 and 2.2 are vital to the depth of the findings and recommendations of this study. The RFP requires interviews with the relevant staff members regarding actual job duties, functions and time spent performing such duties and functions, perceived effectiveness of present administration, management structure and insights as to how the organizational structure might be improved. To get objective results, the interviews must be private and individual. The JAQs are integral to this process; to understand actual duties and time spent performing them. The JAQs also provide the foundation for the Town to update or revise position job descriptions.

Task 2.3 – Review Workload Data and Workflow

The objective of this task is to review workload data and flow related to their activities. In addition, workflow documentation will be reviewed. Controls will also be reviewed. The results of this task will be an understanding of the volume and flow of work.

Task 2.4 – Assess the Financial and Administrative Organization and Operations

The objective of this task is to assess the practices, policies and procedures of the financial and administrative functions. The organizational structure and operations will be reviewed with respect to:

- *Maintenance of Functional Integrity* - The internal operating structures should reflect a formal and consistent effort to consolidate compatible programs and activities. Functional compatibility should be determined using several inter relate criteria including similarities in program structure and objectives, number and characteristics of program participant, and use of comparable resources and delivery mechanism. The distribution and alignment of program authority and resources amount operating and administrative functions should reflect the practical application of priorities and documented public interests. Functional responsibilities and lines of accountability should be clearly described in the goals and objectives established for each department and operating unit. Key administrators should maintain final accountability. Delegated responsibilities and expectations should clearly be defined and documented.
- *Staffing* – Are current staffing levels appropriate for proper internal controls?
- *Other Budgeted Resources* – Are the budgeted resources (other than staffing) effectively planned and applied in light of service delivery requirements? Are computer systems, purchase of services and other support systems effectively utilized and properly controlled?
- *Communications* – Do the functions possess practical communication avenues and methods, both within and between units and interfacing agencies, vendors, agents, the public and the like?

- *Job to be Done* – What work should each function perform? Are the units performing work consistent with their mission? Are procedures as implemented consistent with policy, requirements and law?
- *Appropriate Division/Grouping of Work* – Is work divided or grouped appropriately considering the technical skills required, the similarities and dissimilarities of work, the amount of work to be accomplished, and the constraints of time and space? Are the outputs logically grouped? Do the outputs support related outcomes? Are controls in place? Are redundant tasks being performed within or between units?
- *Effects on Coordination of Work* - Does the structure consider the coordination and relationships required for efficient process flows, the complexity of responsibilities, the amount of interaction required between individuals and units? When work crosses two units, are there inherent limitations in effectiveness and smooth flow?

Task 2.5 – Develop Preliminary Findings and Recommendations

The objective of this task is to identify existing problems with the current financial management systems and administrative structure and to develop preliminary study findings and recommendations regarding practices, policies and procedures of Department's financial functions. Our findings and recommendations will be presented by process or function reviewed. Our recommendations will focus on streamlining processes, eliminating duplicate entry, reducing the need for reconciliations, and other similar suggestions to improve the efficiency and effectiveness of financial and administrative processes, including but not limited to:

- Review procedures and practices for consistency with good financial and personnel management practices and applicable state and federal laws
- Evaluate the existing staffing structure to determine whether administrative staff are utilized in the most efficient and equitable manner, and whether alternative organizational configurations might be appropriate
- Recommend opportunities for organizational efficiency, streamlined operations, improved management practices (especially those that foster a culture of continuous improvement), and better customer and employee service in the aforementioned areas
- Provide a list of duties and responsibilities and specific qualifications, education and experience which will form the basis for job descriptions of administrative staff in these areas, and which support recommendations for operational and organizational efficiencies
- Develop a plan of action, including estimated costs, for addressing the recommendations.

Task 2.6 – Review Preliminary Findings and Recommendations

The objective of this task is to meet with Town and School officials to review our preliminary findings and recommendations. A briefing document outlining our findings and recommendations will be prepared and submitted to the prior to the meeting. This document will highlight the results of our project. A draft work product for each part of the engagement will be submitted to the Operational Review Committee. A single, unbound copy suitable for photocopying must be submitted, together with an electronic version suitable for electronic distribution, to the Town Administrator in a PDF file for use with Adobe Acrobat software and in Microsoft Word and Excel software. We will discuss the deliverables from Parts One and Two of this project with the Operational Review Committee.

Task 2.7 – Refine Study Analysis and Develop Final Recommendations

We understand that the Operational Review Committee will review the draft and submit written comments to be addressed in the final draft, which will be submitted prior to a meeting before appropriate town boards and committees, the Superintendent of Schools and the Town Administrator. Once the Town and School Department have completed their review of the briefing document and submitted written comments to us, we will refine the study results and develop final recommendations for inclusion in the final report.

Task 2.8 – Prepare and Deliver Final Report

A final report will be issued that details the findings and recommendations resulting from the operational review. The report will be presented with an executive summary followed by a full report that addresses all of the issues outlined in the Town's RFP and in the resulting recommendations. The audience for the executive summary will be the general public, the Operational Review Committee, School Committee, Finance Committee, Board of Selectmen, Superintendent of Schools and Town Administrator.

We will deliver a camera-ready copy of the final report. In addition to the Final Report, we will submit supporting documentation relative to their findings and recommendations with the exception of the confidential JAQs.

In addition, a draft work product for each phase of the engagement will be submitted to the Operational Review Committee. A single, unbound copy suitable for photocopying will be submitted, together with an electronic version suitable for electronic distribution, to the Town Administrator in PDF file for use with Adobe Acrobat software and in Microsoft Word and Excel software.

As we conduct the Part 1/Phase 1 analysis, we will begin to identify potentially redundant non-educational operational and administrative service delivery structures within the School department and like areas within Town operations, consistent with Part 2 of the workplan. Thus

we will start the JAQ process and the Part 2 workplan coinciding with Part 1 of the project. We will complete Part 2 within 105 days of project start-up.

QUALIFICATIONS AND STAFFING

The Abrahams Group has assembled a project team experienced in all facets of the study areas. Our key personnel have a minimum of five (5) years of experience in financial consulting services provided to school districts in Massachusetts. We believe we are a recognized firm that regularly provides consulting services to government entities.

The Abrahams Group is a group of independent consultants that have worked together for several years. The Abrahams Group is duly licensed, registered or otherwise qualified to perform the services described in this RFP. The Abrahams Group is a sole proprietor business in Massachusetts, with one employee, Mark D. Abrahams, its president. As such, audited financial statements do not exist. Our Statement of Bidder Qualifications appears in the Appendix to this submittal. Our project team is experienced in the key areas of this project, including:

- **Knowledge of MUNIS School/Town Financial Systems** – we have developed integrated MUNIS chart of accounts and general ledger accounting systems for the cities of Attleboro, Brockton, Chelsea, and Lowell, and the towns of Ashland, Hopkinton, Holliston, Lexington, Reading, Rockland, Provincetown, Shrewsbury, Spencer, and Weymouth to develop integrated School/Municipal budget, accounting and reporting systems on MUNIS software.
- **Assessing the School Business Functions** – we have conducted financial management reviews for the Ashland, Barnstable, Hopkinton, Hull, Longmeadow, Watertown, and Westfield school business functions.
- **Benchmarking** – we have conducted benchmarking studies for the Amherst, Amherst Pelham, Barnstable, Framingham, Truro, and Westfield Public Schools.
- **School/Town Consolidations** – we have conducted school/town consolidation studies for the towns of Andover, Ashland, Barnstable, Framingham, and Plymouth Public Schools. In addition, we have conducted the financial analysis of school district regionalization studies including Ayer-Shirley, Somerset-Berkley, and Provincetown-Nauset, all approving regionalization.
- **School Budgets** – we have developed a number of school budgets including Hull, Lawrence, Longmeadow, Revere, Springfield, Waltham, and Westfield Public School budgets.
- **Financial Reporting** – Collectively, our staff has prepared over 50 EOYRs for the Department of Elementary and Secondary Education.
- **Transportation and Food Services** – Our staff has administered school transportation and food service operations.

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Mr. Mark D. Abrahams will serve as the project manager and be responsible for the successful completion of the project. Mr. Abrahams has over 30 years of experience in related projects.

Mr. Abrahams has conducted financial reviews of the administration and business offices for the Ashland, Barnstable, Hopkinton, Hull, Longmeadow, Revere and Watertown public schools. He has also reviewed administrative and financial functions of cities and towns and has worked on the streamlining of municipal and school systems for the cities of Chelsea and Revere and the Towns of Andover, Ashland, Barnstable, Framingham, and Plymouth. Mr. Abrahams has previously assisted the cities of Attleboro, Brockton, Chelsea, and Lowell, and the towns of Ashland, Hopkinton, Reading, Rockland, Provincetown, Shrewsbury, Spencer, and Weymouth to develop integrated School/Municipal budget, accounting and reporting systems on MUNIS software. He has also assisted the Town of Framingham (Pentamation), the City of Newton (Pentamation) and the City of Malden (SCI Gems) to develop integrated School/Municipal budget, accounting and reporting systems.

He has worked with the School Services and Accountability Divisions of the Department of Education to review district year-end reporting requirements, to revise the End-of-Year Student and Finance Report, and to develop the Compliance Supplement, used by independent certified public accounting firms to audit the End-of-Year Report.

He has also assisted many Massachusetts communities analyze their organization or finances including the cities of Chelsea, Everett, Holyoke, Lawrence, and Pittsfield. He has also assisted the Hull, Revere, Springfield, and Worcester public schools, and the City of Lawrence and the Berlin-Boylston Regional School District develop budgets or financial plans.

He has assisted several regions develop public awareness workshops on Chapter 70 and net school spending and regional assessments, including the Martha's Vineyard Regional High School District, the Up Island, Northeast Metropolitan, Wachusett, Dennis Yarmouth, and the Dighton Rehoboth regional school districts. He has also conducted several regionalization studies including the Ayer, Lunenburg, and Shirley; the Ayer and Shirley; the Peabody/Essex Agriculture and North Shore Technical High School; the Provincetown – Nauset; the Somerset – Berkley; and the Westfield Vocational School program analyses, many of which have voted to regionalize.

Mr. Abrahams has a Bachelors Degree in Political Science from Lake Forest College, a Masters Degree in Political Science from the Urban Studies Institute of the University of Toledo and an MBA from Suffolk University. He is a Certified Public Accountant and a Certified Government Financial Manager. He is currently assisting the Town of Plymouth's Consolidation Committee look at streamlining Town and School Department processes. He previously served as the financial consultant to the Wayland Sudbury Septage Treatment Facility.

Ms. Kathryn M. Griffin will service as the lead consultant on this project. Ms. Griffin has worked with Mr. Abrahams for the past fifteen years performing similar studies. She has worked as a senior consultant with KPMG Peat Marwick, Boston, Whitman & Howard, Inc. of Wellesley, Massachusetts and as a Consultant with The Abrahams Group. Her experience includes:

- Serving as financial advisor and management analyst to the City Council, Beverly, Massachusetts
- Conducting financial and business function reviews for the Ashland, Barnstable, Longmeadow, and Hopkinton school departments including a review of MUNIS software
- Conducting EOYR Audit Reviews for the Hopkinton and Truro school departments
- Developing/validating budgets and budget reporting for the Springfield and Longmeadow Public Schools
- Conducting a procedural review of the financial systems for the Wellesley Department of Public Works, the Wakefield Gas and Electric Department, the Town of Weymouth, the Town of West Boylston and the City of Somerville, including reviews of the Treasurer/Collector functions.
- Conducting several cash management and rate studies for the communities of Milton, Everett, Pembroke, Norwell, Saugus, Braintree, and Northborough
- Providing financial advisory and accounting services to the town of Plainville
- Conducting management reviews of Nantucket, Fall River, West Boylston, Wellesley, Weymouth, Marion, and Somerville finance functions.
- Documenting accounting, budgeting, financial reporting, billing, receipting and internal control procedures for the Town on Nantucket, Town of Weymouth, City of Somerville, Town of West Boylston, Wakefield Gas and Electric, and other local governments
- Conducting a staffing and organization study for the Springfield Water and Sewer Commission, Brookline Housing Authority, and others.

Ms. Griffin is a cum laude graduate of Central Connecticut State University with a Bachelors Degree in Political Science and has gained her MBA from Boston College Graduate School of Management. She is a member of the Government Finance Officers Association (GFOA). She has served on a charter review commission and on a local finance committee. She has experience in MUNIS, DataNational and BRC accounting and financial management systems.

Mr. David A. King will be the lead consultant on the Information Technology, Transportation, and Food Service portions on this project. Mr. King previously served as the chief fiscal officer of the Waltham Schools for 28 years. He is trained in government and non-profit systems analysis as well as educational finance and administration. He also served as the School Building Committee Chairman for 9 years. In these capacities, Mr. King has implemented

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computerized accounting and record keeping systems in the Waltham Public Schools (WPS), first with mainframe computers, then personal computers and client server networks, developed a \$180 million facilities renewal project, completed over 35 Massachusetts Department of Education End of Year Pupil and Financial Reports and developed data collection and reporting systems to support this document, designed and redesigned Waltham Public Schools chart of accounts to be compatible with UMAS, DESE requirements and reporting, City of Waltham Auditor's requirements and several computerized accounting packages, provided School Department liaison to City implementation of Burroughs payroll system, SCI fiscal software and MUNIS payroll system, and managed school bus transportation in Waltham for over 30 years. In this role he developed, prepared, and managed the School Department's section of the integrated City of Waltham budget. He also developed and managed the School Department's accounting system, in compliance with DOE standards, when it was required to be integrated with the City's financial system.

As School Business Manager he was the fiscal manager of the School Lunch Department for 28 years and the executive in charge of the department for eight of those years. In addition, one of Mr. King's main roles for his entire career was to advise the Superintendent on information technology. He worked closely with the City's IT department, frequently providing advice on how to integrate the School and City IT departments to minimize duplication of services and maximize the efficient delivery of services. As interim Business Manager of the Southbridge Public Schools he advised the Superintendent on redesigning the School Department budget.

He has assisted Mr. Abrahams on several educational management studies, including developing the Westfield Public School's budget and conducting a review of the Needham and Beverly Public Schools transportation services.

He is a certified School Business Official, has an A.B. in Economics (minor in Mathematics) from Hobart College, an M.S. in Business Administration from the University of Rochester, Simon School of Management and a MEd. in Educational Administration from the University of Massachusetts (Boston).

Ms. Judith Killinger will assist Mr. Abrahams on this project for the MUNIS budget, chart of accounts, and reporting tasks. Ms. Killinger served as the School Business Administrator for the Rockland Public Schools where she was responsible for developing and managing the school department budget and preparing the End-of-Year and all other financial and non-financial reports and worked with Mr. Abrahams to develop the district's chart of accounts. She has assisted Mr. Abrahams on the Hull Public School project, the Lexington and Reading school chart of accounts projects, the Dennis Yarmouth Regional School District study, and the development of a financial reporting and budgeting system for the Hull and Westfield Public School's budget. She holds a Bachelor of Science Degree from Marietta College and is a certified teacher in secondary mathematics.

Project team resumes are were submitted as part of the original submittal.

REFERENCES

We have provided several references of recent school, city or town clients in Massachusetts whose assignments are relevant to this study. This listing is in addition to and supplements our Statement of Bidder Qualifications.

Town of Ashland

Consolidation of Town/School Financial Processes

John Petrin, Town Manager, 508 881-0100

Mark Purple, Assistant Town Manager/Finance Director,

The objective of this 2007 project was to conduct a review of the financial management functions of General Government and the School Department to improve the efficiency and effectiveness of business functions. The Town was operating on the MUNIS system; the School Department on IMG software. Ashland has about 2,500 foundation enrollment students, which has been generally increasing over the past few years. The focus of the study was to:

- Review the current financial management procedures of General Government and the School Department in order to streamline processes, eliminate duplication of activities, and reduce the need for reconciliations.
- Recommend changes to enhance the effectiveness and efficiency of General Government and School Department business practices in the areas of general ledger, accounts payable, cash receipts, accounts receivable, procurement, payroll, grant management, capital projects, student activity accounts and financial reporting.

The School transferred over to MUNIS two years ago, which has made payroll, accounts payable, and reporting more efficient and effective. All payrolls are bi-weekly, which allows the payroll clerk time to work on other things during the off weeks. The Town has automated leave accruals for a while now, and they appear on the checks each week. The School is in the final phase of doing the same. In short, the consolidation of Town and the School on to MUNIS has greatly improved the efficiency and effectiveness of Town and School operations, and therefore those related recommendations have been implemented.

Town of Andover

Buzz Stapinski, Town Manager

Anthony Torissi, Finance Director, 978 623 8217

There is a long history of cooperation between the Andover School Department and the municipal side of Andover town government that has facilitated the consolidation of various duplicative functions. During the mid-1990s, under Mark Abrahams' direction, plant and facilities maintenance was consolidated into a single, town-wide department serving both the schools and town government. Andover's foundation enrollment is 5,994 and is generally increasing.

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The plant and facilities department is comprised of eight divisions. It is responsible for the routine and scheduled maintenance of town buildings (except custodial care of school buildings), equipment, vehicles, parks, fields, cemetery, other municipal grounds, traffic signals and street lights. The department operates a central fuel depot, manages the rental of all building and outdoor spaces, and oversees repairs, capital improvement and construction projects. All costs are charged to the plant and facilities budget, but are tracked in detail so that a monthly breakout of project costs, labor and materials by department is reported to town and school officials.

The plant and facilities director is funded in the municipal budget, but reports to both the town manager and the superintendent of schools. By all accounts, this effort has been effective in keeping facilities in good condition and equitable in meeting the needs of all town departments.

The human resources function has also been consolidated into a town-wide department of human resources (HR). The department's core services are provided by the HR director and a staff of four and include staff recruitment, compensation and benefits management, staff training and development, employee relations and human resources information management.

The Town is now considering consolidating its town and school payroll, vendor payments and purchasing systems.

Town of Barnstable

Mark Milne, Finance Director, 508 862 4654

Town/School Consolidation of the School Business Function, Integrated MUNIS System, Benchmarking

We were retained by the Town of Barnstable to review the policies, procedures, practices and systems of the School Department with the goal of recommending changes to enhance the effectiveness and efficiency of School Department business, administrative and finance functions. As a second component of our review, we also analyzed activities for potential reorganization and consolidation with the Town Department of Finance and Town Department of Human Resources. We also reviewed school business activities that may be transferred from the School Business Office (SBO) to the various school sites or responsibility centers (SPED, athletics etc.). In addition, we developed an integrated Town/School MUNIS chart of accounts and general ledger system and conducted a benchmarking study.

According to Barnstable's finance director, essential ingredients to a successful consolidation include unequivocal support from elected and administrative town and school officials, mutual trust between municipal and school leadership and a formal agreement to share revenues. Barnstable uses a budget allocation model designed to divide available revenue among fixed costs and departmental budgets.

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In Barnstable, the finance director oversees all finance department operations (accounting, treasury, collections, assessing and purchasing) and plays a lead role in budget development and financial analysis. The school department has a dedicated person, the assistant finance director, who focuses solely on school finance, prepares the school budget and oversees all school accounting. She is a certified school business manager, but reports to the town's finance director.

Finance department policy is to present all financial information in an open, transparent manner, but to remain strictly neutral in budget or other conflicts that may arise between school and town officials or administrators. Town and school offices are physically located in the same building and the superintendent and town manager meet weekly with the finance director to foster good communication and working relationships.

Another contributing factor to the town's success cited by the finance director was decentralizing the processing of payroll and payables. Rather than have the accounting department key-in payroll and vendor payment information that is originally collected at the department, building or program level, this responsibility was shifted to each department, or building/program with the schools. Entering this data on a decentralized basis forced each department or program to take ownership of their data, freeing up the finance department to perform higher-level audit functions rather than data entry.

**Department of Education
Compliance Supplement**

Jay Sullivan, Department of Elementary and Secondary Education, 781 338-6594

The Abrahams Group was retained by the Department of Education (Jay Sullivan) to review data collected by DOE and determine the extent to which DOE should require districts to submit such data, modify the end of year report, and to write the Compliance Supplement. This document is used by independent auditors to audit the End of Year Report for compliance.

Hopkinton Public Schools

Review of School Business Functions

Geoff MacDonald, Former School Business Manager, 508 358 3750

We were retained by the Hopkinton Public Schools to conduct several related studies including:

- Conducting an operations review of the Hopkinton School Department.
- Conducting Compliance Supplement reviews of the Hopkinton School system.
- Developing and implementing a revised Student Activity Accounting and Reporting system for the Hopkinton Public Schools and conducting reviews thereto.

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**Hull Public Schools
Budget and Chart of Accounts Development
Marcia Bohinc, Town Accountant, 781 773 3813**

The Hull Public Schools retained The Abrahams Group to develop a tool for the School Department to develop the FY 2007 budget and to validate FY 2006 payroll and personnel data. The School Department compiled a FY 2008 preliminary budget and asked us to validate the payroll and personnel data contained in the FY 2008 preliminary budget and to review the non-payroll assumptions with School Department staff. In addition, The Abrahams Group developed an integrated Town/School chart of accounts and general ledger accounting system.

**Longmeadow Public Schools
School Budget and Reporting Validation
Review Financial Practices, Policies and Procedures
Robin Crosby, Town Manager, 4136 565-4110**

The Abrahams Group validated school department account balances on the MUNIS system, conducted an organizational and operational review of the school business finance function, recommended significant changes to the school department's budget structure, controls and management, and recommended organizational changes to the school business office.

**Lexington Public Schools
Redesign of MUNIS Chart of Accounts and Reporting Systems
Mary Ellen Dunn, Assistant Superintendent for Finance, 781 861 2563 x215**

The Abrahams Group developed a School Department chart of accounts on the MUNIS system. The project included developing all MUNIS tables including segment, org, character code, account master, fund attribute and other tables. In addition, we redesigned School Department MUNIS reports.

**Plymouth Town/School Consolidation
Gary Costin, School Business Manager, 508 830 4300 x315
Melissa Arrighi, Assistant Town Manager, 508 747 1620**

The Town of Plymouth has formed a Consolidation Committee made up of Selectmen, Finance Committee members, School Committee members, and Town Meeting members. The general mission of the Committee is to review services provided by the Town and School Department to identify those that have overlap and may benefit from consolidation. The review is to include the financial, legal, and service delivery implications of that consolidation and then prioritize recommendations for implementation.

The Abrahams Group has recently been requested to serve as an advisor to the Consolidation Committee. This assistance may include discussing my experience and successes in

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consolidation efforts, reviewing other similar studies that have been implemented, assisting to select functions to be reviewed, developing workplans, reviewing findings and discussing recommendations. My role may include performing these tasks. All tasks will be under the direction of the Consolidation Committee.

Reading Public Schools
Redesign of MUNIS Chart of Accounts
Mary DeLai, School Business Manager, 781 670-2880

The Abrahams Group developed an integrated town and School Department chart of accounts on the MUNIS system. The project included developing all MUNIS tables including segment, org, character code, account master, fund attribute and other tables.

Springfield Public Schools
Program and Performance Based Budget
Mary Tzambazakis, Former Finance Director, 413-967-9648

The Abrahams Group developed the Springfield School Department's FY 2006 budget including program budgets, goals and objectives, and performance measures. This work was performed in conjunction with the Springfield Control Board.

Westfield Public Schools
Accounting, Reporting, and Budget Redesign
Dr. Shirley Alvira, Superintendent, 413 572-6403

The Abrahams Group was retained by the Westfield Public Schools to:

- Establish and/or identify the current financial status of the school districts appropriated and grant funds. This status shall include: total expenditures, total encumbrances and remaining balances. Scope of funds shall include LEA budget, grants and revolving and special revenue accounts.
- In conjunction with the superintendent of schools, develop and present the 2008-2009 fiscal plan (budget) leading to school committee approval.
- Where and when appropriate, to complete and/or amend the 2007 End Of Year Financial and Statistical Report for submittal to the Department of Education
- Using industry standards, to continue to close out the fiscal 2007 finances; clearly and specifically identifying expenditures and carryovers (encumbrances). Determinations of the 2007 closeout thereby created historical data.
- Assist the School District in developing a management structure for delivery of financial services effective July 1, 2008.
- Develop and implement a set of user-friendly financial reports for the district utilizing the MUNIS financial system.

SAMPLE REPORTS

We have included the following sample reports for your review. These reports are relevant to this project and illustrate our knowledge of and ability to analyze and communicate the many issues inherent in this study. The Consultant must have a thorough understanding of School and Town processes, organizations, internal controls, operations, budgets, MUNIS, and other functions. Thus, we wish to present several samples of our work.

- Town of Ashland, Financial Management Review of School and General Government Business Functions
- Barnstable Public Schools, Management Audit including the School Finance Review Report, School Business Function Report, and MUNIS Financial System Report
- Longmeadow Public Schools - Review of Past and Current Policies, Practices and Procedures and Verification of Account Balances

PROJECT TIME LINE

The first phase (Part 1) of the engagement will be completed within sixty (60) calendar days of the date of the contract signing. The second and third phases (Part 2) of the engagement will be completed within one hundred five (105) calendar days of the date of the contract signing. The executive summary and Final Report will be submitted within ten (10) calendar days of receipt of comments on draft reports. The detailed project schedule follows:

Town of Wayland		Weeks After Start Up	
School Finance and Administration Reviews		Start	End
Task 1	Conduct Planning Meeting	1	1
Task 2	Assemble and Review Relevant Data and Reports	1	2
Part 1	Budget and Expenditure Reporting Formats		
Task 1.1	Compare Reporting Formats	2	4
Task 1.2	Budget to Actual Reporting	3	6
Task 1.3	Restate FY 2011 School Budget	5	8
Part 2	Non-Educational Operational and Administrative Service Delivery Structures		
	Review of the Administrative Structure of the Wayland Public Schools		
Task 2.1	Issue Job Analysis Questionnaire	2	4
Task 2.2	Review Existing Procedures	4	6
Task 2.3	Review Workload Data and Workflow	4	7
Task 2.4	Assess the Organization and Operations of the Financial Functions	8	12
Task 2.5	Develop Preliminary Findings and Recommendations	10	12
Task 2.6	Review Preliminary Findings and Recommendations	11	12
Task 2.7	Refine Study Analysis and Develop Final Recommendations	13	14
Task 2.8	Prepare and Deliver Final Report	15	15

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FEES

Professional fees are based on the amount of time spent on a project and the level of staff assigned. In addition, out-of-pocket expenses for such items as travel, typing and report reproduction are reimbursed. Based on the project phases, professional fees and out-of-pocket expenses will be \$54,500, as follows:

RFP Phase	Hours				Total Hours	Total Dollars
	Mark Abrahams	Kathryn Griffin	King/ Killinger	Total		
1	24	70	8	102	\$ 12,000	
2	20	98	60	178	\$ 19,000	
3	36	114	25	175	\$ 23,500	
Total	80	282	93	455	\$ 54,500	

Progress billings will be submitted bi-weekly which are payable upon receipt. These fees do not include costs associated with MUNIS representatives.

* * * * *

We are pleased to submit this proposal letter to the Town of Wayland on this most important project. I will be pleased to discuss this letter with you at your earliest convenience.

Sincerely yours,



Mark D. Abrahams, CPA
President