WAYLAND PUBLIC SCHOOLS GOAL #5 - FISCAL OPERATIONS GOAL

The Wayland Public Schools have engaged in a systematic process to review the district's needs and create goals and initiatives to improve teaching and learning. On October 11, 2011, School Superintendent Dr. Paul Stein presented six priority areas for the 2011-2012 school year. This document is designed to provide an overview of the progress-to-date on implementation of the system-wide Goal #5: "To restructure the fiscal operations within the school system with an eye toward efficiency, transparency, and accountability."

Objective #1: To revise the development, presentation and reporting of the budget so it provides district financial information in an easily understood and readable format leading to greater transparency.

Objective #2: To restructure the Financial Operations (organization, protocols and procedures) to increase accountability and efficiency.

Objective #3: To improve service and find cost efficiencies in ancillary operations (transportation, food service, facilities) for the benefit of students, staff, parents, and residents.

WAYLAND'S FISCAL OPERATIONS GOAL

Objective #1: To revise the development, presentation and reporting of the budget so it provides district financial information in an easily understood and readable format leading to greater transparency.

Strengths	Weaknesses
The budget process, documents, and presentation of the budget have been significantly improved in the last two annual budget cycles. The budget book was revamped for FY13 to include full time equivalency for all positions, budget correlation to system-wide goals, and alignment with MUNIS accounts. Transparency has been increased significantly through the introduction of a Financial Statement, FY10 and FY11, and a quarterly financial report starting in FY12. Budget reports from the Town's financial system (MUNIS) are now available on the WPS website. A five year history for all revolving accounts has been provided with further use of Crystal Report capabilities anticipated.	There continues to be some alignment and allocation issues on the personnel side which require additional analysis for both annual budget and year-to-date (YTD) reporting. Expense budgeting and actual alignment, although significantly improved, requires more attention from the account managers. The budget documents are still not comprehensive. A memo from the Superintendent to the School Committee, dated February 6, 2012, identified areas of improvement for future budget cycles (Appendix A).
Opportunities	Threats
Tremendous opportunity exists to make improvements to the development, documentation, and presentation of the budget and its underlying support structure and procedures. These are outlined in the Superintendent's memo, Abrahams Report, and the ORC Report. In addition, the MUNIS financial system is currently being made available to administrators and support staff for purchasing and budget monitoring. The budget process will be further strengthened by making these tools available to staff at the site level. This decentralization will improve administrator and staff communication and ownership of the	The time and resources needed to address these issues in a more timely manner remains a matter of concern.

WAYLAND'S FISCAL OPERATION GOAL

Objective #2: To restructure the Financial Operations (organization, protocols and procedures) to increase accountability and efficiency.

Strengths	Weaknesses
Financial operations have been improved through the revision of many protocols and procedures overseen by the central office. These include, but are not limited to, personnel, payroll, procurement, reporting, encumbering, accounts payable, audit, and compliance with statute and regulations. Many of the recommendations of the Abrahams Group (TAG) have been implemented, some even prior to their final report. The implementation of other recommendations upon which there is School Committee agreement is in process (see TAG Status Chart - Appendix B). Education of staff in proper procedures and the use of MUNIS is progressing well. It should be noted that the principals' discretionary, METCO, and WSCP (including TCW) checking accounts have all been closed – with no such accounts remaining open. Finally, a determination was made regarding the balances in the Athletics, Parking, Instrumental Music, and Transportation Revolving Accounts.	Many areas in the financial operations of the district are in the process of or are scheduled to be addressed. Comprehensive revolving account budget documents do not yet exist. Deficits in or lack of procedures combined with areas requiring better internal control continue to create exposure until they can be addressed. A good example of this challenge is the transition to a new set of procedures regarding the Student Activity Accounts. Work still needs to be done to firmly establish a method for charging proper expenses to the revolving accounts. This first requires that the school committee, in collaboration with central office, come to consensus on the correct allocation of indirect costs.
Opportunities	Threats
Opportunity abounds to improve and strengthen the financial operations of the WPS. Expanded use of the Town's financial system will improve efficiency and internal controls and facilitate budget development, forecasting, and reporting entirely through the MUNIS system. Changing other processes, previously done through paper going back and forth, to on-line will similarly improve efficiency and customer usability (the most obvious being purchase orders). A couple of other examples include on-line payment and registration centers for fees and the booking of facilities. On-going procedural revisions in personnel/payroll, purchasing, accounts payable and reporting are all leading to increased efficiency, transparency, and accountability.	Finding transportation efficiencies, gathering audit information, and planning for a Facilities Department reorganization require time and resource commitment. These, along with addressing systemic, policy and procedural issues strain office resources and our ability to meet desired timelines. Making significant changes in practice, while meeting required day-to-day responsibilities is in and of itself a challenge. This concern is a common thread throughout each of the three objectives. Adequate staffing exists under normal circumstances, but the implementation of new procedures adds another layer of documentation, revision, and training requirements.

WAYLAND'S FISCAL OPERATION GOAL

Objective #3: To improve service and find cost efficiencies in ancillary operations (transportation, food service, facilities) for the benefit of students, staff, parents, and residents.

Strengths	Weaknesses
The Transportation Program benefitted from a new, 3 year contract in FY12 resulting in budget savings, receipt of federal fuel credits, an inflation clause for the 2 nd and 3rd years, and a fuel adjustment clause. Bus route efficiencies are a major initiative for 2012-2103 school year. The Food Service operation provides a nutritious program that is in compliance with all USDA, state, and local regulations. The Director actively pursues improvements to the program and keeps a positive balance (in-line with regulation) in the revolving account. TEC offers professional development and insight into other districts' operations. All benefit costs were charged to the program in FY11 and FY12. Lunch prices are anticipated to remain stable for the foreseeable future. The Facilities Department was instrumental in delivering a very successful new High School project. This same expertise is being brought to other school related projects and to the management of the department as the reorganization to a stand-alone department unfolds.	For some students, the bus route can be long. Inadequate training in bus routing software hampers our ability to make needed efficiency revisions. This is compounded by staff need to hold down multiple jobs in addition to this stipend position. A clear plan and timeline for the Facilities Department is lacking. This should take shape over the next 6 months as the high school building project comes to an end.
Opportunities	Threats
The Transportation Office will look to significantly improve the bus routes for 2012-2013 school year with an eye towards decreasing the average amount of time students spend on the bus. This focus on routes will result in a more standardized, logical set-up which should increase safety and find cost efficiencies. The Food Service Program has already seen increased participation with the opening of the new High School and a doubling of lunches sold at Loker with the expansion of full day kindergarten. Opportunities to improve the product delivered to students, both in appeal and nutrition, are being explored and implemented. The reorganization of the Facilities Department into its own entity which services both the town and schools presents many opportunities to restructure service delivery and find cost efficiencies.	Time and resources, as noted on previous page.

Appendix A Paul Stein Memo, February 6, 2012

MEMO

TO: School Committee

FROM: Paul Stein, Superintendent

RE: Budget Enhancements DATE: February 6, 2012

We have reviewed the budget process to date, and have identified areas of improvement for future budget cycles. We would like to see the budget book include the following:

- Narratives that describe the impact of the budget on each school
- Enrollment projections and history, including special education
- Account summaries of all grants
- Account summaries, including information about fees, fundraising and expenses, for all revolving accounts
- Expanded information on per pupil expenditures by type of expenditure (categorized as to provide more information, while summarized to the extent that it provides a good comparative overview by school)
- · History of non-personnel costs relative to enrollment
- History of student/staff ratios
- History of total operating budget relative to enrollment
- · History of special education out of district costs and enrollment
- Separate technology budget reflecting all budget line items, their location, and sustainability
- Indication of the number of students impacted for any new initiatives
- Chart which lists any changes in benefit costs to the town
- Provide notes on significant variances in Munis budget detail back-up material (supplemental to budget book)
- A significant variance explanation form for expense accounts
- FTE summary by school/dept with showing operating and special revenue fund break-out
- FTE change analysis by school/dept (to include all changes, not just initiatives)
- · Capital budget accounts

Finally, this list is a work in progress. We welcome suggestions as we are working together to develop a document that serves the needs of the district and the community at large.

Appendix B TAG Status Report, April 2012

RECOMMENDATION	TIMING	ORC INPUT	<u>STATUS</u>
PART 1 REPORT	April 2011		April 2012
			In all cases the actual format may differ from those recommended but still achieve the same objective.
School Budget and Financial Reporting			
1. Develop and publish an integrated, comprehensive and meaningful Proposed Budget Document	Within 1 year	Appendix IIc completed by dollars but not by FTEs. Appendix IIe done as recommended with exception of projected column Appendix IIb and IId may or may not be completed depending on timing of additional resources.	Appendix I covered by revised format and other reports in FY13, to be revised again for FY14 to be more comprehensive Appendix II.a Narratives as prescribed to be provided in FY14 budget Appendix IIe completed as recommended with exception of projected column Appendix IIc completed by dollars AND by FTEs with exception of projected column, covered by Quarterly Appendix IIb and IId implemented for FY13 partially; to be completed in FY14 Budget document for Non-General Fund accounts to be completed for FY14
Control and Manage Budget by Site/Department and by Activity/Subject	1-60 days		Completed in FY12. Principals to budget for expense account on-line for FY14

<u>R</u>	ECOMMENDATION	TIMING	ORC INPUT	<u>STATUS</u>
3.	Institute formal Budget Order for vote of school committee and institute Policy level transfers by School Committee (for FY 12 Budget Control)	Within 1 year	Can be done for non-personnel costs but need projection tool to identify the need for transfers between site personnel and non-personnel budgets.	Principals and Directors currently have bottom line authority for expense accounts and no authority to make transfers between personnel and expense, or between other schools or departments. Budget Order to be proposed and considered by for FY13. Implementation of full controls in MUNIS in FY14.
4.	Strengthen role of Principals and Department heads in the Budget Process (Development of Budget and Administration of Adopted Budget)	Within 1 year	Personnel portion of budget should be targeted for at least partial implementation for the FY14 budget. May be possible for Dept Heads to directly enter non personnel budget information into MUNIS for FY13	The entering of requisitions into MUNIS at the site level was implemented by May, 2012, in time for FY13 purchasing. Expense budgets will be entered at the site level for the FY14 budget along with the update/review of the personnel budget spreadsheet. The entering of personnel information into MUNIS will follow for FY15 budgeting.
5.	Clarify the Reporting Relationship of the School Business Manager to the School Committee	1-60 days	SC should consider developing a formal policy to describe the relationship between the SC and the Business Administrator.	Policy Sub Committee to review existing policies and to make a recommendation to the SC with regard to whether the existing policies reflect the substance of Finding 5, and if not, to propose a new policy that will reflect the substance of Finding 5. The posting of periodic financial reports to the website accomplished. Budget Order/Transfers covered in item #3.

R	ECOMMENDATION	TIMING	ORC INPUT	<u>STATUS</u>
6.	"Turn on" MUNIS Financial System Budget Controls (For FY 12)	3-6 months	Consider as part of the implementation of the purchasing module.	Requisitioning in MUNIS implemented (see #4). Controls to be implemented during FY13 once users are more comfortable and Budget Order policy is set by the SC.
7.	Institute wide spread use of encumbrance (obligation) accounting	3-6 months	Implementation of electronic requisition process is likely 6-9 months away.	Encumbrance accounting implemented with high compliance rate. The use of vouchers to pay bills after incurring expense disallowed except for certain items, like reimbursement for travel expenses. Requisitioning on-line requires the use purchase orders.
8.	Institute Process to assure Required DESE reports are submitted to DESE	1-60 days	Cost of preparing an FY07 report is worth doing for the benefit received.	Completed
9.	Develop and Execute and Indirect Cost Agreement (per DESE requirements)	1-60 days		Completed
10	Institute interim budget and financial reporting to the school committee and Publish on website	1-60 days		Completed Budget Order/Transfer policy not yet in place (see #3)
11	Institute Reporting on the Non- General Fund Funds of the School Committee	1-60 days	, , , , , , , , , , , , , , , , , , , ,	Completed

RECOMMENDATION	TIMING	ORC INPUT	<u>STATUS</u>
12. Determine Authorized/Unauthorized Expenditure	If necessary		Policy Sub Committee to review definitions for authorized and unauthorized expenditures and report its findings and recommendations back to the SC
13. Make minor refinements in chart of accounts to support Department/Site and "Activity" budgeting, accounting and reporting.	1-60 days		Certain changes have been implemented and will be ongoing. Transportation and Facilities still included in Business Office site segment but severable by department already. They were segregated for the FY13 Budget with recoding in MUNIS to follow for FY14 Budget.
PART II REPORT	June 2011		April 2012
Decentralization of MUNIS Financial Management System II.b			
Decentralize Requisitions and Purchase Order Entry to School Responsibility Centers to School Sites	3-6 months Within 1 year		Completed May 2012
Decentralize Staff Time and Attendance Entry to School Responsibility Centers to School Sites	3-6 months Within 1 year	Does not agree that the schools should decentralize time and attendance	Staff time and attendance entered centrally. No indication that there is any benefit to change the process from School or Town Human Resource departments.

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<u>R</u>	ECOMMENDATION	<u>TIMING</u>	ORC INPUT	<u>STATUS</u>
3.	Decentralize Budget Administration and Monitoring (retain Central Control) to School Responsibility Centers to School Sites	Within 1 year Within 1 year		Requisition and report capabilities in place May, 2012 thereby eliminating need to keep two sets of books. Familiarity with system by users will begin the end of separate record keeping.
4.	Decentralize Budget Development and Entry to School Responsibility Centers to School Sites	Within 1 year Within 1 year		Expense budget entry to be done at School sites for the FY14 Budget (Fall 2012). Personnel budgeting will remain central but FTEs will have been entered into MUNIS by HR thereby allowing reporting and projections to be done in MUNIS.
5.	Decentralize Accounts Payable Entry to School Responsibility Centers to School Sites (Phase in - Start at Middle School)	Within 1 year Within 2 years		Migrating requisitioning to departments and implementing budget entry and monitoring will take another year. Decentralizing accounts payable is a goal for implementation by the end of FY14.
6.	Transfer from ISTAFF to MUNIS H.R. as Human Resource System of Record and Principal EPIMS Database	Within 2 years	Schools need to evaluate all of the systems and their respective SIF certification before IStaff is eliminated.	Currently not being considered by HR and Technology Departments. May come under study at a later date.
7.	Transfer from ISTAFF and Excel Personal Services Budget Calculations to MUNIS Self Populate	Within 2 years	Does not recommend implementing the position control in the Module for personnel expenses	This will require assistance from the HR department. The current plan is for HR to input correct FTE information into MUNIS summer 2012 thereby allowing reporting and projections to be done in MUNIS (see #4). Position control and encumbering to follow.

R	ECOMMENDATION	TIMING	ORC INPUT	<u>STATUS</u>
8.	Town decentralization of time and attendance and P.O.s	Within 1 year	N/A	N/A
9.	Enhanced Online Utilization of eSped by Teachers	Within 1 year		Implemented at elementary, MS and HS
Intern	al Controls II.c			April 2012
1.	Initiate Independent Reporting of all Departmental Receipts (Cash and Checks) to the Town Finance Director/Accountant	1-60 days		Completed
2.	Improve/Monitor Cash Receipts and Enforce Reporting Guidelines	1-60 days	Disagrees with recommendation. BA should be copied on all deposits and guidelines should be developed for the frequency of remittance of funds to the Treasurer.	The Special Education Coordinated Program Review recently conducted by DESE included a Fiscal Review which supported all deposit information coming through the SBO. Inadequate resources delaying development of guidelines and implementation.
3.	Correct the Inadequate Segregation of Duties - Accounts Payable	1-60 days	Accountant should be responsible for vendor maintenance. SC should consider hiring an independent third party to perform procedures to gain comfort that no misappropriation occurred.	Completed

<u>R</u>	ECOMMENDATION	TIMING	ORC INPUT	<u>STATUS</u>
4.	Close Bank Accounts not under Custody of Treasurer and not recorded on General Ledger	1-60 days		Principal Discretionary, WCSP, and METCO accounts closed
5.	Need Student Activity Accounts Controls and Appropriate Reauthorizations	1-60 days	SC should decide whether to pre- approve these expenses or approve them as part of replenishment. Checking account limits should be amended to reflect the respective activity.	In process but delayed implementation due to training needed at the schools. An independent audit has been scheduled for summer 2012 once training has been completed. Staff is no longer receiving compensation funded by Student Activities which does not go through MUNIS.
6.	Need Independent Review of School's Payables	1-60 days	SC and BA collectively should determine appropriate frequency of processing warrants.	Completed. Independent review in place and reports provided to SC showing account balances.
7.	Need Personnel Control/Action Form for Payroll System	3-6 months		Completed with new form and procedure in place.
8.	Improve Payroll Approvals of Overtime and Extra Hours	1-60 days		Principals and Directors are all required to authorize payroll transactions. Submittals are electronic and standardized.
Finan	cial/Budget Policy II.d			April 2012
1.	Close out or Resolution of Capital Project Balances	1-60 days	Review of capital project balances conducted in January and June and closed based on review is appropriate.	Completed

RECOMMENDATION	TIMING	ORC INPUT	<u>STATUS</u>
Reporting of all Reserves including Funds in Overlay Reserve and Declaration of Overlay Surplus	1-60 days		N/A
Greater Transparency in the Setting of the Tax Rate	1-60 days	as:	N/A
Staffing Analysis and Comparative II.e	N/A	SC should review the commentary and determine actions, if any, it deems appropriate.	Initial review completed. Agree with amended report in regards to HR. Expect access to new position provided to Town for analysis.
Coordination of Efforts II.f	Within 1 year	Reluctant to use the hard deadline of 1 year to force consolidation. As long as forward progress is being made than that is sufficient.	Additional accounting position hired for SBO. Any consolidation effort in hands of policy makers.
Food Services III		v	April 2012
Self-Sufficiency accounting and reporting	3-6 months		All benefits costs were transferred to the program in FY11 and FY12
Reducing hours to non-benefitted levels	Within 2 years	Town should not reduce individuals' hours in order to save benefits. Non financial impact should also be considered.	The plan is to reduce positions with benefits (under 20 hours per week) through attrition

RECOMMENDATION	TIMING	ORC INPUT	<u>STATUS</u>
3. Reducing Staff to MPLH of 15	Within 2 years	SC should evaluate options for MS	Director assessing situation and program has seen an increase with opening of the new HS. Determination made that MS schedule change for food service savings too disruptive.
4. Increasing Participation Rate	Within 1 year	Wait for opening of new HS to see how these changes impact the participation rate.	Hs participation has increased from 27% to 40% with the opening, MS remains at 50%. The Director looking to increase participation more.
5. Food and Labor Cost Ratio	Within 2 years	No recommendation was noted in this area.	See #2
6. Public Relations	Within 1 year	Wait for opening of new HS to see how these changes impact the participation rate before beginning a public relations campaign.	See #4
7. Cash Management	Within 1 year	School should evaluate check imaging and remote direct deposit to determine if they are cost effective.	This will be evaluated as part of larger revenue process review.
8. Lunch Prices	3-6 months	No changes in the process are recommended.	Prices anticipated to remain stable for ext several years
9. Loker School Schedule□	Within 1 year	Evaluate program after the results of the second year of the FDK pilot are received.	Lunch counts have doubled at Loker (March year-to-year) with expanded FDK with same part time staff person

RECOMMENDATION	<u>TIMING</u>	ORC INPUT	<u>STATUS</u>
10. Elementary School Capital Improvements	Within 2 years	SC should consider upgrades to these facilities as part of the long-term capital budget.	Cafeteria service line set-up to be evaluated
11. Middle School	Within 2 years	SC should consider upgrades to these facilities as part of the long-term capital budget.	Capital improvements not required at this time. Director looking at serving line improvements.
12. High School Open Campus Problem	Within 2 years	Wait for opening of new HS to see how these changes impact the participation rate.	See #4. No plan to change HS open campus at this time.
13. Commended	N/A	No recommendation was noted in this area.	N/A
14. Privatization	N/A	No recommendation was noted in this area.	The program is well run and improvements are being sought. Investigating privatization is a major undertaking and not a high priority at the present time.
Transportation Services IV			April 2012
1. Staffing Communication	3-6 months	Does not recommend identifying one person to handle all calls. School should revisit communication to parents at beginning of year to reinforce important FAQs.	Completed. Change of personnel at First Student and information updates on the website have reduced calls. The Coordinator is pressed for time however in looking at revising routes. Outside assistance has been added temporarily.

RECOMMENDATION	TIMING	ORC INPUT	<u>STATUS</u>
2. Scheduling Improvements	3-6 months	No additional changes need to be made to the scheduling process. Recommend schools review the bussing system periodically but do not recommend any changes at this point.	The Transportation office is looking to make routes more efficient in the 2012-13 school year and reduce the average amount of time spent on the bus by students.
3. Contractual Improvements	3-6 months		Completed – savings of \$131,000
4. Use of Transfinder	3-6 months	Does not agree with recommendation.	Transfinder is being made available to the dispatcher and IMG becoming SIF certified. Bus routing software was not being used to update student information.
5. Adjust School Bus Fees to Full Co	ost 3-6 months	No change in the process is required.	This information is considered annually in the budget process.
6. Alternative Service Options	Within 2 years		Capital request for one full size bus approved at April 2012 ATM, one older bus kept as spare.
7. Special Needs collaboration	3-6 months		Cost efficiencies through the use of collaborative to be investigated.
Facilities Department			April 2012
1. Custodial Staffing levels	N/A	No recommendation noted for this finding.	N/A
Maintenance StaffingHiring of Electrician	3-6 months		Electrician position approved in FY13 budget – budget neutral.

RECOMMENDATION	<u>TIMING</u>	ORC INPUT	<u>STATUS</u>
3. Purchasing and Supplies	3-6 months	No recommendation noted for this finding.	N/A
Professional Development for Computer Skills and Chemical Use	3-6 months		Department reorganization in the next 6 months should bring more emphasis
5. Update Facilities Rental Schedule	3-6 months		Awaiting comparisons from other districts
6. Outsourcing of School Cleaning	Within 1 year	Evaluate alternatives but should not be a cost decision only and implications to personnel, as well as schools and related educational environment should play a role in the decision.	The program is well run and improvements are being sought. Investigating privatization is a major undertaking and not a high priority at the present time.
Technology Services VI			April 2012
1. Consolidation of Staff	Within 1 year		Completed in network area and in process in other areas.
2. Use of Software	Within 1 year	Exercise caution when investigating the use of Open Office	IPass is SIF certified. Completed.
3. Consolidation of Network, Email and ISP	Within 1 year		Completed
Professional Development for Professional Staff	3-6 months		Training is on-going and directly related to the upgraded network and data center

<u>R</u>	ECOMMENDATION	TIMING	ORC INPUT	STATUS
5.	Move Town Network Hardware to WHS Network Center	Within 2 years		Piloted the move of 3 town servers to the HS data center. To date the pilot has been successful with plans to complete in FY13
6.	Consolidation of Town and School Departments	Within 1 year		Completed in network area and in process in other areas. Upon completion of successful data center merger, consolidated staffing proposal will be made for FY14.

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