



# **Broward County Public Schools**

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## **Performance Audit Report**

### **Bid #19-123E - Intercom Enhancement and Maintenance**

**FEBRUARY 20, 2024**

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**HCT Certified Public Accountants and  
Consultants, LLC**

# **Broward County Public Schools**

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## **Performance Audit Report February 20, 2024**

**Bid #19-123E - Intercom Enhancement and Maintenance**

# **THE SCHOOL BOARD OF BROWARD COUNTY, FLORIDA**

## **TABLE OF CONTENTS**

	<u>PAGE</u>
Independent Accountant's Performance Audit Report	1
Background on Bid 19- 123E	2
Performance Audit Objectives	4
Summary of Findings and Observations	7
Timeline of Events for Bid 19-123E	10
Summary of Interviews Conducted	14
Performance Audit Narrative	17
Performance Audit Narrative - Sub Topic 1	17
Performance Audit Narrative - Sub Topic 2	18
Performance Audit Narrative - Sub Topic 3	26
Performance Audit Narrative - Sub Topic 4	28
Performance Audit Narrative - Sub Topic 5	47
Performance Audit Narrative - Sub Topic 6	53
Performance Audit Narrative - Sub Topic 7	55
Performance Audit Narrative - Sub Topic 8	57
Performance Audit Narrative - Sub Topic 9	61
Exhibits	67 – 77

## Independent Accountant's Performance Audit Report

To: Members of the School Board of  
Broward County, Florida

We have performed the procedures enumerated below, which were agreed to by The School Board of Broward County, Florida (the "SBBC") solely to assist the specified parties in evaluating Broward County Public School's ("BCPS") compliance with its purchasing policies and requirements related to the purchases from Bid # 19-123E Intercom Enhancement and Maintenance. We are not responsible for the BCPS's compliance with those requirements, which is the responsibility of the BCPS's management. The sufficiency of these procedures is solely the responsibility of those specified parties in this report. Consequently, we make no representation regarding the sufficiency of the procedures described below either for the purpose for which this report has been requested or for any other purpose.

The procedures performed are located on pages 6 - 8 and our findings, observations, and recommendations are detailed in the performance audit narrative.

This performance audit engagement was conducted in accordance with attestation standards established by the American Institute of Certified Public Accountants. We were not engaged to and did not conduct an examination or review, the objective of which would be the expression of an opinion or conclusion, respectively, on Broward County Public School's ("BCPS") compliance with its purchasing policies and requirements related to the purchases from Bid # 19-123E Intercom Enhancement and Maintenance. Accordingly, we do not express such an opinion or conclusion. Had we performed additional procedures other matters might have come to our attention that would have been reported to you.

This report is intended solely for the information and use of the School Board of Broward County and BCPS's management and is not intended to be and should not be used by anyone other than these specified parties.

*HCT Certified Public Accountants & Consultants, LLC*

Hollywood, Florida  
February 20, 2024

West Palm Beach

Phone (561) 655-2664

Miami

Phone (305) 331-8768

Hollywood

Phone (954) 966-4435



## **BACKGROUND:**

RFP 19-123E for Intercom Enhancements and Maintenance was selected for audit by the Office of the Chief Auditor to determine if purchases were made by the Broward County Public Schools (“BCPS”) purchasing policy. Also, to be determined is whether purchases followed technology selection guidelines and the original intent of BCPS’s elected officials.

RFP 19-123E allowed the District to procure intercom system enhancements to support the safety and security at 53 high schools county-wide as recommended by Safe Haven International in August 2018. The financial impact to the District would be approximately \$15M for a three (3) year period with two possible 1-year renewals.

RFP 19-123E, BCPS sought proposals for intercom enhancements and maintenance as described herein. The RFP related to the overlay digitized enhancement of the Public Address (PA) Intercom system to the Internet Protocol (IP) network to allow capability for the system to be remotely and centrally managed as well as to facilitate the standardization of the District intercom system. The items were to include all components needed to overlay the enhancement while keeping existing intercom components such as speakers and wiring that may preexist at a campus and include the capability of providing additional speakers when necessary.

Noting that there could be locations without a PA system where a complete replacement would be required, The RFP called for components that would fully implement a complete sound and voice communication system with master clock functionality from the ground up in such cases. The awardees were tasked to provide a turnkey solution that would include all material, equipment, programming, and installation needed for the intended operation even if not specifically mentioned within this RFP including installation and testing. Additional goods and/or services may be requested if needed. In addition, all parts and services necessary to maintain all existing legacy intercom systems, speakers, and other components could be sourced through this RFP.

The BCPS at the time of releasing RFP 19-123E, had [REDACTED] which totaled 211 Dukane systems versus 24 Rauland Borg systems. The awardees were expected to be able to maintain all legacy systems in troubleshooting, labor, and hardware.

### **Scope**

Our investigation was from the beginning of RFP 19-123E through the date of our report. Our work was limited to those specific areas identified by the Office of the Chief Auditor. Had additional documents been provided to HCT or additional individuals interviewed, additional information may have been discovered that could impact the findings in this report. No additional interviews were deemed necessary by HCT Certified Public Accountants and Consultants (HCT).

### **Source Documentation**

We reviewed and relied upon the documentation provided by BCPS for our analysis. These documents included but were not limited to, BCPS emails, BCPS reports, invoices, management responses, personnel interviews, and discussions with the BCPS Special Investigative Unit (SIU).

**Approach**

Our engagement was conducted in accordance with the applicable professional standard promulgated by the American Institute of Certified Public Accountants (AICPA). These standards require that an AICPA member should have the professional competence to perform the engagement and exercise due professional care during the performance of the engagement. These standards were followed during our engagement.

We confirm that the authors and other professional staff involved in preparing this report acted independently and objectively. The fees for this engagement were based on the professional time expended. Our fees were not contingent upon the final results, conclusions, or resolutions. Using the data provided to us, we performed the procedures enumerated in our engagement letter which is dated May 15, 2023, as delineated in the performance audit objectives. We applied various commonly used auditing techniques to the provided data to identify our findings, observations, and areas of noncompliance with BCPS policies from the data provided. These techniques and the identified observations, findings, and noncompliance are outlined within the performance audit report.

**Expert Qualifications**

HCT does hold an active license in the State of Florida and we maintain good standing with the State of Florida Board of Accountancy to practice public accounting and meet the independence standards as defined by generally accepted auditing standards. All HCT key audit personnel assigned have completed the number of required hours of Continuing Professional Education (CPE) for CPAs engaged in governmental auditing according to Florida Statute 473.312 and Governmental Auditing Standards (Yellow Book). HCT is a member of the AICPA *Governmental Audit Quality Center*.

**Roderick Harvey CPA, CVA**

Roderick Harvey has over 28 years of experience in public accounting with governments, and nonprofit organizations primarily in the areas of management consulting, auditing, and attestation services. Roderick is the managing partner of HCT. Roderick has worked with multiple municipalities, school districts, federal agencies, the State of Florida, and special taxing government agencies. Roderick is experienced with over 170 municipalities, authorities, and districts.

**Leonardo Navarrete**

Leonardo Navarrete is a United States Air Force Veteran with 10 years of experience in conducting both SOX internal controls and operational audits at multi-national business organizations. A team player with a strong focus on details.

# PERFORMANCE AUDIT OBJECTIVES

**Purpose:** The School Board of Broward County, Florida (the “SBBC”), Office of the Chief Auditor engaged HCT Certified Public Accountants & Consultants, LLC (“HCT”) to complete a performance audit on procedures related to the District’s purchase of intercom enhancements and repair on RFP 19-123E.

The scope of the engagement specifically focused on 53 District high schools that needed intercom enhancements and repair. The hired contractor was to remove old components within the intercom systems and replace them with newer parts and connectors for a more effective intercom system at each of the 53 selected schools. The specified objectives of the engagement were as follows:

**Objective #1 - Determine if the Intercom Enhancement and Maintenance purchased under RFP 19-123E is in accordance with BCPS purchasing policies, procedures, and Board approval.**

**Procedures to be performed:**

- Review of BCPS purchasing and procurement policies;
- Interview procurement department personnel;
- Review RFP, RFQ, RFI, and vendor selection;
- Examine contract terms related to the sale;
- Verify the purchase was properly approved and authorized;
- Research and cover the distribution process of IT equipment (Reseller/Distributor relationship);
- Discuss transactions with Rauland Borg (Primary); and NDR Corporation (Secondary).

**Objective #2 - Determine how RB (Primary) and NDR Corporation (Secondary) were chosen and if the proper selection process was followed.**

**Procedures to be performed:**

- Review bid documentation from RFP 19-123E;
- Discuss the bid process with RB (Primary); and NDR Corporation (Secondary) and inquire about the parties involved (internal or external) and their relationship with BCPS decision makers;
- Review documentation related to other bids;
- Discuss the bid process with other vendors;
- Research and provide information on the manufacturer of the Intercom System;

- Interview the personnel from the following departments regarding input on the selection of RB (Primary); NDR Corporation (Secondary);
  - Information Technology
  - Fire Department
  - Finance
  - Procurement
- Interview/inquire with former or current CIO regarding the selection process; and
- Inquire with former and/or current Fire Officials regarding RB (Primary); and NDR Corporation (Secondary) intercom system.

**Objective #3 - Examine the transaction structure and pricing of the Intercom Enhancement and Maintenance purchase to determine based on comparable bids whether it was reasonable.**

- Review purchase and maintenance agreement with RB and NDR Corporation;
- Examine bid documentation from other vendors;
- Compare if the pricing of the intercom system and the maintenance program was at fair market value;
- Review a sample of invoices.

**Objective #4 - Determine how the permitting process was initiated, controlled, changed, and updated during the project as performed by Rauland-Borg.**

**Procedures to be performed:**

- Review permit documentation from RFP 19-123E and the chosen project;
- Discuss the permit process with the BCPS Fire Official and inquire about the parties involved (internal or external) for permitting commencement, changes, and updates;
- Review documentation related to permitting for a District-wide fire notification system;
- Discuss the bid process with other vendors or perform research on other intercom equipment rollouts for system-wide projects;
- Research and provide information on the National Fire Protection Association (NFPA) protocols relative to Version 72 Chapter 24 subchapter 101 – emergency communication systems;
- Interview personnel from the following departments regarding input on intercom systems, maintenance, and change orders;
  - Information Technology
  - Pre-Construction
  - Fire Department – Chief Official
  - Permitting department
  - Change order facilitation

- Interview/question former or current Fire Officials regarding their interpretation of this intercom system, upgrading to a complete fire notification system, and/or connecting the current intercom system to the current fire notification system at all 53 schools; and
- Interview former and/or current Fire Officials regarding equipment to be deployed at 53 schools.

**Objective #5 - Determine how the IT department initiated, controlled, changed, and/or updated IT during this project as performed by the Rauland-Borg.**

**Procedures to be performed:**

- Review IT documentation from RFP 19-123E;
- Discuss the IT process with the BCPS IT Official and inquire about the parties involved (internal or external) for IT commencement, changes, and updates;
- Review documentation on related IT projects for a system-wide notification project;
- Discuss the bid process with IT department heads and staff for the intercom equipment rollout project as dictated in RFP 19-123E for a system-wide project;
- Research to obtain information on National Fire Protection Association (NFPA) protocols relative to Version 72 Chapter 24 subchapter 101 – emergency communication systems related to the IT department’s mission and oversight for this intercom enhancement and maintenance project;
- Interview personnel from the following departments regarding input on intercom systems, maintenance, and change orders;
  - Information Technology
- Interview/question former or current CIOs regarding their evaluation of this intercom system’s upgrading to a complete intercom system, and/or connecting the current intercom system to the notification system at all 53 schools.



# SUMMARY OF FINDINGS AND OBSERVATIONS

## *Performance Audit Findings*

Finding #01 ***BCPS vendor database contains various vendor numbers and two distinct employer identification numbers for RB, the primary vendor for RFP 19-123E. (Objective #2)***

**Condition-** The BCPS vendor master file (VMF) has six different vendor numbers for the entity Rauland-Borg with two different employer identification numbers (EINs).

Finding #02 ***The Information Technology (IT) department is listed as the bidding department, therefore, the IT department is responsible for the changes in scope related to RFP 19-123E. (Objective #5)***

**Condition-** BCPS officials initiated RFP 19-123E for an intercom system only. An Emergency communication system is a district-wide type of communication system. Various departments were involved in converting the intercom-only project into an Emergency Communication System (ECS).

Finding #03 ***The application of National Fire Protection Association (NFPA) protocols relative to Version 72 Chapter 24 subchapter 101***

**Condition-** District Officials applied National Fire Protection Association (NFPA) protocols relative to Version 72 Chapter 24 subchapter 101 to the intercom installation. The utilization of NFPA Version 72 Chapter was used to convert RFP 19-123E from a standard intercom installation to an emergency communication system. There was adequate discussion and information on NFPA standards.

Finding #04 ***Ineffective permitting management during the rollout of the intercom enhancement project (Objective #4)***

**Condition-** We noted that of the 53 high schools selected to enhance the intercom system, 13 of these were identified as nearly complete or in the final stages of inspection by the Building Department. However, these 13 schools did not complete the permitting process for installing the intercom system.

Finding #05 ***Change in scope without notification being reflected on the master permit. (Objective #4)***

**Condition-** A change in scope occurred from a stand-alone intercom system to a district-wide emergency communication system. It appears that the Fire Official or the Safety and Security Preparedness official changed the scope of the RFP. The School Board officials initiated RFP 19-123E in April 2019 for an intercom system at 53 high schools.

**Finding #06 *Improve the User department's involvement with the Procurement department for RFPs, ITBs, and any other purchases for goods and services. (Objective #1)***

**Condition-** The communication of the needed outcome and the process to achieve the needed outcome must be strengthened between the user department and the procurement department.

**Finding #07 *Contract terms with Rauland Borg were not enforced (Objective #1)***

**Condition-** The final analysis of the RFP reflects that 19 of the selected 53 schools are at or near completion. The completion rate is 35.8 percent. The total spend to date under RFP 19-123E approximates \$10.7M which equates to 71% of the original approved RFP amount.

**Finding #08 *Increase in cost of each school due to specification change for the Penton device to allow for connectivity to the fire notification system. (Objective #3)***

**Condition-** We noted a discussion with the CIO that the inclusion of the Penton device would increase the cost of the installation per school by approximately \$150,000. This specification change was not added to the contract or the Broward Schools master specifications. The Penton device and the related change in scope added approximately \$150,000 per school or \$3,450,000 for 23 schools which to date remain unused.

**Finding #09 *The inappropriate purchase of Uninterruptible Power Supply (UPS) units***

**Condition-** The BCPS staffers authorized the purchase of UPS devices by RB. The need for a UPS device arises due to the change in scope, specifications, and installation. See below regarding the add-on equipment.

We observed unopened and unused UPS equipment at most of the schools where we conducted a physical on-site inspection. Most of the UPS purchases are over 2 years old and are obsolete or unfit for current deployment.

**Finding #10 *Termination of RFP 19-123E and utilization of ITB FY24-075 (Objective #1)***

**Condition-** We noted that RB performed work and was paid for work under RFP 19-123E. In April 2023 a notice of contract expiration was sent to RB to cease all work. A new ITB was issued by the School Board. ITB 24-075 is to be used by RB to complete intercom installation and work from RFP 19-123E.

## *Performance Audit Observations*

### Observation #101 *Excess equipment not being used at various schools (Objective #1)*

**Condition-** We noted during the 6 school visits that the vendor purchased UPS units with the intent to have these ready and therefore expedite the installation work. However, through inquiry of the school officials, the equipment has been there unused for as long as two years, potentially rendering the equipment obsolete.

RB purchased intercom equipment for the entire project on 1/24/2022 for \$546,248 through a stock order corresponding to Job SE22002, PE# 29929. At the time of this bulk purchase, the remaining schools were not ready to have the installation of the equipment commenced.

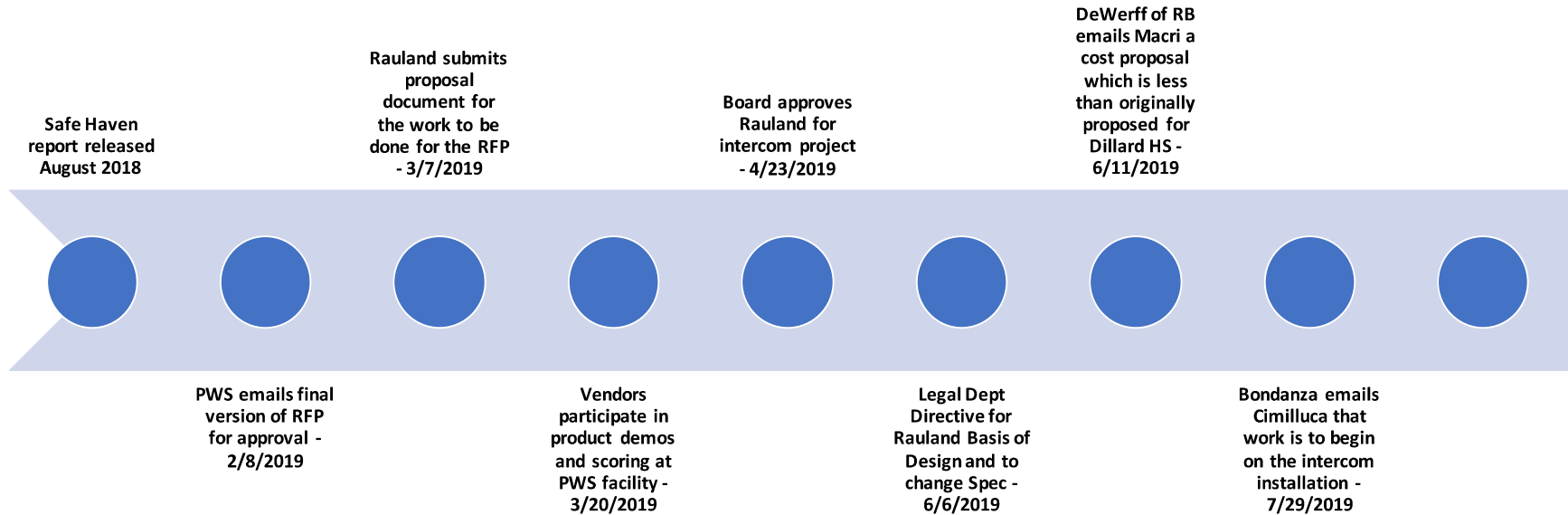
### Observation #102 *Approval from Area or Deputy/Associate Superintendent (Objective #1)*

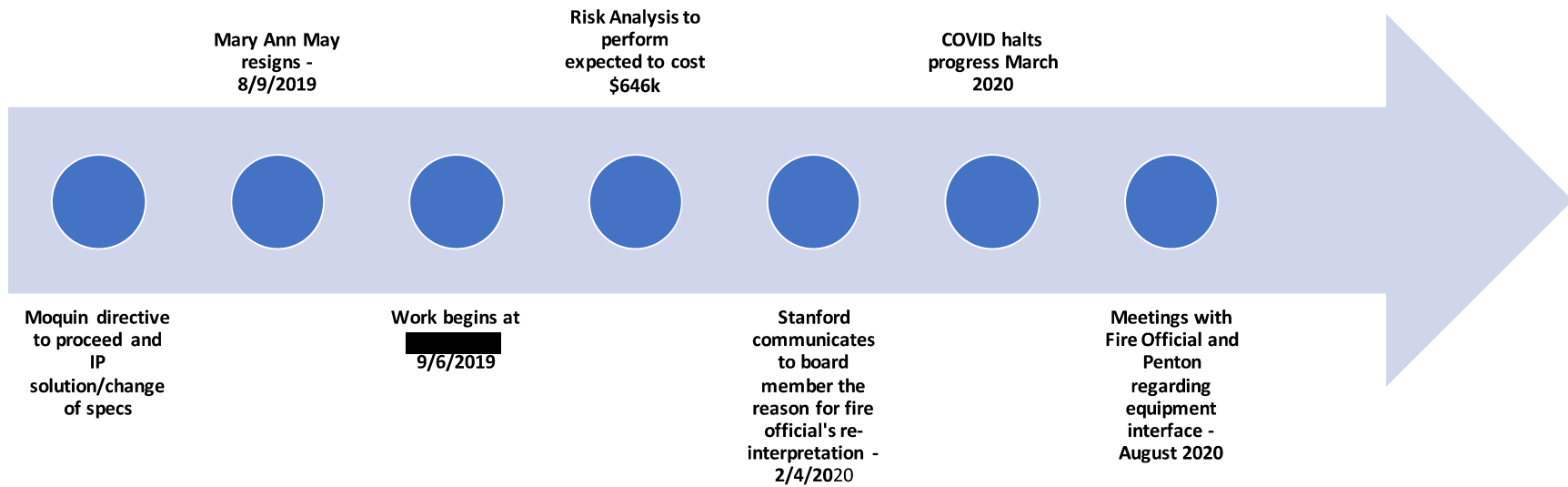
**Condition-**

Given that the intercom work and installation were superseded because of the integration of an ECS, there appears to be no authorization from an appropriate designated individual within BCPS. *Excerpt from Section R of Policy 3320 (as amended on 5/6/2014)* – “Specifications may be limited to a specific brand or product when necessary to supplement existing installations or for purposes of standardization. However, specifications which exceed industry standards for the intended use of the product, as determined by the Director of Supply Management and Logistics, must be justified in writing by the requestor and authorized by the Superintendent’s direct reports.”

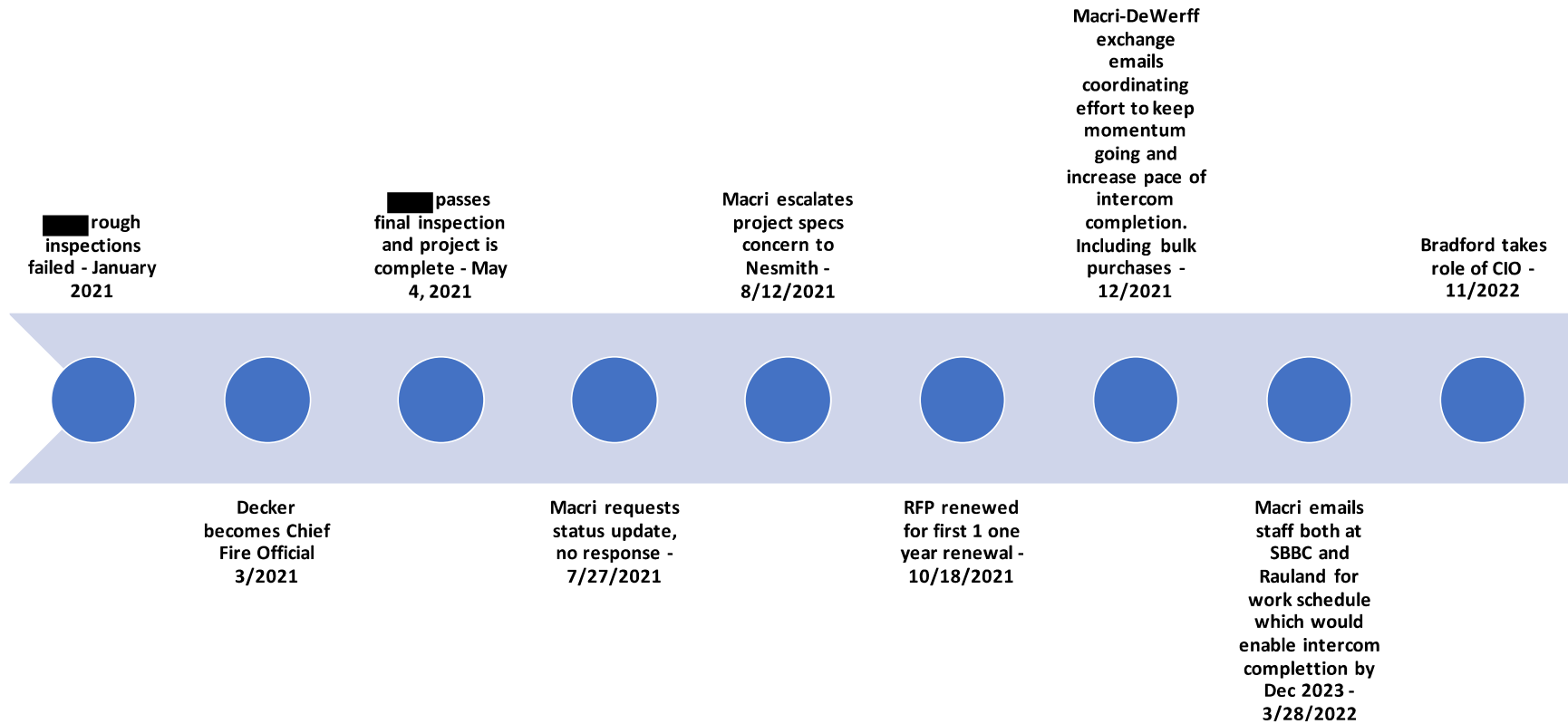
## TIMELINE OF EVENTS

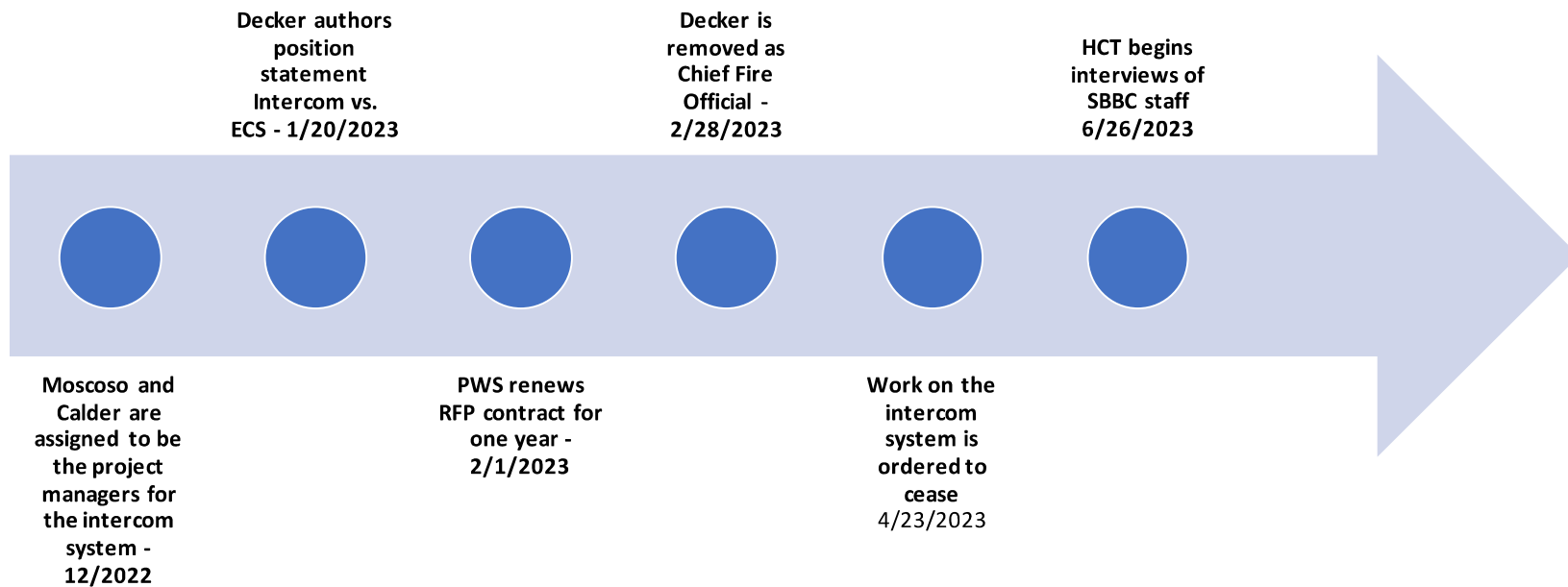
### RFP 19-123E INTERCOM ENHANCEMENT AND MAINTENANCE:











**\*\*** The schedule of events in a narrative form is located in the exhibits section

# SUMMARY OF INTERVIEWS CONDUCTED:

## Interview with BCPS Chief Fire Official Kim Luke

We interviewed Ms. Luke on 6/28/2023 who was the then-current Chief Fire Official. During our interview, it was made clear that she assumed her post near the end of the installation of the intercom system. Previously, she was a compliance examiner/fire inspector on 2/28/2023, a post she left to assume the role of Chief Fire Official. During our interview she mentioned that 8 schools were completed., although she was not sure in what way or what steps were completed.

## Interview with BCPS Matthew Decker, former Chief Fire Official

On 6/23/2023 we interviewed Mr. Decker who was first employed in the office of the Chief Fire Official and then promoted to acting Chief Fire Official in March 2021. Key department heads (Katz and Stanford) relied on Decker for his interpretation of the NFPA standard and other regulatory requirements that impacted RFP 19-123E. Mr. Decker performed most of the legwork to transition from an intercom system to an emergency communication system (ECS).

During his tenure, he worked closely with Victoria Stanford (retired Manager of the Emergency Management Department). In February 2023, Mr. Decker was removed from his post as the Chief Fire Official by Jaime Alberti (Chief, Safety, Security & Emergency Preparedness Division).

## Interview with BCPS Perla Tarrau-Ayala, Chief Building Official

We interviewed Ms. Tarrau-Ayala on 6/26/2023 who was the main contact for the permitting and the specifications of the intercom system. She worked closely with the staff of CAP Gov. Due to internal vacancies in the building department, Mrs. Ayala employed CAP Gov to perform most of the plan reviews and inspection duties for the installation and work on the intercom system. Mrs. Ayala provided documents on the master permitting and the 53 individual schools' permits. The master permit was issued in May 2021. We noted that on page 1 of the master permit, it stated "Penton system and intercom shall be capable of interconnection with the fire alarm system. Interconnection is not included or shown as part of the master permit. Such interconnection and how that is to be permitted will be defined by BCPS officials in the future."

Ms. Ayala has the master permit which includes all details and pertinent information relating to the RFP. After the RFP was created, the IT Department wanted to fast-track permits and online submittal for all the needs of the Building Department. Robert Hamberger allowed CAP GOV to manage all needs for the IT Department. Also, IT requires that all their needs be fast-tracked. During that time there was a camera project in operation and IT wanted to bypass that as well. Before the RFP was issued, Hamberger emailed information necessary for the Building Department on 01/25/2019.

The Building Department issues all occupancy certificates and inspection reports. No one ever scheduled a final inspection or certificate of occupancy, hence from the Building Department's standpoint, none of the school RFP enhancements were completed.

#### Interview with BCPS Teresa Macri- Director of IT Security

We interviewed Ms. Macri on 7/10/2023. Ms. Macri was assigned with the oversight of RFP 19-123E. Therefore, Ms. Macri is the responsible person for the overall success of the implementation of the RFP. Note the 19-123E came about as a technology solution that would meet the requirements of the Safe Haven report which was issued in August 2018. Traditionally, District-wide and individual schools' intercom systems and maintenance are handled by the Physical Plant and Operations (PPO) department. Since RFP 19-123E was a technology solution, the Board members assigned oversight to the IT department.

The key observations from her interview were that the RFP established that the IT department would be tasked with the responsibility for the installment and completion of the intercom system. The terms of service and type of equipment procured by the RFP were the result of the Safe Haven report and Technology Assessment Committee.

After her interview, Ms. Macri provided key documents such as weekly committee minutes, spreadsheets with change reports on the work of the intercom project, and email communications with other department heads.

#### Interview with BCPS Matthew Bradford, CIO

We interviewed Mr. Bradford on 7/12/2023 whose role was that of CIO in November 2022 following the departure of Phillip Dunn, former CIO. Given that his tenure as CIO began during the latter part of RFP 19-123E, he deferred in responding to many of the questions we asked him.

#### Interview with BCPS Mary Coker, Director of Procurement & Warehousing Services (PWS)

We interviewed Ms. Coker on 7/17/2023. We deemed Ms. Coker's responses measured, in that she provided few actionable items. She made regular reference to PWS's role as limited to being an intermediary between the department or staff procuring services and the vendor. On any other specific items or information, she would defer to others in the RFP sphere of decision-makers.

#### Interview with BCPS John Alban, BCPS Electrician

The interview with Mr. Alban was on 7/18/2023. During the interview, we observed him having felt pressured by the IT Department to change specifications that were more favorable for the installation of Rauland's product, despite him having provided feedback to his supervisor that work, which began in July 2019, was not proper. He also provided documents and emails showing communications between the different departments.

#### Interview with Duane Smeryage, NDR Owner

We interviewed Mr. Smeryage on 7/20/2023 and there are several key observations. The key observations are (1) Mr. Smeryage stated he does not know about NDR performing work related to the RFP. (2) He believes the evaluation was skewed toward RB being awarded the RFP and (3) that RB has no history of providing this type of work.

He received a call from an individual who encouraged him to legally challenge the results of the RFP process. He cited that he has been doing business with BCPS for several years and therefore decided not to pursue further action. He stated would rather bid for new work in the future.

#### Interview with Craig Dewerff, Business Development Manager with RB

We interviewed Mr. Dewerff on 7/31/2023, deeming him a key individual since he was the main driver on the vendor side particularly because RB was accumulating most of the expenditures. He provided status worksheets, invoices, and other key documents.

#### Interview with Marc LaFerrier, Consultant CAP Gov

We interviewed Mr. LaFerrier on 7/28/2023 who worked jointly with the Building Department overseeing permits and adherence to intercom specifications. He provided permits and inspection reports for the high schools where the intercom was to be installed.

#### Interview with Oleg Gorokhovsky, Director of Finance BCPS

We interviewed Mr. Gorokhovsky on 8/17/2023 who took on the role of Director in July 2022. During his interview, he deferred to responding to many of the questions, citing his brief tenure with oversight of the finance function and he seemed to consider the RFP more of a PWS matter.

#### Interview with Bill Calder, Project Manager – IT Security

We interviewed Mr. Calder on 9/21/2023 whose responses were very helpful in identifying the challenges of the intercom project given that much of his professional experience is in project management and large-scale applications. He was also helpful in providing insight into the intercom industry in that it is a niche market in which few firms have the resources available to undertake something like what the RFP was intended to procure. Mr. Calder recommended that we interview a certain staffer named Lynn Moscoso.

#### Interview with Lynn Moscoso, Assistant Director – Safety Technology

We interviewed Ms. Moscoso on 9/27/2023. We received a call from Ms. Moscoso who informed us that Bill Calder would be accepting a new role outside of BCPS. Ms. Moscoso's interview responses aided in corroborating prior interviewed BCPS personnel responses. Primarily, we gained more insight into the factors that were the main drivers of delays in the intercom project.

#### Persons we attempted to schedule for interviews:

Vincent Vinueza; Phillip Dunn and, Mary Ann May (Declined to be interviewed)





# PERFORMANCE AUDIT NARRATIVE

## *Sub Topic 1 – BCPS Board Members Initiative for School Safety*

In the wake of the Stoneman Douglas tragedy, the Broward County Public Schools leadership decided that there was a need for the District to have an external and comprehensive review of safety and emergency preparedness measures in place at its schools. After a competitive bidding process, BCPS selected Safe Haven International (SHI) for the project. The project included a comprehensive District-wide safety, security, and emergency preparedness assessment of all 231 school sites as well as a review of the design criteria for all BCPS buildings. The BCPS Board placed safety as a top priority for all District schools. The elected officials wanted to ensure this priority was met.

The original intent of RFP 19-123E from a BCPS perspective was for an intercom-only repair and maintenance project. The newer intercom equipment, components, and buttons plus the repair of any non-functional intercom devices at the 53 selected schools would enable greater communication between schools.

As a result of this project, the District took its recommendation and issued RFP 19-123E to procure from vendors the installation and enhancement of the intercom system for 53 high schools. The Board members funded the initiative in the annual BCPS budget. Please see below –



**2022-23 Tentative District Budget  
First Public Hearing  
August 2, 2022**

Dr. Vickie L. Cartwright  
Superintendent of Schools

600 Southeast Third Avenue  
Fort Lauderdale, FL 33301

## *Sub Topic 2 – Creation and implementation of RFP 19-123E*

The security concerns and the call for student safety at schools required the BCPS board members to discuss system-wide policies and seek solutions. The need for communication between schools and the District became a paramount concern. Communication within the school and classroom is considered a key protocol for student safety. The communication systems needed to allow for students, teachers, and administrative personnel to have the ability to communicate school-wide and to a specific area or class setting. The BCPS elected officials decided to spend tax dollars on a project that would upgrade, enhance, and repair the intercom system. As a result of the above RFP 19-123E was released. The revised RFP is shown below:



### THE SCHOOL BOARD OF BROWARD COUNTY, FLORIDA

7720 WEST OAKLAND PARK BOULEVARD, SUITE 323, SUNRISE, FLORIDA 33351 · TEL 754-321-0505 · FAX 754-321-0936

#### PROCUREMENT & WAREHOUSING SERVICES

MARY CATHERINE COKER, DIRECTOR

[www.BrowardSchools.com](http://www.BrowardSchools.com)

REVISED 03-07-19

February 11, 2019

The School Board of  
Broward County, Florida

Heather P. Brinkworth, Chair  
Donna P. Korn, Vice Chair

Lori Alhadeff  
Robin Bartleman  
Patricia Gonn  
Laurie Rich Levinson  
Ann Murray  
Dr. Rosalind Osgood  
Nora Rupert

Robert W. Runcie  
Superintendent of Schools

Dear Prospective Proposers,

**SUBJECT: Instructions to Proposers  
Request for Proposals (RFP): 19-123E Intercom Enhancements and Maintenance**

The School Board of Broward County, Florida (SBBC) is interested in receiving proposals in response to the attached RFP for intercom enhancements and maintenance. Any questions regarding this RFP should be addressed to Harmoni Clealand, in writing, at the address stated above, via facsimile at 754-321-0533 or via e-mail to [harmoni.clealand@browardschools.com](mailto:harmoni.clealand@browardschools.com). Once this solicitation is released to the General Public, the Cone of Silence (See General Condition 7.45) shall take effect. Any proposer, or lobbyist for a proposer, is prohibited from having any communications concerning any solicitation for a competitive procurement with any School Board member, the Superintendent, any Evaluation Committee Member, or any other School District employee after Procurement and Warehousing Services releases a solicitation to the General Public. All communications must go through the Purchasing Agent.

No other School Board or staff member(s) should be contacted in relation to this RFP. Any information that amends any portion of this RFP, which is received by any method other than an Addendum issued to the RFP, is not binding on SBBC.

In order to assure that your bid is in full compliance with all requirements of the RFP, carefully read all portions of the RFP document, paying particular attention to the following areas:

#### **SUPPLIER DIVERSITY OUTREACH PROGRAM (SDOP) PARTICIPATION (See Section 4.4.4 & Attachment A)**

SBBC has implemented a Small/Minority/Women Business Enterprise (S/M/WBE) Program as part of the SBBC's competitive solicitation and contracting activity in accordance with School Board Policy 3330 Supplier Diversity Outreach Program. The purpose of the program is to remedy the ongoing effects of identified marketplace discrimination that the School Board has found continue to adversely affect the participation of Small/Minority and/or Women Business Enterprises ("S/M/WBE") in School Board contracts. S/M/WBE vendors utilized for this contract must be certified by SBBC's Supplier Diversity Outreach Program Office prior to submission of bid proposal. For information on S/M/WBE Certification or Policy 3330, contact SBBC's Supplier Diversity Outreach Program at 754-321-0550 or visit <http://www.browardschools.com/sdop>.

HCT performed the procedures listed above. HCT reviewed the BCPS purchasing and procurement policies 3320- and 3320-part 6 section B for IT purchases.

## VI. PURCHASING POLICIES – TECHNOLOGY (RATIONALE)

- B. Policy 5306 prescribes specific guidelines which bear directly on the process for procurement of technology resources. Specific guidelines that influence technology procurement are as follows:
1. There will be a single technology system encompassing teaching, learning, and management.
  2. System design will be based on vendor-independent open system standards.
  3. Networks will integrate voice, video, and data communications systems.
  4. The data architecture will be based on an enterprise-wide network using client-server technology.
  5. Database management software will be relational and be able to run on a variety of operating systems and hardware platforms.
  6. Information will be recorded once and validated at the source.
  7. All mainframe, personal and mini-computers and peripherals will be interconnected through network hardware and software.
  8. Technology must be kept current, within available resources, and replaced or upgraded based upon a life-cycle process.

Purchasing Policies 3320

15

Policy 5306 subsection 8 states that technology must be kept current within available resources and replaced or updated based upon a life cycle process. This supported the creation and utilization of RFP 19-123E.

The BCPS elected officials approved \$15 million for the intercom system installation. See below.



## PROCUREMENT & WAREHOUSING SERVICES

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### CONTRACT AWARD DETAILS (CAD)

Contract Number:	19-123E (Previous Contract Number: 15-056C)
Contract Title:	Intercom Enhancements and Maintenance
Bid Type:	Request for Proposal (RFP)
Commodity:	TEC (Technology)
Material Group:	83835 Intercom & PA Systems (Purchase & Repair)
Contract Value:	\$15,039,700
Contract Start Date:	April 24, 2019
Contract Expiration:	April 23, 2023
Renewal Options:	One 1-year period remains

HCT interviewed two key individuals associated with the procurement department. Interviewed were the procurement department director and a key procurement departmental staffer. The



interviewed procurement department personnel assisted HCT with understanding the BCPS procurement policies. The procurement department personnel's involvement in the change in scope appears to have not occurred. The vendor award document is provided below:



**Procurement & Warehousing Services**  
Broward County Public Schools

**RECOMMENDATION TABULATION**

RFP #:	19-123E	Tentative Board Meeting Date*:	MAY 7, 2019
RFP Title:	Intercom Enhancements and Maintenance	# Notified:	139
		# Downloaded:	12
		# of Responses Rec'd:	3
		# of "No Bids":	0
For:	Information & Technology	RFP Opening Date :	MARCH 8, 2019
	(School/Department)		
Fund:	District Departments and School Budgets	Advertised Date:	FEBRUARY 11, 2019

**POSTING OF RFP RECOMMENDATION/TABULATION:** RFP Recommendations and Tabulations will be posted in the Procurement & Warehousing Services and www.Demandstar.com on March 21, 2019 @ 3:00 pm and will remain posted for 72 hours. Any person who is adversely affected by the decision or intended decision shall file a notice of protest, in writing, within 72 hours after the posting of the notice of decision or intended decision. The formal written protest shall be filed within ten (10) days after the date the notice of protest is filed. Failure to file a notice of protest or failure to file a formal written protest shall constitute a waiver of proceedings under this chapter. Section 120.57(3)(b), Florida Statutes, states that "The formal written protest shall state with particularity the facts and law upon which the protest is based." Saturdays, Sundays, state holidays and days during which the District is closed shall be excluded in the computation of the 72-hour time period provided. Filings shall be at the office of the Director of Procurement & Warehousing Services, 7720 West Oakland Park Boulevard, Suite 323, Sunrise, Florida 33351. Any person who files an action protesting an intended decision shall post with the School Board, at the time of filing the formal written protest, a bond, payable to The School Board of Broward County, Florida, (SBBC), in an amount equal to one percent (1%) of the estimated value of the contract. Failure to post the bond required by SBBC Policy 3320, Part VIII, Purchasing Policies, Section N, within the time allowed for filing a bond shall constitute a waiver of the right to protest.

(\*) The Cone of Silence, as stated in the ITB / RFP / RFQ / HARD BID, is in effect until it is approved by SBBC. The Board meeting date stated above is tentative. Confirm with the Purchasing Agent of record for the actual date the Cone of Silence has concluded.

**RECOMMENDATION TABULATION**

IN ACCORDANCE WITH SECTION 5.0 OF RFP 19-123E, PROPOSALS WERE EVALUATED AND SCORED BY AN EVALUATION COMMITTEE CONSISTING OF THE FOLLOWING MEMBERS:

DONNA D. SHAPIRO – INFORMATION & TECHNOLOGY– SENIOR TELECOM ANALYST  
DR. INGRID OSGOOD – PLANTATION PARK ELEMENTARY SCHOOL – INTERN PRINCIPAL  
JOHN J. ALBAN – OFFICE OF FACILITIES & CONSTRUCTION – MANAGER, ELECTRICAL ENGINEERING  
SUSANNA DEUTSCH – CENTRAL PARK ELEMENTARY – ASSISTANT PRINCIPAL  
**TERESA MACRI – INFORMATION & TECHNOLOGY– DIRECTOR**  
VICTOR T. SMITH – SPECIAL INVESTIGATIVE UNIT – DISTRICT SAFETY COORDINATOR

S/M/WBE ADVISOR – ANNE MARIE RICHARDS

THE EVALUATION COMMITTEE RECOMMENDS THAT THE AWARD BE MADE TO THE FOLLOWING PROPOSER'S WHO HAVE COMPLIED WITH THE TERMS, CONDITIONS AND SPECIFICATIONS OF THE RFP:

<u>VENDOR NAME(S)</u>	<u>AWARD</u>
RAULAND-BORG CORPORATION OF FLORIDA	PRIMARY
NDR CORPORATION	SECONDARY

ONE (1) PROPSAL DID NOT MEET THE MINIMUM ELGIBILITY AND IS BEING RECOMMENDED AS REJECTED IN ITS ENTIRETY, FOR REASONS STATED ON THE ATTACHED REJECTION SHEET.

THE AWARD SHALL BE CONTINGENT UPON SUCCESSFUL COMPLETION OF A WRITTEN AGREEMENT WITH THE ABOVE RECOMMENDED PROPOSER(S).

HCT reviewed RFP 19-123E and the recently released ITB FY24-075. We obtained the vendor submissions, vendor scoring sheet, and the evaluation committee's supporting document that

assisted with the vendor selection. The evaluation committee met on March 20, 2019. See the letter from procurement to the evaluation committee. See below:



**THE SCHOOL BOARD OF BROWARD COUNTY, FLORIDA**

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**PROCUREMENT & WAREHOUSING SERVICES**

**MARY CATHERINE COKER, DIRECTOR**

[www.BrowardSchools.com](http://www.BrowardSchools.com)

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Broward County, Florida

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Robin Bartleman  
Patricia Good  
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Ann Murray  
Dr. Rosalind Osgood  
Nora Rupert

Robert W. Runcie  
Superintendent of Schools

March 15, 2019

**Subject:** Evaluation Committee Responsibilities for RFP  
**Evaluation Meeting Date:** March 20, 2019  
**Evaluation Meeting Time:** 8:30 a.m. ET  
**Evaluation Meeting Location:** TSSC Building, 7720 West Oakland Park Blvd., Suite 323, Sunrise, FL 33351

Dear Evaluation Committee Member:

You have been selected to participate as a voting member of the Evaluation Committee for the above-referenced Request for Proposal (RFP). As a member of this Committee, you may not have any discussions regarding this RFP outside of the Evaluation Committee meeting. This RFP is under the "Cone of Silence".

The "Cone of Silence" is defined as the period of time where discussions regarding a competitive solicitation are prohibited after it is released to the public by the Purchasing & Warehousing Services Department (PWS). Any and all communications regarding this RFP must be directed to the Purchasing Agent. This prohibition remains in effect until the School Board acts on the recommendation for award, rejection of all proposals or takes an action which terminates the solicitation.

Should you be contacted by any proposer regarding this RFP, instruct the proposer to direct all verbal or written inquiries to the Purchasing Representative identified in the procurement documents. After this exchange, notify the Purchasing Agent of this contact.

In addition, discussions regarding this procurement, between committee members, are strictly prohibited. Discussion is permitted only during Evaluation Committee Meetings which are held in a public forum. This must be adhered to without fail. Any violation of the "Cone of Silence" by a proposer, lobbyist, consultant, committee member or School Board member will result in the rejection or disqualification of the proposal submitted by that proposer. This violation may also result in the solicitation being withdrawn.

It is your responsibility to evaluate each proposal fairly and impartially. Should there be any questions, concerns, or issues related to this proposal, please direct your inquiries to the Purchasing Agent.

Thank you for participating in this important District procurement and I look forward to working with you.

We noted the evaluation committee consisted of the following individuals: Teresa Macri, Martin Bennett, John Alban, Victor Smith, Diane Shapiro, Susanna Deutsch, and Ingrid Osgood.

A total of three bids were received for RFP 19-123E. We obtained the scoring sheets and the committee minutes, noting the following:

- ✓ Ms. Macri and Mr. Bennett scored one vendor with the same point values in total and in each subcomponent.
- ✓ We noted that the basis of the design of the intercom systems was discussed after the vendor evaluation committee. The initial basis was to be the Dukane legacy system, which represents 211 of the 235 existing systems. After deliberations, the



conclusion was to base the design on RB products. RB systems represent only 24 out of the 235 BCPS legacy systems.

- ✓ RB was the low-cost provider for the BCPS project.



## PROCUREMENT & WAREHOUSING SERVICES

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### Background:

This bid facilitates the purchase of an overall Intercom overlay enhancement followed by maintenance of intercom systems. The District currently has intercom systems made by Dukane and Rauland-Borg. The overlay portion will work with both makes. Maintaining the systems will involve two vendors, as Dukane and Rauland are not available together from a single vendor. Therefore, this bid has two (2) Awardees as described below. Parts only may be purchased without installation services, if needed.

District users must contact IT or PPOD for assistance with their intercoms. When needed, IT or PPOD will engage the vendors.

### Awarded Vendors and Pricing:

Contact Information	Award	Contracted Hourly Pricing		
<b>Vendor # 136242</b> Rauland-Borg Corporation of Florida  Craig DeWerff Business Development Mgr <a href="mailto:craig.dewerff@amtek.com">craig.dewerff@amtek.com</a> (954) 747-4456 x 303	<b>Primary Awardee &amp; Overlay System</b>	<b>Description</b>	<b>Standard Business Hours</b>	<b>Non- Standard Hours</b>
		Technician Hourly Rate	\$66.95	\$90.12
		Technician Helper (Apprentice) Hourly Rate	\$51.50	\$77.25
<b>Vendor # 100449</b> NDR Corporation (Authorized Dukane Reseller)  Jeff Kennedy Operations Manager <a href="mailto:jeffk@ndrcorp.com">jeffk@ndrcorp.com</a> (954) 325-7575 (Cell)	<b>Dukane Awardee</b>	<b>Description</b>	<b>Standard Business Hours</b>	<b>Non- Standard Hours</b>
		Technician Hourly Rate	\$72.00	\$108.00
		Technician Helper (Apprentice) Hourly Rate	\$60.00	\$90.00

We further noted that RB may have successfully implemented an intercom-only system, but should not have been a vendor of choice for a 53-school emergency communication system. BCPS had a total of 235 systems in place at the time of RFP 19-123E. The legacy systems comprise 211 Dukane systems and 24 RB systems.

We note that the procurement department failed to adhere to the BCPS minority participation protocols. We noted for RFP 19-123E the supplier diversity outreach program participation was not met. The exhibit below describes the BCPS the small/minority and women business enterprise competitive solicitation and contracting protocols that should be performed by School Board Policy 3330. See the excerpt below:



# PROCUREMENT & WAREHOUSING SERVICES

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## S/M/WBE Goal and M/WBE Vendors:

The SBBC Supplier Diversity Outreach Program has implemented a minimum of twenty percent (20%) S/M/WBE Subcontracting Goal on this solicitation.

### SUPPLIER DIVERSITY OUTREACH PROGRAM (SDOP) PARTICIPATION (See Section 4.4.4 & Attachment A)

SBBC has implemented a Small/Minority/Women Business Enterprise (S/M/WBE) Program as part of the SBBC's competitive solicitation and contracting activity in accordance with School Board Policy 3330 Supplier Diversity Outreach Program. The purpose of the program is to remedy the ongoing effects of identified marketplace discrimination that the School Board has found continue to adversely affect the participation of Small/Minority and/or Women Business Enterprises ("S/M/WBE") in School Board contracts. S/M/WBE vendors utilized for this contract must be certified by SBBC's Supplier Diversity Outreach Program Office prior to submission of bid proposal. For information on S/M/WBE Certification or Policy 3330, contact SBBC's Supplier Diversity Outreach Program at 754-321-0550 or visit <http://www.browardschools.com/sdop>.

Please see the below memorandum from the supplier diversity department. The memo documents the SBE / MWBE status of all vendors including RB having a non-certified SBE participant.



## THE SCHOOL BOARD OF BROWARD COUNTY, FLORIDA

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Procurement & Warehousing Services  
 Jasmine Jones, Manager  
 Supplier Diversity Outreach Program  
[www.browardschools.com](http://www.browardschools.com)

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 Broward County, Florida  
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 Laurie Rich Levinson  
 Ann Murray  
 Dr. Rosalind Osgood  
 Nora Rupert

Robert W. Runcie  
 Superintendent of Schools

### MEMORANDUM

**DATE:** March 18, 2019  
**TO:** Harmoni Clealand, Purchasing Agent III  
 Procurement & Warehousing Services (PWS)  
 Jasmine Jones, Manager  
 PWS / Supplier Diversity Outreach Program  
**FROM:** Anne Marie Richards, Coordinator  
 PWS / Supplier Diversity Outreach Program  
**SUBJECT:** MEMO RFP 19-123E Intercom Enhancements and Maintenance  
 Compliance Evaluation of Proposals

The API implemented in this solicitation is the SBE Subcontracting Goal Program. (All SBBC Certified S/M/WBEs are considered SBEs). Proposers committed to subcontract a minimum of twenty percent (20%) of the total contract value to certified S/M/WBE firms at the time of submission will be awarded ten (10) points.

The Procurement & Warehousing Services Department / Supplier Diversity Outreach Program conducted a review of the respondents' compliance with the S/M/WBE program requirements for the above referenced project. An overview is provided as follows:

Firms	Category*	Percentage
<b>M.C. &amp; M Construction (Prime)</b> SDOP Points Awarded: 0 Points	SBBC Non-Certified	0%
<b>NDR Corporation (Prime)</b> SDOP Points Awarded: 0 Points	SBBC Non-Certified	0%
<b>Rauland-Borg Corporation of Florida (Prime)</b> • Power Electric of South Florida, Inc. SDOP Points Awarded: 0 Points	SBBC Non-Certified SBBC Non-Certified	15%

\*Ethnic Category/Gender: African American – AA; Asian Pacific American – APA; Hispanic American – HA  
 Native American – NA; Non-Minority Woman – WBE

### Compliance Comments:

SDOP Reviewed Proposals submitted by M.C. & M Construction, NDR Corporation and Rauland-Borg Corporation of Florida. Rauland-Borg submitted Form 00475 (Subcontractor Participation Schedule) listing Power Electric of South Florida, Inc performing 15% of the total contract Value at the Subcontractor level; however, no points will be awarded since Power Electric is not certified. M.C. & M Construction, NDR Corporation did not submit SDOP documentation showing any participation commitment. Therefore, no points will be awarded to the proposers, since the proposers didn't commit the 20% of the Total Contract Value to an SMWBE at the subcontractor level.



We reviewed the bid documentation for RFP 19-123E. Our review included inspection of emails, bid documents, evaluation sheets, minutes of meetings of the TAC, and other supporting evidence. We performed interviews with the sales manager of the awarded vendor. During the interview, we discussed the bid process with Rauland-Borg. We inquired about the participation of NDR Corporation and inquired about the parties involved (internal or external) and their relationship with BCPS decision-makers. We obtained transcripts of various interviews and then searched for emails and other documents to corroborate or negate the verbal narrative given.

Our review of documentation related to other bids was accomplished by expanding our performance audit to include a newly released bid document that resulted in a contract for the installation of intercom equipment and maintenance.

During our performance audit procedures, we considered the below:

- Why was there so much focus on making RB equipment the basis of design? The proposal submitted by RB touts that their proposed solution is capable of functioning with several legacy intercom systems.
- Based on the results of the final award of the RFP, RB was designated the primary vendor by bidding lower than the other vendor, NDR. If RB was determined to be the primary vendor by being the lowest bidder what is the rationale from a commercial perspective to offer a cost concession to BCPS if they already won the RFP and no work has been initiated whatsoever? In addition, the cost concession relative to the RFP value is insignificant.
- In December 2021 RB completed the installation of the intercom at two high schools. Despite not demonstrating an effective rate of installation, there was a bulk purchase of equipment. Understandably, the vendor's project team wants to avoid delays in the availability of the equipment. However, from a fiscal approach, it would be more prudent to order equipment as needed to avoid the potential for obsolescence.

In our review of the selection process, the rankings of the vendors, and the final award to RB, we note the awarded vendor as RB Corporation of Florida. Our review of the BCPS accounting system yielded the following screenshot below.

Supplier	Supplier Name 1
900750	RAULAND BORG CORP.
310097	RAULAND BORG CORPORATION OF FLORIDA
136242	RAULAND BORG CORPORATION OF FLORIDA
201755	RAULAND-BORG CORPORATION OF
108998	RAULAND-BORG CORPORATION OF
107067	RAULAND-BORG CORPORATION OF



Attachment H as remitted by the awarded company to BCPS for payment of goods and services is consistent with the Bid #19-123E awarded vendor name.

Bid Title: Intercom Enhancements and Maintenance  
The School Board of Broward County, Florida

Bid No. 19-123E Page  
34 of 49 Pages



# ATTACHMENT H ACH PAYMENT AGREEMENT FORM

The School Board of Broward County, Florida  
ACH Payment Agreement Form (ACH CREDITS)

VENDOR NAME: Rauland-Borg Corporation of Florida

## Authorization Agreement

I (we) hereby authorize The School Board of Broward County to initiate automatic deposits (credits) to my account at the financial institution named below. Additionally, I authorize The School Board of Broward County to make the necessary debit entries/adjustments in the event that a credit entry is made in error.

Further, I agree not to hold The School Board of Broward County responsible for any delay or loss of funds due to incorrect or incomplete information supplied by me or by my financial institution or due to an error on the part of my financial institution in depositing funds to my account.

This agreement shall remain in effect until The School Board of Broward County receives written notification of cancellation from me or my financial institution and that the origination of ACH transactions to my (our) account must comply with the provisions of U.S. law.

## Account Information

Name of Bank or Financial Institute:	<u>Bank of America NA</u>		
Branch/ State	<u>VA</u>		
Routing No:	<u>011900254</u>		
Account No:	<u>385015900564</u>	Checking <input type="checkbox"/>	Savings <input type="checkbox"/>
VENDOR AREA:		Fax <input type="checkbox"/>	Email <input checked="" type="checkbox"/>
Remittance Confirmation: (please select one)	<u>AR.RBF@ametek.com</u>	TAX ID# <input checked="" type="checkbox"/>	SS# <input type="checkbox"/>
Federal Identification No. Vendor	<u>36-4780514</u>		

During a review of the BCPS vendor master file (VMF), we noted six different vendor numbers were created for the entity Rauland-Borg. We also found these six RB vendors were assigned two different employer identification numbers (EIN). Also, of concern to us, is that Ametek (RB's parent company) was listed as the depository company by request from Rauland-Borg. Based on the above, we present the following findings.

**Finding #01** *BCPS vendor database contains various vendor numbers and two distinct employer identification numbers for RB, the primary vendor for RFP 19-123E.*

**Condition-** The BCPS vendor master file (VMF) has six different vendor numbers for the entity Rauland-Borg with two different employer identification numbers (EINs).

**Effect** – The potential for fraud, waste, and abuse increases as duplicate vendors make it possible for taxpayer funds to be released to the incorrect RB entity.

**Cause** – The condition occurs due to a lack of supervision, training, or approvals in the vendor creation process by the procurement staff.

**Criteria** – There should be only one valid vendor with the correct EIN established in the VMF. Key internal controls and procedures over vendor setup ensure that ACH payments are made to the appropriate vendor.

**Recommendation** – The District should review its vendor master file (VMF) to identify other duplicate vendors. The VMF review by staff should seek to ensure that each vendor that transacts regularly with BCPS is active with the correct EIN. Additionally, BCPS staff must verify that the beneficiary account is of the same name as the vendor contracted to provide goods or services or state the reason why a different entity is listed as the beneficial account holder.

**Management Response** - Procurement Warehouse Services disagrees with this finding. Vendors can have multiple vendor numbers for a variety of reasons (changed the structure of their business model from an S-Corp to an LLC, multiple business locations, etc.) PWS cannot control those normal business operating procedures. Employees are aware that they must post a requisition in accordance with a specific contract/bid. PWS performed multiple trainings throughout the year to explain this and the controls are in place. PWS believes that findings should only be made when there is inaccurate financial reporting, non-compliance with policies or procedures, or ineffective internal controls.

### *Sub Topic 3 – Rauland-Borg as the primary vendor*

We reviewed the purchase and maintenance agreement with RB and NDR Corporation, including a sample of invoices from the primary vendor and the secondary vendor. Please see below for the pricing of the awarded vendors:

**Product Pricing:**

Item #	Description	Rauland Price	NDR Price
CP700	Atlas Amplifier	\$812.79	\$894.02
SD72W	Atlas Speaker (White)	\$27.99	\$30.79
CS95-8	Atlas Ceiling Speaker Enclosure	\$9.99	\$10.55
180-2	Atlas Channel Support	\$7.99	\$8.79
AP-15TU	Atlas Omni-Mount Emergency Horn Loudspeaker	\$111.99	\$122.31
VT-152UCN	Atlas Compression Driver	\$111.99	\$122.31
TVTA-N	Atlas Twin Housing	\$60.99	\$67.76

Minimum Discount for items not listed above:	Rauland	NDR
Atlas (Speakers, Components & Accessories)	10%	20%
Dukane (Intercom Components)	n/a	10%
Rauland-Borg (Intercom Components)	28%	n/a
American Time & Signal (Master Clock Items)	5%	5%
National Time (Master Clock Items)	10%	5%

We noted the expenditures for the RFP 19-123E as such –

Our Ref.	Vendor/supplying plant	The sum of Total Spend
19-123E	100449 NDR CORPORATION	\$ 364,801.53
	107067 RAULAND-BORG CORPORATION OF	\$ 200,321.38
	136242 RAULAND BORG CORPORATION OF FLORIDA	\$ 10,226,270.58
<b>Grand Total</b>		<b>\$ 10,791,393.49</b>

**The report obtained from - the BCPS procurement department**

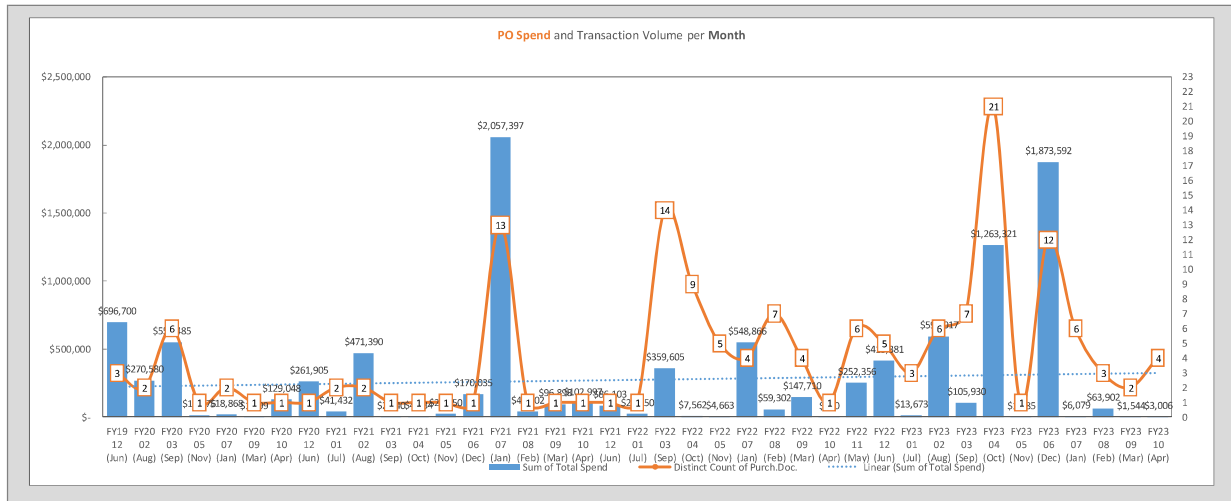
We also obtained the expenditure per ordering location as reflected below –

Ordering Location	Distinct Count of Purch.Doc.	The sum of Total Spend
PPO-Stockroom	85	\$205,057.22
ETS	66	\$10,214,202.16
PPO	12	\$372,134.11
TOTAL Expenditures		<b>\$10,791,393.49</b>

**The report obtained from - the BCPS procurement department**

The rollout of the 53-school project included several periods of high-level expenditures. We noted at one point in the project lifespan, RB ordered equipment, components, and devices in advance of the project work schedule. The RB staffer in charge stated that the ordering of equipment in advance of the project installation schedule was to overcome a future work stoppage due to components and parts not being available. We will discuss later that some of that equipment ordered in advance remains in storage at the various schools and is not being utilized. The pictorial below gives the expenditures for RFP 19-123E over the project timeline.

# of Locations	# of Vendors	# of PO's	Sum of Total Spend
3	3	163	\$10,791,393.49



\*\*\* Chart provided by BCPS procurement.

As a result of our performance audit procedures, we concluded with several findings. Our testing includes inspection of the purchase and maintenance agreement and sample testing of invoices. The expenditures process for the BCPS is pertinent to ensure accuracy with payments under the correct purchase order, payments by the project budgetary spending limits, and payments to the correct vendor for goods and services. Various iterations of the same vendor can lead to fraud, waste, and abuse of the spending authority. For consideration, we put forth the below findings

#### ***Sub Topic 4 - Information Technology Department Involvement***

We reviewed IT documentation from RFP 19-123E and discussed the IT process with the BCPS IT officials. We inquired about the parties involved in IT commencement, changes, and updates. From our discussions, we ascertained that there were two competing methodologies on what the “spirit of the Board” was at the time of the approval of RFP 19-123E. We reviewed documentation related to IT projects for a system-wide notification project and noted that RFP 19-123E requested an intercom system installation. During this same review, we did not see any instances of emergency communication systems (ECS) or regulations required by the National Fire Protection Association (NFPA). Our performance procedures included discussing the bid process with the IT department heads and staff for the intercom equipment rollout project as dictated in RFP 19-123E for a system-wide project.

We researched and obtained information on the NFPA protocols relative to Version 72 Chapter 24 subchapter 101 – emergency communication systems as it relates to the IT department mission and oversight for this intercom enhancement and maintenance project. This includes obtaining a functional understanding of what the application of NFPA Version 72 Chapter 24 subchapter

means for implementation at BCPS. The approved plan referenced UL 2572 as a sub-system. UL2572 is a mass notification system per NFPA standards.

We noted that RB requested from IT personnel clarification on the application of the NFPA standard to this intercom installation. Please see below the communication from IT.

---

**From:** Darlene Cimilluca <DCimilluca@browardschools.com>  
**Sent:** Monday, July 22, 2019 11:49:55 AM  
**To:** MaryAnn May <maryann.may@browardschools.com>  
**Cc:** Teresa M. Macri <tmacri@browardschools.com>; Dale A. Bondanza <dale.bondanza@browardschools.com>; John Gelsomino <JGelsomino@browardschools.com>  
**Subject:** Intercom - Letter required from Fire Chief to receive permit

Email #1

Hi Dr. May,

We are very close to receiving a permit for [REDACTED] to install the headend and call buttons. On 7/17/2019 Matthew Decker posted a Fire Safety review. He is asking for an explanation of how the intercom system will interface with the voice evacuation fire alarm system. See his comments below.

Project Comment Summary by Discipline			
Character	Item#:	Phase:	M/R/C:
Gen	1	100R02	M
Comment	If this existing Intercom System is being utilized as the campus Emergency Voice System required per NFPA 101-9.6.3.9.2, must override all voice systems (i.e. PA systems etc.) on that campus, per NFPA 101-9.6.3.9.2 (4). Also, an approved secondary power supply shall be provided for that system per NFPA 101-9.6.3.9.2 (2). NEW COMMENT: 7/17/19- Explain how the new intercom system will interface with the voice evacuation fire alarm system in building 2. Verify that the existing voice evacuation fire alarm system is through out building 2 or is it local to the performance areas. Verify that voice evacuation system is interfaced with the existing performance audio systems. Voice evacuation fire alarm system must take precedence over the intercom system when in alarm.		
Response:			

We are eager to complete the installation and final inspection of [REDACTED] before school starts. To this end, we are asking that you send a letter to Matthew Decker stating that Intercom Connection to the Fire Alarm is still under review and give authorization for Rauland to proceed with installation of a new headend with no connection to Fire Alarm (same as existing). You can also mention that the intercom system "shall be capable of" connecting via a contact closure to or from the fire alarm in the future.

Thank you,

*Darlene*

I&T Sr. Project Manager

Technology Planning and Policy  
Project Management Office (PMO)

The response to the IT department is listed below

---

**From:** MaryAnn May

Email #5

**Sent:** Friday, July 26, 2019 12:06 PM

**To:** Darlene Cimilluca <DCimilluca@browardschools.com>

**Cc:** Teresa M. Macri <tmacri@browardschools.com>; John Gelsomino <JGelsomino@browardschools.com>; Dale A. Bondanza <dale.bondanza@browardschools.com>; James Taylor <James.S.Taylor@ametek.com>; Nardo Bosque <Nardo.Bosque@ametek.com>; Joanne Aczualdez <joanne.aczualdez@ametek.com>; Shawn Hunter <shawn.hunter@ametek.com>; Craig Dewerff <Craig.dewerff@ametek.com>; Brian Katz <Brian.Katz@browardschools.com>; Matthew S. Bradford <matthew.bradford@browardschools.com>; Jeffrey S. Moquin <jeffrey.moquin@browardschools.com>; Lynn T. Moscoso <lynnmoscoso@browardschools.com>; Christine Ward <christine.ward@browardschools.com>; Donna A. Flores <donna.flores@browardschools.com>; Daisy Rodriguez <daisy.rodriguez@browardschools.com>

**Subject:** Re: Intercom - Letter required from Fire Chief to receive permit

Darlene,

The code requires that anytime a fire alarm activates it overrides all other public address systems, there is no exception to this.

MaryAnn May, Ph.D.

Task Assigned Chief Facilities Officer

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The main issue revolves around the intercom system only or an ECS. If RFP 19-123E called for an intercom-only installation, then the intercom system would not override the fire alarm. Another condition of an intercom-only system would be that the intercom-only installation would not allow for messages to be heard through classrooms, hallways, cafeterias, and outside. The intercom-only installation also would not need to connect via IP or any other application to the fire notification system. If RFP 19-123E called for an ECS then the intercom installation would be a part of the networked fire notification system. An elaborate fire notification system would potentially fall under the regulation of the NFPA guidelines. Therefore, the application of NFPA guidelines is important in this instance if RFP 19-123E procures a true ECS.

The below email is key in the rollout of the intercom installation.

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**From:**

Dale A. Bondanza

Email #6

**Sent:**

Monday, July 29, 2019 7:44 AM

**To:**

Darlene Cimilluca

**Cc:**

Teresa M. Macri; Craig Dewerff; John Gelsomino

**Subject:**

FW: Intercom - Letter required from Fire Chief to receive permit

Darlene,

This email below is a public record and apparently as close as you're going to get to a formal letter. Take it, run with it, start installation! Dr. May's boss (Brian Katz) as well as the Chief of Staff (Jeff Moquin) and Task Assigned CIO (Matthew Bradford) are all copied. If Rauland would like to submit a formal public records request (see link) for said email they may but I'm advising we move forward.

Thank you.

Dale

Director, Technology Planning and Policy

754-321-0425 (Office) (TSSC x3188)

954-249-8675 (Cell)

[dale.bondanza@browardschools.com](mailto:dale.bondanza@browardschools.com)



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Based on BCPS policy 3320, a formal notice to proceed should be issued. Email #6 is not a valid contract document nor should email #6 be used as a substitute for a formal notice to proceed. The BCPS personnel believe that the Board members increased the priority of school safety. This interpretation of the RFP 19- 123E is present in various communications and witness interviews. The push for an ECS can be determined from the email below.

**From:** Victoria B. Stanford  
**Sent:** Tuesday, February 4, 2020 9:39 AM  
**To:** Teresa M. Macri  
**Cc:** Matthew B. Decker; Ronald F. Morgan; Shelley N. Meloni; Robert F. Hamberger  
**Subject:** Response to board member

Teresa,

Please take a look. I have copied others to be sure accuracy and let them know we are including them in this Board Response to Ms. Alhadelf.

To those copied: If there are any changes/objections, please let us know.

In following the recommendations of the SafeHaven Report, the District published, evaluated, and awarded a vendor to provide an IP Based Public Address Intercom System. The system was to be a “like in kind” replacement of the antiquated intercom systems currently in schools.

While moving forward with the Intercom Project, all parties involved – including the Building, Facilities, IT and Chief Fire Official’s Office – concluded the intercom system was much more than a “like in-kind” replacement.

Past devastating events have mandated the District redefined its focus for safety and security. As a result, the primary purpose of the intercom system has changed. It is no longer used only for morning announcements and other school-related activities. The system is now used as a vital means of delivering life safety messages to the school’s students and staff located both inside and outside of buildings.

As a result of the intercom system’s change in purpose, a change in the system’s classification is also necessary. The system is no longer considered simply a Public Address System. It is now classified as an Emergency Communications /Mass Notification System and requires adherence to the National Fire Protection Association (NFPA) 72, National Fire Alarm and Signaling Code, Chapter 24, Emergency Communication Systems (ECS).

The SBBC departments involved in this important project feel compelled to show their due diligence to the District’s commitment to safety and security by acknowledging the intended purpose of the new intercom systems. This acknowledgment will ensure the system’s proper design and ability to achieve necessary performance expectations.

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The following actions have been taken to initiate compliance with NFPA 72:24.

- A Risk Assessment is required to determine the design and performance criteria of the new systems.
  - The Chief Fire Official's Office has taken the lead to conduct the Risk Assessments at schools scheduled to receive the new intercoms.
  - Risk Assessments are conducted in conjunction with the vendor's site assessment for Phase B, speaker placement, of each project.
- A Fire Protection Engineer has been brought on board to assist and review the Risk Assessment process to ensure proper interpretation and compliance with NFPA 72:24.

1

Eyes around the State are on Broward Schools. We understand many of the actions we take may become precedent in other counties. This fact mandates we be diligent in our actions to ensure the safety and security of the District.

<b>Request</b>
Staff to collaborate to explain the hold up for the intercoms being installed in a timely manner in 53 of our schools. Staff to also explain what the NFPA 72 codes are being applied and why. Lastly, staff to clarify if these codes are mandated or are we adding extra requirements.

In following the recommendations of the SafeHaven Report, the District published, evaluated, and awarded a vendor to provide an IP Based Public Address Intercom System.

While moving forward with the Intercom Project, all parties involved, including the Building, Facilities, IT and Chief Fire Official's Office concluded the system was much more than a "replacement of like in kind."

Due to a redefined focus for safety and security at schools, it became necessary to acknowledge that what was once used primarily as a public address system, is now a vital tool for life safety. As discussions around intercoms progressed, it became apparent the District's intent was to use School Intercom Systems as emergency/mass communication systems. Therefore, adherence to National Fire Protection Association (NFPA) 72 codes and regulations apply.

Although other school districts may not acknowledged this status, Broward Schools is ahead of the curve in this aspect

Although other school districts may not acknowledged this status, Broward Schools is ahead of the curve in this aspect of showing due diligence to our commitment to safety and security. If a system is used to notify occupants both inside and/or outside a facility of an impending danger or emergency, the system is classified as an Emergency/Mass Communication System and must follow the national code to ensure the system functions properly and is available when needed.

- RA Assessments
- Fire Protection Engineer on Board
- Setting precedent, more important we are doing it right.

Thank you,

Victoria Stanford,  
Manager, Emergency Management & Task Assigned Chief Fire Official  
754.321.4884 or 954.240.5957



The key topics discussed in this email from Victoria Stanford (Manager, Emergency Management) are:

- BCPS awarded a vendor to provide an IP-based intercom system and that it would be a “like in kind” replacement of the existing antiquated systems at schools.
- She cites that at some point all parties (IT, Building, Facilities, and Chief Fire Official) concluded that the intercom system would be something beyond that of a “like in kind” solution.
- How the tragic events at Marjory Stoneman Douglas HS impacted the decision to procure something beyond an intercom system.

Incorrectly interprets that the system being procured must comply with NFPA regulations.

There are many misconceptions about what RFP 19-123E was supposed to be. We have listed below the known misconceptions. HCT did not independently verify the below; we obtained the below document from the BCPS SUI.

Conversation with Victoria Stanford on Friday evening, 11/1/2019.

Misconceptions about the Intercom Project:

1. Rauland is proprietary software and cannot be integrated. Perla has repeatedly told her and Frank Girardi that we are only allowing Rauland to be installed and this is (in her mind- against the law).
  - o Rauland and Dukane were part of the RFP
  - o John Alban, Martin Bennett, and Diane Shapiro were on the Evaluation Committee
  - o We are integrating with Dukane at [REDACTED]. This is proof we can integrate. Rauland is placing an overlay onto the existing Dukane intercom system and connecting to the new building which has Rauland call buttons.
  - o Both Dukane and Rauland are listed as acceptable manufacturers in the Intercom Specification published 8/27/2019.
  - o We prefer to install a new Rauland headend to connect to the district server because the school will have only 1 console for all calls. When an overlay is used, Normal announcements are made with the Dukane console and Emergency announcements are made with the Rauland console.
2. We are spending too much money on the installation of the Rauland intercoms.
  - o This rumor has made it to Jeff Moquin and the Cabinet.
  - o Rauland was the lower in both Labor and Material than Dukane in their RFP bid.
3. Rauland does not want to admit that they are Mass Communication.
  - o Rauland can be either an intercom system or enhanced to be a full fledged Mass Communication system. They offer message boards and strobes meet Mass Communication requirements.
    - Rauland simply points out that no other district in Florida follows NFPA guidelines for their intercom systems.
  - o Victoria stated that the decision is up the AHJ and she has to live with her decision.
4. Perla M. Tarrau Ayala keeps perpetuating the lie that only Rauland equipment can be installed.
  - o As mentioned earlier, the intercom specification lists both Rauland and Dukane
  - o [REDACTED] proves that Rauland integrates with Dukane
5. Delta due to Fire Chief:
  - o Feb - 8/9/2019 Dr. MaryAnn May, Fire Chief, during the initial part of the Intercom project declared that the intercom system is not “Life Safety” and it is not “Mass Communication.”
  - o 9/8/2019 Victoria Stanford, task assigned Fire Chief, feels that the Intercom system is “Mass Communication”
  - o BCPS bid for an IP based intercom system based on Safe Haven recommendations
  - o Therefore, the IT team and Rauland went forward with Safe Haven recommendation and Dr. May's declaration that it is not Mass Communication.
  - o The building department and PPD always wanted hard wire (conduit) from the remote speakers to the headend. Dr. May did not support their position.
  - o Dr. May resigned 8/9/2019
  - o 9/8/2019 1<sup>st</sup> email from Victoria Stanford announcing she was tasked to fill-in for Dr. May
  - o Victoria Stanford, task assigned Fire Chief, feel that the Intercom system is “Mass Communication”

From the commencement of RFP 19-123E as an intercom-system-only project, the various department heads' interpretations of the new intercom system differed. The departments involved in the execution of the intercom system were Information Technology, Physical Plant and Operations (PPO), Permitting / Building department, Fire Officials, and the Safety and Security Preparedness department. These various departments were involved in converting RFP 19-123E into an ECS.

The intercom project involved 8 different CIOs and Chief Fire Officials during its lifespan. The following exhibits are reflected to show (1) various key department heads at the time and (2) the important topics regarding the implementation of the intercom project. We have noted the below findings and observations for your consideration.

**Finding #02** *The Information Technology (IT) department is listed as the bidding department, therefore, the IT department is responsible for the changes in scope related to RFP 19-123E. (Objective #5)*

**Condition-** BCPS officials initiated RFP 19-123E for an intercom system only. Various departments were involved in converting the intercom-only project into an ECS. See exhibits below:

 <b>LEO NESMITH, PH.D.</b> <b>TASK ASSIGNED CHIEF SAFETY &amp; SECURITY OFFICER</b> <b>DIVISION OF SAFETY, SECURITY &amp; EMERGENCY PREPAREDNESS</b>	
<b>Signatures on File</b>	
September 24, 2021	
TO:	All Principals
FROM:	Phillip H. Dunn Chief Information Officer
	Leo Nesmith, Ph.D. Task Assigned Chief Safety & Security Officer
<b>SUBJECT: INTERCOM ENHANCEMENT PROJECT UPDATE</b>	
Although NFPA 72 does not require schools to have emergency communication systems, the Broward County Public Schools (BCPS) is working to provide the safest and most reliable form of communication to all students and staff on all campuses in the event of an emergency.	
In support of this effort, the BCPS intercom enhancement and maintenance project will install new intercom head-end units and call buttons in all student-occupied spaces as well as one-way communication speakers in interior and exterior common areas for 53 sites. This will ultimately enable District staff to provide announcements at school sites from remote locations.	
Additionally, where needed, Penton Devices will be installed to interface with fire alarm systems and enhance one-way communications. The Penton interface will be completed as a separate project after the existing fire alarm systems are evaluated on a campus by campus basis.	

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The Rauland System will serve as the first layer of the emergency communication system by providing the common area speakers and secondary power supplies to the intercom systems. The Penton device will monitor the integrity of the Rauland intercom amplifiers to ensure the system operates properly, including remote paging functions.

The steps being taken as part of this project will move the District towards the goal of certifying our systems as a compliant emergency communication system as we upgrade our fire alarm systems during the SMART Bond Programs and interface with our legacy intercom and fire alarm systems.

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**SUBJECT: INTERCOM ENHANCEMENT PROJECT UPDATE**

**PAGE: 2**

**For permitting purposes, the Master Plan and subsequent site-specific permit plans containing references to "emergency communication" will be disregarded from the plans and intercom specifications (Rauland intercom project-specific). The emergency communications functions will be supplied through the Penton Device. The additional intercom enhancement specifications (Penton Devices) will be included in the re-submittal for the master permit and site-specific permits. (See Penton specifications attached.)**

The system will be field inspected to ensure installation is in accordance with all state and national codes and standards as well as BCPS specifications. Additionally, systems will be field-tested to ensure they are properly monitored for faults, secondary power supply requirements are met, and the audibility of the systems meet all specified requirements.

LN/MD/KB:kb  
Attachment (1)

c: Facilities Department  
Pre-Construction



**LEO NESMITH, PH.D.**  
**TASK ASSIGNED CHIEF SAFETY & SECURITY OFFICER**  
**DIVISION OF SAFETY, SECURITY & EMERGENCY PREPAREDNESS**

**Signatures on File**

October 27, 2021

TO: All Principals

FROM: Vincent Vinueza  
Task Assigned Chief Information Officer

Leo Nesmith, Ph.D.  
Task Assigned Chief Safety & Security Officer

**SUBJECT: INTERCOM ENHANCEMENT PROJECT UPDATE**

Although NFPA 72 does not require schools to have emergency communication systems, Broward County Public Schools (BCPS) is working to provide the safest and most reliable form of communication to all students and staff on all campuses in the event of an emergency.

In support of this effort, the School Board approved \$17 million to enhance and maintain the intercom systems to improve District-wide communication, including the capability for centralized communications. This includes projects to add public area speakers and other enhancements to the high schools and colleges based on risk factors. The District intends to use the School Hardening Grant to continue these efforts.

The District has been challenged to balance the operation of the intercoms with the operation of the fire systems in a way that will aid communication during an emergency while not conflicting with the local and national fire codes. Staff has recently concluded research on a viable solution that would install new intercom head-end units and call buttons in all student-occupied spaces as well as one-way communication speakers in interior and exterior common areas for 53 sites. This will ultimately enable District staff to provide announcements at school sites from remote locations.

Additionally, the District will incorporate Penton audio devices where necessary to interface with fire alarm systems and enhance one-way communications. The Rauland Intercom System will serve as the first layer of the emergency communication system by providing the common area speakers and secondary power supplies to the intercom systems. The Penton audio device will provide the emergency communication functions including remote paging functions and monitor the integrity of the Rauland intercom

SUBJECT: INTERCOM ENHANCEMENT PROJECT UPDATE

PAGE: 2

system amplifiers and primary power source to ensure the system operates properly. The initial implementation phase focuses on high schools, centers, combination schools, technical colleges, and community schools.

The steps being taken as part of this project will move the District towards the goal of certifying our systems as a compliant emergency communication system as we upgrade our fire alarm systems during the SMART Bond Programs and interface with our legacy intercom and fire alarm systems.

**For permitting purposes, the Master Plan and subsequent site-specific permit plans containing references to "emergency communication" will be disregarded from the plans and intercom specifications (Rauland intercom project-specific). The emergency communications functions will be supplied through the Penton Device. The additional intercom enhancement specifications (Penton Devices) will be included in the re-submittal for the master permit and site-specific permits. (See Penton specifications attached.)**

The system will be field inspected to ensure installation is in accordance with all state and national codes and standards as well as BCPS specifications. Additionally, systems will be field-tested to ensure they are properly monitored for faults, secondary power supply requirements are met, and the audibility of the systems meet all specified requirements.

WV/LNMD/KS:kb

Attachment(1)

cc: Facilities Department  
Pre-Construction





**LEO NESMITH, PH.D.**  
**TASK ASSIGNED CHIEF SAFETY & SECURITY OFFICER**  
**DIVISION OF SAFETY, SECURITY & EMERGENCY PREPAREDNESS**

**Signatures on File**

November 5, 2021

**TO:** BCPS Building Department  
BCPS Facilities Pre Construction Department  
BCPS Information Technology Department

**FROM:** Matthew Decker  
Task Assigned Chief Fire Official   
  
Leo Nesmith, Ph.D.   
Task Assigned Chief Safety & Security Officer

**SUBJECT: INTERCOM ENHANCEMENT PROJECT UPDATE**

Broward County Public Schools (BCPS) is working to provide the safest and most reliable form of communication to all students and staff on all campuses for emergency and non-emergency communications.

In support of this effort, Phase A of the BCPS Intercom Enhancement and Maintenance Project includes new intercom head-end units and call buttons in all student-occupied spaces; as well as, one-way communication speakers in interior and exterior common areas for 53-sites. This will ultimately enable District staff to provide announcements at school sites from remote locations.

The Rauland System will give the required infrastructure support that the Penton Device needs by providing the code required for secondary power supply for the entire system. Rauland System will furnish the raceway and the wiring from the common area speaker to intercom headend then from the headend to the fire alarm panel. Rauland System will need to coordinate with a licensed fire alarm contractor to perform the interface of the Penton Device with the fire alarm system.

The Penton Device(s) will be used as an enhancement to the intercom system to carry the emergency communication functions. The Penton UL 2572 Device will interface with fire alarm systems and can take priority over the fire emergency messaging. The Penton Device will monitor the integrity of the Rauland System intercom amplifiers to ensure the system operates properly, including remote paging functions. The Penton Device will ultimately enable District staff to provide announcements at school sites from remote locations.



**SUBJECT: INTERCOM ENHANCEMENT PROJECT UPDATE**

**PAGE: 2**

NFPA 72 Chapter 24 does not list educational facilities as mandatory sites requiring Emergency Communication Systems (ECS). The steps BCPS are taking with the Intercom Enhancement Project will move the District towards the goal of certifying its systems as a compliant Emergency Communication System as continual upgrades are being made to the fire alarm systems during the SMART Bond Programs. Additionally, the District will evaluate the fire alarm systems at the 53-sites to determine the capacity in which the Penton interfaces with the existing fire alarm system. The Office of the Chief Fire Official (OCFO) acknowledges the Penton Device interface with the existing fire alarm systems might have limited functionality, especially with the controlling of the visual notification devices during a non-fire related emergency. During the fire alarm evaluation the District will identify the systems that do not allow the control of the notification devices and request additional funding to address the notification devices as Phase B of the overall Intercom Enhancement Project.

Information Technology Department will prioritize the install of the Intercom system at campuses that have a new fire alarm system or is scheduled to receive a new fire alarm system.

Both Phase A and B intercom enhancements will be field inspected to ensure installation is in accordance with all state and national codes and standards as well as BCPS specifications. Furthermore, systems will be field tested to ensure they are properly monitored for faults, secondary power supply requirements are met, and the audibility and visual notifications of the systems meet all specified requirements.

LN/MD/KB:cbw



Established 1915

**BROWARD**  
County Public Schools

**JAIME ALBERTI**  
**CHIEF SAFETY & SECURITY OFFICER**

**DIVISION OF SAFETY, SECURITY & EMERGENCY PREPAREDNESS**

**Signatures on File**

January 20, 2023

**TO:** BCPS Building Department  
BCPS Office of Capital Programs, Pre-Construction Department  
BCPS Information Technology Department

**FROM:** Matthew Decker  
Chief Fire Official Task Assigned

Jaime Alberti  
Chief Safety & Security Officer

**SUBJECT: POSITION STATEMENT: INTERCOM VS. EMERGENCY  
COMMUNICATIONS SYSTEMS (ECS), MASS NOTIFICATION SYSTEM  
(MNS)**

This memo supersedes the memo issued on November 5, 2021, with the Subject line:  
Intercom Enhancement Project Update.

Broward County Public Schools (BCPS) is working to provide the safest and most  
reliable form of communication to all students and staff on all campuses for emergency  
and non-emergency communications.

In support of this effort, a Risk Analysis was performed which determine the proper  
installation to meet the codes and standards for an emergency communication system.  
The analysis revealed the system shall conform with NFPA 72, Chapter 24. Further  
investigation revealed the intercom system purchased from Rauland Florida does not  
meet the requirement to be used as an emergency communication system and shall

The Rauland Florida product can only be installed as a standalone intercom system and  
does not need to meet the requirements of NFPA 72. As a standalone intercom system,  
it shall not interface with the fire alarm system; and as such, it cannot silence the fire  
alarm. The intercom system is not an emergency communication system and cannot  
take priority over the fire alarm system. The use of the intercom for the purposes of  
emergency communications shall not be permitted, this would be out of the compliance  
with NFPA 72 Chapter 24.



SUBJECT: POSITION STATEMENT: INTERCOM VS. EMERGENCY COMMUNICATIONS SYSTEMS (ECS), MASS NOTIFICATION SYSTEM (MNS)

PAGE: 2

All functions provided for emergency communication by the Rauland Florida intercom system shall be suspended.

Since the Rauland Florida intercom system is not rated as an emergency communication system for the 53-sites associated with the BCPS intercom enhancement & maintenance project, it does not need to meet the NFPA 72 requirements for pathway survivability therefore can be installed without conduit for internal pathways. All external wire shall be run in conduit for exterior speakers.

The position of the Office of the Chief Fire Official (OCFO) for the existing intercom systems to meet the requirements of NFPA 72 standards for emergency communication would require the installation of the Penton Audio equipment (or equivalent) meeting the UL 2572 rating to interface with the fire alarm system. The Penton device (or equivalent) will monitor the unprotected (wire not installed in conduit) speaker circuits being installed in the common areas and for external wide area speakers. All equipment connected to the Penton (or equivalent) devices must meet the requirements of NFPA 72 including pathway survivability, (i.e., wire installed in conduit).

The intercom project must remain separate from an emergency communication system. The BCPS intercom enhancement and maintenance project will require a separate permit. The master permit, site-specific drawings and specifications will need to be modified to remove all mention of emergency communication and be submitted as a standalone intercom system. Any enhancements to the existing intercom to achieve the ability to function as an emergency communication system would require a separate permit.

The Office of the Chief Fire Official (OCFO) would recommend that the School Board of Broward County require the contractor to provide an emergency circuit for the head end unit and common area amplifiers to meet the secondary power supply that will be required for any emergency communications system project. The OCFO would also recommend adding an additional speaker at the safer space in each classroom to support the future enhancement of the emergency communication system. Note this recommendation would exceed the code requirement for an intercom system but would be in the best interest of the district.

Attachments

JA/MD:cbw

BRANDON V. ZIVKOV

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BRANDON V. ZIVKOV

**Effect** – The objective of installing a functional intercom system in 53 schools has not been met.

**Cause** – This condition exists within RFP 19-123E due to ineffective project management.

**Criteria** – BCPS department head and executive management must follow the guidance of Procurement Section R of Policy 3320 (as amended on 5/6/2014). The BCPS policy 3320 requires changes in specification to contain the appropriate approvals.

**Recommendation** – It is recommended that the District observe the requirements of BCPS Procurement Section R of Policy 3320 (as amended on 5/6/2014) if any changes in specifications are required for an awarded RFP.

**Management Response** - Management agrees with this finding. Upon starting as the Chief Information Officer and learning about the history and changes in the scope of this project, Dr. Phillips worked with Chief Alberti and other stakeholders to understand why the scope of this project was changed, what process was utilized to make the change, and why the project was taking so long.

At that time, it seemed that the then Task-Assigned Chief Fire Official, Matthew Decker, had taken over the leadership and approval of the project given its new scope of an Emergency Communication System (ECS). It also seemed that it was at the direction of Mr. Decker that the scope of the project was changed from an intercom enhancement and replacement project to an ECS project.

Additionally, upon learning about the potential misinterpretation and misapplication of NFPA 72 as well as its impact on delaying this and other projects, Chief Alberti and Dr. Phillips wrote a memo correcting the scope and removing the previous requirement of an ECS which was distributed on February 15, 2023. Additionally, on February 24, 2023, Chief Alberti and Dr. Phillips brought this, as well as the fact that the scope change to the RFP did not go to the board, to the attention of then Superintendent Dr. Earlean Smiley as well as the Board Chair Mrs. Lori Alhadeff. Chief Alberti and Dr. Phillips also brought these issues to the entire board during a closed-door session where the board gave direction for this audit to happen.

As mentioned earlier, the intercom project involved 8 different CIOs and Chief Fire Officials during its lifespan. During the earlier implementation stage of the intercom project, the in-place departmental staff believed that the intercom project called for an emergency communication system. Matthew Decker performed the research and presented the required equipment components needed for the installation of emergency communication systems. The department's staff foundation for the installation of emergency communication systems was reliant on NFPA version 72 chapter 24 subchapter 101. The reliance on this NFPA protocol was used to steer the intercom project to an emergency communication system. Our independent research and discussions with key department heads, the above-listed NFPA protocol does not apply to school districts.

In August 2020, there was a series of communications between the then-in-place CIO, Superintendent, Executive Director of Capital Programs, the RB Business Development Manager, the Chief, Safety, Security & Emergency Preparedness, and the BCPS Board Chair. The discussions centered around the fire code interpretation and the safest way to install life safety systems in a school. See the intercom enhancement email communication below.



**LEO NESMITH, PH.D.**  
**TASK ASSIGNED CHIEF SAFETY & SECURITY OFFICER**  
**DIVISION OF SAFETY, SECURITY & EMERGENCY PREPAREDNESS**

**Signatures on File**

September 24, 2021

TO: BCPS Building Department  
BCPS Facilities Pre-Construction Department  
BCPS Information Technology Department

FROM: Matthew Decker  
Task Assigned Chief Fire Official

Leo Nesmith, Ph.D.  
Task Assigned Chief Safety & Security Officer

SUBJECT: **INTERCOM ENHANCEMENT PROJECT UPDATE**

Broward County Public Schools (BCPS) is working to provide the safest and most reliable form of communication to all students and staff on all campuses for emergency and non-emergency communications

In support of this effort, Phase A of the BCPS intercom enhancement and maintenance project include a new intercom head-end units and call buttons in all student-occupied spaces as well as one-way communication speakers in interior and exterior common areas for 53 sites. This will ultimately enable District staff to provide announcements at school sites from remote locations.

The Rauland's will supply the required infrastructure support the Penton emergency communications functions by supplying the code required secondary power supplies for the entire system. Rauland will provide the raceway and the wiring from the common area speaker to intercom headend and from the headend to the fire alarm panel. Rauland will need to coordinate with a licensed fire alarm contractor to perform the interface of the Penton device with the fire alarm system

The Penton Device(s) will be used as an enhancement to the intercom system to will carry the emergency communication functions. The Penton UL 2572 device will interface with fire alarm systems and can take priority over the fire emergency messaging. The Penton device will monitor the integrity of the Rauland intercom amplifiers to ensure the system operates properly, including remote paging functions. The Penton Device will ultimately enable district staff to provide announcements at school sites from remote locations.

SUBJECT: **INTERCOM ENHANCEMENT PROJECT UPDATE**

PAGE: **2**

NFPA 72 chapter 24 does not list educational facilities as mandatory sites requiring emergency communications system, the steps being taken as part of this project will move the District towards the goal of certifying our systems as a compliant emergency communication system as we upgrade our fire alarm systems during the SMART Bond Programs. Additionally, the district shall evaluate the fire alarm systems at each of the 53 sites to determine the capacity in which the Penton interface with the existing fire alarm system. The OFCO acknowledges the Penton interface with the existing fire alarm systems might have limited functionality especially the controlling of the visual notification devices during a non-fire related emergency. While performing the fire alarm evaluation the district will identify the systems that do not allow the control of the notification devices and request additional funding to address the notification devices as phase B of the overall intercom enhancement project.

Information Technology Department will prioritize the install of the Intercom system at campuses that have a new fire alarm system or is scheduled to receive a new fire alarm system.

Both phase A and B intercom enhancements will be field inspected to ensure installation is in accordance with all state and national codes and standards as well as BCPS specifications. Additionally, systems will be field-tested to ensure they are properly monitored for faults, secondary power supply requirements are met, and the audibility and visual notifications of the systems meet all specified requirements.

LN/MD/KB:kb  
Attachment (1)

c: Facilities Department  
Pre-Construction

Based on the communication above, the momentum was for the installation of an ECS. Please refer to page 2, first paragraph, discussing the applicability of NFPA 72 chapter 24 to educational facilities. Based on research and discussions, the National Fire Protection Association (NFPA) protocols relative to Version 72 Chapter 24 subchapter 101 do not apply to the School District. The applicability of NFPA protocols relative to Version 72 Chapter 24 Subchapter 101 is a major factor in the project delays and the additional cost incurred to insert the Penton device. The Penton device is a component that connects an intercom system to an ECS.

**Finding #03 *The application of National Fire Protection Association (NFPA) protocols relative to Version 72 Chapter 24 subchapter 101***

**Condition-** District Officials applied National Fire Protection Association (NFPA) protocols relative to Version 72 Chapter 24 subchapter 101 to the intercom installation. The utilization of NFPA Version 72 Chapter was used to convert RFP 19-123E from a standard intercom installation to an emergency communication system. There was adequate discussion and information on NFPA standards.



**Office of Safety, Security and Emergency Preparedness**

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**The School Board of  
Broward County, Florida**

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Dr. Vicki L. Cortwright  
Superintendent of Schools

February 15, 2023

TO: BCPS Building Department  
BCPS Facilities Pre-Construction Department  
BCPS Information Technology Division

FROM: Jaime Alberti  
Chief Safety & Security Officer

Dr. Joe Phillips  
Chief Information Officer

SUBJECT: UPDATE TO INTERCOM ENHANCEMENT PROJECT UPDATE (DATED NOVEMBER 5, 2021)

Broward County Public Schools (BCPS) is continuing to the work to provide the safest and most reliable form of communication to all students and staff on all campuses for emergency and non-emergency communications.

This memo serves as an update to the memo with the SUBJECT: INTERCOM ENHANCEMENT PROJECT UPDATE, Dated November 5, 2021.

BCPS will not be moving forward with the Penton Device(s) as part of the intercom project. NFPA 72 Chapter 24 and the Florida Fire Prevention Code (FFPC) do not require Emergency Communications Systems (ECS) for educational facilities. Therefore, BCPS Intercoms will continue to be classified as intercoms and not reclassified as ECS'.

All current and future intercom projects will move forward under this updated information. All intercom enhancements will continue to be field inspected to ensure installation is in accordance with all state and national codes and standards as well as BCPS specifications. The intercom systems will also be field tested to ensure they are properly monitored for faults, secondary power supply requirements are met, and audibility and visual notifications of the systems meet all specified requirements.



The Office of the Chief Fire Official (OCFO) has reviewed the current codes as it pertains to fire drills and relocation drills. The code currently does not have any provisions for an intentional delayed evacuation; however, "NFPA 101, 4.7.1 states that emergency egress and relocation drills conforming to this code shall be conducted as specified by the provisions of Chapters 11 through 43 or by appropriate action of the authority having jurisdiction (AHJ)." This statement allows the AHJ to determine the appropriate actions for drills and actual events. The chapter also discusses "Orderly Evacuations" which states that when conducting drills, emphasis shall be placed on orderly evacuations rather than on speed (NFPA 101, 4.7.3). Though the code does not use the term delay it does allow the AHJ to determine what steps must be taken to perform the orderly evacuation.

The OCFO has reviewed the existing written evacuation procedures and is revising these procedures to ensure an orderly evacuation of district buildings takes place. These procedures will include a process that will prevent students from evacuating into known hazardous or unsafe conditions. The OCFO will work with various internal stakeholders to develop a training program designed for the practice of emergency egress to familiarize occupants with our expectations for an orderly evacuation and conduct during emergency egress drills as a matter of routine in accordance with NFPA 101, 15.7.2.2.

See the attached Emergency Evacuation Procedures Flyer that will be forthcoming in all district student and staff-occupied spaces.

**Effect** – The impact changed from an intercom-only install to an attempt to install an ECS causing (1) massive delays in project execution; (2) cost overruns and (3) failure to install a functional intercom system at 53 schools.

**Cause** – Ineffective interpretation of RFP 19-123E and the use of NFPA national standards to inappropriately support the implementation of an ECS.

**Criteria** – RFP 19-123E listed required components, specifications, and the scope of the project by BCPS Procurement Section R of Policy 3320 (as amended on 5/6/2014).

**Recommendation** – It is recommended that the District observe the requirements of Section S of Policy 3330 if any changes in specifications are required for an awarded RFP.

**Management Response** - Management agrees with this finding. Upon learning about the potential misinterpretation and misapplication of NFPA 72 as well as its impact on delaying this and other projects, on February 24, 2023, Chief Alberti and Dr. Phillips brought this, as well as the fact that the scope change to the RFP did not go to the board, to the attention of then Superintendent Dr. Earlean Smiley as well as the Board Chair Mrs. Lori Alhadeff. They also brought these issues to a closed-door session where the board gave direction for this audit to happen. The district will follow Policy 3330 in the future when any changes in specifications in the awarded RFP are needed.

### *Sub Topic 5 - Permitting Involvement & Permitting Changes for Master Permit*

We reviewed the original permit documentation from RFP 19-123E and reviewed the change in specifications which should have resulted in an overall master permitting reconfiguration. We discussed the permit process with the BCPS Chief Fire Official, CAP Gov, and various other parties involved in permitting commencement, changes, and updates.

We obtained the documentation related to permitting a district-wide ECS after our interview with Ms. Tarrau-Ayala. Our visit to six (6) high schools was performed to observe the results of the bid process and to substantiate our research on the intercom equipment rollout. We researched and reviewed the information on the National Fire Protection Association (NFPA) protocols relative to Version 72 Chapter 24 subchapter 101 – Emergency Communication Systems.

To review the permitting process and the completed projects for certain schools, we decided to visit several of the high schools.

#### High Schools Visited

[REDACTED] HCT arrived at the location and met with the Secretary. We asked the Technician to show us around the individual classrooms where the intercom system was installed. We were able to observe the main system in the administrative office of the HS along with a phone unit in the principal's office and one for use by the administrative general staff. We were shown what the intercom system consisted of in the approximately 120 classrooms of the HS. It had two buttons, one "Emer" and the other "Norm". The Technician explained that the Emer button is to be pressed if an incident occurs of a safety or security nature. The Norm button would be pressed for incidents of a disciplinary nature.

We had the opportunity to ask questions of the staffer in charge of maintenance at the school facility. He expressed that the whole process of installing the intercom system was far from good. There was training provided on how to properly use the system; however, he was not included in that training.

All of the personnel interviewed on-site expressed a similar sentiment that training was limited, maybe inadequate, given that any of them at some point may have to activate its notification functions. They stated that there were instances in which there was no audio being emitted to the main unit from one of the classroom locations. The secretary stated that she asked if the intercom system had a manual, and she was shown a one-page manual.

We asked if anyone remembered when the last work was performed for the intercom system, and they stated that was roughly one year ago. The work to install the system schoolwide lasted approximately six months. They concluded by saying "To our knowledge work to install the system is complete."

██████████ - The intercom system was not complete; no completion date was set. There were unopened UPS units that were delivered on or around April 2023. Our on-site tour concluded with a discussion with the principal. It was stated that the work “leaves ██████████ with a non-functional intercom system.”

██████████ – HCT asked the Technician to show us around the individual classrooms where the intercom system was installed.

HCT was first able to observe the main system in the administrative office of the High school along with a phone unit in the principal’s office and one for use by the administrative general staff. HCT was shown what the intercom system consisted of in the approximately 230 classrooms of the High School. It was two buttons, one “Emer” and the other “Norm.” The Technician told HCT that he was not directly involved with the installation of the system, but he did say the installation took about eight months to complete. We inquired if there had been any issues with the intercom and he stated that there were and that the vendor addressed these promptly.

We asked both the Secretary and Technician, in separate instances, if the system works. They both responded that the intercom system works as they have seen it work in a live emergency event. The Secretary began working at the school in 2020 and therefore could not comment on the installation work performed by the vendor.

The main devices are stored in a room located in the administrative building. These included UPS and communications equipment. We were also able to observe the intercom in a classroom, the cafeteria kitchen, the auditorium, and the media center. There were speakers installed in the exterior school grounds' common areas.

██████████ HCT arrived at the location and met with the Secretary and the Technician. We toured the individual classrooms where the intercom system was installed. It is worth noting that before going to the individual classrooms, the Technician stated that work was done to install the speaker as recently as a month ago.

We were first able to observe the main system in the administrative office of the High School. In addition, the Secretary stated the principal has a device similar to a telephone, which allows her to make announcements from her office.

The technician guided me through the school grounds and stated that the intercom system was installed in the approximately 150 classrooms of the High School.

In addition, there are individual intercom units that allow a person to make use of it in the case of an emergency.

For the two classrooms observed, there were two buttons, one “Emer” and the other “Norm.” The technician told me the Emer button is to be pressed if an incident occurs of a safety or security nature. The Norm button would be pressed for incidents of a disciplinary nature.



After the tour of the classrooms, the Technician guided me to other major buildings that have an individual intercom unit. These included the gym and a staff meeting room. We observed that the speakers were installed in external common areas.

We asked the Technician what his experience was during the installation and he described it as good. The installation took approximately seven months. He received training on how to use it and he knows it is working, as he has seen it function during a live incident.

██████████ Based on observation, this school only received newly installed speakers in the administrative areas and the common areas in the hallways. The intercom speakers were installed over a year ago and no further discussion has occurred regarding any other upgrades to the intercom system. We visited a storage area where we observed communications equipment that had been delivered more than one year ago (approximately August 2022). We took photos of unopened UPS boxes that appear to be the same type of unused equipment being employed at the other selected schools.

██████████ – We toured the school with the staff responsible for facilities. We observed that the existing ██████████ system has been in place and used for approximately six (6) years. It was confirmed to us that the intercom system has not started but the equipment for the intercom system is on site at the school. We were told that the equipment was delivered over two years ago. We performed a physical inventory of the equipment in the storage area. HCT observed 11 boxes with one of them labeled “Rauland.”

The on-site visit led us to inquire about the permitting process and the master permit for all 53 schools. Our interview with the BCPS staff in the permitting department was critical to understanding, assessing, and making determinations on the overall initial scope of the project and the product changes. The summary of our interviews with the Chief Building Official, the CAP GOV representative, and the representative from RB is key along with the email below.

**From:** Robert F. Hamberger <robert.hamberger@browardschools.com>  
**Sent:** Friday, August 21, 2020 9:52 AM  
**To:** Teresa M. Macri <tmacri@browardschools.com>  
**Cc:** Ronald F. Morgan <ronald.morgan@browardschools.com>; Perla M. Tarrau-Ayala <perla.tarrau-ayala@browardschools.com>; Scott C. Gillen <sgillen@browardschools.com>; Douglas J. Organ <douglas.organ@browardschools.com>; Delpino Carlos <cdelpino@capfla.com>; Marc LaFerrier <mllaferrier@capfla.com>; Jeffrey S. Moquin <jeffrey.moquin@browardschools.com>; Kathryn F. Brooks <Kathryn.Brooks@browardschools.com>  
**Subject:** Rauland RFP involving mass communication

Good morning Teresa,

Please send a copy of the RFP and contract for Rauland to my attention at the Building Department. I will redact any financial information, if necessary. The scope of work contained therein may be critical to the forthcoming plan review incorporating Penton equipment and the inspections we have been conducting in the

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past month at MSD. We will also need to simultaneously share a copy with CAP Government, who will need the same information for intercom/mass comm projects they are reviewing and inspecting. Our electrical plans examiners and inspectors will need to know the entire scope of work, which is not contained in the base contract for the District to get what we are paying for and to have a clear understanding going forward. Once the plan changes are submitted to both the Fire and Building departments, those changes should also be shared with CAP.

Thank you,

Robert F. Hamberger

Chief Building Official

Broward County Public Schools

The email from Robert Hamberger (former Chief Building Official) is key because it demonstrates that he is aware of the impact of the change on the scope of work and as a result also communicates this to all copied in his email. Additionally, this email dated 8/21/2020 would indicate that work began on schools and related inspections before the change in scope was communicated.

The master permit includes all details and pertinent information relating to the project specifications and rollout. Changes to the project scope or equipment layout must be reported and reflected on the master permit. It is worth noting that an outside vendor (CAP GOV) was hired to perform permitting tasks for the intercom installation project. We noted the following finding for consideration.

**Finding #04 *Ineffective project management during the rollout of the intercom enhancement project (Objective #4)***

**Condition-** We noted that of the 53 high schools selected to enhance the intercom system, 13 of these were identified as nearly complete or in the final stages of inspection by the Building Department. However, these 13 schools did not complete the permitting process for installing the intercom system.

**Effect** – Permitting changes and poor project management of the intercom installation led to over 60% of the selected schools not obtaining a functional intercom system within the contracted term.

**Cause** – Ineffective project management, which includes the departments of PPO, Building, Chief Fire Official, and IT.

**Criteria** – The problem exists due to BCPS building department protocols and procedures for permitting becoming convoluted.

**Recommendation** – It is recommended that the District executive management implement protocols so that BCPS procedures and contract terms are not circumvented.

**Management Response** - Management agrees with this finding. Under the new leadership of Chief Alberti, Dr. Phillips, and Mrs. Czubkowski, SSEP Division, IT Division, and Facilities Division now have a weekly sync meeting to ensure that we are all working together, with the same information, and with the understanding that any changes to the scope that impact funding are openly discussed. The Facilities Division has assigned a project manager who will assist with tracking and managing permitting. Additionally, the new IT Division PITAC Department will assist with overall project management. The weekly meeting and project management expertise will also ensure BCPS procedures and protocols are followed so that contract terms are not circumvented.

During the intercom project, a position statement was created regarding Intercom vs. Emergency Communications Systems (ECS) as a Mass Notification System (MNS). The position statement foundation rested upon the BCPS working to provide the safest and most reliable form of communication to all students and staff on all campuses for emergency and non-emergency communications. In support of the effort for the safety of all students and staff, a risk analysis was performed which determined the proper installation to meet the codes and standards for an emergency communication system. The analysis revealed the system “shall conform” with NFPA 72, Chapter 24. Further investigation revealed the intercom system purchased from RB does not meet the requirement to be used as an emergency communication system and shall **NOT** be used for emergency communications.

“The RB product can only be installed as a standalone intercom system and does not need to meet the requirements of NFPA 72. As a standalone intercom system, it shall not interface with the fire alarm or fire alarm system and as such, it cannot silence the fire alarm. The intercom system is not an emergency communication system and cannot take priority over the fire alarm system. The use of the intercom for emergency communications shall not be permitted as it would be out of compliance with NFPA 72 Chapter 24.” (Decker, 2021, page1)

Since the RB intercom system is not rated as an emergency communication system for the 53 sites associated with the BCPS intercom enhancement & maintenance project, it does not need to meet the NFPA 72 requirements for pathway survivability and can be installed without conduit for internal pathways. All external wires shall be run in conduit for exterior speakers.

The position of the Office of the Chief Fire Official (OFCO) is that for the existing intercom systems to meet the requirements of NFPA 72 standards for emergency communication, it would require the installation of the Penton audio equipment (or equivalent) meeting the UL 2572 rating to interface with the fire alarm system per the approved plans. The Penton device (or equivalent) will monitor the unprotected (wire not installed in conduit) speaker circuits being installed in the common areas and for external wide-area speakers. All equipment connected to the Penton (or equivalent) devices must meet the requirements of NFPA 72, including pathway survivability, (i.e., wire installed in conduit).

The intercom project must remain separate from an emergency communication system. The BCPS intercom enhancement and maintenance project will require a separate permit. The master permit, site-specific drawings, and specifications will need to be modified to remove all mention of emergency communication and be submitted as a stand-alone intercom system. Any enhancements to the existing intercom to achieve the ability to function as an emergency communication system would require a separate permit.

The Office of the Chief Fire Official (OCFO) would recommend that the School Board of Broward County require the contractor to provide an emergency circuit for the head end unit and common area amplifiers to meet the secondary power supply that would be required for any emergency communications system project. The OCFO would also recommend adding a speaker in the safest space in each classroom to support the future enhancement of the emergency communication system. Note, that this recommendation would exceed the code requirement for an intercom system but would be in the best interest of the District. The position statements concluded that all functions provided for emergency communication by the RB intercom system shall be suspended.

The internal memo regarding the change to the intercom project philosophy was sent to all the relevant departments and staff. The information technology department, the PPO department, the safety and security department, the fire official, and RB were all made aware of this interpretation change and the intercom project scope change.

The department responsible for the RFP 19-123E intercom project was the information technology department. The in-place department head had oversight and responsibility for this intercom project to be successful. The intercom project change from an intercom-only installation to an ECS is the main contributor to the RFP 19-123E delays, cost overruns, and the purchase of underutilized equipment.

**Finding #05 *Change in scope without notification being reflected on the master permit.***  
***(Objective #4)***

**Condition-** A change in scope from a stand-alone intercom system to a district-wide emergency communication system is the essence of the problem. It appears that the Fire Official and/or the Safety and Security Preparedness official changed the scope of the RFP. The School Board officials initiated RFP 19-123E in April 2019 for an intercom system at 53 high schools.

**Effect** – The impact of the condition caused the failure of the installation of a functional intercom system at over 60 percent of the selected 53 schools

**Cause** – The condition happened due to ineffective project management which includes the PPO/Building Departments.

**Criteria** – The BCPS building department protocols and procedures for permitting, changes to permitting, and changes to the specification must be coordinated on large-scale projects with the vendor.

**Recommendation** – It is recommended that the District observe the requirements of Section R of Policy 3320 (as amended on 5/6/2014) if any changes in specifications are required for an awarded RFP.

**Management Response** - Management agrees with this finding. Under the new leadership of Chief Alberti, Dr. Phillips, and Mrs. Czubcowski, SSEP Division, IT Division, and Facilities Division have removed this interpretation and application of this NFPA standard to this project. Additionally, Chief Alberti published a new memo on February 15, 2023, which stated this change. Further, in the future, any new significant scope changes to this or other projects will follow the appropriate policies and procedures and will be reflected on the master and other germane permits. The Intercom Task Force leadership is also committed to a regular review process to ensure compliance with the board policy and proper documentation.

***Sub Topic 6 - Contract Terms and Departmental Oversight***

Upon receipt of the contract, we reviewed the contract terms related to the sale. Due to changes in scope and the revised specifications, we researched the vendor approach and success in completing and closing out the project. We held two phone meetings with the sales executive of RB to discuss the transaction. We also discussed the transaction with NDR Corp. HCT verified the purchase was properly approved and authorized. We noted large purchases of equipment for storage which would be later used by RB.

The distribution of the IT equipment by RB is such that RB would participate in the regularly held status meeting with BCPS. Once the initial schools were completed RB communicates to the staff at what pace they are doing the installation work. Given that during the project there was a shortage of supplies the decision was made to buy large amounts of equipment so that RB can continue the

work with the least lag time. These bulk purchases were stored at PWS facilities and designated schools. The oversight for the implementation of the intercom project involved several departments and key staff.

We noted that the procurement involvement was only to the extent of producing an RFP document for the bidding public. We believe that the RFP 19- 123E should have been closed and released as a new RFP once the scope and specification changed from an “intercom only” system to an integrated IP-based emergency communication system. With a re-issued RFP for an emergency communication system, different and more capable vendors could have been evaluated and awarded for completion of the desired work.

***Finding #06 Improve the User department's involvement with the Procurement department for RFPs, ITBs, and any other purchases for goods and services. (Objective #1)***

**Condition-** The communication of the needed outcome and the process to achieve the needed outcome must be strengthened between the user department and the procurement department.

**Effect** – The desired and needed intercom system for the 53 schools was not completed within the contracted period by RB. Without the proper oversight and involvement from the procurement department, the BCPS expended over \$10 million but received a partially installed intercom system and the commencement of an ECS.

**Cause** – The condition occurred due to the lack of useful communication between the subject matter expert department and the procurement department as it relates to RFP 19-123E.

**Criteria** – The appropriate BCPS regulation for this matter is School Board Policy 3320.

**Recommendation** – It is recommended that the project owner department, which is the subject matter expert department, have significant communication with the Procurement department.

**Management Response** - Management agrees with this finding. While the user departments and divisions are the best sources of information regarding the needed scope of a particular project or solicitation, we rely on the expertise of the Procurement Department to ensure that proper solicitation methods are utilized and maintained. In the future, the user department will ensure to communicate with and rely on the Procurement Department on the new district-wide intercom project and similar projects.

Finding #07 **Contract terms with Rauland Borg were not enforced (Objective #1)**

**Condition-** The final analysis of the RFP reflects that 19 of the selected 53 schools are at or near completion. The completion rate is 35.8 percent. The total spend to date under RFP 19-123E approximates \$10.7M which equates to 71% of the original approved RFP amount.

**Effect** – Work procured does not meet performance requirements.

**Cause** – Lack of oversight by the procurement function.

**Criteria** – RFP19-123E performance requirements.

**Recommendation** – It is recommended that the District observe the performance requirements and contract terms of the corresponding RFP.

**Management Response** - Management agrees with this finding. This completion percentage after this amount of time is unacceptable, and largely due to the added requirements and scope of the project shifting as a result of the interpretation of NFPA 72. The project has been discontinued, and a new district-wide intercom project plan has been adopted which is currently being jointly managed by the SSEP, IT, and Facilities Divisions. The new project management plan includes:

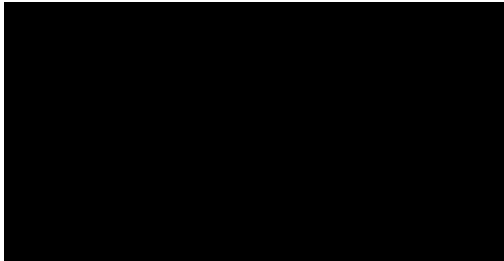
- **Quarterly Performance Reviews:** We will conduct quarterly reviews of Rauland Borg's performance, assessing their adherence to contract terms, timeline compliance, and quality of work.
- **Enhanced Communication Protocols:** Regular meetings will be scheduled between our project management team and Rauland Borg representatives to discuss progress, address any issues, and ensure mutual understanding of contract terms.
- **Clear Milestone Tracking:** A detailed project timeline with specific milestones will be established and monitored. Any deviations from this timeline will be promptly addressed and documented.

Through these measures, we aim to strengthen our contract enforcement and project management, ensuring that such oversights do not recur and that projects are delivered efficiently and effectively.

***Sub Topic 7 - Intercom Project Execution***

As a part of our performance procedures, we conducted on-site inspections of several selected schools. The on-site visits intended to (1) observe the nature and functionality of the intercom system; (2) interview personnel at the selected school about the intercom system installation process and usage; (3) determine if any excess equipment was stored; and (4) to ascertain if the intercom system as installed was consistent with the Board initiative for an intercom system or an emergency communication system.

### High Schools Visited

	The HCT Site Visit performed on 7/24/2023
	The HCT Site Visit performed on 7/24/2023
	The HCT Site Visit performed on 8/3/2023
	The HCT Site Visit performed on 8/3/2023
	The HCT Site Visit performed on 8/8/2023
	The HCT Site Visit performed on 8/8/2023

The site visits aided in understanding the challenges involved in installing the intercom system as well as an analysis of the final product. Additionally, we were able to corroborate the bulk purchase of equipment in anticipation that the accumulation would enable a faster installation of the intercom system. Please see the performance audit observations listed below.

#### Observation #101 *Excess equipment not being used at various schools (Objective #1)*

**Condition-** We noted during the 6 school visits that the vendor purchased UPS units with the intent to have these ready and therefore expedite the installation work. However, through inquiry of the school officials, the equipment has been there unused for as long as two years, potentially rendering the equipment obsolete.

RB purchased intercom equipment for the entire project on 1/24/2022 for \$546,248 through a stock order corresponding to Job SE22002, PE# 29929. At the time of this bulk purchase, the remaining schools were not ready to have the installation of the equipment commenced. As a result, the bulk purchase of UPSs adds to the amount of equipment that is now potentially obsolete.

**Management Response -** Management agrees with this observation. While the UPSs are not required for normal intercom projects, since the district has already purchased them, they will be tested (as appropriate) and utilized in the schools that will be receiving Rauland intercom systems. The average lifecycle for a UPS is 3 to 5 years. However, this is largely dependent on battery condition and these will be tested prior to being installed. The plan for the other purchased equipment is to use it as part of the new district-wide intercom project.

#### Observation #102 *Approval from Area or Deputy/Associate Superintendent (Objective #1)*

##### **Condition-**

Given that the intercom work and installation were superseded because of the integration of an ECS, there appears to be no authorization from an appropriate designated individual within BCPS. *Excerpt from Section R of Policy 3320 (as amended 5/6/2014)* – Specifications may be limited to a specific brand or product when necessary to supplement existing installations or for purposes of standardization. However, specifications that exceed industry standards for the intended use of the product, as determined by the Director of Supply Management and Logistics, must be justified in writing by the requestor and authorized by the Superintendent's direct reports.



**Management Response** - Management agrees with this observation. Although, Chiefs who are direct reports to the Superintendent are at the level that can authorize these changes. The changes to the scope of the project requiring the district to have an Emergency Communication System (ECS) did not occur in accordance with proper district protocols or board policy. As a result of management’s discovery of the changes to the scope, a clear understanding now exists to ensure any changes to the scope are properly communicated going forward.

### *Sub Topic 8 – Intercom project cost and additional spending*

The request and philosophical interest of the Fire Official, IT department head, and other key staff caused this project to move from an intercom-only installation to an emergency communication system and ultimately to project termination. We noted key events that led to the project's stoppage. We noted that there were 4 Fire Officials and 3 various IT department heads associated with the project during its timeline. See below for the named department head.

<b>Task Assigned Fire Official</b>	<b>Chief of Information Technology (CIO)</b>
Mary Ann May (Resigned August 2019)	Matthew Bradford (January 2019 to August 2019)
Victoria Stanford (October 2019 to 2021)	Phillip Dunn (September 2019 to November 8, 2021)
Matthew Decker (Start in 2021 and Removed February 2023)	Vincent Vinueza (December 2021 to April 15, 2022)
Kim Luke (Started in March 2023 and was removed Fall of 2023)	Josiah Phillips (April 25, 2022 to Current)
Nathan Sade (January 2024 to Current)	

As mentioned earlier, the position of the OFCO was that the installation of the Penton Audio equipment to interface with the fire alarm system was paramount to the success of the intercom project being converted to the ECS. The addition of the Penton device to the intercom project required additional research and additional effort by RB to perform under the new request for an ECS. See our findings below:

***Finding #08 Increase in cost of each school due to specification change for the Penton device to allow for connectivity to the fire notification system. (Objective #3)***

**Condition-** We noted a discussion with the CIO that the inclusion of the Penton device would increase the cost of the installation per school by approximately \$150,000. This specification change was not added to the contract or the Broward Schools master specifications. The Penton

device and the related change in scope added approximately \$150,000 per school or \$3,450,000 for 23 schools which to date remain unused.

**Effect** – The additional cost for the Penton devices is an expenditure of taxpayer dollars for a project scope change not approved by the BCPS.

**Cause** – The various key department heads did not coordinate together to ensure that the intercom project as intended by the BCPS board was performed.

**Criteria** – The Board members set the policy and the strategic vision for BCPS.

**Recommendation** – We recommend that major changes to the scope and intent of a project of this size and scope be brought to the attention of the BCPS in advance of sweeping specifications upgrades or changes.

**Management Response** - Management agrees with this finding. When this unwarranted change became apparent (which was not approved by the board), it should have gone through the appropriate process for board approval and for additional funding to be approved. Upon learning that this did not happen, Chief Alberti and Dr. Phillips, met with the Superintendent as well as the Board Chair to correct this situation. We recognize the issues identified in Finding #9 regarding the increased cost per school due to the specification change for Penton devices. In response, we have taken the following actions to ensure better management of project specifications and costs:

- **Board Approval Process:** We have refined our process for obtaining board approval for any changes in project specifications, especially those impacting the budget. This includes clear documentation and presentation of the changes, their rationale, and financial implications.
- **Cost-Benefit Analysis:** For any future changes in specifications, a thorough cost-benefit analysis will be conducted. This analysis will be reviewed by the project management team and the finance department to ensure that the benefits justify the additional costs.
- **Stakeholder Engagement:** We will improve our stakeholder engagement process to include timely discussions with relevant parties, including the board, before making any significant specification changes.
- **Training and Awareness:** We will conduct training sessions for project managers and department heads to enhance their understanding of the impact of specification changes on project costs and the importance of board approvals.
- **Monitoring and Evaluation:** We have put a system in place to monitor the impact of specification changes on project costs and timelines, ensuring that any deviations are promptly addressed and rectified.

Through these measures, we aim to ensure more disciplined and transparent management of project specifications and costs, avoiding unplanned escalations in the future.

We noted the en-masse purchasing of intercom equipment without considering the progress made at the time of acquisition. It would appear equipment should have been purchased on a per-school installation basis using Completed contracts versus percent of completion).

The request by the OCFO required RB to employ a component that would allow for continuous power to the ECS. As a result, RB purchased equipment and billed for those components under RFP 19- 123E. It is worth noting that the additional components were not anticipated with the original specifications for the installation of the intercom-only system.

**Finding #09 *The inappropriate purchase of Uninterruptible Power Supply (UPS) units***

**Condition-** The BCPS staffers authorized the purchase of UPS devices by RB. The need for a UPS device arises due to the change in scope, specifications, and installation. See below regarding the add-on equipment.

**From:** John J. Alban  
**Sent:** Tuesday, August 13, 2019 11:19 AM  
**To:** Shelley N. Meloni <[smeloni@browardschools.com](mailto:smeloni@browardschools.com)>  
**Cc:** Divine E. Amoah <[divine.amoah@browardschools.com](mailto:divine.amoah@browardschools.com)>; Joe Alvarez <[joe.alvarez@browardschools.com](mailto:joe.alvarez@browardschools.com)>  
**Subject:** Sound and Intercom/Master Clock Specification 16724

Shelley,

Attached is the intercom specification 16724 with the modifications proposed by Teresa Macri, Director/Information Security.

I want to let you know that, in my professional opinion, the use of the Local Area Network (LAN) to operate the Intercom System is unacceptable. the Intercom System should not depend of other system for operation. For existing and new facilities, the intercom should be a stand-alone system.

In the event of power failure of the normal supply, the intercom system including all remote devices should be connected to the emergency generator on site. If it is not possible to connect all the remote devices to the generator, the supply system for emergency purposes should be an Uninterruptible Power Supply (UPS).

The capacity of the UPS for operating the intercom system under normal idle load should be 2 hours, operating under normal idle load can be 30 minutes if the system is backed up by a generator.

Thanks,

John J. Alban, P.E.  
Manager, Electrical Engineering  
Pre-Construction Dept  
Office of Facilities & Construction

We observed unopened and unused UPS equipment at most of the schools where we conducted a physical on-site inspection. The purchase of UPS represents excess equipment and unnecessary spending of tax dollars. Most of the UPS purchases are over 2 years old and are obsolete or unfit for current deployment.

**Effect** – The objective of installing a functional intercom system in 53 schools is not met and cost overruns were incurred.

**Cause** – Ineffective project management.

**Criteria** – Key internal controls and procedures.

**Recommendation** – It is recommended that the District strengthen procedures to guide the effective management of large-scale projects.

**Management Response** - Management agrees with this finding. The UPSs were added as a result of the project being reclassified without authorization. While the UPSs are not required for normal intercom projects, since the district has already purchased them, they will be utilized on the district-wide intercom project as an added, but not required, measure to several sites.

Furthermore, RB purchased over \$500,00 in equipment and components in anticipation of the intercom project schedule. We noted equipment in storage and not being used at the various high schools. The equipment in storage as observed by us, for the most part, was still in the original container unopened.

We believe that the substitution of ITB FY24-075 as a monetary approval apparatus to pay for work initiated under RFP 19-123E is not in compliance with BCPS Procurement Policy 3320. The RFP expired and the department heads of BCPS appropriately used the RFP with funding and now are using an ITB which requires less scrutiny to pay for work that should have been performed by a certain vendor.

**Finding #10** *Termination of RFP 19-123E and utilization of ITB FY24-075 (Objective #1)*

**Condition-** We noted that RB performed work and was paid for work under RFP 19-123E. In April 2023 a notice of contract expiration was sent to RB to cease all work. A new ITB was issued by the School Board. ITB 24-075 is to be used by RB to complete intercom installation and work from RFP 19-123E.

**Effect** – Work procured did not meet performance requirements during the contract term and therefore another procurement instruction was required.

**Cause** – The above condition occurred due to ineffective project management and constant changing of intercom implementation objectives.

**Criteria** – The problem occurred because the RFP requirements and School Board Policy 3330 were not adhered to.

**Recommendation** – It is recommended that the District consider evaluating work performance by vendors before being awarded new contracts/bids.

**Management Response** - Management agrees with this finding. The district did ensure that Rauland was paid for the work performed and the equipment received prior to the end of the previous contract and that no additional payment was authorized or made. Additionally, under the scope of the new project, Rauland will complete the schools that it had previous permits on, previously started work on, and that the district had already received equipment for. This includes a total of 33 schools for this portion of the new project. To address these issues moving forward and improve our contract management processes, we have implemented the following measures:

- **Contract Review and Compliance:** We have conducted a thorough review of the terminated RFP and the new ITB to ensure full compliance with all contractual obligations and district policies.

- **Vendor Accountability:** We are working closely with Rauland to ensure they complete installations in the 33 schools as agreed upon. This includes regular progress tracking and quality assurance checks.
- **Contract Transition Management:** We have developed a comprehensive plan for the transition between the old and new contracts, ensuring minimal disruption to the project and maximizing the use of already procured equipment.
- **Stakeholder Communication:** Enhanced communication strategies have been implemented to keep all stakeholders, including the board and the affected schools, informed about the project's progress and any significant changes.

Through these actions, we aim to ensure a more structured and transparent approach to contract management, thereby enhancing the efficiency and effectiveness of our procurement processes.

Through these actions, we aim to ensure a more structured and transparent approach to contract management, thereby enhancing the efficiency and effectiveness of our procurement processes.

### ***Sub Topic 9 – Intercom Performance Audit Conclusion.***

The BCPS board members approved RFP 19-123E which allowed the District to procure intercom system enhancements to support the safety and security at 53 high schools county-wide as recommended by Safe Haven International in August 2018. The financial impact to the District would be approximately \$15 million.

RFP 19-123E was issued with no language for an ECS. Key department heads were aware of RFP 19-123E and intended to use RFP 19-123E to pursue an ECS. Various levels of executive management knew or should have known that the RFP 19-123E project was being moved to an ECS, although, the RFP called for an intercom-only installation.

This decision to shift from installing an intercom system to a more comprehensive ECS was perhaps the most consequential in determining if the intercom installation would be completed for 53 high schools. In a separate communication, a former Director of Technology Planning and Policy gave the directive to begin the installation of work, despite him not having the authority to proceed. The reason for the shift in implementation philosophy for RFP 19-123E is that several key executive members believe the BCPS selected 53 schools needed to meet the standard for communication as listed in the Safe Haven report.

Given Rauland Borg's stature in the industry, they were not able to leverage this as their performance did not meet expectations (13 schools started, 9 in process, and 3 completed). The below chart displays the dates and amounts of expenditures per high school.

CHART 1. BCPS Intercom Project w/ Rauland Florida					
Date	Job#	PE#	School Name		PO Amount
6/13/2019	Project	SE19029	23015		16,639.00
6/20/2019	Project	SE19030	23155		51,560.35
6/20/2019	Project	SE19031	23034		68,864.05
8/12/2019	Project	SE19043	23371		6,339.00
8/30/2019	Project	SE19049	23412		68,207.44
9/18/2019	Project	SE19053	23664		09,471.35
9/23/2019	Project	SE19054	23693		6,581.62
9/23/2019	Project	SE19056	23675		49,230.90
9/27/2019	Project	SE19062	23712		58,243.56
11/12/2019	Project	SE19072			6,476.00
1/29/2020	Project	SE19053	24306	ECO-1	4,322.00
1/30/2020	Project	SE19029	24351	ECO-1	,546.00
4/23/2002	Project	SE20026	24878		29,047.99
6/19/2020	Project	SE20035	25149		65,343.43
6/30/2020	Project	SE19055	25054	ECO-1	,725.00
7/29/2020	Project	SE20040	25276		22,982.81
7/29/2020	Project	SE19031	25320	ECO-1	6,436.16
7/29/2020	Project	SE19049	25206	ECO-1	15.65
7/29/2020	Project	SE19049	25206	ECO-2	7,864.42
9/29/2020	Project	SE19072	Cancelled		16,476.00)
10/14/2020	Project	SE19031	25453	ECO-2	05,980.29
1/4/2021	Project	SE21001	26134		70,035.40\$
1/7/2021	Project	SE21002	26156		70,035.40

Date	Job#	PE#		School Name	PO Amount
1/7/2021	Project	SE21003	26153		176,904.20
1/8/2021	Project	SE21004	26160		170,035.40
1/8/2021	Project	SE21005	26162		154,425.80
1/8/2021	Project	SE21006	26161		170,035.40
1/18/2021	Project	SE21007	26155		170,035.40
1/18/2021	Project	SE21008	26159		176,904.20
1/20/2021	Project	SE21009	26163		170,035.40
1/20/2021	Project	SE21010	26157		176,904.20
1/20/2021	Project	SE21011	26158		170,035.40
1/20/2021	Project	SE21012	26135		170,035.40
1/20/2021	Project	SE21013	26136		170,035.40
1/25/2021	Project	SE19031	26187	ECO-3	11,975.00
3/4/2021	Project	SE19031	26417	ECO-4	41,501.07
3/26/2021	Project	SE19049	26573	ECO-3	92,469.00
4/28/2021	Project	SE19029	26815	ECO-1	168,249.61
6/17/2021	Project	SE19030	27091	ECO-1	144,497.00
7/15/2021	Project	SE20037	26812	ECO-2	1,875.00
9/13/2021	Project	SE19062	27537	ECO-1	179,290.91
9/13/2021	Project	SE19056	27536	ECO-1	150,625.90
11/10/2021	Project	SE19049	26573	ECO-3	94,576.17
1/24/2022	Project	SE22002	29929		546,248.20

Date	Job#	PE#			School Name	PO Amount
3/9/2022	Project	SE22011	29931			64,155.00
3/21/2022	Project	SE20035	30323	ECO-1		67,924.00
5/24/2022	Project	SH20040	30726	ECO-1		110,944.00
5/24/2022	Project	SH19062	30742	ECO-2		650.00
5/24/2022	Project	SH19030	30742	ECO-2		11,447.48
5/31/2022	Project	SE21001	30846	ECO-1		278,129.00
6/3/2022	Project	SE22026	30892			255,384.00
6/3/2022	Project	SE22027	30895			346,152.00
7/25/2022	Project	SE19049	31036	ECO-4		10,991.32
8/5/2022	Project	SE22033	31265			293,766.00
8/5/2022	Project	SE22034	31244			293,065.00
10/6/2022	Project	SE21011	31486			290,125.14
10/10/2022	Project	SE21002	31482	ECO-1		286,803.00
10/27/2022	Project	SE21006	31735	ECO-1		289,068.96
10/27/2022	Project	SE21012	31732	ECO-1		309,505.14
12/22/2022	Project	SE22058	31372			172,670.98
12/22/2022	Project	SE22059	31373			172,670.98
12/22/2022	Project	SE22060	31374			151,452.00
12/22/2022	Project	SE22061	31375			172,670.98
12/22/2022	Project	SE22062	31376			128,684.58
12/22/2022	Project	SE22063	31377			83,056.93
12/22/2022	Project	SE22064	31378			172,670.98



<b>Date</b>	<b>Job#</b>	<b>PE#</b>			<b>PO Amount</b>
12/22/2022	Project	SE22065	31379		172,670.98
12/22/2022	Project	SE22066	31380		172,670.98
12/22/2022	Project	SE22067	31381		172,670.98
<b>Source of data -</b>	<b>Rauland Borg</b>		TOTAL Expenditures		\$10,760,366.29

In interviews, many BCPS staff and the sales manager expressed they were confident that if there was no change in scope they would have completed the RFP 19- 123E installation at all 53 selected schools as scheduled. Please see below for the progress per RB for each school.

Intercom Enhancement Project By Proposed Rollout				CD	7/31/2023	
As of July 2023						
*Order of schools subject to change*						
School	Intercom Stage	Status	Fire Alarm Voice/Evac Plan	Status	Order Status	
1	Installation Complete	Install Complete		Complete	Orders complete	
2	Installation Complete	Install Complete	Full System	Complete	Orders complete	
3	Installation Complete	Install Complete	Partial	Complete	Orders complete	
4	Installation Complete	Install Complete	Full System	Complete	Orders complete	
5	Installation Complete	Install Complete		Complete	Orders complete	
6	Installation Complete	Install Complete	Full System	Complete	Orders complete	
7	Installation Complete	Install Complete		Complete	Orders complete	
8	Installation Complete	Install Complete		Complete	Orders complete	
9	Installation Complete	Install Complete w/ additions, w/o Penton equipment		Complete	Orders complete	
10	Installation Complete	Complete Materials Ordered, w/o Penton equipment	Full System	Complete	Orders complete	
11	Design & Permit, ready for installation	Base Materials Onsite, Final Design CD complete		EC Scope done	Orders complete	
12	Design & Permit, ready for installation	Base Materials Onsite, Final Design CD complete		EC Scope done	Orders complete	
13	Design & Permit, ready for installation	Base Materials Onsite, Final Design CD complete	Full System	EC Scope done	Orders complete	
14	Design & Permit, ready for installation	Base Materials Onsite, Final Design CD complete		EC Scope done	Orders complete	
15	Design & Permit, ready for installation	Base Materials Onsite, Final Design CD complete		Permitted	Orders complete	
16	Installation Complete	Complete		Complete	Orders complete	
17	Design & Permit ready	Base Materials Onsite, Final Design CD complete		Permit standby	Orders complete	
18	Design & Permit ready	Base Materials Onsite, Final Design CD complete		Permit standby	Orders complete	
19	Design & Permit ready	Base Materials Onsite, Change Order needed to complete		Permit standby	Orders complete	
20	Design & Permit, ready for installation	Base Materials Onsite, Final Design CD complete	Full System	EC Scope done	Orders complete	
21	Design & Permit ready	Base Materials Onsite, Change Order needed to complete	Full System	Permit standby	Change Order Needed	
22	Design & Permit	Base Materials Onsite, Change Order needed to complete		Design	Change Order Needed	
23	Design & Permit	Base Materials Onsite, Change Order needed to complete	Full System	Design	Change Order Needed	
24	Baseline Material in BCPS warehouse			Base Materials		
25	Baseline Material in BCPS warehouse			Base Materials		
26	Baseline Material in BCPS warehouse		Full System	Base Materials		
27	Contractor Procurement			Base Materials		
28	Baseline Material in BCPS warehouse			Base Materials		
29	Baseline Material in BCPS warehouse			Base Materials		
30	Baseline Material in BCPS warehouse			Base Materials		
31	Baseline Material in BCPS warehouse			Base Materials		
32	Baseline Material in BCPS warehouse		Full System	Base Materials		
33	Baseline Material in BCPS warehouse			Base Materials		
34	Baseline Material in BCPS warehouse			Base Materials		
35	Contractor Procurement					
36	Contractor Procurement		Panel			
37	Contractor Procurement					
38	Contractor Procurement		Full System			
39	Contractor Procurement					
40	Contractor Procurement					
41	Contractor Procurement		Full System			
42	Contractor Procurement					
43	Contractor Procurement		Full System			
44	Contractor Procurement		Full System			
45	Contractor Procurement					
46	Contractor Procurement					
47	Contractor Procurement		Full System			
48	Contractor Procurement					
49	Contractor Procurement					
50	Contractor Procurement					
51	Contractor Procurement					
52	Contractor Procurement		Full System			
53	Contractor Procurement		Full System			

In conclusion, RFP 19- 123E originated on 2/11/2019. Executive managers Mr. Alberti and Mr. Phillips sent out correspondence to cease work on RFP 19-123E and the work was halted as of 4/21/2023. The BCPS executive team released ITB FY24-075 for intercom-only maintenance. We were advised that another RFP is being considered or issuance during FY 2024 for an intercom system or emergency communication system. The intercom-only project for RFP -19-123E concluded as an unfinished project for most of the 53 schools.

Additionally, the Special Investigations Unit of BCPS was evaluating whether to pursue further an investigation into the origins and decisions relative to the RFP and related expenditures.



## **EXHIBIT 1**

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**Bid #19-123E - Intercom Enhancement and Maintenance**



## SCHEDULE OF EVENTS - RFP 19-123E :

Timeline of Events for RFP 19-123E		
Date		Action
Aug 2018	⌘	Safe Haven Report recommends upgrade to PA systems to VOIP Intercom System
		Budget Approved \$15.3M
Sep 26, 2018		John Gelsemino (PM) met with John Alban to discuss Intercom Systems
Oct 1, 2018	⌘	John Alban arranges Presentation from Dukane
Oct 8, 2018	⌘	John Alban arranges Presentation from Rauland
Jan 23, 2019		RFP Draft sent to the Fire Official for review
Jan 24, 2019		RFP Draft sent to the Building Dept for review
Feb 14 2019	⌘	RFP released
Feb 22 2019		IT met with Bldg Dept explaining new direction for the District
Mar 8 2019		1st draft of Specifications with 16724 Sound and intercom/Master Clock - original 2008 so old technology and obsolete models were listed.
Mar 19 2019	⌘	Meeting with Dr. May - Clarifications fire alarm and intercom systems will not be integrated. Fire Alarm system will remain separate from the Intercom system. If the fire alarm is sounding and you want to make an announcement, manually silence the fire alarm.
Mar 20 2019	⌘	Evaluation Committee meets to select vendor: Teresa Macri, Diane Shapiro, Ingrid Osgood, Martin Bennett, John Alban, Victor Newman, Susanna M. Deutsch
Apr 1 2019		Worked with Estella E. Eckhardt and OSPA, used the SESIR rating (School Environmental Safety Incident Report) to review and order schools by priority - minor mods case based: 1. [REDACTED] was placed at the top 2. [REDACTED] was moved up in position so that the top 20% of all the schools represented all 7 districts.
Apr 23 2019	⌘	Board approves Rauland for Intercom Project
April 29 2019		Intercom specs posted with Dukane ad Basis of Design. Only Dukane models listed.
May 16 2019		Rauland provided mark-up of Intercom Spec provided
May 30 2019		Meeting with Building Dept to add Rauland models to Spec breaks down
Jun 6 2019		Legal Dept Directive for Rauland Basis of Design and to change Spec
Jun 12 2019		1st set of plans submitted
Jun 26 2019		Kick-off meeting held
Jun 27 2019		2nd set of plans submitted
Jul 2 2019		Final spec sent to Shelley Meloni
Jul 2 2019	⌘	Dr May states: Intercom is NOT a mass notification system; not Life Safety
Jul 11 2019		3rd set of plans submitted
Jul 18 2019		Revised Spec posted; Rauland basis of design - Added 'All remote devices shall be connected to the Intercom Headend'.
Jul 26 2019	⌘	Dr May states "Fire Alarm overrides PA System; no exception"
Aug 1 2019		Chief Moquin directive; IP solutions and change specs

## Timeline of Events for RFP 19-123E - Continued

Date		Action
Aug 7 2019		4th set of plans submitted
Aug 8 2019		PPO talks to Dr May concerning 'no exception'
Aug 9 2019	⌘	Dr May resigns
Aug 21 2019		Dr May letter states 1) Fire Alarm and Intercom to remain two (2) separate systems 2) voice evacuation statement
Aug 26 2019		Urgent ESC: Directive to Change Specs
Aug 27 2019		Final Intercom Spec Posted
Aug 28 2019		Fire Safety Reviewed and Approved [REDACTED] with Comments
Sep 5 2019	⌘	1st Permit received for Headend and Call Buttons Only
Sep 6 2019	⌘	Work begins at [REDACTED]
Sep 12 2019		Rauland Demo Fire Dept and Facilities to resolve Dr May 8.21 on voice evacuation statement
Sep 13 2019		[REDACTED] headend and call buttons completed
Sep 16		[REDACTED] staff trained
Sep 20 2019		[REDACTED] Phase A plans submitted
Sep 25 2019		Urgent ESC - Phase B halted
Oct 2 2019		Discuss Fire Safety review for [REDACTED] to revise plans
Oct 10 2019		Findings Risk Analysis \$646K - 1 year
Oct 14 2019		Rauland revisits [REDACTED] to revise plans
Oct 23 2019		[REDACTED] revised Phase A plans submitted to the Building Dept
Oct 24 2019		Risk Analysis Meeting - Phase A halted until Risk Analysis completed
Oct 24 2019		[REDACTED] Phase A plans submitted
Oct 30 2019		Email from [REDACTED] principal received
Oct 31 2019		First Risk Assessment Team meeting
Nov 4 2019	⌘	PM Provides recap of "Intercom Misconceptions"
Nov 5 2019		Risk Assessment Team visits [REDACTED] Revised plans returned to Rauland to add UPS Specs
Nov 7 2019		Site visit Rauland/Fire/IT regarding Phase B
Nov 7 2019		ESC - risk assessments must be done on all buildings
Nov 15 2019		[REDACTED] Phase A submitted UPS requirements added
Nov 20 2019		Risk Assessment Team meeting; PPO connected Hand-Held mic for intercom break fix
Dec 4 2019		Phase A Halt Lifted- meeting with Fire/IT/[REDACTED]
Dec 5 2019	⌘	Site plans submitted 10/23 & 10/24 entered into ISS by Building Dept
Dec 12 2019		[REDACTED] Risk Assessment walkthrough
Dec 13 2019		[REDACTED] plans rejected; wanted location of existing call buttons; 1/6/2020 [REDACTED] Site plans entered 12/5/2019 still not returned
Dec 18 2019		Perla makes decision; location of call buttons on initial plans no longer required. Add note to show call buttons on change order before inspections.
Jan 3 2020		Revised [REDACTED] Phase A - 4th submission to the Building Dept
Jan 6 2020		1/6 baseline scheduled revised to 2/2021 Phase A and 3/2021 Phase B completions; New schedule is contingent upon risk assessments
Jan 15 2020	⌘	Meeting with Building Dept - SCOPE CHANGE- High Voltage EC required for generator (load capacity); Temp portables must be connected to generator until no longer used
Jan 22 2020		[REDACTED] Phase A Permit
Jan 24 2020		[REDACTED] Phase B Plans submitted

Timeline of Events for RFP 19-123E - Continued		
Date		Action
Jan 29 2020		Pathway survivability is up to the AHJ per Sarah Maman, P.E.
Feb 4 2020	⌘	Vicky drafts to board member the reason for fire official's re-interpretation
Feb 5 2020		[REDACTED] Phase B rejected due to new requirements
Feb 11 2020	⌘	Staff Follow-up Request No.: 20-112 Alhadeff - Fire Official reclassifying Intercom as ESC
Feb 13 2020		ESC meeting and meeting with Fire, Bldg to discuss [REDACTED] Phase B requirements
Feb 26 2020	⌘	ESC meeting; Intercom NO LONGER considered Mass Comm system; Intercom and Fire alarm to remain Separate; Sequence of Operation NOT required; UL 864 fire code compliance - NOT required.
Feb 27 2020		First Mention of PENTON - Matt gets email response from his UL2572 request: From Penton rep to Matt: "Ricardo requested that I reach out to you on your UL2572 request"
Mar 1-30		No activity due to COVID scenario - activity behind the scenes between Matt/Jeff at Penton - view email string
Mar 31 2020	⌘	[REDACTED] Risk Assessment conducted
Apr 2 2020		[REDACTED] Risk Assessment conducted
Apr 8 2020		[REDACTED] Risk Assessment conducted
May 12 2020		[REDACTED] Risk Assessment conducted
May 19 2020		[REDACTED] Risk Assessment conducted
May 11- Jun 12 2020		[REDACTED] Implementation/Testing; North Community School Phase A, Phase B implementation/testing
May 28 2020		[REDACTED] Risk Assessment conducted
Jun 9 2020		[REDACTED] Risk Assessment conducted
Jun 11 2020		[REDACTED] Risk Assessment conducted
Jun 2020	⌘	Moved permitting and inspections to CAP
Jun 25 2020		Training for Rauland/Internal District staff on CAP system
Jul 2020		[REDACTED] Risk Assessments conducted
Jul 2020	⌘	Implementation work on [REDACTED]
Aug 2020		Inspections slated for [REDACTED]
Aug 2020		Walk through at [REDACTED] Kathy, Fire, Penton
Aug 2020		Meetings with Fire and Penton for the Penton component
Sep 2020		[REDACTED] waiting on electrical plans to be reviewed in order to proceed with Prototype using Penton equipment added on to Rauland equipment
Oct 2020		Additional walk through with Kathy, Rauland, AGC at [REDACTED] changes needed based on Penton plan submitted with Rauland
Nov 13 2020		Completed both phases at [REDACTED]
Nov 18 2020		New Requirement added to the project - no conduit on canopies even during renovation work
Nov 18 2020		Requested to escalate [REDACTED] due to outage of portion of school
Nov 30 2020		Functional testing requirements received from the Bldg/Fire Depts. NOTE: Updated 2/1 after 1/28 inspection
Dec 7 2020		Penton arrived [REDACTED] Placement received and updated Fire Specs from CAP. Returned unsigned/unsealed permits for inspections needs
Dec 8 2020		Requested from Matt a comprehensive checklist for Fire-related intercom needs
Dec 8 2020	⌘	Urgent ESC meeting related to the Intercom project



## Timeline of Events for RFP 19-123E - Continued

Date		Action
Jan 2021		NEW Requirement added to the project - All conduit must be painted for intercom project and not just new building per specs
Jan 2021		██████ Rough inspections Failed since conduit must now be painted
Feb 1 2021		Impromptu meeting with Chiefs Dunn and Katz to go over some items with the project. KB to create documentation and provided via chats
Feb 2 2021	⌘	Requested from fire a checklist or guideline based on needs found during final inspection in order to retain for future school implementations
Mar 2021		██████ Audibility /Fault Testing provided that additional speakers needed in common areas. Proposals, POs and Plan approvals took all of March due to SBBC delays with shortage of staff, retirements in Bldg/Fire areas
Mar 1, 2021		██████ portable area removed from scope as the Facility and PPO Depts stated that the portables will be removed in summer 2021 (pending budget) so skip and save funds
Mar - Apr 2021		Scheduled risk assessments for ██████████ through April 2021
Apr 13 2021	⌘	Building Dept requiring ALL work stopped at CAP until master permit approved
Apr 20 2021		Master Permit submitted with sample showing how the work will be done using ████████ scenario
Apr 20 2021		Bldg Dept states that sample should not include building/room numbers so all needs to be removed and resubmitted
May 4 2021	⌘	██████ passed final inspection and project complete
May 4 2021		All remaining risk assessments to be scheduled through 2nd week of July (all scheduled by May 15)
May 5 2021		Rauland submitted Master Plan to the Building Dept
May 12 2021	⌘	Master Plan permitted
May 21 2021		Memo required by Bldg Dept created and will be provided to CAP for each site as it relates to the Fiber availability by the IT Division
Jun 2 2021		CAP has several key questions related to the fire component and has not moved forward on ████████ until all resolved with Vicky/Matt; not sure of issues since CAP was included on inspection details at MSD
Jun 8 2021		CAP presents new comments related to NFPA <ul style="list-style-type: none"> <li>•Site surveys to measure "ambient sound levels;"</li> <li>•Visual aides such as strobes;</li> <li>•All equipment physically secured; connectivity to the fire alarm</li> <li>•Command rooms must be NFPA rated</li> </ul>
Jun 11 2021		Notified ESC of situation that needs immediate attention from the Fire Dept but Vicky deferred to Matt who is on vacation; but mentioned him checking emails. We need answers prior to moving forward so project is on hold
Jun 14 2021		Matt met with CAP to try and clarify some of the items in question for ██████████ related to Fire
Jun 29 2021		Matt email stating 1. The Rauland intercom system will no longer be referred to as an emergency communication system
Jul 2021	⌘	PROJECT ON HOLD - New direction per Matt that we are reverting to Intercoms plus Penton device as a 'bridge to the future fire/emergency communication system'
Jul 12 2021		Fire requested Pre Construction to rework specs based on Intercom only plus Penton as this step is critical for us moving forward
Jul 16 2021		All risk assessment conducted with exception of ██████████ (roof issues)
Jul 27 2021		Teresa requested an update status. No response

## Timeline of Events for RFP 19-123E - Continued

Date		Action
Aug 2 2021		Kathy sent request for an update to Shelley; response was that Matt is working with Dr Nesmith to advise of intent.
Aug 12 2021	⌘	Chiefs Nesmith, Dunn and Teresa discussed project status. Matt asked to write a position statement for chiefs to review. Teresa asked for timeline on publishing specs - no response
Sep 13 2021		Teresa escalated project specs concern to Chief Nesmith since project is still on hold awaiting decisions on specifications.
Sep 14 2021		Matt mentioned during team meeting that he is having to wait on next Board closed session to discuss situation
Oct 29 2021	⌘	Two Years and still clarifying that Intercom is NOT Emergency communications systems (ECS)
November 5, 2021	⌘	Matt Decker Memo to Leo Nesmith- Rauland will give infrastructure for Penton, Penton is UL2572 Device that can interface with fire alarm system. Licensed fire alarm contractor must perform interface, not Rauland. Steps taking with intercom "will move towards certifying as ECS" as upgrades made to fire alarm systems through SMART
Sept 13, 2022		CIO memo regarding chip shortage and supply chain delays for HP switches and components needed for intercom
Jan 17, 2023	⌘	IT met with Bldg Dept/Fire Official/Chief Alberti/Chief Phillips - Intercom /Fire Alarm "Divorce" meeting - explaining new direction for the District which was original Dr. May direction - Fire and Intercom to remain separate
Jan 20, 2023		Matt's Position Statement - Intercom not ESC, not to interface with FA
Jan 2023		Superintendent response regarding Intercom, includes memos and all positions statements of Fire Official
Jan 2023	⌘	Halt to project, directive of District Leadership, via Chief Phillips
Jan - April 2023		Safety Tech PM Team provides Chief Building and Fire Officials with path forward plan regarding the closing out of the eight schools that only need inspections to closeout. Work in motion to continue to work towards inspections, complete work identified by inspections.
Apr 21, 2023	⌘	PWS sends cease work memo to Rauland
		Relays Discussion
July 10, 2023		HCT Audit - First Meeting with Teresa/Manny



## **EXHIBIT 2**

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**Bid #19-123E - Intercom Enhancement and Maintenance**



**INFORMATION AND TECHNOLOGY DIVISION**

**DR. JOE J. PHILLIPS  
CHIEF INFORMATION OFFICER**

February 14, 2024

**SIGNATURES ON FILE**

TO: Joris Jabouin, Chief Auditor  
Chief Auditor Office

FROM: Jaime Alberti, Chief Safety & Security Officer  
Safety, Security, & Emergency Preparedness Division

Dr. Josiah J. Phillips, Chief Information Officer  
Information & Technology Division

**SUBJECT: RESPONSE TO INTERCOM PROJECT AUDIT FINDINGS (RFP 19-123E)**

The following serves as a response to the above-referenced audits findings.

**Finding #3: The Information Technology (IT) department is listed as the bidding department, therefore, the IT department is responsible for the changes in scope related to RFP 19-123E.**

Management agrees with this finding. Upon starting as the Chief Information Officer and learning about the history and changes in the scope of this project, Dr. Phillips worked with Chief Alberti and other stakeholders to understand why the scope of this project was changed, what process was utilized to make the change, and why the project was taking so long.

At that time, it seemed that the then Task-Assigned Chief Fire Official, Matthew Decker, had taken over the leadership and approval of the project given its new scope of an Emergency Communication System (ECS). It also seemed that it was at the direction of Mr. Decker that the scope of the project was changed from an intercom enhancement and replacement project to an ECS project.

Additionally, upon learning about the potential misinterpretation and misapplication of NFPA 72 as well as its impact on delaying this and other projects, Chief Alberti and Dr. Phillips wrote a memo correcting the scope and removing the previous requirement of an ECS which was distributed on February 15, 2023. Additionally, on February 24, 2023, Chief Alberti and Dr. Phillips brought this, as well as the fact that the scope change to the RFP did not go to the board, to the attention of then Superintendent Dr. Earlean Smiley as well as the Board Chair Mrs. Lori Alhadeff. Chief Alberti and Dr. Phillips also brought these issues to the entire board during a closed-door session where the board gave direction for this audit to happen.



**Finding #4: The application of National Fire Protection Association (NFPA) protocols relative to Version 72 Chapter 24 subchapter 101.**

Management agrees with this finding. Upon learning about the potential misinterpretation and misapplication of NFPA 72 as well as its impact on delaying this and other projects, on February 24, 2023, Chief Alberti and Dr. Phillips brought this, as well as the fact that the scope change to the RFP did not go to the board, to the attention of then Superintendent Dr. Earlean Smiley as well as the Board Chair Mrs. Lori Alhadeff. They also brought these issues to a closed-door session where the board gave direction for this audit to happen. The district will follow Policy 3330 in the future when any changes in specifications in the awarded RFP are needed.

**Finding #5: Ineffective permitting management during the rollout of the intercom enhancement project.**

Management agrees with this finding. Under the new leadership of Chief Alberti, Dr. Phillips, and Mrs. Czubkowski, SSEP Division, IT Division, and Facilities Division now have a weekly sync meeting to ensure that we are all working together, with the same information, and with the understanding that any changes to the scope that impact funding are openly discussed. The Facilities Division has assigned a project manager who will assist with tracking and managing permitting. Additionally, the new IT Division PITAC Department will assist with overall project management. The weekly meeting and project management expertise will also ensure BCPS procedures and protocols are followed so that contract terms are not circumvented.

**Finding #6: Change in scope without notification being reflected on the master permit.**

Management agrees with this finding. Under the new leadership of Chief Alberti, Dr. Phillips, and Mrs. Czubkowski, SSEP Division, IT Division, and Facilities Division have removed this interpretation and application of this NFPA standard to this project. Additionally, Chief Alberti published a new memo on February 15, 2023, which stated this change. Further, in the future, any new significant scope changes to this or other projects will follow the appropriate policies and procedures and will be reflected on the master and other germane permits. The Intercom Task Force leadership is also committed to a regular review process to ensure compliance with the board policy and proper documentation.

**Finding #7: Lax involvement by the Procurement Department with RFP 19-123E.**

Management agrees with this finding. While the user departments and divisions are the best sources of information regarding the needed scope of a particular project or solicitation, we rely on the expertise of the Procurement Department to ensure that proper solicitation methods are utilized and maintained. In the future, the user department will ensure to communicate with and rely on the Procurement Department on the new district-wide intercom project and similar projects.

**Finding #8: Contract terms with Rauland Borg were not enforced.**

Management agrees with this finding. This completion percentage after this amount of time is unacceptable, and largely due to the added requirements and scope of the project shifting as a result of the interpretation of NFPA 72. The project has been discontinued, and a new district-wide intercom project plan has been adopted which is currently being jointly managed by the SSEP, IT, and Facilities Divisions. The new project management plan includes:

- **Quarterly Performance Reviews:** We will conduct quarterly reviews of Rauland Borg's performance, assessing their adherence to contract terms, timeline compliance, and quality of work.

- **Enhanced Communication Protocols:** Regular meetings will be scheduled between our project management team and Rauland Borg representatives to discuss progress, address any issues, and ensure mutual understanding of contract terms.
- **Clear Milestone Tracking:** A detailed project timeline with specific milestones will be established and monitored. Any deviations from this timeline will be promptly addressed and documented.

Through these measures, we aim to strengthen our contract enforcement and project management, ensuring that such oversights do not recur and that projects are delivered efficiently and effectively.

**Finding #9: Increase in cost of each school due to specification change for the Penton devices to allow for connectivity to the fire notification system.**

Management agrees with this finding. When this unwarranted change became apparent (which was not approved by the board), it should have gone through the appropriate process for board approval and for additional funding to be approved. Upon learning that this did not happen, Chief Alberti and Dr. Phillips, met with the Superintendent as well as the Board Chair to correct this situation. We recognize the issues identified in Finding #9 regarding the increased cost per school due to the specification change for Penton devices. In response, we have taken the following actions to ensure better management of project specifications and costs:

- **Board Approval Process:** We have refined our process for obtaining board approval for any changes in project specifications, especially those impacting the budget. This includes clear documentation and presentation of the changes, their rationale, and financial implications.
- **Cost-Benefit Analysis:** For any future changes in specifications, a thorough cost-benefit analysis will be conducted. This analysis will be reviewed by the project management team and the finance department to ensure that the benefits justify the additional costs.
- **Stakeholder Engagement:** We will improve our stakeholder engagement process to include timely discussions with relevant parties, including the board, before making any significant specification changes.
- **Training and Awareness:** We will conduct training sessions for project managers and department heads to enhance their understanding of the impact of specification changes on project costs and the importance of board approvals.
- **Monitoring and Evaluation:** We have put a system in place to monitor the impact of specification changes on project costs and timelines, ensuring that any deviations are promptly addressed and rectified.

Through these measures, we aim to ensure more disciplined and transparent management of project specifications and costs, avoiding unplanned escalations in the future.

**Finding 10: The inappropriate purchase of Uninterruptible Power Supply (UPS) units.**

Management agrees with this finding. The UPSs were added as a result of the project being reclassified without authorization. While the UPSs are not required for normal intercom projects, since the district has already purchased them, they will be utilized on the district-wide intercom project as an added, but not required, measure to several sites.

**Finding 11: Termination of RFP 19-123E and utilization of ITB FY24-075.**

Management agrees with this finding. The district did ensure that Rauland was paid for the work performed and the equipment received prior to the end of the previous contract and that no additional payment was authorized or made. Additionally, under the scope of the new project, Rauland will complete the schools that it had previous permits on, previously started work on, and that the district had already received equipment for. This includes a total of 33 schools for this portion of the new project. To address these issues



moving forward and improve our contract management processes, we have implemented the following measures:

- **Contract Review and Compliance:** We have conducted a thorough review of the terminated RFP and the new ITB to ensure full compliance with all contractual obligations and district policies.
- **Vendor Accountability:** We are working closely with Rauland to ensure they complete installations in the 33 schools as agreed upon. This includes regular progress tracking and quality assurance checks.
- **Contract Transition Management:** We have developed a comprehensive plan for the transition between the old and new contracts, ensuring minimal disruption to the project and maximizing the use of already procured equipment.
- **Stakeholder Communication:** Enhanced communication strategies have been implemented to keep all stakeholders, including the board and the affected schools, informed about the project's progress and any significant changes.

Through these actions, we aim to ensure a more structured and transparent approach to contract management, thereby enhancing the efficiency and effectiveness of our procurement processes.

**Observation 101: Project roll-out to all 53 schools.**

Management agrees with this observation. This completion percentage after this amount of time is unacceptable, and largely due to the added requirements and scope of the project shifting as a result of the interpretation of NFPA 72. The project has been discontinued and a new district-wide intercom project plan has been adopted which is being jointly managed by the SSEP, IT, and Facilities Divisions.

**Observation 102: Excess equipment not being used at various schools.**

Management agrees with this observation. While the UPSs are not required for normal intercom projects, since the district has already purchased them, they will be tested (as appropriate) and utilized in the schools that will be receiving Rauland intercom systems. The average lifecycle for a UPS is 3 to 5 years. However, this is largely dependent on battery condition and these will be tested prior to being installed. The plan for the other purchased equipment is to use it as part of the new district-wide intercom project.

**Observation 103: Approval from Area or Deputy/Associate Superintendent.**

Management agrees with this observation. Although, Chiefs who are direct reports to the Superintendent are at the level that can authorize these changes. The changes to the scope of the project requiring the district to have an Emergency Communication System (ECS) did not occur in accordance with proper district protocols or board policy. As a result of management's discovery of the changes to the scope, a clear understanding now exists to ensure any changes to the scope are properly communicated going forward.

[JJP/JA:djc](#)

C: Dr. Peter B. Licata, Superintendent of Schools