



Oakley Union Elementary School District

Management Review

June 4, 2007

Joel D. Montero
Chief Executive Officer



CSIS California School Information Services

June 4, 2007

Richard Rogers, Superintendent
Oakley Union Elementary School District
91 Mercedes Lane
Oakley, California 94561

Dear Superintendent Rogers,

In December 2006, the Fiscal Crisis and Management Assistance Team (FCMAT) entered into an agreement for a management review with the Oakley Union Elementary School District. The request specified that FCMAT would:

1. Conduct a review of the district's maintenance, grounds, and custodial staffing levels to verify if the operating condition of the buildings and grounds of the district and the cleaning of the district's facilities is satisfactory.
2. Conduct a salary comparison of all positions represented in Public Employees Local One. The comparison will identify salary schedule information for similar positions in five like-sized elementary districts identified using Ed Data.

The attached final report contains the study team's findings with regard to the above areas of review. We appreciate the opportunity to serve you, and we extend our thanks to all the staff of the Oakley Union Elementary School District.

Sincerely,

Joel D. Montero
Chief Executive Officer

FCMAT

Joel D. Montero, Chief Executive Officer

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Foreword

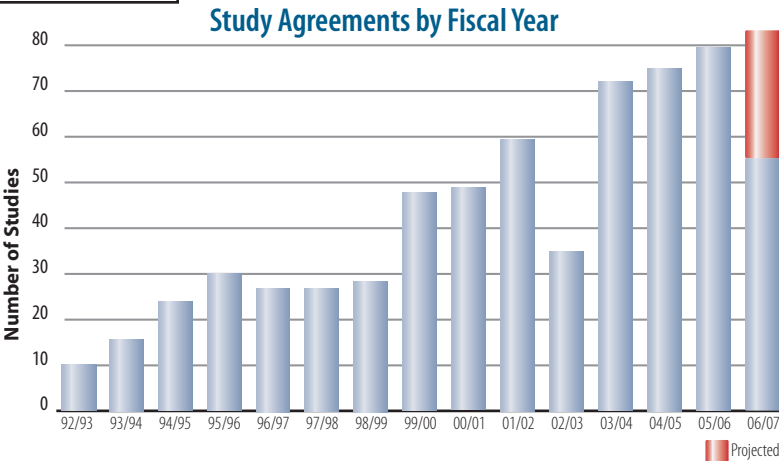
FCMAT Background

The Fiscal Crisis and Management Assistance Team (FCMAT) was created by legislation in accordance with Assembly Bill 1200 in 1992 as a service to assist local educational agencies in complying with fiscal accountability standards.

AB 1200 was established from a need to ensure that local educational agencies throughout California were adequately prepared to meet and sustain their financial obligations. AB 1200 is also a statewide plan for county offices of education and school districts to work together on a local level to improve fiscal procedures and accountability standards. The legislation expanded the role of the county office in monitoring school districts under certain fiscal constraints to ensure these districts could meet their financial commitments on a multiyear basis. AB 2756 provides specific responsibilities to FCMAT with regard to districts that have received emergency state loans. These include comprehensive assessments in five major operational areas and periodic reports that identify the district’s progress on the improvement plans

Since 1992, FCMAT has been engaged to perform more than 600 reviews for local educational agencies, including school districts, county offices of education, charter schools and community colleges. Services range from fiscal crisis intervention to management review and assistance. FCMAT also provides professional development training. The Kern County Superintendent of Schools is the administrative agent for FCMAT. The agency is guided under the leadership of Joel D. Montero, Chief Executive Officer, with funding derived through appropriations in the state budget and a modest fee schedule for charges to requesting agencies.

Total Number of Studies.....	637
Total Number of Districts in CA	982
● Management Assistance.....	603 (94.66%)
● Fiscal Crisis/Emergency	34 (5.34%)
Note: Some districts had multiple studies.	
● Districts (7) that have received emergency loans from the state.	(Rev. 4/3/07)



Introduction

The Oakley Union Elementary School District serves a diverse student population of approximately 4,600 from preschool to eighth grade. The district could potentially double in size in eight to ten years. Plans are being prepared for five new elementary schools and two middle schools to serve this growing population. These new sites would, in effect, double the number of school sites that the district currently operates.

In December 2006, the Fiscal Crisis and Management Assistance Team (FCMAT) received a request from the district for a maintenance and operations review. The scope and objectives of the study agreement required FCMAT to:

1. Conduct a review of the district's maintenance, grounds, and custodial staffing levels to verify if the operating condition of the buildings and grounds of the district and the cleaning of the district's facilities is satisfactory.
2. Conduct a salary comparison of all positions represented in Public Employees Local One. The comparison will identify salary schedule information for similar positions in five like-sized elementary districts identified using Ed-Data.

Study Team

The FCMAT study team was composed of the following members:

Michelle Plumbtree
Fiscal Intervention Specialist
Fiscal Crisis and Management
Assistance Team
Petaluma, California

Thomas (Kirk) Gilbert*
Supervisor, Preventive Maintenance
Bakersfield City School District
Bakersfield, California

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Public Information Specialist
Fiscal Crisis and Management
Assistance Team
Bakersfield, California

*As a member of the study team, this individual served as a consultant for FCMAT and did not represent his employer.

Study Guidelines

FCMAT consultants visited the district in May 2007 to conduct interviews, collect data and review documentation. This report is the result of those activities. Findings and recommendations are presented in the following sections:

- Executive Summary
- Organizational Structure
- Staffing Levels and Reporting Structure
- Training and Safety
- Salary Comparisons

Executive Summary

Oakley Elementary staffing in the maintenance, grounds and custodial areas has not increased over the past five years even though additional students and schools have increased in the district. This does not necessarily mean the grounds, custodian and maintenance departments are understaffed, as they may have been overstaffed previously, and/or different methods of cleaning and/or organizational strategies are now in place.

The director of facilities and construction has been with the district for several years and is very knowledgeable regarding facilities. The departments of maintenance, grounds and custodial report to the director, and a mid-level supervisor assists with maintenance and custodial.

The district should consider adding oversight of the grounds keeping function and staff to the supervisor of maintenance, grounds and custodial, and discontinuing the lead grounds position, which is in place on a trial basis. The supervisor would then be responsible for scheduling the work of all three departments and evaluating the staff. The supervisor should also ensure that safety meetings and mandatory safety trainings occur regularly.

The director should conduct regular site visits and inspections to assess the performance of each department. During these visits, the director could follow up on work requests and meet with each site principal to help identify maintenance, custodial or grounds issues in a timely manner. The director also should walk the campuses to observe their condition, note what projects need to be completed and determine whether preventive maintenance is being accomplished in a reasonable amount of time.

The director should meet weekly with the supervisor to discuss projects, schedules, and the completion of work orders.

Staff meetings in the maintenance, grounds and custodial departments should be held at least monthly. Communication needs to improve so the staff feels included regarding changes made in the district, changes in policy and practice specific to their assigned departments, safety information and new legislation.

Currently the maintenance department assigns each employee to two sites weekly, with one “rover” position to fill in or make ADA compliance adjustments. The fifth employee is the heating, ventilation, and air conditioning (HVAC) employee. This very workable schedule has allowed the department to do preventative maintenance and deal with emergencies. No staffing adjustments appear necessary in the maintenance department based on current enrollment and facility conditions.

The grounds department consists of five FTEs and is adequately staffed based on CASBO baseline recommendations for grounds.

Grounds staff expressed concerns that they did not have enough time to properly maintain the tree-trimming, shrub-pruning, and shrub beds. The district may want to consider hiring extra summer help to address these concerns.

Reinstating the custodial substitute budget is a positive step that will lessen the need for maintenance employees to fill in. This has left less time to complete maintenance projects. In addition, when employees who are not trained to be custodians fill in for a custodial position, the job is often not done to normal standards and ends up being more work for the other custodial positions at the school site.

FCMAT used the CASBO recommended staffing level calculation for custodians. Based on those calculations, it appears that the custodial staffing currently in place is satisfactory at 19 custodians, as the calculation calls for a total of 18.97 custodians.

As the district continues to grow, keeping the sites clean may become more of a challenge. Many districts have found it helpful to involve staff and students in these activities. A “clean school policy” is included in the report with some guidelines to assist the district.

The district lacks a district-wide training program for maintenance, grounds and custodial staff and is out of compliance in several areas related to health and safety. FCMAT found no current written policies or procedures regarding training, safety issues, or department protocols. These matters should be addressed.

FCMAT conducted a salary comparison of all custodial, grounds, and maintenance positions represented in Public Employees Local One. Using Ed-Data, salary schedule information was identified for similar positions in seven like-sized elementary districts based on 2005-06 enrollment. The comparison data is included in this report.

Organizational Structure

Departmental Oversight

A governing board's goals and objectives should be clearly defined and embedded in the district's organizational chart. The organizational structure should establish the framework that the district uses to demonstrate leadership and delegate duties and responsibilities. As a district's enrollment increases or declines, the organizational structure should adapt so that duties and responsibilities can be carried out effectively. A district should be staffed according to basic theories of organizational structure and standards used in other school agencies of similar size and type.

The organizational structure should help the district's management to facilitate student learning while balancing financial resources. Its design should outline the management process and its links to the formal system of communication, authority and responsibility needed to achieve the district's goals and objectives.

At Oakley Elementary, the director of facilities and construction has been with the district for several years and is very knowledgeable regarding district operations. The maintenance, grounds and custodial departments report to this director, and a supervisor assists with the maintenance and custodial areas. Previously the supervisor oversaw custodial only, but the maintenance area was added a few years ago. A lead grounds position has been established on a trial basis.

Because the director focuses mostly on modernization and new facility projects, little communication occurs between the director and school-site administration. The director, when first hired, made site visits and had more direct communication with staff, but the increase in facilities projects makes it difficult for this to continue. The mid-level supervisory position handles communications for the maintenance and custodial areas, but not for the grounds functions.

Rather than having a lead grounds position oversee four grounds employees, the district should consider expanding the supervisor's oversight to include the grounds. The supervisor would then be responsible for scheduling the work of all three departments. Currently, the director of facilities and construction does all evaluations. This might be more appropriately handled by the employees' direct supervisor. The supervisor should also ensure that safety meetings and mandatory safety trainings occur regularly.

The director should conduct regular site visits and inspections to assess the performance of each department. During these visits, the director could follow up on work requests and conduct one-on-one meetings with each site principal to help identify maintenance, custodial or grounds issues. The director also should walk the campuses to observe how they are being maintained, what projects need to be completed and whether preventive maintenance is accomplished in a reasonable amount of time.

The director should meet weekly with the supervisor and/or the lead grounds person or all grounds employees, depending on how the supervision of grounds is ultimately assigned. The meetings should include discussions on projects, schedules, and the proposed completion of work orders. The supervisor and/or lead employee would then work closely with their assigned staff to ensure that jobs are being completed and that the director's concerns or commitments are clear.

Staff meetings of the maintenance, grounds and custodial departments should be held at least monthly. It is important for staff members to spend time with the rest of the team, including the supervisor(s) and director. Communication needs to improve so the staff feels included regarding changes made in the district, changes in policy and practice specific to their assigned departments, safety information and new legislation. These types of meetings improve staff morale and efficiency.

The longevity of staff in the grounds, custodial and maintenance areas speaks highly of overall satisfaction with the district. On the grounds and maintenance staff, the shortest time with the district is eight years. The district appears to be highly regarded as an employer.

Recommendations

The district should:

1. Expand the duties of the maintenance and custodial supervisor to include oversight of the grounds functions. Discontinue the temporary lead grounds assignment.
2. Assign the supervisor of maintenance, grounds and custodial the responsibility for scheduling the work of all three departments and evaluating employees.
3. Instruct the supervisor of maintenance, grounds and custodial to conduct regular safety meetings and mandatory trainings.
4. Ensure that the director of facilities and construction conducts regular site visits and inspections to assess the performance of the grounds, custodial and maintenance departments.
5. Ensure that the director of facilities and construction walks the campuses to observe their condition and note any issues.
6. Urge the director of facilities and construction to meet weekly with the supervisor to discuss the handling of projects, schedules, and work orders.

7. Ensure that staff meetings within the maintenance, grounds and custodial departments are held at least monthly.
8. Ensure that communication improves in the maintenance, grounds and custodial areas so that the staff feels included and stays informed.

Maintenance Department

The district's maintenance employees report to the supervisor of maintenance and custodial. The supervisor seems comfortable working with staff and appears to ensure that work orders are completed in a timely and efficient manner.

The maintenance department has five full-time staff: one locksmith, one carpenter, one HVAC technician, and two general maintenance employees. The maintenance department is adequately staffed for a district of this size. Although maintenance employees are occasionally pulled away to substitute as site custodians, they do a good job of keeping up with the maintenance work. The supervisor of maintenance and custodial has recently established new work schedules for the maintenance staff that are proving to be effective.

The maintenance department assigns one employee to two sites each week, with one "rover" position that either fills in where needed or does ADA compliance adjustments. The fifth employee is the heating, ventilation, and air conditioning (HVAC) employee, who concentrates on that specialty. This has allowed the department to perform preventative maintenance and handle emergencies. The schedule appears to work well.

The district has had a difficult time finding substitute custodial staff, so when there are absences, the substitutes that are found fill in for the night custodian position rather than the day custodian because that is where they are most needed. Maintenance staff fill in as necessary for custodians who are absent during the day. This delays the performance of maintenance duties and places the maintenance employees in a job for which they are not trained. The district has recently taken steps to re-establish a custodial substitute pool, which should help lessen the need to use maintenance staff for custodial duties.

Although some concern was expressed that the maintenance department is understaffed, staffing levels appear appropriate for current enrollment and facility conditions.

Recommendations

The district should:

1. Re-establish the custodial substitute pool to lessen the need for maintenance staff to be pulled away from their duties.

Grounds Department

The grounds department has five full-time employees, including one lead grounds employee, maintaining approximately 115 acres. Using CASBO's baseline recommendations for grounds (one FTE for every 40 acres) the district is adequately staffed. A land use agreement between the district and the city of Oakley specifies that the city pays for two of the five FTEs for maintaining additional acreage owned by the city. All grounds appeared well-maintained.

Until very recently, the grounds department operated on a daily schedule with no direct supervision. This is due in part to the director being heavily involved with the district's construction and modernization projects. To provide more day-to-day guidance, the district has recently designated a lead grounds employee on a trial basis. An existing staff member was placed in the lead position to oversee a staff of four grounds workers, which is not a large enough staff to make a lead position necessary. The supervisor of maintenance and custodial could easily incorporate the grounds employees and functions into his duties. In addition, the lead worker cannot evaluate assigned employees but a supervisor could, thus relieving the director of that duty.

The grounds department normally works as a mowing crew of four, with the fifth person on site the next day to handle irrigation, sprinkler clocks, hedge trimming and other detail work. The schedule seems to work well, and the sites have good curb appeal. Although the concept of assigning grounds employees directly to sites was discussed with FCMAT during fieldwork, the current method of team scheduling is efficient and effective.

The grounds staff stated that there is insufficient time to properly maintain the tree-trimming, shrub-pruning, and shrub beds. The district may want to hire extra help for the summer to address these concerns. This is a common practice in school districts and an effective way to help manage the high demands of a grounds department. The extra help could handle tasks such as pruning, aerating, weeding and light tree trimming. Existing 10-month and substitute employees could be asked if they wish to fill these assignments in the grounds and possibly the maintenance departments as the district prepares for the new school year. Alternatively, extra hire employees could be hired for these summer projects, which occur when most schools are not open.

Using CASBO recommendations for grounds employees (one FTE for every 40 acres), the district should be able to absorb the opening of Almond Grove Elementary School in the next year to two years without hiring additional grounds personnel.

Recommendations

The district should:

1. Place oversight of the grounds department with the supervisor of maintenance and custodial rather than utilizing a lead grounds employee.

2. Continue with the current configuration of a mowing crew plus detail person.
3. Consider hiring summer help to maintain trees, shrubs and shrub beds.
4. Continue with the current staffing based on student enrollment and facility conditions. Based on current CASBO ratios, staffing levels should remain appropriate and sufficient with the addition of Almond Grove Elementary School.

Custodial Department

The district's custodians report to the supervisor of maintenance and custodial. However, because the custodians spend their day at specific school sites, there should be ongoing communication among the custodians, the supervisor and the principal to ensure that custodial service is satisfactory. The principal's input is also essential to the employee's evaluation by the supervisor, as the principal sees the custodian's work daily.

Until recently, the district had eliminated all custodial substitutes as a budget savings, and when absences occurred either during the day or evening shifts, maintenance staff would fill in if possible. That budget for substitutes has been reinstated, so the custodial pool is being re-established. Those substitutes work the night shifts rather than the day shifts to fill the greatest need, and maintenance staff fills in for day shifts when needed.

Reinstating the custodial substitute budget is a positive step. In the absence of substitutes, both the custodial and maintenance departments were negatively affected, because the maintenance employees had less time to complete their projects. In addition, they are not trained as custodians and may not perform the job to normal standards, thus creating more work for the other custodians at the site.

The California Association of School Business Officials (CASBO) has developed a custodial staffing formula that accounts for square footage of sites and the number of students, staff, classrooms, offices and general purpose areas. This formula for custodial staffing is used in the table below and is as follows:

- One custodian for every 13 teachers.
- One custodian for every 325 students.
- One custodian for every 13 classrooms.
- One custodian for every 18,000 square feet.

The sum of these numbers is divided by four to indicate the number of custodians needed to clean and maintain a building, according to the established time lines and cleaning standards found in the CASBO custodial handbook. These guidelines are based on industry time-driven standards, as in the following example:

Example of CASBO Formula Calculation

	Total Number	Formula	Recommended Custodial Staff
Teachers/13	45	÷ 13	=3.46
Students/325	47	÷ 325	=0.14
Classrooms/13	20	÷ 13	=1.54
Sq. Ft./18,000	24,747	÷ 18,000	=1.37
Total			6.52
Total ÷ 4			=1.63

Although FCMAT was told during interviews that the custodial department is understaffed, that does not appear to be the case based on staffing ratios and campus appearance.

The data used to prepare the staffing levels was developed and provided by the school district. Based on the calculations, it appears that the custodial staffing currently in place is satisfactory at 19 custodians, as the calculation calls for a total of 18.97 custodians.

FCMAT was told during various interviews that additional custodial staff has not been added in many years, even when a new campus was added, thus leading to understaffing. However, the calculations appear to reflect that the district has maintained appropriate staff levels and kept costs in check by transferring existing employees to the new sites.

FCMAT visited all campuses and found them to be mostly well-kept. The only exception to this was the scattered trash found on the interior grounds on two campuses. Restroom facilities, along with the kitchen and cafeterias, were found to be clean.

The following are recommended levels for custodial staffing at each school site, based on the information provided by the district and the CASBO formulas. Current staffing aligns with these recommendations.

Oakley Union Elementary School District Recommended 2007-2008 Custodial Staffing

Oakley Elementary School

	Total Number	Formula	Recommended Custodial Staff
Teachers	35.7	÷ 13	2.75
Students	546	÷ 325	1.68
Classrooms	40	÷ 13	3.08
Square Feet	68,381	÷ 18,000	3.80
Total			11.30
Total ÷ 4			2.83

Gehringer Elementary School

	Total Number	Formula	Recommended Custodial Staff
Teachers/13	33.3	÷ 13	2.56
Students/325	594	÷ 325	1.83
Classrooms/13	48	÷ 13	3.69
Sq. Ft./18,000	58,227	÷ 18,000	3.23
Total			11.32
Total ÷ 4			2.83

Laurel Elementary School

	Total Number	Formula	Recommended Custodial Staff
Teachers/13	40.5	÷ 13	3.12
Students/325	715	÷ 325	2.20
Classrooms/13	30	÷ 13	2.31
Sq. Ft./18,000	46,157	÷ 18,000	2.56
Total			10.19
Total ÷ 4			2.55

Vintage Parkway Elementary School

	Total Number	Formula	Recommended Custodial Staff
Teachers/13	37	÷ 13	2.85
Students/325	643	÷ 325	1.98
Classrooms/13	29	÷ 13	2.23
Sq. Ft./18,000	42,775	÷ 18,000	2.38
Total			9.44
Total ÷ 4			2.36

Iron House Elementary School

	Total Number	Formula	Recommended Custodial Staff
Teachers/13	25.7	÷ 13	1.98
Students/325	447	÷ 325	1.38
Classrooms/13	25	÷ 13	1.92
Sq. Ft./18,000	44,086	÷ 18,000	2.45
Total			7.72
Total ÷ 4			1.93

O'Hara Park Middle School

	Total Number	Formula	Recommended Custodial Staff
Teachers/13	39.1	÷ 13	3.01
Students/325	750	÷ 325	2.31
Classrooms/13	45	÷ 13	3.46
Sq. Ft./18,000	72,277	÷ 18,000	4.02
Total			12.79
Total ÷ 4			3.20

Delta Vista Middle School

	Total Number	Formula	Recommended Custodial Staff
Teachers/13	47.3	÷ 13	3.64
Students/325	888	÷ 325	2.73
Classrooms/13	42	÷ 13	3.23
Sq. Ft./18,000	62,854	÷ 18,000	3.49
Total			13.09
Total ÷ 4			3.27

When Almond Grove Elementary School opens, the CASBO formula can help determine its custodial staffing needs. In addition, if enrollment changes more than minimally at any existing site, the district should recompute the ratios to ensure adequate staffing.

Clean Schools Policy

As schools become older and are used more frequently by the community under the Civic Center Act, cleanliness can diminish, requiring more time and attention. Older schools and classrooms will show wear and tear much faster than newer facilities. Many districts have found it helpful to involve staff and students in keeping sites clean, as shown here:

School Team Cleaning Program

What Needs Attention	How to Help
Entrances	Use walk-off mats to help keep soil outside the building.
Work areas	Keep work areas free of litter and clutter. Students should police their work areas the last two minutes of each day and place all debris in trash can.
Spills	Wipe or blot up small spills on the floor to avoid slipping hazards. Immediately notify custodial services of serious spills or clean-up tasks that cannot wait for regularly scheduled maintenance.
Staples	Even the most powerful vacuum cleaner will not pick up staples. Pick up and discard staples dropped on the floor.

Restrooms and sinks	Wipe sinks dry after use.
Classroom trash and paper	Each day, empty classroom trash and paper into trash barrels located at the end of each wing.
Chairs	Place all student chairs on top of tables at end of school day or stack them at the front of the room so custodians can clean the floors. This takes one or two minutes for the students to do but takes the custodian 10 minutes.
Walls and doors	Do not tape papers to painted surfaces. This makes it impossible to remove gum residue.

To maximize the available resources, standards should be set for all custodial personnel to follow. A sample list of cleaning standards and the frequency with which tasks should be completed is shown here:

Custodial Services

Standards and Frequencies for Routine Cleaning Team

Classrooms and Multipurpose Rooms: (Daily)

Empty all trashcans.

Wipe or replace plastic liners as necessary

Vacuum and spot clean carpeted floors.

Dust mop and damp mop hard surface floors.

Spot dust all furniture. Clean doorknobs, lever handles, push plates, push bars, and pull handles. Clean chalkboards, marker boards if necessary.

Classrooms and Multipurpose Rooms: (Weekly)

Spot clean and spray buff/burnish all hard surface floors.

Spot clean walls and wall switches.

High dusting (that can be safely reached) of all horizontal building surfaces. Damp wipe and vacuum all furniture.

Classrooms and Multipurpose Rooms: (Yearly)

Scrub and polish hard surface floors.

Clean and shampoo carpet.

Wipe down and disinfect all desks and other surrounding hard surfaces.

Student & Staff Restrooms: (Daily)

Empty trash, damp wipe, and replace liners in trashcans.

Thoroughly clean and disinfect surface of all floors, lavatory fixtures, toilets, and urinals, including outside and underneath fixture.

Spot clean all walls and tile partitions.

Refill soap, paper towel and toilet tissue dispensers.

Clean all metal fixtures and surfaces.

Student & Staff Restrooms: (Weekly)

Wash walls and toilet partitions from top to bottom.
Perform high and low dusting.

Student & Staff Restrooms: (Twice Monthly)

Service the sanitary napkin machines in women's restrooms.

Student and Staff Restrooms: (Monthly)

Clean air conditioning supply and return registers.
Scrub and sanitize floors.

Staff Offices and Conference Rooms: (Daily)

Empty trash cans.
Damp wipe and change liner if necessary.
Remove materials labeled as trash.
Remove materials labeled as recycling.
Vacuum and spot clean carpeted floors.
Dust mop and spot mop hard surface floors.
Spot clean entry doors and glass storefronts.
Dust all furniture that is not covered by paperwork.

Staff Offices and Conference Rooms: (Weekly)

Spot clean walls and glass partitions.
Spot clean wall switches.
Damp wipe telephones.
Low and high dusting.
Replace trashcan liners.
Spot clean and spray buff/burnish all hard surfaces.

Staff Offices and Conference Rooms: (Monthly)

Brush down and clean all wall and ceiling air conditioning registers.
Dust window coverings.
Vacuum or brush cloth upholstered chairs and damp wipe leather or vinyl furniture.

Kitchens, Pantries, Teacher Lounges: (Daily)

Empty trash, damp wipe, and replace liners in trashcans.
Thoroughly clean and disinfect all surfaces of floors, sinks, and counters if cleared.
Refill soap and paper towel dispensers.
Vacuum and spot clean carpet.
Wet mop tile floors.

Kitchens, Pantries & Teacher Lounges: (Weekly)

Perform high and low dusting.

Spot clean all walls and other hard surfaces.

Kitchens, Pantries & Teacher Lounges: (Monthly)

Brush down air conditioning supply and return registers.

Scrub and polish floors.

Spot clean carpets.

Recommendations

The district should:

1. Continue with the current supervisory structure for custodians, with input from the site principal.
2. Facilitate communications among the custodians, the supervisor and the principal to ensure satisfactory custodial service.
3. Maintain the budget for substitute custodians to decrease the need for maintenance staff to substitute.
4. Use the CASBO staffing ratio or other district-developed formula to ensure appropriate custodial staffing levels. Apply the formula to help determine staffing when Almond Grove Elementary School opens.
5. Continue the high standard of campus cleanliness, with more attention placed on trash pickup.
6. Continue to review custodial staffing levels as enrollment changes district-wide.
7. Involve staff and students in keeping sites clean.
8. Develop a list of district cleaning standards and the frequency with which tasks should be completed.

Staffing Levels and Reporting Structure

Staffing in the grounds, custodian and maintenance departments has not increased over the past five years even though the district has additional students and schools. This in itself does not indicate understaffing, as the district may have been overstaffed previously or may have streamlined its methods of cleaning and organization.

FCMAT compared the district's staffing levels and reporting structure to six similarly sized elementary districts based on 2005-06 enrollment numbers from Ed-Data. The latest certified data on the site (2005-06) was used. The data is provided to the CDE by schools, teachers, districts and the county. The results are shown in the tables below.

Cypress Elementary	4,288 students	Supervised by:
Grounds keeper	1 gardener 1 grounds keeper	Director of Maintenance & Operations
Maintenance	1 regular 1 lead	Same
Custodian	10 regular	Same

Eureka Union Elementary	4,089 students	Supervised by:
Grounds keeper	1 grounds keeper 3 assistants 1 lead	Maintenance & Operations Coordinator
Maintenance	2 regular 1 lead	Same
Custodian	15 regular 1 lead	Same

Moreland Elementary	4,207 students	Supervised by:
Grounds keeper	4 grounds keeper 1 lead	Maintenance, Operations & Transportation Manager/Supervisor
Maintenance	3 regular 1 lead	Same
Custodian	15 regular 1 lead	Site Principal

Oakley Union Elementary	4,444 students	Supervised by:
Grounds keeper	4 grounds keeper 1 lead grounds wrkr	Director of Facilities & Construction
Maintenance	4 regular 1 maint/HVAC	Supervisor, Maintenance/Custodial Director of Facilities & Construction
Custodian	19 regular	Same

Orcutt Elementary	4,742 students	Supervised by:
Grounds keeper	4 grounds keeper	Director of Maintenance & Operations
Maintenance	5 regular 1 facility coord.	Same
Custodian	17 regular	Custodial Supervisor Maintenance & Operations Director

Ravenswood Elementary	4,453 students	Supervised by:
Grounds keeper	1 P/T grounds keeper	Director of Maintenance
Maintenance	11 regular	Same
Custodian	20	Site Principal

South Whittier Elementary	4,199 students	Supervised by:
Grounds keeper	3 grounds keeper	Lead Grounds keeper Working Supervisor
Maintenance	6 regular	Working Supervisor
Custodian	20	Site Principal

As the data shows, differences exist in reporting structure and number of employees in the different categories for each district. In terms of overall staffing, FCMAT found that the district's grounds staffing of five employees is higher than the majority of the comparison districts. The maintenance team of five employees and custodial staff of 19 employees is average relative to the comparison districts.

About half of the comparison districts have a similar reporting structure, except that in many of the districts the custodians report directly to the site principal, who sees the day-to-day work. Regardless of the reporting structure, the site principals should have input into employee evaluations and the operations department should set and monitor custodial standards, safety and training so that they are consistent throughout the district.

Overall, the district is staffed adequately in custodial, grounds and maintenance. Until the district adds school sites and students, there is no need for additional staff in these areas. Also, the reporting structure should be that the grounds, custodial and maintenance employees report to the supervisor position who then reports to the director of construction and facilities.

Recommendations

The district should:

1. Continue comparisons to like-sized districts as the district continues to grow to help ensure adequate and comparable staffing.

Training and Safety

The district lacks a district-wide training program for maintenance, grounds and custodial staff and is out of compliance in several areas related to health and safety. FCMAT found no current written policies or procedures on training, safety, or department protocols.

The director and supervisor should immediately develop a thorough, standard program of consistent and ongoing training to bring all district procedures, departments, and sites into compliance with federal, state, and local regulations. Because they do not appear to have strong expertise in many of the safety standards, mandated staff training, and training documentation requirements, the director and supervisor may first need to acquire this expertise to administer the program and develop the necessary training.

The maintenance, grounds and custodial departments do not hold monthly safety meetings. Meetings with staff would improve communication and education, helping to resolve issues as they arise.

The district needs to establish policies and employee training to comply with all federal, state and local regulatory statutes. All mandated training must be scheduled and monitored. Topics include, but are not limited to, the following:

- Hazardous communication plan
- Asbestos management plan (AHERA)
- Lead
- Anti-microbial
- Blood-borne pathogens
- Material safety data sheets (MSDS)
- Emergency spill response
- Respiratory protection
- Written department safety program
- Forklift/scissor lift training (if applicable)
- Hand and power tool safety
- Ladder safety
- Back safety
- Electrical safety
- Driver safety

An employee should be assigned to maintain all employee records related to mandated health and safety training. Software programs are available to simplify the record keeping.

Recommendations

The district should:

1. Develop a thorough, standardized training program to bring all district procedures, departments, and sites into compliance with federal, state, and local regulations.
2. Ensure that monthly safety meetings are scheduled and held.
3. Establish and monitor policies and employee training regarding all federal, state and local regulatory statutes.
4. Assign one existing employee the responsibility to maintain all records related to mandated safety and health training. Consider obtaining and using software to simplify this task.

Salary Comparisons

FCMAT conducted a salary comparison of all custodial, grounds, and maintenance positions represented in Public Employees Local One to identify salary schedule information for similar positions in like-sized elementary districts. Fifteen districts were chosen to survey; seven of the 15 districts agreed to share data and participate.

The comparison districts were chosen using the 2005-06 information on Ed-Data. This was the latest certified data on the site at the time of FCMAT's review. The information is provided by schools, teachers, districts and the county to the California Department of Education (CDE). The reports are updated periodically when the CDE certifies and releases new data.

The comparison districts include:

- Cypress Elementary
- Orcutt Elementary
- Rosedale Elementary
- Eureka Elementary
- Moreland Elementary
- Ravenswood Elementary
- South Whittier Elementary

Some of the districts have 2005-06 salary schedules and others 2006-07, so the comparison data is reflected in two different charts, using the latest settlement year. Oakley Elementary is included in both charts, with either the 2005-06 or 2006-07 data, whichever is most appropriate.

Because districts call positions many different things, FCMAT attempted to compare the most similar positions. In some cases, there is no comparison data for specific positions. Salary ranges are shown on the same line as the job position that corresponds to that range.

2006-07 Salary Ranges				
	Cypress (Steps 1-5)	Oakley (Steps 1-5)	Orcutt (Steps 1-6)	Rosedale (Steps 1-11)
Custodian	17.32 - 21.12	13.91 – 16.88	13.11 – 16.73	12.39 – 17.57
Groundskeeper <i>Grounds/Maint. Worker</i>	18.22 - 22.20	14.97 – 18.22	14.47 – 18.46	12.39 – 17.57
Lead Custodian <i>Head Custodian</i> <i>Custodian Day, Lead</i> <i>Custodian Night, Lead</i>		16.55 – 20.09	14.11 – 18.02 17.63 – 22.49 16.78 – 21.41	13.00 – 18.44
Maintenance Craftsman		17.76 – 21.62	17.20 – 21.95	
Maintenance Worker	21.12 - 25.76	16.88 – 20.56	14.47 – 18.46	
Maintenance Worker/HVAC		18.58 – 22.71		

2005-06 Salary Ranges					
	Eureka (Steps 1-7)	Moreland (Steps 1-6)	Oakley (Steps 1-5)	Ravenswood (Steps 1-5)	So. Whittier (Steps 1-6)
Custodian <i>Custodian/Maintenance</i>	14.74 – 17.96	14.55 – 18.56	13.24 – 16.07	14.24 – 17.30	15.72 – 20.14
Groundskeeper <i>Groundskeeper/Gardener I</i> <i>Groundskeeper/Gardener II</i> <i>Lead Groundskeeper</i> <i>Grounds Specialist</i> <i>Grounds Foreman</i>	14.74 – 17.96	14.55 – 18.56 16.77 – 21.41 19.31 – 24.66	14.25 – 17.35	14.24 – 17.30 15.71 – 19.11	19.16 – 24.54
HVAC/Maintenance Worker			17.69 – 21.62		
Lead Custodian <i>Head Custodian</i> <i>Custodian Day, Lead</i> <i>Custodian Night, Lead</i>		18.55 – 23.68	15.76 – 19.13		
Maintenance Craftsman <i>Painter/General Maint.</i> <i>Maintenance/Electrical</i>			16.91 – 20.59	18.69 – 22.69 18.69 – 22.69 18.69 – 22.69	19.16 – 24.54
Maintenance Worker <i>Skilled Maint. Worker I</i> <i>Skilled Maint. Worker II</i> <i>Bldg. Maint. Worker</i> <i>Bus Driver/Maintenance</i> <i>Maintenance Mechanic</i> <i>Maint. Lead Person</i>	16.73 – 20.39 17.57 – 21.41	18.85 – 24.06	16.07 – 19.58	15.33 – 18.63 17.35 – 21.09	18.25 – 23.38 20.14 – 25.80

FCMAT also gathered specifics on longevity/anniversary increments, which are listed below by district where applicable*:

Cypress Elementary

Number of complete years:	Monthly amount above regular pay:
6	3.50%
11	7.00%
16	10.50%
21	13.25%

Eureka Elementary

After 10 th year of service	= 2% of base salary
After 15 th year – add’l 2%	= 4% of base salary
After 20 th year – add’l 2%	= 6% of base salary
After 25 th year – add’l 2%	= 8% of base salary

Moreland Elementary

\$666 every fourth year beginning with Year 9 in district

Orcutt Elementary

Number of complete years:	Monthly amount above regular pay:
10	\$125.00
15	\$150.00
20	\$175.00
25	\$200.00

Rosedale Elementary

After 15th complete year - 5%
 After 20th complete year - 5%
 After 25th complete year - 5%

Bonus:

After 9 years of accredited district experience - \$500.00 annual bonus
 After 11 years of accredited district experience - \$500.00 annual bonus

South Whittier Elementary

Classified

10th year of service - \$350 / \$350 / \$350/year

15th year of service - \$420 / \$460 / \$500/year

20th year of service - \$475 / \$525 / \$575/year

25th year of service - \$525 / \$575 / \$630/year

Confidential

10th year of service - \$350/year

15th year of service - \$500/year

20th year of service - \$575/year

25th year of service - \$630/year

*Not all of the comparison districts had longevity information.

Recommendations

The district should:

1. Review the comparison data and compile a list of items for potential discussion at the negotiations table.

Appendices

Appendix A - Study Agreement