



FISCAL CRISIS & MANAGEMENT  
ASSISTANCE TEAM

CSIS California School Information Services

# Apple Valley Unified School District

## Maintenance, Operations and Grounds Review

February 6, 2014



Joel D. Montero  
Chief Executive Officer







February 6, 2014

Thomas Hoegerman, Superintendent  
Apple Valley Unified School District  
12555 Navajo Road  
Apple Valley, CA 92308

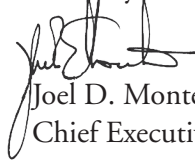
Dear Superintendent Hoegerman:

In September 2013, the Apple Valley Unified School District entered into a study agreement with the Fiscal Crisis and Management Assistance Team (FCMAT). Specifically, the agreement states that FCMAT will perform the following:

1. Conduct an organizational, staffing and efficiency review of the district's maintenance, operations, and grounds department.
  - a. Provide comparative staffing data for districts of similar size and type and make recommendations to improve operational efficiencies that may reduce district costs. The district serves approximately 13,500 students from transitional kindergarten through 12th grade in 10 elementary schools, two comprehensive high schools and one K-12 independent study program.
  - b. Review job descriptions for all maintenance and operations department positions; evaluate capacity, scheduling, efficiency and functions; and make recommendations for staffing and operational improvements. Include estimated calculated values for any proposed position reductions or enhancements to the organizational structure.
  - c. Evaluate the operational work flow of each departmental function for the maintenance and operational areas, and make recommendations for improved efficiency and standard industry practices, if any.

This final report contains the study team's findings and recommendations in the above areas of review. FCMAT appreciates the opportunity to serve the Apple Valley Unified School District and extends thanks to all the staff for their assistance during fieldwork.

Sincerely,



Joel D. Montero  
Chief Executive Officer

**FCMAT**

Joel D. Montero, Chief Executive Officer

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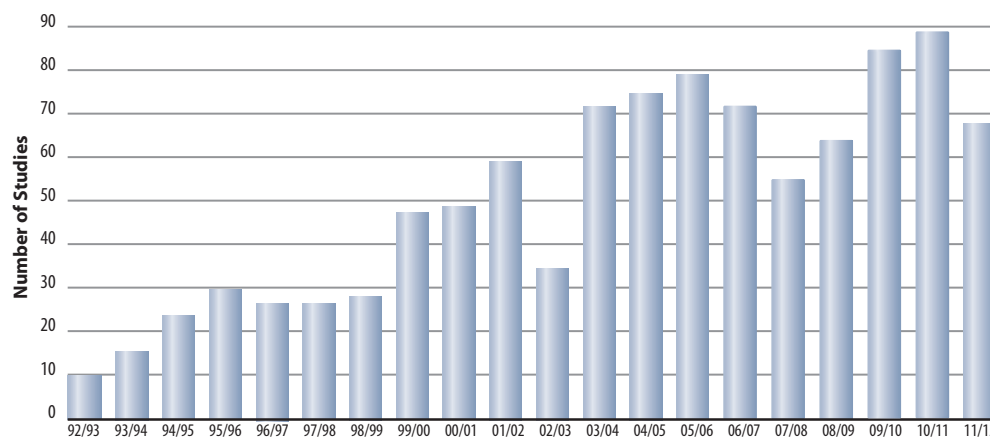
# About FCMAT

FCMAT's primary mission is to assist California's local K-14 educational agencies to identify, prevent, and resolve financial and data management challenges. FCMAT provides fiscal and data management assistance, professional development training, product development and other related school business and data services. FCMAT's fiscal and management assistance services are used not just to help avert fiscal crisis, but to promote sound financial practices and efficient operations. FCMAT's data management services are used to help local educational agencies (LEAs) meet state reporting responsibilities, improve data quality, and share information.

FCMAT may be requested to provide fiscal crisis or management assistance by a school district, charter school, community college, county office of education, the state Superintendent of Public Instruction, or the Legislature.

When a request or assignment is received, FCMAT assembles a study team that works closely with the local education agency to define the scope of work, conduct on-site fieldwork and provide a written report with findings and recommendations to help resolve issues, overcome challenges and plan for the future.

**Studies by Fiscal Year**



FCMAT also develops and provides numerous publications, software tools, workshops and professional development opportunities to help local educational agencies operate more effectively and fulfill their fiscal oversight and data management responsibilities. The California School Information Services (CSIS) arm of FCMAT assists the California Department of Education with the implementation of the California Longitudinal Pupil Achievement Data System (CALPADS) and also maintains DataGate, the FCMAT/CSIS software LEAs use for CSIS services. FCMAT was created by Assembly Bill 1200 in 1992 to assist LEAs to meet and sustain their financial obligations. Assembly Bill 107 in 1997 charged FCMAT with responsibility for CSIS and its statewide data management work. Assembly Bill 1115 in 1999 codified CSIS' mission.

AB 1200 is also a statewide plan for county offices of education and school districts to work together locally to improve fiscal procedures and accountability standards. Assembly Bill 2756 (2004) provides specific responsibilities to FCMAT with regard to districts that have received emergency state loans.

In January 2006, SB 430 (charter schools) and AB 1366 (community colleges) became law and expanded FCMAT's services to those types of LEAs.

Since 1992, FCMAT has been engaged to perform nearly 850 reviews for LEAs, including school districts, county offices of education, charter schools and community colleges. The Kern County Superintendent of Schools is the administrative agent for FCMAT. The team is led by 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.

# Introduction

## Background

Located in San Bernardino County, the Apple Valley Unified School District serves approximately 13,124 students in grades K-12 at 13 schools located at 15 sites. Although the district encompasses approximately 200 square miles, the farthest distance between school sites is 12 miles.

In September 2013, the district entered into an agreement with the Fiscal Crisis and Management Assistance Team (FCMAT) for a study to perform the following:

1. Conduct an organizational, staffing and efficiency review of the district's maintenance, operations, and grounds department.
  - a. Provide comparative staffing data for districts of similar size and type and make recommendations to improve operational efficiencies that may reduce district costs. The district serves approximately 13,500 students from transitional kindergarten through 12th grade in 10 elementary schools, two comprehensive high schools and one K-12 independent study program.
  - b. Review job descriptions for all maintenance and operations department positions; evaluate capacity, scheduling, efficiency and functions; and make recommendations for staffing and operational improvements. Include estimated calculated values for any proposed position reductions or enhancements to the organizational structure.
  - c. Evaluate the operational work flow of each departmental function for the maintenance and operational areas, and make recommendations for improved efficiency and standard industry practices, if any.

## Study Team

The study team was composed of the following members:

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\*As members of this study team, these consultants were not representing their respective employers but were working solely as independent contractors for FCMAT. Each team member reviewed the draft report to confirm accuracy and achieve consensus on the final recommendations.

## Study Guidelines

FCMAT visited the district on October 29, 30 and 31 to conduct interviews, collect data and review documents. This report is the result of those activities and is divided into the following sections:

- Executive Summary
- Organizational Structure
- Maintenance
- Custodial Operations
- Grounds
- Staffing Comparisons
- Training and Safety
- Appendices

# Executive Summary

FCMAT conducted a review of the organization and staffing of the district's maintenance, grounds and operations department to identify and evaluate areas of redundancy, segregation of duties between departments, and staffing levels, based on industry standards and comparisons with other districts of similar size and composition. Three comparative districts were selected using Ed-Data, a collection of statistical performance, demographic and financial data supplied by California school districts. Ed-Data provides a unique information database through the cooperative efforts of the California Department of Education, EdSource and the Fiscal Crisis & Management Assistance Team.

The 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 reflect the generally accepted theories of organizational structure, which include span of control, chain of command, and line and staff authority. Industry standards, a review of comparison districts, and interviews with the staff indicate that the district should do the following:

1. Provide professional development opportunities for the director of maintenance and operations and tradespersons.
2. Develop a single, standard purchasing process for all members of the maintenance and operations team, and reduce the number of open purchase orders.
3. Provide access to computers for accessing and completing work orders, online trainings, and online purchasing.
4. Develop a multiyear plan and provide funding for replacing maintenance vehicles, and stagger the purchases of fleet vehicles to enable budgeting for replacement over several years and so that fleet vehicles do not reach the end of their life cycles at the same time.
5. Hire a middle- level supervisor in the maintenance department.
6. Reorganize all custodial employees under a custodial supervisor who reports to the director of maintenance and operations.
7. Establish common cleaning standards and training; create and distribute a custodial handbook with this information.
8. Develop and implement a consistent program for employee evaluations.
9. Create a standard training program for newly hired custodial employees.
10. Establish common standards for materials and equipment orders, overseen by a single entity.
11. Develop means of communication between school sites and district operations staff.
12. Create a supervisor of grounds position that reports directly to the director of maintenance and operations.

13. Ensure that the supervisor of grounds has direct supervision over the four groundskeepers, two senior maintenance workers (i.e. irrigation specialists) and the two landscape specialists.
14. Change the title of the two senior maintenance workers to irrigation specialist and consider making one of the irrigation specialists a lead.

# Findings and Recommendations

## Organizational Structure

A school district's organizational structure should establish the framework for leadership and the delegation of specific duties and responsibilities for all staff members. The structure should be managed to maximize resources and reach identified goals, and should adapt as the district's enrollment increases or decreases. A district should be staffed according to generally accepted theories of organizational structure and the standards used in other school agencies of similar size and type. The most common theories of organizational structure are span of control, chain of command, and line and staff authority.

### Span of Control

Span of control refers to the number of subordinates reporting directly to a supervisor. While there is no agreed-upon ideal number of subordinates for span of control, it is generally agreed that the span can be larger at lower levels than the higher levels of an organization because subordinates at the lower levels typically perform more routine duties and therefore can be more effectively supervised.\*

### Chain of Command

Chain of command refers to the flow of authority in an organization and is characterized by two principles: unity of command suggests that a subordinate is only accountable to one supervisor; and the scalar principle suggests that authority and responsibility should flow in a direct vertical line from top management to the lowest level. The result is a hierarchical division of labor.\*

### Line and Staff Authority

Line authority is the relationship between supervisors and subordinates. It refers to the direct line in the chain of command. For example, an assistant superintendent of business services has direct line authority over the director of fiscal services, and the director of fiscal services has direct line authority over the fiscal services department staff. In contrast, staff authority is advisory in nature: staff personnel do not have the authority to make and implement decisions, but act in support of line personnel. The organizational structure of local educational agencies contains both line and staff authority.

The purpose of any organizational structure is to help district management make key decisions to facilitate student learning while balancing its financial resources. The organizational design should outline the management process and its specific links to the formal system of communication, authority, and responsibility necessary to achieve the district's goals and objectives.

\*Source: *Principles of School Business Management* by Craig R. Wood, David C. Thompson and Lawrence O. Picus.

## Maintenance

### Organization and Staffing

The maintenance department's organizational structure is typical of school districts of similar size. However, because of reductions in personnel, the director of maintenance and operations supervises 16 full-time equivalent (FTE) positions in the maintenance, grounds, and custodial departments. Middle management employees have been eliminated through attrition, resulting in a span of control that is excessive. Annual evaluations for many maintenance employees have not been completed during the last six years. It would benefit the district to add a supervisor of maintenance position to help supervise employees, conduct annual performance evaluations, and ensure that work orders are completed in a timely manner.

The director of maintenance and operations was recently hired from a pool of internal candidates. This individual possesses institutional and historical knowledge that will benefit the district greatly. However, because of a lack of experience outside of the district, many policies and procedures are continued based on past practice, some of which are not in the best interest of the district or the department; these need to be evaluated. Examples include excessive open purchase orders (e.g., FCMAT observed 140 open purchase orders in maintenance and operations alone during fieldwork); duplicate recording of expenditures; and advance approval of all material purchases because many purchases were made using confirming requisitions. The director needs to become involved in professional organizations such as the Coalition for Adequate School Housing (CASH) and the California Association of School Business Officials (CASBO). Organizations such as these allow for networking and collaboration regarding industry best practices.

The district is understaffed in the maintenance department compared to districts of similar size and based on the industry-standard of approximately one maintenance worker for each school site. The maintenance department has ten permanent and one substitute FTE positions to serve 15 school sites and various support facilities. The department has both general maintenance workers and trade-specific personnel. Job descriptions for several positions have not been updated since May 2005. It is best practice to update job descriptions every two to three years to ensure that they reflect current duties and legal requirements.

The job descriptions address all relevant trades except for the position of painter. The district needs to create an accurate job description for this position, and the district could also benefit from hiring two to three additional maintenance employees to manage the workload. Because the district is located in an area of extreme temperatures, it will also need to consider filling two open heating, ventilation, and air conditioning, (HVAC) positions with permanent employees.

### Purchasing

Interviews with staff revealed inconsistencies in what staff members consider acceptable purchasing procedures. The procurement authority ranged from \$35 to \$1,000, and the written and verbal versions of the pre-approval process conflicted. In addition, some tradespersons maintained an excessive stock of materials on hand while other trades made purchases as needed. These types of erratic purchases do not ensure timely, efficient, or economic procurement of material. It would benefit the district to develop a policy that identifies acceptable procurement instruments, strives to maintain open and full competition, delineates codes of conduct, defines procurement authority, and requires cost/price analysis and record keeping.

## Training

FCMAT's review of training records showed that basic safety trainings are provided regularly. However, critical trainings for asbestos management and lead paint disturbance have not been completed. In addition, the district could not provide asbestos management plans upon request. The Environmental Protection Agency (EPA) requires that a local education authority (LEA) adhere to the Asbestos Hazard Emergency Response Act (AHERA) by designating a person to ensure that it carries out asbestos-related activities, including implementing a plan for managing asbestos-containing building materials in school buildings and compliance with federal asbestos regulations. The district needs to provide training and designate a person responsible for compliance with AHERA and all local air quality board regulations.

The EPA requires employees who conduct renovation, repair or painting in facilities occupied by children and constructed before 1978 to become Lead-Safe Certified. Firms hired by the school district to perform this type of work must also be Lead-Safe Certified. The district will need to provide training based on the EPA's Lead Renovation, Repair and Painting Rule (RRP Rule).

Building codes, government regulations and industry practices frequently change. The tradespersons in the maintenance department have not received continuing education to allow them to stay current with their respective areas of specialty. The district could use local vendors, the local community college, and various online trainings and webinars to ensure that maintenance personnel have up-to-date knowledge and skills.

## Work Order System

The department uses an electronic work order system (The Maintenance Log-In). Site staff enter work orders in the system, and the director of maintenance and operations assigns tasks to the appropriate personnel. As the work orders are completed, the maintenance staff document on paper information such as the work performed, the amount of person-hours spent on the job, and the description and cost of materials used on each repair. The maintenance personnel also create daily time cards to document their time worked. The department secretary then inputs the relevant information into the electronic work order system. This duplicate recordkeeping is inefficient. It would benefit the district to provide all maintenance personnel with computer access so they could input the information and use the work order system to automatically generate time cards and various reports.

District staff indicated that the work order system generally meets the district's needs. A few staff members stated that some work orders are ignored or closed without any maintenance work having been performed. FCMAT's review of the work order system identified more than 3,000 open work orders. Of these, 1,651 were generated from July 1 to October 30, 2013. Thus approximately 1,400 work orders were backlogged from prior to this time, having been either ignored or closed prematurely. The maintenance and operations management staff need to develop a method to routinely audit the turnaround time and completion rates of work orders.

## Preventive Maintenance and Replacement Plans

The district does not have a formal preventive maintenance plan. However, it has regularly scheduled filter changes for HVAC equipment districtwide. The district lacks a written schedule of preventive maintenance for additional items such as HVAC and refrigeration equipment, electrical panels, fire alarms, rain gutters, roofs, and exhaust fans. The director of maintenance and operations will need to develop this schedule and establish priorities to effectively use maintenance funding and materials.

During fieldwork, FCMAT observed that all tradespersons possessed the tools and equipment needed to perform their daily duties. However, the vehicles maintenance staff used were old and frequently needed repair, which required employees to occasionally double up or use vehicles ill-suited for their tasks, thus reducing productivity. An inventory of maintenance department vehicles shows vehicles from five to 17 years old, with 70,000 to 164,000 miles on their odometers. Because the district does not maintain or fund a vehicle replacement program, the life cycles of some of its vehicles have been overextended. The United States General Services Administration recommends that medium-sized trucks be replaced at ten years of age or at an odometer reading of 100,000 miles for non-diesel trucks and at ten years of age or at an odometer reading of 150,000 miles for diesel trucks. When a fleet vehicle is placed in service beyond its life expectancy, it results in increased vehicle maintenance, which in turn adversely affects service levels. The district needs to implement and fund a vehicle replacement plan.

## Energy Conservation and Cost Reduction

Changes in temperature, precipitation, and the frequency and severity of weather events have a direct impact on the amount of energy the district consumes. The district has upgraded lighting, installed occupancy sensors, and installed solar panel systems at three locations to reduce energy costs. However, it may be able to further extend its conservation efforts and reduce costs through recycling, water management, HVAC replacement, and energy management software.

Only three of the district's school sites have energy management software that controls HVAC systems. Adding software and controls can allow for individualized scheduling of classrooms, control of spaces used by outside organizations, and limiting of after-hours use. Many of the district's HVAC systems are nearing the end of their useful life. As they are replaced, energy efficient systems should be installed and duct systems evaluated for energy loss.

Recycling is not in place districtwide, and as a result a large portion of potentially recyclable material is sent to landfills. The district could benefit from implementing a recycling program and offset collection costs through the sale of recycled material. This would also reduce pollution, greenhouse gases, and landfill costs.

## Recommendations

*The district should:*

1. Provide professional development opportunities for tradespersons and for the director of maintenance and operations.
  - a. Ensure that the director joins professional organizations such as CASBO and CASH.
  - b. Use regional training seminars provided by vendors and the local community college.
  - c. Provide training in use of the district's current energy management software.
  - d. Provide training regarding AHERA and the RRP Rule.
2. Develop the current preventive maintenance schedule to include items in addition to filter replacement.

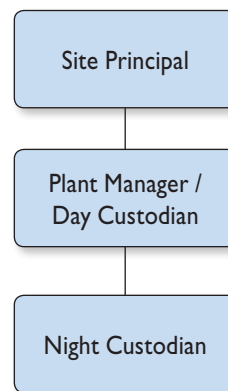
3. Develop a standard, uniform purchasing process for all members of the maintenance and operations team, and reduce the number of open purchase orders.
4. Provide department employees with access to computers so they can enter work order information, access online trainings, and perform online purchasing.
5. Develop a method for cross-checking work orders to ensure that they are completed in a timely manner and to prevent them from being closed prematurely.
6. Develop a multiyear plan and provide funding for maintaining and replacing vehicles.
7. Update all maintenance department job descriptions.
8. Develop an asbestos management plan.
9. Ensure that applicable maintenance staff are lead-safe certified.
10. Hire two to three maintenance employees to perform HVAC work and painting.
11. Hire a middle-level supervisor in the maintenance department.
12. Create a conservation program.
  - a. Develop a recycling program at school sites.
  - b. Identify water conservation projects.
  - c. Add energy management software at more sites.
13. Use annual employee evaluations as a tool for improvement, accountability, and professional growth.

## Custodial Operations

### Organization

The organizational structure of the district's custodial employees is site-based, with a lead or head custodian working during a day shift, followed by a night lead custodian and additional night custodial staff. The custodial department lacks a centralized management structure; each custodial team operates individually and is managed by the school site management staff. The following chart depicts the organizational structure at each site.

#### *Existing Custodial Organizational Structure*

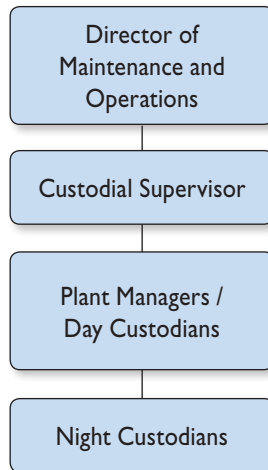


This organizational structure causes conflicts on many levels. School site principals are not trained in or familiar with the nuances of custodial operations, and lack the experience needed to assess the effectiveness of a custodial employee. In addition, evaluating custodial employees is an additional responsibility for principals who are already burdened with staff evaluations and increasing academic performance standards. Custodial staff evaluations are inconsistent across the district. As a result, some ineffective custodial employees avoid progressive discipline and are often transferred to another site. Without central management oversight, these ineffective employees continue to perform at substandard levels.

Because of this disjointed organizational structure, cleaning methods vary from site to site and the district lacks both established districtwide cleaning standards and a custodial handbook to disseminate these standards. There is no central custodial supervisor to establish standardized custodial training or to ensure that proper procedures are adhered to districtwide. Newly hired custodians are frequently left to learn tasks with little or no formal training or instruction. The district also lacks uniform safety training, and as a result each site custodial team has varying levels of safety training and proficiency. Each site also has different parameters for ordering supplies and equipment. At some sites, supplies and materials are readily available and easily accessed, almost to the point of surplus; at other sites, materials and supplies are more difficult to requisition through site management. Ordering procedures vary from site to site, resulting in inconsistencies and inefficiency.

It would benefit the district to create a new organizational structure that centralizes management and oversight by creating a custodial supervisor position that reports to the director of maintenance and operations. The following organizational chart shows such a structure.

### *Proposed Custodial Organizational Structure*



Uniting all custodians under the supervision of a district-level custodial supervisor will allow for better oversight of tasks and better maintenance of crew assignments and efficiencies. The custodial supervisor would need to develop a centralized job training program for custodians, including a specialized training program for new custodians. This position could also standardize and oversee the ordering of supplies and equipment and would be able to efficiently manage all custodial assets. This makes for more efficient distribution and allows the sharing of specialized equipment.

It is best practice for a custodial supervisor to also consult with site principals when establishing schedules so that their needs are adequately addressed and disciplinary issues are pursued to their proper end. A custodial supervisor should also consult closely with the site principals when evaluating employees, and dedicate sufficient time to touring the sites and consulting with the site administrators to ensure that their needs are being met.

### **Cleanliness Standards**

Any discussion of custodial operations and appropriate staffing levels must first establish expected cleanliness standards. Although there is no nationwide standard for describing standards of cleanliness, the U.S. Department of Education has established five levels of cleaning. For each level of cleaning, the standard estimates the square footage of a building that a custodian working an eight-hour shift (with two 15-minute breaks and a 30-minute lunch break) can reasonably be expected to complete.

Level 1 cleaning results in a spotless and germ-free facility, as might normally be found in a hospital environment or corporate suite. A custodian with proper supplies and tools can clean approximately 10,000 to 11,000 square feet to this level in eight hours.

Level 2 cleaning is the uppermost standard for most school cleaning and is generally reserved for restrooms, special education areas, kindergarten areas, or food service areas. This service level for classrooms includes vacuuming or mopping floors daily, and sanitizing all surfaces. A custodian can clean approximately 18,000 to 20,000 square feet to this level in an eight-hour shift.

Level 3 cleaning is the norm for most school facilities. It is acceptable to most parties and does not pose any health issues. Classrooms are cleaned daily, which includes emptying trash and cleaning common area surfaces such as sinks and door handles. Carpets are vacuumed and surfaces students use are sanitized every other day on a schedule that alternates days for these two tasks. A custodian can clean approximately 28,000 to 31,000 square feet to this level in eight hours.

Level 4 cleaning is not normally acceptable in a school environment. Classrooms would be cleaned every other day, carpets would be vacuumed every third day, and dusting would occur once a month. A custodian can clean 45,000 to 50,000 square feet to this level in eight hours.

Level 5 cleaning can very rapidly lead to an unhealthy situation. Trash cans might be emptied and carpets vacuumed only weekly. One custodian can clean 85,000 to 90,000 square feet to this level in eight hours.

The figures above are estimates. The actual number of square feet a custodian can clean per shift will depend on additional variables, including the employee's abilities and training, type of facilities, flooring, wall covering, number of windows, restroom layouts, gymnasium and other athletic facilities, and offices, all of which must be taken into account when determining workload expectations. Additionally, partial shifts, such as when one eight-hour-per-day custodian is shared by two sites, require time for travel between sites, which also reduces the square footage an employee can clean in eight hours.

There are also intermediate levels of cleanliness. For example, a lower Level 3/upper Level 4 would include daily emptying of trash from each classroom and cleaning common area surfaces such as sinks and door handles (Level 3 requirements). However, classroom might be cleaned properly every other day and carpets vacuumed less frequently – a Level 4 characteristic.

Over the last five years, the state budget crisis has forced many school districts to reduce their level of cleanliness to a lower Level 3/Upper Level 4 standard. This is the situation at Apple Valley USD. Restrooms, pre-K and kindergarten rooms are cleaned daily, and trash is collected in all rooms daily. However, vacuuming of general education classrooms is done approximately every third day, and dusting occurs infrequently. With 43 FTE custodians, the highest level practically achievable in the district would be Level 3. However, inefficiencies in organizational control result in the district having a level of cleanliness slightly lower than Level 3.

## CASBO Staffing Formula

Custodial staffing may also be established using the CASBO custodial staffing formula. This formula presents a broader gauge for custodial staffing and takes into account not only the square footage of sites, but also the number of students, teachers, classrooms, offices and general purpose areas. Implementing this formula should result in staffing levels that can achieve high Level 3 or even Level 2 standards of cleanliness. The CASBO formula for custodial staffing is as follows:

Total staffing is the sum of the following, divided by four:

- 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 of facility

The resulting staffing per site is often impractical to implement because the district hires custodians for positions that are either 3.5-hours per day (0.4 FTE) or eight hours per day (1.0 FTE) (the district has one seven-hour-per-day position that has been counted as 0.8 FTE to conform to the 3.5-hour, 0.4 FTE rounding convention). Because of this, the formula's results are rounded upward (to avoid understaffing) to the next highest FTE that is divisible by 0.4 FTE, 1.0 FTE, or a combination of the two. For example, 1.9 FTE at a site is not a practical staffing level given the available 0.4 or 1.0 FTE, so it is rounded to 2.0 FTE for a practical staffing level of two eight-hour-per-day custodian positions. Similarly, a formula result of 2.3 FTE is not practical, so it would be rounded to 2.4 FTE for two eight-hour-per-day and one 3.5-hour-per-day custodian positions.

Because of the recent economic downturn, the district has reduced its custodial staffing below that prescribed by the practical application of the CASBO formula. This has resulted in understaffing at the sites in the table below when compared to the formula.

### *Understaffing Compared to Practical Application of CASBO Formula*

Site Name	Actual FTE Staffing	FTE Staffing Indicated by Practical Application of CASBO Formula	Understaffing FTE
Rancho Verde	2.4	2.8	-0.4
Yucca Loma	2.4	2.8	-0.4
Phoenix	4.4	5.8	-1.4
Sitting Bull	4.4	5.8	-1.4
Vanguard	4	4.4	-0.4
AVHS	6.5	7.8	-1.4
GHHS	5	6.8	-1.8
High Desert Premier Academy (2 sites)	0.8	1.4	-0.6

Based on district information, the district's total custodial staffing is 42.8 FTE, which is 85% of the recommended staffing level of 50.6 FTE generated by practical application of the CASBO formula. These results suggest that the district is understaffed by 7.8 FTE custodians, or 15%. This understaffing reduces cleaning capability and thus the standard of cleanliness. This was readily apparent during FCMAT's site visits. Although sites were in overall good repair and fairly clean, the inability to vacuum classrooms regularly resulted in visible detritus on the floors and premature wear to the carpets. The district is in a high desert environment, and the lack of dusting was obvious, especially around HVAC air registers and vents. Hiring an additional 7.6 FTE custodial staff would allow the district to increase cleanliness to Level 3, and even approach a Level 2 standard.

Although the district may improve the level of cleanliness by implementing a centralized custodial supervisor position to increase the efficiency of the custodial team as a whole as outlined earlier in this report, more efficient management of custodial assets cannot by itself fully compensate for the issues caused by too few employees.

## Other Operational Concerns

### Uniforms

The district's custodians are not supplied with a standard uniform. During interviews many wore school site spirit shirts they had purchased, but others wore various clothing styles with no outward indication that they were district employees. Many reported damaging their clothing while working with equipment or chemicals. It would benefit the district to supply at least uniform shirts and require that they be worn. This would identify the custodians as district employees, allowing others to establish by sight their function, purpose and authority. Uniforms can also help foster a sense of shared identity and camaraderie with other custodial staff within the district and enable custodians to carry out their daily duties without fear of damaging or destroying their personal clothing and incurring personal expenses.

### Position Classifications

The district has two types of K-8 campuses: one that evolved from the growth of an existing K-6 campus, and another that is the result of combining adjacent K-5 and 6-8 campuses. The first type of K-8 campus has an enrollment of less than 1000 students, one cafeteria, and a smaller physical plant. The second type is essentially two campuses with their facilities combined into a single site, including two cafeterias and a larger physical plant.

On the smaller K-8 campus the head custodian position is a senior custodian I (listed as a "Senior Custodian" in the job description), and on the larger K-8 campuses the head custodian position is a senior custodian II. However, the job descriptions for these positions state that the basic function of senior custodian I position is to, "...plan, schedule, supervise and participate in cleaning and custodial duties **at an elementary school...**," whereas the basic function of senior custodian II position is to, "...coordinate, schedule and participate in custodial duties at a Middle School or **K-8 educational facility . . .**" (Emphasis added). The job descriptions contain no caveat regarding the physical size of the K-8 plant determining the classification level of the head custodian position. Because of this, the district will need to either reclassify the senior custodian I positions serving at the smaller K-8 sites to senior custodian II positions, or modify the job descriptions to correctly reflect the current situation.

### Communication

Staff and administrators communicate with district maintenance personnel through the maintenance work order system and via cell phone. The district lacks a centralized method of communication with these personnel, such as a districtwide radio network. This situation further isolates and separates the individual sites, making coordination of custodial and maintenance services more difficult and inefficient.

The district has site-based radios that communicate districtwide for emergency communications, but because they are used only during districtwide emergency drills, they are frequently not operable. Using the site-based radios for the daily coordination and interactions of custodial and maintenance personnel would improve and centralize this communication as well as help ensure that the equipment is kept in operable condition in case of emergencies. In emergencies or emergency drills, the custodians can give the radio to the site administrator in charge of communication.

### Facilities Inspection

The state requires school districts to complete the William's Act Facility Inspection Tool (FIT) document annually and catalogs maintenance deficiencies and other issues for each school site.

The information in the FIT is a key element in the School Accountability Report Card (SARC) annual report. The FIT is intended to document that a given school site is being maintained in good repair. This inspection should be performed by district management officials (or qualified consultants) so that any deficiency can be recognized, documented, and addressed quickly. It also gives maintenance management personnel the opportunity to review each site and familiarize themselves with each site's individual nuances.

The district's current practice is to assign the annual inspection and completion of the FIT document to the site head custodian, with instructions to complete the document and forward it to the district's maintenance department. This is not a recommended practice because custodial personnel should not be placed in a position in which they are required to officially declare that their site is being maintained in good repair. They do not have the administrative authority needed to ensure that the FIT documentation is effective. An industry best practice is to have a maintenance management official perform the inspection accompanied by the head custodian of the site and, if possible, the site administrator.

## Recommendations

*The district should:*

1. Reorganize all custodial employees under a custodial supervisor position that reports to the director of maintenance and operations.
2. Establish common cleaning standards and training; distribute these through a custodial handbook.
3. Develop and implement a consistent program for employee evaluations.
4. Ensure that disciplinary action is completed with appropriate follow-through.
5. Create a standardized training program for new and existing custodial employees.
6. Establish uniform standards for materials and equipment orders, and ensure that they are overseen by a single entity.
7. Explore the feasibility of hiring more custodians to increase the level of cleanliness.
8. Reclassify custodial positions and/or modify job descriptions to match current responsibilities.
9. Purchase uniforms for the custodial staff and require that they be worn.
10. Develop a means of communication between sites and district operations staff.
11. Assign the review and completion of the Williams Act FIT to district maintenance and operations management staff.

## Grounds

### Organization

Success in grounds management depends on well-trained personnel with skills in a variety of areas. As is the case with other maintenance and operations functions, staffing for grounds-related services varies among school districts throughout the state. The most common factors affecting staffing of grounds crews at individual schools include the following:

- The school size in acres
- The number and types of outdoor spaces to be maintained
- The type and extent of natural and hardscape features
- The extent to which grounds crews perform unrelated tasks

The district's grounds department has a disjointed organizational structure. As of October 2013, the district's grounds department was staffed as follows:

- Four groundskeepers;
- Two senior maintenance workers (irrigation specialists);
- Two landscape/field specialists, one at each of the district's two comprehensive high schools.

The district has no grounds supervisor and no lead grounds positions.

The four groundskeepers are assigned to six schools and are responsible for mowing, edging, weed cutting, blowing and general maintenance, working one person per site. Each site is visited once per week by its designated groundskeeper. The four groundskeepers adhere to a schedule that has not been modified for more than ten years. Mowing duties rotate among the four groundskeepers based on periodic directives from the director of maintenance and operations.

Because the grounds crew is loosely supervised, it is difficult to ascertain their level of productivity. During FCMAT's fieldwork and interviews with staff, a common criticism expressed was that the crew lacked initiative and was ineffective at communicating with school offices regarding the status of their work. In addition, the crew was widely criticized for driving from school sites to the maintenance and operations facility to take their breaks and for arriving at school sites without the tools or equipment needed to complete their work. A grounds crew should carry on its trucks the equipment needed to perform routine maintenance and repairs.

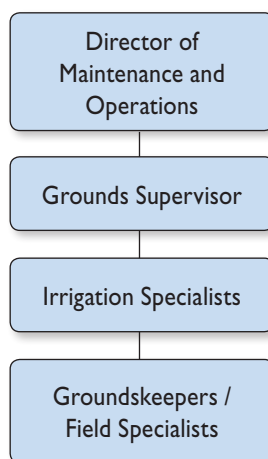
The two senior maintenance workers perform irrigation specialty work for the district. The senior maintenance worker title for these positions is inaccurate and should be changed to irrigation specialist. These positions are responsible for repairing broken irrigation lines and sprinkler heads, maintaining backflow prevention devices, and supporting the 840-gallon emergency water tanks at each of the school sites. These two positions perform higher level tasks than the groundskeepers and could serve as lead groundskeepers.

Each of the two landscape/field specialists is based at one of the district's two comprehensive high schools. Each landscape/field specialist reports to the plant manager at the respective comprehensive high school and is responsible for maintenance of the interior quads and all fields used for competitions with other schools. Landscape specialists' duties include irrigation repair, turf maintenance including fertilizing and mowing, field lining, and spraying.

The four groundskeepers, two senior maintenance workers and two landscape/field specialists do not work as a team. Rather, they conduct their work somewhat in isolation with no overarching mission or purpose. The lack of immediate supervision exacerbates this situation. Creating supervisor of grounds position that reports directly to the director of maintenance and operations would help alleviate this situation. This supervisor would directly supervise and evaluate all of the above grounds staff. Plant managers at each site should have input into the evaluation of the landscape/field specialists.

The following organizational chart depicts a new recommended organizational structure that includes a grounds supervisor position that reports to the director of maintenance and operations.

### ***Proposed Grounds Organizational Structure***



## **Vehicles and Equipment**

Because of a recent theft of tools at the district's maintenance and operations facility, most of the maintenance and grounds staff have been provided with new tools paid for by an insurance settlement. However, backpack sprayers and push spreaders need to be replaced, and the district does not make back braces available to maintenance, operations and grounds staff.

The grounds crew has the oldest maintenance department fleet vehicles; many have more than 100,000 miles on the odometer, and one vehicle has almost 400,000 miles. In addition, many of the mowers and other items of equipment that the groundskeepers use are near the end of their lifecycle. The district's budget has no line item for equipment replacement. It is best practice to establish a vehicle replacement budget and schedule based on the age and odometer readings of a district's vehicles, and to stagger vehicle purchases so that replacement can be budgeted over several years and so that vehicles' end of life is also staggered.

## **Staffing**

CASBO does not have a formula for grounds staffing; however, the Florida Department of Education has conducted extensive research in this area and included its findings in a document titled *Maintenance and Operations Administrative Guidelines for School Districts and Community Colleges*. Although few California school districts meet the standard in this manual, the formula this document establishes can be helpful in school district grounds staffing.

The formula is based on two types of grounds personnel: those who perform general grounds functions such as mowing, gardening, and trimming; and those who care for athletic fields or other specialized open-space areas. In many school districts, school custodians perform general grounds functions, while grounds crews maintain large open areas and athletic fields.

The recommended formula for determining the number of specialized groundskeepers and athletic field groundskeepers is the total acreage of the school facility divided by 40, plus 1 FTE groundskeeper, plus 1 FTE groundskeeper per 500,000 square feet of athletic fields. In applying this calculation to the district, FCMAT counted as grounds staff members the district's two general maintenance workers assigned to grounds.

FCMAT obtained from the district the precise square footage of the grounds allocated to playing fields at each school. Applying the Florida Department of Education formula to the district data indicates that the district should have at least 17.3755 FTE staff to be adequately staffed. The calculation is shown in the following table.

***Grounds Staffing Calculation, Florida Department of Education Formula***

District Totals	Divisor	Grounds Staffing - FTE
375 acres	40	9.375
3,600,637 square feet	500,000	7.0
----	---	1.0
Groundskeepers needed		17.375
District groundskeepers		8.0
Shortfall		9.375

## Recommendations

*The district should:*

1. Create a supervisor of grounds position that reports directly to the director of maintenance and operations.
2. Assign the supervisor of grounds position responsibility for direct supervision over the four groundskeepers, two senior maintenance workers (i.e. irrigation specialists), and the two landscape/field specialists.
3. Change the title of the two senior maintenance worker positions to irrigation specialist.
4. Consider making one of the senior maintenance worker positions (irrigation specialists) a lead position.
5. Replace backpack sprayers and push spreaders, and provide all maintenance, operations and grounds staff with back braces upon request.
6. Require the grounds crew to carry on their trucks the equipment needed to perform routine maintenance and repairs.

7. Establish a vehicle replacement budget based on the age and odometer reading of vehicles.
8. Stagger purchases of vehicles to enable budgeting for replacement over several years and to ensure that vehicles do not reach the end of their lifecycles at the same time.
9. Consider adopting the Florida Department of Education grounds maintenance staffing formula or as a general guideline for adding or reducing grounds maintenance personnel.
10. Consider adding up to 9.0 FTE positions in grounds.



# Staffing Comparisons

Data for a comparison of the district's maintenance, operations and grounds staffing were obtained from three California unified school districts with student enrollments similar to that of Apple Valley Unified School District. FCMAT chose the following comparable districts using information provided by the Ed-Data website: Pleasanton Unified School District, Sanger Unified School District, and Upland Unified School District.

The comparison of organization and staffing should be viewed as a guideline for appropriate staffing levels rather than in absolute terms because California school districts are complex systems that vary widely in demographics, resources, and organization. For example, this report considers organizations in K-12 districts that share certain functionalities to various extents, including enrollment, revenue computation or staffing for expenditures. However, this does not mean that each district is identical. Determining staffing needs based on one or two criteria can be misleading if significant circumstances are not taken into account. Thus comparative data should be used with the formulas provided in this report to determine the staffing levels appropriate for the district's unique characteristics.

In comparing districts, FCMAT took into account the following:

- The grade-level configuration (unified school district)
- The enrollment of the district
- Revenue limit districts (rather than basic aid)
- The percentage of students who are eligible for free and reduced price meals
- The largest ethnic group represented

The following tables show the maintenance, operations and grounds staffing for Apple Valley Unified School District and each of the comparison districts.

## Maintenance

District	Enrollment	Support Staff	Maintenance Staff	Supervisor/ Manager	DM Contrib.	RRMA Contrib.
Apple Valley Unified	13,124	1	10*	0	0	2.3%
Pleasanton Unified	14,940	2	10	1	0	2.5%
Sanger Unified	10,872	1	14	1	0	2.0%
Upland Unified	11,912	1	7	0	0	3.0%

\* Includes one lead position.

*Operations*

District	Enrollment	Operations Staff	Day Supervisor	Night Supervisor	Evaluated By	Roving Teams
Apple Valley Unified	13,124	43	2*	0	Principals**	No
Pleasanton Unified	14,940	48.5	0	0	Director	No
Sanger Unified	10,872	41.5	1	1	Principals with input from custodial supervisor	Summer only
Upland Unified	11,912	36	0	0	Principals	No

\*The district has site based plant managers at each of the comprehensive high schools.

\*\* Except for comprehensive high schools where custodians are evaluated by plant managers.

*Grounds*

District	Enrollment	Grounds Staff	Supervisor	Leads
Apple Valley Unified	13,124	8	0	No
Pleasanton Unified	14,940	5	0	No
Sanger Unified	10,972	15	1	No
Upland Unified	11,912	5	1	No

Each comparison district surveyed had a director-level position responsible for some combination of maintenance, operations, grounds, and in some cases transportation. Each comparison district also provided clerical support to this position.

The Apple Valley Unified School District has no maintenance supervisor; however, two of the comparative districts had full-time supervisors and the Sanger Unified School District had supervisors over maintenance, operations and grounds.

In three of the comparison districts, the principals have primary responsibility for supervising and evaluating custodians at their school sites. However, in the Sanger Unified School District, the evaluations are performed by the principals with input from the custodial supervisor. Only one of the comparison districts employed roving teams to perform custodial work at night, and only during the summer.

The Apple Valley Unified School District had the second highest number of staff in maintenance and custodial and the second highest in grounds when compared to the other districts, despite being staffed below industry standard. Two of the comparative districts had supervisors over grounds, but none of the districts had lead grounds positions.

All four districts have continued to budget some percentage of general fund expenditures in the routine restricted maintenance account, despite having the budget flexibility to reduce the account to zero. These amounts budgeted for this purpose vary from 2% of the general fund at the Sanger Unified School District to 3% at the Upland Unified School District. None of the four districts surveyed make a contribution to the deferred maintenance fund.

California's 2013-14 state budget replaced the previous K-12 finance system with a new Local Control Funding Formula (LCFF). For school districts and charter schools, this formula creates base, supplemental, and concentration grants, which replace previous funding types including revenue limits and most state categorical programs. Under the LCFF, school districts are no longer required to make a matching contribution to the deferred maintenance fund. However, it is a prudent best practice to ensure that they continue to budget an amount to maintain facilities so that a district's investment in capital facilities is protected.

## Recommendation

*The district should:*

1. Identify and budget an amount needed annually to adequately maintain the district's grounds and facilities.



# Training and Safety

The district has an on-staff risk manager who has been in the position for one and a half years. The district is insured through the High Desert Joint Powers Authority (JPA) for both workers' compensation and property and liability insurance. Keenan and Associates serves as the third-party administrator for both programs.

The district lacks a districtwide training program for maintenance and operations staff. Through Keenan and Associates, maintenance and operations staff have the opportunity to receive online training on blood-borne pathogens, child abuse mandated reporting, sexual harassment prevention, hazard communications, boundary invasion, and acceptable use agreements; however, FCMAT found few written policies or procedures regarding training, safety issues, or departmental protocols.

## Recommendations

*The district should:*

1. Implement regular safety training for maintenance, operations and grounds staff using a matrix substantially similar to the one attached as Appendix A to this report.
2. Have the district's risk manager contact the High Desert JPA for assistance with risk management and safety training.
3. Hold monthly safety meetings for maintenance, operations and grounds staff.



# Appendices



# Appendix A

## Sample Maintenance and Operations Employee Training Matrix

### *Training Matrix for Maintenance and Operations Employees\**

Applies to (Job Types)	Subject (A-Z)	Legal Reference	Training Frequency	Length	Date of Last Training
M&O, Industrial Arts	Acetylene & Fuel Gas Safety	Title 8-1740	Initial Hire	Discretionary	
Custodians, Nurses, Health Clerks, Food Service	Antimicrobial Pesticides	Title 8-3203, 5194	Prior to Use	Discretionary	
M&O, Grounds, Custodial, Mechanics, Technology	Asbestos General Awareness Class IV Work	Title 8-1529, 5208, AHERA, Ed. Code 49410	Initial Hire & Annually	2 Hours	
M&O Disturbing ACM or PACM	Asbestos Class III Work	Title 8-1529, 5208, AHERA, Ed. Code 49410	Initial Hire & Annually	16 Hours	
M&O, Grounds	Back Injury Prevention / Lifting	Risk Management Practices, Title 8-3203, 5110	Employees who Lift	Discretionary	
M&O, Grounds, Auto Shop, Golf Cart Operators, Mechanics	Battery Charging/ Handling	Title 8-5185	Initial Hire	Discretionary	
All employees or employees who are exposed to human blood or blood containing fluids	Bloodborne Pathogens	Title 8-5193	Initial Hire & Annually	Discretionary	
M&O, Grounds	Carcinogens as Listed	Title 8-5209	Initial Hire	Discretionary	
M&O, Custodial, Warehouse	Compaction Equipment	Title 8-4355	Prior to Use	Discretionary	
M&O, Industrial Arts, ASB	Compressed Air & Gas	Title 8-3301 & 4650	Prior to Use	Discretionary	
M&O or employees entering vaults, tanks, sewers, man-holes, etc.	Confined Spaces	Title 8-5156 thru 5159	Prior to Entry / Annually	Discretionary	
M&O, Grounds	Cranes & Hoists	Title 8-5006	Prior to Use	Discretionary	
Custodians	Custodial Safety	Risk Management Practices, Title 8-3203	Initial Hire	Discretionary	
M&O, Industrial Art/ Technology Teachers, Aides	Demolition	Title 8-1734, 1735, 1736	Prior to Demo	Discretionary	
M&O, Grounds	Electrical Safety	Title 8-2320.2, 2940	Initial Hire	Discretionary	
M&O or employees working on an unguarded surface more than 7½' off the ground	Fall Protection	Title 8-1671, 1670, 3209, 3210, 3212	Initial Hire	Discretionary	
All employees or designated users	Fire Extinguishers	Title 8-6151	Initial Hire & Annually for Designated Users	Discretionary	
M&O, Grounds, Warehouse	Forklifts	Title 8-3664, 3657, 3664, 3668	Prior to Use & Every 3 Years	Discretionary	

Applies to (Job Types)	Subject (A-Z)	Legal Reference	Training Frequency	Length	Date of Last Training
Grounds	Grounds Safety	Risk Management Practices, Title 8-3203	Initial Hire	Discretionary	
M&O, Custodial, Industrial Tech, Technology	Hand Tools	Title 8-3310, 3426, 3556	Prior to Use	Discretionary	
Potentially all employees, employees using or exposed to chemicals in the work-place	Hazard Communication/ Right to Know	Title 8-5194	Initial Hire & Annually	Discretionary	
M&O, Custodial, Science, Photography, Health Clerks, Nurses	Hazardous Waste Management	Ed. Code 49340, Title 8-5164, 5194	Initial Hire	Discretionary	
M&O or employees exposed to excessive noise over the TWA	Hearing Protection & Conservation	Title 8-5097, 5098, 5099	Initial Hire & Annually if Program in Place	Discretionary	
M&O or employees exposed to heat sources	Heat Illness Prevention	Title 8-3395	Prior to Working in Heat	Discretionary	
M&O, Grounds	Housekeeping	Title 8-3203, 3362, 3364, 3321, 5551, 5552	Initial Hire	Discretionary	
M&O, Grounds	Injury & Illness Prevention Program (IIPP) Workplace Injury & Illness Prevention	Title 8-3203	Initial Hire	Discretionary	
M&O, Grounds	Indoor Air Quality	Title 8-5142	Initial Hire	Discretionary	
M&O, Grounds	Job Hazard(s)	Title 8-3203	Before Job Assignment, New Hazards	Discretionary	
M&O, Grounds	Ladders	Title 8-1675, 3276	Prior to Use / As Needed	Discretionary	
M&O, Industrial Technology	Laser Equipment	Title 8-1801	Initial Hire	Discretionary	
M&O	Lead & Lead Standard	Title 8-1532, 5198	Annually	2 hour awareness	
M&O, Custodial, Industrial Tech or employees performing maintenance on electrical circuits or machinery	Lockout/Tagout Control of Hazardous Energy	Title 8-3314	Initial Hire / As Needed	Discretionary	
M&O, Custodial, Industrial Tech	Machine Safeguarding	Title 8-3203	Initial Hire / As Needed	Discretionary	
M&O, Custodial, Industrial Tech	Material Handling & Storage	Title 8-3203, 5541	Initial Hire	Discretionary	
Custodial, Nurses, Health Clerks	Medical Waste Management	Title 8-5193 H & S Code 117600–118360	Annually	Discretionary	
M&O, Industrial Technology	Metal Working (forging) Machines	Title 8-4243	Initial Hire	Discretionary	
M&O, Grounds, Custodial, Industrial Technology	Miter Saws	Title 8-4307	Initial Hire	Discretionary	
All employees that operate vehicles on district business	Mobile Communications	Vehicle Codes	As Needed	Discretionary	
M&O, Auto Shops, Mechanics, Bus Drivers	Natural Gas Fuel Tanks on Vehicles	Title 8-544	Initial Hire	Discretionary	

Applies to (Job Types)	Subject (A-Z)	Legal Reference	Training Frequency	Length	Date of Last Training
All Employees	New Employee Safety Orientation	Title 8-3203	Initial Hire	Discretionary	
M&O, Grounds, Custodial, Industrial Tech, Technology, Science, Nurses, Health Clerks	Personal Protective Equipment	Title 8-3380 - 3387	Prior to Use	Discretionary	
Grounds, Custodial, Pool Maintenance	Pesticide Safety	Title 8-5194, AB 2260, Dept. of Ag.	Annually	Discretionary	
M&O, Grounds, Mechanics, Industrial Tech	Pneumatic Tools	Risk Management Practices, Title 8-3203, 3300, 3559	Prior to Use	Discretionary	
M&O, Grounds	Poisonous Plants and Harmful Animals	Title 8-3421	Initial Hire	Discretionary	
M&O, Custodial, Industrial Tech, Technology	Portable Power Tools	Title 8-3310, 3425, 3556	Prior to Use	Discretionary	
M&O, Industrial Technology	Powder-Actuated Tools	Title 8-1685, 1689	Initial Hire	Discretionary	
M&O, Industrial Technology	Power Presses	Title 8-4203, 4208	Initial Hire/ Annually	Discretionary	
M&O or users of any type of respiratory protection other than dusks masks	Respiratory Protection	Title 8-5144, 1531	Prior to Use / Annually	Discretionary	
M&O, Industrial Technology	Roofing Operations	Title 8-1509, 1730	Initial Hire	Discretionary	
M&O, Grounds, Ag Technology	Seat Belts (In vehicles with ROPS)	Title 8-3653, 6309	Initial Hire	Discretionary	
M&O, Industrial Technology, Performing Arts	Scaffolds	Title 8-1637, 1658	Initial Hire	Discretionary	
M&O, Grounds	Slips, Trips and Fall Prevention	Risk Management Practices, Title 8-3203	As Needed	Discretionary	
M&O, Transportation, Facilities	Storm Water Pollution Prevention	State Water Resources Control Board	As Needed	Discretionary	
M&O, Industrial Technology	Structural Wood Framing	Title 8-1716	Initial Hire	Discretionary	
Transportation, M&O	Transportation Drug Testing	CFR Title 49, CVC 12517	Initial Hire / As Needed	Discretionary	
Grounds	Tree Maintenance	Title 8-3420 thru 3428	Initial Hire / As Needed	Discretionary	
M&O, Grounds	Trenching & Shoring	Title 8-1540, 1541	Prior to Digging / As Needed	Discretionary	
Custodial, M&O	Universal Waste Management	Title 22	Initial Hire / As Needed	Discretionary	
M&O, Grounds, Custodial, Administration or employees that operate utility carts, etc.	Utility Vehicles & Golf Carts	Risk Management Practices, Title 8-3203	Prior to Use / As Needed	Discretionary	
M&O, Industrial Tech	Welding	Title 8-4799, 4848, 8357, 4850, 4853	Prior to Use	Discretionary	
M&O, Industrial Tech	Woodworking Machines	Title 8-Article 59,	Prior to Use	Discretionary	
M&O, Grounds, Custodial	Work Platforms( elevating) and Aerial Devices	Title 8 -3636, 3648, 3646, 3638, 3294	Prior to Use	Discretionary	

A qualified person is a person designated by the employer; and by reason of training, experience, or instruction has demonstrated the ability to perform safely all assigned duties; and, when required is properly licensed in accordance with federal, state, or local laws and regulations.

A competent person is a person who is capable of identifying existing and predictable hazards in the surroundings or working conditions that are unsanitary, hazardous, or dangerous to employees. The competent person has the authority to impose prompt corrective measures to eliminate these hazards.

**DISCLAIMER**

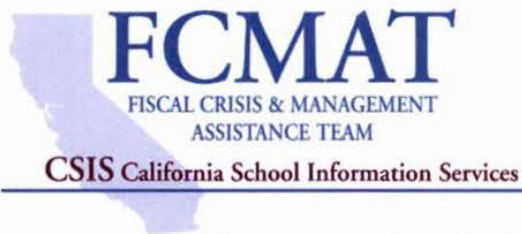
FCMAT IS NOT RESPONSIBLE FOR THE ACCURACY OF ANY OPINIONS, ADVICE, REPRESENTATIONS OR INFORMATION CONTAINED IN THE ABOVE TRAINING MATRIX FOR SCHOOL DISTRICT EMPLOYEES, FOR ANY DATA INPUT OR CHANGES, OR ANY THIRD PARTY'S RELIANCE THEREON. You acknowledge and agree that: (a) FCMAT may, from time to time, elect to update the matrix, but FCMAT does not warrant or guarantee that the matrix will be updated, or that any updates will be made available to you, at any time; (b) FCMAT does not assume, and expressly disclaims, any obligation to obtain and include any information in the matrix; (c) FCMAT is not advocating the use of the matrix, nor is FCMAT responsible for misuse of the matrix due to typographical or other errors, your negligence or otherwise; (d) you will use the content included in the matrix only as a reference aid, and that such content is not intended to be (nor should it be used as) a substitute for the exercise of professional judgment. In view of the possibility of human error or changes, you should confirm the content in the matrix through your own independent sources.

\*Original documents on which the above matrix and disclaimer are based were developed by the San Luis Obispo County Schools Insurance Program for Employees (SIPE) ([www.slosipe.org](http://www.slosipe.org)), a joint powers authority established in 1977.

# Appendix B

## Study Agreement





**FISCAL CRISIS & MANAGEMENT ASSISTANCE TEAM  
STUDY AGREEMENT  
September 3, 2013**

The Fiscal Crisis and Management Assistance Team (FCMAT), hereinafter referred to as the team, and the Apple Valley Unified School District, hereinafter referred to as the district, mutually agree as follows:

**1. BASIS OF AGREEMENT**

The team provides a variety of services to school districts and county offices of education upon request. The district has requested that the team assign professionals to study specific aspects of the Apple Valley Unified School District's operations. These professionals may include staff of the team, county offices of education, the California State Department of Education, school districts, or private contractors. All work shall be performed in accordance with the terms and conditions of this agreement.

In keeping with the provisions of Assembly Bill 1200, the county superintendent will be notified of this agreement between the district and FCMAT and will receive a copy of the final report. The final report will also be published on the FCMAT website.

**2. SCOPE OF THE WORK**

**A. Scope and Objectives of the Study**

The scope and objectives of this study are to:

1. Conduct an organizational, staffing and efficiency review of the district's maintenance and operations department. The maintenance department consists of 19 full time equivalent (FTE) positions and the operations function includes five groundskeepers and two irrigation specialists.
  - a. Provide comparative staffing data for districts of similar size and type and make recommendations to improve operational efficiencies that may reduce district costs. The district serves approximately 13,500 students from transitional kindergarten through 12th grade in 10 elementary schools, two comprehensive high schools and one K-12 independent study program.

- b. Review job descriptions for all maintenance and operations department positions; evaluate capacity, scheduling, efficiency and functions; and make recommendations for staffing and operational improvements. Include estimated calculated values for any proposed position reductions or enhancements to the organizational structure.
- c. Evaluate the operational work flow of each departmental function for the maintenance and operational areas, and make recommendations for improved efficiency and standard industry practices, if any.

B. Services and Products to be Provided

- 1. Orientation Meeting - The team will conduct an orientation session at the district to brief district management and supervisory personnel on the team's procedures and the purpose and schedule of the study.
- 2. On-site Review - The team will conduct an on-site review at the district office and at school sites if necessary.
- 3. Exit Report - The team will hold an exit meeting at the conclusion of the on-site review to inform the district of significant findings and recommendations to that point.
- 4. Exit Letter – Approximately 10 days after the exit meeting, the team will issue an exit letter briefly summarizing significant findings and recommendations to date and memorializing the topics discussed in the exit meeting.
- 5. Draft Reports - Electronic copies of a preliminary draft report will be delivered to the district's administration for review and comment.
- 6. Final Report - Electronic copies of the final report will be delivered to the district's administration and to the county superintendent following completion of the review. Printed copies are available from FCMAT upon request.
- 7. Follow-Up Support – If requested, FCMAT will return to the district at no cost six months after completion of the study to assess the district's progress in implementing the recommendations included in the report. Progress in implementing the recommendations will be documented to the district in a FCMAT management letter.

3. PROJECT PERSONNEL

The study team will be supervised by Anthony L. Bridges, CFE, CICA, Deputy Executive Officer, Fiscal Crisis and Management Assistance Team, Kern County Superintendent of Schools Office. The study team may also include:

<i>A. Eric D. Smith</i>	<i>FCMAT Fiscal Intervention Specialist</i>
<i>B. John F. Von Flue</i>	<i>FCMAT Fiscal Intervention Specialist</i>
<i>C. To be determined</i>	<i>FCMAT Consultant</i>
<i>D. To be determined</i>	<i>FCMAT Consultant</i>

Other equally qualified staff or consultants will be substituted in the event one of the above individuals is unable to participate in the study.

#### 4. **PROJECT COSTS**

The cost for studies requested pursuant to E.C. 42127.8(d)(1) shall be as follows:

- A. \$500 per day for each staff member while on site, conducting fieldwork at other locations, preparing and presenting reports, or participating in meetings. The cost of independent FCMAT consultants will be billed at their actual daily rate.
- B. All out-of-pocket expenses, including travel, meals and lodging.
- C. The district will be invoiced at actual costs, with 50% of the estimated cost due following the completion of the on-site review and the remaining amount due upon the district's acceptance of the final report.

**Based on the elements noted in section 2 A, the total estimated cost of the study will be \$16,000.**

- D. Any change to the scope will affect the estimate of total cost.

Payments for FCMAT's services are payable to Kern County Superintendent of Schools - Administrative Agent.

#### 5. **RESPONSIBILITIES OF THE DISTRICT**

- A. The district will provide office and conference room space during on-site reviews.
- B. The district will provide the following if requested:
  - 1. A map of the local area.
  - 2. Existing policies, regulations and prior reports that address the study scope.
  - 3. Current or proposed organizational charts.
  - 4. Current and two prior years' audit reports.

5. Any documents requested on a supplemental list. Documents requested on the supplemental list should be provided to FCMAT only in electronic format; if only hard copies are available, they should be scanned by the district and sent to FCMAT in electronic format.
  6. Documents should be provided in advance of field work; any delay in the receipt of the requested documents may affect the start date of the project. Upon approval of the signed study agreement, access will be provided to FCMAT's online SharePoint document repository, where the district will upload all requested documents.
- C. The district's administration will review a preliminary draft copy of the report resulting from the study. Any comments regarding the accuracy of the data presented in the report or the practicability of the recommendations will be reviewed with the team prior to completion of the final report.

Pursuant to EC 45125.1(c), representatives of FCMAT will have limited contact with pupils. The district shall take appropriate steps to comply with EC 45125.1(c).


## 6. **PROJECT SCHEDULE**


The following schedule outlines the planned completion dates for different phases of the study:

Orientation:	to be determined
Staff Interviews:	to be determined
Exit Meeting:	to be determined
Preliminary Report Submitted:	to be determined
Final Report Submitted:	to be determined
Board Presentation:	to be determined, if requested
Follow-Up Support:	if requested

7. **CONTACT PERSON**

Name: Matthew Schulenberg, Assistant Superintendent  
Telephone: (760) 247-8001 x1357  
Fax: (760) 247-1121  
E-mail: matthew\_schulenberg@avusd.org

 9/10/13  
\_\_\_\_\_  
Matthew Schulenberg, Assistant Superintendent      Date  
Apple Valley Unified School District

 September 3, 2013  
\_\_\_\_\_  
Anthony L. Bridges, CFE, CICA      Date  
Deputy Executive Officer  
Fiscal Crisis and Management Assistance Team

***APPLE VALLEY UNIFIED SCHOOL DISTRICT*****CERTIFICATION OF MINUTES**

The Governing Board of the Apple Valley Unified School District of San Bernardino County met in Regular Session on the 5<sup>th</sup> day of September 2013, at the Apple Valley Unified School District Educational Support Center.

MEMBERS PRESENT WERE: Dennis K. Bender  
Donna Davis  
Lisa Lawrence  
Richard L. Sauers  
Wilson So

MEMBERS ABSENT WERE: None

**MOTION NO.L.4.:**

Approved the agreement with Fiscal Crisis & Management Assistance Team to conduct an organizational, staffing and efficiency review of the district's maintenance and operations department.

NUMBER OF MEMBERS VOTING AYE:	5
NUMBER OF MEMBERS VOTING NO:	0
NUMBER OF MEMBERS ABSENT:	0
NUMBER OF MEMBERS ABSTAINING:	0

I hereby certify the foregoing to be a full, true and correct copy of Motion No.L.4. by the Governing Board of the Apple Valley Unified School District at a Regular Meeting of the Board held at the Apple Valley Unified School District Educational Support Center, September 5, 2013.

  
Thomas E. Hoegerman  
Superintendent