



**CSIS** California School Information Services

# Dinuba Unified School District

## Maintenance, Operations, Grounds and Facilities/Staffing Review

December 18, 2013



**Joel D. Montero**  
Chief Executive Officer







## CSIS California School Information Services

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December 18, 2013

Joe A. Hernandez, Ed.D., Superintendent  
Dinuba Unified School District  
1327 El Monte Way  
Dinuba, CA 93618

Dear Superintendent Hernandez:

In April 2013, the Dinuba Unified School District entered into a study agreement with the Fiscal Crisis and Management Assistance Team (FCMAT) to perform the following:

1. Conduct an organizational, staffing and efficiency review of the district's facilities, maintenance, grounds and custodial operations.
  - a. The team will provide comparative staffing data for districts of similar size and structure and make recommendations to improve operational efficiencies that may reduce the district's costs. The comparison will include at least three comparable school districts and may include those used in the district's collective bargaining process.
  - b. The team will review job descriptions for all department positions; evaluate capacity, scheduling, efficiency and functions; and make recommendations for staffing and operational improvements. All recommendations will include estimated savings or costs for any proposed position reductions or additions. This component will include interviews with district and site employees regarding the level of service the department provides.
  - c. The team will evaluate the operational work flow of each function for the facilities, maintenance, grounds and custodial department and make recommendations for improved efficiency and standard industry practices. This component will include the following:
    - i. Evaluate the district's comprehensive maintenance and deferred maintenance plans to support and provide preventive maintenance for all facilities, grounds, and the district's major facilities systems (HVAC, mechanical, plumbing, electrical and structural).

### FCMAT

Joel D. Montero, Chief Executive Officer

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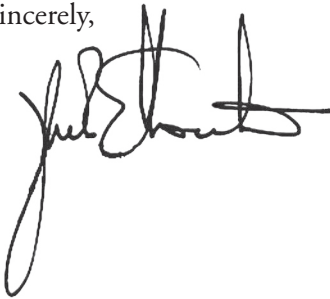
Administrative Agent: Christine L. Frazier - Office of Kern County Superintendent of Schools

- ii. Review the district's maintenance work order system for repairs of facilities and equipment to ensure that all maintenance and repairs are completed in a timely fashion and that work order status reports are provided regularly.
- iii. Review the district's long range facilities plan and provide recommendations for staffing, if any.
- iv. Evaluate the grounds and custodial service plans for each site to ensure that the tasks and expectations for custodial and grounds employees are clearly outlined and indicate a detailed daily and periodic schedule for cleaning and simple repairs of the facilities. This will include the evaluation of the summer and non-school day programs for specialized cleaning and repairs.

This report contains the study team's findings and recommendations.

We appreciate the opportunity to serve you and extend our thanks to all the staff of the Dinuba Unified School District for their cooperation and assistance during fieldwork.

Sincerely,

A handwritten signature in black ink, appearing to read 'Joel D. Montero', written in a cursive style.

Joel D. Montero

Chief Executive Officer

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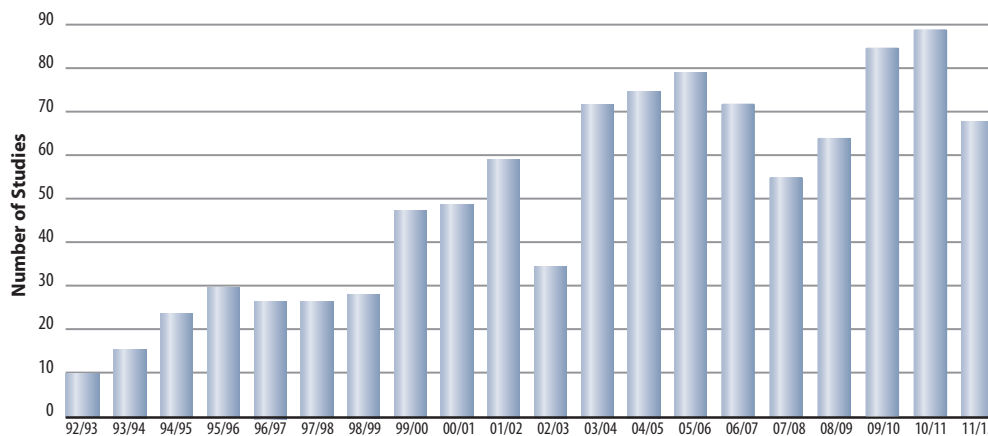
# About FCMAT

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 office 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 more than 1,000 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

The Dinuba Unified School District is located in Tulare County and has direct access to highways 99 and 198. Over the past 10 years, district enrollment has grown steadily even through the current economic downturn. The district's current enrollment is 6,255 and projections indicate it will reach 6,893 by 2019.

In April 2013, the Fiscal Crisis and Management Assistance Team (FCMAT) received a request from the district to conduct an organizational, staffing and efficiency review of the district's maintenance, operations, grounds and facilities operations. The study agreement specifies that FCMAT will perform the following.

1. Conduct an organizational, staffing and efficiency review of the district's facilities, maintenance, grounds and custodial operations.
  - a. The team will provide comparative staffing data for districts of similar size and structure and make recommendations to improve operational efficiencies that may reduce the district's costs. The comparison will include at least three comparable school districts and may include those used in the district's collective bargaining process.
  - b. The team will review job descriptions for all department positions; evaluate capacity, scheduling, efficiency and functions; and make recommendations for staffing and operational improvements. All recommendations will include estimated savings or costs for any proposed position reductions or additions. This component will include interviews with district and site employees regarding the level of service the department provides.
  - c. The team will evaluate the operational work flow of each function for the facilities, maintenance, grounds and custodial department and make recommendations for improved efficiency and standard industry practices. This component will include the following:
    - i. Evaluate the district's comprehensive maintenance and deferred maintenance plans to support and provide preventive maintenance for all facilities, grounds, and the district's major facilities systems (HVAC, mechanical, plumbing, electrical and structural).
    - ii. Review the district's maintenance work order system for repairs of facilities and equipment to ensure that all maintenance and repairs are completed in a timely fashion and that work order status reports are provided regularly.
    - iii. Review the district's long range facilities plan and provide recommendations for staffing, if any.

- iv. Evaluate the grounds and custodial service plans for each site to ensure that the tasks and expectations for custodial and grounds employees are clearly outlined and indicate a detailed daily and periodic schedule for cleaning and simple repairs of the facilities. This will include the evaluation of the summer and non-school day programs for specialized cleaning and repairs.

## Study Team

The study team was composed of the following members:

Eric D. Smith, MPA  
FCMAT Fiscal Intervention Specialist  
Templeton, CA

Kevin Baker  
FCMAT Consultant  
Pismo Beach, CA

Leonel Martínez  
FCMAT Technical Writer  
Bakersfield, CA

Leigh Coop\*  
Director of Facilities  
Vacaville Unified School District  
Vacaville, CA

\*As a member of this study team, this consultant was not representing his respective employer but was working solely as an independent contractor for FCMAT.

## Study Guidelines

FCMAT visited the district on June 24-26, 2013 to conduct interviews, collect data and review documents. This report is the result of those activities and is divided into the following sections:

- I. Executive Summary
- II. Organizational Structure
- III. Leadership
- IV. Maintenance, Grounds and Custodial Staffing
- V. Training and Safety
- VI. Energy Conservation
- VII. Facilities Planning and Construction
- VIII. Bond Oversight Committee Functions, Organizational Structure and Staffing
- IX. Organizational Structure and Staffing
- X. Staffing Comparisons
- XI. Appendices

# Executive Summary

FCMAT developed this report to provide the Dinuba Unified School District governing board and administration with an independent and external review of the organization and staffing. This review focuses on the district's Maintenance, Grounds and Operations departments to identify areas of redundancy, improper segregation of duties between departments, and inappropriate staffing levels based on industry standards and comparisons to 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. Based on a review of comparison districts and interviews with the staff, Dinuba Unified is understaffed in some areas and should consider the proposed recommendations:

- Establish a custodial supervisor position.
- Add up to a 1.0 custodial full-time equivalent (FTE) position at Dinuba High School.
- Centralize the supervision and evaluation of custodians under the custodial supervisor.
- Establish the financial means to properly repair, replace, or supply equipment to custodial staff.
- Consider adding positions in grounds per the standard used in this study as the budget permits.
- Establish a grounds equipment replacement budget based on the life cycle of grounds equipment.
- Begin developing a new long-range facilities master plan, and involve a committee of those affected as well as the community in the process.
- Change the position of director of maintenance and operations to director of facilities and maintenance. If the person hired is stronger in maintenance, the district should contract with outside consultants, including a manager for the facilities program. If the person hired is stronger in facilities, a maintenance supervisor would also be needed to directly oversee the Maintenance and Operations departments. The necessity of an updated long-range facilities master plan and more effective functioning of facilities would suggest the need to hire a director with strengths in facilities rather than maintenance.
- Communicate more effectively with staff regarding projects that will affect their work schedules and tasks.
- Consider adding maintenance personnel per the standard used in this study.



# 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. This structure should be managed to maximize resources and reach identified goals and should adapt as the district's enrollment increases or declines. The district should be staffed according to basic, 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 the lower levels than the higher levels of an organization. This is because subordinates at the lower levels typically perform more routine duties, and therefore can be more effectively supervised, according to *Principles of School Business Management* by Craig R. Wood, David C. Thompson and Lawrence O. Picus.

## Chain of Command

Chain of command refers to the flow of authority in an organization and is characterized by two significant principles. Unity of command suggests that a subordinate is accountable to only 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, as described in *Principles of School Business Management*.

## 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, the 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. Conversely, staff authority is advisory. Staff personnel do not have the authority to make and implement decisions, but act in support roles to line personnel. The organizational structure of local educational agencies includes 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.



# Findings and Recommendations

## Leadership

The Dinuba Unified School District's director of maintenance and operations has overall responsibility for the maintenance, operations and grounds functions. The director has no supervisory support in these areas but has nonsupervisory support in the form of leads in the Maintenance and Grounds departments.

During interviews, managers and staff throughout the district consistently cited a lack of communication between the school sites and the director of maintenance and operations. Routine maintenance requests often take several months for a response and often longer to be completed. School site administrators indicated staff members are extremely frustrated at the lack of communication on the status of repairs.

There is a general perception among staff that the department lacks leadership and the director of maintenance and operations may not have the requisite skills to be an effective manager. Staff indicated that the director's experience and knowledge of overall maintenance and construction is limited, and they perceive that he favors certain employees. Staff believe the director is not accountable for his time and does not provide appropriate oversight of departmental activities.

Staff reported that the director does not accept outside advice, and as a result, the maintenance and grounds crews often redo work that was incorrectly completed. FCMAT's interviews and field visits found that much of the necessary planning, coordination, and follow-up for facilities and maintenance projects is lacking or absent.

Staff believe they are understaffed and overworked. Interviews with the grounds, custodial, and maintenance staff indicate that employee morale is low and continues to erode because of a lack of communication from management; inconsistent treatment of staff members; and inadequate assignment, scheduling and oversight.

## Recommendation

*The district should:*

1. Require the director to perform the following actions:
  - Conduct monthly safety meetings to comply with the district's illness and injury prevention plan and improve communication.
  - Interact with his staff daily and resolve department issues as they arise.
  - Provide staff appreciation activities to improve morale and develop trust. The director should also demonstrate appreciation to the staff for work performed.
  - Communicate upcoming activities to help the staff become aware of projects that will affect their work schedules and tasks.
  - Empower staff to make some decisions so they develop a sense of ownership and pride in their work, and hold them accountable for these decisions.

- Insist that the director provide leadership for the department staff and be held accountable for the maintenance, operations, and safety functions of the district.



# Maintenance, Operations and Grounds Staffing

## Maintenance

Using the California Association of School Business Officials (CASBO) standard of one maintenance worker per individual school site, the Maintenance Department does not appear to be staffed appropriately when compared to districts of equal size and organizational structure. The Maintenance Department has five FTE maintenance personnel with one person acting in a lead capacity. However, during fieldwork, FCMAT observed several operational inefficiencies in the delivery of maintenance of services to school sites that could be improved through better planning.

Maintenance workers spend much of their time traveling between school sites and the hardware store to purchase the necessary parts and materials, obtain approval for the purchases, and return to the site to make the repair. The district's approach to assigning maintenance services is inefficient and leads to lost time and labor hours.

FCMAT visited the maintenance and transportation yard and found that the material inventory was inadequate. Of particular concern was the apparent lack of inventory control for tools and materials. The district should use a standardized materials inventory as well as a system to replace routine materials to ensure they are available for work order assignments. Moreover, the department should develop a materials/equipment manual that outlines policies and procedures for equipment and supply purchases.

FCMAT also found some serious safety concerns at the maintenance and transportation yard. A clarifier in the transportation facility's washout area was clogged, resulting in an approximately one-foot-deep pool of oily sheen water/sludge. Two barrels of used motor oil were full and open, with old oil filters scattered about. These barrels were in a direct path of traffic and could be hit by vehicles entering or leaving the yard. Regulatory agencies observing these conditions could issue a citation for unauthorized release of hazardous material into the environment and unsafe storage of hazardous materials. Moreover, no spill prevention and countermeasure control plan is available as required by federal regulation.

Overall, the maintenance building is messy and disorganized, housing large amounts of surplus property such as computers, desks, chairs, tables and old equipment that should be consolidated and board-designated as surplus personal property.

The district uses a formal Web-based electronic work order system (School Dude). This system can track and schedule routine maintenance assignments, preventive maintenance, inspections, and fuel consumption, and can be used by all sites and departments. While the system is operational, it should be configured to fit district needs and maximize functionality. The staff uses the system only to submit, accept and assign work orders; however, during interviews, staff indicated that the system was implemented without training end users in its full potential. School site staff expressed frustration that they cannot track the status of outstanding work requests even though the system can track the number of labor hours dedicated to a task. Moreover, there is a lack of follow-up to assess whether work orders were completed in a timely manner or to evaluate work quality.

Adding a part-time clerical position to track work orders, provide feedback to the sites, and track the number of labor hours dedicated to tasks, would improve the operational efficiency of the department. FCMAT estimates that adding a half time clerical position to the department would cost roughly \$21,000.

## Recommendations

*The district should:*

1. Assign the director to develop a plan to fully implement the work order system.
2. Consider adding four to five maintenance personnel when the budget permits.
3. Use the SchoolDude system to assess the effectiveness of the time each staff member spends on any given assignment.
4. Provide formal training for end users who work with the work order system.
5. Establish internal guidelines on prioritizing work orders to improve response times to district needs.
6. Request that the board declare surplus the items housed at the maintenance and transportation yard and dispose of them in accordance with board policy and administrative regulation. These items include computers, desks, chairs, tables and old equipment.
7. Develop a standardized materials inventory system to track routine materials to ensure they are available for work order assignments.
8. Consider adding a half-time clerical position to maintain the SchoolDude Web-based electronic work order system.

## Operations (Custodial Services)

The Custodial Department has a conventional organizational structure, common in districts of similar size throughout the state, in which individual custodians are assigned to site principals. For this model to be viable, school site and district administrators must have a clear understanding of their individual roles and responsibilities and communicate effectively with each other regarding their expectations of custodial staff. These expectations should include the following:

- Ensuring that facilities are safe, clean, orderly, and attractive.
- Creating educational environments that are well maintained, enhance learning, reflect the value of public education, and preserve capital investments.
- Ensuring that general housekeeping and other support functions are performed as needed.
- Fostering a sense of professionalism and pride among the custodial staff.

However, this organizational model may be ineffective for the following reasons:

- Principals are not familiar with the nuances of custodial operations and lack the training and experience to assess the operational effectiveness of a custodial employee.
- Evaluating custodians creates additional responsibilities for the principals, who may already be overburdened by performing staff evaluations and increasing academic performance standards.

Another concern is that custodial schedules are sometimes affected by principals using day custodians for services outside their job descriptions such as traffic control, yard duty, and other miscellaneous tasks. This limits the amount of custodial work accomplished by the day custodians, resulting in incomplete tasks that must be added to the night custodial crew's duties. This practice is inefficient and could affect cohesiveness between the day and night crews. By uniting all custodians under the supervision of a custodial supervisor, scheduled tasks can be completed in a more timely manner, and crew assignments and efficiencies can be more effectively maintained. However, the custodial supervisor should consult with principals when establishing schedules to ensure the site administrator's needs are adequately met. The district should also review the job descriptions of existing custodial personnel with the appropriate collective bargaining unit before initiating this change. FCMAT estimates that the annual total compensation cost to add a custodial supervisor would be \$80,000.

Determining the number of necessary custodial staff positions is difficult since custodial performance often depends on the caliber of equipment and personnel. However, the industry standard is to staff based on square footage or cleanable area. As custodial responsibilities and the total amount of cleanable space increase or decrease, an appropriate number of positions should be added or reduced. Although the district may ultimately use a single staffing method or combination, the approach selected should include variables that determine the workforce necessary for an expected level of service.

The California Association of School Business Officials (CASBO) staffing formula was developed to calculate the number of custodians required to maintain individual school buildings. This formula allocates an employee-to-hour ratio for custodial tasks. More commonly used in larger school districts, it is probably the most detailed and comprehensive measure used by operations administrators at educational facilities. The formula requires an initial estimate of custodial staff requirements based on the area in different building categories (e.g., permanent school buildings, portables, lockers/showers, etc.) and computing an area to be cleaned in a one-hour time period. The total hourly requirements are divided by eight, indicating the daily workforce requirements.

To assess the time needed for a day custodian (one who works at a school site while students are present), the analysis should consider the school site's needs and available cleaning time. These standards allot sufficient time to clean all areas at the school site and follow the cleaning standards of the CASBO Custodial Handbook. Assigning the custodial staff to tasks not assigned in the CASBO formula will result in the postponement or neglect of necessary cleaning.

Based on district information, the district's custodial staffing is 21.75 FTE positions (excluding vacant positions), which is 94.6% of the CASBO custodial staffing formula. (This formula considers the square footage of sites and the number of students, staff, classrooms, offices and general purpose areas). The CASBO formula for custodial staffing is as follows.

Each of the following numbers is added to obtain the total:

- 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 results are divided by four to indicate the number of custodians needed to clean a facility.

This calculated FTE value per site is often impractical for implementation, so a small degree of rounding is used to arrive at a practical staffing level. (For example, 1.9 FTE at a site is not a practical staffing level so it is rounded to 2 FTE.)

Site Name	Actual	Formula	Overage/ Underage
Grand View	1.5	1.57	-.07
Jefferson	2.25	2.33	.08
Lincoln	2.0	1.79	.21
Wilson	2.0	2.14	-.14
Roosevelt	2.0	2.11	-.11
Kennedy	1.75	1.77	-.02
Washington Int.	3.5	3.56	-.06
Dinuba H.S.	5.75	7.15	-1.4
Sierra Vista/Reagan/AE	1.0	.57	.43
Total	21.75	22.99	-1.24

The above results suggest that the district is adequately staffed except for Dinuba High School, where at least 1.24 FTEs should be added. However, FCMAT found little or no standardization among custodial staff for performing the basic functions of custodial work.

A common concern among the district custodial staff, for example, was the age and availability of custodial equipment. Much of this equipment is old and in need of repair, and the older sites lack auto-scrubbing machines for their hard floors. These machines offer significant manpower savings, and the district should consider purchasing them to improve efficiencies for the custodial crews. The fiscal year 2013-14 budget includes some funding for capital outlay; however, the materials and supplies budget seems barely adequate to address the district's custodial supply needs.

Based on FCMAT's review of the custodial equipment inventory, the district should budget for the following equipment for sites, where necessary, over the next few years:

- A shampooer
- A water vacuum
- A floor stripper

Staff members perceive that the delivery of needed custodial supplies and materials is often delayed. The custodial supervisor should explore methods of tracking these requests and evaluating the timeliness of deliveries.

Custodial team cleaning is a program that is site-based and allows team custodians to specialize in specific cleaning tasks. Each school site is divided into five equal cleaning cores by the number of classrooms or by square footage and area. Custodians are specialized in assigned tasks and as a result, are more effective.

Under most team cleaning concepts, each core is deep cleaned thoroughly once per week and the following areas are deep cleaned daily:

- Administration areas
- Library/Media centers

- Restrooms
- Kindergartens

Team cleaning can improve the quality of cleaning throughout school sites because of its specialized nature, the cost of cleaning equipment is reduced, repair costs are lowered, and less equipment is needed. Moreover, significant cost savings can be accrued by having each custodian clean more square footage. For example, in Clovis Unified School District the increased labor output was estimated as follows:

- Elementary school-30,000 sq. ft. (individual custodian) versus 32,000 sq. ft./custodian (team cleaning). Average cleaning time = 14 minutes per classroom.
- Secondary school-37,000 sq. ft. (individual custodian) versus 40,000 sq. ft./custodian(team cleaning). Average cleaning time = 10 minutes per classroom.

However, the success of team cleaning largely depends on how well the team members work together. In the best of circumstances, team members form a cohesive and efficient group. When disharmony exists, production decreases and the supervision of teams may become problematic.

At the time of fieldwork, the district was using custodial teams to perform deep cleaning during summer vacation. The custodial teams were limited to use in the summer months under a side letter of agreement with the district's classified employee association. The district should evaluate the success of the summer team-cleaning program and explore continuing this concept year-round.

## Recommendations

*The district should:*

1. Establish a custodial supervisor position.
2. Add up to 1.0 custodial FTE positions at Dinuba High School.
3. Centralize the supervision and evaluation of custodians under the custodial supervisor, who should share evaluation responsibilities with site administration.
4. Standardize custodial procedures and professional development opportunities throughout the district.
5. Establish an annual budget to properly repair, replace, or supply proper equipment to custodial staff.
6. Develop methods to track and confirm requests for materials and supplies and ensure their timely delivery to requesting sites.
7. Ensure the custodial supervisor discusses the custodial needs of school sites with site administrators, including not assigning custodians noncustodial duties, such as traffic control and yard duty.
8. Explore the use of team cleaning to improve operational efficiency.

## Grounds

Success in grounds management depends largely on unpredictable circumstances such as weather and the vulnerability of plants and pests. It also depends on well-trained personnel with skills in a variety of areas who can maintain educational facility grounds in a visually appealing and environmentally sensitive manner.

Like other maintenance and operations functions, staffing for grounds-related services tends to vary among California school districts. The most common factors affecting staffing levels for grounds crews at individual schools include the following:

- The acreage of the school site
- 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

As of June 2013, the district was staffed with seven groundskeepers and one lead groundskeeper for a total of eight. CASBO does not have a formula for grounds maintenance staffing; however, the Florida Department of Education (FDOE) has performed extensive research in this area and included its findings in a document entitled “Maintenance and Operations Administrative Guidelines for School Districts and Community Colleges.” Few California school districts meet the standard. Nevertheless, the document establishes a formula for the staffing of school district grounds maintenance personnel.

This 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, general grounds functions are performed by school custodians while large open areas and athletic fields are maintained by district grounds crews.

The FCMAT study team visited several school sites and found that most of the grounds appeared well maintained, but a few sites showed signs of neglect, with overgrown lawns, and surrounding shrub beds in need of weeding and plant replacement.

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.

FCMAT was able to obtain precise measurements from the district of the amount of grounds allocated to playfields at each school site in square feet. By applying the Florida Department of Education formula, FCMAT calculates that the district should have 11.39 FTEs to be adequately staffed, or roughly 3.39 more than it has at present. FCMAT estimates that the total annual cost to add one groundskeeper is \$55,320.33.

The calculation is as follows:

District Totals	Divisor	Grounds Staffing - FTE
134.05 Acres	40	3.35
3,441,240 Square Ft.	500,000	6.88
	Plus 1.0 FTE	1.0
		11.23
		< 8.0 >
		3.23

During interviews, grounds crew members reported that the director of maintenance and operations has little involvement with their daily routine. Although the director conveys complaints and requests to the lead grounds person, he has no direct communication with the grounds crew regarding procedures or work schedules. Staff are frustrated that grounds are not maintained at their sites, and multiple requests or complaints must be made before the grounds crew responds. As a result, the Grounds Department spends most of its time trying to catch up on neglected work with little or no time committed to preventive maintenance.

During FCMAT's site visits, no communication occurred between outside contractors and the Grounds Department on construction work that affects the workload. For example, when a contractor breaks a water line, no one communicates this fact to the district staff. As a result, the grounds crew and contractor blame one another instead of working together to find a solution.

The Grounds Department either lacks the appropriate equipment to effectively maintain the district's grounds, or the equipment is old and unreliable. Some small tools have not been replaced in several years, and some crew members lacked the batteries necessary to operate them. Many of the district's hedgers and weed eaters are in disrepair. The district had ordered a new mower at the time of fieldwork.

Although members of the grounds crew are dedicated to improving the overall appearance of the district's grounds, the grounds crew is impaired by excessive absenteeism and the district's inability to repair and/or replace broken or obsolete equipment. The district's budget has no line item for equipment replacement, and groundskeepers use mowers and other equipment that are near or are at the end of their life cycles.

## Recommendations

*The district should:*

1. Consider adopting the Florida Department of Education grounds maintenance staffing formula or other available examples as a general guideline for adding or reducing grounds maintenance personnel.
2. Consider adding up to 3.23 FTE positions in grounds.
3. Establish a grounds equipment replacement budget based on the life cycle of grounds equipment.
4. Stagger the purchases of grounds equipment so that the district can budget for replacement over several years and so that various pieces of grounds equipment do not reach the end of their life cycles at the same time.





## Training and Safety

There is no districtwide safety program and the Maintenance, and Operation Department is out of compliance with many health and safety requirements. Although maintenance and operations staff had the opportunity to receive limited safety training, FCMAT found few written policies or procedures regarding training, safety issues, or departmental protocols.

The district belongs to the Organization of Self Insured Schools for property and liability insurance coverage and works with Keenan, a private brokerage/consulting firm, for workers compensation insurance. Both provide online training and loss control services.

The director of maintenance and operations or other designated manager should develop a standardized training program to bring all district procedures, departments and sites into compliance with federal, state and local regulations. Mandated safety training for maintenance and operations staff should be provided and documented. Training should include the areas included in the maintenance and operations safety training matrix attached as Appendix A to this report.

Monthly safety meetings should also be held for all maintenance and operations staff to improve communication and education and to resolve any outstanding safety issues.

## Recommendations

*The district should:*

1. Implement regular safety training of maintenance, operations and ground staff using a matrix substantially similar to the one attached as Appendix A to this report.
2. Contact Keenan and the Organization of Self Insured Schools for assistance with risk management and safety training.
3. Assign the director of maintenance and operations, or other designee, to hold monthly safety meetings with maintenance and operations staff.
4. Establish a custodial safety program with emphasis on workplace safety and wearing personal protective equipment.



# Energy Conservation

## Aquatic Facilities

FCMAT visited the aquatic facility at Dinuba High School and observed that the pool circulation pumps were not equipped with variable frequency drives, which would allow pump speed to be adjusted during run times to consume less energy. As a result, the aquatic facility pumps run at full speed and consume more energy than required on run times. FCMAT also observed that the type of chlorine product used at the aquatic facility was sodium hypochlorite, which contains approximately 10 percent chlorine and 90 percent sodium chloride salt, sodium hydroxide, sodium hypochlorite and water. The district could save money on chemical additives by using a product with more free available chlorine.

## HVAC

FCMAT visited several school sites and found that although most use automated direct digital control systems, this system is not utilized to its full potential. For example, school site staff did not know how to override the system for immediate occupancy situations and had to contact another staff member to change the temperature settings. Some classrooms were unoccupied, but cooler than others in the same building. The system should be adjusted to provide the same cooling and heating temperatures for the entire building and to provide appropriate temperatures for computer labs and areas with multiple main frame computers.

The air conditioning in several relocatable classrooms stayed on while the facilities were unoccupied. The district should install timers on all HVAC units in these classrooms to ensure air conditioners turn off when the units are unoccupied.

During FCMAT's fieldwork, air conditioner condenser fans rattled and were out of balance. Out-of-balance condenser fans do not operate efficiently, run at lower speeds, and waste energy. Having the heating, ventilation and air conditioning (HVAC) equipment serviced by an outside professional will increase efficiency and result in lower energy use. A licensed professional can also ensure the equipment operates correctly.

## Irrigation

The district's irrigation systems operate during the afternoon when outside temperatures are high, evaporation increases, and saturation decreases. Because of its hot, dry climate, the district should water all fields and planters during the late evening or early morning hours to maximize saturation and save water.

## Lighting

Although district facilities use a combination of incandescent and fluorescent light bulbs, standardizing to fluorescent bulbs would save energy. Moreover, lights were left on in unoccupied classrooms, and classroom doors were open during active air conditioning run times. Classrooms also have many personal appliances such as refrigerators and personal heaters that consume a large amount of energy every year.

## Recycling

Some classrooms have recycle bins and others do not, and in those that do, some bins were full while others were empty. The district should participate in a recycling program and monitor it to quantify how much waste can be recycled to reduce costs.

## Recommendations

*The district should:*

1. Install variable drive frequency modulators on the aquatic facility pumps to reduce energy consumption.
2. Use a product with higher available chlorine to achieve a more efficient cleaning and disinfectant for the pool.
3. Utilize to their full potential the installed products that optimize the energy and operational efficiencies of district buildings with regard to HVAC equipment.
4. Have existing and all future mechanical equipment commissioned for routine maintenance and repairs.
5. Conduct field watering during the late night hours to reduce evaporation and increase saturation.
6. Change all incandescent lights with compact fluorescent lamps or light emitting diodes where applicable and on all future construction projects.
7. Install timers in all relocatable buildings to control the HVAC systems.
8. Participate in a districtwide recycle program and energy conservation program.

# Facilities Planning and Construction

## Long-Range Facilities Master Plan

The district's long-range facilities master plan, dated October 12, 2006, was prepared by School Facility Consultants, Chevron Energy Solutions, and Osborn and is seven years old. Although it is considered the current document, some interviewees indicated that it is out of date and needs to be re-evaluated and updated. However, staff indicated that some in the district do not want the plan to be updated perhaps because of the report cost, the way it may have been implemented, or how projects were constructed and their cost.

Because of the lack of a current short- or long-term facilities plan document, board members, staff and the public do not have a common understanding of facilities plans, state funding eligibility, funding implications and challenges for the future, including meeting long-term debt obligations. If the district considers proposals for bond efforts or other voter-approved funding, it should first discuss these with those affected and approve future facilities goals, missions, funding, and plans.

The 2006 plan, written before the economic recession, includes a recommendation for the construction of a new K-6 elementary school and a new 7-8 intermediate school. It projects an increase of 2,000 new homes over the next 10 years (from 2006-2016) and states that an average of one new student is generated from each new home. Like many documents of that time, the plan also states that "growth is inevitable."

The current plan indicates in its first statement that "On November 10, 2005, the Board of Dinuba Unified School District entered into a Professional Services Agreement with Chevron Energy Solutions to establish a plan for both expanding existing schools and building new schools over the next ten years." Instead, the district opted to use the first and only issuance of Measure T bond funds to date to construct major athletic facilities, such as the Dinuba High School track and field/stadium and the new aquatic center, which replaced an aging and inadequate swimming pool. Approximately \$1 million was expended for the planning and design of a new K-8 school. Energy retrofit projects at various schools were also completed.

Since then, the district, like many others, has been faced with several years of declining assessed valuation and has been unable to issue additional bonds to complete modernization and construction projects at classrooms and other school facilities.

The current plan was published before the passage of Measure T and indicates that these bonds were placed on the ballot to provide classrooms for projected student growth. However, information from the annual report presented to the bond oversight committee on November 5, 2012 and to the governing board on December 13, 2012 indicates that Measure T funds have not been used for that purpose. While the board resolution authorizing the placement of Measure T on the ballot includes upgrading and replacing athletic facilities, the master plan does not mention needs at athletic facilities. The incongruity between what was a priority in the master plan and what was actually constructed as first priority projects may contribute to the perception that a new master plan is not needed because the current one appears not to have been followed. The district administration also indicated that there is general dissatisfaction with the construction of the athletic facilities and the retrofit projects, which are perceived to have high costs and low quality of construction and materials. Dissatisfaction with past vendors should not be an obstacle to expending funds and dedicating staff and consultant time to a new facilities master plan.

After the current facilities master plan was completed and presented in 2006, the district contracted with Chevron for energy efficiency retrofit projects at various campuses. According to district staff, the district also contracted with Chevron to construct various major athletic facilities, including the Dinuba Aquatic Center and the Dinuba High School football field.

The details on past construction projects completed with Measure T and other funds are unclear. The district did not provide FCMAT with documentation on Chevron's involvement with the district's facilities program. Administrative staff stated that the documentation was filed in an organized manner, but newer administrative staff has lacked the time and resources to gather, review, and compile past financial and construction contracts and project files.

Staff members indicated that the district needs new facilities, particularly at the high school. However, the district appears to have insufficient funds for the necessary planning, design and construction of district facilities.

In addition, the facilities master plan includes the construction of two new schools, reconfiguration of grades to a K-6, 7-8, 9-12 model, conversion of Kennedy to a K-6 school, and revision of attendance areas to accommodate projected student enrollment. The district has implemented the grade reconfiguration and conversion of Kennedy (to occur starting fall, 2013), but the economic downturn delayed the need for new schools.

The plan includes *some* elements of what is typically called a high-quality facilities master plan. These elements consist of a discussion of current enrollment, projected enrollment, assessment of current school capacity, including both classrooms and support facilities, and a discussion of projected facilities needs and the required funding. However, the plan lacks details and school-by-school analysis other than a one-page photo and a paragraph describing facility needs at each school. The plan also does not include assessments of facilities and modernization/renovation needs. There is no detail showing how the assumptions, student generation factors, enrollment projections and capacity/unhoused students were calculated. The plan would also have benefited from more detailed tables showing school-by-school classroom count and capacity, school-by-school core facilities and enrollment projections.

While concentrating only on potential growth and projected new facilities, the plan does not include a condition assessment of existing facilities to determine modernization or renovation/replacement needs and projected costs.

The district has modernization projects in line for funding at the Office of Public School Construction, but none of these modernization needs were mentioned in the master plan document. This may also contribute to a perception that a new master plan is not needed because the current one would not have been useful in modernization project planning.

The document also includes an abbreviated discussion of funding, but does not include a full explanation of the different types, their pros and cons, and implications for use. Only one paragraph discusses asset management, and it specifically mentions an emphasis on new construction and obtaining funding for these projects, which is understandable considering projected growth at the time.

A new master plan should use conservative assumptions about funding and growth, but because of when it was written, the current plan overestimates funding from developer fees and the state school facilities program.

## Need for New Long-Range Facilities Master Plan

The outdated current long-range facilities master plan suggests the need to initiate a new process for this document that considers current conditions and changing priorities, facilities needs, and cost estimates as well as funding risks, challenges and opportunities.

The recent economic crisis and projected slow recovery presents a need to update facilities plans, including short- and long-term residential development and enrollment projections. The district contracts with Davis Demographics to perform those functions, and it should continue to annually update those development and enrollment projections.

A new long-range facilities master plan should be a comprehensive analysis of the district's need for new construction and modernization or changes to existing facilities to meet the district's educational goals. The plan should incorporate a period of no longer than seven to 10 years to avoid the more speculative projections of later years. The plan is necessary because of changing board and district priorities and goals, the slower growth rate in residential development, other facilities needs including modernization of current facilities, the need for an asset management program, new educational programs, and new state and regulatory mandates and requirements such as energy efficiency and the Common Core State Standards.

A new plan should take into account the continued changes of the housing market using a low and high range of projected development. It should recalculate the classroom loading standards, considering the changes in the state's class-size reduction program as well as bargaining unit agreements, and the student generation factor for current and new estimated future developments. The plan's assumptions should also discuss the status and likelihood of future state funding considering the lack of discussion of a statewide facilities bond in the near future.

Any new facility master plan could also incorporate discussions of more recent issues, such as any new facility needs based on Common Core curriculum programming, Smarter Balanced Assessment System student requirements, new energy conservation and efficiency goals, and technology needs. A more detailed review and analysis of the modernization needs of existing facilities, including the required upgrades for the Americans with Disabilities Act (ADA), should also be incorporated.

Funding needs, opportunities and challenges should also be included. The document should account for the financial hardship status and include a plan for whether that status should be lifted and if so, specify when. This status requires significant restrictions on local control of capital outlay funds, with severe payback penalties.

The plan should reflect the district's facility priorities and provide the facility goals and program for the future. District implementation of the facility plan goals will increase community trust and support of district goals. Deviations from the plan will occur as conditions change over time. When that happens, the district and board should explain the reasons for the changes. Significant variations from the plan will prompt the need for an updated document. This cycle can occur as often as every three to five years, depending on conditions and level of change. However, the district should carefully evaluate the need for an update because of the cost involved.

## New Master Plan Process

There are various processes for developing and approving a new long-range facilities master plan, but one with maximum openness and involvement from the district and community often results in the most support.

This typically includes assigning a consultant or staff member assigned to lead the process through to board approval. A facilities master plan committee should consist of groups of those

affected, including one or two board members, the district financial officer, the facilities/maintenance director, school site principals, teachers, parents, a student representative, the city planning staff or director, and community affiliated groups, such as athletic leagues. Committee members should be invited and appointed by the superintendent. A working committee may consist of up to 15 members for a district of the size of Dinuba Unified. A larger committee larger will have difficulty conducting business and obtaining consistent attendance from members.

In addition to architectural and facility design experience, the consultant selected to write the report and facilitate the process should have facility planning experience. For this reason, the planning consultant should be familiar with master plans. This consultant could subcontract with an architectural firm to provide the technical facility information.

The consultant should facilitate the committee discussions in a series of meetings on the various sections of the report. This includes providing a background of information on current enrollment and enrollment projections, residential development projections, and existing facility capacity and conditions assessment and a summary of facility accomplishments and construction completed to date as well as other pertinent areas. The committee should also hear and discuss an evaluation of the current plan, review its implementation, discuss the lessons learned, and acknowledge accomplishments to date.

With that background, the facilitator should lead the committee in discussions on district standards for school enrollment size, school grade configuration, class size (student-to-teacher ratio), classroom size (square footage), acreage and core facility standards (including size and quantity of athletic facilities, libraries and media centers, computer labs, kitchens, parking and circulation, and playfields). The discussion should include state standards and the pros and cons of the various district standards recommended. These standards will provide proposed policy recommendations that the board would consider for approval as part of the document.

Other topics of discussion should be any ongoing local issues, unresolved facility issues, and specific areas that the board wants to consider. Pros and cons should included in the document and committee recommendations as needed. Typical examples include grade configuration changes, safety and security standards including the amount of fencing and community use of school facilities during nonschool hours, school size, and standards for core facilities.

New sections that should be considered for inclusion in the document include an energy conservation plan and technology standards for classrooms and the district. Policy recommendations in these areas provide updated guidance and direction for new and modernized facilities and will greatly influence the costs of proposed facilities.

The master plan should have a section on funding, including an explanation of funding options and restrictions for California K-12 public school facilities. It should also include conceptual and typical cost estimates for the facility needs established in the plan and a discussion of current available funds, the proposed shortfall or funding needed, and a discussion of options for funding.

The district has received funding through the state School Facility Program's Financial Hardship program. The district has a disagreement with the Office of Public School Construction on the use of local funds during financial hardship status. An updated long-range facilities master plan should incorporate the district's financial hardship status, including the pros and cons for participating in that program. Because the financial hardship program has highly-structured requirements with payback penalties for noncompliance, it is important to practice fiscal discipline and strictly adhere to the financial hardship rules.



After master plan committee meetings are held, and a draft document is prepared, the board should hear one or more presentations on the master plan contents and recommendations. This can occur in a board workshop. Community meetings can then be held to explain the plan and gather community input before the board considers approval of the document.

The time allotted for the master plan process should be sufficient, typically several months to a year or more. The perception that the process is rushed and that the district did not allow for the input of the community and all those affected will decrease support for facilities planning and any future general obligation bond, parcel tax, or other voter-approved funding efforts.

## Modernization Projects

Existing facilities should be brought to equitable standards. Modernization projects should include a scope that at a minimum consists of the requirements of the Division of the State Architect (DSA), including fire/life safety, seismic safety, and accessibility. The current modernization plans for seven schools are assumed to include that infrastructure, and it is important for those projects to concentrate on the basic infrastructure improvements and avoid being diverted. Modernization plans must be submitted and approved by the DSA before funding is approved by the Office of Public School Construction (OPSC). The district has contracted with HMC Architects and Darden Architects, firms with extensive experience, in the planning, design and regulatory requirements of public school construction. Because FCMAT did not review the plans and scopes of the seven projects as part of this study, the district staff should review the plans with the architects to ensure they follow DSA requirements and district intent.

One of the modernization projects, the Roosevelt Elementary School project, was being constructed during the FCMAT's visit. The six remaining applications for modernization pending with the State School Facilities Program range from \$1.006 million at Lincoln Elementary to \$4.3 million at Dinuba High School. Site visits found that district schools are clean and well-maintained, but old, outdated and in need of major modernization and updating to meet the demands of educational programs, DSA requirements, and protect the district's investments in capital assets.

Because the district has entered into financial hardship status, the small amounts designated for full state funding cannot be augmented by district funds. As a result, these modernization project scopes will likely include only the bare minimum upgrades required by DSA. These future minimum modernization projects will mean that the future modernization and renovation of existing schools should be included in any new facilities master plan.

## Recommendations

*The district should:*

1. Initiate a new long-range facilities master plan process, including a committee of those affected and community input.
2. Ensure the plan process includes the following elements:
  - Steps to evaluate the lessons learned and the accomplishments and continuing challenges of the current 2006 plan.

- A more detailed analysis of the various factors and assumptions than was included in the 2006 plan.
  - An up-to-date discussion of funding expectations and options under current or better economic conditions and growth.
  - A comprehensive analysis of the modernization and facility upgrade needs at district facilities with an emphasis on equity between facilities as well as a projection of needs in the coming decades.
3. Ensure that the district adheres to the State Office of Public School Construction's financial hardship rules and regulations.

# Bond Oversight Committee Functions, Organizational Structure and Staffing

The district has two outstanding general obligation bonds, Measure K and Measure T. Measure K, approved by voters in November, 2002, was for a total of \$14.915 million, and all bonds have been issued. Measure K was approved as a Proposition 39 (of 2000) bond and requires at least annual meetings of a bond oversight committee.

Measure T was a \$37 million general obligation bond approved by the voters on November 7, 2006. According to the bond oversight committee annual report for November 2012, the district has issued approximately \$13 million in Measure T bonds, with about \$24 million remaining. Measure T was also approved under Proposition 39 requirements.

Proposition 39 (parts of which are in California Education Code 15278) requires that “all bond oversight committee proceedings shall be open to the public and notice to the public shall be provided in the same manner as the proceedings of the governing board.”

California Education Code 15278 also requires that, “minutes of the proceedings of the citizens’ oversight committee and all documents received and reports issues shall be a matter of public record and be made available on an Internet website maintained by the governing board.”

It is unclear whether the district was in compliance with these requirements because no agendas of minutes of the Measure K bond oversight committee were made available to FCMAT consultants in hard copy, and no Measure K committee agendas or minutes are posted on the district’ website. Even though these meetings occurred several years ago, it is good practice to maintain them on the district website so the public can have access.

The required annual performance audit report should also be posted on the district’s website, but none appear there.

For the current bond, Measure T, the last annual report to the community from the bond oversight committee was dated July 1, 2011 – June 30, 2012, and board agendas and minutes indicate that the board heard it at its December 13, 2012 meeting. However, this document is not posted on the district website as required by Proposition 39.

That report stated that the board voted to establish the committee in a timely manner, on January 4, 2007 for a November 7, 2006 successful bond election, and members were appointed on February 22, 2007. Because meeting agendas and minutes of the bond oversight committee are not posted on the district’s website, it is unclear when and if committee meetings took place.

The financial portion of the annual report to the community dated July 1, 2011 – June 30, 2012 provides several sections of historical and current financial data. It includes a chronological list of expenditures for 2009-10 only for K-8 school projects, but these specific projects are unknown because they are not listed.

The annual report also indicates that a bond oversight committee annual meeting was held on September 19, 2011, in year four of the bond, and a meeting also occurred in year five, on November 5, 2012. While Proposition 39 requires a minimum of one committee meeting per year, best practices would suggest that meetings occur more frequently, such as quarterly, to update the community and governing board on facilities issues, funding and long-term debt issues, facilities planning, and project anticipated schedules.

District staff report that an annual committee meeting was held in 2008 and 2010; however, no agendas, minutes or other documentation were provided to FCMAT for those meetings, nor are the documents posted on the district's website.

Because the bond oversight committee annual report does not provide an easily understandable overview of all past completed and current project budgets and expenditures, it is difficult to determine the projects completed and their total cost. According to the annual report reviewed by the committee in November 2012, the district has issued approximately \$12 million in bond funds and reports a remaining projected balance of \$12,167.65. A list included in the 2012 annual report includes expenditures from 2009-10 through 2012-13 as well as 2012-13 encumbrances that are not yet expended. However, that list does not provide a full accounting of the \$12 million in bonds issued and the projects funded with these bonds. Expenditures are listed chronologically by vendor with a comment, but not shown in project format. Therefore, it is difficult to determine the projects approved and completed, their original budget, and the actual cost.

District staff could not provide a list of all Measure K and Measure T projects funded by these bond measures to date. It is important to have the facilities staff resources to develop this historical information so that the board, staff and community can be informed. This accountability is part of Proposition 39 requirements.

It is also important for the district to provide an overview by project for the entire Measure T bond, including all planned and current and completed projects, their original budgets, amended budgets, actual costs, and percentage of completion. This list is compared to the revenue planned to fund the facilities program, including any interfund loans and transfers, developer fees, certificates of participation and other long- and short-term debt. Using a one-page overview (that could probably fit on a legal-sized sheet), the report would more accurately show the entire facilities program, actual expenditures, and plans for future projects.

A page in the report titled "Encumbrance Summary September 19, 2011," shows a list of board-approved projects with lump-sum budgets, but no actual expenditures attached to each project. The document includes a budget comparison report that includes the 2012-13 working budget and the 2012-13 actual expenditures, both sections are through November 5, 2012. This type of financial reporting does not provide a member of the committee, community or board with a feasible and clear method of determining whether the district is budgeting and planning correctly or projects are going over budget.

The document also includes a financial activity report for July 1, 2011-June 30, 2012 that is difficult to understand for a layperson, bond oversight committee member or even a governing board member. Reporting that is separated and shown by project over multiple years would provide a clearer way for the public and taxpayer to learn about the facilities program and projects.

The board receives annual reports from the bond oversight committee; however, because of the lack of comprehensive facilities program management, it does not receive a summary of all facilities planning, construction, and funding. It is important for the board to thoroughly understand these issues, especially if long-term debt is issued that may involve general fund payments.

This type of comprehensive reporting could be accomplished in-house by a facilities director or planner or by a competent program manager.

Another set of reports submitted to FCMAT reviewers consists of individual project projected and current project spreadsheets. Staff reports that an architectural firm writes these, but authorship is not included on the reports.

The reports use inconsistent column titles and subtotal and total amounts and titles throughout. There is little or no annotation or explanatory notes, and calculations and summations are inaccurately titled. The reports appear incomplete with many blank line items.

For example, four project sheets, those for Dinuba High School, Jefferson Elementary, Lincoln Elementary and Grandview Elementary, include three differently titled columns. The column titled “Budgeted” is blank except for the bottom-line construction cost. The column titled “Projected” includes line items in various types of costs. The “Actual” column is blank, presumably because the project has not yet occurred.

It is unclear whether the “Projected” means “Budgeted.”

Because the reports are difficult to understand, and the budgets have not been shown, they lack the information needed to evaluate and monitor project budgets versus actual expenditures before, during, and after construction. It is unclear whether any funds have already been expended, because the “actual” columns are all blank. Therefore, the reports lack the information necessary to accurately monitor project costs.

The reports should be revised to include consistent column titles and definitions across all projects. If any expenditures have been incurred, the reports should include them in the “Actual” columns so readers can compare the budgeted/projected with actual expenditures to determine whether projects are over or under budget. This will allow the project team and district staff to the changes necessary to bring projects in line with budgets and available funds.

These project-by-project budget/expenditure reports should be transferred into the overall program summary one-page report. The amounts need to match in all columns. Any program budgeted items, such as program wide legal expenses, contingencies, allowances, and a catastrophic reserve, should also be included in the overall program summary report.

## Recommendations

*The district should:*

1. Assign the district facilities staff or consultants to provide the bond oversight committee and bond program with reports and documents that are more comprehensive, timely, accurate, and understandable. This will ensure compliance with the legal requirements of Proposition 39 (of 2000) and promote better communication and understanding among the board, staff and community.
2. Post all bond oversight committee items, including meeting agendas, minutes and reports to the district website to comply with Proposition 39 and follow best practices.



## Organizational Structure and Staffing

The district has an extensive history of facilities programs and efforts. Even with a relative slowdown in new facility construction activity, many facilities program responsibilities require monitoring and activity. These functions include the long-range facilities master plan and bond oversight committee staffing mentioned above.

Dinuba Unified's facilities efforts include Measure K, a 2002 general obligation bond that is fully issued and expended, and Measure T, a 2006 general obligation bond, with remaining bond authorization and expectations of future facilities projects to be funded from Measure T. The facilities program also includes an active facility use program with the city of Dinuba and other outside groups, management of various unused properties purchased for future school sites, projects and applications pending with the State School Facilities Program (SFP), management of financial hardship status, working with the city to monitor and coordinate on residential development, and planning and future school facility needs. The district also has a construction project at Roosevelt Elementary School during the summer of 2013 consisting of the replacement of portable classrooms with new modular buildings.

Until recently, the director of maintenance and operations was in charge of facilities and reported directly to the superintendent. Last year, the fiscal services officer took over facilities duties, and the director was directed to report to that position. The Facilities and Maintenance departments indicated they spend time collaborating and planning, but these plans often are not implemented as planned, with a potential for working at cross-purposes and/or duplicating efforts. Department managers stated that the director of maintenance and operations sometimes does not follow the chain of command as established by the superintendent. Facilities also reported that when collaboration and planning occur, planning efforts are often frustrated because the maintenance and operations director fulfills requests from school site staff out of the priority order.

For these reasons, facilities projects lack direction, up-to-date knowledge, and initiative. The economic downturn and relatively slow pace of activities in the facilities arena present the opportunity for the district to restructure its consultant outsourcing and in-house capacity.

Because the fiscal services officer has many duties, most of the facilities planning functions have been historically outsourced to a number of consultants. For example, School Facility Consultants was a co-producer of the 2006 facilities master plan. This firm also works on state applications and financial hardship.

Keygent is the district's financial advisor for general obligation bonds, certifications of participation (COPs) and other long-term debt. The district contracts with several architects and construction managers for specific project design and construction administration. A consultant is on-call for general advice and consultation needs for the facilities program, and the district has also used consultants during site acquisition efforts.

Using outside consultants can be a reasonable practice for a smaller school district and for those with a reduced facility program workload because of the economic downturn. This approach allows for flexibility as the level of activity changes and can provide for expertise in specialized fields.

However, no single person or firm, in-house or from outside the district, appears to be in charge of all the facilities functions of planning construction, asset management, funding and financing. A competent program management firm could manage these functions and provide more comprehensive reports and analysis for the governing board, staff and public. The selected firm should have broad expertise in a variety of facilities functions as well as how they fit together.



The district has several options for managing the facilities functions. One is to change the position of director of maintenance and operations to a facilities and maintenance director, adding facilities functions as position responsibilities. Facilities and maintenance are two distinct areas, and the person hired will typically have strengths in one area or the other, but not both. Therefore, the district will need to continue using consultants as needed, particularly a program manager. If the person hired has strengths in maintenance and operations, the district should consider hiring a program manager to oversee the facilities program and become the point person for those activities. If the person is stronger in the facilities area, a maintenance supervisor will be needed.

The need to update the long-range facilities master plan and ensure the facilities program is appropriately managed could suggest that the district should hire a director with strengths in facilities rather than maintenance. The director would require the assistance of an architectural firm or competent program manager to perform school site and facility assessments and provide cost estimate information.

As the economy improves and facilities program needs possibly increase with new schools, the combined director position could be divided, with the employee becoming the facilities director and the district hiring a new maintenance and operations director.

An in-house facilities (and maintenance) director would act as the district representative for state programs and manage the bond program as well as the various activities listed above. However, outside consultants with specialty expertise, such as real estate advisor, a legal advisor, a financial advisor, architects and project or construction managers may still be needed. A program manager will still be necessary to oversee the major facilities planning and construction program and would report to the facilities director.

The fiscal services officer has several functions and does not have firsthand knowledge of the district facilities program. The director of maintenance and operations is familiar with some history, but because he has not communicated this information, it is not shared and utilized as it should be to help the district make decisions. The director of maintenance and operations and fiscal services officer should more clearly delineate duties between them, including the supervisory authority of the officer over the director and responsibility for facilities functions.

## Recommendations

*The district should:*

1. Hire a program manager to oversee the overall facilities bond program, including the planning, timing, funding and construction of new and modernized facilities.
2. Change the director of maintenance and operations position to a facilities and maintenance director who oversees both programs. The district should consider hiring a person with facility planning strengths, using the maintenance supervisor position to oversee maintenance functions.
3. As the economy improves and residential development increases, consider dividing the maintenance and facilities position into two separate positions for adequate staff capacity in each department.



# Staffing Comparisons

Data for a comparison of the district's maintenance, operations and grounds staffing was obtained from three California unified school districts with student enrollment levels similar to Dinuba Unified. In choosing the comparison districts, FCMAT used a list of comparable districts from Ed-Data. The districts surveyed include the Selma, Barstow, and Ramona City unified school districts.

The comparative organizational analysis and staffing information should be viewed as a guideline for appropriate staffing levels, but should consider that California school districts are complex systems that vary widely in demographics, resources, and organization. As an example, this report considers K-12 organizations that share certain functionality within limits such as average daily attendance, revenue computation, or expenditures for staffing, but none of the districts is identical to another. Interpreting staffing needs based on one or two criteria can be misleading if significant circumstances are not considered. Instead, the comparative data should be used with the formulas provided in this report to determine the staffing levels appropriate for the district's unique characteristics.

FCMAT prepared a staffing and organization structure questionnaire and electronically forwarded it to the three districts. All three districts responded, and the comparative group analysis includes a review of FTEs by departments. In addition to gathering quantitative data, the team received qualitative data from these districts on their responses to diminishing revenues over the last four years.

FCMAT's review considered the following issues:

- The grade-level configuration (unified)
- The size 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

## Maintenance

District	Enrollment	Staff	Supervisor	Lead	Deferred Maintenance Contribution	Routine Restricted Maintenance Contribution
Dinuba	6,255	4	0	1	0.0%	3.0% of General Fund (GF)
Barstow	5,234	15	0	0	0.5%	*
Ramona City	5,800	7	0	0	0.0%	1.5% of GF
Selma	6,453	6	2	0	0.0%	2.2% of GF

*\*Barstow Unified never participated in the State School Facilities Program. Therefore, the district is not required to make a contribution to the RRMA.*

## Operations

District	Enrollment	Staff	Day Supervisor	Night Supervisor	Evaluated By	Roving Teams
Dinuba	6,255	23.75	0	0	Principal	No
Barstow	5,234	25.0	0	0	Principal	No
Ramona City	5,800	23	0	0	Director	No
Selma	6,453	38	0	1	Principal with input from custodial supervisor	No

*Barstow Unified has two lead custodians not included in the above totals*

## Grounds

District	Enrollment	Staff	Supervisor	Leads
Dinuba	6,255	7	0	1
Barstow	5,234	5	0	1
Ramona City	5,800	6	0	0
Selma	6,453	7	1	0

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

The Dinuba Unified School District has one lead maintenance worker, and the Selma Unified School District has two maintenance supervisors; however, neither of the remaining two comparative districts have maintenance supervisors or leads.

The principal has the primary responsibility for supervising and evaluating custodians at three of the four comparative districts, but Selma Unified has a nighttime custodial supervisor and Barstow Unified has two custodians acting as leads.

Dinuba Unified has less staffing in maintenance than the comparative districts, but the district's custodial staffing is comparable with two of the comparative districts and significantly less than one. Lastly, Dinuba Unified has approximately the same number of groundskeepers as the comparative districts, but is still staffed below industry standards.

In allocating resources, three of the four districts have continued to budget some percentage of general fund expenditures in the routine restricted maintenance account, despite having the budgetary flexibility to reduce the account to zero. These range from 1.50% of the Ramona City Unified general fund to 2.2% at Selma Unified. Dinuba Unified budgets 3% of the general fund in this account. None of the districts surveyed make a contribution to the deferred maintenance fund except Barstow Unified.

The 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, the LCFF creates base, supplemental, and concentration grants in place of most previously existing funding streams, including revenue limits and most state categorical programs.

Under the LCFF, school districts may no longer be required to make a matching share contribution to the deferred maintenance fund. However, to ensure that the district's investment in capital facilities is protected, the district should continue to budget an amount sufficient to maintain its facilities.

## Recommendation

*The district should:*

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



# Appendices

- A. **Sample Maintenance and Operations Employee Training Matrix**
- B. **Study Agreement**



# 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
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, manholes, 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 7 1/2' 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
Grounds	Grounds Safety	Risk Management Practices, Title 8-3203	Initial Hire	Discretionary

**Training Matrix for Maintenance and Operations Employees**

Applies to (Job Types)	Subject (A-Z)	Legal Reference	Training Frequency	Length
M&O, Custodial, Industrial Tech, Technology	Hand Tools	Title 8-3310, 3426, 3556	Prior to Use	Discretionary
Potentially all employees, employees using or exposes to chemicals in the workplace	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 employee 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



### Training Matrix for Maintenance and Operations Employees

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 Hamful 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	

### Training Matrix for Maintenance and Operations Employees

Applies to (Job Types)	Subject (A-Z)	Legal Reference	Training Frequency	Length
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; &, 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.

**ACCURACY; CONTENT:** FCMAT IS NOT RESPONSIBLE FOR THE ACCURACY OF ANY OPINIONS, ADVICE, REPRESENTATIONS OR INFORMATION CONTAINED IN THE FCMAT PRODUCT(S) (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 FCMAT Products; but FCMAT does not warrant or guarantee that any FCMAT Products 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 FCMAT Products; (c) FCMAT is not advocating the use of any product described in the FCMAT Products (or elsewhere), nor is FCMAT responsible for misuse of a product due to typographical or other errors in the FCMAT Products, your negligence or otherwise; (d) you will use the content included in the FCMAT Products 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 FCMAT Products through your own independent sources.

## Appendix B. - Study Agreement



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**FISCAL CRISIS & MANAGEMENT ASSISTANCE TEAM  
STUDY AGREEMENT  
April 18, 2013**

The Fiscal Crisis and Management Assistance Team (FCMAT), hereinafter referred to as the team, and the Dinuba 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 Dinuba 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 facilities, maintenance, grounds and custodial operations.
  - a. The team will provide comparative staffing data for districts of similar size and structure and make recommendations to improve operational efficiencies that may reduce the district's costs. The comparison will include at least three comparable school districts and may include those used in the district's collective bargaining process.
  - b. The team will review job descriptions for all department positions; evaluate capacity, scheduling, efficiency and functions; and make recommendations for staffing and operational improvements. All

recommendations will include estimated savings or costs for any proposed position reductions or additions. This component will include interviews with district and site employees regarding the level of service the department provides.

- c. The team will evaluate the operational work flow of each function for the facilities, maintenance, grounds and custodial department and make recommendations for improved efficiency and standard industry practices. This component will include the following:
  - i. Evaluate the district's comprehensive maintenance and deferred maintenance plans to support and provide preventive maintenance for all facilities, grounds, and the district's major facilities systems (HVAC, mechanical, plumbing, electrical and structural).
  - ii. Review the district's maintenance work order system for repairs of facilities and equipment to ensure that all maintenance and repairs are completed in a timely fashion and that work order status reports are provided regularly.
  - iii. Review the district's long range facilities plan and provide recommendations for staffing, if any.
  - iv. Evaluate the grounds and custodial service plans for each site to ensure that the tasks and expectations for custodial and grounds employees are clearly outlined and indicate a detailed daily and periodic schedule for cleaning and simple repairs of the facilities. This will include the evaluation of the summer and non-school day programs for specialized cleaning and repairs.

**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, Deputy Executive Officer, Fiscal Crisis and Management Assistance Team, Kern County Superintendent of Schools Office. The study team may also include:

- |                     |  |
|---------------------|--|
| A. Eric D. Smith    | FCMAT Fiscal Intervention Specialist, Project Lead |
| B. John Von Flue    | FCMAT Fiscal Intervention Specialist               |
| C. To be determined | FCMAT Consultant                                   |

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 team member while on site, conducting fieldwork at other locations, preparing and presenting reports, or participating in meetings. The cost of independent consultants will be billed at the actual daily rate based on the provisions of Education Code section 84041.

- 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 \$13,000.**

- 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 (2) 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, to which the district shall upload all requested documents.
  7. 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:

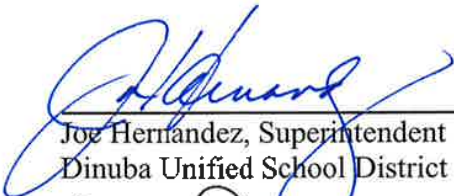
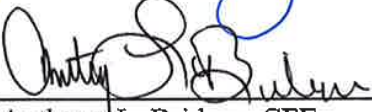
Orientation:	April\May
Staff Interviews:	to be determined
Exit Meeting:	to be determined
Preliminary Report Submitted:	to be determined
Final Report Submitted:	to be determined
Board Presentation:	to be determined, if requested
Follow-Up Support:	if requested

## 7. CONTACT PERSON

Name of contact person: Terry Bradley, District Consultant

Telephone: (559) 595-7200

E-mail: [tbradley@sbcons.com](mailto:tbradley@sbcons.com)

	<u>4-29-13</u>
Joe Hernandez, Superintendent Dinuba Unified School District	Date
	<u>April 18, 2013</u>
Anthony L. Bridges, CFE Deputy Executive Officer Fiscal Crisis and Management Assistance Team	Date