



Internal Audit Report

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District's Custodial Services



Audit and survey results on school cleanliness and sanitation were mixed, but indicate improvements are needed.

September 2007

THE SCHOOL BOARD OF MIAMI-DADE COUNTY, FLORIDA

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August 31, 2007

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Members of the School Board Audit Committee

Dr. Rudolph F. Crew, Superintendent of Schools

Ladies and Gentlemen:

In accordance with the Audit Plan for FY2007-08, we have performed an audit of custodial services at Miami-Dade County Public Schools for the 2006-07 fiscal year. The objectives of the audit were to determine whether custodial services are efficient and effective.

The majority of the school administration, staff, PTSA presidents, parents and students, who responded to our survey expressed satisfaction with the custodial services provided. Nevertheless, the process currently used to allocate custodial services to the different locations in the District could be improved. Also, efficiencies and potential costs savings could be achieved if the amount of square footage maintained by custodians is brought in line with the 19,000 square feet recommended by the Florida Department of Education. Finally, the Department of Plant Operations needs to perform District-required annual sanitation audits.

Our findings and recommendations were discussed with management. We have received responses to our findings and recommendations from management. As always, we would like to thank staff for the cooperation and courtesies extended to our staff during this audit.

Sincerely,

Allen Vann, CPA

Chief Auditor

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EXECUTIVE SUMMARY

This audit was initiated based on the approved FY2007-08 audit plan. During the course of the audit, the news media published a series of stories on sanitary conditions in the District's schools. The reports highlighted the unsatisfactory results from inspections conducted by the Miami-Dade County Health Department between August 2006 and March 2007. It was reported that school facilities had rodent infestation in the kitchen area and throughout the facilities. The reporting cast a negative public perception on the actual sanitary conditions at District's schools.

Our audit objectives were already established and agreed to prior to the media reports. Based on those objectives, we concluded that:

- Management needs to give attention to and improve upon the accuracy, relevance and currency of the information it uses in its Custodial Allocation Formula. To illustrate, 37% of the custodial allocation reviews completed using the Custodial Allocation Formula were based on information that is two (2) or more years old. The data on classroom usage that is included in the formula is inaccurate. Moreover, for 12% of the allocation reviews, the square feet used in the Custodial Allocation Formula did not agree with the square feet information presented for audit. The custodial allocation reviews also need to be completed and forwarded to the District's Budget office by their due date. Each of these conditions impacts custodial staffing levels at each school.
- The average square feet maintained by M-DCPS custodians is lower than the base square feet recommended by Florida Department of Education (FDOE) and the national median square feet published by American School & University Magazine. As a result, efficiencies and potential cost savings may be lost.
- Annual sanitation audits need to be completed as required by District's procedures. At 39 of 59 schools sampled, these audits were last conducted during the 2003-2004 school year.
- While 56 schools reviewed had satisfactory grades from the Miami-Dade County Health Department, three (3) did not.
- Our survey of school administrators and staff, PTA presidents, parents and students about their satisfaction with the cleanliness of schools depicts mixed results. Depending on the group responding, firm overall satisfaction ranged from 49% to 88%. Dissatisfaction ranged from 4% to 28%. By all accounts, restroom cleanliness received the lowest level of satisfaction.
- On average, overall cleanliness and appearance observed by the audit team appears to be better than average. However, the observations yielded mixed

results and highlight the need for improvement in some areas.

- Custodial staff is offered an adequate amount of training. To their credit, except for two, all of the Lead and Head Custodians had the required mandatory training/certification. Custodial staffs' and school site administrators' participation in the other optional training that is offered would be beneficial.

Our detailed findings and recommendations start on page 7 of this report and provide additional information that is integral to understanding the substance and context of the conditions noted above. Based on our audit, we have made 12 recommendations. We have received responses to our findings and recommendations from management and have included those responses in our report.

During the course of the audit, any other matters, which were outside the audit scope that came to our attention were discussed with management.

INTERNAL CONTROLS

Our overall evaluation of internal controls for custodial services is summarized in the table below.

INTERNAL CONTROLS RATING			
CRITERIA	SATISFACTORY	NEEDS IMPROVEMENT	INADEQUATE
Process Controls		X	
Policy & Procedures Compliance		X	
Effect		X	
Information Risk	X		
External Risk			X

INTERNAL CONTROLS LEGEND			
CRITERIA	SATISFACTORY	NEEDS IMPROVEMENT	INADEQUATE
Process Controls	Effective	Opportunities exist to improve effectiveness.	Do not exist or are not reliable.
Policy & Procedures Compliance	In compliance	Non-Compliance Issues exist.	Non- compliance issues are pervasive, significant, or have severe consequences.
Effect	Not likely to impact operations or program outcomes.	Impact on outcomes contained.	Negative impact on outcomes
Information Risk	Information systems are reliable.	Data systems are mostly accurate but can be improved.	Systems produce incomplete or inaccurate data which may cause inappropriate financial and operational decisions.
External Risk	None or low	Potential for damage	Severe risk of damage

BACKGROUND

If properly managed, custodial services can create a sanitary, healthy and safe environment for District students, staff, and parents. The District custodial staff comprise 2472 full-time and 673 part-time custodians. The 2006-07 total annual custodial payroll cost, including fringe benefits was approximately \$89.5 million. Within the custodial staff, there are the following four levels of job classifications and responsibilities:



- Regular Custodian – performs the routine custodial work involving cleaning and maintenance of buildings, facilities, equipment and grounds.
- Lead Custodian – performs same tasks as the regular custodian plus minor supervisory responsibilities.
- Head Custodian – performs same tasks as the regular custodian plus supervises, plans, assigns and schedules the work of custodial personnel.
- Master Custodian – conducts specialized custodial work and provides technical advice and support to administrative and custodial personnel.

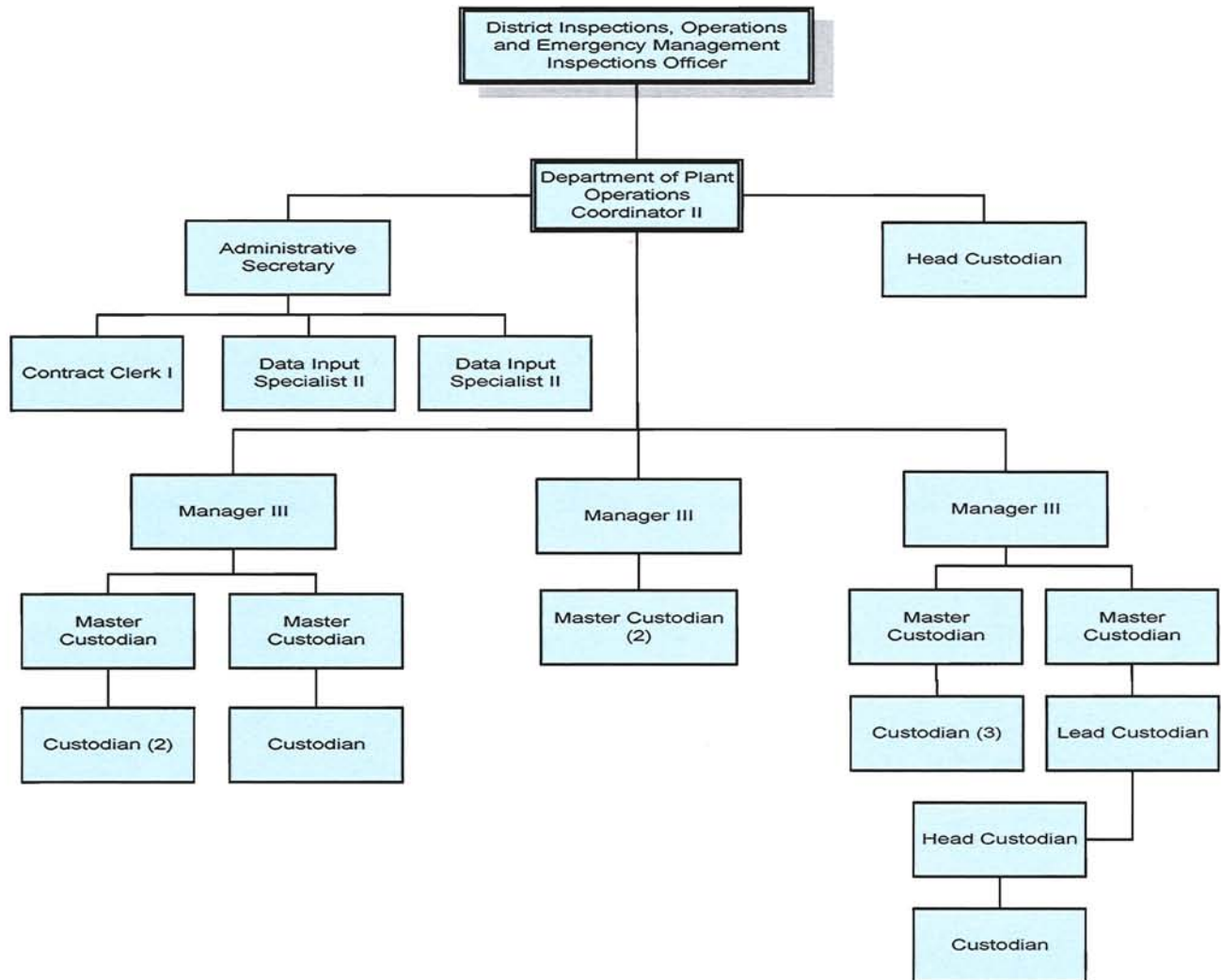
The custodians at each location are divided into two shifts – the morning and afternoon shifts. The morning shift generally runs from 7:00 am to 3:30 pm; except for the Head Custodian, who typically starts at 6:30 am. The afternoon shift runs from 3:00 pm to 10:30 pm. The afternoon shift is usually supervised by the Lead Custodian.

Each school or District site administrator directly supervises custodians assigned to their respective location. The Department of Plant Operations (Plant Operations) supports site administrators by providing custodial staffing allocation reviews and recommendations, hiring, training and certifying custodians.

Plant Operations is a department of District Inspections, Operations and Emergency Management. The department consists of 28 staff positions, including four administrative support staff. (See organizational chart on the next page.)¹

¹ As of the June 30, 2007 there were two master and two head custodian positions open.

Department of Plant Operations Organizational Chart



OBJECTIVES, SCOPE AND METHODOLOGY

In accordance with the FY2007-08 Audit Plan, we have performed an audit of custodial services at Miami-Dade County Public Schools (M-DCPS) for the 2006-07 fiscal year. The objectives of the audit were to determine whether:

- The workload allocation methodology in place optimizes resources and outcomes.
- The metrics used to manage and assess the adequacy of school cleaning programs are adequate.
- District facilities are maintained in a cleanly manner.
- Custodial staff is adequately trained.

The procedures performed to satisfy the audit objectives were as follow:

- Familiarized ourselves with applicable operating manuals, procedures, policies and rules.
- Reviewed Custodial Allocation Formula and supporting documentation.
- Analyzed custodial staffing allocated to all schools and District offices.
- Reviewed total cost of custodial services to the District.
- Examined Facilities Inventory School Houses reports.
- Reviewed beginning of schools visitation reports completed by District administrators.
- Surveyed District administrative and school site employees, students, parents and PTA presidents.
- Reviewed County Health Department Inspection Reports.
- Interviewed relevant District staff.

Our audit was conducted in accordance with generally accepted government auditing standards applicable to performance audits contained in Government Auditing Standards issued by the Comptroller General of the United States of America. This audit included an assessment of applicable internal controls and compliance with requirements of policies, procedures and School Board Rules to satisfy our audit objectives.

FINDINGS AND RECOMMENDATIONS

1. ENSURE ACCURATE AND UPDATED DATA IS USED IN CUSTODIAL STAFF ALLOCATION PROCESS

The District uses a Custodial Allocation Formula to recommend allocation of custodial staff to schools. The Department of Plant Operations (Plant Operations) performs site custodial allocation reviews using its Custodial Allocation Formula. To complete the allocation reviews, Plant Operations sends a Custodial Allocation Recalculation Information Sheet to each school principal.

A review the Custodial Allocation Formula for 59 schools judgmentally selected from different socioeconomic segments throughout the District identified the following deficiencies:

- 1.1 Twenty-two (22) or 37% of the Custodial Allocation Formula were completed using survey information that is two (2) or more years old. In 2004, Plant Operations surveyed all District facilities. However, the dated information gathered in 2004 was used to complete the Custodial Allocation Formula more than two years later. Given that the Custodial Allocation Formula is used to recommend the number of custodial staff that is needed at each school, the appropriate custodial staffing levels may not be budgeted and filled unless accurate allocations are prepared.
- 1.2 The allocation is completed using data provided by school principals. However, this data might not necessarily be what is required to accurately complete the evaluation. For example, in determining whether additional custodians should be allocated to schools with evening and adult programs, the allocation survey sent to principals asks principals to indicate the number of classes currently “scheduled” at the site each day. However, Plant Operations inputs this number into the allocation formula as the number of “classrooms used” weekly. Because of this inexact translation, the results generated from the allocation formula may be inaccurate. This is because the number of classes “scheduled” in the Master Schedule may not equal to the number of “classrooms used,” since classes are sometimes scheduled, then subsequently cancelled. The effect of this condition is that the recommended custodial staffing level could be inappropriate for the school being evaluated.
- 1.3 Plant Operations uses square footage data obtained from the Florida Inventory of School Houses (F.I.S.H) report in completing the allocation reviews. The square feet in 7 or 12% of the allocations reviewed varied from the respective F.I.S.H reports. The administrator in-charge explained that the F.I.S.H is a live document and changes constantly. Therefore, the number used during the review might not be the number on the F.I.S.H. presented for audit. Because Plant Operations does not retain and file the F.I.S.H reports

used to complete the allocation reviews, the review results may be unverifiable.

- 1.4 All 59 Custodial Allocation Formula were completed by Plant Operations after their required due date. The Department of Budget Management School Allocation Plan requires proposed allocations to be submitted to the School Board for approval at the end of March. The Department of Budget Management indicated that each year, Plant Operations has failed to submit the allocation formulas on a timely basis. Consequently, the Department of Budget Management uses the previous year's recommended allocations to generate the current year custodial staff allocations. Documents reviewed showed that allocation formulas for FY2006-07 and FY2007-08 were completed between March and July and between April and May, respectively. This impact the custodial staffing at each school. For example, in some schools the FY2007-08 recommended allocation varied from the budgeted allocation from -3 to +3 custodial staff.

RECOMMENDATIONS

- 1.1 **Survey schools each time the custodial allocation formula is completed to ensure data used to complete allocation is the most current, accurate and complete.**

Responsible Department or Agency: Department of Plant Operations

Management Response: District Inspections, Operations and Emergency Management (DIOEM) staff will evaluate the District's custodial allocation formula and refine the process for compiling necessary site-specific information. Input from School Operations will now be solicited and the Florida Department of Education (FDOE) guidelines will be followed. Internal controls will be instituted to ensure that data used is less than one year old.

- 1.2 **Review the survey sent to Principals to ensure that the information requested is relevant for completing the Custodial Allocation Formula.**

Responsible Department or Agency: Department of Plant Operations

Management Response: The overall process for compiling necessary site-specific information will be refined. The survey form will be revised to ensure that relevant information is requested. The form will also request the actual number of classrooms used per night and week rather than classes held per night and week.

- 1.3 Maintain a complete file of all the documentation used to complete the allocation formulas, including F.I.S.H and other supporting documents.**

Responsible Department or Agency: Department of Plant Operations

Management Response: A complete file with all relevant documentation used to complete each school's allocation formula will be maintained by Plant Operations staff. Periodic internal departmental review by the department supervisor will occur to ensure that this requirement is being met.

The 6% to 10% variance noted in the Audit Report between the square footage used to determine allocations and the actual Florida Inventory of School House (FISH) may be attributable to pending FISH data provided by project architects. DIOEM shall notify the FISH administrator of variances it finds during the allocation review for reconciliation with FISH reports.

- 1.4 Complete the Custodial Allocation Formula and submit it to School Principals and District Budget office by the established due date.**

Responsible Department or Agency: Department of Plant Operations

Management Response: The District's Inspections Officer will request from Budget Management staff the deadlines for submission of Custodial Allocation Reviews. Senior management will follow up with Plant Operations staff to ensure that submission deadlines are met. Plant Operations will provide a report to Budget Management that identifies any pending issues that may affect the accuracy and submission of the allocation reviews by the deadline.

2. REVIEW AND ALIGN CUSTODIAL ALLOCATION FORMULA TO STATE STANDARDS AND NATIONAL BENCHMARKS

The square footage maintained by M-DCPS custodians is lower than the square footage recommended by Florida Department of Education (FDOE) and the national median square footage published by American School & University Magazine.² As a result, efficiencies and potential cost savings may be sacrificed due to custodians being assigned square footage that is less than established State of Florida and national benchmarks to maintain. The following table graphically depicts the number of schools, in the 59 reviewed, where this condition exist.

Comparison of MDCPS to Florida DOE Standard and American School & University National Standard			
"Actual" Custodial Staff	Schools With Custodial Staff Maintaining Less Square Footage Than Standards:	Minimum Sq. Ft. Under Standard	Maximum Sq. Ft. Under Standard
DOE Standard (19,000 sq. ft.)	53	20	10,134
2006-07 National Median Standard (23,408 sq. ft.)	59	613	14,542
2005-06 National Median Standard (25, 173 sq. ft.)	59	2,378	16,307

Comparison of MDCPS to Florida DOE Standard and American School & University National Standard			
"Allocated" Custodial Staff	Schools With Custodial Staff Maintaining Less Square Footage Than Standards:	Minimum Sq. Ft. Under Standard	Maximum Sq. Ft. Under Standard
DOE Standard (19,000 sq. ft.)	56	914	10,514
2006-07 National Median Standard (23,408 Sq. ft.)	59	1,488	14,922
2005-06 National Median Standard (25, 173 Sq. ft.)	59	3,253	16,687

The Custodial Allocation Formula developed by Plant Operations uses FDOE standard 19,000 square feet as the basis to allocate one custodian. In developing its Custodial

² *Coming up Short: 35th Annual M&O Cost Study*, American School & University, April 1, 2006 and *36th Annual Maintenance & Operations Cost Study: Schools*, American School & University, April 1, 2007

Allocation Formula, Plant Operations modifies this base square feet by factors such as acreage, food service programs, exceptional education programs, night classrooms and before/after school care programs. Plant Operations administrator in-charge explained that he modifies the statutorily recommended base square feet because each school has a number of unique circumstances that need to be considered. Chapter 5 of the FDOE's Maintenance and Operations Administrative Guidelines for School Districts and Community Colleges does allow for the FDOE standard 19,000 square feet to be modified for site specific conditions or factors. These factors have a dilutive effect on modified square feet. Therefore, once these factors are applied, the square footage maintained by a custodian can be less than the FDOE standard 19,000 square feet.

According to a recent national survey on school custodial services, published by The American School & University Magazine, the median square footage and acreage maintained by custodial staff for 2005-2006 and 2006-2007 were 25,173 and 23,408, respectively.³

RECOMMENDATION

- 2.1 Reevaluate the Custodial Allocation Formula to determine the extent to which the square feet each custodian maintain could more closely reflect the Florida Department of Education and national benchmarks.**

Responsible Department or Agency: **Department of Plant Operations**

Management Response: The average square footage figures presented in the Audit Report do not consider some common aggravating conditions prevalent throughout Miami-Dade County Public Schools. Factors such as night/community school, extended hours of operation, age of facility, grade levels, special education, and rental of school facilities to community organizations, increase custodial demands and responsibilities thereby reducing the effective custodial square footage ratio.

Further, it is our understanding that the 19,000 square foot allocation used by the Florida Department of Education was established as a reference for funding purposes and does not represent the actual custodial square footage ratio at Districts throughout the state. Similarly, the national median figures cited by American School & University Magazine are a reflection of the amount of expenditures for custodial services and does not consider efficiency and quality of service.

During the upcoming reevaluation of the Custodial Allocation Formula we will perform an analysis to determine how other large urban school districts faced with similar challenges actually deploy their custodial resources.

³ Ibid

3. PERFORM ANNUAL SANITATION AUDITS AS REQUIRED BY OPERATING PROCEDURES

The Maintenance Operations Manual for Site Supervisors indicates that sanitation audits are to be conducted by Plant Operations on an annual basis.

- 3.1 A review of the latest sanitation audits available at 39 of 59 schools sampled indicated that Plant Operations does not perform the required sanitation audits annually. The last year these audits were conducted at these schools was the 2003-2004 school year. According to the department's administration, these sanitation audits have not been conducted at these schools in the past three years due to personnel shortage.

When completed, annual sanitation audits provide valuable information to the administration on the state of a facilities' cleanliness.

Schools, which the Health Department previously cited for sanitation deficiencies, later corrected those deficiencies.

The sanitation audits in question are comprehensive detailed audits specifically addressing sanitation and cleanliness issues and are in addition to the M-DCPS's Department of Safety Comprehensive Safety Inspection, which considers fire safety, casualty and sanitation issues. The Comprehensive Safety Inspection is used to satisfy the District's compliance with Florida Statutes, Chapter 1013. As it relates to assessing sanitary conditions and cleanliness, the Plant Operations sanitation audit appears to be the better instrument of the two mentioned for making such assessment.

During the course of the audit, media reporting highlighted unsatisfactory Health Department Inspection Reports conducted by the Miami Dade County Health Department between August 2006 and March 2007.⁴ It was reported that school facilities had rodent infestation in the kitchen area and throughout the facilities. This reporting cast a negative light on the sanitary conditions at District's schools. It was evident that public perception of the District's schools was negatively impacted.

- 3.2 As part of this audit, we reviewed the latest Health Department Inspection Reports for the 59 schools in our sample and found that 56 had a satisfactory grade. Three (3), however, still had unsatisfactory reports. Eight of the schools highlighted by the media were included in our sample. Our review indicated that six of those schools had been re-inspected and received a satisfactory grade.

⁴ *School inspection: Is Your Child's On the List?*, May 4, 2007. *Deplorable Conditions Found in Dozens of Schools, Officials Say*, May 16, 2007.

The District worked diligently to ensure that schools that received unsatisfactory reports corrected any cited deficiencies.

RECOMMENDATIONS

3.1 Perform sanitation audits on an annual basis to comply with District procedures.

Responsible Department or Agency: Department of Plant Operations

Management Response: The State-mandated cleaning and sanitation inspections are performed by certified inspectors from the M-DCPS Division of Safety and Emergency Management in accordance with Florida Statutes, Chapter 1013 and District procedures. However, audits performed by the Department of Plant Operations are a useful tool that can help better define actual service levels required at each facility and determine whether services are being performed as planned. The audits also assist staff in identifying standards and other criteria for evaluating individual and overall unit productivity.

Plant Operations will strive to perform as many sanitation audits of schools as possible considering the following constraints and competing District priorities:

1. In 2001, Plant Operations was comprised of 44 staff members compared to 28 at the present time. This represents a 36% reduction in staff. During this same period 21 additional schools and dozens of additions have opened to comply with state-mandated class size requirements adding nearly 60,000 new student stations and approximately 3,000,000 square feet.
2. Plant Operations has been called upon to play the lead role in preparing schools for Health Department inspections and directing necessary remedial actions in response to unsatisfactory findings.

3.2 Review the Health Department Inspection Reports for all district schools and ensure corrective measures are taken to comply with satisfactory sanitation standards.

Responsible Department or Agency: Department of Plant Operations

Management Response: District staff at all levels of School Operations, Facilities Maintenance, Plant Operations, Safety, Food and Nutrition and District Inspections, are working collectively to address Health Department inspection deficiencies. All principals have received training along with all Head Custodians and Food Service Managers and all Health Department inspection reports are now compiled centrally by senior District management.

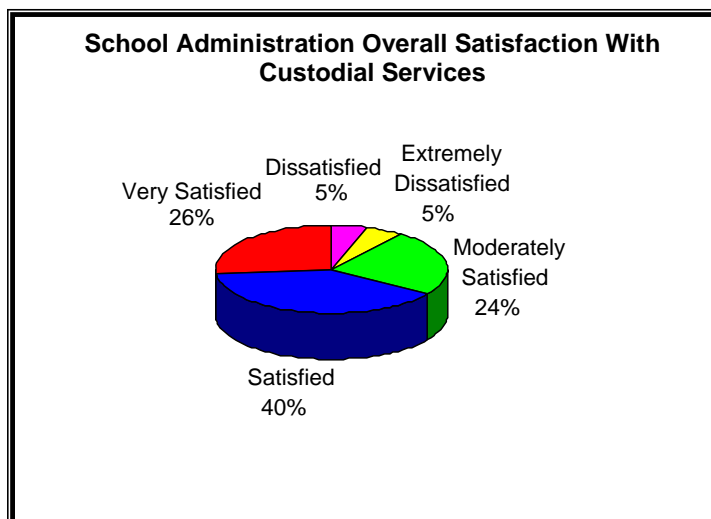
Training for the 2007-08 school year has already begun and additional sessions are planned for all Custodial personnel.

4. CUSTODIAL SERVICES SURVEY RESULTS HIGHLIGHT SOME IMPROVEMENTS ARE NEEDED

During the course of the audit, selected school administration, staff, students, parents and PTSA presidents from 59 schools were surveyed regarding their satisfaction with custodial services in different areas throughout the schools. The survey population consisted of: 59 administrators, 393 school staff, 59 PTSA presidents, 177 parents and 177 students. The survey results and response rate of each is depicted in the following tables.

Survey Satisfaction Results – School Administration Overall Satisfaction With Custodial Services					
	Extremely Dissatisfied	Dissatisfied	Moderately Satisfied	Satisfied	Very Satisfied
Offices	4	3	15	21	16
Restrooms	2	5	14	23	15
Trash Removal	2	1	5	28	23
Corridors	4	2	13	25	15
Windows and Walls	3	5	19	20	12
Elevators and Walls	3	2	16	25	13
Classrooms	4	6	19	15	15
Grounds	3	-	12	28	16

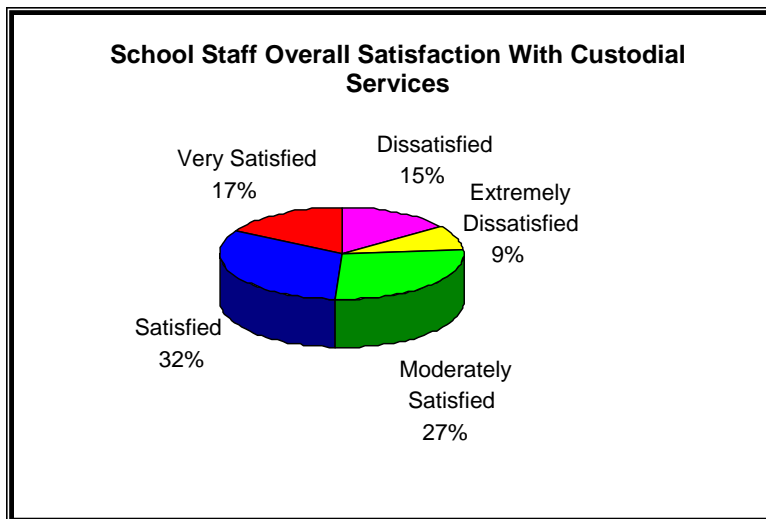
59 Total Responses -100%



Sixty-six percent (66%) of School Administrators are satisfied to very satisfied with their school's overall cleanliness, while 10% are dissatisfied to very dissatisfied.

Survey Satisfaction Results – School Staff Overall Satisfaction With Custodial Services					
	Extremely Dissatisfied	Dissatisfied	Moderately Satisfied	Satisfied	Very Satisfied
Offices	12	19	55	47	24
Restrooms	20	34	49	34	20
Trash Removal	10	15	32	58	42
Corridors	12	16	43	59	27
Windows and Walls	12	28	46	46	25
Elevators and Walls	12	20	38	60	27
Classrooms	27	36	39	37	18
Grounds	6	17	41	65	28

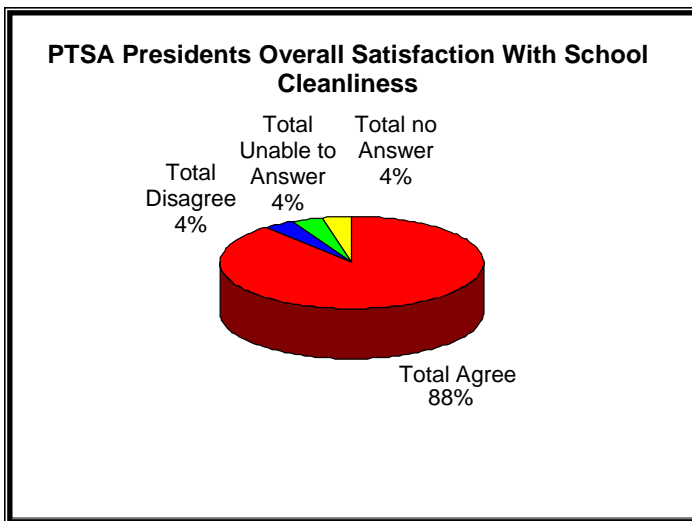
157 Total Responses – 40%



Forty-nine percent (49%) of School Staff are satisfied to very satisfied with their school's overall cleanliness, while 24% are dissatisfied to very dissatisfied.

Survey Satisfaction Results – PTSA Presidents Overall Satisfaction With Custodial Services				
	Agree	Disagree	Unable to Answer	No Answer
Custodial Staff is always courteous and helpful	25	-	1	-
Entryways are kept clean and in good condition	25	-	1	-
Entry rugs and floors are in good condition and are free from materials which may cause slips	25	-	1	-
Main office is clean and organized	26	-	-	-
Classrooms are kept clean and organized	20	4	2	-
Restrooms are in a clean and sanitary condition with enough supplies	17	8	1	-
Cafeteria is kept clean	24	1	1	-
Stairwells and/or elevators are kept clean	16	2	7	-

26 Total Responses – 44%



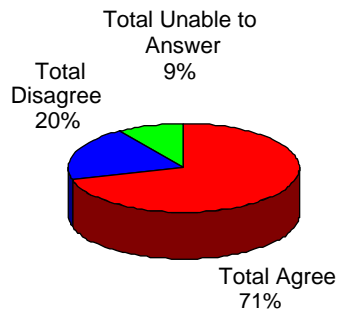
Eighty-eight percent (88%) of PTSA Presidents agree that overall, their schools are clean, while 4% disagrees.

**Survey Satisfaction Results – Parents
Overall Satisfaction With Custodial Services**

	Agree	Disagree	Unable to Answer	No Answer
Custodial Staff is always courteous and helpful	64	5	6	-
Entryways are kept clean and in good condition	68	5	2	-
Entry rugs and floors are in good condition and are free from materials which may cause slips	62	6	7	-
Main office is clean and organized	69	4	2	-
Classrooms are kept clean and organized	58	10	6	1
Restrooms are in a clean and sanitary condition with enough supplies	25	28	21	1
Cafeteria is kept clean	47	11	16	1
Stairwells and/or elevators are kept clean	41	12	21	1

75 Total Responses – 42%

Parents Overall Satisfaction With School Cleanliness



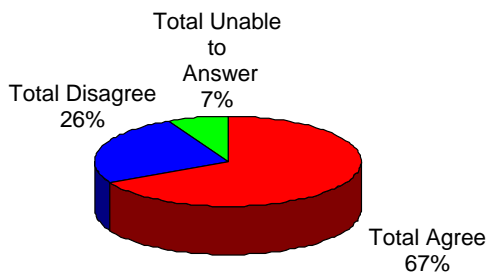
Seventy-one percent (71%) of Parents agree that overall, their child's school is clean, while 20% disagree.

Survey Satisfaction Results – Students
Overall Satisfaction With Custodial Services

	Agree	Disagree	Unable to Answer	No Answer
Main office is kept clean and neat	62	5	3	-
Restrooms are clean and have enough supplies	27	38	4	1
Trash bins are emptied daily	49	10	11	-
Corridors and hallways are generally clean	58	10	2	-
Windows and walls are clean	49	14	7	-
Graffiti is always cleaned up timely	52	8	9	1
Stairwells and/or elevators are clean	43	13	12	2
Classroom is clean and organized	59	11	-	-
P.E. field, playgrounds and basketball courts are clean and in good condition	48	17	5	-

70 Total Responses – 40%

Student Overall Satisfaction With School Cleanliness



For the group that matters most – the Students, sixty-seven percent (67%) agree that overall, their schools are clean, while 26% disagree.

We further analyzed the parents and students survey results across different regions. When asked if custodians in their school are always courteous and helpful, parents in Regions I and II agreed 100%, while parents' agreement in Regions III, IV, V and VI ranged between 70% and 87%. When asked about the conditions of public entryways, parents in Regions I, II and IV agreed 100% that these areas are kept clean and in good conditions. Other Regions' agreement to that statement ranged from 70% to 93%. When asked about the main office's cleanliness and organization, parents in Regions I and V agreed 100% that this area is kept clean and orderly. In other regions, parents' agreement to that statement ranged from 85% to 90%.

Parents and students rated cleanliness of restrooms markedly lower than main office area.

One interesting aspect to highlight is that parents' rating for classrooms cleanliness and organization was lower than the rating for the main office. It is also noteworthy to indicate that when parents were asked



Old furniture accumulated behind kitchen.

if the school restrooms were kept clean and in sanitary conditions with enough supplies, the agreement among the Regions was even lower. For instance, Regions I, IV and V agreed by 50%, 40% and 43%, respectively, Regions II, III and VI agreed by 23%, 10% and 33%, respectively. As far as the cafeteria's cleanliness, the highest agreements were in Regions II, III and VI with 77%, 90% and 80%, respectively. Regions I, IV and V agreed with this assessment by 50%, 30% and 48%, respectively.

Students' answers were similar to their parents. For example, when asked about the main office, the range of agreement among students that the main office is generally clean was at its highest in Region I with 100% and its lowest in Region IV with 78%. The identical percent of the students (i.e., 100% and 78% for Regions I and IV, respectively) also believe their classrooms are clean and organized. However, when students were asked about the cleanliness and supplies of the restrooms at their schools, there was a decrease in agreement that restrooms are clean and adequately supplied. For instance, in Regions I, III and IV, the students agreed by 60%, 40% and 44%. In Regions II, V and VI, students agreed by

Stained and dirty toilet area.



36%, 33% and 36%, respectively. Timeliness of graffiti clean-up was another area surveyed. In this area, students' agreement was highest in region III with 90% and lowest in region II with 55%.



Graffiti filled wall in restroom.



Auditor brought existence of foreign matters in restroom sink to the attention of custodian.

In response to the Custodial Services Survey, school staff added the following comments:

- "Restrooms in my area are rarely if ever cleaned. Usual cleaning and paper and towel replacement are handled by the users."
- "The classroom floor is never washed and waxed. New tile was installed with in the past year and it looks nasty and not well maintained at all. The same holds true for the hallways in the area around my classroom. Some of the main hallways are maintained much better. At times the trash is not picked up from the individual classrooms and the room is never, never dusted. The boards and desk are never washed down -- not even on an extended vacation period."
- "Classroom is dusty."
- "Stairways reek of urine and my floors haven't been done since the beginning of the school year."
- "It just doesn't get done. Like so many of us, they are stretched too thin. There is only one full-time at school during the day and the night shift I don't think does anything. They rush to finish and do as little as possible so that when the last person leaves school at night (principal, assist. Principal) they can kick back and watch TV or go run there errands. It is hard to find good and hardworking help."
- "They need to mop the floors in the classroom, clean the walls, and dump trash. They are very disrespectful, rude and most of all not pleasurable to work with. Some teachers are very threatened by 2 of the custodial staff because of how they enter into their classroom with a loud and rude tone in their voice."

- “The last time my office floor was stripped I did it. That has been three months ago.”
- “Trash left on floor to[o] long and rats are seen because [of] the fact.”
- “This school is filthy. Please come and inspect it. There is trash everywhere. The bathrooms are so nasty; I would not use any of them except the one in the clinic. That one is cleaned by the school nurse. Also there is mold growing on the ceilings of many of the hallways. We need some serious help here.”
- “I was surprised to see that dusting was among the responsibilities of the custodian. I can't remember the last time it looked like my room was dusted.”
- “Restrooms are dirty, no detergent for hands.”
- “Place a duty to be done check list in each classroom where the head custodial and the teacher can check off the next morning.”
- “Create a check list for them to keep up with and for us to check up on as well.”
- “We have a great custodial staff.”
- “I think custodians should sweep and mop the floors daily. Also, they should be required to dust at least once a week.”
- “Provide customer service in-services so that custodians are more receptive to suggestions--and questions about services/tasks.”
- “Teach them how to clean better.”
- “Please ask custodians to sweep/mop rooms at least once in a while!”
- “Some workers are outstanding. They need more materials and more support. Some workers do not do their job. They need replacements. All employees should have higher salaries, then would attract higher quality workers and retain the high quality workers we have.”
- “Yes have people do their jobs and check the buildings where I work.”

“Restrooms are dirty, no detergent for hands.”

“We have a great custodial staff.”

- “Have necessary man power, enough materials, weekly inspections and reprimands for those whom do not adhere to their job requirements.”
- “I feel that the custodial staff does a very well job in keeping our school environment clean and safe for both the students and the staff.”

RECOMMENDATION

4.1 Conduct a detailed survey of all schools and take corrective action towards improving areas highlighted by the survey results.

Responsible Department or Agency: **Department of Plant Operations**

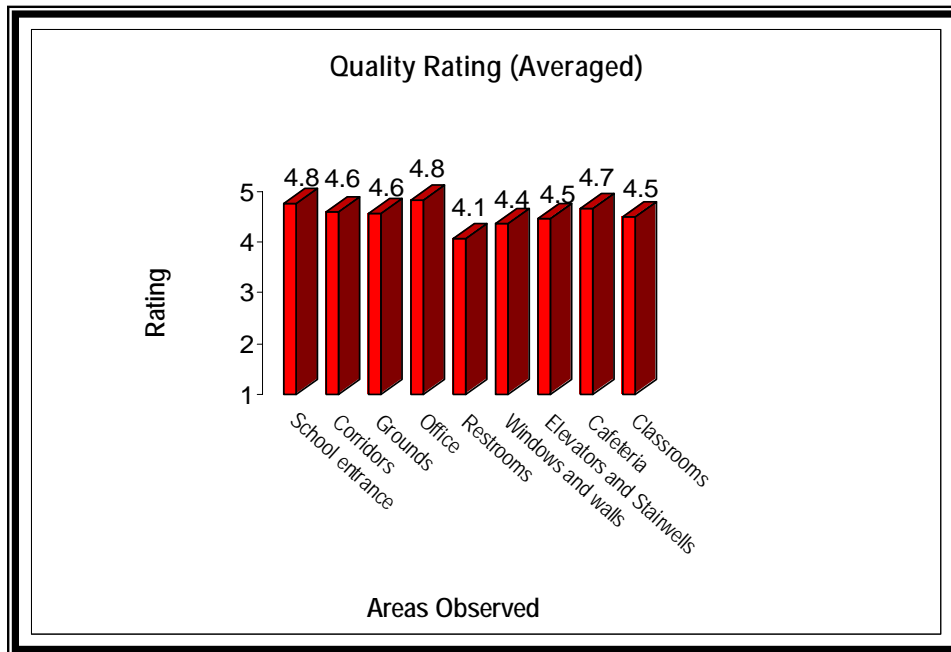
Management Response: DIOEM reviewed the School Climate Surveys for 2003 to 2005 and found that the data was generally consistent with the results for 2005-2006. Cleaning and Sanitation Audits were conducted at several schools that have consistently had below average ratings in areas of cleanliness of restrooms and other school facilities to identify underlying factors that have contributed to the survey findings. Follow-up training and on-site demonstrations for custodial personnel is in progress at the affected schools.

DIOEM will continue to work with School Operations to identify opportunities for improvement at schools with low Climate Survey results and/or at schools with unique challenges. Particular attention will be given to restroom facilities and utilization of information gleaned from the District’s SCRUB Hotline.

5. SCHOOLS' OVERALL CLEANLINESS RATED BETTER THAN AVERAGE, BUT NEEDS IMPROVEMENTS IN SOME AREAS

Throughout the audit, the audit team visited the 59 sample schools and observed the following areas for cleanliness: classrooms, school entrances, corridors, grounds, main offices, restrooms, windows and walls, elevators, stairwells and the cafeteria.

These areas were rated using the Quality Assurance Checklist created by Plant Operations. In each area, we focused on different aspects that reflect cleanliness. For instance, when rating grounds the focus was on the condition of the grass, shrubs and fence line. When rating restrooms, the focus was on the condition of the supplies, mirrors, fixtures, walls and partitions. When rating the main office, the focus was on the condition of the windows, ledges, furniture, etc. For classrooms, we observed the wastebaskets, pencil sharpeners, furniture, equipment, chalk trays, walls, doors, switch plates, windows, ledges, floors and baseboards. When performing the observation, each audit team member was accompanied by either someone from the school administration team or the custodial staff, depending on availability. The results of our observations are depicted in the graph below. A rating of 5 represents the highest degree of cleanliness as determined by each audit team member. A rating of 1 indicates that the area observed is unclean.



As seen in the overall averages, each area was assessed as clean. Note too that consistent with the responses from students and parents surveyed, the restrooms are the least cleanly.

Our observations of the areas above, determined that some schools are very clean and sanitized. However, the general appearance of some schools was problematic and needed improvement in specific areas. For example, the average quality rating for classrooms at specific schools ranged from 3.2 to 5.0. Restrooms at specific schools were rated from 3.0 to 5.0. Listed below are some of the conditions observed and observers' comments.

- Cafeteria windows have cobwebs.
- Trash on school entrance floor, in the field behind the school, and along the fence line.
- Restroom did not have soap or paper towel.
- Boys' restrooms had pungent odor and dirty floors. Custodian indicated bathrooms are cleaned nightly.
- Restrooms were dirty. However, stacked with toilet paper and soap.
- Bathroom did not have soap and window sills were very dirty. The overall appearance of the school was good. However, a few classrooms need the floors stripped.
- Graffiti observed on the north wall of the school entrance as well as in the restroom.
- Graffiti was on restroom walls and partitions. Restroom did not have soap or paper towels.
- Restrooms did not have soap dispenser.
- Classroom desk had graffiti.
- Thermostat clear case cover was dusty and had dirt accumulated inside.
- Restroom did not have soap. Head custodian stated he was unaware of the location of the soap dispenser and therefore, was unable to refill the container. Zone mechanic later informed head custodian that soap was to be added to the container in the closest teacher restroom.



Trash on grounds & at fence

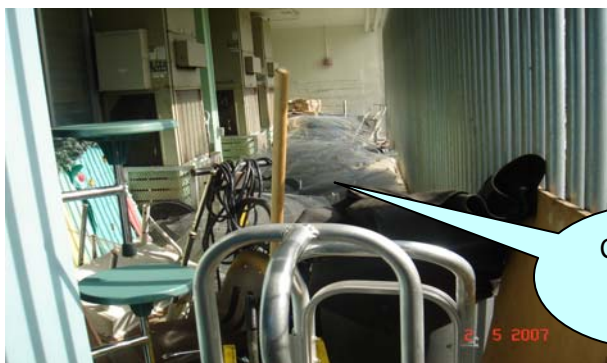


Dirty restroom floor



Graffiti filled student desk

- Old furniture, lawnmower tires and fencing material cluttered behind cafeteria.



Cluttered storage



While assessing the cleanliness of schools, we observed several maintenance related issues that deteriorated the appearance of the school. For instance, at one school individual air conditioning units were replaced. However, the drain pans did not fit the units and this caused water to drain onto the hallways. This condition created a safety hazard.



Water leak & safety hazard



Misaligned drainage connection



Missing ceiling tile

We observed schools with several missing ceiling tiles in classrooms and hallways in addition to holes in bathroom walls. School administration stated that work order requests had been placed to repair these problems. One particular school indicated that although ceiling tiles near a boys locker room had been repaired, students kept breaking them using basket balls.



Hole in restroom wall

During our observations, school administrators were asked the reasons for the conditions highlighted above. In some instances, the school administrators indicated that custodians “should be aware” of their responsibilities. Some administrators added

that there was no excuse why the areas were not cleaned as expected, since an internal checklist was developed to address the custodians' responsibilities. Our review indicated that, except for 8 (14%), all of the schools sampled had such a checklist or inspection form in place. However, since it was internally created, the contents varied by school. Perhaps, a standardize checklist/inspection form should be implemented to ensure all schools meet the same requirements.

RECOMMENDATIONS

5.1 Ensure that each school site supervisor conducts a review of custodial responsibilities with the entire custodial staff.

Responsible Department or Agency: **School Operations**

Management Response: In order to improve the public's perception on the actual sanitary conditions at District's schools, the schools will implement the following actions to properly manage custodial services and promote a healthy and safe environment for District's students, staff and parents.

The Bureau of School Operations has provided an awareness training to all principals, assistant principals and regional center administrators on recognizing maintenance related issues that deteriorate the appearance of schools, appropriate procedures for disposing of obsolete equipment and/or furniture and created an awareness of conditions that create a safety hazard to staff, students and community.

As part of the principals opening of schools, administrators have been required to provide to all faculty and staff, a copy of custodial job and responsibilities, creating an awareness of responsibility to the appropriate individuals. In addition, administrators were directed to conduct conferences with their custodial staff (Head/Lead custodians, etc.) at the opening of schools to review with each their respective duties and acknowledge receipt of receiving a copy of their schedule and job responsibilities for internal office verification purpose.

5.2 Require Head and Lead Custodian to inspect and document work performed by other custodians on a weekly basis.

Responsible Department or Agency: **School Operations**

Management Response: In order to improve accountability over custodial services, principals will access and utilize the Plant Operation provided checklist/inspection form to address the custodian's responsibilities.

The checklist will reflect a comprehensive analysis on the status of the school's cleanliness and assigning the appropriate projects to custodial staff and analyzing maintenance issues that need to be addressed.

The Bureau of School Operations has included those administrators affected in the District's Money Matter Support Program sessions that will focus on maintaining safe and healthy learning environments.

In addition, the principals will be required to hold monthly meetings with their custodial staff to review and evaluate the school's overall appearance for cleanliness utilizing the standards put in place by the Department of Plant Operations.

Regional Superintendent or designee will be responsible for making visual inspections of schools to include exterior/interior cleanliness observations and assist in identifying maintenance issues and serve as the liaison in maintenance matters difficult to resolve at the school site.

5.3 Develop and implement a standardize checklist/inspection form for use by custodians to ensure that all schools meet the same cleaning requirements.

Responsible Department or Agency: Department of Plant Operations

Management Response: For the 2007-08 school year, DIOEM and School Operations developed and implemented an online sanitation inspection checklist to be completed by all school principals. This online tool provides real time information to Region and District management regarding actual conditions at all schools. Training was conducted prior to the start of the school year.

DIOEM is currently developing a comprehensive custodial self inspection checklist for all school sites which will establish metrics that will be evaluated at each school site.

6. PROMOTE INCREASED CUSTODIAL STAFF PARTICIPATION IN OPTIONAL TRAINING

Documentation of training for 534 full-time and 94 part-time custodians was reviewed. Our review concludes that except for two, all of the Lead and Head Custodians had the required training/certification.⁵ Observations related to the following optional training were noted.

- Four hundred twenty-eight (428) or 68% of employees sampled received orientation training.
- Four hundred sixty-five (465) or 74% of the custodial staff sampled completed training such as, Essential Custodial Responsibility, Custodial Refresher, and Beginning and Advanced Environmental Services.
- Only 234 (37%) of the employees sampled completed a leadership class.
- Only 85 (14%) completed a computer literacy class.

When asked about training received, 17 (29%) of the school administrators sampled indicated they had not received training in custodial management. Furthermore, a few who indicated they had received such training stated they would like to receive a refresher course.

The training information was obtained from the following sources:

- Department of Plant Operations
- Individual school administration
- Mainframe personnel application (PERS)
- Staff Development Education System (SDES)

Our review focused mainly on required training for Lead and Head Custodian, such as the leadership training, the State Certification and Master Certification. Other optional training such as orientation training and computer literacy that are applicable to custodial services were also reviewed. Although a number of these training courses are optional, it would seem reasonable that all custodians could benefit from training such as Orientation and Essential Custodial Responsibility. Such training might promote efficiency and effectiveness of custodial services.

RECOMMENDATION

6.1 Initiate efforts to promote increased participation in optional training for custodians and administrators. At a minimum, orientation training should be mandatory.

⁵ A separate matter regarding the qualifications of the two employees associated with this exception was discussed with management and will be reported on in a separate report to be issued in the near future. The matter is outside the scope of this audit.

Responsible Department or Agency: **Department of Plant Operations**

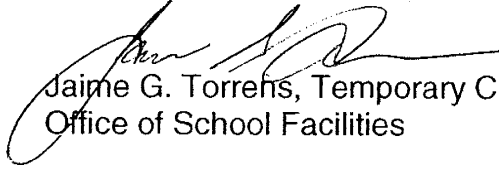
Management Response: A mandatory District custodial training program (Clean Sweep) was conducted for custodians during the 2004-05 and 2005-06 school years. Additional mandatory training focused on sanitation and pest control for principals, custodians and food service personnel was conducted in 2006-07.

Plant Operations is currently developing an updated list of recommended training courses for custodians. The District Custodial Training Committee will review and approve the training program. Priority will be given to orientation classes for new hires and others that have not attended training.

MEMORANDUM

August 31, 2007

TO: Mr. Allen M. Vann, Chief Auditor
Office of Management & Compliance Audits

FROM:  Jaime G. Torrens, Temporary Chief Facilities Officer
Office of School Facilities

SUBJECT: ADMINISTRATIVE RESPONSE TO INTERNAL AUDIT REPORT OF CUSTODIAL SERVICES

The following responds to relevant findings in the above subject report related to responsibilities of the Department of Plant Operations:

RECOMMENDATIONS

- 1.1 Survey schools each time the custodial allocation formula is completed to ensure data used to complete allocation is the most current, accurate and complete.**

Responsible Department or Agency: Department of Plant Operations

Management Response:

District Inspections, Operations and Emergency Management (DIOEM) staff will evaluate the District's custodial allocation formula and refine the process for compiling necessary site-specific information. Input from School Operations will now be solicited and the Florida Department of Education (FDOE) guidelines will be followed. Internal controls will be instituted to ensure that data used is less than one year old.

- 1.2 Review the survey sent to Principals to ensure that the information requested is relevant for completing the Custodial Allocation Formula.**

Responsible Department or Agency: Department of Plant Operations

Management Response:

The overall process for compiling necessary site-specific information will be refined. The survey form will be revised to ensure that relevant information is requested. The form will also request the actual number of classrooms used per night and week rather than classes held per night and week.

1.3 Maintain a complete file of all the documentation used to complete the allocation formulas, including F.I.S.H and other supporting documents.

Responsible Department or Agency: Department of Plant Operations

Management Response:

A complete file with all relevant documentation used to complete each school's allocation formula will be maintained by Plant Operations staff. Periodic internal departmental review by the department supervisor will occur to ensure that this requirement is being met.

The 6% to 10% variance noted in the Audit Report between the square footage used to determine allocations and the actual Florida Inventory of School House (FISH) may be attributable to pending FISH data provided by project architects. DIOEM shall notify the FISH administrator of variances it finds during the allocation review for reconciliation with FISH reports.

1.4 Complete the Custodial Allocation Formula and submit it to School Principals and District Budget office by the established due date.

Responsible Department or Agency: Department of Plant Operations

Management Response:

The District's Inspections Officer will request from Budget Management staff the deadlines for submission of Custodial Allocation Reviews. Senior management will follow up with Plant Operations staff to ensure that submission deadlines are met. Plant Operations will provide a report to Budget Management that identifies any pending issues that may affect the accuracy and submission of the allocation reviews by the deadline.

2.1 Reevaluate the Custodial Allocation Formula to determine the extent to which the square feet each custodian maintains could more closely reflect the Florida Department of Education and national benchmarks.

Responsible Department or Agency: Department of Plant Operations

Management Response:

The average square footage figures presented in the Audit Report do not consider some common aggravating conditions prevalent throughout Miami-Dade County Public Schools. Factors such as night/community school, extended hours of operation, age of facility, grade levels, special education, and rental of school facilities to community organizations, increase custodial demands and responsibilities thereby reducing the effective custodial square footage ratio.

APPENDIX I – Management’s Response

Further, it is our understanding that the 19,000 square foot allocation used by the Florida Department of Education was established as a reference for funding purposes and does not represent the actual custodial square footage ratio at Districts throughout the state. Similarly, the national median figures cited by American School & University Magazine are a reflection of the amount of expenditures for custodial services and does not consider efficiency and quality of service.

During the upcoming reevaluation of the Custodial Allocation Formula we will perform an analysis to determine how other large urban school districts faced with similar challenges actually deploy their custodial resources.

3.1 Perform sanitation audits on an annual basis to comply with District procedures.

Responsible Department or Agency: Department of Plant Operations

Management Response:

The State-mandated cleaning and sanitation inspections are performed by certified inspectors from the M-DCPS Division of Safety and Emergency Management in accordance with Florida Statutes, Chapter 1013 and District procedures. However, audits performed by the Department of Plant Operations are a useful tool that can help better define actual service levels required at each facility and determine whether services are being performed as planned. The audits also assist staff in identifying standards and other criteria for evaluating individual and overall unit productivity.

Plant Operations will strive to perform as many sanitation audits of schools as possible considering the following constraints and competing District priorities:

1. In 2001, Plant Operations was comprised of 44 staff members compared to 28 at the present time. This represents a 36% reduction in staff. During this same period 21 additional schools and dozens of additions have opened to comply with state-mandated class size requirements adding nearly 60,000 new student stations and approximately 3,000,000 square feet.
2. Plant Operations has been called upon to play the lead role in preparing schools for Health Department inspections and directing necessary remedial actions in response to unsatisfactory findings.

3.2 Review the Health Department Inspection Reports for all district schools and ensure corrective measures are taken to comply with satisfactory sanitation standards.

Responsible Department or Agency: Department of Plant Operations

Management Response:

District staff at all levels of School Operations, Facilities Maintenance, Plant Operations, Safety, Food and Nutrition and District Inspections, are working collectively to address Health Department inspection deficiencies. All principals have received training along with all Head Custodians and Food Service Managers and all Health Department inspection reports are now compiled centrally by senior District management.

Training for the 2007-08 school year has already begun and additional sessions are planned for all Custodial personnel.

4.1 Conduct a detailed survey of all schools and take corrective action towards improving areas highlighted by the survey results.

Responsible Department or Agency: Department of Plant Operations

Management Response:

DIOEM reviewed the School Climate Surveys for 2003 to 2005 and found that the data was generally consistent with the results for 2005-2006. Cleaning and Sanitation Audits were conducted at several schools that have consistently had below average ratings in areas of cleanliness of restrooms and other school facilities to identify underlying factors that have contributed to the survey findings. Follow-up training and on-site demonstrations for custodial personnel is in progress at the affected schools.

DIOEM will continue to work with School Operations to identify opportunities for improvement at schools with low Climate Survey results and/or at schools with unique challenges. Particular attention will be given to restroom facilities and utilization of information gleaned from the District's SCRUB Hotline.

5.3 Develop and implement a standardized checklist/inspection form for use by custodians to ensure that all schools meet the same cleaning requirements.

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Management Response:

For the 2007-08 school year, DIOEM and School Operations developed and implemented an online sanitation inspection checklist to be completed by all school principals. This online tool provides real time information to Region and District management regarding actual conditions at all schools. Training was conducted prior to the start of the school year.

DIOEM is currently developing a comprehensive custodial self inspection checklist for all school sites which will establish metrics that will be evaluated at each school site.

- 6.1 Initiate efforts to promote increased participation in optional training for custodians and administrators. At a minimum, orientation training should be mandatory.**

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Plant Operations is currently developing an updated list of recommended training courses for custodians. The District Custodial Training Committee will review and approve the training program. Priority will be given to orientation classes for new hires and others that have not attended training.

Should you have questions or require additional information, please contact Mr. James J. Dillard, Temporary Inspection Officer, District Inspections, Operations and Emergency Management, at 305-995-1550, or me at 305-995-1401.

JJD
M039

cc: Ms. Carolyn Spaht
Mr. James J. Dillard

MEMORANDUM

August 28, 2007

2007 AUG 28 PM 5:00

TO: Mr. Allen M. Vann, Chief Auditor
Management & Compliance

FROM: Freddie Woodson, Associate Superintendent
School Operations

SUBJECT: INTERNAL AUDIT REPORT OF CUSTODIAL SERVICES RESPONSE

In response to the Internal Audit of Custodial Services, which focused on the following; determining the workload allocation methodology; the metrics used to manage and assess the adequacy of school cleaning programs are adequate; that district facilities are maintained in a cleanly manner; and that the custodial staff is adequately trained, School Operations is providing the following response as requested:

RECOMMENDATIONS

5.1 Ensure that each school site supervisor conducts a review of custodial responsibilities with the entire custodial staff.

Responsible Department or Agency: School Operations

Management Response:

In order to improve the public's perception on the actual sanitary conditions at District's schools, the schools will implement the following actions to properly manage custodial services and promote a healthy and safe environment for District's students, staff and parents.

The Bureau of School Operations has provided an awareness training to all principals, assistant principals and regional center administrators on recognizing maintenance related issues that deteriorate the appearance of schools, appropriate procedures for disposing of obsolete equipment and/or furniture and created an awareness of conditions that create a safety hazard to staff, students and community.

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5.2 Require Head and Lead Custodian to inspect and document work performed by other custodians on a weekly basis.

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Management Response:

In order to improve accountability over custodial services, principals will access and utilize the Plant Operation provided checklist/inspection form to address the custodian's responsibilities.

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Regional Superintendent or designee will be responsible for making visual inspections of schools to include exterior/interior cleanliness observations and assist in identifying maintenance issues and serve as the liaison in maintenance matters difficult to resolve at the school site.

If you have any questions, please feel free to contact my office at 305-995-4242.

 FW

FW: CG/sc
M#047

cc: Kathleen Caballero
Regional Center Superintendents
Cynthia Gracia
Regional Directors

The School Board of Miami-Dade County, Florida, adheres to a policy of nondiscrimination in employment and educational programs/activities and programs/activities receiving Federal financial assistance from the Department of Education, and strives affirmatively to provide equal opportunity for all as required by:

Title VI of the Civil Rights Act of 1964 - prohibits discrimination on the basis of race, color, religion, or national origin.

Title VII of the Civil Rights Act of 1964, as amended - prohibits discrimination in employment on the basis of race, color, religion, gender, or national origin.

Title IX of the Education Amendments of 1972 - prohibits discrimination on the basis of gender.

Age Discrimination in Employment Act of 1967 (ADEA), as amended - prohibits discrimination on the basis of age with respect to individuals who are at least 40.

The Equal Pay Act of 1963, as amended - prohibits sex discrimination in payment of wages to women and men performing substantially equal work in the same establishment.

Section 504 of the Rehabilitation Act of 1973 - prohibits discrimination against the disabled.

Americans with Disabilities Act of 1990 (ADA) - prohibits discrimination against individuals with disabilities in employment, public service, public accommodations and telecommunications.

The Family and Medical Leave Act of 1993 (FMLA) - requires covered employers to provide up to 12 weeks of unpaid, job-protected leave to "eligible" employees for certain family and medical reasons.

The Pregnancy Discrimination Act of 1978 - prohibits discrimination in employment on the basis of pregnancy, childbirth, or related medical conditions.

Florida Educational Equity Act (FEEA) - prohibits discrimination on the basis of race, gender, national origin, marital status, or handicap against a student or employee.

Florida Civil Rights Act of 1992 - secures for all individuals within the state freedom from discrimination because of race, color, religion, sex, national origin, age, handicap, or marital status.

School Board Rules 6Gx13- 4A-1.01, 6Gx13- 4A-1.32, and 6Gx13- 5D-1.10 - prohibit harassment and/or discrimination against a student or employee on the basis of gender, race, color, religion, ethnic or national origin, political beliefs, marital status, age, sexual orientation, social and family background, linguistic preference, pregnancy, or disability.

Veterans are provided re-employment rights in accordance with P.L. 93-508 (Federal Law) and Section 295.07 (Florida Statutes), which stipulate categorical preferences for employment.

INTERNAL AUDIT REPORT



Miami-Dade County Public Schools

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