

Institutional Services Division

Evaluation Report

Volume 1

Research and Accountability

Pinellas County Schools

September 2007

Volume 2 contains Appendices

Acknowledgements

As we began to finalize the Institutional Services Division evaluation report, we realized there were a number of professionals who were instrumental in providing assistance and support throughout this evaluation project.

We would like to acknowledge Dr. Michael T. Brannick, Professor of Industrial & Organizational Psychology at the University of South Florida, for his valuable consultation and guidance on the model and instrumentation of this evaluation.

Our thanks to Dr. Mark L. Poteet, president, Organizational Research & solutions, Inc. and Mr. Jaime “Jay” Dorio, doctoral student of Industrial & Organizational Psychology at the University of South Florida for their input and supervision on instruments used in this evaluation, work on the design of the focus group topics, and facilitating the focus groups discussions. Further more our great gratitude to Jay for his diligent work on analyzing data and preparing reports on surveys and the focus groups’ input.

Our sincere gratitude extends to Mr. Mark Vanderwater, Project Management Professional, Faithful + Gould, Inc. Mark had the overwhelming job of reviewing a mountain of construction documents and files. His diligence and thoroughness was outstanding throughout the entire project.

Finally, we would also like to recognize Mr. Theodore “Ted” J. Dwyer, Senior Research Coordinator, Polk County Schools. Ted, employed with Pinellas County School at the time, began working with this project from its very inception and lived with this project until an opportunity to advance his career took him to Polk County. Once settled into his new job duties with the Polk County Schools, Ted was very gracious to continue working with us to the report’s completion, for which we are grateful.

Executive Summary

A comprehensive evaluation of the Institutional Services Division (ISD) was conducted to study the working conditions, the working relationships and work environment of all departments in the Institutional Services Division. The information was collected from all levels of personnel within the Institutional Services Division, within the School system and external customers.

The division is headed by the Associate Superintendent for Institutional Services and staffed with five directors who oversee the operation of the following departments: Food Services, Transportation, Warehouse, and Facilities, which includes Facilities Design & Construction, Educational Specifications, Energy Management, Maintenance, and Real Property Management.

The overarching Evaluation Question throughout the evaluation was what processes and procedures are currently being used within the ISD and what can be done to improve them? This question provided the impetus to ensure that the data collection was done with a wide enough scope to capture the appropriate breadth and depth of information.

The division was being reviewed for restructuring during the course of this evaluation. The evaluation provides recommendations for each department based on the data that was collected. Recommendations for the overall division would concur with the need for restructuring of the division.

The restructuring was informed by input from the data collected by the evaluation team. The restructuring occurred based on managerial needs of the division and were not finalized until after the evaluation team was afforded the opportunity to review the data that had been collected and analyzed up to that point with the individuals responsible for making reorganization decisions.

Some of the division level findings revealed the followings:

- *On average, ISD employees reported a slight amount of role overload, indicating that occasionally they do not have the time to accomplish all of their required tasks, or that they have too much work to do everything well.*

- *ISD employees agreed that the district provides them with some support, and indicated that ISD employees feel that the district cares about their well-being and their general satisfaction at work. On average, ISD employees indicated they feel that their supervisors are helpful in getting the job done, express care and concern for them, and appreciate the work they do.*
- *ISD employees feel that their coworkers are helpful in getting the job done and encourage each other to work together.*
- *Customers of the Institutional Services Division (school based employees) were overwhelmingly satisfied with the performance of the division. With limited exceptions, ISD departments consistently received satisfactory and very satisfactory ratings. Areas for improvement were noted in the work completion and quality of work of the Facilities Design, and Construction department, and the responsiveness, work completion, quality of work, and attitude and appearance of the Transportation department.*
- *The cooperation, support, and the quality of the work product of all departments were rated by the employees of the ISD. With some exceptions, in almost all areas the departments indicated that they were satisfied about the working relationships between them.*

Institutional Services Division Evaluation

Executive Summary	x
-------------------------	---

Table of Contents

Introduction and Background	
Methodology	2
Instruments	4
Results	
Institutional Services Division	
Organization Structure	22
Processes and Procedures	25
Customer Satisfaction	26
Fiscal Practices	32
Jobs	34
Conclusions and Recommendations	38
Facilities Design and Construction	
Organization Structure	39
Processes and Procedures	48
Customer Satisfaction	51
Fiscal Practices	54
Jobs	55
Conclusions and Recommendations	60
Food Services	
Organization Structure	66
Processes and Procedures	71
Customer Satisfaction	72
Fiscal Practices	75
Jobs	76
Conclusions and Recommendations	80
Maintenance	
Organization Structure	81
Processes and Procedures	94
Customer Satisfaction	97
Fiscal Practices	105
Jobs	109
Conclusions and Recommendations	123
Transportation	
Organization Structure	126
Processes and Procedures	134
Customer Satisfaction	135
Jobs	137
Conclusions and Recommendations	142

Warehouse	
Organization Structure	143
Processes and Procedures	144
Customer Satisfaction	147
Fiscal Practices	149
Jobs	150
Conclusions and Recommendations	152

Appendices

Appendix A: ISD Evaluation Plan
Appendix B: ISD Internal Climate Survey
Appendix C: ISD External Customer Satisfaction Survey
Appendix D: ISD Customer Satisfaction Non-School Based Survey
Appendix E: ISD Internal Customer Satisfaction Survey
Appendix F: ISD Focus Groups
Appendix G: ISD Job Diagnostic Survey
Appendix H: ISD Best Practices
Appendix I: Transportation Focus Group 2005 Follow-up Survey
Appendix J: ISD Construction Management Survey
Appendix K: Results Internal Climate Survey
Appendix L: Faith & Gould Review Construction Management Process
Appendix M: Results ISD External Customer Satisfaction Survey
Appendix N: Results ISD Internal Customer Satisfaction Survey
Appendix O: Results External Customer Construction Management Survey
Appendix P: Results Job Diagnostic Survey
Appendix Q: Results FD&C Job Titles and Qualifications
Appendix R: Results Focus Groups
Appendix S: Results Maintenance Customer Satisfaction Survey 2006
Appendix T: Maintenance Vehicle Advertisement
Appendix U: Results Transportation 2005 Focus Groups
Appendix V: Results Bus Driver Comments

References

Introduction and Background

Introduction and Background

A comprehensive evaluation of the Institutional Services Division (ISD) was conducted to study the working conditions, the working relationships and work environment of all departments in the Institutional Services Division. Multiple vectors of information were collected to ensure a broad spectrum of perspectives was included in the evaluation and to ensure that information was consistent across separate venues. The information was collected from all levels of personnel within the Institutional Services Division, within the School system and external customers.

The evaluation consisted of surveys, questionnaires, focus groups, interviews, and document reviews. The evaluation began by meeting with the Associate Superintendent of the ISD and the Superintendent concerning the structure and purpose of the evaluation. Based on this initial input, the evaluation plan was constructed and presented to them to inform them of the depth of information that would be collected in each department of the ISD. A copy of this plan is presented in Appendix A.

One of the driving guidelines provided by the Associate Superintendent of the ISD was the desire to get a complete picture from the employees of the division on improvements of the working environment conditions within the various departments of the ISD. Of particular interest were the Facilities, Design & Construction Department, The Maintenance Department, and the Warehouse Department; these departments required a much more in-depth evaluations. Transportation and Food services, while important, were less of a focus based on the unique position of the food services department with multiple checks and required procedures based on state requirements. The Transportation department, having recently undergone an informal examination in 2005, was identified as a department that needed to have follow up to ensure that the recommended changes had been implemented. Thus, while every department was involved in the evaluation and was included in the surveys, focus groups and other fact finding activities; FD&C, Maintenance, and the Warehouse had more in-depth information collection efforts than Transportation and Food Services.

During the course of the evaluation, planning, and initial data collection, other departments reported to the evaluation team that they had been involved in attempts to examine different aspects of some of the departments within the ISD. The success of this evaluation and the likelihood of gathering useful, valid information were viewed with much skepticism. Additionally, anecdotal reports indicated that some of the departments within the ISD have had a reputation for being uncooperative in providing and sharing information with other departments within ISD and the district.

Methodology

The overarching Evaluation Question throughout the evaluation was what processes and procedures are currently being used within the ISD and what can be done to improve them? This question provided the impetus to ensure that the data collection was done with a wide enough scope to capture the appropriate breadth and depth of information.

The goals of the evaluation provided direction that indicated that the participants in the evaluation would include all of the employees of the ISD, and many other employees within the School district. While information was sought from all ISD employees, it is entirely possible that some did not feel comfortable providing information to the evaluators. This was anticipated during the planning stages of the evaluation and information collected by the evaluation team was collected and recorded in such a manner that the confidentiality of the respondents was maintained. Individual responses and focus group information were aggregated and presented in a manner that removed the identified respondent.

Initially, in order to understand the structure and working relationships of the departments within the division, information was obtained from public resources, such as the website and school board documentations which were readily available to the public. Simultaneously, division climate surveys, Job Satisfaction instruments in the form of the Job Diagnostic Survey (JDS), and information for Best Practices were collected. Each of these data sources served to assist in the compilation of more in-depth questions posed to the department heads. The JDS was collected from the FD&C and Maintenance

departments. Each department received a climate survey for each of their employees with a return envelope and the instructions to send all responses directly to the research department. This was specifically instituted at the direction of the Associate Superintendent of the ISD in order to eliminate the perception that the individual's responses would be reviewed by their supervisors. Focus groups were identified from each of the departments using a stratified, random selection technique. The information which was collected in the focus groups was based on questions generated from responses to the climate surveys and the open ended responses from the JDS. The Best Practices, identified by OPPAGA, were provided to the directors of FD&C and Maintenance; with the request that they respond to the questions and provide their answers to the evaluation team. Documentation from the Maintenance and FD&C Departments were requested for review of procedures and policies. After several rounds of clarification of responses to the OPPAGA questions, the directors of the departments were interviewed by members of the evaluation team to clarify and to ensure that the information provided in the OPPAGA and other data collection responses was accurate and understood in the context of the evaluation.

External experts were contacted to interface with the evaluation at several points. The document review of the Construction Management process was conducted using the bid process to identify qualified and experienced third-parties. Additionally, the amalgamation of the qualitative responses and the focus groups were conducted in collaboration with an Industrial Organizational psychologist from the University of South Florida (USF).

The structure of the evaluation was conceptually identified in five general areas: Understanding of general division processes, existing processes and systems, customer satisfaction, Fiscal Practices, and Employee satisfaction. The Understanding of division processes was accomplished through a review of the existing policies and procedures in the district, the district web site, and responses to the climate survey in relation to the interaction between and within departments. Information concerning the processes and systems used in each department was also collected.

Customer Satisfaction with the division was collected on several different levels. The division has several different departments that rely on each other to one extent or the other, therefore an ISD customer satisfaction instrument was used to provide information on the relationship between departments. Additionally, the ISD is the part of the school system that provides maintenance and construction services to the rest of the school system; therefore, customer satisfaction was sought from school based employees who interface with the various departments in the ISD. Finally, information was sought from the central office of the school board. While some non-school based administrators may not have direct interface with the departments of the ISD, they may be aware of overarching patterns and procedures that may be missed or not understood by those individuals who only deal with the ISD in relation to their school. Additionally, information was sought from the community as it related to those who worked with some of the ISD departments. Information was collected from the Transportation department based on the restructuring and interviews from 2005 to investigate if the changes recommended and planned for had actually been instituted and to collect additional information concerning the current state of the department.

The Job Diagnostic Survey was utilized to collect information concerning the job satisfaction of the employees within the FD&C, Maintenance, Transportation, and Warehouse departments. Information from the JDS contributed to the focus group topics and provided data for comparison to normative information collected from other organizations.

Instruments

Internal Climate Survey (ICS)

The Internal Climate Survey asked employees to respond to 49 items which assessed a series of constructs including organizational stressors (role conflict, role overload, and work demands), organizational supports (perceived organizational support, supervisor support, and coworker support) and work-family conflict.

First, employees read a brief introduction to the survey which informed them of the purpose and the basic structure of the survey questions. Next, employees responded to the series of 49 items by filling in the circle next to the item that represented their response. A copy of this survey is presented in Appendix B. The Internal Climate Survey assessed a total of eight constructs, which previous research has indicated are related.

Organizational Stressors

Stressors examined in the Climate Survey included role conflict, role overload, and work demands. Typically high levels of these stressors serve as indicators of working conditions which are not conducive to effective work situations. Furthermore, employees reporting high levels of these stressors typically report low levels of support variables.

- **Role conflict:** the level to which an individual feels interference in the demands of a role. Specifically, role conflict in an employment setting is indicated when an individual receives incompatible requests from two or more people, receives an assignment without the manpower to accomplish it or adequate resources and materials to execute it.

Role conflict was assessed using eight items developed by Rizzo, House, and Lirtzman (1970). Employees responded to each item and indicated the extent to which they felt the item was true of their jobs. Employees used a seven point scale from 1 (very false), 2 (somewhat false), 3 (slightly false), 4 (neither false nor true), 5 (slightly true), 6 (somewhat true), to 7 (very true).

- **Role Overload:** the degree to which an individual feels overwhelmed by tasks inherent in a role. In an employment situation, an individual who has too much work to do, or is asked to do an amount of work that is considered unfair would be likely to experience role overload.

Role overload was assessed using three items. Employees responded to each item by indicating the extent to which they agreed or disagreed with that item. Employees used a seven point scale from 1 (strongly disagree), 2 (disagree), 3 (somewhat disagree), 4 (neither agree nor disagree), 5 (somewhat agree), 6 (agree), to 7 (strongly agree) to respond.

- **Work demands:** connotes the amount of work an individual is asked to do while on the job.

Work demands were assessed using three items which were based on the work of Aryee, Luk, Leung, and Lo (1999). Employees responded to each item by indicating how often an event occurred on the job. Employees used a seven point scale from 1 (never), 2 (almost never), 3 (seldom), 4 (sometimes), 5 (usually), 6 (almost always), to 7 (always).

Organizational Supports

Support measures assessed in the Climate Survey included perceived organizational support, supervisor support, and co-worker support. Previous research supports that individuals who report high levels of support, whether from the organization, his/her supervisor, or coworkers, report lower levels of stressors as compared to those individuals reporting lower levels of support.

- **Perceived Organizational Support:** the level to which employees believe that their organization appreciates an individual's effort and contributions, and cares about their general satisfaction at work.

Perceived Organizational Support was assessed using eight items from a scale developed by Eisenberger, Huntington, Hutchison, and Sowa (1986). Employees responded to each item by indicating the extent to which they agreed or disagreed with that item. Employees used a seven point scale from 1 (strongly disagree), 2 (disagree), 3 (somewhat

disagree), 4 (neither agree nor disagree), 5 (somewhat agree), 6 (agree), to 7 (strongly agree).

- **Supervisor support:** the amount of assistance and cooperation an individual feels is provided by their supervisor, as well as the degree to which employees believe that their supervisor cares about and appreciates them, gives them credit for the things they accomplish, and helps them get the job done.

Supervisor support was assessed using ten items developed by Baruch-Feldman, Brondolo, Ben-Dayana, and Schwartz (2002). Employees responded to each item by indicating the extent to which they agreed or disagreed with that item. Employees used the same seven point scale discussed above from 1 (strongly disagree) to 7 (strongly agree).

- **Coworker support:** the extent to which an individual's coworkers provide assistance and support, are friendly and helpful in getting the job done, and take a personal interest in an individual.

Coworker support was assessed using seven items also developed by Baruch-Feldman et al. (2002). Employees responded to each item by indicating the extent to which they agreed or disagreed with that item. Employees used the same seven point scale discussed above from 1 (strongly disagree) to 7 (strongly agree).

Work-Family Conflict

Work-family conflict is a type of inter-role conflict that occurs when the expectations and demands of work and family roles are incompatible with each other to some degree. Work-family conflict is considered bi-directional in nature; conflict can arise in the work domain (work interferes with family) or in the family domain (family interferes with work).

- **Work Interfering with Family Conflict:** the degree to which employees feel that demands of work make fulfilling their family responsibilities more difficult.

Work interfering with family was assessed using five items developed by Netemeyer, Boles, and McMurrian (1996). Employees responded to each item by indicating the extent to which they agreed or disagreed with that item. Employees used the same seven point scale discussed above from 1 (strongly disagree) to 7 (strongly agree).

- **Family Interfering with Work Conflict:** the extent to which employees feel that their family responsibilities hinder their ability to complete job-related tasks.

Family interfering with work was also assessed using five items developed by Netemeyer et al. (1996). Employees responded to each item by indicating the extent to which they agreed or disagreed with that item. Employees used the same seven point scale discussed above from 1 (strongly disagree) to 7 (strongly agree).

Internal Climate Survey Psychometric Properties

After the administration of the survey, basic psychometric properties of the Internal Climate Survey were assessed to ensure that the survey captured the responses of the employees' reliably. Results of the analyses suggested that the Internal Climate Survey very reliably captured the employees' responses across each construct assessed by the survey.

Due to the high numbers of individuals from specific jobs, analyses were conducted within each department which focused on these groups of employees. For example, in the Food Service department, separate analyses were conducted for Food Service Employees and Food Service Management.

Climate Survey Administration

In December 2006 and January 2007, the department of Research and Accountability created and administered an Internal Climate Survey. This survey was sent to employees of the Institutional Services Division along with a request for their participation. All available ISD employees were invited to participate in the survey.

Survey packets were sent via inter-office mail (the pony) to locations throughout the district; the packets were either personally addressed to the intended recipients or were addressed to supervisors who then handed out surveys to their subordinates. Pre-labeled return inter-office mail (pony) envelopes were provided with each survey and were used by the respondents to return their completed surveys to the department of Research and Accountability. This procedure, which was explained in a brief memo attached to the survey, allowed participants to respond to the items contained in the questionnaire anonymously. Furthermore, this procedure allowed participants the freedom to express themselves as they desired without fear of their supervisor or any other employee having access to their responses.

A total of 1,376 employees responded to the survey invitation and completed the survey, including employees in Food Service, School-Based Positions, Maintenance, Transportation, Cafeteria, Clerical, Warehouse, FD&C, and Real Property and Planning departments. The distribution of employees completing the Climate survey appears in Table 1 below.

Table 1: Distribution of employees completing Climate Surveys by department

<u>Department</u>	<u>Number of Employees Responding</u>
Food Service	334
School Based	306
Maintenance	195
Transportation	182
Cafeteria	94
Clerical	37
Warehouse	29
FD&C	8
Real Property and Planning	4
No Department Listed	187

Other than job position, no other demographic data was collected thereby ensuring the anonymity of the customers.

Customer Satisfaction Surveys

Customer Satisfaction; School-based Survey.

The External Customer Satisfaction Survey (a copy in Appendix C) asked customers to rate the quality of work, responsiveness, attitude and appearance, work completion, and their overall satisfaction with several departments within the IS division including:

- Institutional Services Business Department
- Area Maintenance Supervisor
- Area Plant Supervisor
- Energy Management Office
- Facilities, Design, and Construction
- Maintenance
- Food Services
- Real Property Management
- Transportation
- Warehouse

First, customers read a brief introduction to the survey which informed them of the purpose and the basic structure of the survey questions. Next, customers entered their job title by either selecting it from a list of available options or typing it. Customers next indicated if they had ever worked with each of the departments listed above. If a customer indicated that he/she had worked with the specified department, a list of questions was displayed that asked the customer to indicate his/her level of satisfaction with the quality of work, responsiveness, attitude and appearance, work completion, and his/her overall satisfaction with the specified department. Customers could indicate that they were very satisfied, satisfied, unsatisfied, or very unsatisfied with the specific

department's performance. Additionally, customers were provided with the opportunity to type comments about each department if they chose to do so.

After the administration of the survey, basic psychometric properties of the External Customer Satisfaction Survey were assessed to ensure that the survey captured the responses of the customers' reliably. Results of the analyses suggested that the external customer satisfaction survey very reliably captured the customers' responses across each department assessed by the survey.

Customer Satisfaction; School-based Survey, Administration.

In November and December 2006, the department of Research and Accountability created and administered an External Customer Satisfaction Survey. This survey was placed on an internet based survey administration system. An invitation was sent to customers of the Institutional Services Division (i.e., employees of the Pinellas County School District to the Division) to participate in the survey. Those customers invited to participate were located at schools and included those individuals who were most likely to have had contact with Institutional Services Division employees.

A total of 365 customers responded to the survey invitation including: eighty-six (86) principals, sixty-nine (69) school secretaries, sixty-six (66) assistant principals, fifty-four (54) cafeteria managers, thirty-one (31) plant operators, and twenty-eight (28) head plant operators, among others. Other than job position, no other demographic data was collected thereby ensuring the anonymity of the customers. Furthermore, only findings at an aggregate level are reported.

Customers who participated in the External Customer Satisfaction Survey were provided an internet link to access the survey and were required to log-in to the system.

Customer Satisfaction - Non-school Survey.

Research and Accountability created and administered a customer satisfaction survey to Non-school based employees of the Pinellas County Schools. An invitation was sent to employees to participate in the Customer Satisfaction Survey. Those employees invited to participate were located at central administration building and included those individuals who were most likely to have had contact with Institutional Services Division employees. A copy of the survey is presented in Appendix D.

The customer satisfaction survey asked employees to rate the quality of work, responsiveness, attitude and appearance, work completion, and their overall satisfaction with several individuals/departments within the IS division including:

- Institutional Services Business Department
- Area Maintenance Supervisor
- Area Plant Supervisor
- Energy Management Office
- Facilities, Design, and Construction
- Maintenance
- Food Services
- Real Property Management
- Transportation
- Warehouse

First, employees read a brief introduction to the survey which informed them of the purpose of the survey and the basic structure of the survey questions. Next, employees entered their job title, by either selecting their job title from a list of available options or typing it. Employees next indicated if they had ever worked with each of the individuals /departments listed above. If an employee indicated that he/she had worked with the specified individual/department, a list of questions was displayed that asked the employee to indicate his/her level of satisfaction with the quality of work, responsiveness, attitude

and appearance, work completion, and his/her overall satisfaction with the specified department. Customers could indicate that they were very satisfied, satisfied, unsatisfied, or very unsatisfied with the specific department's performance. Additionally, customers were provided with the opportunity to type comments about each department if they chose to do so.

A total of 365 customers responded to the survey invitation. Furthermore, only findings at an aggregate level are reported.

Customer Satisfaction; Division Survey.

The Internal Customer Satisfaction Survey (Appendix E) asked division employees to rate the cooperation, communication, support (management), timeliness, and quality of work product of several departments within the IS division including:

- Institutional Services Business Department
- Area Maintenance Supervisor
- Area Plant Supervisor
- Educational Specifications
- Energy Management Office
- Facilities, Design, and Construction
- Food Services
- Real Property Management
- Transportation
- Warehouse
- Maintenance

First, customers read a brief introduction to the survey which informed them of the purpose and the basic structure of the survey questions. Next, customers entered their job title in a space provided. Customers then indicated their level of satisfaction with the cooperation, communication, support (management), timeliness, and quality of work

product of each department. Customers could indicate that they were very satisfied, satisfied, unsatisfied, or very unsatisfied with the specific department's performance. Customers could indicate whether they had worked with the specified department or not. Additionally, the employees were asked to choose three departments within the Institutional Services that they have worked with the most and rate their satisfaction with those departments.

After the administration of the survey, basic psychometric properties of the Internal Customer Satisfaction Survey were assessed to ensure that the survey captured the responses of the customers' reliably. Results of the analyses suggested that the Internal Customer Satisfaction Survey very reliably captured the customers' responses across each department assessed by the survey.

Additionally, due to the large numbers of internal customers responding, it was possible to compare the responses of the customers by department. Therefore, responses summarized below are first described for the entire group of customers responding. Then, noteworthy exceptions by department are noted.

Customer Satisfaction; Division Survey Administration.

In December 2006 and January 2007, the department of Research and Accountability created and administered an Internal Customer Satisfaction Survey. This survey was sent to internal customers of the Institutional Services Division (i.e., employees of the Pinellas County School District within the Division) who were invited to participate. An effort was made to invite all available ISD employees to participate in the survey.

Survey packets were sent via inter-office mail (the pony) to locations throughout the district, and were either personally addressed to the intended recipients, or were addressed to supervisors who then handed out surveys to their subordinates. Return inter-office mail (pony) envelopes were provided with each survey and were used by the respondents to return their completed surveys to the department of Research and

Accountability. This procedure, which was explained in a brief memo attached to the survey, allowed participants to respond to the items contained in the questionnaire anonymously. Furthermore, this procedure allowed participants the freedom to express themselves as they desired without fear of their supervisor or any other employee having access to their responses.

A total of 1,321 ISD employees responded to the survey invitation and completed the survey, including employees in Food Service, school-based positions, Maintenance, Transportation, Cafeteria, Clerical, Warehouse, FD&C, and Real Property departments. The distribution of employees across departments responding to the Internal Customer Satisfaction Survey appears below in Table 2.

Table 2: Distribution of employees completing the Internal Customer Satisfaction Survey by department

Department	Number of Employees Responding
Food Service	328
School Based	283
Maintenance	198
Transportation	175
Cafeteria	94
Clerical	39
Warehouse	29
FD&C	8
Real Property / Planning	4
No Department Listed	163

Other than job position, no other demographic data was collected thereby ensuring the anonymity of the customers. Furthermore, only findings at an aggregate level are reported.

Focus Groups

Focus Group Topics

Working collaboratively with members of the department of Research and Accountability, independent facilitators from the University of South Florida developed a list of topics relevant to Institutional Services Division employees. These main topics were then translated into a list possible focus group questions. To maintain consistency across each focus group, four (4) key focus group questions were selected and were employed by the focus group facilitators to guide the discussions of each focus group. The four key questions included:

- What do you like about working in your department?
- What are the strengths of your department?
- What are the problems in your department that need to be improved?
- What can be done about the problem areas you have identified?

Furthermore, when necessary, focus group facilitators posed additional questions to focus group participants including questions dealing with job satisfaction, communication, relationships, work-related issues, and leadership. A full list of all possible focus group questions is presented in Appendix F.

Focus Group Administration

From January 17th through January 29th the Evaluation team planned, administered, and executed focus groups of employees from within the Institutional Services Division. A focus group is essentially a group interview in which candid, unsolicited information is gathered during an open forum. A facilitator guides the interview, while a small group of participants discuss the topics brought up by the facilitator.

Twenty (20) focus groups were conducted and included employees from a variety of departments within the Institutional Services Division including: Maintenance (11 focus groups), Transportation (3 focus groups), Warehouse (1 focus group), Food Services (1 focus group), Facilities Design and Construction, Real Properties (1 focus group), Painting, and Pest Control (1 focus group). Clerical employees were also included in two (2) separate focus groups.

Employees from each department within the Institutional Services Division were randomly selected by a member of the department of Research and Accountability to participate in the focus groups, and therefore were equally likely to be selected for participation. Additionally, those employees who expressed a special interest in participating in the focus groups were also selected for participation.

Focus groups were held at the Pinellas County School Board Administration Office, the Walter Pownall Service Center, and the Gus A. Stavros Institute. Participation in the focus groups was considered a normal work activity, and employees could be reimbursed for mileage if they used a personal vehicle. Independent facilitators from the University of South Florida conducted each focus group and guided the discussions with a predetermined list of topics.

Job Diagnostic Survey

The Job Diagnostic Survey (JDS) is a well-known and widely employed survey of job characteristics. The JDS, developed by Hackman and Oldham, has been employed in a variety of settings since its original development in the early 1970's. The authors have assembled an extensive collection of normative data which is used for comparative purposes.

The short form of the JDS was developed to facilitate the use of the JDS in applied settings. The short form contains five sections: section 1 (7 items), section 2 (14 items), section 3 (7 items), section 4 (14 items), and section 5 (11 items). Sections 1 and 2 assess

the general work characteristics of skill variety, task identity, task significance, autonomy, feedback from the job itself, feedback from agents, and dealing with others. Section 3 assesses affective responses to the job and includes general satisfaction, and internal work motivation. Section four assesses specific satisfactions an employee may have with his/her job and includes satisfaction with: pay, security, social interaction, supervisor, and growth. Finally, section five asks employees to indicate the amount of specific job characteristics they would like to have in their jobs. A copy of the JDS is presented in Appendix G.

After the administration of the survey, basic psychometric properties of the JDS were assessed to ensure that the survey captured the responses of the employees' reliably. In general, the reliability of the survey instrument fell within the typical guidelines for such an instrument, indicating that employees' responses were consistent across the specific subscales assessed by the survey.

Composite Job Dimensions

- Skill Variety: "The degree to which a job requires a variety of different activities in carrying out the work, which involve the use of a number of different skills and talents of the employee."
- Task Identity: "The degree to which the job requires the completion of a 'whole' and identifiable piece of work – i.e., doing a job from beginning to end with a visible outcome."
- Task Significance: "The degree to which the job has a substantial impact on the lives or work of other people – whether in the immediate organization or in the external environment."

- Autonomy: “The degree to which the job provides substantial freedom, independence, and discretion to the employee in scheduling his work and in determining the procedures to be used in carrying it out.”
- Feedback from the Job Itself: “The degree to which carrying out the work activities required by the job results in the employee obtaining information about the effectiveness of his or her performance.”
- Feedback from Agents: “The degree to which the employee receives information about his or her performance effectiveness from supervisors or from co-workers.”
- Dealing with Others: “The degree to which the job requires the employee to work closely with other people (whether other organization members or organizational ‘clients’).”
- General Satisfaction: “An overall measure of the degree to which the employee is satisfied and happy in his or her work.” (Pay Satisfaction, Security Satisfaction, Social Satisfaction, Supervisory Satisfaction, and Growth Satisfaction)
- Internal Work Motivation: “The degree to which the employee is self-motivated to perform effectively on the job.”

Job Diagnostic Survey Administration

In November 2006, the Research and Accountability department administered the Job Diagnostic Survey (JDS – short form, Hackman & Oldham, 1974) to 347 employees in the IS division of the Pinellas County School Board. Employees in Maintenance (251 employees), Vehicle Maintenance (60 employees), Warehouse (26 employees), and Facilities Design, and Construction (10 employees) departments completed the survey.

An individual from the Research and Accountability department and a contract employee hired for the execution of this project administered the survey to employees. Employees typically completed the survey before the start of their work day or at pre-determined time points during their day. Data collections took place at the Pinellas County Schools' Walter Pownall Service Center Complex as well as at the Facility Services Meeting Room (Annex) and the Sites Meeting Room (Annex).

A member of the Research and Accountability department explained the intended purpose of the survey and fielded questions at each data collection. Participating employees were given the two page JDS survey as well as a blank sheet of paper upon which they were encouraged to write comments if they so desired. No personally identifying information was collected, so therefore all data collected is anonymous. Furthermore, only findings at an aggregate level are reported.

Best Financial Practices

The Florida Office of Program Policy Analysis and Government Accountability (OPPAGA) is a special staff unit of the Legislature created by state law under the oversight of the Joint Legislative Auditing Committee. OPPAGA examines agencies and programs to improve services and cut costs when directed by state law, the presiding officers, or the Joint Legislative Auditing Committee. OPPAGA and the Auditor General developed Best Financial Management Practices for Florida school districts. To develop the best practices, OPPAGA and the Auditor General conducted an extensive literature review; interviewed education finance experts, representatives from professional organizations, and educators in other states; and collaborated with a variety of education stakeholders in Florida.

A more detailed description of the OPPAGA may be found on: <http://www.oppaga.state.fl.us/reports/reports.html>

A Best practices questionnaire (a copy is in Appendix H) to gather preliminary information from FD&C and Maintenance departments concerning the activities that the district engaged in as they relate to the best practices. After collecting the initial

information, an interview guided by the remaining questions was conducted with the directors.

Interview

A series of guided, semi structured interviews were conducted with the directors of FD&C, Maintenance and Warehouse. The purpose of these interviews was to gain additional information about the OPPEGA questionnaire and to gather information on the five topics of this evaluation.

Transportation Survey

In 2005, the Institutional Services Division planned, administered, and executed focus groups of bus drivers from within the Transportation Department of the Institutional Services Division. These focus groups were conducted to investigate the general climate of the Transportation Department following several significant instances which directly affected the bus drivers and the Transportation Department as a whole. Results of these focus groups suggested several key areas in which improvements or changes in processes could be made.

Therefore, to assess the extent to which conditions within the Transportation Department had changed since the 2005 focus groups, several questions were developed and administered to members of the Transportation Department during the recent Institutional Services Division Internal Climate Survey. The questions selected asked members of the Transportation Department to indicate if changes had occurred since the spring of 2005. A copy of the survey is presented in Appendix I.

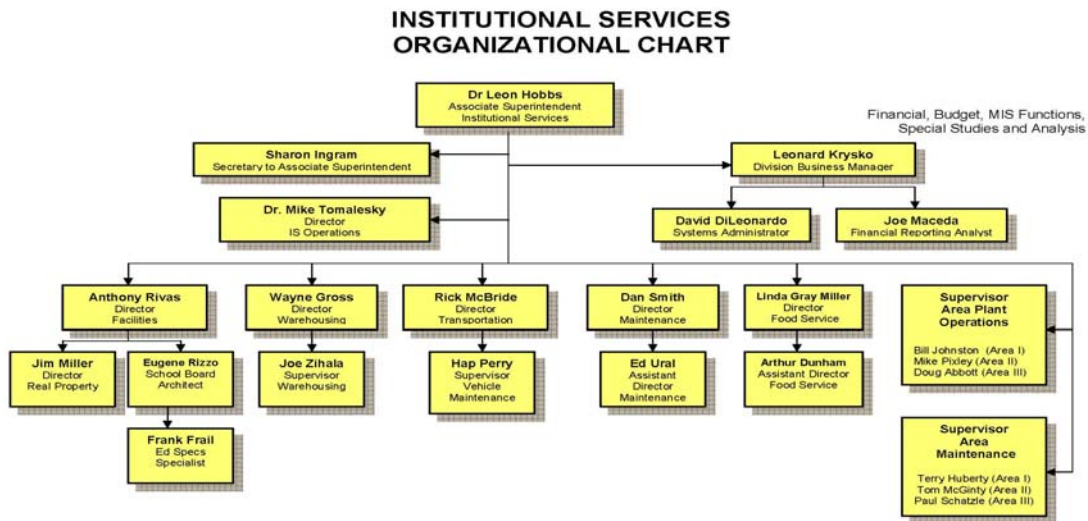
External Customer; Contract Managers survey

The evaluation team composed a series of questions to ask of the Contract Managers (CM) who have been working with the Pinellas County School Board (PCSB) on construction projects. The questions were field tested by asking CMs who have not worked with the PCSB. A list of CMs who had worked with PCSB was obtained from the department of FD&C, which included a total of 29 CMs. A survey was sent to these companies via US mail. An email was sent to remind the companies for their responses. A total of eleven responses were received. A copy of this survey is presented in Appendix J.

Institutional Services Division

Organization Structure

The Institutional Services Division of Pinellas County Schools is housed at the Walter Pownall Service Center along with several other departments. The division is headed by the Associate Superintendent for Institutional Services and staffed with five directors who oversee the operation of the following departments: Food Services, Transportation, Warehouse, and Facilities, which includes Facilities Design & Construction, Educational Specifications, Energy Management, Maintenance, and Real Property Management.



1/31/07

The mission of the Institutional Services Division is to provide quality services, materials, and workmanship for the District. This is accomplished through leadership, direction, open communications, high standards, and continual feedback.

Information concerning the structure and relationship between departments was consistent with the available organizational charts.

Each of the Departments in ISD has their own operational focus. The nature of the operational focus provides some mechanism for interaction with several of the

departments having the opportunity to interface with greater regularity. Furthermore, the structure of the FD&C and the Maintenance departments would lend to the belief that there would be a great deal of interaction between the employees of the two departments. Conversely there is reported a decided lack of communication between the departments; as a matter of course, there are often complaints and accusations leveled between the groups. Including claims that the FD&C department does not hold contractors up to an appropriate standard “if a contractor does not complete a job, or completes a job incorrectly, the burden to repair/replace the problem falls upon the maintenance department”; conversely, in focus groups, the FD&C department indicated that they felt the lack of communication was occurring at the higher levels of the departments.

The Transportation department, while somewhat autonomous from the other departments in ISD, has included in it the Auto mechanics who service all of the district vehicles. This includes those vehicles used by FD&C, Warehouse, and Maintenance. Food Services interact with the Warehouse and the Maintenance departments. FD&C interacts primarily with the Maintenance department and individuals who have major construction issues within the district. The Warehouse provides both “in-time” ordering services for items which are not economically feasible to maintain in the inventory and serves to warehouse all of the equipment and items which are used in the common, everyday operation of the district. The Warehouse department does not maintain the Auto repair inventory; they do, however, provide warehousing services to all other departments within ISD. The Maintenance department interacts with all of the organizations within the district that occupy any of the district buildings. They provide the services that maintain the operational readiness of the district offices, schools and equipment.

Working Relationships

A total of 1,376 employees responded to the Internal Climate Survey including employees in Food Service, School Based positions, Maintenance, Transportation, Cafeteria, Clerical, Warehouse, FD&C, and Real Property and Planning departments.

The findings presented here are describing how the employees of the ISD feel about the division. A comprehensive result of this survey is presented in Appendix K.

Stressors

On average, ISD employees reported a slight amount of role overload, indicating that occasionally they do not have the time to accomplish all of their required tasks, or that they have too much work to do everything well. Carpenters and Painters within the Maintenance department indicated the highest levels of role overload (a slight amount), whereas Grounds Keepers reported the lowest (little to none).

On the other hand, ISD employees indicated little if any role conflict. These findings suggest that ISD employees do not receive conflicting requests, typically have the manpower, resources, and materials necessary to complete their tasks, and seldom work on unnecessary tasks. Findings were relatively consistent across departments; however, Food Service employees, Kitchen staff, and Cafeteria employees reported the lowest levels of role conflict.

ISD employees also reported, on average, that they seldom feel that their work makes too many demands on them. Similar to the findings reported above, levels of work demands were relatively consistent across departments. Warehouse employees, Food Service employees, Kitchen staff, and Cafeteria employees again reported the lowest levels of work demands.

Supports

On average, ISD employees reported only a slight degree of organizational support. ISD employees agreed that the district provides them with some support, and indicated that ISD employees feel that the district cares about their well-being and their general satisfaction at work. Cafeteria employees and Night Foremen reported the highest levels

of support from the district, while Painters within the Maintenance department reported the least.

ISD employees indicated that they feel a moderate amount of support from their supervisors. On average, ISD employees indicated they feel that their supervisors are helpful in getting the job done, express care and concern for them, and appreciate the work they do. Levels of supervisor support were consistent across departments with few notable exceptions. Painters within the Maintenance department again reported the lowest levels of support from their supervisors, followed by Truck Drivers within the Warehouse department. Head Plant Operators and HVAC technicians reported the highest.

Coworkers were rated as providing slightly more support than supervisors by ISD employees. Similar to the description above, ISD employees feel that their coworkers are helpful in getting the job done and encourage each other to work together. Ratings of coworker support were remarkably consistent across departments. Truck Drivers from the Warehouse were the one exception and reported much lower levels of coworkers support than other departments.

Work Family Conflict

Finally, the degree of work-family conflict reported by ISD employees was remarkably consistent and remarkably low throughout the ISD. On average ISD employees indicated that their work responsibilities do not regularly interfere with their family life, and that their family lives do not regularly interfere with their work responsibilities.

Processes and Procedures

The District uses TERMS, management software for accounting and payroll. The Maintenance Warehouse utilizes a work order system called ELKE. The two computer systems are reported to not interface reliably. The TERMS system is used for payroll and

purchasing, and the ELKE system is used to track work orders in the district. This provides the possibility for inconsistencies and miscommunication between the work needed to be done and the available resources that have been purchased. While both systems are antiquated and some employees identified them as “clunky,” departments have consistently created processes that serve as workarounds to difficulties in communication between the systems. Each system has its advantages. For example, the ELKE work order system allows the director of Maintenance the ability to track how long work orders have been opened and the status of the work each of the department shops has accomplished.

Contacting is essentially accomplished through two mechanisms: construction management and term contracts. The construction management process was reviewed by an external review, and the report is available as Appendix L. The “term contracts” consist of a year or multi year contract for a specific service (i.e. fence installation). These contracts are bid out by the termination of the previous contract using the “Hard Bid” system. While there was some confusion extracting how contractors were actually identified and awarded contracts within the ISD, conversations with the purchasing department at the district level provided information on how contracts were bid and how the bids were awarded. While it is not absolutely necessary that members of ISD fully understand the bidding process for the awarding of contracts, it is somewhat puzzling given the longevity of some of the employees that a clearer picture of the processes was not readily provided.

Customer Satisfaction

Customers of the Institutional Services Division (school based employees) were overwhelmingly satisfied with the performance of the division. On average, 52.4% of those customers responding were *very satisfied* with the performance of the ISD departments. Additionally, on average, 42.9% of those customers responding were *satisfied* with the performance of the ISD departments. A copy of the comprehensive results is presented in Appendix M.

In general, a very small percentage of customers responding to the customer satisfaction survey indicated that they were *unsatisfied* with the performance of the division (4.7% on average). However, two departments (FD&C and Transportation) received significantly more negative responses than the other departments.

Approximately 17% of those customers, who indicated that they had worked with the *Facilities, Design, and Construction department*, reported that they were unsatisfied with the work completion of the department. Similarly, 10.7% indicated they were unsatisfied with the quality of work FD&C provided.

Nearly 21% of the customers who indicated that they had worked with the *Transportation department* noted that they were unsatisfied with the responsiveness of the Transportation department. Of note, is that nearly one third of all Principals and twenty percent of all Assistant Principals responding indicated that they were unsatisfied with the responsiveness of the Transportation department. Customers similarly indicated that they were unsatisfied or very unsatisfied with the work completion (11.9%), quality of work (11.0%) and attitude and appearance (8.9%) of the Transportation Department.

In summary, customers of the Institutional Services Division expressed their overwhelming satisfaction with the performance of the division. With limited exceptions, ISD departments consistently received satisfactory and very satisfactory ratings. Areas for improvement were noted in the work completion and quality of work of the Facilities Design, and Construction department, and the responsiveness, work completion, quality of work, and attitude and appearance of the Transportation department.

The Internal Customer Satisfaction Survey asked internal customers to rate the cooperation, communication, support (management), timeliness, and quality of work product of several departments within the IS division.

A Customer Satisfaction Survey asked internal customers (ISD employees) to rate the cooperation, communication, support (management), timeliness, and quality of the work product of several departments within the IS division. A copy of the comprehensive results is presented in Appendix N.

Institutional Services Business Department

Sixty-four percent (849 customers) of customers responded to questions pertaining to the Institutional Services Business Department. On average, 87.4% indicated that they were satisfied or very satisfied with the performance of the Department. Approximately 16% of the customers responding indicated that they were unsatisfied with the support and the timeliness of the Business department and 15% indicated their dissatisfaction with the department's communication.

Area Maintenance Supervisors

Sixty-five percent (852 customers) of customers indicated their level of satisfaction with an AMS. Ninety percent (90.2%) of the customers responding indicated that they were satisfied or very satisfied with the performance of the AMSs. The cooperation and the quality of the work product of the AMSs were rated as the most satisfactory, with 93% of the customers indicating they were satisfied. Thirteen percent of the customers responding indicated that they were unsatisfied with the timeliness of the AMSs, 11% indicated dissatisfaction with the support, and 10% indicated dissatisfaction with the communication of the department.

Area Plant Supervisor

Sixty-three percent (836 customers) of customers rated their satisfaction with the performance of an APS. Nine out of ten (90.2%) customers responding indicated that they were satisfied or very satisfied with the performance of the Area Plant Supervisor. Twenty percent of Transportation customers indicated their dissatisfaction with the

timeliness, 19.1% indicated their dissatisfaction with the support, and 18.8% indicated their dissatisfaction with the quality of the work product of an APS.

Educational Specifications

Approximately half (663 customers) of the customers responded to the items pertaining to the Educational Specifications department. Ninety percent (89.7%) of those customers responding indicated that they were satisfied or very satisfied with the performance of the Educational Specifications department. Transportation customers were most dissatisfied with the timeliness (29.3%) and the communication (24.7%) of the Educational Specifications department. Warehouse customers expressed a similar level of dissatisfaction with 23.1% indicating they were dissatisfied with the cooperation, support, and quality of work product of the Educational Specifications department.

Energy Management Office

Approximately 46% of customers (607 customers) indicated their level of satisfaction with the Energy Management Office. Ninety percent (89.7%) of those customers responding indicated that they were satisfied or very satisfied with the performance of the Energy Management Office. The cooperation and quality of work product were rated the most satisfactory, with more than 90% of customers indicating their satisfaction. Transportation customers were again the least satisfied, with 23.5% indicating their dissatisfaction with the timeliness and (22.4%) with the cooperation of the Energy Management Office.

Facilities Design, and Construction

Fifty-one percent (672 customers) of customers responded to the items regarding FD&C. With the lowest percentage of all departments assessed, only seventy-nine percent (78.6%) of the customers responding indicated that they were satisfied or very satisfied with the performance of the department. The cooperation of the FD&C department was

rated as the most satisfactory, with nearly 81% of the customers indicating they were satisfied. The timeliness of the FD&C department was rated as unsatisfactory by the most customers (23%) followed by the communication (22%) and the support (21.5%) of the department.

Food Services

Approximately 72% (950 customers) of customers indicated their level of satisfaction with the Food Services department. Ninety-three percent (92.8%) of the customers responding indicated that they were satisfied or very satisfied with the performance of Food Services department. The quality of the work product of the Food Services department was rated as satisfactory by the most customers (94.2%). Approximately 9% of the customers responding indicated that they were unsatisfied or very unsatisfied with the communication of the Food Services department; and 8% indicated dissatisfaction with the support of the department.

Real Property Management

One third (37.2%) of the customers (492 customers) responded to the items concerning the Real Property Management Office. Ninety-three (92.5%) of the customers responding indicated that they were satisfied or very satisfied with the performance of Real Property Management Office. The cooperation and the quality of the work product of the Real Property Management Office were rated as the most satisfactory, with nearly 94% of the customers indicating they were satisfied. Nine percent (9%) of the customers responding indicated that they were unsatisfied or very unsatisfied with the communication and the timeliness of the Real Property Management Office.

Transportation

Approximately 53% (694 customers) of customers indicated their level of satisfaction with the Transportation department. Eighty-three percent (83%) of the customers

responding indicated that they were satisfied or very satisfied with the performance of the Transportation department. The cooperation, support, and the quality of the work product of the Transportation department were rated as the most satisfactory, with greater than 84% of the customers indicating they were satisfied. By far, the timeliness (20.7%) and the communication (20.1%) of the Transportation department were rated as the least satisfactory areas of the department's performance.

Warehouse

Fifty-six percent (741 customers) of customers completed the items pertaining to the Warehouse department. The highest percentage of customers out of any department in the ISD (93.9%) indicated that they were satisfied or very satisfied with the performance of Warehouse department. The cooperation, communication, support, and the quality of the work product of the Warehouse department were consistently rated as satisfactory, with nearly 94% of the customers indicating they were satisfied. Approximately 9% of the customers responding indicated that they were unsatisfied or very unsatisfied with the timeliness of the Warehouse department.

Maintenance Department

A total of 275 customers rated the Maintenance department in general. Ninety-three (92.5%) of the customers responding indicated that they were satisfied or very satisfied with the performance of Maintenance department in general. The cooperation and of the department was rated as the most satisfactory, with nearly 96% of the customers indicating they were satisfied. The timeliness of the Maintenance department was reported to be unsatisfactory by 10% of the customers responding, and the support of the department was rated as unsatisfactory by 9%. In general, a very small number of customers indicated that they were unsatisfied with the performance of the Maintenance department.

To attempt to fully capture the diversity of trades within the Maintenance department, customers were asked to rate three different areas of their choosing within the Maintenance department. Customers were instructed to write the names of the areas of the Maintenance department that they worked with the most, and then rate those specific areas (e.g., plumbing, HVAC, etc.).

Customers selected a wide variety of trades which to rate that included: (the number of customers rating each trade is in parentheses): Plumbing (255), Electricians (183), HVAC (180), Carpentry (83), Sheet Metal (30), Pest Control (29), Lawn Care (26), Sites (22), Painters (20), Refrigeration (19), Carpet Technicians (19), Equipment Operators (16), Roofing (12), Locksmiths (11), Welding (11), Plasters (9), Mechanics (9), Masons (7), and the Cabinet Shop (6)

In general, Pest Control employees received the largest percentage of very satisfied customers in the ISD (68.6%) followed by Welders (67.3%) and employees within the Cabinet Shop (66.7%). In general, there were very few customers who indicated they were dissatisfied with the performance of the Maintenance trades.

Fiscal Practices

The fiscal practices OPPAGA responses were used to identify the current practices and to try and identify if the practices comply with the recognized best practices as identified by the OPPAGA sharpening the Pencil information. Fiscal practices were surveyed in the Warehouse, Maintenance, and Facilities Design and Construction departments. After collecting the initial responses to the surveys, it became evident that it would be necessary to interview the department heads to determine if the individual department was in compliance. The responses to the OPPAGA areas indicated that the Warehouse and Maintenance departments were aware of the difficulties and practices which were most challenging in their areas; in fact, there was demonstrated cooperation and transparency in the quality of information provided from each of these departments. However, when information was sought from the FD&C Department, the responses were

sparse and not helpful in relation to the available evidence that could be used to demonstrate the district's practice of fiscal best practices. After meeting with the heads of each department, and after multiple requests for information from the FD&C division, the evaluation team amalgamated the information and found that there were some consistent challenges that the district was facing.

The Warehouse and Maintenance departments used antiquated computer systems which did not interface well with each other. While they both demonstrated adequate work around issues, some of the processes essentially resulted in duplicate work being done (i.e. hand correlation of equipment requests). Additionally, the Warehouse department director indicated that he felt a slightly higher level of automation for inventory would provide for a more efficiently run warehouse. The FD&C Department, while responding to the questions posed, did not initially provide answers in a straightforward manner. After specific requests for each necessary piece of information was made, it became apparent that the department does not use any type of automation to track work or maintain files. During the course of the evaluation, several files were reported as "whereabouts unknown" because the individual who had worked on the project had retired and/or subsequently died. When individual employees of the department were queried, assistance with information was readily forthcoming and easily obtainable; however, when information was requested through the department head, data and information often took many days to materialize.

During the course of discussions with the Department Heads concerning the practices within their department, an interestingly similar theme ran through several of the conversations concerning personnel issues as it relates to appropriate job descriptions and requirements in each of the departments. When questioned about the appropriateness of the job requirements and their relation to the actual jobs that employees were doing, it was indicated that every department felt that the Human Resources department did not support them in their attempts to ensure that all of the employee job descriptions and requirements were up to date. As a matter of fact, the repeated and common theme was that the HR department was so difficult to deal with that it was common practice

throughout the district to use whatever position descriptions already existed even if they did not fit the requirements or activities of a position. When questioned why this was done, the consistent answer was that HR was unresponsive and recalcitrant when it came to assisting anyone.

The results of the external customers (CM) is presented in Appendix O.

Jobs

The short form of the JDS assesses general work characteristics (skill variety, task identity, task significance, autonomy, feedback from the job itself, feedback from agents, and dealing with others) as well as affective responses to the job (general satisfaction and internal work motivation) and specific satisfactions an employee may have with his/her job (satisfaction with: pay, security, social interaction, supervisor, and growth). Additionally, the use of the JDS allows an investigation into the amount of specific job characteristics employees would like to have in their jobs. A summary of the results for sections of the JDS is presented bellow. A copy of the comprehensive results is presented in Appendix P.

General Work Characteristics

Employees within the Institutional Services Division reported moderate levels of general work characteristics. Employees within the FD&C department reported higher levels of skill variety and dealing with others than the other three departments; whereas employees in the Maintenance and the Vehicle Maintenance departments reported the highest levels of task identity and feedback received from the job itself. Employees in the Warehouse and FD&C departments reported notably lower autonomy than those employees in the Maintenance and Vehicle Maintenance departments,

Across all four departments, employees in the IS division reported consistently high levels of task significance, indicating that they see their jobs as having a significant impact on the lives of other people. This finding is reassuring in that it is apparent that

the employees of the IS division realize that the work they do makes a direct contribution to the welfare and safety of the students and employees of Pinellas County Schools.

Of all of the general job characteristics, feedback from supervisors/co-workers was rated the lowest by employees in the IS division, indicating that feedback from their supervisors/co-workers was only occasionally offered. However, it is important to note that across all departments, feedback from supervisors/co-workers was moderate. No department indicated an outstanding level of feedback from their supervisors/co-workers, nor did they indicate a poor level of feedback.

Affective Responses to the Job

Employees in the IS division noted that they had a relatively strong degree of internal work motivation, indicating that they feel a sense of personal satisfaction when they complete their jobs appropriately. Similarly, employees reported that they are satisfied with their jobs. Across all four departments, employees agreed that they were very satisfied with their jobs and the kind of work they do.

Specific Satisfaction

Employees in the IS division were the least satisfied with their job security. Vehicle Maintenance and Warehouse employees reported being fairly neutral to slightly satisfied with their job security, as compared to Maintenance employees who reported being neutral, and FD&C employees who reported being slightly dissatisfied. IS division employees reported being satisfied with the amount of social interaction inherent in their jobs, their supervisors, and were “slightly satisfied” with the potential for growth in their jobs. Contrary to what might be expected, employees in the IS division reported being fairly neutral regarding their satisfaction with pay.

Comparison with Normative Data

A noteworthy benefit of using the Job Diagnostic Survey (Hackman & Oldham, 1974) is that various authors have assembled an extensive array of normative data that is useful for comparative purposes. Hackman and Oldham suggest that data collected using the JDS be compared to these normative data, and suggest that any extreme differences may be indicative of a problem. Although several noteworthy differences were discovered and are discussed below, in general, data obtained from the IS division were remarkably consistent with normative data, indicating that employees within the IS division rate their job characteristics similarly to those of the general population.

Employees in the Maintenance and FD&C departments reported lower scores on satisfaction with job security than did the normative samples. These results indicate that these employees are less satisfied with their job security than normative samples typically are. Across the ISD, employees reported being more satisfied in general than the normative samples, indicating that they are “satisfied” with their jobs as compared to only “slightly satisfied” normative samples.

Comparison of desired job characteristics with ratings of current job characteristics

A comparison was made between the work characteristics discussed above and the employees’ desired job characteristics. In other words, the amount of each job characteristic that an employee desired in his/her job was compared to the amount of that characteristic the employee reported he/she actually had in his/her job.

According to these data, a widespread concern exists regarding job security within the ISD. All four departments reported a significant discrepancy between the amount of job security they currently have and the amount of job security they would like to have. Additionally, across the ISD, employees indicated that the amount of feedback they currently receive from their supervisors is not adequate with what they would like to

receive. Finally, as might be expected, across the ISD, employees indicated that they would like more pay than they are currently receiving.

Qualitative Comments - Job Diagnostic Survey

Finally, comments made by employees of the ISD were collected; content analyzed, and summarized into major themes. In general, comments focused on issues pertaining to a lack of experienced and knowledgeable leadership, concerns regarding a lack of job security, a lack of accountability for contractors, a lack of manpower due to recent job cuts, and a lack of opportunities for advancement/promotion.

Conclusions and Recommendations

The division was being reviewed for restructuring during the course of this evaluation. The Associate Superintendent for Institutional Services expressed to the evaluation team that he wanted to be sure that considerations from the evaluation for improving the working environment conditions within the various departments of the ISD were included in the restructuring if they were appropriate and applicable.

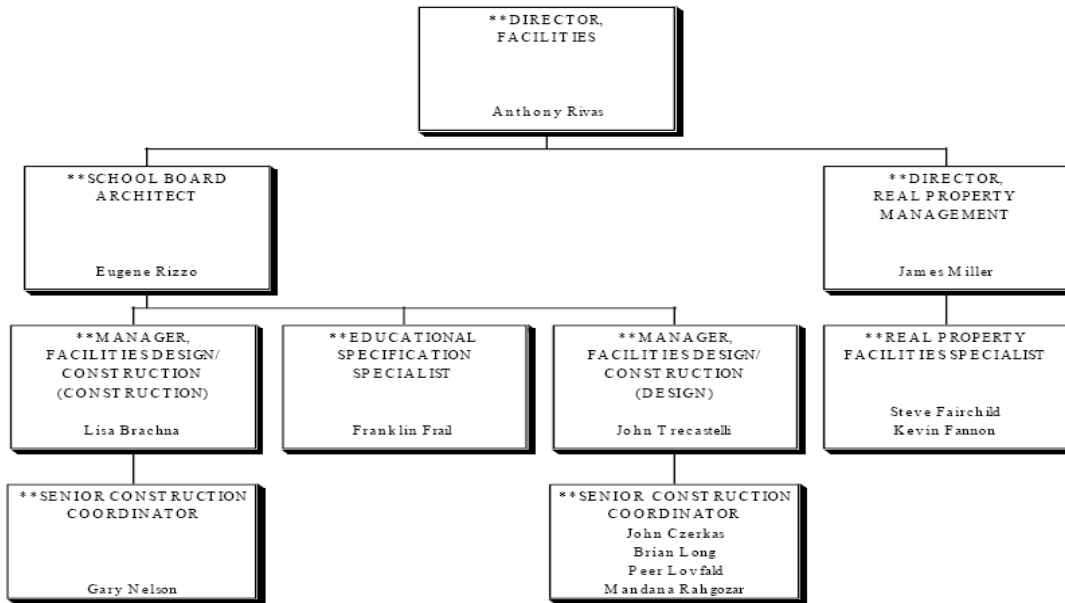
The evaluation provides recommendations for each department based on the data that was collected. Recommendations for the overall division would concur with the need for restructuring of the division. The evaluation results were presented to the Associate Superintendent as it became available and was used by the team developing the restructuring plan. The restructuring was informed by input from the data collected by the evaluation team. The restructuring occurred based on managerial needs of the division and were not finalized until after the evaluation team was afforded the opportunity to review the data that had been collected and analyzed up to that point with the individuals responsible for making reorganization decisions. There was a concerted effort by the Associate Superintendent to ensure that considerations from the evaluation were included in the restructuring decisions.

Facilities Design and Construction

Organization Structure

The Facilities Design and Construction (FD&C) Department is responsible for managing all major fixed capital outlay projects for construction remodeling and renovation of educational and support facilities. Members of the department play an active role in the planning and execution of the five year plan for assignment of capital outlay funds. The construction process is governed by Florida law and school board policy. Board policy addresses the department’s activities from the ranking of capital projects, the selection of an external architect for the project, through the selection of the construction management firm for each project. Projects are ranked in order of importance based on the district’s needs, as outlined on the five year capital outlay plan. When work on the project is scheduled to begin, an architectural firm is hired with the input of key stakeholders. For the design phase, a Construction Management (CM) firm is hired to construct the project in consultation with the architect. The FD&C department is responsible for coordinating with the CM and conducting the inspections through the construction phase.

Organization Chart



Way of Work

The Facilities department is structured into two sections – the Construction & Design section and the Real Property Management section. Real Property Management is the smaller section of the department, staffed with a director and two real property facilities specialists. The Construction and Design section of the department includes a school board architect, an educational specifications specialist, a manager for the construction activities, and a manager for the design activities.

Under the direction of the design manager, there are “four or five” coordinators who work on the design aspects of projects. After the design of a project is completed, the

project is “handed off” to the construction section and assigned to one of the “five or so” individual inspectors.

Employees have to meet all qualifications set forth in the Pinellas County Schools’ job description to be employed in this department. Additionally, certain jobs will require certifications from the Florida Department of Professional Standards. Employees of the FD&C department are responsible for maintaining their certifications and continuing education. The department supports and encourages continuing education and maintenance of certifications, however there is no internal mechanism for maintaining accountability for the certifications of department employees.

A review of the job qualifications and the related required certifications listed in the job descriptions provided some confusing and troubling results. There appear to be references to certifications that are no longer utilized by the state, and some employees appear to not be licensed or certified as required by their jobs. Unfortunately, the department does not collect certification information on employees so there is no way to tell if the discrepancies are based on some other qualifications (which are possible for all of the discrepancies) or if the requirements are no longer legally possible (because the certifications are no longer available through the state or have changed). A copy of this review is presented in Appendix Q.

Further, to assess the way of work for the department, the evaluation utilized the best practices for Facilities created by the Florida Office of Program Policy Analysis and Government Accountability (OPPAGA). OPPAGA is a special staff unit of the Legislature created by state law under the oversight of the Joint Legislative Auditing Committee. OPPAGA examines agencies and programs to improve services and cut costs. OPPAGA and the Auditor General developed Best Financial Management Practices for Florida school districts. To develop the best practices, OPPAGA and the Auditor General conducted an extensive literature review; interviewed education finance experts, representatives from professional organizations, and educators in other states; and collaborated with a variety of education stakeholders in Florida. A more detailed description of the OPPAGA may be found on: <http://www.oppaga.state.fl.us/reports/reports.html>.

A Best Practices questionnaire (Appendix H) associated with FD&C was provided to the director of FD&C to gather preliminary information concerning the activities that the district engaged in as they relate to the best practices. After collecting the initial information, an interview guided by the remaining questions was conducted with the director. An overview of the responses related to each category is included below.

Construction Planning

<i>The district has effective long-range planning processes.</i>	
	a. The district has established a facilities planning committee that includes a broad base of school district personnel, parents, construction professionals, and other community stakeholders. The board specifies the role and responsibility of the committee, provides a forum for the committee to offer the board recommendations, and establishes the committee’s goal and interim reporting targets.
	b. The district has established authority and assigned responsibilities for facilities planning. <ul style="list-style-type: none"> • The district uses accurate and relevant planning information through professionals knowledgeable in facilities planning, design, and construction. • The district addresses the feasibility and cost-effectiveness of alternative program solutions. • The district evaluates existing facilities support of current and planned programs and activities. • The district has an opportunity to reassess goals and objectives and to plan further programs and activities. • The district reassesses the educational program and identified future needs.
	c. The district estimates facilities and site needs based upon demographic projections that are regularly updated.
	d. The district prepares a comprehensive Five-Year Educational Plant Survey in accordance with Florida law.
	e. The district uses FISH data in conjunction with recent student occupancy surveys to ensure that the district is making optimal use of building capacity.
	f. The district routinely assesses facilities for physical condition, educational suitability, and technology readiness. A uniform checklist was used to provide evaluation criteria related to:
	<ul style="list-style-type: none"> • site size and layout; • space (size, number, utility, and flexibility of various areas in the facility and the relationships of these areas to each other); • light, heat, and air; • acoustics; • aesthetics; • equipment; • availability of utilities; • hazardous materials; • maintenance;

	<ul style="list-style-type: none"> • structural adequacy; • adaptability to change; and
--	---

The construction planning utilized by the district is not controlled by the Facilities department. Many of the questions in this section could be answered by the review of the five year capital outlay plan, which enumerates the methods used to determine both the planning of future projects and the expected cost of the projects. The district utilizes a five year capital outlay plan which is created by the capital outlay process that includes a planning committee that considers input from multiple sources including demographic projections, the five year plant survey, and existing Florida Inventory of School Houses (FISH) data. When changes are made to the five year plan, it was reported that while there is a process to adjust the plan, there is not a single location where someone could find out why the plan was changed and what the final results were. The director referenced Tarpon Springs Elementary and a change to the five year plan based on a pressing need and board approval. However, he also indicated that he did not think that there was a process for documenting a specific change; one would have to search through board minutes, agendas, and workshops to determine why the five year plan was changed.

Construction Design

<i>The district develops thorough descriptions and educational specifications for each construction project.</i>	
	a. The educational specifications effectively address educational program components.
	b. Program goals, objectives and activities, and teaching strategies and instructional methods have been defined based on staff input.
	c. The needs and design implications of advanced technology such as computers, integrated networks, and satellite transmissions and reception have been identified.
	d. New facilities are designed to be adaptable to changes and innovations in education and flexible enough to <ul style="list-style-type: none"> • accommodate a variety of program uses. Interior spaces are simple with inherent versatility.
	e. The specifications effectively address spatial relationships.
	f. Educational specifications comply with the “small schools” requirement.

The Construction Design process utilized by the district is conducted by the FD&C department based on the requirements of the five year plan. The district provides the educational specifications based on the educational programs located at the facility. Educational specifications are based on the requirements enumerated by the stakeholders and what is customary for the type of facility. The design team includes individuals from the facility and several from FD&C. The process for arriving at the educational specifications seems to be clear on the outset. It appears, based on the educational specifications from previous projects, that the design team is comprised of multiple individuals to ensure that the program needs are adequately represented in the design

process. However, it is not clear how the design team is created, who is supposed to be on it, or how they ensure that the educational specifications effectively address the various educational components. The procedure seems to be in existence, but there are no codified processes ensuring the procedures are being followed.

The selection of the outside architect and the communication of the educational specifications seem to be evident in the available documentation. It is also corroborated in that the director of FD&C indicates that the best practices are followed. However, there does not seem to be any processes or procedures that tell the participants what they are supposed to be doing. While the Best Practices indicate that the entire design team is to be involved in certain activities, such as matching the written specifications and schematics against the educational specifications, there is no established procedure or direction to ensure that it is done within the district. It is interesting to note that evidence from a recently completed high school provides documents which are signed by the design team members indicating the educational specifications are met by the written specifications and schematics. While the existence of the documents may seem to indicate that the process is completed, there is a noted lack of directive procedures for those individuals who are not constantly involved in the process of construction design, which could provide for some difficulties for individuals not knowing their responsibilities.

New Construction, Renovation and Remodeling

<i>The district minimizes construction and maintenance and operations costs through the use of cost-effective designs, prototype school designs, and frugal construction practices.</i>	
	a. When selecting designs for new construction the district evaluates and compares the costs of construction for various designs using school prototypes, energy conservation, life cycle costing, and operations of the facility.
	b. The district has a written policy that encourages the design team to comply with the district’s SMART school design philosophy and develop practical design solutions that are functional and cost-effective and when possible the district selects construction designs that will earn SIT awards for frugal construction practices.
	c. The district uses the results of the life cycle cost analyses to design, construct, select equipment for, and furnish new facilities to minimize maintenance and operations costs.
	d. Consideration has been given to maximizing passive design and “green architecture” concepts and techniques such as building orientation, shading walls and fenestration, using light colors on exterior wall and roof’s etc. to take advantage of, minimize the negative impact of, the prevailing environmental influence.
	e. The district regularly assesses and revises facility designs and construction practices to ensure it minimizes. <ul style="list-style-type: none"> • Maintenance and operations costs based on appropriate standards from comparable school districts, government agencies, and private industry.

The district utilizes an external architect and a Construction Manager at risk process for new construction, renovation, and remodeling. While there have been reports that the district has evaluated the costs and benefits of privatizing either part of, or the entire construction program, when requests were made for documentation of an evaluation the evaluators were told that it had not been done recently. The director of facilities indicated that the district does not use design/build or turnkey approaches for new construction. When asked who was responsible for monitoring each construction project, the director indicated that the inspectors were responsible for interfacing with the CMs and representing the district's interests. There is no reported method for maintaining accountability for the credentialing of the district's inspectors. A comparison of the requirements of the job descriptions and an internet search for state level certifications for each of the individuals in the FD&C department provided results that were somewhat confusing. Based on the fact that the job descriptions reference certifications that no longer exist, it is not clear if the individuals within the FD&C department have the type of license that is needed for inspection. Since the job descriptions are inaccurate, it is not clear if they actually need certifications. Further, for some of the employees within the department with job descriptions which require certain certification, no certification could be found to match the requirement, if any. The director indicated that all of his inspectors were licensed inspectors, but upon examination of the available evidence, it is not clear that they are.

When questions were asked concerning the periods of the construction and if they were coordinated with the opening of schools, there was an indication of some difficulty with getting educational area decisions back in a reasonable amount of time. Further, there was an indication that when there are delays in the process, there is no formal method for updating the board and the public on the discrepancies. Although there was some indication that the superintendent would inform the board of changes in the timeline, and that any budgetary questions would also be directed to the board, a marked lack of transparency to the public and to the board was noted in the lack of set procedures to document changes in an easily identifiable manner. This minimal level of accountability to the board and to the public is mirrored in the accountability standard to which the CM is held. The CM is held accountable for the legal requirements of the agreement, in that they are required to build to the specifications and plans, and the contract documents provide for all the accountability of the CM. This is a troubling finding in that there is no clearly identifiable method for ensuring that the CM is being held accountable within the time and budget constraints. The lack of transparency with difficulties is also mirrored in the inspections process utilized by the district. While inspectors are responsible for interfacing with the CM and ensuring that they are complying with the requirements given in the educational specifications and plans, there are reported methods "built into the system to ensure that difficulties are identified and corrected."

While it is admirable that the process provides for interplay between the inspector and the construction manager to ensure that problems are identified and addressed, there is not a systematic method for conducting inspections and re-inspections.

Facility Occupancy and Evaluation

<i>The district conducts a comprehensive orientation to the new facility prior to its use so that users better understand the building design and function.</i>	
	a. The district provides a customized orientation program for maintenance personnel and school staff.
	b. The architect, the facilities planner, the contractor, and/or the educational administrator share the responsibility

The district provides a video taped introduction to a new facility so that individuals at the facility can become familiarized with it. There does not seem to be any structured orientation program unless the principal specifically requests that individuals be provided with an orientation to the new building. Newly occupied buildings are inspected eleven months after the certificate of occupancy is issued. The Facilities department does not conduct any other building evaluations after the first eleven month walk through. The lack of inspections limits the amount of information from a new facility that can be used for future planning and does not allow the district to evaluate the final product with the educational specifications to ensure that changes to the construction planning are made if there are inconsistencies. Additionally, there is no examination of the maintenance and operations costs by the FD&C department to address or identify improvements for future buildings. There does not seem to be any prescribed or maintained method of evaluating facilities based on their energy performance, cost efficiency, space utilization, or comparison to adjoining districts. Even though the director indicated that any changes occurring to a building that are divergent from the educational specifications or the handbook for Project Architects and Engineers (PA&E handbook) are included in future editions of the PA&E handbook, it is not clear when the last change was made for performance reasons. It is also not clear how this is tracked to ensure that changes are appropriate.

Working Relationships

Intra-department

Two main tools were utilized to assess the working relationships of employees within the FD&C department - the Job Diagnostic Survey (JDS) and a focus group. The Job Diagnostic Survey allowed respondents to specify the degree of satisfaction they experience in various areas of their job. The focus group, consisting of employees from the FD&C and Real Property departments, allowed individuals to voice their concerns about their jobs and/or their department in a mutually supportive environment.

Job Diagnostic

The Job Diagnostic Survey provides specific information concerning satisfaction with an individual's job; however, there are some sections which provide an overarching picture of the FD&C division, and it is in this section that the employees reported that they did not receive feedback very often concerning their job effectiveness. This is consistent

with the interview responses from the FD&C department's director, who reported that job performance is only addressed at the district mandated time points (once a year) and that positive feedback is not included in the employees' official personnel folder. Interestingly, the JDS responses concerning supervision indicated that they were satisfied with their supervisors. This may indicate that while they feel that they do not receive feedback very often, that "no feedback is good feedback."

The largest concern for the FD&C department appears to be about job security. FD&C employees expressed the strongest desire for job security and rated it as one of the most important job characteristics. Interestingly, as compared to the results from the entire IS Division, FD&C employees rated the opportunity to learn new things and gain a sense of accomplishment on the job as more desirable than a high salary and good fringe benefits. Opportunities for personal growth, creativity, and exercising independent thought were also endorsed as being highly desirable. A comprehensive depiction of the results is presented in Appendix G.

Focus Group

The focus group provided feedback from personnel of the FD&C department and Real Property. The members of the focus group indicated that they were proud of the fact that they get schools up and running for the rest of the district. They reported that they appreciated the team atmosphere within the department. They indicated that the team atmosphere allows them to provide constructive feedback to each other. They also remarked that they receive strong management support to make the "right" decisions for the department.

FD&C and Real Property personnel indicated that the knowledge and experience possessed by employees who have long tenure and those who have been through issues many times were major strengths. They reported that department employees are dedicated to their profession and to the District, and they are committed to doing whatever it takes – thus, they are willing to go beyond the standard 40-hour work week to get things done. Strong teamwork and strong customer focus were cited as strengths; the efficiency lies in the resources and structure of the FD&C department; all disciplines are represented which allows them to tackle a wide range of work. Real Property's strength lies in its ability to "wear lots of hats" in dealing with a high volume of work. All of these strengths contribute to what employees believe is a strong reputation within the construction industry.

The FD&C and Real Property departments' employees stated concern with their job security. There is a perception that if you are not an educator or bus driver, the district does not value your work and does not care for your concerns. In Real Property, its past success has led to greater expectations, and with personnel cuts, this has resulted in them having to perform "triage" on tasks.

Additionally, they noted that internal manager positions are not being filled, resulting in more volume of work, a strain on resources, no one being available to make decisions,

and no one in a managerial position to go to with questions and requests for assistance. A comprehensive depiction of the result is presented in Appendix R.

Inter-department

Focus group sessions were also used to capture how the departments within the Institutional Service Division (ISD) work together. Maintenance employees specified a multitude of problems in their interactions with the Facilities, Design and Construction department during the focus groups. The Director of the FD&C talked about this relationship: “there’s a little rift between the maintenance people and the facilities people.”

Focus Group

The employees in the focus group indicated that the relationship between the department and the rest of the district was at times problematic: from outside of the IS Division (i.e., senior management; Board), FD&C employees felt there was a lack of timely decision-making, lack of information sharing, and lack of input into decisions. They also feel micro-managed by district management, whom they feel sometimes lack foresight and long-term planning, such as when bigger problems are not resolved in favor of projects that hold high public opinion, or when they tear down schools yet are forced to build portable classrooms elsewhere. FD&C employees also noted some instances where roles and reporting relationships were not clear, leading some supervisors to incorrectly believe they had responsibility over certain employees and diffusion of responsibility for mistakes.

The relationship between FD&C and Maintenance suffers from severe animosity. This was a main topic of discussion in the Facilities Design and Construction focus group and in the Maintenance focus groups. The employees of FD&C and Real Property reported that they felt that there was a lack of communication between departments at higher levels of management, noting that Maintenance and FD&C were “butting heads.” At the employee level, they felt they work well with Maintenance employees, but that communication is not present at the management level. These employees also report a subsequent lack of teamwork and accountability between departments, where they are blaming each other for mistakes and for standards not being enforced.

The maintenance focus groups identified a perceived lack of consideration between themselves and the FD&C department: when buildings are initially designed, there are no considerations made for regular maintenance, and the input of trades people familiar with the day to day operations of the buildings are not solicited or considered when offered. Additionally, the products specified by FD&C and used by contractors are a significant problem for maintenance. For example, outdated products are specified or contractors simply put in whatever they want, thereby creating a lack of consistency across schools. Then, when maintenance has to repair the product, it is not in stock or is not a standard

material thereby causing special orders and difficulty. They also referenced that the district continues to use the same contractors despite construction problems they have demonstrated in the past. More input from Maintenance could help FD&C make better decisions about which contractors to hire based on the maintenance problems they have experienced.”

Additionally Maintenance focus groups indicated a level of frustration concerning the level the FD&C holds contractors to accountability for their jobs; if a contractor does not complete a job, or completes a job incorrectly; the burden to repair/replace the problem falls upon the Maintenance department. This lack of accountability for contractors to FD&C creates an inordinate amount of extra work that is thrust upon the Maintenance department.

A comprehensive depiction of the results is presented in Appendix R.

Processes and Procedures

Work Systems

The FD&C department does not utilize any computerized system to track work or project status. They do use the TERMS system, for payroll purposes; however, it appears that everything else is completed using manual tracking methods. The manual tracking methods appear to be based on a construction methodology; however, there does not appear to be any oversight to ensure that it is used consistently. An example is when a design coordinator on several projects had retired; the retirement of an individual should not affect the department’s ability to provide accountability for the projects that the department has conducted. The director of the department indicated: “Some of the early information for two of the projects, Lealman Intermediate and Dunedin Middle, was not available readily. It seems the design coordinator, [name removed], may have stored the data in different places we have not been able to find.”

Communication

The FD&C department utilizes email to disseminate information to all employees in the department. The director reported that most everybody would rather have face-to-face communication.

The district utilizes email to disseminate most information throughout the district, and upper level management often utilizes this as a means of communication with other individuals within the district.

Interview

Communication within the FD&C department is reported to be accomplished through individual meetings and the extensive use of emails. The director reports exercising an “open door policy” that allows feedback from all of the employees in the department. He provided evidence of the positive existence of the policy by indicating that he has had employees come into his office and “unload.”

Annual evaluations are conducted as required by the district. The FD&C department utilizes employee performance standards which are based on the district’s Personnel performance standards. The director of the FD&C department indicated that there is no formal provision for ongoing performance feedback to inform employees of areas of concern or of positive performance. Further, the director indicated that attempts are made to disseminate rewards and positive comments to the individual. He also indicated that there is no official process of including positive feedback into personnel folders. Verbal discussion with a problem employee, followed by monitoring behaviors and performance, was advocated for problem situations. Mentoring activities were not seen as a viable avenue for improvement or feedback based on the level of experience for everyone in the FD&C department. No other discernable formalized methods for mentoring or communicating performance expectancies to employees were identified. Although not seen as a viable avenue for improvement, a mentoring model was referenced for an ex-employee who did not have the same level of experience as the others in the department.

While the department does not appear to have an iterative or constant framework for providing performance feedback to employees, the director indicated that there is a great deal of communication between employees, and the atmosphere is that of peers who provide feedback to each other. While not identifying this model as a mentoring model, the description lends itself to activities that are consistent with some type of informal peer mentoring.

There does not seem to be a structured method for providing constant feedback to the employees of FD&C. This finding is consistent with the reports from the focus groups, Job Diagnostic Survey, and the interviews conducted with the head of the department. Further, while the department head reports an “open door policy,” the lack of documentation maintained for personnel issues makes it impossible to ascertain if any action has ever been taken based on the “open door policy.” It is not clear if the policy is in place solely to provide a “release valve,” or for addressing real process and procedure issues.

Focus groups

In the focus groups, FD&C employees felt that there was a lack of communication between departments at higher levels of management, noting that Maintenance and FD&C were “butting heads.” At the employee level, they felt they work well with Maintenance employees, but that communications are not present at the management level.

Activities

Construction Manager at risk process

Information concerning the “Construction Manager at risk” and the process for selection of the Architect and Construction Manager (CM) were reviewed with the Director of FD&C during a review of the OPPAGA best practices criteria.

The Architect and CM are both selected using the process set out in Chapter 9 of the district’s Policy Manual: (http://www.pinellas.k12.fl.us/planning/CHAPTERS/CHPTR_9.pdf). The selection committee reviews the responses to the CM Request for proposal (RFP) or Architect RFP and ranks the applicants. The top three applicants are then invited to provide a presentation to the selection committee, and the final selection is made. During the selection of the CM, the contracted Architect provides input to the selection committee. Reference was also made to input from the design side that assists in the selection committee members’ understanding of the CM applicant’s qualifications. A short discussion of accountability and past performance of CMs provided the interesting response that a CM’s qualifications are evaluated in terms of completion of previous work and not necessarily quantifiable information that can be linked to their performance at that work site.

The Construction Manager (CM) at risk process involves the district hiring a firm to manage all of the construction processes. The CM contracts with all the subcontractors including plumbers, landscapers, structural concrete, etc. The director of FD&C equated the CM with the conductor of an orchestra, in that they are responsible for making sure that the subcontractors are working in harmony. The CM contracts with 15 to 20 subcontractors over the course of a construction project. The CM is responsible for ensuring that the construction is completed according to the plans and on schedule.

The director of FD&C indicated that district inspectors serve as the project managers, with inspection being only a portion of their work. He indicated that in the private sector they would be identified with the label “owner’s representative.”

The district inspector oversees the construction phase, is on the job site on a regular basis, and provides feedback to the CM concerning deficits in the construction; the CM is responsible for ensuring that the deficits are corrected. Additionally, the process for design and construction used by Pinellas County Schools has the coordinator working with the contracted architect to come up with the completed design; the design team is cross-functional. The CM and the inspector are involved in the design process; they bring some knowledge of construction requirements to the design phase. The inspector is responsible for conducting all inspections to ensure compliance with state building codes. Inspection reports are not sent to the state. Additionally, there is an implication that inspections are not always recorded, because they are directly communicated to the CM during meetings and thus are only available in the meeting minutes.

Questions concerning accountability and quality assurance for the CM produced interesting responses in which a discussion of inspection results and CM quality assurance were discussed. The Director of FD&C indicated that inspection reports were not available from the inspectors since they are “taken care of” in the process of building. This is entirely inconsistent with the documents received from the FD&C department, which had some inspection documents included in the paper files. Oddly, some of those inspection documents indicated a re-inspection was necessary but did not have any identifiable re-inspection information.

CM Quality Assurance

The Director indicated that quality assurance for the CM is provided by the architect and by the inspector. The inspector acts as the representative of the owner (the school board), and the architect ensures that the CM is complying with the design provided. It is somewhat odd that there is not an established method for assessing a CM in relation to their performance on previous or current work, nor a process for gathering feedback from the principals, assistant principals, or any of the other individuals who become the occupants of a building. There is no consideration of the related maintenance calls to a facility in the period after the completion of a building. The director indicated that the only evaluation of work that occurs after occupancy is at the eleven month “walk through,” which he reported is designed to deal with any remaining warranty and final close-out issues. Further, he indicated that the CM is informed of deficits during meetings, and problems are corrected during the process of construction. However, in the focus groups with the FD&C personnel, they indicated “...they felt that the district does not always get what it pays for from contractors, and those contractors, in a sense, are not held accountable.”

Focus groups revealed the opinions of the FD & C employees about the CM process. FD&C employees felt that “...construction managers are being hired too early in the construction planning process.” They also felt “...the district does not always get what it pays for from contractors, and contractors are not held accountable”.

The evaluation of the construction manager seems to be “built into the system,” with inspectors providing feedback to the CM who ensures that the subcontractors complete the required work. However, this level of evaluation is not commensurate with the level of work that the CM provides. It is not clear that the CM is evaluated in light of their procedures, processes, and demonstrated ability.

Construction Evaluation

An external consultant was contracted to evaluate the construction practices and processes used by the FD&C department and to examine the actual construction activities on several PCSB facilities. The result of this review and the consultant’s recommendations are presented in Appendix L.

Customer Satisfaction

Internal customers

School based customers

School based administrative and operational personnel who were most likely to have had contact with ISD employees were surveyed to ascertain their level of customer satisfaction with the departments of the Institutional Services Division. Less than a third (31.5%, 115 customers) of those completing the customer satisfaction survey indicated that they had worked with the Facilities, Design, and Construction department (FD&C). The school based customer satisfaction reported for FD&C was more negative than any other department in the Institutional Services Division. Approximately 17% of those customers, who indicated that they had worked with the Facilities, Design, and Construction department, reported that they were unsatisfied with the work completion of the department. Similarly, 10.7% indicated they were unsatisfied with the quality of work FD&C provided.

Approximately 89% of school based customers indicated that they were satisfied or very satisfied with the performance of FD&C. Nearly equal numbers of customers (45.1% and 42.8%) indicated that the quality of work, responsiveness, attitude and appearance, and work completion of FD&C was very satisfactory or satisfactory. The attitude and appearance of FD&C was rated the highest overall, with 54.5% indicating that they were very satisfied.

Comments

Although only 16% of those customers responding made comments regarding the Facilities, Design, and Construction department, a nearly equal mix of positive and negative comments were received.

In general, FD&C employees were described as knowledgeable people who work well with others. They do a very good job, and, in general, customers indicated they were satisfied with their work. FD&C employees were described as being very professional and were noted to be responsive to comments and suggestions. Finally, FD&C employees were noted to be dedicated people who are considered to be irreplaceable.

Although FD&C received several positive comments, they also received an equal number of negative comments. First, it was noted by a Plant Operator that there is not enough oversight or supervision of contractors by this department. An Area Plant Operations Supervisor and an Area Maintenance Supervisor noted that FD&C tends to be too lenient with the contractors and regularly blame the schools instead of addressing problems with contractors. A Head Plant Operator and a Plant Operator noted that FD&C employees do not follow-up on projects, either on inspections done throughout the job or after projects are supposed to be done. A Principal suggested that FD&C employees were not responsive to requests, and the length of time for completion of projects/approvals is too

long. Finally, a cafeteria manager noted that work completed by contract services was substandard but was accepted by the department, thus resulting in long term problems for the school. In comparison, the customers of the Real Property who completed the customer satisfaction survey, 36.2% (132 customers) indicated that they had worked with the Real Property Management Office.

Most of the customers responding (99.4%) indicated that they were satisfied or very satisfied or with the performance of the Real Property Management Office. Nearly two-thirds of the customers responding (61.9%) indicated that the quality of work, responsiveness, attitude and appearance, and work completion of the Real Property Management Office was very satisfactory. The responsiveness of the Real Property Management Office was rated the highest, with approximately 65% of customers indicating that they were very satisfied. Approximately one-third of the customers responding (37.5%) indicated that they were satisfied with the performance of the Real Property Management Office.

Only two customers indicated that the performance of the Real Property Management Office was less than satisfactory. Specifically, an Area Maintenance Supervisor rated the department as unsatisfactory on responsiveness and work completion, and a Head Plant Operator rated the work completion of the department as unsatisfactory. A comprehensive result of the customer satisfaction survey is presented in Appendix M.

Non-School Based Customers

A total of 126 non-school based customers indicated that they work with at least one department in the Institutional Services Division. Fifty one non-school based customers rated their experiences with the Facilities, Design and Construction department on the Customer Satisfaction survey. Survey respondents represented a variety of job titles and departments in the administration building. Customers were asked to rate the Facilities, Design and Construction department's quality of work, responsiveness, attitude, work completion, and overall satisfaction with the department.

Eighty-eight percent (88.3%) of the non-school based customers responding indicated that they were satisfied or very satisfied with the overall performance of the Facilities, Design and Construction department. Greater than 78% of the respondents rated the quality of work (90.2%), responsiveness of the department (88.2%), attitude of the department (86.2%), and work completion (78.4%) as satisfactory or very satisfactory.

Overall, less than 8% of the non-school based customers responding indicated that they were unsatisfied or very unsatisfied with the performance of the Facilities, Design and Construction department. The attitude of the department received the highest level of dissatisfaction, with 9.8% of the customers indicating problems in this area. The responsiveness of the department was also rated poorly by nearly 8% of the customers responding. In general, a very small number of non-school based customers indicated that they were unsatisfied with the performance of the Facilities, Design and Construction department. Thirty three non-school based customers rated their experiences with the

Real Property Management department on the Customer Satisfaction survey. One hundred percent of the non-school based customers responding indicated that they were satisfied or very satisfied with the overall performance of the Real Property Management department. Greater than 90% of the respondents rated the quality of work (97%), responsiveness of the department (100%), attitude of the department (100%), and work completion (90.9%) as satisfactory or very satisfactory. None of these areas were rated below satisfactory.

Comments

Comments about the Facilities, Design and Construction department were provided by 8.7% of the non-school based customers completing the Customer Satisfaction survey.

The members of the Facilities, Design and Construction departments were described as courteous, friendly, and helpful. Specifically, the department was described as having “very sharp staff” that “strives to meet the needs of [those] they work with.” However, several negative comments were noted regarding the responsiveness of the department, and one comment suggested improvements in the Project Management processes and procedures. The five comments regarding the Real Property Management department were all positive, indicating that the staff is knowledgeable, professional, and friendly.

Division level customers

Fifty-one percent (672 customers) of ISD customers responded to the items on a satisfaction survey regarding the FD&C department. Only seventy-nine percent (78.6%) of the customers responding indicated that they were satisfied or very satisfied with the performance of department, the lowest percentage of all departments assessed. The cooperation of the FD&C Department was rated as the most satisfactory, with nearly 81% of the customers indicating they were satisfied. The timeliness of the FD&C department was rated as unsatisfactory by the most customers (23%), followed by the communication (22%) and the support (21.5%) of the department.

One third (37.2%) of ISD customers (492 customers) responded to the items concerning the Real Property Management Office. Ninety-three percent (92.5%) of the customers responding indicated that they were satisfied or very satisfied with the performance of Real Property Management Office. The cooperation and the quality of the work product of the Real Property Management Office were rated as the most satisfactory, with nearly 94% of the customers indicating they were satisfied. Nine percent (9%) of the customers responding indicated that they were unsatisfied or very unsatisfied with the communication and the timeliness of the Real Property Management Office.

External Customers

The CMs who have worked with the PCSB for the last 2-3 years received a survey. Responses from the eleven CM Companies who responded to the survey were generally

positive. The majority of respondents expressed satisfaction about working with the Pinellas County School Board (PCSB), and stated that they will continue submitting proposals for construction, even the one company who had not been awarded a contract in the last two years. The process of the CM selection and the documents required seem to be fair and adequate to the respondents. One company noted that the selection process may be favoring the large, national contractors rather than local companies. Another company recommended that "... some consideration shall be give to Pinellas County Corporate based companies that have the qualifications and a proven track record with Pinellas County Schools who meet or exceed the qualifications of other multinational companies". The table showing the result of this survey is presented in Appendix S.

Fiscal Practices

Financial Practices

Reviewing the Best Practices questions with the director of FD& C revealed that there are not many best financial practices that are implemented in the construction practices. Some of the noteworthy practices are the use of direct purchasing, where the school system saves money on taxes by buying the materials directly for the construction. FD&C also uses agreements with other municipalities to use their facilities for educational activities.

Jobs

Job Satisfaction

After 15 years in FD&C, there has been what the director would consider a promotion maybe two or three times. The lack of promotional opportunities does not seem to have affected the staff in the department; some with years of experience in the district still are working in the department. Jobs with higher pay are available in industry. This condition was offered as the measure for employees' satisfaction. The employees in the FD& C department are all veterans of the school district, with a reported average of 14 years with the district. The director cites motivation as the reason for employees staying in PCS; it is not the pay.

Climate Survey

The Internal Climate Survey was sent to employees of the Institutional Services Division along with a request for their participation. All available ISD employees were invited to participate in the survey.

This survey asked employees to respond to 49 items which assessed a series of constructs including organizational stressors (role conflict, role overload, and work demands), organizational supports (perceived organizational support, supervisor support, and coworker support) and work-family conflict. A copy is presented in Appendix B

A total of 8 FD&C employees completed the survey. Due to the very small number of employees responding, results provided for the FD&C department should be interpreted very cautiously.

Although average responses are presented, it is important to examine the range of scores when looking at a distribution of responses that is this small. For example, although work demands were rated on average as being fairly low, some employees indicated that they were usually placed under a high degree of work demands, whereas others indicated they almost never were.

FD&C employees reported levels of role overload consistent with the remainder of the ISD and indicated they occasionally feel they do not have enough time to get everything done.

FD&C employees reported the second highest levels of role conflict in the ISD and indicated they are likely to experience a slight degree of role conflict. Ratings provided by FD&C employees may speak to the qualities of their working conditions; however, as noted above, the extremely small number of responses prevents making any firm conclusions based on these data.

Work demands reported by FD&C employees were consistent with others in the ISD indicating that they seldom feel a high degree of work demands.

Ratings of organizational, supervisor, and coworker support were consistent with the remainder of the ISD. FD&C employees reported that the district supports them to a slight degree, and their supervisors and coworkers support them at a moderate level.

Ratings of work-family conflict reported by FD&C employees were also consistent with the remainder of the ISD. A comprehensive presentation of the results is presented in Appendix K.

JDS survey results

The short form of the Job Diagnostic Survey (JDS – short form, Hackman & Oldham, 1974) was completed by 10 FD&C employees. This instrument assesses general work characteristics (skill variety, task identity, task significance, autonomy, feedback from the job itself, feedback from agents, and dealing with others), as well as employees' affective responses to the job (general satisfaction and internal work motivation) and specific satisfactions an employee may have with his/her job (satisfaction with: pay, security, social interaction, supervisor, and growth). Additionally, the use of the JDS allows an investigation into the amount of specific job characteristics employees would like to have in their jobs.

General Work Characteristics

The JDS assess employees' perceptions of general work characteristics, including skill variety, task identity, task significance, autonomy, feedback from the job itself, feedback from agents, and dealing with others.

Average scores for each general work characteristic were calculated using the scoring instructions as developed by Hickman and Oldham. Composite scores were calculated for FD&C and reported in this section

Employees within the FD&C department reported having higher levels of *skill variety* than the other ISD departments. Since employees within the FD&C Department regularly engage in a variety of job related activities, this finding intuitively makes sense.

Employees in the FD&C department reported the lowest levels of *task identity*. Although it would seem that these employees regularly complete an entire job and are able to see a project from inception to completion that may not be the case.

Employees in the FD&C department reported having higher levels of *task significance* than the other three departments within the ISD. FD&C employees indicated that they see their jobs as having a significant impact on the lives of other people.

Employees in the FD&C department reported notably lower *autonomy* than employees in other departments, indicating that these employees feel that they have less freedom in scheduling their work as well as what procedures they can use. This lack of autonomy may be due to their increased interaction with other employees/individuals, which necessitates their adherence to a specific schedule.

Consistent with the findings for task identity, employees in the FD&C department reported lower levels of *feedback from the job*, at levels consistent with employees in the warehouse department. This finding indicates that FD&C employees do not feel they receive immediate feedback as part of their jobs.

FD&C employees reported a moderate amount of *feedback from their supervisors/co-workers*, indicating that they only sometimes receive feedback about their performance effectiveness.

Not surprisingly, employees in the FD&C department reported that *dealing with others* is a central component of their jobs.

Affective Responses

The JDS assessed employees' perceptions of affective responses, including internal work motivation, general satisfaction, and specific satisfaction.

Average scores for each affective response were calculated using the scoring instructions as developed by Hickman and Oldham. Composite scores were calculated for FD&C and reported in this section

Employees in the IS division noted that they had a relatively strong degree of *internal work motivation*. Across all four departments, employees indicated that they feel a sense of personal satisfaction when they complete their jobs appropriately. Although employees in the FD&C department reported the highest internal work motivation, differences across departments were minimal. Employees of FD&C indicated high level of *general satisfaction* with their jobs.

Specific Satisfaction

To investigate specific aspects of the job that an employee may or may not be satisfied with, satisfaction subscales were examined. The JDS contains satisfaction with pay, security, social interaction, supervisor, and growth subscales.

Contrary to what might be expected, employees in the FD&C reported being fairly neutral regarding their *satisfaction with pay*. Employees in FD&C department reported being slightly *dissatisfied with their job security*. FD&C employees reported being satisfied with the amount of *social interaction* inherent in their jobs.

Employees in the FD&C department reported slightly lower *satisfaction with their supervisor*. In general, however, satisfaction with supervisors appears to be consistent across departments. The FD&C employees reported being “slightly satisfied” with the *growth potential of their jobs*.

Desired Job Characteristics

Among all job characteristics, “great job security” and “a sense of worthwhile accomplishment in my work” were rated as the most strongly desired. A “High salary and good fringe benefits” and “Opportunities to learn new things from my work” were also strongly desired. “High respect and fair treatment from my supervisor” and “Stimulating and challenging work” were rated as less desirable; interestingly, the opportunity for “quick promotions” was rated noticeably lower in desirability than any other job characteristic.

Comparison with Normative Data

Data collected from employees in the FD&C Department were compared with normative data for each general work characteristic, affective response, and specific satisfaction. In general, data was remarkably consistent with normative data, indicating that employees rate their job characteristics similarly to those of similar employment in the general population.

Employees in the FD&C reported the strongest desire for the job characteristics listed in the survey, as compared to any other department. A concern that seems to be evident in the department, FD&C employees expressed the strongest desire for job security and rated it as tied for the most important job characteristic. Interestingly, as compared to the results from the entire IS Division, FD&C employees rated the opportunity to learn new things and gain a sense of accomplishment on the job as more desirable than a high salary and good fringe benefits. Opportunities for personal growth, creativity, and exercising independent thought were also endorsed as being highly desirable. Echoing results of the

entire IS Division; FD&C employees reported that quick promotions, friendly co-workers, and respect and fair treatment from their supervisor were the least strongly desired job characteristics.

Consistent with the rest of the IS Division, FD&C employees reported being more satisfied “in general” than the normative samples, indicating that they are “satisfied” as compared to “slightly satisfied” normative samples.

Comparison of desired job characteristics with ratings of current job characteristics

A comparison was made between the work characteristics discussed above and the employees’ desired job characteristics. In other words, the amount of each job characteristic that an employee desired in his/her job was compared to the amount of that characteristic the employee reported he/she actually had in his/her job.

A widespread concern exists regarding job security within the ISD. All four departments reported a significant discrepancy between the amount of job security they currently have, and the amount of job security they would like to have. Additionally, employees indicated that the amount of feedback they currently receive from their supervisors is not adequate with what they would like to receive. As might be expected, across the ISD, employees indicated that they would like more pay than they are currently receiving.

FD&C department employees reported lower scores on the *job security* subscale than the normative samples. FD&C employees reported being “slightly dissatisfied” with their job security as compared to “slightly satisfied” normative samples.

FD&C department employees also reported higher levels of *skill variety*, dealing with others, and internal work motivation than normative samples. Although these differences are not significant, they deserve mention.

A comprehensive depiction of the JDS results is presented in Appendix P.

Comments

Finally, comments made by employees of the ISD were collected; content analyzed, and summarized into major themes. Comments related to the FD&C department are stated below:

A closer connection needs to exist between the people who are building/remodeling the schools and the people who must maintain this equipment after it comes into the maintenance system. Contractors (FDC) are not held accountable for their work, and the work is not inspected properly. This lack of accountability means that maintenance must fix what contractors did not originally construct properly, resulting in a great expenditure of resources and money. Employees are dissatisfied with outsourcing of jobs, and report outsourcing makes retention of valued employees more difficult, as well as deprives employees of needed overtime.

This page left intentionally blank

Conclusions and Recommendations

There is a lack of codified accountability processes in the FD&C department. The district utilizes an external architect to design and a “Construction Manager at risk” process to build those designs. However, there does not seem to be many processes or procedures that provide adequate feedback to the district as to how the processes work and what safeguards are in place to ensure that the CM is being held accountable to their obligation. Further, the process itself and the documentation available are not consistent with the explanation of how the processes work. For example, when asked about inspections of work, it was indicated that inspection reports were not created since the deficits were addressed in meetings and included in minutes of those meetings. Review of the files for a recently built high school (Gibbs) yielded copies of inspection reports enumerating deficiencies. It is not clear from the inspection reports if the deficiencies were ever corrected or addressed. If it is the responsibility of the inspectors to ensure that the CM is conducting business in a proper manner and providing construction oversight of subcontractors, then the inspectors employed by the district should document deficits and ensure that they are re-inspected.

While not creating an itemized list of deficiencies may provide for an amicable relationship between the CM and the FD&C department, it does not provide for any method of tracking those deficiencies that need to be corrected or ensuring that the corrections were re-inspected. Further, it is the policy of the department to assign a single individual to a construction project. This provides a strong working relationship between the CM and the FD&C department; however, it can also lead to the illusion of non-impartiality on the part of the inspector. In order to avoid such a situation, rotating the inspectors may provide a method to alleviate both the illusion of non-impartiality, ensuring that inspection reports are created, and to ensure that deficiencies are corrected. This system would require inspectors to document deficiencies so that the next inspector can re-inspect. Further, such a technique would provide a managerial tool to ensure that inspectors were properly inspecting their sites. Each inspector would serve as a check on the previous inspector, and the illusion that construction managers or subcontractors are just covering up work would be eliminated.

It is the responsibility of the director of the department to ensure that the responsibilities of the department are fulfilled. Throughout the director’s interview, references were made to a lack of written procedures for what was happening “in the process”. Most of the FD&C department employees have been with the district for many years. The department will undoubtedly be losing employees to retirement and with those employees goes the institutional knowledge that they utilize to complete their projects and jobs. In order to operate in the future, the department must provide for a codified method of handling process and occurrences.

The FD&C department is often the first step on the road to ensuring that there are adequate and sufficient facilities for the education of students in Pinellas County Schools. Qualitative responses are rife with reports of difficulty in communicating with the department; there seems to be no interest in any feedback. The apparent disinterest in

utilizing feedback from personnel in other departments (most notably the maintenance personnel) is troubling. Inclusion of Maintenance personnel in the design process of buildings should be instituted to allow a review "...from a maintenance perspective in order to highlight potential maintenance problems, outdated specifications, and non-standardized materials". This would provide for better communication and understanding between the departments so that end-user difficulties with previous designs can be addressed in the design process, thereby saving the district money in the long-run. Additionally, in order to foster more cohesion for different projects, the design process should include both FD&C and energy management personnel and be concluded with a final exit meeting "to ensure that consistent standards are enforced across all disciplines".

The CM process is a widely used process and recognized in the construction field as an acceptable best practice. The CM process should be reviewed to ensure that the CM is not being hired too early in the process; FD&C personnel indicated that this may be a problem. In fact, the FD&C personnel in the focus group suggested hiring contractors later in the new construction planning process (e.g., 66% or two thirds of the way into construction design) and restructuring contracts to state precisely what is expected of contractors. Additionally, since the CMs are responsible for complying with the contract, accountability requirements should be enumerated in their contract. References are made to the requirements of the existing contract and complaints are documented from multiple sources that contractors may not be held accountable for their work. This reinforces the need to investigate the content of the contracts.

While the final responsibility for interfacing with the CM falls upon FD&C, it is important to recognize that they cannot operate adequately without input from other departments. While there are communications with the FD&C department, it seems that the information provided to the department is not being used. There is a responsibility for the ISD to maintain a level of transparency with its stakeholders; establishing a department that has responsibility for oversight of the FD&C and Maintenance departments would provide a venue for being transparent and for evaluating maintenance construction needs and practices throughout the district. The responsibility for oversight should be a department within ISD but outside of the reporting lines of FD&C and Maintenance. Such an arrangement would allow administrative procedures to ensure oversight of FD&C and Maintenance.

The FD&C department is responsible for major fixed capital outlay projects for construction remodeling and renovation of educational and support facilities. One would assume that the Facilities Design and Construction department would be responsible for all facilities design and construction. There seems to be some separation of capital outlay projects. Maintenance is responsible for some, and FD&C is responsible for others. There is no available clear delineation of the responsibilities for the projects. While the Maintenance department has within its structure the organization to maintain facilities, it is not necessarily designed to conduct renovations and major repairs to facilities. The FD&C department, on the other hand, is designed to conduct major renovations, repairs, and new building constructions using contractors and CM's. However, there is an underlying arbitrary separation between the two, with maintenance being assigned to

conduct some of the tasks that would appear to be the responsibility of FD&C. The inherent separation of responsibility for completing capital outlay projects provides a divisive process that could reinforce the harsh feeling between departments. While the Maintenance department should be closely involved with major repairs and reconstructions to facilities, there is no process for this; in fact, they are just given the projects that are either “too small” or “maintenance related”. The capital outlay projects should all be the responsibility of the FD&C department, with interaction between their department and the Maintenance department as necessary. This separation would create the opportunity to reinforce the cooperative working environment created by completion of a shared task.

Another area of concern is related to the feedback provided to the FD&C department concerning the design and construction process whose items specifications are provided by the “Handbook for Project Architects and Engineers”. It is interesting to note that some of the items in the handbook have not been updated since the mid 1980’s; it is not clear if this means that they have not been evaluated or if the date associated with the most current specifications is actually in the 1980’s. This speaks to a possible lack of procedure to update the various sections of the manual based on the performance of building as they have been built to specifications by a Construction Manager. If the manual has been updated or revised, it is important to identify the last revision. A lack of revision date implies that possible recommended changes provided to FD&C concerning specifications or contractor related work, have not been incorporated.

Finally, the Real Property department employees indicated that it would be more cost effective for the district to “implement appropriate user fees rather than just look at utility costs.”

The district/department should consider changes or improvements in the following areas:

- Codifying Design Teams
 - Explain the process
 - Identify who is responsible
 - Identify timelines
- Inspection procedures
 - Rotate inspectors quarterly
 - Institute an inspection tracking procedure
 - Institute a re-inspection procedure
- Include a clear revision date in the PA&E manual.
- Inclusion of previous performance information in selection of CM
 - Inspection / re-inspection information
 - Review of Maintenance calls
- Enforcement of Accountability for CM’s
 - To be accomplished by someone external to the FD&C and Maintenance departments
- Accountability methods to ensure that completed buildings are meeting expectations including:
 - Review of maintenance calls

- Review of building usage / energy demands
- Use of an accountability system that allows the superintendent to review the project status and related information
 - Creation of a website with project information on it (Palm Beach County is a good example).
 - Rotating inspectors can provide a summary of the work completed at the quarterly rotation point.
 - Rotating inspectors can update the website to reflect
 - Project progress
 - Total expenditures (in relation to overall projected expenditures)
- FD&C to provide a mechanism for the maintenance department to be involved in the design of a building
 - Maintenance personnel with building specific experience should be provided with the opportunity to provide feedback on the design of new construction, reconstruction, and remodeling of buildings.
- Investigation of an external oversight process to ensure that accountability is maintained within the FD&C and Maintenance departments
- Create a clear delineation in the assignment of capital outlay projects
- Investigate a fee structure for facilities based on more than just utility costs.

The dysfunctional relationship between the FD&C and Maintenance departments is a fundamental problem. It is not clear if this is a managerial issue or an institutional issue. External consultants and a review of relevant literature provided confirmation that this type of relationship between like departments is often observed, which would indicate an underlying institutional basis for the difficulties.

Even though this is a common problem, there is no excuse for the fact that there seems to be no cooperation between the FD&C department and the Maintenance department to minimize the friction. Therefore, the following recommendations are offered to address the institutional changes that should be made to provide a forum for managerial improvements.

- Joint meetings between the FD&C department and the Maintenance department to be held every quarter (more often if needed) with a review of the ongoing projects for the Maintenance personnel and any issues that are observed by the Maintenance employees which may be attributed to changes or problems in the construction/design process.
 - Meetings to be held with the rotation of inspectors.
 - In light of the fact that attempts have been made to institute this process in the past and have failed - a summary report of the meetings will be provided to the Associate Superintendent of ISD.
- FD&C should ensure that there is training specifically for the Maintenance personnel who will be responsible for a new building.
- Include Maintenance personnel in the inspection process to allow them to have input into areas of concern before the building is occupied.

- Institute a process for Maintenance personnel to provide feedback to the FD&C department about issues and changes.

The FD&C department employees are all hard working individuals who work together to accomplish their projects. There are some challenges within the department that should be addressed. A review of the job qualifications and the related required certifications listed in the job description provided some confusing and troubling results. There appears to be references to certifications that are no longer utilized by the state, and some employees appear to not be licensed or certified as required by their jobs. Unfortunately, the department does not collect certification information on employees so there is no way to tell if the discrepancies are based on some other qualifications (which are possible for all of the discrepancies) or if the requirements are no longer legally possible (because the certifications are no longer available through the state or have changed). Some method of tracking who has what certification should be instituted to ensure that they are maintained and appropriate. Job responsibilities and requirements should also be updated to reflect current legal requirements, and a thorough review of the job qualifications and requirements should be conducted to ensure that the qualifications and duties correspond with the actual job duties as performed.

The director of the department indicated that the employees are underpaid compared to similar positions in the private sector. While that may be true, it is apparent from the responses to the JDS that employees enjoy the challenges of their jobs. Even though employees would like higher pay, they are relatively satisfied with the intrinsic rewards afforded by their positions. It is important to note that many of the employees of the department are likely to be up for retirement soon, and the reported lower pay is likely to present a problem when recruiting replacements. Thus, a review of the pay scales for the department personnel may be appropriate as well.

The director indicated that job performance is only addressed at the district mandated time points (once a year), and that although employees do receive positive feedback concerning their job performance, it is not included in their official personnel folder. Consistent with these statements, employees reported that they did not receive feedback very often concerning their job effectiveness. Since employee moral is often affected by perceptions of supervisory engagement in providing positive feedback to employees, it would be expedient to provide additional reinforcement to the already positive opinion the FD&C employees have about their jobs. Including this information in their official record only requires that the employee be acknowledged; this provides an official recognition and record of their accomplishments. Not including this type of information in personnel files creates an underlying assumption that personnel files are used only for documentation of negative performance. Such negative documentation, while effective for discipline, does not provide a “rounded” picture of the employee. This framework provides the genesis for casting the personnel processes as an accusatory and conflict ridden arena without any consideration of recognition of meritorious activities by individuals within the department.

While the JDS responses indicated that the department was on average satisfied with their supervisors, there was some indication from the focus groups that managerial training would be useful to clarify supervisors' responsibilities. It is not clear why there was a disparity between the focus group responses and the responses on all the rest of the survey instruments. However, it would be prudent for the supervisors and managers of the department to conduct some self reflection on the managerial training that they have engaged in and consider pursuing some of the free professional development training available through the district's Learning Management System (LMS). There was also some concern expressed in the focus groups about the management of FD&C communicating information down through the organization in a more expeditious manner.

Job security seems to be the largest concern raised by the JDS, focus groups, and other surveys. It is interesting to note that all of the employees have been with the district for many years, and while they valued a high salary and good fringe benefits as desirable in their jobs, they reported that learning new things and a sense of accomplishment for job completion were even more important. Based on the responses from all of the available data sources, the employees of the FD&C department seem to see their working environment as extremely cooperative, and they appear to appreciate the opportunity to provide their services to the school district. It would be prudent to address the job security concerns with the department personnel; however, it is not clear what level of administration should address the concerns.

FD&C employees did relate that they lacked up-to-date technology and equipment that would allow them to increase productivity. They indicated that it was important that they be included in the technology purchasing decisions for their department. Additionally they suggested, "It would be efficient to provide them with the latest codes to help with plan reviews via CDs and servers".

Recommendations for job related information in FD&C:

- Examine Job requirements
 - Review of job responsibilities and duties
 - Review of job requirements
 - Review of pay compared to external positions
- Institute a feedback system in the department
 - Include positive feedback concerning job performance in official records
 - Provide "unofficial" feedback to employees concerning their performance
- Supervisors consider pursuing free managerial training through the district
- Ensure that important information is communicated in an efficient manner to all employees of the department.
- Address the job security concerns
- Address technology issues in relation to what is available to employees in order to complete their jobs in an efficient manner

Food Services

Organization Structure

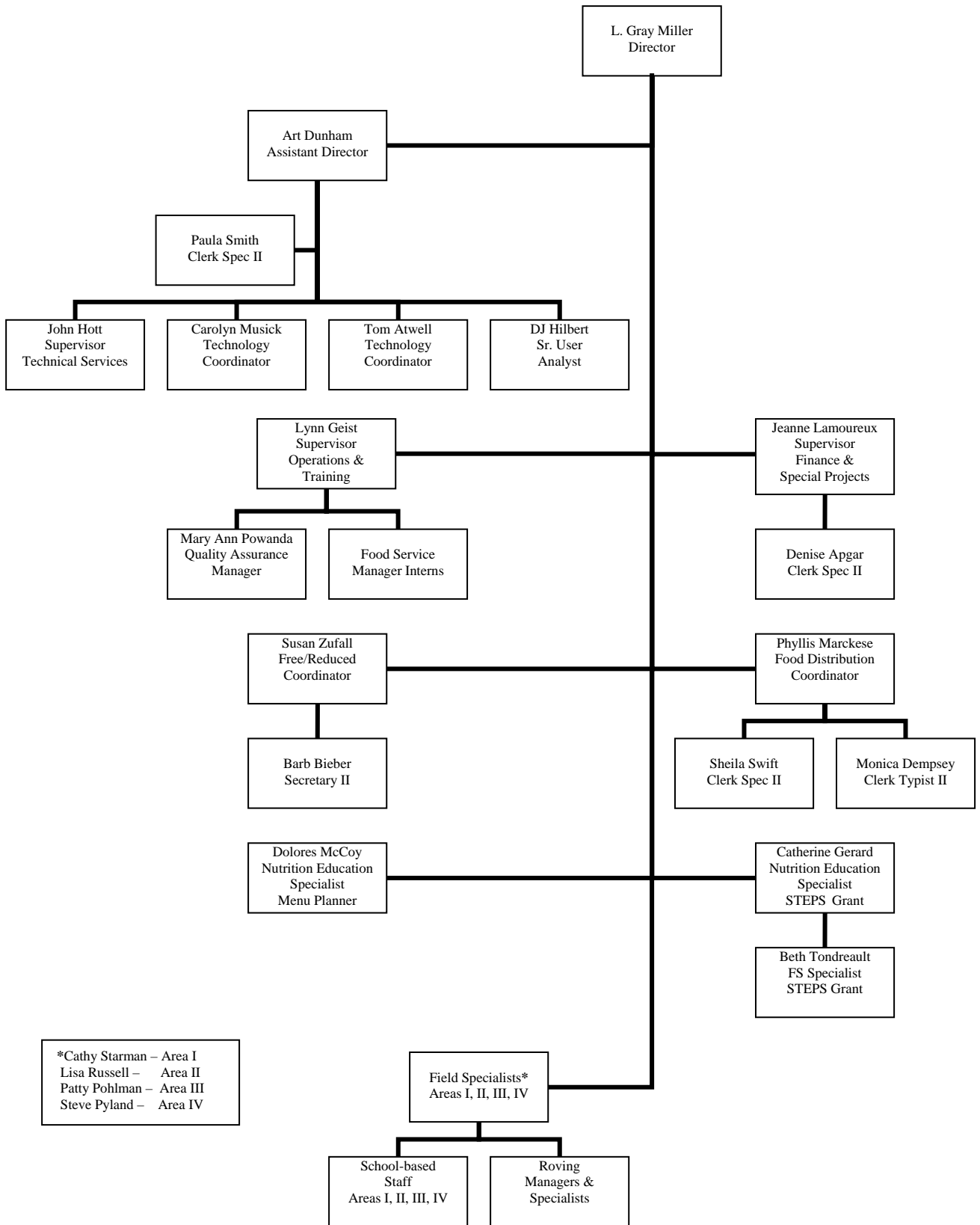
The Food Services Department provides well balanced and nutritious meals to the students throughout the school year. This department has over 800 employees. They serve lunches, a la carte items and breakfasts each day. All menus are planned and coordinated using the U.S.D.A. Dietary Guidelines. They are self-supporting as they receive no funds from the School Board to pay for their program, personnel or equipment.

Food Service operates a \$38 million budget separate from the district's general operating fund. These dollars fund lunch, breakfast and after school snack programs at 142 locations, employing 1,146 full and part time workers. The sources of revenue are federal reimbursement for meals served, state reimbursement for meals served and local revenues (monies collected from students paying the full price and sales of a la carte items and catering services.)

In 2006-2007 and Pinellas County School Food Service provided 9,371,245 reimbursable lunches, 2,730,656 reimbursable breakfasts and 757,148 after school snacks to students across the district.

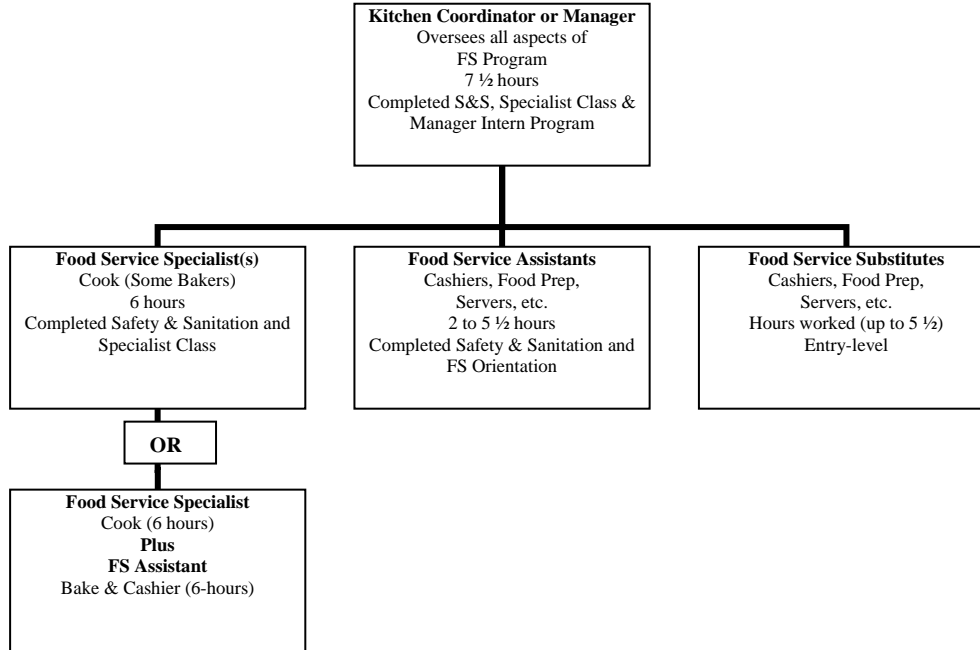
The food service department is housed in the support side of the district organization under Business and Finance in the Institutional Services Division. The Food Service Director reports to the Associate Superintendent for Institutional Services. The following charts explain the hierarchy of Food Service personnel at central office and school based.

Central Office



*Cathy Starman – Area I
 Lisa Russell – Area II
 Patty Pohlman – Area III
 Steve Pyland – Area IV

School-based



Org chart - FS school based.doc/lg/07-07

Way of Work

The role of the district's school food service operation is to implement one or more of the following programs as required by federal and state regulations:

- National School Lunch Program
- School Breakfast Program
- After School Snack Program
- Summer Food Service Program

The program's purpose is "to provide for the health and well being of the nation's children and to provide an outlet for the nation's agricultural commodities."

The Pinellas County School Food Service is a self operated (not contract) foodservice based on well established business principles for nonprofit foodservice operations. The mission of the food services is: "With pride and dedication, our professional foodservice team provides all students energy for education." The mission is accomplished by providing effective, efficient program operations, financially sound operations, and customer oriented menus and a la carte items. The accountability measures for food services are to meet and exceed federal and state regulations.

Food and other goods and supplies are purchased using a sealed bid process in collaboration with the district purchasing department. All purchased foods are delivered

directly to each receiving school. The program receives entitlement commodities from USDA which are delivered directly to the district warehouse for in-house delivery, or delivered to a state contract warehouse for storage until requested, or diverted to a manufacturer to be reprocessed into a more student acceptable product. These processed commodity products are delivered either to the district warehouse for redelivery to the schools or are delivered to the primary distributor to be included with delivery of our purchased foods and supplies.

USDA regulations governing all of the federally funded child nutrition programs are very specific regarding the nutritional makeup of the meals offered to the students. Food Services follow a food based meal pattern which averaged over a week's time provides 1/3 of the RDA's (Recommended Dietary Allowance) for calories, protein, calcium, iron, Vitamins A and C and 1/4 of the RDA's for breakfast. Also, the menu planned must not exceed 30% total fat with less than 10% saturated fat. Additionally the menus are required to adhere to the Dietary Guidelines for Americans. The program is audited on these nutritional requirements. Food Services also are addressing the nutritional content of all a la carte items as the District Wellness Policy moves forward with guidelines to create nutrition standards for all foods and beverages available to students on our school campuses.

Communication with parents takes place in a variety of ways:

- The application for meal benefits is distributed to every child at the beginning of the school year or at the time of enrollment explaining how to apply for benefits if needed
- Information goes to the parent at the school level via the school newsletter
- Monthly distribution of the menu at the school level
- Foodservice pages on the district website include menus and nutrition information for all individual foods
- Individually by phone or e-mail when a parent has a question or concern

At the school level, the Food Services Manager, (Production Site Manager in the case of Satellite schools,) is responsible for the overall operation of the Food Services program, under the guidance and supervision of the School Administrator and Area Food Services Field Specialist.

An automated point of sale system (Windows version of School Nutrition Accountability Program - WinSNAP) has been installed in all sites with the exception of a number of small off-campus feeding programs and remote on-site serving areas. The off-campus and remote on-site programs will use a roster described later. All students enrolled are entered into the system and are designated by category. Correctly approved, current applications or Direct Certification lists provided by the Department of Children and Families (DCF) stand as documentation for the eligibility category of each student. The student data is updated daily to reflect students' transfer, withdraw or changed category.

All students are encouraged to prepay money into their accounts for meals and a la carte items. Parents are notified of the prepayment service by school newsletters. This procedure serves to protect the anonymity of the students eligible for free and reduced price benefits. The computerized process keeps track of each student's balance, sales within each category. The Food Services Managers are able to make any necessary adjustments caused by students' incorrect processing; these changes are documented on the Production Record as a "lost second meal." The computer will compile the count by category and cash collected into daily claim and sales reports. At the end of the week the system will consolidate the daily totals. Reports are sent to the finance department to be used to consolidate into the monthly claim for reimbursement for the district.

An edit check is performed daily on the count claimed. The count by category is compared to the number eligible times the state attendance factor. If the count exceeds this number the daily attendance records for the school are used to verify the count. All managers and cashiers receive training on how to recognize a reimbursable meal, both breakfast and lunch, which is updated at the beginning of each school year.

Working Relationships

Intra-Department

Focus groups of Food Services employees allowed individuals to voice their concerns about their jobs and/or their department in a mutually supportive environment.

Focus Groups

Food Services employees liked the people within the department, whom they indicated have friendly relationships with one another, are professional, and work well together toward a clear and well-defined goal. Food Services employees also enjoyed that they were well known throughout other counties, states, and the nation for providing top quality products and services.

Food Services employees also spoke very favorably of the leadership support they receive, such as management providing them with latitude and freedom to make decisions, listening well, being open-minded to other viewpoints, and challenging employees to go beyond their comfort zone in performing their duties.

Food Services employees appreciate that they are an independent department to the extent that they set their own budget and make their own monetary decisions. In terms of support, Food Services employees also enjoy the benefits they receive, such as time off and training opportunities that are both required and that prepare them for potential advancement. They also believe they are supported with strong technology and standardized equipment.

Inter-Department

The evaluation assessed the working relationships between the Food Services department and other departments throughout the district. Additionally, other departments in the Institutional Services Division completed a survey to indicate their satisfaction with the Food Services department.

Focus Groups

Food Services employees employed by the Warehouse department noted a lack of respect and communication emanating from Food Services management, and remarked that there seems to be a significant disconnect between Food Services management and the Food Services Warehouse employees.

In order to receive better support from other departments, Food Services employees suggested they have greater communication with these departments, that the departments act on the input that they provide, and that the departments hire more staff in order to address their concerns and get their hardware software programs up and running on a more timely basis. They also suggested more follow-up with the other departments be made. A comprehensive report of the Focus Groups results is provided in Appendix R.

Processes and Procedures

Work Systems

Pinellas County School Food Services currently uses the Windows version of School Nutrition Accountability Program (WinSNAP) System for student and meal accountability programs. All school-based programs, with the exception of the smaller off-campus programs have been provided with a desktop computer system with electronic Point of Service (POS) components.

All school-based programs currently have the Microsoft Outlook program for countywide electronic mail. Managers use the TERMS or ELKE programs to enter payroll, maintenance work orders and inventory. A Food Services departmental procedure manual is maintained in electronic format at the following internet web address: www.pinellask12.fl.us/is/fsmenu/manual/contents.html.

Communication

Focus Groups

From an external standpoint, Food Services employees noted that their performance could be improved with better procedures, clearer standards and consistent application of these standards from the Department of Education. Food Services employees also noted that communications and working relationships with other department could be improved. For example, sometimes Food Services' problems are overlooked or are

placed at the bottom of the priority list, their input is not acted upon, and things other departments say will be changed are not.

Other problems arise when Food Services employees receive mixed messages and inconsistent information from multiple channels of communication. They also note the pressure received when different schools ask for “special case” consideration of their issues and concerns. This sometimes results in standard practices being overlooked to settle an immediate problem and a lack of standard practices across schools without any repercussions for not following procedures.

Activities

Contracting/Purchasing

Bids are solicited for all items utilized by the schools in purchase amounts exceeding \$25,000.00. A bid is solicited from a mainline food distributor for all mainline food items including frozen, staple, grocery, and refrigerated items. The successful bidder delivers items to school sites weekly.

In addition, bids are solicited to deliver milk, bread and bakery products, beverages, juices and snack items delivered to school sites as needed. Bids are solicited for items to be delivered to the Walter Pownall Service Center warehouse. Warehouse delivery items include paper items, cereals, grain products; commodity processed items, and selected items for the summer food program.

Purchases of produce items are exempted from competitive procurement requirements. However, the district must purchase these items using quote procedures or may elect to competitively procure such purchases.

Customer Satisfaction

School Based Customers

School based administrative and operational personnel who were most likely to have had contact with Institutional Services Division (ISD) employees were surveyed to ascertain their level of customer satisfaction with the departments of the Institutional Services Division. A total of 365 customers responded to the survey, including: eighty-six (86) Principals, sixty-nine (69) School Secretaries, sixty-six (66) Assistant Principals, fifty-four (54) Cafeteria Managers, thirty-one (31) Plant Operators, and twenty-eight (28) Head Plant Operators, among others. More than half (57.3%, 209 customers) of those customers completing the Customer Satisfaction survey indicated that they had worked with the Food Services department.

Of those customers responding, approximately 95% indicated that they were satisfied or very satisfied with the performance of the Food Services department. More than half (57.1%) of the customers indicated that that the quality of work, responsiveness, attitude

and appearance, and work completion of the Food Services department was very satisfactory. The attitude and appearance of the Food Services department was rated the highest overall, with over 60% indicating that they were very satisfied.

A small percentage of customers (approximately 5%) indicated that they were unsatisfied with the performance of the Food Services department; however no customers indicated that they were very unsatisfied. The largest percentage of unsatisfied responses (6.4%) focused on the responsiveness of the Food Services department, and was given primarily by Cafeteria Managers, Principals and Assistant Principals. A smaller percentage of customers indicated that they were unsatisfied with the attitude and appearance (5.9%), the work completion (4.0%), and the quality of work (3.5%) of the Food Services department.

Open ended comments

Approximately 16% of those customers responding made comments regarding the Food Services department. Food Services department employees were repeatedly described as very helpful and hard working individuals. They were described as doing a great job and as always available and willing to pitch in when needed. Furthermore, employees were described as very supportive, responsive to the needs of the district, and very thorough in their work. Additionally, the department was described as a very well run, very organized, and caring department.

Although the majority of comments were positive, about one quarter (23.5%) of the comments made regarding the Food Services department were negative. Several customers remarked that the responsiveness of the Food Services department is slow, including two Principals, a Head Plant Operator, and a Plant Operator. Additionally, management problems were noted by two Cafeteria Managers who stated that Food Services management is out of touch with school operations, and that there are too many managers and not enough workers. Finally, a Head Plant Operator expressed that the Food Services department uses products that are difficult for the students to open. A comprehensive report of the Customer Satisfaction results is provided in Appendix M.

Non-School Based Customers

A total of 126 non-school based customers indicated that they work with at least one department in the Institutional Services Division. Seventy-one non-school based customers rated their experiences with the Food Services department on the Customer Satisfaction survey. Survey respondents represented a variety of job titles and departments in the administration building. Customers were asked to rate the Food Services department's quality of work, responsiveness, attitude, work completion, and overall satisfaction with the department.

Ninety six percent (95.7%) of the non-school based customers responding indicated that they were satisfied or very satisfied with the overall performance of the Food Services department. Greater than 88% of the respondents rated the quality of work (92.8%), responsiveness of the department (94.3%), attitude of the department (92.8%), and work completion (88.6%) as satisfactory or very satisfactory.

Overall, less than 6% of the non-school based customers responding indicated that they were unsatisfied or very unsatisfied with the performance of the Food Services department. The attitude of the Food Services department received the highest level of dissatisfaction, with 5.7% of the customers indicating problems in this area. In general, a very small number of non-school based customers indicated that they were unsatisfied with the performance of the Food Services department.

Open ended comments

Comments about the Food Services department were provided by 10.3% of the non-school based customers completing the Customer Satisfaction survey.

The Food Services department was described as professional and timely when providing assistance to others. Two comments were negative in nature, indicating the need for “an attitude adjustment” and better sharing of information.

Institutional Services Division Customers

The Customer Satisfaction Survey asked customers to rate the cooperation, communication, support (management), timeliness, and quality of work product of several departments within the IS division.

A total of 950 customers from within the Institutional Services Division rated their satisfaction with the Food Services department in general on the Customer Satisfaction survey. Ninety-three percent (92.8%) of the customers responding indicated that they were satisfied or very satisfied with the performance of Food Services department. More than half of the customers (58%) indicated that that the cooperation, communication, support (management), timeliness, and quality of work product of the Food Services department were satisfactory. One-third (34.8%) of the customers responding indicated that they were very satisfied with the performance of the Food Services department. The quality of the work product of the Food Services department was rated as satisfactory by the most customers (94.2%).

School Based (95%) and Cafeteria (94.6%) customers were the most satisfied with the Food Services department, and expressed the most satisfaction with the quality of the work product and the cooperation of the Food Services department.

On average, 7% of the customers responding indicated that they were unsatisfied or very unsatisfied with the performance of the Food Services department. Approximately 9% of the customers responding indicated that they were unsatisfied or very unsatisfied with the communication of the Food Services department; and 8% indicated dissatisfaction with the support of the department.

The only customers that expressed significant amounts of dissatisfaction with the Food Services department were Warehouse customers, with 23.4% expressing their dissatisfaction. The quality of work product of the Food Services department was rated

as unsatisfactory by more than a quarter (27.3%) of Warehouse customers, and the cooperation, communication, and support was similarly rated (23.8%). A comprehensive report of the Customer Satisfaction results is provided in Appendix N.

Fiscal Practices

Pinellas County Schools' Food Services department is self-supporting. To that end, the goal of the financial management process is to provide quality product, service and customer satisfaction, while maintaining a fiscally sound program using cost containment procedures.

The school Food Services program in Pinellas County receives federal and state funds and donated commodities. In exchange for these revenue items, the school food service department must meet specific federal requirements. In order to achieve these requirements the financial accounting system must:

- Provide accurate meal counts by Free, Reduced price and Paid categories at the Point of Sale.
- Ensure that students served a Free or Reduced-price meal have a current, approved application on file.
- Comply with all federal and state requirements for the National School Lunch, School Breakfast and After-school Snack and Donated Foods programs.
- Comply with federal and state regulations in purchasing.
- Provide an accounting system that properly manages, records and accounts for the revenues, expenditures and all other fund transactions.
- Accrue all interest earned by school food service funds to the school food service account.
- Maintain records for three (3) years plus the current year (Pannel-Martin 1999).

Cost Control Systems

The profit & loss statement (P/L) is a valuable financial report for School Food Services managers and administration. The P/L indicates how the CNP is doing financially. Pinellas County School Food Services provides P/L statements monthly. All profits generated must go back into the school food service program.

Jobs

Effectiveness and Efficiency

Two instruments were utilized to assess Food Services employees' perceived job effectiveness and satisfaction. Focus groups allowed individuals to voice their opinions about the perceived effectiveness and efficiency of their jobs and/or their department in a mutually supportive environment, and an Internal Climate Survey assessed employees' perceived stressors and supports related to their jobs.

Focus Groups

From an external standpoint, Food Services employees noted that their performance could be improved with better procedures, clearer standards and consistent application of these standards from the Department of Education. Food Services employees also noted that communications and working relationships with other department could be improved.

Food Services employees recommended that rules and procedures be applied across the district's schools in order to ensure more consistency and fewer "special cases." They noted that the department could do a better job of proactively keeping them informed about policies and procedures, but that Principals should also refer to Food Services staff before making decisions that impact this department (e.g., personnel decisions). They also noted that they as a department need to update the policies and procedures manual on the internet and intranet, and that school staff should have copies as well, as a way of ensuring that all departments have up to date information on accepted practices. To clarify Department of Education rules and procedures, Food Services employees suggested that directors make more effort to learn about new policies and procedures and then pass those down throughout the organization. They also suggested that such procedures be applied consistently, with Directors being available for discussion and clarification of unclear rules.

Internally, they noted that the organizational matrix reporting structure in some places leads to some confusion in roles and responsibilities, such that direction is sometimes unclear and feedback about an individual's performance is not sought from all informed sources when doing performance appraisals. Food Services employees suggested that clearer organizational charts be created that clarify reporting and decision-making responsibilities, and that people be trained on whom to refer to when a decision needs to be made. They also suggested that alternate performance appraisals be created, that Principals seek Food Services' input when doing appraisals for Food Services employees, and that roles and responsibilities are discussed with the reporting supervisor at the school in order to clarify direction and reporting structure.

In order to receive better support from other departments, Food Services employees suggested they have greater communication with these departments, that the departments act on the input that they provide, and that the departments hire more staff in order to

address their concerns and get their hardware and software programs up and running on a more timely basis. They also suggested more follow-up with the other departments be made.

Job Satisfaction

Internal Climate Survey (ICS)

An Internal Climate Survey asked employees to respond to 49 items which assessed a series of constructs, including organizational stressors (role conflict, role overload, and work demands), organizational supports (perceived organizational support, supervisor support, and coworker support) and work-family conflict.

A total of 334 Food Services employees responded to the survey invitation and completed the survey, including 280 Food Services employees, and 54 employees in Food Services management.

Food Services Employees

Consistent with other ISD employees, Food Services employees reported only a slight amount of role overload, indicating that occasionally they feel that the amount of work they are asked to do is unfair.

However, Food Services employees reported no role conflict. These results indicate that while Food Services employees may feel slightly overwhelmed with the work they are asked to do, the requests they are provided are clear and do not conflict with other requests they are given.

Similarly, Food Services employees reported, on average, that they do not feel high levels of work demands. These ratings, which are slightly lower than the rest of the ISD, indicate that Food Services employees do not feel that they have too much work to do.

On average, Food Services employees reported a slight degree of perceived organizational support. Food Services employees indicated that the district cares about their well-being and their general satisfaction at work to a slight degree. Food Services employees' ratings of the support provided by the district were slightly higher than the remainder of the ISD.

Food Services employees indicated that they feel a modest amount of support from their supervisors. This finding intuitively makes sense as Food Services employees indicated a low degree of role conflict, which speaks to the interaction between supervisors and employees. Similar to the findings reported above, Food Services employees' ratings of supervisor support were slightly higher than the remainder of the ISD.

Consistent with the ratings of supervisor support, Food Services employees rated their coworkers as providing a modest amount of support. This level of support was slightly higher than the support reported by other ISD employees.

Finally, the degree of work-family conflict reported by Food Services employees was very low. In fact, on average employees disagreed that their work responsibilities interfered with their family life at all. Similarly, employees indicated that their family lives do not interfere with their work. In total, Food Services employees indicated levels of work-family conflict comparable with those of other ISD employees.

Food Services Managers

Food Services managers reported a slight amount of role overload, indicating that occasionally they feel the amount of work they are asked to do is unfair. Levels of role overload reported by Food Services managers were comparable with those reported by Food Services employees and the remainder of the ISD.

While Food Services employees reported the second lowest levels of role conflict in the ISD, reports of role conflict by Food Services managers were more consistent with the remainder of the Division, indicating that Food Services managers experience a minimum of role conflict. Additionally, while responses from Food Services employees speak to the qualities of their supervisors (i.e. Food Services managers), ratings by management employees are obviously referring to the qualities of their own immediate supervisors (i.e. upper level supervisors).

Although Food Services managers reported levels of role conflict consistent with the remainder of the ISD, levels of work demands reported by Food Services managers were higher than the ISD average. While these findings suggest Food Services managers feel that they have more work to do than the remainder of the ISD, their responses indicated that they seldom have too much work to do.

Consistent with the Food Services employees, Food Services managers reported a slight degree of perceived organizational support. Food Services managers reported that they feel that the district cares about their well-being and their general satisfaction at work to a slight degree.

Food Services managers indicated that they feel a modest amount of support from their supervisors. As mentioned above, ratings of supervisor support by Food Services managers refer to upper-level supervisors, thereby speaking to the positive amount of support provided by these individuals.

Food Services managers rated their coworkers as providing the highest levels of support in the division. These results suggest that the management team within the Food Services department is a highly cohesive group which regularly supports each other.

Ratings of work-family conflict reported by Food Services managers were consistent with the remainder of the ISD. Employees reported that their work responsibilities do not

regularly interfere with their family lives, and that their family lives do not interfere with their work responsibilities. A comprehensive report of the Climate Survey results is provided in Appendix K.

Conclusions and Recommendations

To fairly and comprehensively evaluate the Food Services department, there needs to be a follow up evaluation conducted. Two critical groups of Food Services' customers, students and parents need to be included in this study.

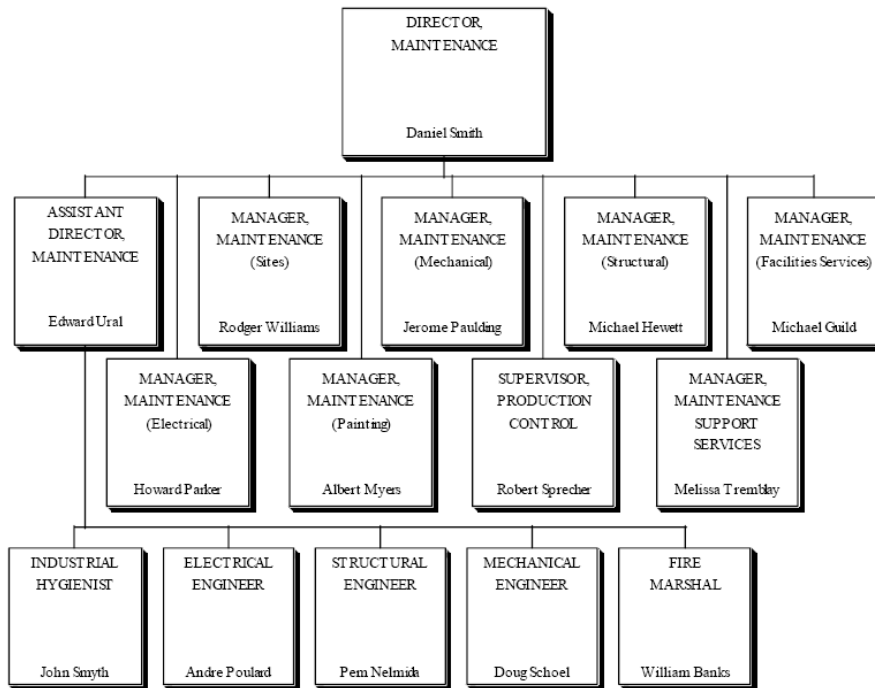
Maintenance

Organization Structure

The Maintenance department employs over 360 trades-people with expertise in a multitude of areas concerning the repair and maintenance of facilities throughout the school district. The department is overseen by two administrators – a Director and an Assistant Director. A total of seven managers - one each for the sites, mechanical, structural, facility services, electrical, paint, and support services trade disciplines - report to the administrators. Depending upon their size, each trade shop has between one and four foremen that directly supervise the Maintenance workers. The mechanical, paint, electrical, structural, and sites trade shops also each utilize one or two shop planners that handle contract support, pre-planning activities, and annual contract support.

In addition to the Maintenance Director and Assistant Director, there are also three Area Maintenance Supervisors that provide a link between the Maintenance department and its customers. These individuals work under the direction of the Institutional Services Division (ISD) in each of the district’s 3 Area Offices. These individuals serve as a liaison between school staff and the Maintenance Department. Some of their duties include ensuring that dispatchers assign the correct priority code to incoming requests and taking complaints from schools about recurring maintenance problems to the Maintenance director. The director meets with all three Area Maintenance Supervisors every two weeks to work out issues. Some customers call the director directly with maintenance complaints, but he encourages them to follow the proper channels through the Area Maintenance Supervisors.

Organization Chart



Way of Work

The director of the Maintenance department empowers his managers, foremen, and employees to do whatever it takes to ensure that work gets done. He encourages dispatchers to develop relationships with the Head Plant Operators that are calling in problems from the schools. Emergency maintenance calls are handled by dispatchers; non-emergency maintenance requests get put into the ELKE computer system. The Maintenance department encourages the Head Plant Operators at the schools to be the individuals responsible for initiating maintenance requests, as they are ultimately responsible for the facility. Exceptions to this procedure are granted to maintenance requests related to Food Services and Computer issues, which are the responsibility of the Cafeteria Manager and the Media Specialist or Technology Coordinator, respectively.

Incoming maintenance requests are assigned a priority 1 through 4 by the dispatcher who takes the call. The request generates a work order printout, which is picked up by a Foreman and assigned to a worker. Any follow-up calls regarding a particular job are labeled as either a status inquiry or a complaint. It is the responsibility of the Foreman who originally assigned the job to follow up with the customer.

Although the Maintenance director specified in his response to Best Practices that the Maintenance department utilizes a standardized process for assigning and amending the priority status that is assigned to each job, he indicated in his interview that there is no official process for amending the priority status that is assigned to work orders. The shop foremen do have the authority to amend priority, and a job's priority status is typically increased if there is a complaint call about a recurring issue. The Maintenance department tries to handle work orders of the same priority on a date-assigned basis, but often that process can be disrupted by complaint calls from administrators (e.g., Principals, Associate Superintendents, Superintendent, etc.). The Maintenance director also has the discretion to upgrade a job's priority, based upon urgency. For example, the director places a high priority on Heating, Ventilation & Air Conditioning (HVAC) repairs in the elementary schools, followed by middle schools second, and high schools last. This ensures that the youngest and most vulnerable children are taken care of first when there is a problem with the air conditioning system in the schools.

The inventory system utilized by the Maintenance department is antiquated and unreliable. Consumable materials (e.g., gloves) are signed out individually as they are needed by employees. Any material that will ultimately be used as part of a job site is associated with the work order for that job. Any inventory that is removed from the warehouse by maintenance personnel is written down on paper at the time of checkout, and then entered into the computer (ELKE) at a later date. This lag time between when an item leaves the warehouse and when it gets entered into the computer generates a record keeping nightmare, as well as the potential for misuse. The Maintenance director wishes for a bar code scanning checkout system, similar to the process used in hospitals, to increase the accountability of items in inventory. The current system wastes resources and leads to faulty records that do not match up well with the annual inventory process.

The Florida Office of Program Policy Analysis and Government Accountability (OPPAGA) is a special staff unit of the Legislature created by state law under the oversight of the Joint Legislative Auditing Committee. OPPAGA examines agencies and programs to improve services and cut costs when directed by state law, the presiding officers, or the Joint Legislative Auditing Committee. OPPAGA and the Auditor General developed Best Financial Management Practices for Florida school districts. To develop the best practices, OPPAGA and the Auditor General conducted an extensive literature review; interviewed education finance experts, representatives from professional organizations, and educators in other states; and collaborated with a variety of education stakeholders in Florida. Following is a detailed description of each of the Facilities Maintenance Best Practices and associated indicators, as well as the Maintenance Director’s explanations of the current status of each standard in Pinellas County Schools. A copy of the Best Practices worksheet is presented in Appendix H.

Program Direction and Accountability

<i>The district’s maintenance and operations department has a mission statement and goals and objectives that are established in writing.</i>	
	The maintenance department has approved a mission statement that clearly defines the purpose and expected outcomes of the department.
	The maintenance and operations department has clearly stated goals and measurable objectives for each program that reflect the expected outcomes of the program and address the major aspects of the program’s purpose and expenditures.
	Goals and objectives include written comprehensive projections of the following needs: <ul style="list-style-type: none"> • manpower; • budget; • equipment; and • physical condition and repair/replacement needs of district facilities including, but not limited to, paint, roofs, HVAC equipment (tracking age and repair history), grounds (including paving), electrical service, and plumbing.

Pinellas County Schools’ Maintenance department mission states: *“Our mission is to provide a high performing work force to maintain a safe and secure environment for students, staff and community.”* This statement is printed on the reverse side of every identification badge issued to Maintenance department employees, and is posted in common areas and on the department’s intranet web page. The goals and objectives of the department are articulated through data driven decisions and expectations. The factors can be found in the daily process review and tasks review. Projections are established through long range planning and the departments’ preventive and predictive maintenance program. The planning of long range goals is a data driven process, based on assessments conducted by technicians in the field.

<i>The district has established and implemented accountability mechanisms to ensure the performance and efficiency of the maintenance and operations program.</i>	
	The maintenance and operations department uses appropriate performance and cost-efficiency measures and interpretive benchmarks to evaluate each program and uses these in management decision making.
	The maintenance and operations department has established and implemented strategies to continually assess the reliability of program performance and cost data.
	The maintenance and operations department regularly evaluates the performance of all maintenance and operations work and can demonstrate that adjustments are made to maximize performance and efficiency.
	The district has taken advantage of significant opportunities to improve maintenance operations management, increase efficiency and effectiveness, and reduce costs.

Cost and efficiency benchmarks are established for fast response to customer needs. These benchmarks are monitored and assessed through reviews conducted by the leadership team. Maintenance department managers are required to conduct quarterly assessments of all active and completed service requests. These reviews include data driven facts and are reviewed with the director of Maintenance during a one on one conference. Evaluations are conducted periodically on all service requests. The frequency of the evaluations and reviews are random. The Maintenance department leadership team conducts the reviews a minimum of four times per year for each service employee. Continual quality improvement has been sought in the Maintenance department. Employees and department leaders have been trained in the quality improvement process. These concepts are used on a daily basis in the department. However, an apparent movement away from these concepts by the district affects the department. The department has formulated a best practices handbook that was issued to all existing employees and will be given to every new employee in the department. The involvement of employees in the development of the handbook was critical to achieve employee buy-in and to facilitate a sense of ownership.

<i>The district obtains and uses customer feedback to identify and implement program improvements.</i>	
	Customer feedback is used to conduct a self-analysis to improve the performance and productivity of the maintenance department.
	Customers are surveyed at least annually using a written instrument to determine strengths and weaknesses of the maintenance department service and to identify major maintenance needs.
	Customer survey results are shared with customers and staff.

The Maintenance department has conducted an annual customer survey for the past 10 years. The survey results are reviewed and then published. Follow-up contacts are made with customers. Annual survey results are published on the department's intranet webpage. A copy of the most recent survey results is in Appendix T.

<i>The district has established procedures and staff performance standards to ensure efficient operations.</i>	
	<p>The maintenance department has and follows written procedures that, at a minimum, provide for:</p> <ul style="list-style-type: none"> • replacement and selection of equipment; • purchase of equipment, supplies and materials; • maintenance and operations budget criteria; • facilities standards; • personnel staffing and hiring policies; and • use of facilities and equipment.
	<p>Written operational procedures for the maintenance and custodial services departments are up to date and accessible to school personnel and the public.</p>
	<p>The maintenance and operations department has written performance standards for staff that are communicated to employees and are made readily available to other interested parties.</p> <ul style="list-style-type: none"> • Performance standards for commonly repeated tasks have been established by the district on the basis of internal review or available benchmarks of industry practices and are used for assigning work and conducting performance appraisals.
	<p>The school district performance standards ensure that all schools are maintained equitably.</p>
	<p>The district has a process for communicating failures to meet departmental and staff performance standards and can track responses to those failures.</p>

Data driven analysis for the selection and replacement of equipment is conducted by technicians in the field. Information is available to the Facilities Design and Construction department for inclusion in new construction standards, but is currently not used. Maintenance procedures, as well as department personnel procedures, are recorded in the Maintenance department's handbook (*Best Practices Guide*). Specific Operations & Maintenance (O&M) processes and procedures are necessary, but have not yet been developed. (It should be noted, however, that custodial services are not currently a part of the Maintenance department in Pinellas County Schools.) Currently, facility maintenance standards are retained through best practices and work order review standards. However, specific time study analyses and performance standards, though necessary, have not been developed for the department. Economic/funding conditions affect the level of maintenance that is provided to various facilities in the district. Although the district does not effectively communicate expectations and customer complaints to the department, the Maintenance department does record customer

concerns and complaints through its work order system and flags these work orders for follow-up customer contact.

<i>The department maintains educational and district support facilities in a condition that enhances student learning and facilitates employee productivity.</i>	
	District educational facilities are effectively maintained and provide an appropriate teaching environment.
	District educational facilities are effectively maintained and provide an environment conducive to student learning.
	District support facilities are effectively maintained and provide appropriate working conditions for district employees.

Educational facilities are not maintained to the highest standards because of budget restrictions and shortfalls. While every effort is made to professionally maintain the facilities, more could be done through effective and efficient utilization of current resources and development of Operations & Maintenance (O&M) expectations. Similarly, ancillary facilities lack the same O&M standards as current educational facilities.

Organizational Structure and Staffing

<i>The district regularly reviews the organizational structure of the maintenance and operations program to minimize administrative layers and assure adequate supervision and staffing levels.</i>	
	<p>The maintenance and operations department is administered in accordance with a published organizational chart that has been approved by the school board.</p> <ul style="list-style-type: none"> • The district provides appropriate supervision of maintenance and operations staff. • Levels of authority and responsibility have been assigned to each position. • Supervisor/employee ratios have been established and are based on appropriate standards or benchmarks.
	<p>The maintenance and operations department regularly reviews the program’s organizational structure and staffing levels and makes appropriate staffing adjustments based on these reviews.</p> <ul style="list-style-type: none"> • The district has appropriate staffing levels based on applicable comparisons and/or benchmarks such as the number of custodial staff in relation to the size of the facilities and other relevant factors. • Staffing projections reflect the activities proposed in the five-year facilities work plan. • Staffing formulas provide for additional staff as new facilities are brought on-line and as existing facilities become older and require more maintenance and provide for deleting staff and closing facilities whenever indicated.

	<ul style="list-style-type: none"> • The district reports organizational staffing review findings in writing and distributes these findings to school board members and the public.
	The program structure includes reasonable lines of authority and spans of control given the responsibilities of each organizational unit.

The Maintenance department is monitored for compliance with authorized personnel through position control procedures. The department has an appropriate amount of supervision for its employees, however current staffing is well below the standard staffing model based on state standards. Staffing should be based on Operations & Maintenance process and procedures. The current lack of these O&M standards has prevented the district from developing an effective staffing model. A regular review of staffing is conducted by the leadership team. A weekly status report is disseminated for senior staff review. Adjustments are requested, as appropriate, to adjust any deficiencies in the current staffing model. A clear hierarchy of authority and responsibilities is communicated to department heads and staff.

<i>Complete job descriptions and appropriate hiring and retention practices ensure that the maintenance and operations department has qualified staff.</i>	
	<p>Job descriptions have been developed, properly reflect the needs of the department, and are reviewed and updated periodically to address changing requirements and actual practices.</p> <ul style="list-style-type: none"> • Appropriate personnel participate in the writing and review of job descriptions. • Job descriptions are readily available for applicants and staff to review.
	Procedures are established for attracting qualified applicants based on district size, location, and needs.
	Job vacancy notices adequately describe job responsibilities; job qualifications; educational/professional requirements; application and selection criteria; and salary and benefits.
	Personnel procedures ensure that adequate personal and professional references are obtained and contacted.

Job descriptions are maintained for all positions. Reviews are conducted infrequently. The appropriate department leadership personnel and support staff are included in the review process. The district has not established guidelines for recruitment efforts of support staff. While efforts have been made to streamline the application process, attracting qualified applicants for many positions remains a challenge. Minimum standards are published during the advertisements of vacant positions. Selection criteria are communicated to applicants once a screening process has been completed, and a review of qualifications is made once a candidate has been identified for the position.

<i>The district provides a staff development program that includes appropriate training for maintenance and operations staff to enhance worker job satisfaction, efficiency, and safety.</i>

	<p>The district ensures that maintenance and custodial standards are regularly updated to implement new technology and procedures.</p>
	<p>The district provides professional development and training programs based on district size and capabilities, identified needs, and the relevant trades. Annual planned training programs are implemented for appropriate trades personnel, support and supervisory personnel, and administrators.</p> <ul style="list-style-type: none"> • Written training goals and expected outcomes are established in the areas of safety, trades enhancement, cross trades utilization, interpersonal team skills, district policy awareness, and department procedures. • The maintenance and operations director works closely with the curriculum development department to ensure a planned, sequential program for personnel skills development. • The programs include technical training as well as personnel interaction strategies. Training is individualized when possible to fit skills/trades/group needs and to assist employees in meeting work standards. • Instructors used for staff training are from appropriate trade/instructional areas. Outside professional trainers are used when possible. • Training programs provide an opportunity for staff feedback and evaluation. • Where possible, there is a defined apprenticeship program.
	<p>Participation in state and national organizations is supported in order to remain current with maintenance issues, new technology, equipment, materials, and procedures.</p>
	<p>The Maintenance and Operations Department subscribes to various trade publications and the publications are available to employees.</p>

The Maintenance department has developed standards for day to day operations. However, these standards do not include the implementation of the most current technology or accountability measures specified by the professional organizations of each trade. Standards for training have been developed for Maintenance department personnel, particularly in the area of safety standards. Each employee receives a minimum of six hours of Occupational Safety & Health Administration (OSHA) safety training annually. The department has set a goal to provide 24 hours of technical or specific trade related training for each employee. Progress toward this goal is monitored on a weekly basis. However, a structured trade specific training program has not been developed to ensure that employees are appropriately certified in their trade.

Additional training is available to employees through the district’s Learning Management System (LMS). LMS offers a variety of topics, from interpersonal skills to strategic directions and goal setting. The district also offers a “catalog of Choice” training day, where employees can attend all day training sessions that offer a wide variety of pertinent topics. The department supports employees’ participation in state trade organizations,

such as the Florida School Plant Management Association. Selected management employees also attend a state conference each year and share relevant information with the department. Additionally, the Maintenance department maintains annual subscriptions to various trade and safety publications that are shared and disseminated to all employees.

Resource Allocation and Utilization

<i>The district provides maintenance and operations department staff the tools and equipment required to accomplish their assigned tasks.</i>	
	The maintenance and operations department personnel are provided with the tools necessary to accomplish assigned duties.
	Seldom needed tools and equipment are readily available through other sources.
	A procedure exists for maintenance and operations staff to acquire parts, materials, and equipment that are not stocked on maintenance vehicles.

Maintenance department personnel establish the budgetary needs for equipment and tools. However, due to the district’s decreasing funding from the Florida legislature, the department has not received adequate funds in the budget to replace large equipment such as vehicles. Rental agreements are utilized for the less often used items. The district’s Purchasing card (“P-card”) program is also utilized by employees in the field to acquire seldom used parts or materials directly from vendors.

<i>The district has an energy management system in place, and the system is maintained at original specifications for maximum effectiveness.</i>	
	The district has a written energy management plan in place.
	The maintenance and operations department regularly monitors energy management controls and generates routine reports to verify the energy management system is working.
	Plans have been developed to address corrective actions in facilities where the energy management system is less effective.

The district has an energy management program whereby energy coaches are employed and assigned to facilities to teach and assess conservation methods. A system optimization program is in place to monitor energy and the program is moving towards expanded implementation. This computer based program allows Maintenance personnel to control systems remotely via a network. Facilities where the energy management is less effective have their buildings evaluated and if appropriate are either included in the five year plan or have budgets developed for corrective repairs and are then prioritized.

Information Management

<i>A computerized control and tracking system is used to accurately track work orders and inventory.</i>	
	<p>A work order tracking system is used to increase management capability.</p> <ul style="list-style-type: none"> • The computerized work order system includes control of inventory as well as tracking of parts, materials, equipment, and associated costs to individual work orders. • The inventory control system accounts for commonly used parts, materials, and equipment, including those carried on maintenance vehicles. • The inventory control system includes a procedure to automatically re-order supplies when they are depleted. • The system provides a mechanism to charge back work order expenses to the appropriate entity.
	The Maintenance Department analyzes information such as actual work hours (sometimes referred to as “wrench time”), hours scheduled versus hours worked, travel time, and total hours required to complete jobs.
	Work order reports are routinely produced and analyzed to improve performance.

The Maintenance department utilizes the Business Planning and Control System Enterprise asset management system (ELKE) to initiate service requests and track all repair, labor and material costs. The ELKE system includes inventory control management, but it does not interface with the district’s accounting software package (TERMS). This lack of interface leads to inefficiencies in the tracking of inventory and assets. Weekly reports are generated for review by the leadership team. These reports are shared with staff and then reviewed with senior management. Travel time is not currently tracked.

<i>The maintenance and operations department has a system for prioritizing maintenance needs uniformly throughout the district.</i>	
	The Maintenance and Operations Department places highest priority on responding to life, health, and safety issues.
	The Maintenance and Operations Department prioritizes maintenance needs based on its prioritization guidelines and completes regular and emergency maintenance repairs accordingly.
	The school district’s process of prioritizing maintenance is designed to address every school’s needs.
	District procedure determines when emergency maintenance is necessary and provides for effective emergency repairs.

The Maintenance department utilizes a three tiered priority system. The first priority is to address life, health and safety concerns. These types of jobs generate an emergency tag which requires an immediate response by the applicable trade. Required response times are developed for each priority level, and reports for each priority category are generated

weekly. The priority system is standardized and utilized for every service request or work order. Procedures for emergency repairs are established and are assigned highest priority. Procedures for after hours emergencies are also established and assignments for rotational coverage are scheduled through January 2010.

Health and Safety

<i>District policies and procedures clearly address the health and safety conditions of facilities.</i>	
	The district has established written health and safety standards.
	Evaluations are made and documented for the condition of buildings and of each school.
	The district has a written plan for healthy indoor air quality that requires monitoring of indoor air quality as appropriate and includes corrective action plans for indoor air quality problems.

While the Maintenance department has safety standards and continual monitoring of its safety program, the district as a whole has not embraced the safety philosophy. Standards for district wide implementation of a comprehensive safety program have not been developed. The district has recently developed a district policy (2.23(6)) requiring employees to follow safe work practices. The full text of the policy may be found at <http://www.pinellas.k12.fl.us/planning/html/chapters/chpt2.htm#2.23>. Comprehensive conditions assessments are not conducted. However, facilities are evaluated annually during the Safety, Casualty and Fire Safety Inspection. Additionally, the Maintenance department’s Predictive & Preventive Maintenance (PPM) program in some disciplines provides input for planning purposes. The Maintenance department has developed an Indoor Environmental Quality (IEQ) Management Plan, which includes a guide for the prevention of IEQ issues and corrective action to be used to resolve IEQ issues.

<i>The school district complies with federal and state regulatory mandates regarding facility health and safety conditions.</i>	
	Procedures comply with all relevant federal and state requirements.
	The district participates in state and federal voluntary efforts regarding facility health and safety conditions and has documented resulting cost savings and/or avoidance.

The district does not follow all relevant code requirements, particularly in relation to modular or relocatable structures. The district does not have an established building official or a defined permitting process. The Maintenance director believes that the lack of compliance in these areas is a serious concern.

<i>The district is aware of and prepared for the permitting and inspection requirements of the Florida Building Code.</i>	
	Maintenance and operations staff received training regarding Florida Building Code and all other applicable state and local requirements.

	The maintenance and operations department has procedures in place to ensure that all required permits are obtained prior to the start of a project.
	The maintenance department has reviewed the Florida Building Code and has developed a procedure to ensure that all necessary inspections will take place.

Certified personnel receive continue education credits through state approved courses. The district has not established a building official or permitting process. The maintenance department utilizes certified personnel to conduct inspections.

Working Relationships

Intra-Department

Focus groups consisting of trade employees from the Maintenance department allowed individuals to voice their concerns about their jobs and/or their department in a mutually supportive environment. A comprehensive report of the focus group results is provided in Appendix R.

Focus Groups

In all of the Maintenance department focus groups, employees expressed their appreciation for the sense of independence they feel while on the job, the remarkable teamwork and collaboration they have with their coworkers, the high quality service they provide to their customers by splitting the district into “zones” of responsibility (i.e., north and south of Ulmerton Road), and the benefits and tools they are provided.

Independence

Maintenance department employees commented that they appreciate the sense of independence they have in their jobs, and the freedom that they experience when on the road. Additionally the use of “P-cards,” which allow an employee to purchase needed supplies in a timely manner, has increased the efficiency of the workers and has contributed to the sense of independence and trust experienced by the employees. In general, employees in the Maintenance department do not feel micro-managed.

Teamwork/Coworkers

Maintenance department employees cited a strong sense of teamwork and collaboration among employees in the Maintenance department. Employees noted that their coworkers are very knowledgeable and are always willing to help each other with problems, and that the foremen and trades people work well together.

Supervisor Focus Groups

According to Maintenance Supervisors, the strengths of the Maintenance department include a strong customer focus, a qualified and competent workforce, and a pervasive focus on safety.

Supervisors expressed that Maintenance department employees have a strong customer focus and ensure that all jobs are completed correctly. Additionally, it was noted that Maintenance employees regularly come back and clean up after contractors who may have left some work unfinished. Furthermore, according to supervisors, Maintenance employees take great pride in their workmanship, and have a sense of accomplishment in getting the job done correctly for the customer.

Next, Maintenance supervisors expressed that due to working in zones, Maintenance department employees are more familiar with the schools they maintain, and are therefore able to save time and money in the maintenance of their schools. This familiarity with the schools operates bi-directionally, in that the workers know the schools and are therefore able to remedy problems, but also that the schools know the workers, thereby ensuring the safety of the students. Supervisors also commented that this improved familiarity with the schools also allows Maintenance employees to respond more quickly than otherwise possible, as well as allowing a focus on preventative maintenance and predictive replacement.

Maintenance Supervisors noted a significant focus on safety as a key strength of the department. Specifically, supervisors mentioned that all employees are issued personal protective equipment (PPE) and are instructed to wear them. The Safety Training Observation Program (STOP), which emphasizes safe working conditions is used within the department and has reportedly reduced accidents since its inception in 2002. The OSHA training room, which has approximately 46 training topics, was mentioned, as well as several publications which are issued to employees to promote safe work place practices, including the “Safety Alert” and the tailgate topics.

Potential for Improvement

According to Maintenance supervisors, several key areas are in need of improvement in the department, including the morale problem and manpower shortages caused by prior job cuts; the relationship between FD&C and Maintenance; the lack of accountability of FD&C contractors; the salary structure for rank and file employees; and personnel issues.

According to Maintenance Supervisors, the recent job cuts resulted in a morale problem in which employees do not know if more job cuts are going to occur or what is coming next. Due to the elimination of many Maintenance positions and the ever increasing size of schools, Maintenance employees are required to maintain more square footage with less people. This disparity has caused a reduction in response time, more second calls, and a more reactive workforce as compared to a proactive focus. Supervisors expressed that this lack of manpower leads to outsourcing of certain tasks, thereby increasing the fear of privatization among departmental employees.

The relationship between the Maintenance and FD&C departments was discussed as a significant problem. Specifically, Maintenance supervisors explained that there FD&C does not consider a facility's maintenance needs when building and designing schools. The Maintenance department is then forced to fix unexpected problems in new schools, causing the Maintenance department to often exceed the budget. This practice reflects poorly on the Maintenance department, when in fact the issue originates because of negligence on the part of FD&C.

Next, supervisors suggested that the superintendent can address the morale problems in the department by simply providing information about the future direction of the department. However, supervisors noted that the superintendent should not make decisions without getting all of the information first.

Inter-Department

The evaluation also assessed the working relationships between the Maintenance department and other departments throughout the district. During the focus groups, Maintenance employees specified a multitude of problems in their interactions with the Facilities, Design and Construction (FD&C) department.

Focus Groups

The focus groups uncovered several key issues involving the relationship between the Maintenance department and the FD&C department. These problems were identified across all of the Maintenance department focus groups, and included a lack of consideration for maintenance issues in the initial design and construction of School Board buildings, a lack of accountability for the contractors hired by FD&C, and the sense that maintenance is forced to fix problems that arise as a direct result of faulty FD&C processes and procedures.

Maintenance department employees cited a lack of consideration for maintenance issues in the initial design and construction, or re-design and construction, of School Board buildings as a major problem. Specifically, Maintenance employees suggested that when buildings are initially designed, there are no considerations made for regular ongoing maintenance, and the input of the trades people who are familiar with the day to day operations of the buildings are not solicited and are not considered when offered. Additionally, the products specified by FD&C and used by contractors create a significant problem for Maintenance workers. For example, outdated products are often specified or contractors simply put in whatever they want, thereby creating a lack of consistency across schools. Then, when the Maintenance department is called out to repair the product, the item is not in stock or is not a standard material resulting in special orders and delays.

Additionally, Maintenance employees commented that there is no accountability for FD&C's contractors to complete the work they are paid to perform correctly or completely. Currently, if a contractor does not complete a job, or completes a job

incorrectly, the burden to repair/replace the problem falls upon the Maintenance department. This lack of accountability for contractors to the FD&C department creates an inordinate amount of extra work that is thrust upon the Maintenance department. Similarly, it was noted that the district continues to use the same contractors despite construction problems they have demonstrated in the past. Here too, more input from Maintenance employees could help FD&C make better decisions about which contractors to hire, based on the maintenance problems they have experienced with those contractors in the past.

Processes and Procedures

Work Systems

The Maintenance department utilizes the ELKE system to serve as a work order tracking system for maintenance calls. When a district site has a maintenance request, they contact a dispatcher in the Maintenance department, who routes the request to the appropriate trade shop. The trade shop then assigns the job to the appropriate individuals, based on their work zone and current work load.

There are significant issues with the use of the ELKE system for tracking maintenance requests. Specifically, the software does not communicate with other computer systems in use throughout the district. The ELKE system can only track work orders; there is no ability within the system for it to interface with the TERMS software system, which is used to track labor costs. Consequently, the hourly rate of pay information that is entered into TERMS is not live data that truly reflects the exact hourly wage of the individual who is actually completing the work. Instead, a placeholder, or average rate of pay, is used to calculate labor costs associated with each maintenance request. This practice can result in gross inaccuracies regarding the true cost associated with Maintenance projects.

Recently, the Maintenance department has begun working with the Division Business Manager for Institutional Services to handle the department's financial practices and provide the department with technical computer support. The Business Manager also works with the vendor responsible for ELKE to obtain system upgrades and maintenance. In the past, the Maintenance department has tried to work with individuals in the district's Management Information System (MIS) department to coordinate the computer systems, but no lasting solutions were obtained and that working relationship has expired. These computer software incompatibilities lead to major inconsistencies in inventory, which ultimately costs the district money. Because there is no central database to handle all aspects of the Maintenance requests (i.e., supplies, labor, order tracking), everything is recorded manually and entered into the various computer systems on a sporadic basis. The Business Manager is currently working with a software vendor, who has extensive experience with ELKE, to define a fixed asset interface from TERMS to ELKE, contingent on available funding. Although the director of Maintenance has repeatedly expressed his dissatisfaction with the current system, he has been unable to change or replace the ELKE system up to this point, due to budgetary constraints.

The Maintenance department has few standardized processes for ensuring effective operations. The department intranet web site does provide access to numerous processes, practices, and standards, but there is no overarching organization of documentation. Existing best practice handbooks and manuals have not been revised in many years. The director of Maintenance has expressed a desire to reorganize and rewrite the various departmental directives into a cohesive management plan.

Communication

The Maintenance department utilizes email, memos, face to face conversations, cell phones and meetings to disseminate information to the employees. The district utilizes email to disseminate most information throughout the district, and upper level management often utilizes this as a means of communication with other individuals within the district. Within the Maintenance department, communication is accomplished via prearranged methods of dissemination for work-orders to each trade department for completion of the work. Additionally, each shop meets at the beginning of the work day to review the occurrences and status of their calls. It is during these meetings that supervisors and foremen communicate directly with the line personnel. Additionally line personnel have two-way radios as a means of communication so that they can be reached while they are on calls. Memo boards are used to post important relevant memos for employees to read.

Focus Groups

Maintenance department employees note a lack of communication between departmental management and the employees. For example, employees cited that the director of Maintenance does not have an open-door policy, and in fact they only see him 2-3 times per year. Furthermore, employees cited that supervisors often do not communicate honestly with employees, and that issues presented to management by employees are often ignored unless someone in higher management brings the issue up as well.

In contrast, Maintenance supervisors expressed that they appreciate the level of communication within ISD management and within the Maintenance department. Maintenance supervisors expressed that they have regular meetings to discuss issues that need to be addressed, and that they are given the independence to do their jobs with little micro-managing from their supervisors. Additionally, Maintenance supervisors expressed that the Maintenance director is especially valued and that he is regularly available to them at the Walter Pownall Service Center.

In order to improve the communication between upper-level district administrators and the Maintenance department, Maintenance supervisors suggested that upper-level administrators come to the Walter Pownall Service Center and interact with employees on a regular basis. Additionally upper-level administrators should share information with Maintenance department management before public declarations are made. Supervisors reported that they often find out information about their jobs by reading the newspaper.

Activities

Contracting/Purchasing

The Maintenance department, in consultation with the School Board, has developed an advertisement system as a means of raising funds solely for employee recognition events. The system allows local businesses to advertise their company with magnetic signs on various maintenance vehicles throughout the year for a nominal fee. These events provide food, non-alcoholic beverages and token of appreciation rewards to recognize outstanding service by Maintenance department employees. A complete description of the advertisement system is provided in Appendix U. Purchasing of equipment is accomplished through the district's purchasing system. The existence of appropriate equipment was one of the strengths of the Maintenance department cited throughout most of the shops.

The district maintains contracts for specific services that are negotiated at a fixed rate. This allows cost savings to be realized by competitive bids for provision of services and removes the necessity of re-bidding every non-capital outlay project that requires a service that the Maintenance department does not have the manpower or personnel to complete. Such contracts are often for services for which the district does not need to maintain the facilities, but may be needed infrequently such as a section of fence replaced. Additionally, such contracts are also used for services that the district can not do because of the lack of certified personnel, such as fire alarm systems maintenance and air conditioning parts. The Maintenance department is limited because they cannot offer a salary for these positions which is competitive with what individuals with those credentials can get in private industry. The contracts often run for a year and then are opened for competitive bids; however some of the contracts such as the air conditioning parts contract are often for multiple years.

The Maintenance department is tasked with completion of all capital outlay "maintenance/repair" category projects identified in the five year plan. An exception is made when Facilities, Design and Construction is assigned a line item budget for a major remodeling, renovation or new construction on the same site. The Maintenance project would then be assigned to Facilities, Design and Construction for incorporation into the larger project.

Customer Satisfaction

School Based Customers

School based administrative and operational personnel who were most likely to have had contact with Institutional Services Division (ISD) employees were surveyed to ascertain their level of customer satisfaction with the departments of the Institutional Services Division. A total of 365 customers responded to the survey, including: eighty-six (86) Principals, sixty-nine (69) School Secretaries, sixty-six (66) Assistant Principals, fifty-four (54) Cafeteria Managers, thirty-one (31) Plant Operators, and twenty-eight (28) Head Plant Operators, among others. Approximately 55% (202 customers) of the school

based customers completing the Customer Satisfaction survey indicated that they had worked with the Maintenance department (a copy of this survey is presented in appendix C).

Of those customers responding, almost all (approximately 96%) indicated that they were satisfied or very satisfied with the performance of the Maintenance department. On average, a slightly greater percentage (approximately 49.8%) of those responding rated the quality of work, responsiveness, attitude and appearance, and work completion of the Maintenance department as satisfactory, as compared to approximately 46.5% of those responding who rated the department's performance as very satisfactory.

A very small percentage of customers (approximately 3.8%) indicated that they were unsatisfied or very unsatisfied with the performance of the Maintenance department. The largest percentages of unsatisfied responses focused on the responsiveness (6.0%) and the work completion (5.1%) of the Maintenance department, and were given by Principals, Assistant Principals, and Head Plant Operators. A much smaller percentage of customers indicated that they were unsatisfied or very unsatisfied with the attitude and appearance (2.5%) or the quality of work (1.5%) of the Maintenance department.

Open ended comments

Comments about the Maintenance department were provided by 21.7% of those customers completing the Customer Satisfaction survey.

Maintenance department employees were described as doing an excellent job and were noted to always be helpful and supportive of the schools. It was repeatedly mentioned that the Maintenance department employees respond to problems in a very efficient and timely manner and are responsive to problems. Maintenance department trades people were described as being very knowledgeable and professional.

Several comments were made noting that Maintenance department employees are very dependable and dedicated employees who show a strong commitment to the schools and who care about what they are doing. It was noted, that compared to some contractors, the Maintenance department employees know how to work in schools around students. Additionally, Maintenance department employees were described as being quite knowledgeable about the schools they service and were reported to complete the vast majority of their work in a timely manner. Summaries of comments regarding specific trades in the Maintenance department are included below.

- The Plumbing department received many positive comments, which included that the department provides outstanding service which is fast and efficient. Plumbers were described as being courteous, excellent workers, and crucial to the schools' everyday existence.
- The Painting department, similarly, received a wealth of positive comments. Painters were consistently noted as doing excellent work, with little instructional interruption. Although one negative comment was made, a Principal commented on the scheduling of the painters, and not on

their actual work. The Principal noted that after a long scheduling delay, and without notice, the painting crew did not show up.

- The Electrical department received one comment indicating that electrical employees have been outstanding.
- Although the Lawn Maintenance department did receive a positive comment regarding their performance which noted their ability to keep the schools attractive and safe, the majority of comments made regarding this department were negative. A Head Plant Operator voiced a desire for the crew to do more edging and trimming. A Cafeteria Manager noted a lack of supervision and direction, and a Principal noted the availability of the lawn crew in the summer was a problem. Additionally, a Principal suggested that the lawn maintenance crew can not be relied upon to maintain the schools, and that other individuals have to correct deficiencies in their performance. Finally, a Principal voiced a criticism of the scheduling of the lawn maintenance crew, which reflected that work not completed during a regularly scheduled visit is often not finished until the next regularly scheduled visit – up to six weeks later.

Although the majority of general comments regarding the Maintenance department were positive, several criticisms from Head Plant Operators and Plant Operators were also noted. A Head Plant Operator and a Plant Operator reported that since the recent job cuts, response times have slowed, although response times for emergency or priority situations remain acceptable. Next, a Head Plant Operator commented that some employees spend way too much time on the phone with personal calls. A Head Plant Operator noted that some departments have an attitude. Finally, management was criticized by a Head Plant Operator for their lack of follow-up, their inability to hold contractors accountable, and for creating an atmosphere where morale is terrible. A comprehensive report of these results is presented in Appendix M.

Non-School Based Customers

A total of 126 non-school based customers indicated that they work with at least one department in the Institutional Services Division. Fifty one non-school based customers rated their experiences with the Maintenance department on the Customer Satisfaction survey. Survey respondents represented a variety of job titles and departments in the administration building. Customers were asked to rate the Maintenance department's quality of work, responsiveness, attitude, work completion, and overall satisfaction with the department.

Eighty six percent (86.3%) of the non-school based customers responding indicated that they were satisfied or very satisfied with the overall performance of Maintenance department. Greater than 84% of the respondents rated the quality of work (88.2%),

responsiveness of the department (84.3%), attitude of the department (88.2%), and work completion (86.3%) as satisfactory or very satisfactory.

Overall, less than 12% of the non-school based customers responding indicated that they were unsatisfied or very unsatisfied with the performance of Maintenance department. The responsiveness of the Maintenance department received the highest level of dissatisfaction, with 11.8% of the customers indicating problems in this area. The attitude of the department was also rated poorly by nearly 10% of the customers responding. In general, a very small number of non-school based customers indicated that they were unsatisfied with the performance of the Maintenance department.

Open ended comments

Comments about the Maintenance department were provided by 5.4% of the non-school based customers completing the Customer Satisfaction survey.

The members of the Maintenance departments were described as friendly, responsive and taking pride in their work. Specifically, the accounting section was praised as “always willing to go above and beyond to resolve billing issues.” The manager of Maintenance Support Services was mentioned as being an asset to the department. Negative comments included one example of a painter who did a poor job, inefficiency, and wasteful practices.

Institutional Services Division Customers

A total of 275 customers, including 81 Food Service, 62 School Based, 30 Maintenance, 20 Cafeteria, 16 Transportation, 9 Warehouse and 5 Clerical customers, among others, rated the Maintenance department in general using a Customer Satisfaction survey. All respondents are members of other departments of the Institutional Services Division. To attempt to fully capture the diversity of trades within the Maintenance department, customers were asked to rate three different areas of their choosing within the Maintenance department. Customers were instructed to write the names of the areas of the Maintenance department that they worked with the most, and then rate those specific areas (e.g., plumbing, HVAC, etc.). Customers selected a wide variety of trades to rate , including: (the number of customers rating each trade is in parentheses): Plumbing (255), Electrical (183), HVAC (180), Carpentry (83), Sheet Metal (30), Pest Control (29), Lawn Care (26), Sites (22), Painting (20), Refrigeration (19), Carpet (19), Equipment Operation (16), Roofing (12), Locksmith (11), Welding (11), Plastering (9), Mechanics (9), Masonry (7), and Cabinetry (6).

Maintenance department overall

Ninety-three (92.5%) percent of the customers responding indicated that they were satisfied or very satisfied with the performance of Maintenance department in general. Sixty-two percent of the customers (62.2%) indicated that the cooperation, communication, support (management), timeliness, and quality of work product of the Maintenance department were satisfactory. Thirty percent (30.3%) of the customers responding indicated that they were very satisfied with the performance of the

Maintenance department. The cooperation of the department was rated as the most satisfactory, with nearly 96% of the customers indicating they were satisfied.

On average, 7.5% of the customers responding indicated that they were unsatisfied or very unsatisfied with the performance of the Maintenance department. The timeliness of the Maintenance department was reported to be unsatisfactory by 10% of the customers responding, and the support of the department was rated as unsatisfactory by 9%. In general, a very small number of customers indicated that they were unsatisfied with the performance of the Maintenance department.

Plumbing

Nineteen percent of all customers responding to the Customer Satisfaction Survey (255 customers) rated the performance of the Plumbing trade within the Maintenance department.

Nearly all (96.3%) customers responding indicated that they were satisfied or very satisfied with the performance of the Plumbing shop. Half (50.4%) of customers responding indicated that they were very satisfied with the performance of the shop, whereas 45.9% indicated they were satisfied. The cooperation and the quality of the work product of the Plumbing shop were rated as most satisfactory by 97.7% of the customers responding.

Only 3.7% of customers responding indicated that they were unsatisfied or very unsatisfied with the performance of the Plumbing shop. Specifically, the timeliness of the Plumbing shop was rated as the most unsatisfactory by 6.7% of customers responding. The majority of customers expressing dissatisfaction with the timeliness of the Plumbing trade were Food Service customers, including several Food Service Managers, a Food Service Assistant, and a Cook. Additionally, several Plant Operators and a Head Plant Operator expressed their dissatisfaction, among others.

Electrical

Fourteen percent of all customers responding to the Customer Satisfaction Survey (183 customers) rated the performance of the Electrical Shop within the Maintenance department.

Ninety-five percent (94.5%) of customers responding indicated that they were satisfied or very satisfied with the performance of the Electricians. Nearly half (48.4%) of customers responding indicated that they were very satisfied with the performance of the shop, and 46.1% indicated they were satisfied. The quality of the work product of the shop was rated as most satisfactory by 97.8% of the customers responding.

Only 5.5% of customers responding indicated that they were unsatisfied or very unsatisfied with the performance of the Electricians. Specifically, the support (7.7%), timeliness (7.1%), and communication (6.0%) of the shop were rated as the most

unsatisfactory. A wide variety of customers expressed their dissatisfaction with the support of the Electricians, including School-Based customers (2 Head Plant Operators and a Night Foreman), Maintenance customers (2 HVAC, a Carpenter, an Instrument Technician, a Locksmith, and an Appliance/ Refrigeration customer), as well as others. The timeliness and the communication of the Electrician trade were rated as unsatisfactory by a similar distribution of customers.

Heating, Ventilation & Air Conditioning (HVAC)

Approximately fourteen percent of all customers responding to the Customer Satisfaction Survey (180 customers) rated the performance of the HVAC trade within the Maintenance department.

Ninety-two percent of customers responding indicated that they were satisfied or very satisfied with the performance of the HVAC employees. Nearly half (48.6%) of the customers responding indicated that they were very satisfied with the performance of the shop, and 43.2% indicated they were satisfied. The quality of the work product and the communication of the shop were rated as most satisfactory by nearly 94% of the customers responding.

The remaining eight percent of customers responding indicated that they were unsatisfied or very unsatisfied with the performance of the HVAC employees. Specifically, the communication and the timeliness (10%) of these employees were rated as the most unsatisfactory. Several customers expressed their dissatisfaction with the communication of the HVAC employees, including School-Based customers (3 Head Plant Operators, 2 Night Foremen, and a Plant Operator), Maintenance customers (2 Electricians, 2 Carpenters, and an HVAC customer), as well as others. The timeliness of the trade was rated as unsatisfactory by a similar distribution of customers.

Carpentry

Six percent of all customers responding to the Customer Satisfaction Survey (83 customers) rated the performance of the Carpentry trade within the Maintenance department.

Nearly all (96.6%) of customers responding indicated that they were satisfied or very satisfied with the performance of the Carpentry shop. Forty-two percent of customers responding indicated that they were very satisfied with the performance of the shop, whereas 54.4% indicated they were satisfied. The quality of the work product and the support of the Carpentry shop were rated as most satisfactory by 97.6% of the customers responding.

On average, only 3.4% of customers responding indicated that they were unsatisfied or very unsatisfied with the performance of the Carpentry shop. Specifically, the timeliness of the Carpentry shop had the highest degree of unsatisfactory ratings (4.8%). However, this percentage represents only four customers, a Head Plant Operator, a Maintenance customer, a Coordinator, and one customer not indicating their position. Additionally,

the same Head Plant Operator and Coordinator were both unsatisfied with all other items as well.

Sheet Metal

Approximately 2% of all customers responding to the Customer Satisfaction Survey (30 customers) rated the performance of the Sheet Metal employees within the Maintenance department. Sheet Metal employees from the Maintenance department received the second highest evaluation by ISD customers, with 66% indicating that they were very satisfied with the performance of the Sheet Metal shop. The remaining 34% indicated that they were satisfied. Seventy percent of the customers responding were very satisfied with the cooperation and the quality of the work product of the Sheet Metal shop.

Pest Control

Two percent of all customers responding to the Customer Satisfaction Survey (29 customers) rated the performance of the Pest Control employees within the Maintenance department. Pest Control employees within the Maintenance department received the largest percentage of very satisfied ISD customers, with 68.6% of customers responding indicating that they were very satisfied with the performance of the Pest Control employees. Thirty percent indicated that they were satisfied. All customers (100%) responding indicated they were satisfied with the timeliness, the quality of work product, and the support of the trade. Only one employee (who did not indicate his/her job title) indicated dissatisfaction with the cooperation and communication of the Pest Control employees.

Lawn Care

Two percent of all customers responding to the Customer Satisfaction Survey (26 customers) rated the performance of the Lawn Care employees within the Maintenance department. Ninety-three percent of customers responding indicated that they were satisfied or very satisfied with the performance of the Lawn Care employees. Nearly half (44.6%) of customers responding indicated that they were very satisfied with the performance of the shop, and 48.5% indicated they were satisfied. The quality of the work product and the communication of the shop were rated as most satisfactory by 96.2% of the ISD customers responding.

Seven percent of customers responding indicated that they were unsatisfied or very unsatisfied with the performance of the Lawn Care department. Specifically, the timeliness (11.5%) of the employees was rated as the most unsatisfactory. However, only three customers expressed their dissatisfaction in the timeliness of the trade including a Mechanic, a Plant Operator, and one customer who did not indicate their job title.

Sites Shop

One and a half percent of all customers responding to the Customer Satisfaction Survey (22 customers) rated the performance of the Sites trade shop within the Maintenance department. Eighty-nine percent of customers responding indicated that they were satisfied or very satisfied with the performance of the Sites department. Fifty-four percent were very satisfied with the performance of the shop, and 35% indicated they

were satisfied. The cooperation, support, and quality of the work product of the shop were rated as equally satisfactory by nearly 91% of the customers responding. Only three customers (11.1%) responding indicated that they were unsatisfied or very unsatisfied with the performance of the Sites employees. The communication and the timeliness of the employees were rated as unsatisfactory by a Foreman, a Painter, and a customer who did not indicate their job title.

Painting

One and one half percent of all customers responding to the Customer Satisfaction Survey (20 customers) rated the performance of the Painting shop within the Maintenance department. Most (96%) of the ISD customers responding indicated that they were satisfied or very satisfied with the performance of the Painting shop. More than half (56%) of customers responding indicated that they were very satisfied with the performance of the shop, whereas, 40% indicated they were satisfied. The cooperation and support of the Painting shop were rated as very satisfactory by 60% of the customers responding. Only one employee (a Plant Operator) indicated dissatisfaction with the communication, cooperation, timeliness, and support of the Painting shop.

Refrigeration

Slightly less than 1.5% of all customers responding to the Customer Satisfaction Survey (19 customers) rated the performance of the Refrigeration employees within the Maintenance department. Refrigeration employees within the Maintenance department received equal numbers of satisfied and very satisfied customers (48.4%). All customers (100%) responding indicated they were satisfied with the cooperation and the support of the trade. Only two employees (both Food Service Managers) indicated their dissatisfaction with the communication, timeliness, and the quality of the work product of the Refrigeration employees.

Carpet

Slightly less than 1.5% of all customers responding to the Customer Satisfaction Survey (19 customers) rated the performance of the Carpet employees within the Maintenance department. Most (95.8%) of the customers responding indicated that they were satisfied or very satisfied with the performance of the Carpet shop. Forty percent of ISD customers responding indicated that they were very satisfied with the performance of the shop, whereas, 55.4% indicated they were satisfied. All customers (100%) responding indicated they were satisfied with the communication, cooperation, and the support of the trade. Only one employee (a Plant Operator) indicated dissatisfaction with the communication, cooperation, timeliness, and support of the Carpet shop.

Equipment Operation

Approximately 1% of all customers responding to the Customer Satisfaction Survey (16 customers) rated the performance of the Equipment Operators within the Maintenance department. Eighty-eight percent of customers responding indicated that they were satisfied or very satisfied with the performance of the Equipment Operators. Sixty-five percent were very satisfied with the performance of the shop, and 22.3% were satisfied. The quality of the work product of the shop was rated as satisfactory by nearly 94% of the customers responding.

Twelve percent (12.4%) of customers responding indicated that they were unsatisfied or very unsatisfied with the performance of the Equipment Operators. The support of the employees was rated as most unsatisfactory by 18.8% of customers, including two Food Service Managers and a customer who did not indicate their job title.

Roofing

One percent of all customers responding to the Customer Satisfaction Survey (12 customers) rated the performance of the Roofing employees within the Maintenance department. Ninety percent of customers responding indicated that they were satisfied or very satisfied with the performance of the Roofing trade. Fifty-five percent of the customers responding indicated that they were very satisfied with the performance of the shop, and 35% indicated they were satisfied. The cooperation, communication, support, and quality of the work product of the shop were rated as equally satisfactory by nearly 92% of the customers responding.

One in ten customers (10%) responding indicated that they were unsatisfied or very unsatisfied with the performance of the Roofing employees. Specifically, the timeliness (16.7%) of the employees was rated as unsatisfactory. However, it is important to note that this percentage is the result of just 2 customers (a Night Foreman and a Painter) indicating dissatisfaction.

Locksmith

One percent of all customers responding to the Customer Satisfaction Survey (11 customers) rated the performance of the Locksmith trade shop within the Maintenance department.

All of the customers responding indicated that they were satisfied or very satisfied with the performance of the Locksmiths within the Maintenance department. Although 40% of customers responding indicated they were very satisfied with the performance of the trade; the majority (60%) were satisfied. The quality of the work product and the cooperation of the trade were rated very satisfactory by the most customers (45.5%).

Welding

One percent of all customers responding to the Customer Satisfaction Survey (11 customers) rated the performance of the Welding employees within the Maintenance department. Ninety-five percent of the customers responding indicated that they were satisfied or very satisfied with the performance of the Welding shop. Welders received the second highest percentage of very satisfied ISD customers (67.3%). Twenty-seven percent of customers responding indicated they were satisfied with the welders. All customers (100%) responding indicated they were satisfied with the communication and cooperation of the trade. Only one employee (a Planner) indicated dissatisfaction with the support, timeliness, and the quality of the work product from the shop.

Plastering

Less than 1% of all customers responding to the Customer Satisfaction Survey (9 customers) rated the performance of the Plaster shop within the Maintenance department. All of the customers responding indicated that they were satisfied or very satisfied with the performance of the Plaster employees within the Maintenance department. Forty-seven percent of customers responding were very satisfied with the performance of the trade; however, the majority (53.3%) was satisfied. The cooperation of the Plaster shop was rated as very satisfactory by 66.7% of the customers responding, and the communication and quality of work product (55.6%) were also rated as very satisfactory.

Masonry

Less than 1% of all customers responding to the Customer Satisfaction Survey (7 customers) rated the performance of the Masonry shop within the Maintenance department. All of the customers responding indicated that they were satisfied or very satisfied with the performance of the Masons within the Maintenance department. Sixty percent of customers responding were very satisfied with the performance of the trade, and the remaining 40% indicated that they were satisfied. The cooperation of the Masons was rated as very satisfactory by 71.4% of the customers responding.

Cabinetry

Less than 1% of all customers responding to the Customer Satisfaction Survey (6 customers) rated the performance of the Cabinet shop within the Maintenance department. Cabinet shop employees within the Maintenance department received the third highest evaluation by ISD customers, with 66.7% of customers responding indicating that they were very satisfied with the performance of the Cabinet shop. The remaining 33.3% indicated that they were satisfied. Eighty-three percent of the customers responding were very satisfied with the cooperation and the quality of the work product of the Cabinet shop. A comprehensive report of these results is presented in Appendix N.

Fiscal Practices

Best Practices

Following is a detailed description of each of the Maintenance department’s Best Financial Practices and associated indicators. All of the indicators are related to the department’s Resource Allocation and Utilization

Resource Allocation and Utilization

<i>The administration has developed an annual budget with spending limits that comply with the lawful funding for each category of facilities maintenance and operations.</i>	
	The budget does not rely on or permit unlawful use of taxpayer dollars.
	The annual budget addresses long-term goals for maintaining and operating district facilities.
	The annual budget addresses ongoing and recurring maintenance tasks in order to avoid high repair or replacement costs in future years.

	Funds have been reasonably allocated to address deferred maintenance needs and these funds are used for their intended purpose.
	The budget process provides for routine evaluation of actual versus planned expenditures.
	The budgets for physical plant maintenance and custodial services are developed using appropriate professional standards.
	Allocations are included for the correction of deficiencies identified in the district’s annual Safety, Casualty and Fire Safety Inspection report and the district can demonstrate that the monies are used as intended.

Budget funds are closely monitored by the department Accounting Supervisor. Strict adherence to statutory standards is a department-wide expectation. Long term goals are not addressed in the budget process. The district’s five year plan does address short term capital goals, but long range planning and the budgeting of resources to meet those long range goals continues to be a liability to the district. Preventive and predictive maintenance (PPM) programs are in place to avoid unexpected replacement costs in some disciplines. Data garnered from the PPM programs is utilized to develop budget needs and to address selected ongoing facility maintenance needs.

Deferred maintenance is a liability to the department. While maintenance is deferred on high dollar items, “band aids” are continually put in place to keep antiquated and obsolete equipment operating. Many times the sum of the cost of the “band aids” is greater than 50% of the value of the replacement equipment for the facility. Expenditures are evaluated by senior staff and the leadership team for appropriateness. Evaluations are conducted prior to expending planned funds. Physical plant maintenance budgets are not sufficient to sustain professional standards. Normal plant maintenance has suffered as a result of insufficient funding from local revenues and the legislative body. Funding for the Fire Health and Safety category has remained consistent. Monies are allocated through this category based on the State Requirements for Educational Facilities (SREF) reports conducted by personnel certified to perform assessments. SREF reports are submitted to the Florida Department of Education (DOE) and copied to the Superintendent’s office, as well as housed at the Walter Pownall Service Center.

<i>The district accurately projects cost estimates of major maintenance projects.</i>	
	Cost estimates are based on the district’s experience with prior similar projects, current estimating cost standards, and market conditions.
	The cost of inflation for maintenance projects is projected for five years.
	The district regularly evaluates projected cost estimates for accuracy and utilizes this information to improve future estimates.

The Maintenance department utilizes a project documentation recording process (Doc sheet). Doc sheets are generated by technicians based on their experiences in repairing equipment and facilities. Doc sheets may be submitted by any employee, and are updated annually by project planners and then prioritized for budgeting. Maintenance projects are included in the district’s five year capital plan and the overall category includes inflation

factors. Project evaluations are conducted on every planned project. Project leaders conduct cost analyses to more precisely define the estimates for future projects.

<i>The board maintains a maintenance reserve fund to handle one-time expenditures necessary to support maintenance and operations.</i>	
	The district and maintenance department do not use the reserve fund for recurring expenses.
	The budgetary policy is flexible enough to ensure funding of unforeseen maintenance needs that could adversely affect the district’s mission if not funded (e.g., emergency funds).

Capital Outlay fund balances are used for unexpected maintenance items that occur. They are not used for reoccurring maintenance. Capital Outlay fund balances are utilized for unforeseen maintenance needs. Operating revenue is not available.

<i>The district minimizes equipment costs through purchasing practices.</i>	
	The district regularly conducts cost comparisons to determine whether purchasing practices have minimized costs.
	Volume purchases are made whenever cost-effective.
	The maintenance and operations department considers equipment operating and maintenance costs when buying new equipment.
	Refurbishing or repairing is considered along with new purchases and the most cost-effective method is selected.
	Inflationary costs for equipment are provided for a five-year period.
	Replacement projections have been developed for plant and maintenance equipment.

A competitive bidding process is utilized for expenditures. School Board policy establishes guidelines for the expenditure amounts that will require competitive bidding, multiple estimates and formal written estimates. Volume purchases and purchases from other political subdivisions’ competitive bids are utilized to maximize district cost savings. Life cycle cost analyses, including an investigation of the costs and benefits of refurbishment versus replacement are conducted on equipment purchases. Maintenance projects to replace equipment that is included in the district’s five year capital plan include inflationary discretions. Preventive and Predictive Maintenance (PPM) programs are in place to avoid unexpected replacement costs in some disciplines. Data garnered from the PPM programs is utilized to develop budget needs and to develop projections for future facility maintenance needs.

<i>The district uses proactive maintenance practices to reduce maintenance costs.</i>
--

	The maintenance and operations department evaluates the cost to maintain specific facility designs and implements strategies to reduce labor and long-term maintenance costs.
	A preventative maintenance program has been implemented to reduce long-term maintenance costs and service outages.
	The administration has a process in place to ensure that policies and procedures are followed for disposal of surplus furniture and equipment.

A process to evaluate long term maintenance needs on newly constructed facilities by Maintenance personnel does not exist. Some life cycle cost analyses are completed during the design phase of new construction, but the relative benefits of the cost analyses are not shared. Preventive and Predictive Maintenance (PPM) programs are in place to avoid unexpected replacement cost in some disciplines. Data garnered from the PPM programs is utilized to develop budget needs and to develop projections for facility maintenance needs. District policy, in conjunction with statutory requirements, establishes the procedures for the disposal of surplus equipment.

<i>The maintenance and operations department identifies and implements strategies to contain energy costs.</i>	
	The district collaborates with its utility providers, government agencies, uses available local industry experts and/or other organizations to identify energy efficiency benchmarks and implement actions to increase cost-efficiency.
	The district has a written energy management plan.

The district has an energy management program whereby energy coaches are employed and assigned to facilities to teach and assess conservation methods.

<i>District personnel regularly review maintenance and operation's costs and services and evaluate the potential for outside contracting and privatization.</i>	
	District personnel regularly evaluate existing services and activities to explore the feasibility of alternative methods of providing services, such as outside contracting and privatization.
	District personnel regularly evaluate all contracted and/or privatized services to verify effectiveness and cost savings.

The Maintenance department utilizes contract services for many areas. District personnel participate in the evaluation of programs to determine the most feasible method to accomplish the service. One example is the fire alarm repairs, which have been privatized to four different vendors. Coordinators conduct thorough evaluations of contracted services and verify the cost analysis.

Cost Control Systems

Several areas of deficiency were noted regarding the lack of efficient cost control processes in the Maintenance department. The Maintenance director indicated that the district needs to shift its focus from “reactive” maintenance to a more forward-looking “preventive” maintenance outlook. He believes that the district constantly adds new programs and different people to complete tasks, but never addresses the underlying root cause of the problems. In his prescribed solution, the district should set out to define the desired level of “maintainability” of all its facilities and then implement a plan to ensure that routine tasks are completed before they evolve into a full scale maintenance crisis.

As it currently stands, school principals are put in complete charge of every aspect of their (very expensive) facility, when they have no knowledge/training in that area. The district needs to formulate a projective outlook of the maintenance needs of facilities into the future, instead of relying on the current system, in which the Maintenance department spends all of its time and resources just “putting out fires” as they crop up. A projective maintenance plan would be a totally different way of investing in and protecting the district’s assets.

The Director also notes that there are currently no standards in place regarding the oversight of district facilities. Each site in the district is maintained by that site’s school principal and/or Head Plant Operator, each of whom may have different standards to which they hold their individual facility. There is no emphasis by the district on the training and certification of qualified personnel to ensure all facilities are maintained in the same manner. As was mentioned previously in the section on working relationships, this lack of standards throughout the Institutional Services Division (ISD) often leads to dissatisfaction among and between ISD employees. The Director notes that the district maintains educational specifications for the curriculum, but does not develop and enforce Facility Standards, which are equally important to ultimate student success.

Jobs

Three instruments were utilized to assess Maintenance department employees’ perceived job effectiveness and satisfaction. Focus groups consisting of trade employees from the Maintenance department allowed individuals to voice their opinions about the perceived effectiveness and efficiency of their jobs and/or their department in a mutually supportive environment. An Internal Climate Survey assessed employees’ perceived stressors and supports related to their jobs, and a Job Diagnostic Survey allowed respondents to specify the degree of satisfaction they experience in various areas of their job.

Effectiveness and Efficiency

Employee Focus Groups

Focus group discussions with Maintenance department employees discerned several important issues related to the effectiveness and efficiency with which workers

completed their jobs. Key areas cited for improvement by Maintenance employees included management related issues; problems associated with the Facilities, Design and Construction (FD&C) department and the use of contractors; pay-related issues; manpower issues; personnel issues; the waste of money across the district; the performance evaluation system; training; and equipment issues. A comprehensive report of the focus group results is provided in Appendix R.

Management issues

One of the main problems identified by the Maintenance department employees is a severe disconnect between management and the workers. Employees noted that it does not appear that district management understands the number of people required to perform maintenance jobs, the amount of work that the Maintenance department does, the schedules required to accomplish that work, or what happens at the Walter Pownall Service Center.

Employees expressed that some supervisors have little job related qualifications and that these individuals got their jobs through the “good old boy network.” It was suggested that supervisors are not familiar with the job that they are supervising, and that supervisors often do not know what their employees do in the field. Furthermore, due to this lack of job specific knowledge, it was noted that supervisors may waste money by buying things that they do not know about, or by getting the wrong material for the job.

Finally, a lack of support from management was noted. Employees mentioned that supervisors almost always side with the school or the customer when a problem occurs, and rarely consult with the employee before making a decision.

To address problems with departmental management, Maintenance department employees suggested several options. First, Maintenance department employees suggested that the number of supervisors and “non-working” foremen needs to be reduced, and the number of working foremen should be increased. By getting more knowledgeable foremen into the field working with the workers, they will be better able to provide the needed assistance to the employees. Additionally, by having an increased number of foremen working side by side with the employees in the field, they will be better able to make informed judgments about their employees’ accomplishments on annual performance evaluations.

The creation of a lead tradesperson position was also suggested. These positions would be filled by knowledgeable trades’ people who would be able to assist the other trades people with job related questions, provide support if needed in the field, and could serve as experts in important decisions, such as hiring, transfers, and the purchasing of supplies/products. Finally, it was suggested that supervisors should solicit input from the employees, be more willing to help, actually maintain an open door policy, and do something about the issues that are presented to them.

Communication

Next, Maintenance department employees noted a lack of communication between departmental management and the employees. For example, employees cited that the Director of Maintenance does not have an open-door policy, and in fact they only see him 2-3 times a year. Furthermore, employees cited that supervisors often do not communicate honestly with employees, and that issues presented to management by the employees are often ignored unless someone in higher management brings the issue up as well.

Maintenance department employees expressed that in order for management to fully understand the unique job that each department does, they should go to WPSC and spend some time interacting with the workers. Additionally upper-level district management should share information with the Maintenance department management and employees before public declarations are made. Next, Maintenance department employees suggested that the Superintendent can address the morale problems in the department by simply providing employees with information about the future direction of the department.

Maintenance and FD&C/Contractors

Several key issues involving the relationship between the Maintenance department and the Facilities, Design and Construction (FD&C) department were identified across the Maintenance department focus groups, including a lack of consideration for maintenance issues in the initial design and construction of School Board buildings, a lack of accountability for external contractors, and the sense that the Maintenance department is forced to fix problems that arise as a result of poor planning and management by the FD&C department.

Maintenance department employees cited a lack of consideration of maintenance issues in the initial design and construction, or re-design and construction, of School Board buildings as a major problem. Specifically, Maintenance employees suggested that when buildings are initially designed, there are no considerations made for regular maintenance, and the input of trades people who are familiar with the day to day operations of the buildings are not solicited or are not considered when offered. Additionally, the products specified by FD&C and used by contractors are a significant problem for the Maintenance department. For example, outdated products are specified or contractors simply put in whatever they want, thereby creating a lack of consistency across schools. Then, when Maintenance has to repair the product, it is not in stock or is not a standard material thereby causing special orders and delays.

Additionally, Maintenance employees commented that there is no accountability for contractors to correctly and completely finish the jobs they are hired to do. Therefore, if a contractor does not complete a job, or completes a job incorrectly, the burden to repair/replace the problem falls upon the Maintenance department. This lack of accountability for contractors to FD&C creates an inordinate amount of extra work that is thrust upon the Maintenance department. Similarly, it was noted that the district continues to use the same contractors despite construction problems they have demonstrated in the past. Here too, more input from the Maintenance employees could

help FD&C make better decisions about which contractors to hire, based on the maintenance problems they have experienced with those contractors in the past.

Maintenance department employees suggested that a knowledgeable Maintenance department manager/tradesperson (e.g., a lead tradesperson) should be invited to review the building specifications and blueprints from a maintenance perspective in order to highlight potential maintenance problems, outdated specifications, non-standardized materials, and mistakes from being made which affect maintenance processes.

Additionally, having knowledgeable Maintenance department trades people included on the final walk-through when a project is complete would provide for more accountability with contractors. These individuals could make a punch list of outstanding issues for the contractor to complete, thereby saving the district a great deal of money, and saving the Maintenance department the trouble of repairing the inadequacies of a contractor.

Finally, Maintenance department employees suggested that additional inspectors are required to ensure that contractors are performing their contractual obligations. For example, an on-site supervisor was suggested as a way of keeping track of new construction projects and implementing a more formalized inspection procedure.

Pay-related issues

Although Maintenance department employees did not consistently voice a concern about the level of pay they currently receive, several pay related issues were presented, including the lack of a merit pay system or a system to compensate employees for advanced qualifications, problems with salaries for new employees, and a lack of promotion potential.

First, the lack of a merit pay system, in which an employee is rewarded for exemplary performance, was cited as needing improvement, especially considering that all employees get the same annual raise regardless of performance. Next, it was repeatedly mentioned as problematic that there is no increase in compensation based upon the completion of advanced certifications, licenses, or education. For example, a master electrician and an entry-level electrician are often paid the same amount, based solely on their level of seniority within the district.

Pay rates for new employees were also cited as problematic. On one hand, according to Maintenance department employees, newly hired employees regularly receive pay at comparable levels to those of employees with longer organizational tenure. However, supervisors noted that they are unable to hire qualified employees off the street at other than the minimum pay scale, and therefore, are unable to attract high quality employees and instead must settle for employees with little to no experience.

Finally, problems exist with the foreman pay structure, in that some employees may actually take a pay cut if they apply for a promotion to a foreman position. This “demotion” in pay rate prevents many qualified employees from assuming additional responsibilities according to Maintenance supervisors. Furthermore, due to the arbitrary

number of journeyman positions that are available, there may not be any journeyman positions available into which an employee could be promoted. Therefore, an employee may be required to do the same amount of work as his co-workers for years, without ever getting a promotion and pay raise commensurate with his responsibilities.

A merit pay system was suggested in which pay increases would be tied to performance and knowledge, which would be based on a legitimate performance evaluation and would incorporate testing, as well as a consideration of credentials and proficiencies.

Manpower/Job Cuts

Next, due to the seemingly random nature of previous job cuts, Maintenance employees expressed that there is a morale problem in the district, in which employees feel very little job security. Furthermore, the combination of decreased morale and the decreased manpower caused by the job cuts has resulted in employees feeling overwhelmed and overburdened with work. According to Maintenance employees, the district is “setting them up to fail,” whereby the department is expected to maintain an ever increasing number of facilities with fewer employees. This lack of manpower creates an increase in response times, more second calls, slower completion of projects, and a more reactive, as opposed to proactive, workforce. Additionally, Maintenance employees are forced to just “put out fires” while other district employees (e.g., HPOs) are forced to assume regular maintenance tasks that are outside their scope of expertise.

Maintenance department employees suggested that hiring more employees, and/or creating more working foremen positions would alleviate the perception that Maintenance only has time to “put out fires” and would allow workers to perform preventative maintenance, thereby saving the district money in the long run.

Personnel issues

Personnel issues cited by the Maintenance department include a lack of consequences for deficient employees and the inability to effectively discipline such employees. Maintenance employees noted that the inability to terminate incompetent workers leads to additional work for the remaining members of the department. Often, employees will have to follow an incompetent worker and fix things the individual does incorrectly. Alternately, incompetent employees may be given less work to do by their foremen, in an attempt to reduce the amount of wasted effort by the department, or the disfavored employee may be given a very good recommendation in an attempt to promote the individual to another department.

Maintenance department employees suggested that in order to deal with employees who break the rules, as opposed to discussing the problem with the entire department, individuals should be singled out and dealt with appropriately. Furthermore, the progressive discipline policy that is currently in place needs to be enforced, as opposed to simply disregarding prior offenses. Finally, individuals need to be held accountable for mistakes they make.

Waste

Maintenance department employees commented on the exorbitant amount of waste perpetrated by the district. Maintenance department employees commented that there have been countless instances where they have been tasked to repair an item, only to find out that the building was torn down weeks later or the work they did was removed or replaced after only a short period of time. Similarly, employees noted that at times they may be given a work order to determine what is recyclable in a school, but are then never allowed the opportunity to actually recycle the materials identified. This waste, according to the Maintenance department employees, may be costing Pinellas County Schools millions of dollars.

Maintenance department employees suggested that allowing organizations to obtain salvage rights for materials in buildings that are going to be torn down or renovated could be a way of conserving some resources and preventing waste within the Pinellas County School district.

Performance Evaluation

Next the performance review process was noted as being especially problematic. Consistent with the problems noted above, employees noted that supervisors who have limited job relevant knowledge often review the performance of employees under their supervision. However, without direct knowledge of the employees' performance or an understanding of what the employee is actually doing effectively, judging performance is difficult. Additionally Maintenance department employees noted that the performance evaluation as it currently exists is more of a popularity contest – if supervisors like the employee they administer positive ratings, whereas if an employee is disliked they receive negative ratings. This also applies to the process of promotions as well.

Improvements in the performance appraisal process were suggested, including having the evaluation completed by someone with the job-specific qualifications to evaluate the performance of employees. Additionally, the use of group (360 degree) evaluations for supervisors and foremen was suggested, as well as soliciting feedback from HPOs for Maintenance worker evaluations. By allowing the trades people the opportunity to rate the performance of their leadership, this upward appraisal could provide useful insight into the performance of management.

Training

Finally a lack of hands-on, relevant training was cited as an area in need of improvement. Although the schools are being built with improved technologies, Maintenance employees are not receiving training on how to repair these technologies. Therefore, contractors are repeatedly being hired to fix maintenance related issues, when it would be more efficacious to train departmental employees on the equipment and enable them to fix the problems themselves.

Maintenance department employees suggested providing more hands-on, relevant, trade-specific, and meaningful training, as opposed to the “dog and pony shows” and sales pitches for workers to buy tools that are currently common. By increasing the training available to employees, Maintenance department employees suggested that they would be

better able to address some of the maintenance problems that are currently being outsourced at a higher cost.

Equipment Issues

While many individuals noted that they are provided with the proper tools to do their work, several individuals noted a lack of consistency and standardization in the purchase of tools, equipment, and materials, which increases the number of parts that have to be ordered, carried, and worked utilized at the job sites. This causes additional time for a repair to be made, pending the location and/or ordering of a necessary part.

Maintenance department employees cited the need for more input into the tools, parts, and equipment that is purchased since they are the most knowledgeable and will have to use the equipment. They also suggested the possibility of streamlining the purchasing process and list of tools and parts used throughout the district.

Supervisor Focus Groups

Interestingly, a focus group session with Maintenance department supervisors elicited similar concerns about the current state of the department. These results validate the concerns raised by Maintenance department employees and highlight the importance of addressing the issues and instituting changes in the department.

Maintenance department supervisors indicated that the salary structure for the rank and file employees is not commensurate with the qualifications they hold. Supervisors note that they are unable to hire qualified employees off the street at other than the minimum pay scale, and therefore are unable to attract high quality employees, but instead must settle for employees with little to no experience. Additionally, due to the inability to compensate an employee for advanced certifications, licenses, or education, employees have no incentive to pursue advanced training. Finally, problems exist with the foreman pay structure, in that some employees may actually take a pay cut if they apply for a promotion to a foreman position. This “demotion effect” prevents many qualified employees from aspiring to assume additional responsibilities and advance their careers, according to Maintenance supervisors.

Maintenance supervisors expressed that it is hard to terminate a “challenging” employee, which involves a lengthy process. Supervisors noted that they receive little support from administration in the process, and that even if all documentation is in place it takes “an act of Congress” to get someone out. This lack of ramifications for poor employees creates a morale problem, when employees see others getting away with not working. Similarly, the lack of a financial impact for poor performers simply perpetuates the morale problem. Finally, Maintenance supervisors suggested that merit raises should be provided for good employees, and that trades people who are on-call should be allowed to take a district vehicle home with them in order to save time and money.

Job Satisfaction

Internal Climate Survey (ICS)

An Internal Climate Survey asked employees to respond to 49 items which assessed a series of constructs, including organizational stressors (role conflict, role overload, and work demands), organizational supports (perceived organizational support, supervisor support, and coworker support) and work-family conflict. A comprehensive report of the climate survey results is presented in Appendix K.

A total of 195 Maintenance department employees responded to the survey invitation and completed the survey, including 22 Painters, 21 Mechanics, 15 Lawn Care employees, 14 Carpenters, 14 HVAC technicians, 12 Electricians, 13 Equipment Operators, along with 84 others from various trades.

Maintenance Department (All Trades)

On average, Maintenance department employees reported a slight amount of role overload, indicating that occasionally they have too much work to do, to accomplish all of their required tasks. It is important to note that while some Maintenance department employees noted high levels of role overload, the average rating indicated only slight role overload.

In terms of role conflict, which can involve conflicting orders from supervisors or insufficient manpower to complete an assignment, Maintenance department employees indicated that they do not feel the effects of role conflict. Consistent with the majority of the ISD, Maintenance department employees reported that they disagreed with the items describing role conflict on the survey.

Maintenance department employees reported, on average, that they do not feel that their work makes too many demands on them. Similar to the results reported above for role conflict, Maintenance department employees disagreed with the items assessing work demands on the survey.

On average, Maintenance department employees reported a slight degree of perceived organizational support, indicating that they feel that the district only slightly cares about their well-being and their general satisfaction at work. As compared to the rest of the ISD, Maintenance department employees on average reported less perceived organizational support than their coworkers in other departments within the Division.

Maintenance department employees indicated that they experience a moderate amount of support from their supervisors. Although ratings varied from low to high support, the majority of employees indicated that their supervisors were moderately supportive (i.e. cares about the employee, is helpful in getting the job done). Coworkers were rated as providing more support than supervisors to Maintenance department employees, although the level of support was still only rated as moderate. Coworker support as reported by Maintenance department employees was consistent with the degree of support reported by the entire ISD.

The degree of work-family conflict reported by Maintenance department employees was consistent with the remainder of the ISD. Employees reported that their work responsibilities do not regularly interfere with their family lives, and that their family lives do not interfere with their work responsibilities.

Painting

As compared to the remainder of the Maintenance department, Painters reported the second highest levels of role overload. According to those Painters responding, Painters feel that the amount of work they are asked to do is unfair.

Painters also reported the highest levels of role conflict in the Maintenance department; indicating that they feel their supervisors give conflicting demands, and that they do not have adequate resources to complete the job. Of note, although Painters reported the highest levels of role conflict in the department, this level indicated only a slight degree of role conflict. Painters reported a similar level of work demands as the remainder of the Maintenance department.

Painters reported the lowest levels of organizational support in the Maintenance department and in the ISD. Painters indicated that they do not feel that the district provides support for nor appreciates their efforts. Similarly, Painters reported the lowest levels of supervisor support in the Maintenance department and in the ISD. This result, combined with the relatively high rating in role conflict, speaks to a potential issue between Painters and their supervisors. According to those Painters responding, Painting supervisors do not provide adequate support for their employees. Painters reported a similar level of coworker support as the remainder of the Maintenance department.

Lawn Care

As compared to the remainder of the Maintenance department, as well as all other ISD employees, Lawn Care employees reported the lowest levels of role overload. According to those responding, they feel that they do not have too much work to do in order to do everything well. It may be useful to remember that this survey was conducted during the winter months; therefore, responses from Lawn Care employees may be significantly different if assessed at another time. For all other variables, Lawn Care employees reported similar levels of stressors and supports as the remainder of the Maintenance department.

Carpentry

As compared to the remainder of the Maintenance department, as well as all other ISD employees, Carpenters reported the highest levels of role overload. According to those Carpenters responding, Carpenters feel that they simply have too much work to do in order to do everything well. However, Carpenters reported the lowest levels of role conflict in the Maintenance department. Low levels of role conflict indicate that Carpenters feel their supervisors do not give conflicting demands, and that they have adequate resources to complete their jobs.

Interestingly, Carpenters reported the lowest levels of work demands in the ISD. This finding, when coupled with the results of the role overload scale, seems contradictory. However, low levels of work demands indicate that although Carpenters do not feel that they have too much work to do, they may feel overwhelmed by the work that they are given, due to time pressures or other extraneous variables.

Carpenters reported the highest levels of organizational support in the Maintenance department. Carpenters reported that they feel that the district provides a moderate amount of support and that the district appreciates their effort. Similarly, Carpenters reported the highest levels of coworker support in the Maintenance department, and the second highest level of co-worker support in the ISD. Carpenters reported similar levels of supervisor support as the remainder of the Maintenance Department.

Heating, Ventilation & Air Conditioning (HVAC)

As compared to the remainder of the Maintenance department, HVAC technicians reported the highest levels of supervisor support. According to those HVAC technicians responding, Supervisors in this area provide support and demonstrate care and appreciation for their employees. For all other variables, HVAC technicians reported similar levels of stressors and supports as the remainder of the Maintenance department.

Equipment Operation

On average, Equipment Operators reported similar levels of stressors as the remainder of the Maintenance department. Equipment operators also reported consistent levels of support as provided by the district, but reported slightly less supervisor support and coworker support than the rest of the Maintenance department. However, levels of support as described by Equipment Operators still remained in the moderate level.

Electrical

On average, Electricians reported similar levels of stressors and support variables as the remainder of the Maintenance department, with one notable exception. As compared to the rest of the department, who reported moderate levels of supervisor support, Electricians reported that their supervisors did not provide them with adequate support.

Job Diagnostic Survey

The short form of the Job Diagnostic Survey (JDS – short form, Hackman & Oldham, 1974) was completed by 251 Maintenance department employees. This instrument assesses general work characteristics (skill variety, task identity, task significance, autonomy, feedback from the job itself, feedback from agents, and dealing with others), as well as employees' affective responses to the job (general satisfaction and internal work motivation) and specific satisfactions an employee may have with his/her job (satisfaction with: pay, security, social interaction, supervisor, and growth). Additionally, the use of the JDS allows an investigation into the amount of specific job characteristics employees would like to have in their jobs. A comprehensive report of the JDS results is presented in Appendix P.

Employees in the Maintenance department reported lower scores on the satisfaction with job security subscale of the Job Diagnostic Survey than did the normative samples. These results indicate that Maintenance employees, who are relatively neutral regarding their job security, are less satisfied with their job security than are normative samples.

Interestingly, employees in the Maintenance department also reported higher scores on the general job satisfaction measure as compared to normative samples. Maintenance employees generally reported being “satisfied” with their jobs, as compared to the “slightly satisfied” normative samples.

Among Maintenance employees, although job security, high salary and good fringe benefits were rated among the most desirable job characteristics, a sense of worthwhile accomplishment was rated as the most desirable job characteristic. Furthermore, additional job characteristics which emphasized personal growth and autonomy in the job were also endorsed as being strongly desired. For example, the opportunity to learn new things, to be creative and imaginative, to exercise independent thought, and the opportunity for personal growth and development were rated as strongly desired. Finally, the opportunity for quick promotions was rated as the least important job characteristic by employees of the Maintenance department. Although this characteristic was still rated as being desirable, it was the least highly endorsed of all job characteristics.

General Work Characteristics

Sections 1 and 2 of the JDS assess employees’ perceptions of general work characteristics, including skill variety, task identity, task significance, autonomy, feedback from the job itself, feedback from agents, and dealing with others. Average scores for each general work characteristic were calculated using the scoring instructions as developed by Hackman and Oldham. Composite scores were calculated for each department within the IS division and are reported below.

Employees within the Maintenance department reported having relatively high levels of *skill variety*. Because employees within the Maintenance department regularly engage in a variety of job related activities, this finding intuitively makes sense.

Employees in the Maintenance department reported the highest levels of *task identity*. These employees regularly complete an entire job, and are able to see a project from inception to completion.

Maintenance employees reported consistently high levels of *task significance*, indicating that they see their jobs as having a significant impact on the lives of other people. This finding is reassuring in that it is apparent that Maintenance department employees realize that the work they do makes a direct contribution to the welfare and safety of the students and employees of Pinellas County Schools.

Employees in the Maintenance department reported the highest levels of *autonomy* in the ISD, indicating that these employees feel that they have freedom in scheduling their work as well as in choosing the procedures they can use to complete a job. Maintenance

department are often able to significantly change their schedule or the procedures used, as appropriate.

Consistent with the findings for task identity, employees in the Maintenance department indicated that they received a great deal of *feedback from the job* itself. As reported earlier, because employees in the Maintenance department regularly complete an entire project, they are able to get feedback about the effectiveness of their performance easily.

Of all of the general job characteristics, *feedback from supervisors/co-workers* was rated the lowest by employees in the Maintenance department, indicating that feedback from their supervisors/co-workers was only occasionally offered. Although this category generated the lowest ratings, it is important to note that feedback from supervisors/co-workers was rated as existing at a moderate level within the Maintenance department.

Employees in the Maintenance department indicated that their jobs involved *dealing with others* to a moderate amount.

Affective Responses

The JDS assessed employees' perceptions of affective responses, including internal work motivation, general satisfaction, and specific satisfaction.

Employees in the IS division noted that they had a relatively strong degree of *internal work motivation*. Across all four departments, employees indicated that they feel a sense of personal satisfaction when they complete their jobs appropriately. Employees in the Maintenance department were the most *satisfied* with their jobs, – although respondents from all ISD employees surveyed were generally satisfied with their jobs.

Specific Satisfaction

To investigate specific aspects of the job that an employee may or may not be satisfied with, satisfaction subscales were examined. The JDS contains satisfaction with pay, security, social interaction, supervisor, and growth subscales.

Contrary to what might be expected, employees in the IS division reported being relatively neutral regarding their *satisfaction with pay*. Employees in the IS Division were the *least satisfied with their job security* of all the satisfaction subscales. IS Division employees reported being satisfied with the amount of *social interaction* inherent in their jobs. No noteworthy differences existed across departments.

Employees in Warehouse, Maintenance, and Vehicle Maintenance reported being slightly *satisfied with their supervisors*. In general, however, satisfaction with supervisors appears to be consistent across departments. All IS Division employees responding reported being “slightly satisfied” with the *potential for growth* in their jobs. No noteworthy differences existed across departments.

Comparison with Normative Data

Employees in the Maintenance department reported lower scores on the satisfaction with job security subscale than did the normative samples. These results indicate that Maintenance employees, who are relatively neutral regarding their job security, are less satisfied with their job security than are normative samples. Interestingly, employees in the Maintenance department also reported higher scores on the general job satisfaction measure as compared to normative samples. Maintenance employees reported being “satisfied” with their jobs as compared to “slightly satisfied” normative samples.

Desired Job Characteristics

Among Maintenance employees, although job security, high salary, and good fringe benefits were rated among the most desirable job characteristics, a sense of worthwhile accomplishment was rated as the most desirable job characteristic. Furthermore, additional job characteristics which emphasized personal growth and autonomy in the job were also endorsed as being strongly desired. For example, the opportunity to learn new things, to be creative and imaginative, to exercise independent thought, and the opportunity for personal growth and development were also rated as strongly desired. Finally, the opportunity for quick promotions was rated as the least important job characteristic across the Maintenance department. Although this characteristic was still rated as being desirable, it was the least highly endorsed of all job characteristics.

Comparison of desired job characteristics with ratings of current job characteristics

Across the IS Division, employees consistently indicated that the amount of *feedback from their supervisors* is not adequate with what they would like to receive. Although the Vehicle Maintenance department reported the largest discrepancy, employees from all four departments responding reported sizeable differences between their desired amount of feedback and the feedback they currently receive. As discussed earlier, across the Division, employees reported that they are neither satisfied nor dissatisfied with the amount of feedback they are receiving from their supervisors, but instead remain neutral. As indicated by their responses in Section 5, although they are neither satisfied nor dissatisfied with the amount of feedback they are currently receiving, across the Division, employees reported desiring more feedback. This would seem to be an area that would require future attention.

Employees in the Maintenance departments reported that the amount of *skill variety* required of their jobs was fairly consistent with the amount of skill variety they desired. In general, IS Division employees reported a slight discrepancy between the amount of *autonomy* they desired and the actual amount of autonomy inherent in their jobs. Maintenance department employees expressed a desire to have slightly more autonomy in their jobs as compared to their current levels.

There are widespread concerns regarding *job security* within the IS Division. According to this comparison, employees in all four departments surveyed reported a significant discrepancy between the amount of job security they currently have, and the amount of job security they would like to have, whereby they desire to feel a great deal more secure

in their jobs than they currently do. Specifically, Maintenance employees reported a sizeable discrepancy in their perceived versus their desired level of job security. Clearly, this is a pressing concern for employees in the IS Division.

Employees in the departments indicated that they would like more *potential for growth* in their jobs than they currently have. Although none of the discrepancies were noticeably large, Vehicle Maintenance and FD&C expressed the biggest discrepancies. Also, as might be expected, employees across the IS Division had low *satisfaction with pay*, indicating that they would like more pay than they are currently receiving. Across the four departments surveyed, the Warehouse department employees reported the smallest discrepancy, whereas FD&C employees reported the largest discrepancy.

Qualitative Comments - Job Diagnostic Survey

Finally, comments made by employees of the ISD were collected, content analyzed, and summarized into major themes. In general, comments focused on issues pertaining to a lack of experienced knowledgeable leadership, concerns regarding a lack of job security, a lack of accountability for contractors, a lack of manpower due to recent job cuts, and a lack of opportunities for advancement / promotion.

Issues discussed included a top-heavy organizational structure, some managers micro-managing their employees, some managers lacking appropriate job relevant knowledge, and the lack of managers in the field. Also, comments indicated that often *leadership* does not communicate effectively with their subordinates or with other leaders. Concerns over a lack of *job security* were also evident. Employees expressed that they felt their jobs were in danger of being terminated.

A closer connection needs to exist between the people who are building/remodeling the schools and the people who must maintain this equipment after it comes into the maintenance system. *Contractors* are not held accountable for their work, and the work is not inspected properly. This *lack of accountability* means that the Maintenance department must fix what contractors did not originally construct properly, resulting in a great expenditure of resources and money. Employees are dissatisfied with the *outsourcing* of jobs, and they report that outsourcing practices make the retention of valued employees more difficult, as well as depriving current employees of overtime opportunities.

Job cuts resulting in a *lack of manpower* were noted (plumbers, air-conditioning shop, and general comments). This lack of appropriate manpower has resulted in a smaller (insufficient) number of employees being expected to perform their jobs at a greater number of facilities, as well as at older facilities which require more attention.

Standardized career path information and *promotional guidelines* should be developed and implemented. Currently, individuals receive promotions according to the “good-old-boy” system, or based on personalities, their buddies, or because of whom they are related to in the department and not based upon their abilities. A *lack of upward mobility*

was noted. Additionally, individuals expressed dissatisfaction with their *level of pay* as compared to those available in private industry.

Conclusion and Recommendations

Conclusion

The Maintenance department can benefit from some changes to make improvements. While most maintenance employees were generally satisfied with their jobs, they indicated that they have a markedly low degree of job security which negatively impacts their confidence. Individual trade shops were rated favorably by their customers. The director of Maintenance communicated that facilities can be maintained at a higher standard. He feels that the department does not communicate well with its employees and industry best practices are not being properly implemented. This results in inefficiencies throughout the department, and the district as a whole. The Maintenance department finds it difficult to recruit highly qualified applicants because of the low starting salary, and does not adequately train existing employees on the most current technology. The procedures for tracking inventory and labor expenses are antiquated and extremely inefficient. Existing computer tracking software does not interface with other district computer systems, resulting in duplication of efforts in an attempt to track project costs. The Institutional Services Division as a whole lacks a future vision for the long term maintainability of new and existing facilities, and difficulties arising from conflicts with the Facilities, Design and Construction department lead to decreased Maintenance department employee morale and inadequate maintenance of facilities.

Recommendations

The most important recommendation for the Maintenance department to begin to operate more efficiently is to update written policies and procedures for the maintenance requirements of new and existing facilities throughout the district. Included in this recommendation is the creation of a new position, a Building Official, who would be responsible for overseeing the upkeep of facilities and ensuring that maintenance standards are being followed consistently. School principals and plant operators are currently burdened with this task, when it should be assigned to an individual with the proper skills and expertise to adequately perform this vital function. Each Building Official would be assigned to oversee a manageable number of facilities, and would work with the Maintenance department to effectively meet the maintenance needs of their assigned facilities.

Enactment of this recommendation will shift the focus of the department from merely reacting to maintenance problems as they arise, to a preventive and planned ongoing maintenance regime that will serve to nip problems in the bud before they evolve into full scale maintenance crises. This procedure will eliminate the current process of deferring maintenance on high cost items, as all maintenance needs will be planned for and budgeted in a long range (i.e., greater than 5 years) maintenance plan. This plan will actually save the district money in the long run, as it will require a more efficient use of scarce resources. Tied to this recommendation, it is imperative that the Maintenance

department develop written health and safety standards, a process which has only recently begun to be addressed by the district.

The recommendation with the second highest priority is to develop a new inventory tracking system. The Maintenance director believes that the department should investigate the use of bar code scanning of all supplies, similar to procedures seen in major metropolitan hospitals. This would lead to more accurate, real time data on current inventory, and eliminate the need for paper hardcopies of inventory being taken from the warehouse. However, in order to implement this recommendation, there needs to be significant changes in the current computer software package (ELKE). The Division Business Manager has initiated preliminary investigations into defining a Fixed Asset interface from TERMS to ELKE with a software vendor who has extensive experience with ELKE, but getting the work done will be contingent on budgetary restraints.

Communication within the Institutional Services Division and other departments in the district must be improved. The Maintenance Director states that he has an open door policy, but Maintenance employees consistently noted a lack of communication from department managers during the focus groups. As this is a large department, the management may want to explore ways to become more visible to employees, and perhaps investigate a more efficient method of disseminating information so that no one feels left out of the loop. It is also imperative that Maintenance department management facilitate the flow of district level information to their employees. The current situation in which employees find out information about their department by “reading it in the newspaper” is unacceptable and must cease immediately.

Many of the Maintenance department’s problems may be eliminated through the implementation of recommended changes to the FD&C department. During the focus groups, Maintenance department employees cited various problems in their dealings with the FD&C department. The recommendations for the FD&C department described elsewhere in this report will effectively eliminate many of the problems that routinely surface as a result of this ambiguous relationship between the two departments.

There is currently no defined separation of responsibility for capital outlay projects. While the FD&C department is supposed to be responsible for all major fixed capital outlay projects that involve remodeling and/or renovation of educational and support facilities, many of these projects are handed off to the Maintenance department. To add to the confusion, no clear guidelines exist for the delineation of responsibilities for capital outlay projects. The Maintenance department should only be held responsible for maintaining facilities; the department is not designed to conduct renovations and major repairs to facilities.

Completion of major projects is the responsibility of the FD&C department, through the use of contractors and Construction Managers (CM). The current inherently arbitrary nature of the process for completing capital outlay projects results in a divisive process that reinforces harsh feelings between the Maintenance and FD&C departments. Additionally, the Maintenance department should be closely involved with major repairs and reconstructions to facilities, but the current approach does not reflect this practice.

Typically the Maintenance department is assigned projects that are deemed by FD&C to be either “too small” or “maintenance related.” It is recommended that all capital outlay projects should be the sole responsibility of the FD&C department, and they should collaborate with the Maintenance department as appropriate for each job. A clearly defined separation of responsibilities will help to establish and reinforce a more cooperative working environment between the two departments as they work together to complete shared tasks. This will also improve the lines of communication between the departments, and eliminate duplicitous efforts whereby Maintenance employees make repairs to facilities which are slated for destruction by FD&C as part of upcoming renovation projects.

There needs to be a comprehensive review of all job descriptions in the Maintenance department. Job descriptions should be reviewed to ensure compliance with state and federal laws, and to make certain that individuals possess the necessary licenses and/or certifications for each position. This process should extend into an ongoing audit cycle of every position’s job requirements, to accurately reflect changes in industry and trade level standards in a timely fashion. Current standards should then be utilized to devise a meaningful performance appraisal system that adequately measures job performance and customer satisfaction.

Furthermore, all job descriptions and associated salaries should be equitable across the various trades in the department, and should allow for a logical progression up the career ladder. Maintenance department employees indicated that they would like the district to offer more current trainings that are directly relevant to their jobs. Incorporated into this recommendation, the Maintenance department should investigate the feasibility of implementing a merit pay system, in which long term employees who have completed necessary training or have earned required certifications for their current position will be remunerated with a commensurate salary increase.

Other recommended changes to current practices include reviewing the current system for assigning priority to work orders and developing written procedures which indicate the formal process for assigning and amending the initial priority. The department would also benefit from developing processes to ensure that Maintenance Department employees are equipped with the most current tools and equipment, as dictated by industry standards. Maintenance Department employees also suggested improvements in dealing with problem employees, standardization of equipment and supplies, elimination of layers of department administration, and increases in manpower to more effectively maintain the district’s facilities and resources.

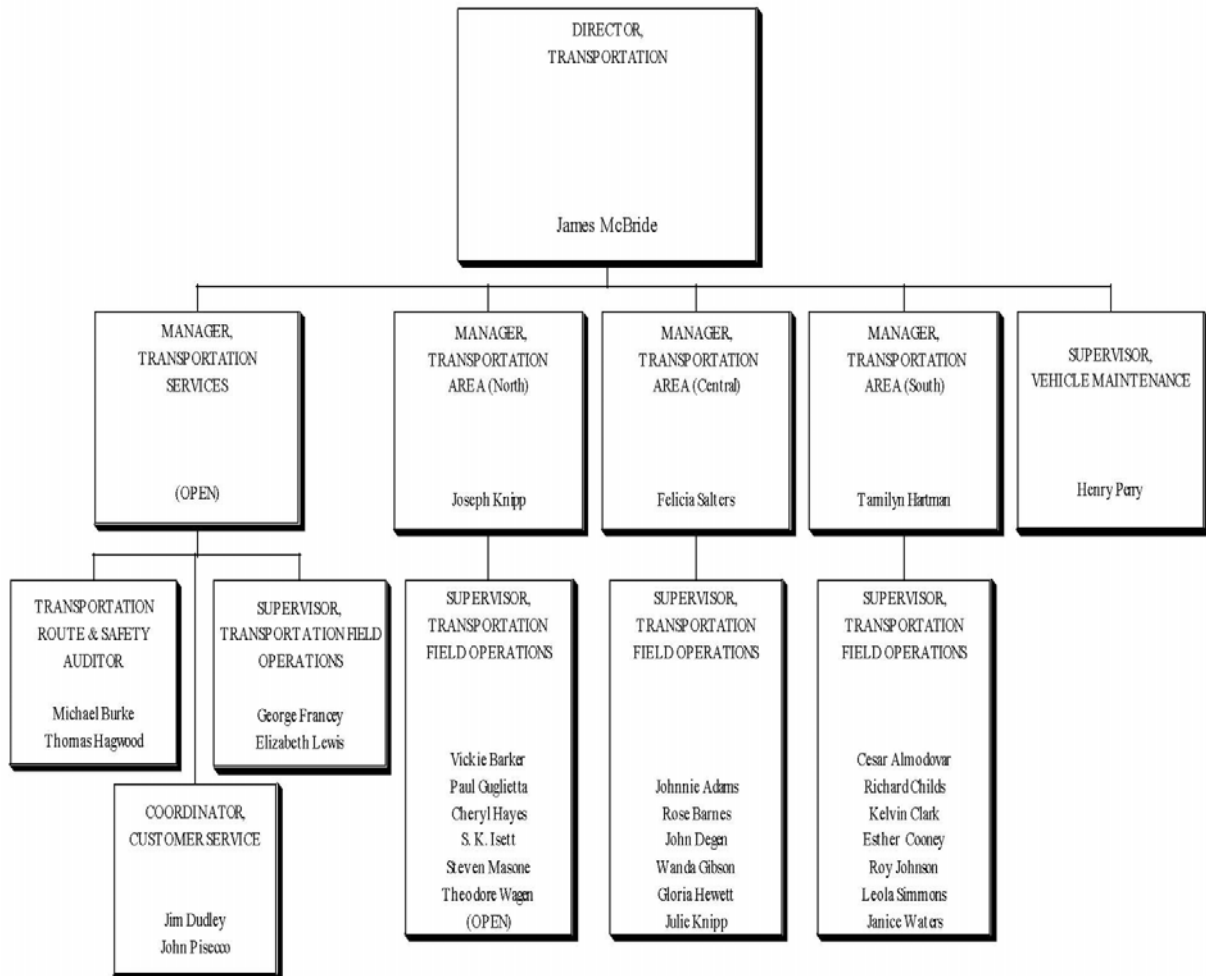
Transportation

Organization Structure

The Transportation department is organized into two areas: Transportation and Vehicle Maintenance. Transportation has over 700 employees and is responsible for transporting the students of Pinellas County to and from school each day. Vehicle Maintenance is responsible for maintaining over 1200 vehicles (including 650 busses). They make sure all of the school district's vehicles are operational.

The department is overseen by the Director of Transportation. Three managers are assigned to three geographical areas of the district (north, south and central). Each of the managers is assisted by a supervisor of fields operations who runs the daily business of the bus routes and the school buses. A fourth manager is assigned to transportation services. A supervisor heads the Vehicle Maintenance area. The relationships among the employees and the reporting lines are presented on the following organization chart.

Organization Chart



The Transportation department's mission is to provide safe transportation for Pinellas County Schools' students and employees in a timely and efficient manner. Their motto: "*We carry success – demonstrating excellence.*"

Way of Work

The routing process at Transportation begins with the choice of school by the student. When a student registers at a particular school, the student's information is downloaded from the School Administrative Student Information (SASI) system into the transportation routing system (Edulog). The Coordinator of Routing and Scheduling assigns the student to a bus stop based upon the student's legal residential address. If there is not an existing stop, one is created. The Coordinator repeats this process for all students at the school, and then runs are built. Typically the runs are built from the farthest point from the school and routed toward the school. After the runs are built for each school, routes are built based on school bell times and travel distances. The number of routes is based on the number of runs that are created. Each run is created based on the number of eligible school bus riders. A school bus route normally consists of three runs, dictated by the three bell tier system.

Public and parent requests and input regarding school bus stop issues are initially handled by the district call center and the schools. A request is created and forwarded to the Coordinator or the Transportation Safety Team, based on the nature of the request. Once the request has been reviewed and processed, it is sent back to the originating party to contact the customer with the answer.

Special cause adjustments are handled on a case by case basis. If a student has special transportation requirements on their Individual Educational Plan (IEP), they are accommodated. Other requests such as a safety issue or a parent wishing for a closer stop are addressed individually by the Coordinators and the Safety Team. The routing is described at <http://www.pinellas.k12.fl.us/is/trans/routing.html> and the policies regarding transportation practices are outlined at: <http://www.pinellas.k12.fl.us/is/trans/policies.html>

Drivers often have a split schedule, where they are required to drive specific routes and then wait for several hours of the day before going back out to drive their afternoon routes. To ameliorate the difficulties that arise from needing to go home for several hours in the middle of the day, bus drivers are provided locations to utilize between bus runs. This practice was adopted to prevent making the drivers complete their morning routes and then drive home to spend an hour or two at home to have to turn around and go back to the location of the bus and complete their afternoon runs.

Working Relationships

Intra-department

Focus groups consistently demonstrate that the entire department is customer focused, and that they work together to make sure that the job gets done.

Transportation employees cited that they appreciate the sense of teamwork prevalent in the Transportation department and the benefits they received, and they expressed that they can rely on their knowledgeable coworkers for expert advice, job-specific support, and assistance when needed. It was noted that despite the situation or deadline, members of the Transportation team (including the supervisors, director, foremen, managers, and dispatch) come together to work as a team to accomplish the task. They also mentioned training opportunities provided by management as a key strength.

Transportation department employees expressed that the variety inherent in their jobs and the steady nature of their work was valued, and that the continual challenges, diversity in responsibilities, and continual contact with different groups of people (parents, coworkers, and drivers) was exciting and created a great deal of diversity in their jobs.

The emphasis on the safety of the students was especially appreciated. With new positions added, the removal of dangerous stops, and the improved software available to address safety issues, Transportation employees noted that the department's emphasis on safety was noteworthy.

Transportation department employees also expressed appreciation for the benefits and support they receive, such as job training, retirement plan, sick and vacation leave, and health insurance.

A sense of autonomy, independence, and freedom in leadership style was cited by Transportation department supervisors. Supervisors expressed that they feel free to use different approaches when required, to deal with their subordinates, and receive support from their supervisors to do so.

Additionally, Transportation employees noted that their flexibility as a department is a noteworthy strength. Employees cited that the department is extremely customer focused and will "bend over backward" to accommodate the requests of the parents, students, and schools. Additionally, the department's ability to effectively deal with problems (e.g., drivers not coming in to work) as well as the department's ability to work well under pressure was consistently noted.

They also cited the district's willingness to replace and/or update buses and maintenance vehicles as a key strength.

Transportation supervisors cited the people oriented focus of the department as a strength; including taking care of the students, while getting them to school in a safe and efficient manner. And the Transportation director himself was cited as a significant strength of the department.

Potential for Improvement

Areas in need of improvement that were consistently cited across focus groups of Transportation employees involved management related issues, the bus driver shortage, a lack of training, and problems with basic working conditions.

Management Related Issues

Transportation employees noted a disconnect between upper-level administrators, the schools, the School Board, parents, and the Transportation department, in which a lack of knowledge about what the Transportation department does is evident. Furthermore, it was commented that there is a lack of support from upper-level administrators and the School Board when it comes to dealing with transportation issues. Additionally, a lack of respect from upper-level administrators, the schools, parents, and the School Board was mentioned.

Favoritism, special favors, and unequal treatment of employees by Transportation supervisors was noted, in which a select few employees receive special training, new positions, and/or information, whereas the rest of the department does not. Additionally an inequity in the enforcement of policies/procedures was noted which follows a similar pattern. Similarly, it was noted that in some instances employees are not held accountable for their performance. Contributing to this problem is a perceived lack of support and follow-through by management, as well as perceptions that decisions are made more to address parents than they are to help drivers.

Another opportunity for improvement cited by Transportation employees was upper management's tendency to make decisions that don't include employee input, don't work, or that have unanticipated implications for employees, such as changing procedures without any knowledge of how they work and what was wrong.

Field Operations Supervisors (FOS) were described as having little job related knowledge which prevents them from being helpful to the employees. Additionally, it was noted that it is often difficult to find or communicate with a FOS when needed. Finally, it was noted that although drivers may give routing requests/changes to their FOS, those requests do not typically make it to routing. The perception of the Transportation employees is that communication stops at the FOS.

A lack of consistency in policies and procedures across compounds was noted. Transportation employees noted that due to the individual discretion that supervisors have, no two procedures are completed the same way across the different transportation locations.

Shortage of Bus Drivers/Bus Assistants

A substantial driver shortage was discussed as an area in need of improvement. Employees cited low pay, a lack of support from schools, little training, and a general lack of respect for bus drivers as contributing factors to the driver shortage. The lack of qualified bus drivers impacts all of the members of the Transportation department, in that mechanics, supervisors, dispatchers, and others are forced to work overtime and drive routes in addition to their normal responsibilities. This shortage is resulting in significant

overtime as well as increased likelihood of burnout for those employees that are overextending themselves.

Additionally, a significant shortage of bus assistants was discussed. Due to a lack of assistants on the buses, bus drivers are tasked with not only driving the buses but also disciplining up to thirty-five children at the same time. Employees cited that while a “busy” student may be segregated from classmates or may have much closer supervision while at school (e.g., a class with 5 students per teacher), that same student is placed on a bus full of other students at the end of the day with only the bus driver to supervise them all.

Transportation employees noted that due to the driver shortages, there is no discipline / accountability for poor drivers or for drivers that break the rules. Although a driver may call out of work for the majority of the days in the school year, the driver is not fired, but instead Transportation employees are told to be thankful that the driver showed up for the number of days he/she did.

Training

A lack of training for Transportation employees was noted in which relevant training is not provided. For example, training on how to deal with dangerous situations, or challenging students is not provided; however non-essential training (e.g., teambuilding) is.

Payroll

Payroll related issues were voiced as having a negative impact on bus drivers. According to Transportation employees, the payroll printout that bus drivers get is so confusing that a payroll employee is needed on hand every pay day just to field questions from confused drivers. Additionally, the lack of clarity in the payroll printout causes drivers to feel as if they are being cheated by the Division and many threaten to quit, thereby adding to the existing driver shortage.

Solutions

Several solutions were offered by Transportation department employees in response to the areas cited for improvement above.

Standardizing Policies and Procedures

Transportation employees suggested that standardizing policies and procedures across the department is needed. In order to establish these policies and procedures, a cross-functional group should be assembled, in which a representative from all areas of the department could be brought together to provide input. These standardized policies and procedures should be followed at all transportation locations, and should be provided to the School Board to ensure that special requests/favors are not requested which violate the established guidelines.

Communications and Input

Transportation employees believe they should have more input into key decisions. To improve the clarity and accuracy of communications, they suggested more clarification of roles and responsibilities, in order that an employee knows whom to call or go to with a particular problem or request. To better empower employees, Transportation employees suggested that upper management become more “visible,” gain more knowledge of what the workers do and the issues they face, and seek employee input on issues that affect them.

Field Operations Supervisors

Transportation employees suggested that Field Operations Supervisors should be held more accountable, and need to be managed more effectively by Area Operations Supervisors. Additionally it was suggested that FOSs should get out of the office and interact with the employees on a more regular basis.

Shortage of Bus Drivers/Bus Assistants

Transportation employees stressed that additional employees (i.e., bus drivers and bus assistants) should be hired. In order to retain qualified bus drivers, it was suggested that they be paid for eight hours per day for twelve months a year, or be given summer work from other departments who typically hire outside of the ISD to fill summer-only positions. Other suggestions relating to the retention of bus drivers were also made and included: providing on-site day care which would open as early as bus drivers are required to report to work (3 AM), as well as allowing ride-alongs (in which a bus driver’s children could ride the bus with the driver).

Training

Training for bus drivers and Transportation employees was suggested as a critical need. Transportation employees suggested that special training in crisis management, first aid, CPR, dealing with students with special needs, and dealing with special circumstances are all areas of critical importance for employees who interact with students on a regular basis. Training was also suggested for supervisors in order for them to hold people accountable and make fair and equitable promotion decisions.

Route Related

Other solutions were offered by Transportation employees to address route related issues. Keeping the bus routes the same from year to year, instead of changing them annually was suggested as a way to eliminate requiring bus drivers learning new routes, as well as an attempt to provide some consistency in discipline for the students on each route.

Additionally, non-mirrored routes (in which a different driver drives the AM and PM routes) and pairing schools (having students from different schools on the same bus) should be eliminated. Finally, changes to routes/route times should be more readily incorporated into routing plans, as opposed to a strict reliance on what the computer says. The results of these focus groups are presented in Appendix R .

Inter-department

When considering the relationship of the Transportation department with the rest of the ISD, the relationship between the Transportation section and the rest of the Division is, for the most part, not evident. However, the relationship between the Vehicle Maintenance section and the Transportation section is extremely important, because the Vehicle Maintenance keeps the Transportation vehicles running. The Vehicle Maintenance section also has a direct working relationship with the rest of the ISD, in that they are responsible for ensuring that the vehicles used throughout the entire county are working; thus they are charged with keeping the Maintenance trucks and the warehouse vehicles running.

Improvement progress

Review of changes

In 2005, the Institutional Services Division planned, administered, and executed focus groups of bus drivers from within the Transportation department of the Institutional Services Division. These focus groups were conducted to investigate the general climate of the Transportation department following several significant instances which directly affected the bus drivers and the Transportation department as a whole. Results of these focus groups suggested several key areas in which improvements or changes in processes could be made. The results of these focus groups are presented in Appendix U.

Therefore, to assess the extent to which conditions within the Transportation department had changed since the 2005 focus groups, several open ended questions were developed and posed to members of the Transportation department (a copy of this survey is presented in Appendix I and the results are in Appendix V). The questions asked members of the Transportation department to indicate if changes had occurred since the Spring of 2005 in the following areas:

Respect/consideration for bus drivers

Approximately one-third (36.4%) of the members of the Transportation department who responded noted that since last spring 2005, changes had occurred in terms of the respect and consideration shown for bus drivers. However, over half (56.8%) of the members of the Transportation department who responded noted that no changes had occurred.

The majority of employees making comments (41.0%) concerning the level of respect shown to bus drivers indicated that employees feel that bus drivers are not respected, and/or that the level of respect for bus drivers has decreased since the Spring of 2005.

Although the majority of comments concerning the level of respect shown to bus drivers indicated a lack of respect, approximately one-quarter of the comments (23.1%) indicated that bus drivers are respected and/or that the level of respect shown to bus drivers has increased since spring of 2005.

Communication between dispatch/school

Almost half (42.6%) of the members of the Transportation department who responded noted that changes had occurred in terms of the communication between dispatch/school and the bus drivers since last Spring 2005. One-quarter (25%) of the members of the Transportation Department who made comments discussed dispatch related communication specifically. Of those employees discussing dispatch, almost half of the comments indicated that dispatch is doing a great job. Several employees made comments regarding the lack of communication between the schools and dispatch, and cited that dispatchers often have difficulty when contacting schools. Next the communication from the schools/parents to dispatch was noted to be problematic. Finally, several employees commented specifically on problems related to dispatch. Employees noted that dispatch does not follow through with what they say they are going to do and that at times dispatch would rather argue than support the drivers. Approximately twenty percent (18.8%) of the employees making comments regarding communication indicated that there is a lack of communication, and/or that communication has decreased since the Spring of 2005. Overwhelmingly, Transportation employees indicated that the biggest problem in communicating with the schools is that schools are simply unavailable. Of those employees commenting, a small percentage (12.5%) indicated that the level of communication had improved over the past years.

Route related issues such as, timing, new routes/stops, and substitute drivers

Less than a third (31.8%) of those members of the Transportation department responding indicated that changes had occurred in route related issues since the Spring of 2005, such as timing, new routes/stops, and substitute drivers. The majority of employees making comments (25%) commented specifically on the routing department. In general, routing was described as slow, unresponsive, and out of touch with the drivers. Next, approximately 18% of those employees commenting indicated problems with route corrections / changes. Employees cited that it takes many, many attempts before route corrections are made, often taking several weeks. Eleven percent (11%) of those Transportation employees commenting noted problems with routes. Employees suggested that many routes have too many stops, and that the timing of routes is in need of improvement. A small percentage of employees responding (4.6%) indicated that they were dissatisfied that routes are changed after a driver selects the route.

Information on student behavior (outcomes)

Finally, less than a third (30.7%) of those members of the Transportation department responding indicated that changes had occurred concerning information on student behaviors (outcomes). Of those employees commenting, the majority (22%) indicated that there is a lack of support for the bus drivers. Many employees (14.6%) reported that student discipline and misbehavior on the bus is a significant problem. Employees commented that a driver MUST be able to direct all of his/her attention to the road, instead of dealing with discipline problems. The student referral process was cited as problematic by many employees (13.4%). Employees noted that the referral process is slow, and that referrals are either ignored by the schools, or the bus driver never receives the referral back from the school. Many employees (10.9%) commented that there needs to be an improvement in the follow-up of student behavior outcomes, stating that bus drivers are not given any information on how situations turn out.

Future improvements

Finally, two additional open-ended questions were posed to the Transportation team which assessed the central problems bus drivers are currently dealing with, as well as suggestions for improvement.

What do you think are the most difficult issues bus drivers are dealing with right now?

Issues presented by members of the Transportation department focused predominantly on student behavior on the buses. Additionally, issues related to a lack of support, route related issues, the driver shortage, and pay related issues were discussed. Nearly half (49%) of the employees of the Transportation department commenting reported that the most difficult issues bus drivers are currently dealing with involve student behavior and discipline problems. Fewer employees (12%) noted a lack of support from schools, administrators, and Transportation management as difficult issues facing bus drivers. Several employees (11%) commented that the most difficult issues bus drivers are currently dealing with route related issues in terms of timing and corrections to routes. Some employees (6.5%) noted that the biggest issue bus drivers are dealing with right now has to do with pay-related issues. Finally, a small number of employees (5.3%) cited the driver shortage and bus assistant shortage as their biggest problem.

What else do you think we need to know to improve bus driver training, address issues facing bus drivers or make people want to be bus drivers?

Employees provided several suggestions for improving bus driver training, as well as several issues that currently face bus drivers including: pay-related issues, training that new drivers receive, a lack of discipline on the buses, routing related issues, support and respect for bus drivers. The majority of comments in response to this question (26.4%) were related to pay. Overwhelmingly, employees suggested that the pay rate for bus drivers needs to be improved to a level which would at least be a living wage, and that a cost of living increase is needed yearly. Seventeen percent (17%) of those employees commenting indicated that improved training for new drivers is needed. Employees cited that the training that new drivers receive is not comprehensive enough. Many (12.8%) of the employees who commented suggested that discipline issues a problem that need to be addressed. Several employees (7.8%) noted that route related issues need to be considered. Approximately six percent (5.7%) of the employees commented that bus drivers need to be supported more effectively, and 5% of the employees commenting indicated that respect for bus drivers should be improved. A complete report of the bus drivers' comments is presented in Appendix W.

Processes and Procedures

Work Systems

The Transportation department utilizes the TERMS, Edulog and the ELKE computer systems. The ELKE system is utilized for Maintenance related requests (computers and facility repairs), as well as for Vehicle Maintenance requests. TERMS is the district wide

system for personnel related processing and issues. Edulog is software specifically designed for bus scheduling, routing, and stop creation. Edulog is used to create feasible bus routes and initial bus stops along those routes. The software is designed to flag certain stops for inspection based on criteria imposed by the district (i.e., a stop on a multilane road). These stops are investigated and route corrections are made. Transportation invests a great deal of time and manpower into ensuring safety and security for the over 44,000 students who are transported to and from school every day.

Communication

Communication within the Transportation department is accomplished in various ways, including emails, memos, and meetings. The district utilizes email to disseminate most information throughout the district, and this method is often used by senior management to communicate to their subordinates. Vehicle Maintenance and Transportation both utilize memo boards to post important relevant memos for employees to read, and they conduct meetings with the bus drivers and mechanics to ensure that information is disseminated and understood.

Customer Satisfaction

School-Based Customers

School based administrative and operational personnel who were most likely to have had contact with Institutional Services Division (ISD) employees were surveyed to ascertain their level of customer satisfaction with the departments of the Institutional Services Division. A total of 365 customers responded to the survey invitation including: eighty-six (86) principals, sixty-nine (69) school secretaries, sixty-six (66) assistant principals, fifty-four (54) cafeteria managers, thirty-one (31) plant operators, and twenty-eight (28) head plant operators, among others. Other than job position, no other demographic data was collected thereby ensuring the anonymity of the customers. Furthermore, only findings at an aggregate level are reported. Less than half (45.8%, 167 customers) of those customers completing the customer satisfaction survey indicated that they had worked with the Transportation department. A complete report of this Customer Satisfaction results is presented in Appendix M.

Approximately 87% of the customers responding indicated that they were satisfied or very satisfied or with the performance of Transportation department. Over half of the customers (57%) indicated that that the quality of work, responsiveness, attitude and appearance, and work completion of Transportation was satisfactory. Approximately thirty percent (29.0%) of the customers responding indicated that they were very satisfied with the performance of the Transportation department.

On average, 13% of those customers who completed the customer satisfaction survey indicated that they were unsatisfied or very unsatisfied with the performance of Transportation department. Nearly 21% of those customers responding indicated that they were unsatisfied or very unsatisfied with the responsiveness of the Transportation

department. Of note, nearly one third of all Principals and twenty percent of all Assistant Principals responding indicated that they were unsatisfied with the responsiveness of the Transportation department. A smaller percentage of customers indicated that they were unsatisfied or very unsatisfied with the work completion (11.9%), quality of work (11.0%) and attitude and appearance (8.9%) of the Transportation department. Approximately one quarter (24.5%) of those customers responding made comments regarding the Transportation department, and a nearly equal mix of positive and negative comments were received.

The Transportation department was described as doing an excellent job, and as always helpful. Many customers noted that the Transportation department has improved greatly over this past year, service is getting much better, and dealings with the Transportation department have been much more expedient as of late. Furthermore, several customers noted that the responsiveness of the Transportation department has greatly improved, and that the department does an outstanding job of following-up on transportation concerns, and responding to the needs of the parents and schools. Next, many customers commented that despite the pressure members of the Transportation department are under, they do an outstanding job, which is greatly appreciated. Finally, customers voiced that Transportation department employees demonstrate a great deal of concern for the students, and seem to understand the importance of transporting the students every day.

However, slightly more than half (53.1%) of those customers commenting indicated that the Transportation department had some areas in need of improvement. By far, the largest area of concern for customers of the Transportation department was a lack of communication between the department and the schools. Several Principals and Assistant Principals indicated that the Transportation department employees are not responsive to issues, fail to return phone calls, and are generally unresponsive. Next, two Assistant Principals noted that it is difficult to reach a person to help in a crisis or with a challenging problem, and that the department is not very customer friendly. Additionally, a Principal noted that it is hard to reach supervisors, and that it may take days before a call gets returned. A Principal and an Assistant Principal noted problems with the phone number that parents call, and commented that the number should be answered more quickly, and that parents often complain that it takes too long to get through, that the line stays busy too often, or that at other times no one answers the phone. Finally, some of the people who answer the phone at dispatch were described as rude by an Assistant Principal. Additionally, bus lateness was mentioned as problematic by a Principal, an Assistant Principal and a School Secretary. Buses were cited as being continually late in the morning and afternoon, but as especially problematic in the afternoon. A lack of bus assistants, especially when dealing with ESE students, was noted as being problematic by a Principal and an Assistant Principal. Finally, an Assistant Principal commented that route changes are not handled in a timely manner.

Non-School Based Customers

A total of 126 non-school based customers indicated that they work with at least one department in the Institutional Services Division. Seventy nine non-school based customers rated their experiences with the Transportation department on the Customer Satisfaction survey. Survey respondents represented a variety of job titles and departments in the administration building. Customers were asked to rate the Transportation department's quality of work, responsiveness, attitude, work completion, and overall satisfaction with the department.

Ninety six percent (96.2%) of the non-school based customers responding indicated that they were satisfied or very satisfied with the overall performance of the Transportation department. Greater than 85% of the respondents rated the quality of work (94.9%), responsiveness of the department (94.9%), attitude of the department (93.6%), and work completion (85.9%) as satisfactory or very satisfactory.

Overall, less than 6% of the non-school based customers responding indicated that they were unsatisfied with the performance of Transportation department; none rated the department very unsatisfactory. The attitude of the Transportation department received the highest level of dissatisfaction, with 5.1% of the customers indicating problems in this area. Less than 4% of non-school based customers were dissatisfied with the quality, responsiveness, and completion provided by the Transportation department. Comments about the Transportation department were provided by 12% of the non-school based customers completing the Customer Satisfaction survey.

The comments provided by non-school based staff about the Transportation department were overwhelmingly positive. Employees were praised as helpful and responsive to requests, especially related to issues involving the transportation of ESE and homeless students. Respondents indicated that they understand the difficult job of the Transportation employees and appreciate the work they do and the care they show for students. Two respondents indicated negative interactions with dispatchers and bus driver supervisors.

Institutional Services Division Customers

A Customer Satisfaction Survey was also used to ask customers to rate the cooperation, communication, support (management), timeliness, and quality of work product of several departments within the Institutional Services Division (ISD). A complete report of the Customer Satisfaction Results is presented in Appendix N.

Approximately 53% (694 customers) of customers responding indicated their level of satisfaction with the Transportation department. Eighty-three percent (83%) of the customers responding indicated that they were satisfied or very satisfied with the performance of the Transportation department. The cooperation, support, and the quality of the work product of the Transportation department were rated as the most satisfactory, with greater than 84% of the customers indicating they were satisfied. By far, the timeliness (20.7%) and the communication (20.1%) of the Transportation department were rated as the least satisfactory areas of the department's performance.

Interestingly, Transportation department customers were the most dissatisfied with the performance of their own department. More than one-third (36.7%) indicated that they were unsatisfied or very unsatisfied with their own department's performance. Specifically, 45% indicated their dissatisfaction with the timeliness, 43.4% indicated their dissatisfaction with the communication, and 34% indicated their dissatisfaction with the support of the Transportation department.

Jobs

Job Satisfaction

Job Diagnostic Survey

The short form of the Job Diagnostic Survey (JDS – short form, Hackman & Oldham, 1974) was completed by 60 Vehicle Maintenance employees. This instrument assesses general work characteristics (skill variety, task identity, task significance, autonomy, feedback from the job itself, feedback from agents, and dealing with others), as well as employees' affective responses to the job (general satisfaction and internal work motivation) and specific satisfactions an employee may have with his/her job (satisfaction with: pay, security, social interaction, supervisor, and growth). Additionally, the use of the JDS allows an investigation into the amount of specific job characteristics employees would like to have in their jobs. A complete report of the JDS Results is presented in Appendix P.

General Work Characteristics

This section of the JDS assesses the general work characteristics of skill variety, task identity, task significance, autonomy, feedback from the job itself, feedback from agents, and dealing with others. Average scores for each general work characteristic were calculated using the scoring instructions as developed by Hackman and Oldham. Composite scores were calculated for each department within the IS Division and are reported below.

Employees within the Vehicle Maintenance department reported having high levels of ***skill variety***. Vehicle Maintenance employees often engage in a variety of activities while on the job, thus contributing to this finding.

Employees in the Vehicle Maintenance department reported high levels of ***task identity***. These employees regularly complete an entire job, and are able to see a project from inception to completion.

Vehicle Maintenance employees reported high levels of ***task significance***, indicating that they see their jobs as having a significant impact on the lives of other people.

Employees in the Vehicle Maintenance department indicated that they have freedom in scheduling their work, indicating a degree of ***autonomy***. This finding suggests that

Vehicle Maintenance employees may have some flexibility in the specific functions and procedures required of their jobs.

Consistent with the findings for task identity, employees in the Vehicle Maintenance Department indicated that they received *feedback from the job itself* to a large extent. For example, a Vehicle Maintenance employee, upon completion of a repair to an engine, is immediately informed of the success or failure of the repair if the engine runs!

Feedback from supervisors/co-workers was rated the lowest by employees in the Vehicle Maintenance department, indicating that Vehicle Maintenance employees receive a moderate amount of feedback from their supervisors/coworkers about their performance effectiveness.

Employees in the Vehicle Maintenance department reported the lowest levels of *dealing with others* in the IS Division, although they rated the amount as moderate. This finding illustrates that Vehicle Maintenance workers do not interact with others to the extent that the other three departments do.

Affective Responses

Employees in Vehicle Maintenance, similar to all other ISD employees, noted that they had a relatively strong degree of *internal work motivation*; employees indicated that they feel a sense of personal satisfaction when they complete their jobs appropriately. As all the other employees in the IS Division, the Vehicle Maintenance employees reported that they are very *satisfied* with their jobs and the kind of work they do.

Specific Satisfaction

To investigate specific aspects of the job that an employee may or may not be satisfied with, satisfaction subscales were examined. The JDS contains satisfaction with pay, security, social interaction, supervisor, and growth subscales.

In general all employees in the IS Division reported being fairly neutral regarding their *satisfaction with pay* and neutral to slightly *satisfied with their job security*. Vehicle Maintenance employees reported being fairly satisfied with their degree of *social interaction*. Employees in Vehicle Maintenance reported being slightly *satisfied with their supervisors*.

Comparison with Normative Data

Data collected from employees in the IS Division were compared with normative data for each general work characteristic, affective response, and specific satisfaction. Employees in the Vehicle Maintenance department reported having more skill variety inherent in their jobs than the normative samples. Although the normative samples contain a wide variety of jobs, it is possible that Vehicle Maintenance employees may in fact perform a wider variety of tasks as part of their jobs. Alternately, it may be that Vehicle Maintenance employees simply perceive that their jobs contain a wider variety of tasks than others. Vehicle Maintenance employees also reported higher scores on the general

job satisfaction measure as compared to normative samples, and reported being “satisfied” with their jobs as compared to “slightly satisfied” normative samples.

Desired Job Characteristics

Vehicle Maintenance employees rated the opportunity to learn new things and gaining a sense of accomplishment on the job as their most desirable job characteristics. Job security, high salary, and good fringe benefits were rated similarly and were strongly desired as well. Although the opportunities for personal growth and job development were strongly desired, opportunities for creativity and exercising independent thought were less strongly desired. Finally, quick promotions were again rated as being the least strongly desired job characteristic.

Comparison of desired job characteristics with ratings of current job characteristics

Across the IS Division, employees consistently indicated that the amount of *supervisor feedback* they currently receive is not adequate with what they would like to receive. The Vehicle Maintenance department reported sizeable differences between their desired amount of feedback and the feedback they currently receive. As indicated by their responses, although they are neither satisfied nor dissatisfied with the amount of feedback they are currently receiving, across the Division, employees reported desiring more feedback. This would seem to be an area that would require future attention.

Employees in the Vehicle Maintenance department reported that the amount of *skill variety* required of their jobs was fairly consistent with the amount of skill variety they desired.

Vehicle Maintenance employees reported being fairly neutral to slightly satisfied with their *job security*. Sizeable discrepancies were noted across all departments indicating that employees in the IS Division would like to feel a great deal more secure in their jobs than they currently do. Employees in the Vehicle Maintenance department reported larger discrepancies, and indicated that they would like more *potential for growth* in their jobs than they currently have. Although none of the discrepancies were noticeably large, Vehicle Maintenance expressed the biggest discrepancy in ISD.

Finally, as might be expected, across the ISD employees indicated that they would like *more pay* than they are currently receiving.

Limitations

The current study was designed to examine the processes and practices of the Institutional Services Division in general, and to inquire about specific evaluation questions for each department in the Division.

The Transportation department underwent intense scrutiny in 2004-2005 for improper processes. Consequently, the district worked with the Transportation employees and by gathering data through focus group meetings began to initiate changes to improve the department’s processes. The current evaluation sought to examine the effectiveness of the

changes that have been made to the Transportation department since the previous investigation. However, no evidence or documentation of the identified deficiencies, the suggested changes to be made, or the processes to institute such changes is available from the previous evaluation. The 2004-2005 evaluation never initiated a qualitative analysis of the focus group discussions; only the raw notes from meeting participants are available. In order to examine the changes that have taken place since the previous evaluation, it was necessary to first analyze the contents of the meeting notes from the focus groups that were utilized as part of that evaluation. As a result of this analysis, four major issues were identified as areas of concern during the 2004-2005 focus groups. The current evaluation then investigated if these issues have been resolved since the previous meetings. It should be noted, however, that the merits of the analysis on the 2004-2005 comments were dependent upon the veracity and comprehensiveness of the available notes from those meetings.

Another major limiting factor was the difficulty in reaching bus drivers for participation in the study. Due to their work schedule and total day involvement, their participation was severely limited by their availability.

Discussion

There is evidence to indicate that many changes were made to the Transportation department since 2005 and that these changes have impacted the department. However the results of the current evaluation revealed that the Transportation employees feel that the changes made have not been effective in improving the relationships, processes and work conditions in the Transportation department.

Employees of the Transportation department feel that their working conditions are negatively impacted by the lack of support from the managers and supervisors, from schools and from the School Board. Processes and procedures in the Transportation department were described as flawed and subject to misuse by the supervisors. Student discipline and misbehavior, a slow disciplinary referral process, and poor communication with schools leave the bus drivers with the feeling that they are out there without any support.

Furthermore, managers and supervisors do not provide effective and supportive leadership, due to poor communication and inconsistency in enforcing of the department's policies and procedures. Lastly, poor work conditions, unsatisfactory pay and a perceived lack of respect for bus drivers make the bus driver position less desirable and contribute to the current bus driver shortage.

Conclusions and Recommendations

- Department should assemble a cross-functional team, in which all areas of the department represented, to review the findings of this report, to work together in preparing short and long term solutions and search, and to implement the best practices for transportation.
- The transportation system of similar-sized districts should be reviewed and best practices and procedures should be adopted to improve the current transportation department.
- Department should improve the working conditions, including the communication between bus drivers and the schools and dispatchers.
- Department should improve the communication at the management and supervisory level.
- Department should provide more appropriate and effective training to all employees.
- Department should investigate more effective routing systems
- Department should evaluate the compatibility of the current routing system (Edulog) with other district computer systems (SASI, ELKE).

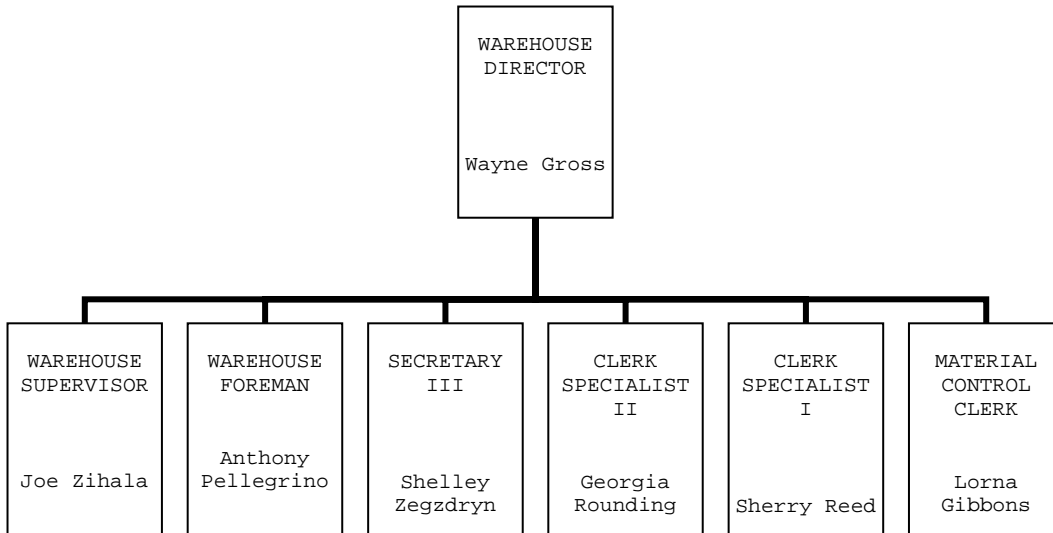
Warehouse

Organization Structure

The Warehouse department provides the resources for centralized purchasing, receiving, inventory control, and distribution of materials and equipment in the areas of: purchased food, government donated commodity food, custodial supplies, office supplies, furniture, instructional supplies, physical education, art, audio-visual, computers, forms, first aid, fuel, etc.

The Warehouse department consists of 44 full-time employees who maintain an average inventory of about two million dollars, which includes art supplies, audio visual supplies, physical education supplies, instructional supplies, office supplies, furniture, custodial supplies, food, first aid supplies, cafeteria small equipment, and fuel. Five mail trucks provide schools with daily deliveries of mail, films, videos, and audio-visual equipment. Other functions performed by the Warehouse include coordinating the disposal of surplus/obsolete equipment through public auctions, redistributing and repairing used furniture, and monitoring the inventory and fueling functions of approximately 1,400 vehicles. Supplies, materials and equipment are provided to (144) public schools, (6) charter schools, (6) parochial schools, and (8) other agencies.

Organization Chart



The Warehouse department's organization is described by the director as a "flat" structure. The director and supervisor of the department are on the professional salary schedule, not administrative. Below the supervisor there is a foreman and various technical/clerical positions.

Of the 44 Warehouse employees, seven custodial staff are on a two-shift operation and clean all the Walter Pownall buildings: Transportation, the main building, and Maintenance facilities. A Maintenance technician makes emergency repairs around the building. Five Warehouse employees are part of the mail (pony) service, and their base of operations is the school administration building; however, the mail originates and terminates at the Warehouse, for the most part. The five mail trucks make about two hundred stops per day. Six employees, who are paid by Food Service, provide all of the USDA government food and cafeteria equipment used in the schools.

Processes and Procedures

Requests for service from the Warehouse are sent as work order requests via email; alternately schools place requests for a work order directly in TERMS' online screen. Memos and phone calls are also used to communicate with the Warehouse. Requests for logistical support could include a truck for a band trip, sports activity, moving furniture, closing a school, relocating programs, or moving school A to school B.

The Warehouse supervisor opens all new requests in the morning and schedules them on a calendar. Two calendars are kept; one in the supervisor's office and the other in the foreman's office. The calendar shows the need for a particular truck, or trucks, to be at a particular site at a certain time of day for carrying or transporting materials. Work orders must be clear as to what is being transported so the Warehouse can determine how many people to send, what kind of equipment is needed, and so forth.

The Warehouse also provides supplies and equipment to schools and departments as requested, though this is a small part of the daily operation of the Warehouse. The requisition process requires both a principal's and a Warehouse staff member's approval. Once the order is at the Warehouse floor, the requested items are picked up and shipped to the school, and the item is charged to the requesting school or department at that time.

Contracts with some suppliers facilitate direct delivery of necessary supplies to schools. These are state contracts which enable schools to order directly from the company and have them delivered to school. Schools can provide feedback to the Warehouse as to which companies to continue contracting with and what type of material to purchase.

There are other types of activities the Warehouse deals with, in which they receive directives through staff meetings, 1-to-1 meetings, or from the Superintendent. Also, sometimes Warehouse personnel have to take care of emergencies. For example, Warehouse employees are on call on the weekends; because if a freezer or other vital equipment malfunctions, Warehouse employees are involved in sending trucks out to relocate perishables.

Way of Work

There are several facets of Warehousing. One is the supply side. Warehouse maintains an average inventory of about two million dollars of instructional supplies/office supplies, art, physical education, audio-visual, custodial, first aid, forms, furniture, food and fuel. It also maintains a supply catalog for countywide distribution reflecting materials in inventory, pricing, and departmental procedures. Additionally, Warehouse maintains inventories for fuel use of approximately 1,400 vehicles at six different compounds.

The other side of the Warehouse is the service side; Warehouse processes in excess of 27,300 requisitions annually for supplies and food, and distributes maintenance supplies that have been ordered by schools.

Logistical support is another aspect of warehousing, and it is accomplished by providing and coordinating trucks, manpower, and logistical support for the relocation of programs, personnel, and equipment, as well as construction accommodations within the district. Warehouse had processed, annually, in excess of 5,255 memo requisitions for special services and/or delivery of non-stock related materials/equipment.

Warehouse trucks go to all centers involving special donations, distributions, pick-ups, transfers, and relocation of programs. Warehouse coordinates the disposal of surplus/obsolete equipment and public auctions. Sales have exceeded \$866,000.00 the past five (5) years.

Warehouse provides trucks to transport instruments in support of all band activities involving parades, concerts, competitions, football games, etc. This entails coordinating/scheduling deliveries, pickups for folding tables/chairs for displays and events, band shell for concerts, sports equipment for competition events, elementary, hazardous disposal, etc.

Warehouse also provides support to (21) disaster shelters including food, supplies and special needs during inclement weather conditions.

The mission statement of the Warehouse department is *“To provide quality services and materials to our Educational Community through a timely systematic process”*. Warehouse employees had the opportunity to participate in a focus group meeting conducted as part of this evaluation, and they expressed that the key strength of the Warehouse is their ability to accommodate the special requests of the schools and to always do a very good job for others. Additionally, Warehouse employees cited that the Warehouse is relied upon to take on extra responsibilities and deal effectively with Office of Professional Standard (OPS) referrals.

The Warehouse Director cited unrealistic timelines and the breakdowns of aged equipment as major obstacles to the efficient operation of the Warehouse. The work load for the Warehouse staff has its highs and lows. There are times that orders are backlogged, but there have been no additions to the staff in twenty years.

The director cited that there is not a great deal of turnover among the staff of the Warehouse, and that some employees have been in the department for years. He stated *“We have a good staff with a lot of camaraderie. And I don't mean from the standpoint we're all buddies and we dance and socialize together. I just mean we have a good working relationship; we all have an open door policy, and they know they can be heard.”* The director uses meetings, e-mails, or memos to communicate with staff and ensures that any communication from the administration building is circulated among the Warehouse staff.

Required employee trainings include Blood borne Pathogen training and the Right-To-Know Law, for dealing with chemicals and hazardous waste.

Any positive feedback that is received from schools about a Warehouse employee is forwarded to the employee and placed in their personnel file. On the same token, negative feedback is shared and discussed with employees and placed in their personnel file.

Working Relationships

Warehouse employees participated in focus groups meeting and cited two critical areas in need of improvement: established Warehouse procedures are not followed or are disregarded by the Warehouse supervisor and the general lack of communication between the IS Division and the Warehouse department. A copy of the focus group results is presented in appendix R.

First, established procedures for Warehouse operations are typically not followed or are disregarded by the Warehouse supervisor. Most notably, Warehouse employees relayed a typical example in which an individual will make a call to a Warehouse employee and will ask for a special request (e.g., for a special delivery). The Warehouse employee will inform the individual that the special request is not possible. The requestor will then call the Warehouse supervisor, who will disregard established procedures and will grant the special request, thereby requiring Warehouse employees to make special accommodations which often inconvenience and upset other customers. Warehouse employees noted that typically the people who follow the established procedures do not get their supplies delivered as quickly as those who circumvent the procedures and call the supervisor directly to ask for special requests. Warehouse employees commented that most often “the squeaky wheel gets the grease” and that there are no ramifications for people who do not follow procedures.

Secondly, Warehouse employees noted that communication problems within and outside the ISD are rampant. For example, timelines for projects are not communicated ahead of time. The Warehouse is not told when supplies are being delivered or when they are needed, causing Warehouse employees to scramble to get the supplies distributed properly. Additionally, although communication between the foreman and the employees is great, there is a lack of communication from the supervisor to the foreman.

Overwhelmingly, Warehouse employees noted that the most effective method of addressing these areas in need of improvement was to ensure that everyone simply follows the established rules and procedures. Instead of allowing special requests to monopolize the time and the functioning of the Warehouse, Warehouse employees suggested that the Warehouse supervisor should first communicate well-defined policies and procedures appropriately to all customers. Then the Warehouse supervisor should enforce the policies and procedures and stop granting special requests. Warehouse employees noted that not only would this change remedy their main concern noted above, but would also improve the efficiency of the Warehouse staff.

Warehouse employees expressed that they appreciate their coworkers, their supervisor, and the relaxed atmosphere in the Warehouse. Specifically, Warehouse employees expressed that they have a consistent group of co-workers that they can rely on for support. The Warehouse supervisor was cited as being very approachable, and as enabling a relaxed/laid-back atmosphere in the Warehouse in which employees are permitted to perform their job functions with a sense of independence. Additionally, Warehouse employees cited the basic working conditions of the Warehouse, and cited an appreciation for their work schedules during the school year as well as the scheduling flexibility they have to deal with family or personal issues. A copy of the climate survey results is presented in Appendix K.

Customer Satisfaction

School Based Customers

School based administrative and operational personnel who were most likely to have had contact with Institutional Services Division (ISD) employees were surveyed to ascertain their level of customer satisfaction with the departments of the Institutional Services Division. A total of 365 customers responded to the survey, including: eighty-six (86) Principals, sixty-nine (69) School Secretaries, sixty-six (66) Assistant Principals, fifty-four (54) Cafeteria Managers, thirty-one (31) Plant Operators, and twenty-eight (28) Head Plant Operators, among others. Approximately 55% (202 customers) of the school based customers completing the Customer Satisfaction survey indicated that they had worked with the Warehouse department. Result of this survey is presented in appendix M.

Of those customers completing the customer satisfaction survey, approximately 60.8% (222 customers) indicated that they had worked with the Warehouse department. Most of the customers responding (98%) indicated that they were satisfied or very satisfied with the performance of the Warehouse department. Nearly two-thirds of the customers responding (58.8%) indicated that the quality of work, responsiveness, attitude and appearance, and work completion of the Warehouse department was very satisfactory. The responsiveness (60.2%) and the attitude and appearance (61.6%) of the Warehouse department were rated as the most satisfactory. Approximately one-third of the customers responding (39.1%) indicated that they were satisfied with the performance of the Warehouse department.

Open ended comments

Nearly three-quarters (73.0%) of those customers making comments indicated that the department was doing a good job. Specifically, the Warehouse department was described as helpful, professional, courteous, and prompt. Many customers commented that Warehouse employees are very accommodating, flexible, and are willing to assist them. Additionally, Warehouse employees were described as being customer-focused, hard working people, who “go the extra mile to help you out.” Next, customers commented that the Warehouse employees are over-worked and under paid, and that the Warehouse works very well with limited resources. Finally, a customer noted that the Warehouse has improved service over the last year.

A very small percentage of those customers responding (approximately 2.0%) indicated that the performance of the Warehouse department was less than satisfactory. Specifically, several Principals and Cafeteria Managers (2.7%) indicated that the responsiveness of the Warehouse department was unsatisfactory. Fewer customers indicated that the work completion (2.3%), quality of work (1.8%), and attitude and appearance (1.4%) of the Warehouse department was unsatisfactory.

Approximately one-quarter (27.0%) of those customers commenting indicated that the Warehouse department was in need of improvement. A central area of customer concern focused on picking up materials in a timely manner. Several Principals noted that they have to

wait too long for items to be picked up by the drivers. Additionally, an Assistant Principal and a Plant Operator indicated that it often takes several phone calls to get materials picked up.

Finally, a mix of positive and negative comments was received regarding the Warehouse drivers. Several customers commented that the drivers are great, and go above and beyond to do their jobs. However, two Cafeteria Managers and a school secretary indicated that the delivery people are rude, demanding, and short tempered. Additionally, a Cafeteria Manager indicated that the drivers don't wait to have orders checked.

Non-School Based Customers

A total of 126 non-school based customers indicated that they work with at least one department in the Institutional Services Division. Eighty-three non-school based customers rated their experiences with the Warehouse department on the Customer Satisfaction survey. Survey respondents represented a variety of job titles and departments in the administration building. Customers were asked to rate the Warehouse department's quality of work, responsiveness, attitude, work completion, and overall satisfaction with the department.

One hundred percent (100%) of the non-school based customers responding indicated that they were satisfied or very satisfied with the overall performance of the Warehouse department. Greater than 78% of the respondents rated the quality of work (100%), responsiveness of the department (99.9%), attitude of the department (99.9%), and work completion (99.9%) as satisfactory or very satisfactory.

In general, a very small number of non-school based customers indicated that they were unsatisfied with the performance of the Warehouse department. Only one non-school based customer indicated that they were unsatisfied with the responsiveness of the Warehouse department.

Open ended comments

Comments about the Warehouse department were provided by 22.2% of the non-school based customers completing the Customer Satisfaction survey (appendix N).

The members of the Warehouse department were described as always professional and very helpful in fulfilling requests. Specifically, the department was described as "probably one of the best, most efficient depts. at Walter Pownall." Two negative comments were noted regarding the accuracy/completeness of the descriptions provided in the Warehouse catalog, and one comment that the Warehouse prices were higher than those of Office Depot.

Institutional Services Division Customers

Fifty-six percent (741 coworkers) of those coworkers completing the Customer Satisfaction survey completed the items pertaining to the Warehouse department. A total of 177 School Based, 156 Food Service, 144 Maintenance, 45 Cafeteria, 43 Transportation, 35 Clerical, and 28 Warehouse coworkers, among others responded.

The highest percentage of coworkers out of any department in the ISD (93.9%) indicated that they were satisfied or very satisfied with the performance of the Warehouse department. Nearly two-thirds of the customers (62.4%) indicated that the cooperation, communication, support (management), timeliness, and quality of work product of the Warehouse department were satisfactory. Approximately 32% of the customers responding indicated that they were very satisfied with the performance of the Warehouse department. The cooperation, communication, support, and the quality of the work product of the Warehouse department were consistently rated as satisfactory, with nearly 94% of the customers indicating they were satisfied.

Only 6.1% of the customers responding indicated that they were unsatisfied or very unsatisfied with the performance of Warehouse department. Approximately 9% of the customers responding indicated that they were unsatisfied or very unsatisfied with the timeliness of the Warehouse department. Consistent with other ratings, Transportation customers (15.2%) were the least satisfied with the performance of the Warehouse department. The cooperation of the Warehouse department was rated as unsatisfactory by 18.2% of the Transportation customers.

Open ended comments

Only 16.7% of those customers responding made comments concerning the Warehouse department.

Fiscal Practices

The Warehouse has a comprehensive inventory system to check and balance the two million dollars worth of supplies kept in the warehouse. A computerized record on the inventory called “book inventory” shows what should be in the warehouse. Then there is an actual count of the material, “go out and count,” which is called “actual inventory”; the difference is the discrepancy. There are different ways of dealing with discrepancies.

The Director explains: “First of all, we do cycle counting on a monthly basis. ... We pick items for cycle counting, sometimes an item will come in and they'll have a unit of measure change. ... And if it affects the count in any way, shape, or form, then we use a recycle report to report that. If we find a discrepancy, we list it on the monthly cycle count report.” Only a small portion of the total inventory is selected for the monthly cycle count.

Annually, the warehouse has to show a 100 percent inventory to the auditors, and legislative auditors come in every three years. The Director explained that still “... another check is conducted by hiring an independent firm every two years to come in on July 1st and do a sampling; they will pick, maybe, a hundred items, and they will walk out there and sample them. Based on those hundred items, they do a statistical analysis and determine if we are within the acceptable parameters.”

The warehouse keeps a large number of items in stock. The Warehouse coordinates bids, specifications, and requirements on major material to stock and replenish the warehouse with art, paper, custodial, first aid, office supplies, classroom instructional supplies, etc. The Warehouse evaluates the suppliers on a regular basis by receiving feedback from the schools and

communicating with the consumers. Cost savings are experienced through volume purchases, meeting seasonal demands, monitoring specifications, and providing all materials and services in a timely, coordinated, and efficient manner.

Jobs

The short form of the Job Diagnostic Survey (JDS – short form, Hackman & Oldham, 1974) was completed by 26 warehouse department employees. This instrument assesses general work characteristics (skill variety, task identity, task significance, autonomy, feedback from the job itself, feedback from agents, and dealing with others), as well as employees' affective responses to the job (general satisfaction and internal work motivation) and specific satisfactions an employee may have with his/her job (satisfaction with: pay, security, social interaction, supervisor, and growth). Additionally, the use of the JDS allows an investigation into the amount of specific job characteristics employees would like to have in their jobs. A comprehensive report of the JDS results is presented in Appendix P.

General Work Characteristics

Sections 1 and 2 of the JDS assess employees' perceptions of general work characteristics, including skill variety, task identity, task significance, autonomy, feedback from the job itself, feedback from agents, and dealing with others. Average scores for each general work characteristic were calculated using the scoring instructions as developed by Hackman and Oldham.

Employees in the Warehouse department reported the lowest level of ***skill variety***. This finding intuitively makes sense since positions in the Warehouse department require relatively consistent tasks, with little variety.

Warehouse employees reported lower levels of ***task identity*** than employees in the other three departments. This finding seems logical in that warehouse employees do not regularly complete an entire job, or are able to see a project from inception to completion.

Similar to the findings above, warehouse employees reported lower levels of ***task significance*** than employees in the other three departments. However, warehouse employees did report a moderate amount of task significance, simply not to the extent of the other departments. Therefore, although to a lesser extent, warehouse employees indicated that they see their jobs as having a significant impact on the lives of other people.

Employees in the Warehouse reported notably lower ***autonomy*** than those employees in other departments, indicating that these employees feel that they have less freedom in scheduling their work as well as what procedures they can use. This lack of autonomy may simply be inherent in the specific functions and standardized procedures required of their jobs. It would not be feasible for a warehouse employee to significantly change their schedule or the procedures used.

Consistent with other measures in this section, warehouse employees reported lower *levels of feedback from the job* than other departments. Consistent with their ratings on task significance, warehouse employees indicated only a modest amount of feedback from doing their jobs.

Employees in the Warehouse department reported the lowest *levels of feedback from their supervisors/coworkers*, of all departments. However, it is important to note that across all departments, feedback from supervisors/co-workers was moderate. No department indicated an outstanding level of feedback from their supervisors/co-workers, nor did they indicate a poor level of feedback.

Employees in the warehouse department indicated that their jobs involved *dealing with others* to modest extent.

Comparison with Normative Data

Data collected from employees in the IS division were compared with normative data for each general work characteristic, affective response, and specific satisfaction. In general, data obtained from the IS division were remarkably consistent with normative data, indicating that employees within the IS division rate their job characteristics similarly to those of the general population.

Desired Job Characteristics

The last section of the survey administered to the IS division asked employees to indicate their preferred or desired level of certain job related characteristics.

Among all job characteristics, “great job security” and “a sense of worthwhile accomplishment in my work” were rated as the most strongly desired. A “High salary and good fringe benefits” and “Opportunities to learn new things from my work” were also strongly desired. “High respect and fair treatment from my supervisor” and “Stimulating and challenging work” were rated as less desirable, and interestingly, the opportunity for “quick promotions” was rated noticeably lower in desirability than any other job characteristic.

Employees in the Warehouse department followed a slightly different pattern than that reported above, and also reported the lowest desire for the job characteristics listed in the survey, as compared to any other department. Contrary to the other three departments assessed, Warehouse employees rated having friendly co-workers as the most strongly desired job characteristic. Similar to the other departments, Warehouse employees rated job security and high pay and fringe benefits as strongly desired. Opportunities for personal growth, exercising independent thought, and learning new things on the job were rated similarly and were desired. Consistent with other departments, the opportunity for quick promotions was rated as least strongly desired.

employees in the Warehouse department reported higher scores on the general job satisfaction measure as compared to normative samples, and reported being “satisfied” with their jobs as compared to “slightly satisfied” normative samples.

Conclusion and Recommendations

The operation and processes of the Warehouse appear to be running like a “well oiled machine.” There are well established procedures that have been in place for many years and have been followed by a group of employees who have been in the Warehouse for many years. As a matter of fact, these procedures are noted to be so effective that one of the few problems cited by the staff of the Warehouse was not following them. The Warehouse can benefit from better communication and stronger enforcement of existing procedures.

The Director cited that the operation of collecting materials from the floor for delivery to schools can be “somewhat fragmented;” the materials are not organized in an orderly and productive manner. We recommend that the Warehouse floor be evaluated by an expert in the field and an organization system to be developed and implemented.

Establishing more realistic timelines will help to improve the operation of the Warehouse. Also an effective plan to purchase newer and more advanced equipment is greatly needed and highly recommended.