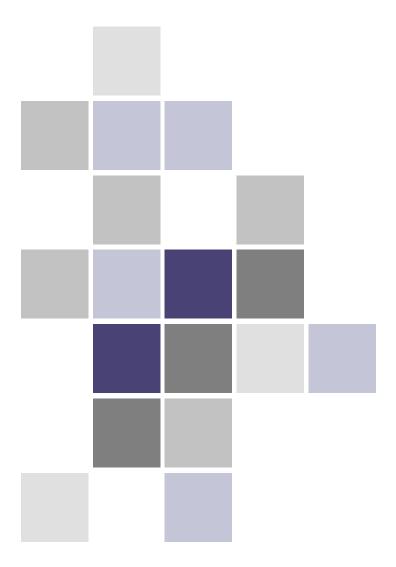# PERFORMANCE AUDIT OF ALACHUA COUNTY SCHOOL DISTRICT

Final Report

Revised August 31, 2018

Performance Audit of Alachua County School District
Final Report
Revised August 31, 2018

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CHAPTER I. INTRODUCTION

The Alachua County School District (District) is part of the state system of public education under the general direction of the Florida Department of Education (FDOE). The governing body of the District is the School Board of Alachua County (Board), which is composed of five elected members. Board members are elected at large from five geographic districts in nonpartisan elections, and all represent the entire county. The Board members select a chair and a vice chair, both of whom serve one-year terms.   The Board has legal authority over the operation of all traditional public schools in the District within the framework established by the Florida Constitution, state legislature and the Florida Department of Education. The District has an appointed superintendent, so the Board is also responsible for the hiring of a superintendent to oversee the day-to-day operations of the District.   The superintendent of schools, Karen Clarke, is the executive officer of the Board. As of June 2018, the District operated 39 physical elementary, middle, high, and specialized schools, as well as a virtual school, and reported 27,638 unweighted full-time equivalent students within the district schools and 32,726 total school-age children within the District (including home school, private school, lab school, and other affiliates). The District has a budgeted staff of 4,008.62 full-time equivalent employees.

During the course of this audit, the Auditor General was in the process of conducting a financial and operational audit of the Alachua County District School Board, which included following up on its previous findings and recommendations as well as examining current school district operational issues. The Auditor General's findings were not available at the time of the publication of this performance audit, and thus, are not included in this report. When finalized, the Auditor General's report, including the school district's response, will be available at www.flauditor.gov/pages/Reports.aspx. For more information on the most recent (published in 2016) Auditor General operational audit findings related to the Alachua County School District, refer to *Appendix A*.

This performance audit was conducted pursuant to s. 212.055(10), Florida Statutes. The Office of Program Policy Analysis and Government Accountability (OPPAGA) contracted with MGT Consulting Group to conduct a performance audit of the programs associated with the surtax resolution adopted by the Alachua County School Board on May 1, 2018 (see *Appendix B*). This performance audit of the District focused on program areas related to safety and security improvements; repair, renovation and remodeling of board-owned schools, including modernization of classrooms, science labs and other spaces; technology; elimination of portable classrooms; new construction; land acquisition and improvement; and other school facilities projects.

The audit was conducted in accordance with Generally Accepted Government Auditing Standards (GAGAS). Those standards require planning and performance of the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our

audit objectives. Audit activities included interviews with key personnel, review of relevant information (e.g., Board approvals, bid tabulations, contracts, change orders, payment approvals, notices of completion, and supporting documentation), site visits, and benchmarking. MGT believes that the evidence obtained provides a reasonable basis for the findings and conclusions based on the defined audit objectives.

Our audit included performing procedures to identify and evaluate significant internal controls within the context of our audit objectives. Our consideration of internal controls was limited to controls relevant to our audit objectives and was not designed to identify all deficiencies in internal controls that might be material weaknesses or significant deficiencies. Given these limitations, during our audit we did not identify any deficiencies in internal control that we consider to be material weaknesses. However, material weaknesses may exist that have not been identified.

CHAPTER 2. REPORT SUMMARY

Pursuant to the scope identified in the Request For Quotes (RFQ), the audit focused on the program areas related to:

- safety and security improvements;
- repair, renovation and remodeling of board-owned schools, including modernization of classrooms, science labs and other spaces;
- technology;
- elimination of portable classrooms;
- new construction;
- land acquisition and improvement; and
- other school facilities projects.

These areas are broadly captured under two main aspects of District operations – technology support, and facilities maintenance, planning, and construction. Chapter 3 (Observations, Findings, and Recommendations) is therefore organized accordingly.

To assess the respective levels of performance of these program areas, the audit team evaluated the following six key aspects of their operations:

1. Economy, efficiency, and effectiveness
2. Structure or design
3. Methods of providing services and products
4. Goals, objectives and performance measures
5. Adequacy of public documents and reports
6. Process for ensuring compliance with policies, rules, and laws

For each key aspect, MGT performed procedures to assess program performance. Audit procedures disclosed several key areas in which the Instructional Technology and Facilities Maintenance programs passed the criteria for satisfactory performance for the scope of the information that was examined (i.e., positive findings are noted in Findings 1.1, 1.2, 1.3, 1.4, 1.5, 1.6 and 2.1, 2.2, 2.3, 2.4, 2.5, and 2.6) and several areas in which adverse findings were identified (i.e., Findings 1.1, 1.2, 1.3, 1.5, 2.1, 2.2, and 2.3).

LIST OF FINDINGS

TECHNOLOGY SUPPORT

FINDING 1.1: ECONOMY, EFFICIENCY, AND EFFECTIVENESS

The cost of the projects selected for testing appeared to be adequate; they were completed on-time, within budget, and at a reasonable cost. In addition, the District has established written policies and procedures to take maximum advantage of competitive procurement, volume discounts and special pricing. However, enhancement is needed over the periodic review of management reports or measurable data to evaluate education technology program performance.

FINDING 1.2: STRUCTURE OR DESIGN

The Instructional Technology program relies on a thorough budgeting and staff planning process to arrive at current staffing levels that appear reasonable given the nature of the services provided and program workload. However, the District could undertake further efforts to measure workload and productivity to validate these staffing levels against volume of need. Further, the program's organizational chart does not have clear lines of delineation, lacks specificity with regard to individual roles (by aggregating employees into groups), and lacks standardization in that it differs in format from the broader organization.

FINDING 1.3: METHODS OF PROVIDING SERVICES AND PRODUCTS

The overall execution of the eight (8) projects selected for testing indicates that these projects have been executed efficiently with a mix of in-house and external help. However, the Instructional Technology program does not have a formal process to evaluate alternative methods of providing services including in-house, contracted, and privatized services.

FINDING 1.4: GOALS, OBJECTIVES AND PERFORMANCE MEASURES

The Instructional Technology program's goals and objectives are clearly stated and are consistent with the District's strategic plan. The measures used by management to evaluate program performance appear to be sufficient to assess program progress toward meeting its stated goals and objectives. The internal controls evaluated by MGT are adequate to provide reasonable assurance that program goals and objectives are met.

FINDING 1.5: ADEQUACY OF PUBLIC DOCUMENTS AND REPORTS

The Instructional Technology program has processes in place to ensure the accuracy and completeness of any program performance and cost information provided to the public. However, enhancement is needed to ensure that the public has access to program performance and cost information that is readily available and easy to locate.

FINDING 1.6: PROCESS FOR ENSURING COMPLIANCE WITH POLICIES, RULES, AND LAWS

The Instructional Technology program has processes in place to assess its compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies. In addition, management has taken reasonable and timely actions to assess if planned uses of the surtax comply with applicable state laws, rules, and regulations.

FACILITIES, MAINTENANCE, PLANNING AND CONSTRUCTION

FINDING 2.1: ECONOMY, EFFICIENCY, AND EFFECTIVENESS

The projects selected for testing were completed on-time and at a reasonable cost. In addition, the District has established written policies and procedures to take maximum advantage of competitive procurement, volume discounts, and special pricing. However, the strategy and process to identify, prioritize, and initiate projects does not appear to adequately represent a best practice in the field of construction and facility management.

FINDING 2.2: STRUCTURE OR DESIGN

The Facilities Management program relies on a thorough budgeting and staff planning process to arrive at current staffing levels that appear reasonable given the nature of the services provided and program workload. However, the District could undertake further efforts to measure workload and productivity to validate these staffing levels against volume of need. Further, the program's organizational chart does not have clear lines of delineation, lacks specificity with regard to individual roles (by aggregating employees into groups), and lacks standardization in that it differs in format from the broader organization.

FINDING 2.3: METHODS OF PROVIDING SERVICES AND PRODUCTS

The overall execution of the 10 projects selected for testing indicates that these projects have been executed efficiently with a mix of in-house and external help. However, the Facilities Management program does not have a formal process for evaluating the effectiveness of alternative methods of providing services including in-house, contracted, and privatized services.

FINDING 2.4: GOALS, OBJECTIVES AND PERFORMANCE MEASURES

The Facilities Management program's goals and objectives are clearly stated and are consistent with the District's strategic plan. The measures used by management to evaluate program performance appear to be sufficient to assess program progress toward meeting its stated goals and objectives. Additionally, the internal controls evaluated by MGT are adequate to provide reasonable assurance that program goals and objectives are met.

FINDING 2.5: ADEQUACY OF PUBLIC DOCUMENTS AND REPORTS

The Facilities Management program has processes in place to ensure the accuracy and completeness of any program performance and cost information provided to the public. The program has procedures in place to ensure that reasonable and timely action is taken to correct any erroneous and incomplete information provided to the public. Additionally, the public has access to information that is useful, timely, readily available and easy to locate.

FINDING 2.6: PROCESS FOR ENSURING COMPLIANCE WITH POLICIES, RULES, AND LAWS

The Facilities Management program has a process in-place to assess its compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies. In addition, management has taken reasonable and timely actions to assess if planned uses of the surtax comply with applicable state laws, rules, and regulations.

CHAPTER 3. OBSERVATIONS, FINDINGS, AND RECOMMENDATIONS

Findings of the performance audit for two program areas within the District, (1) Technology Support and (2) Facilities Maintenance, Planning and Construction, are summarized in respective sections below. Each of the six research tasks associated with the audit are explored for both domains of the District's operations, with findings presented as follows.

- Aspects of performance that pass audit criteria for the scope of information reviewed are identified by area of review and accompanied by a brief description of the current situation.

- Alternately, aspects of the organization that did not pass audit criteria (adverse findings) also include the same characterization of the areas of review and summary of current circumstances, but also include further detail and MGT's associated recommendation for remediation of these adverse conditions.

3.1 TECHNOLOGY SUPPORT

The Instructional Technology Department (Department) provides support to the District's schools and centers. Its mission is to provide technology enabled learning environments to support the educational mission of the District.

To assess the performance of this program, MGT reviewed extensive reports and documentation regarding the organization, supplemented and informed by interviews with key staff including:

- Director, Instructional Technology

- Supervisor I, Instructional Technology (responsible for supervision of zone and electronic technicians)

- Director, Finance and Purchasing

- Supervisor, Human Resources

- Staff Attorney

Findings regarding the performance of the Technology Support functions within the organization are summarized below.

FINDING 1.1: ECONOMY, EFFICIENCY, AND EFFECTIVENESS

The cost of the projects selected for testing appeared to be adequate; they were completed on-time, within budget, and at a reasonable cost. In addition, the District has established written policies and procedures to take maximum advantage of competitive procurement, volume discounts and special pricing. However, enhancement is needed over the periodic review of management reports or measurable data to evaluate education technology program performance.

CURRENT SITUATION

In accordance with Section 1001.20(a), Florida Statutes, the District prepares and submits to the Florida Department of Education a Digital Classrooms Plan (DCP) annually. The DCP enables the District to provide a perspective on what it considers to be vital and critically important in relation to digital learning implementation, student performance outcome improvement and how progress in digital learning will be measured. The District is also responsible for submission of the Technology Resources Inventory (TRI) survey to ensure that the District meets the State's minimum requirements.

New technology projects are identified via periodic program evaluation based on internal reports and assessments in conjunction with other departments. Repair, maintenance, and update projects are identified via a lifecycle management system, technology standardization, market factors, and routine evaluation of support processes.

PROJECT SAMPLING & TEST RESULTS

With respect to the overall economy, efficiency, and effectiveness of education technology, the overall management of the program has been adequate. As part of audit testing, MGT selected eight (8) IT-related projects for testing (see **Table 1 - Summary of Project Sample**). All sample projects have been completed on or under budget, following planned timelines, and have been bid out for competitive pricing or have been purchased through an existing contract vehicle with favorable pricing, with the exception of sample number 2 (CBT/CTE Labs) as it is currently in progress.

TABLE 1 - SUMMARY OF PROJECT SAMPLE

PROJECT NAME	BUDGETED COST	ACTUAL COST	PROJECTED COMPLETION DATE	ACTUAL COMPLETION DATE
Teacher Refresh (school district end user computer refresh to meet technology standards)	$1,335,270.00	$1,318,224.00	Jun-18	Jun-18
CBT/CTE Labs – Summer (computer purchases for students, computer-based training and career and training education)	$562,368.00	$562,368.00	Nov-18	In-progress
RFP No. 16-23 (Wide Area Network and Primary and Backup Internet Services for the School District)	$588,840.00	$536,160.00	Sep-16	Sep-16
Robotics 2015-2016 (Purchase of various robotics kits for instructional technology solutions)	$325,554.94	$325,264.57	Jun-15	Jun-15

PROJECT NAME	BUDGETED COST	ACTUAL COST	PROJECTED COMPLETION DATE	ACTUAL COMPLETION DATE
SSA (Security cameras, servers, extended warranties and software licenses for school district)	$180,679.00	$180,679.00	Jun-16	Jun-16
P179510 (IT Network Equipment for School District)	$123,905.30	$123,905.30	Oct-14	Oct-14
P187336 (Discovery Ed License renewal for 25 schools across district. Online education solution)	$102,228.00	$102,228.00	Oct-16	Oct-16
RSA (Group 2) School servers (Network servers for 10 elementary schools)	$61,264.30	$61,264.20	Jan-17	Jan-17

For these eight (8) projects, MGT interviewed District personnel and reviewed supporting documentation (e.g., Board approvals, invoices, competitive bid ranking sheets, implementation calendars, and other relevant documentation) related to each project to gain an understanding of the project requirements, performance and cost. Audit procedures disclosed that all eight (8) of the sample projects selected for testing followed a similar procurement structure, were completed under favorable cost terms, on or under budget, and the seven (7) projects that were completed were completed on time (the remaining project was in progress during the audit review period).

Although the District successfully completed these technology projects, the audit found minimal evidence of:

- Ongoing review of management reports or measurable data to evaluate program performance.
- Periodic evaluation of performance information and other reasonable criteria to assess performance.

In response to audit inquiries, District management indicated that there are no formal policies and procedures for the ongoing evaluation and measurement for the efficiency and effectiveness of these projects. The absence of appropriate data to evaluate program performance increases the risk that the District fails to recognize that program goals and objectives are at risk of not being achieved.

RECOMMENDATION:

MGT recommends developing an IT project management work plan to meet the standards mentioned below with a primary focus on developing a measurable and ongoing evaluation method for existing education technology programs.

- The District should annually conduct an assessment to identify District and school-level technology needs.
- The objectives in the technology plan should be measurable and reflect the desired outcomes for educational and operational programs.
- All projects should contain gateway reviews to continuously assess the accuracy of the project measures of success.
- All projects should include quality assurance steps that include sign off by the project manager or director responsible for delivery of the project.

FINDING 1.2: STRUCTURE OR DESIGN

The Instructional Technology program relies on a thorough budgeting and staff planning process to arrive at current staffing levels that appear reasonable given the nature of the services provided and program workload. However, the District could undertake further efforts to measure workload and productivity to validate these staffing levels against volume of need. Further, the program's organizational chart does not have clear lines of delineation, lacks specificity with regard to individual roles (by aggregating employees into groups), and lacks standardization in that it differs in format from the broader organization.

CURRENT SITUATION

As of July 31, 2018, the Instructional Technology program's labor force consisted of 42 staff members including the Executive Assistant and Director of Instructional Technology. The program utilizes a combination of in-house staff and contracted vendors to perform its functions, including:

- large scale hardware implementation,

- network implementation,

- software implementation,

- server implementation, and

- IT support.

MGT's audit procedures included:

- Observations of a budget process that reviews workload and Full-Time Equivalent (FTE) staffing levels, which is brought forward from department leaders and approved by the Board.

- Observations of sample job / position descriptions to ensure minimal duplication of effort.

- The review of organizational charts relative to peer districts to confirm that other peers have similar departments and management levels.

- Interviews with HR management to ensure the fidelity to established processes.

Audit procedures disclosed that although the District does not go through workload analysis or specific individual utilization reviews, they consider staffing levels throughout the year, which are summarized and reviewed by management, the public, and the Board annually. The District assesses the appropriateness of staffing levels as part of its annual budget process, during which the Board reviews and approves FTEs per department and salary schedules. An example of the budgeting and FTE process from Alachua's 2018 Master Level of Service document is shown in *Table 2 – Example Budget and FTE Process - Information and Telecommunications Services*. This table shows staffing levels of the IT department and their importance among strategic and organizational programs. As noted in the table, following each description of the function of the program, several programs have indicators of the FTE level and if there is a statutory mandate for the staffing level. The indicators shown in each column are factors used in determining appropriate staffing levels.

Based on the information reviewed, MGT confirmed that the Department's budgeting and staff planning processes appear reasonable given the nature of the services provided and program workload and promote the accomplishments of program goals and objectives by considering staffing levels throughout the year and addressing staffing levels per strategic program goal. However, the District could undertake further efforts to measure workload and productivity to validate staffing levels against volume of need. This process would also be helpful for resource allocation for enhanced functions, which is described further in **Finding 1.3: Methods of Providing Services and Products**.

TABLE 2 – EXAMPLE BUDGET AND FTE PROCESS – INFORMATION AND TELECOMMUNICATIONS SERVICES

Department Name	Division Name	Program Name	Description	FTE	Mandatory/ Discretionary	Federal/ State/ Local	Authority	Minimum Quantifiable Level of Service Required by Authority	Level of Service (LOS)- Mandate	Level of Service (LOS)- Board	Funding Source	Focus Area
Information & Telecommunications Services	Leadership & Admin	Administration	Provide department Leadership, administrative, managerial and fiscal support for the entire department to produce more effective services consistent with Board policy and to maintain the department's fiscal integrity and accountability. Handle the processing of all department related HR and payroll reports, performance records, asset inventory reports, accounts payable, accounts receivable, budget functions and capital assets management.	5	Mandatory	State	Florida Statute 282.602 & 282.603	The IT Department is required to provide accessible electronic information and information technology for all County Departments and Constitutional Offices in order for the general public, including all people with disabilities, to have access to County government services.	Meets Mandate Level	Meets Board Level	100% General Fund	ICI
Information & Telecommunications Services	Application & Web Development	Web Support Services	The Web Services team provides support for the county Internet and Intranet, focusing on usability and accessibility. They provide assistance in keeping the information that is presented to the public via the County website current, well formatted and available to all citizens. Also, this team provides consultation and analysis in the procurement process for software purchased by the departments directly. They are currently installing and configuring informational kiosks in various County facilities to provide instant access to critical information when and where citizens need it.	8	Mandatory	State	Florida Statute 282.602 & 282.603	The IT Department is required to provide accessible electronic information and information technology for all County Departments and Constitutional Offices in order for the general public, including all people with disabilities, to have access to County government services.	Meets Mandate Level	Meets Board Level	100% General Fund	ICI

Department Name	Division Name	Program Name	Description	FTE	Mandatory/ Discretionary	Federal/ State/ Local	Authority	Minimum Quantifiable Level of Service Required by Authority	Level of Service (LOS)- Mandate	Level of Service (LOS)- Board	Funding Source	Focus Area
Information & Telecommunications Services	Application & Web Development	Applications - Software Support & Development	The Application team creates, modifies and supports software applications for County business processes as well as web-based information and services for citizens. They develop integrations between various systems, both first and third party, so that information can be shared across departments and systems (such as the financial system for the Board, Library Districts and Sheriff's Offices, and the timesheet system used by the Board departments). This team provides ongoing services for migrating legacy systems to new web-based platforms. Currently this team is working to bring hazardous materials inspections and violation information to an easy-to-use public portal.	8	Mandatory	State	Florida Statute 282.602 & 282.603	The IT Department is required to provide accessible electronic information and information technology for all County Departments and Constitutional Offices in order for the general public, including all people with disabilities, to have access to County government services.	Meets Mandate Level	Meets Board Level	100% General Fund	ICI

Additionally, MGT reviewed the District's IT management staffing levels (i.e., Administrators, Directors, and Managers) to determine if they were comparable to peer districts, or whether there was excessive overlap or layers of positions (see **Table 3 – Comparison of Management Titles & Positions**). As shown in the table, each of the four (4) peer districts have positions that mirror those in the District in number; however, differences in titles obscure whether these positions have similar functions. As noted previously, further examination of these functions' workload and productivity could help to assess the operational efficiency of the program.

TABLE 3 – COMPARISON OF MANAGEMENT TITLES & POSITIONS

ORG CHART TITLE COMPARISON - IT			
Alachua County Management Titles	**Marion County Management Titles**	**Collier County Management Titles**	**Broward County Management Titles**
Director, Executive - Curriculum Improvement	Deputy Superintendent	Executive Director, Accountability & Data Warehouse	Chief Information officer
Director- Instructional Tech/Media/Materials	Director, Technology & Information Services	Director, Technology	Director of Technical Support Services
Supervisor II - Information Support	Supervisor I Applications	Assistant Director, Network Technology	Senior Systems Programmer
Supervisor I - Technical Support	Coordinator II	Supervisor, Technology Logistics	Coordinator, District Network
Coordinator - Instructional Technology Systems	Coordinator I	Manager, Instructional Materials	Senior Analyst

MGT also reviewed the IT program's organizational charts to determine if the program has clearly defined units, minimizes overlapping functions and excessive administrative layers, and has lines of authority that minimize administrative costs. MGT's review found that they did not have clear lines of delineation, lacked specificity with regard to individual roles (by aggregating employees into groups), and lacked standardization in that they differed in format from charts for the broader organization. Additionally, the Alachua County Public Schools IT Organization Chart does not completely connect employees to supervisors (e.g., Supervisor II and Media Support) or have all employees in individual boxes (e.g., Teacher Production Lab and Tech Coaches) to ensure appropriate role definition and reporting authority. (See **Exhibit 1 – IT Organizational Chart**)
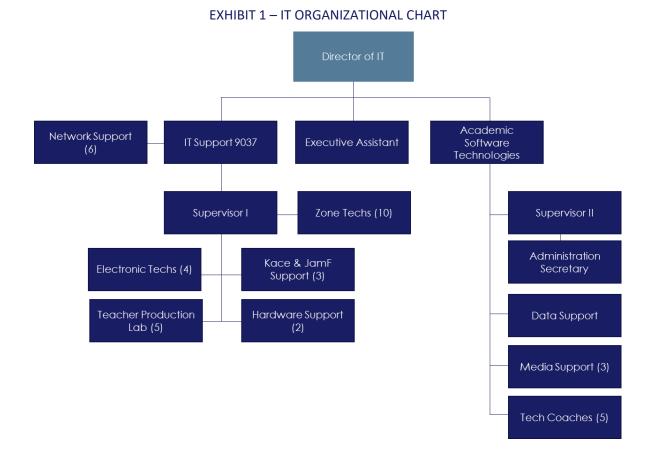
EXHIBIT 1 – IT ORGANIZATIONAL CHART

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                              ┌──────────────────┐
                              │   Director of IT  │
                              └──────────────────┘
        ┌─────────────────┬──────────┴──────────┬─────────────────────┐
┌──────────────┐  ┌──────────────┐  ┌──────────────────┐  ┌──────────────────┐
│Network Support│  │IT Support 9037│  │Executive Assistant│  │    Academic     │
│     (6)      │  │              │  │                  │  │    Software      │
└──────────────┘  └──────────────┘  └──────────────────┘  │   Technologies   │
                    ┌──────┴───────┐                       └──────────────────┘
              ┌──────────────┐ ┌──────────────┐      ┌──────────────────┐
              │ Supervisor I │ │Zone Techs (10)│      │   Supervisor II   │
              └──────────────┘ └──────────────┘      └──────────────────┘
        ┌────────────┴────────────┐                 ┌──────────────────┐
  ┌──────────────┐   ┌──────────────┐               │  Administration  │
  │Electronic Techs│  │ Kace & JamF  │               │    Secretary     │
  │     (4)      │   │  Support (3) │               └──────────────────┘
  └──────────────┘   └──────────────┘               ┌──────────────────┐
  ┌──────────────┐   ┌──────────────┐               │   Data Support   │
  │Teacher Production│ │Hardware Support│             └──────────────────┘
  │   Lab (5)    │   │     (2)      │               ┌──────────────────┐
  └──────────────┘   └──────────────┘               │ Media Support (3)│
                                                     └──────────────────┘
                                                     ┌──────────────────┐
                                                     │ Tech Coaches (5) │
                                                     └──────────────────┘
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As it relates to the organizational charts, the Instructional Technology program did not have priorities or directives from Human Resources to consistently update organizational charts. The lack of an organizational chart that illustrates both the functions of each position and total number of positions in the department makes it difficult to identify the number of employees and positions within each department to ensure effective and appropriate staffing and could lead to uncertainty with regards to the efficient construction of the organization.

RECOMMENDATION:

MGT recommends that the District incorporate further measures of workload or productivity to validate the staffing levels of the organization against need. Additionally, MGT recommends having organization charts with clear reporting lines, structures, and individual boxes per employee. Resources like the Society for Human Resource Management (SHRM), which is the world's largest HR professional society, or the National Human Resources Association, offer additional best practices to creating and managing organizational charts.

FINDING 1.3: METHODS OF PROVIDING SERVICES AND PRODUCTS

The overall execution of the eight (8) projects selected for testing indicates that these projects have been executed efficiently with a mix of in-house and external help. However, the Instructional Technology program does not have a formal process to evaluate alternative methods of providing services including in-house, contracted, and privatized services.

CURRENT SITUATION

Although the Instructional Technology program can contract services to outside vendors, a large percentage of its projects are performed by in-house staff. Normal program procedures consist of purchasing the equipment from a qualified vendor and utilizing its in-house staff for implementation. As part of audit testing, MGT selected eight (8) IT-related projects for testing, as described in **Finding 1.1: Economy, Efficiency, and Effectiveness**. Audit procedures disclosed that the implementation of seven (7) of these projects was performed by in-house staff. The implementation of the one (1) remaining project was performed by a contractor/vendor.

Although the review of the overall execution of the eight (8) projects selected for testing indicates that these projects have been executed efficiently with a mix of in-house and external help, there is lack of formal evidence or justification of when specific project tasks are outsourced vs performed in-house.

In response to audit inquiries, District personnel indicated that a lack of dedicated resources within internal IT are the main cause or factor contributing to this finding. According to District staff, the IT team is fully assigned to other duties, and the implementation of these projects represents a resource strain in terms of allocation. As a result, evaluation of projects that might be suitable for outsourcing and ongoing assessment are not performed. The absence of appropriate data to evaluate what aspects of any given project are performed in-house vs outsourced to maximize the efficiency and effectiveness of these initiatives increases the risk that the Instructional Technology program does not provide services in the most efficient and effective manner.

As reflected *Exhibit 1 – IT Organizational Chart*, there are no specific capabilities assigned to IT project management or IT operations that oversee project execution functions in a formal way.

RECOMMENDATION:

MGT recommends developing the following:

- Internal capabilities and resources based on identification and prioritization of ongoing needs.

- Workforce capacity in staff hours per year, including definition of the amounts of total staff hours per fiscal year available to allocate to projects. This study will help to

accurately define the workforce capacity and the capabilities of the workforce and provide a gap analysis to identify any/all areas of need.

◆ Definition of key capabilities that are not available in-house but required to perform essential IT duties.

FINDING 1.4: GOALS, OBJECTIVES AND PERFORMANCE MEASURES

The Instructional Technology program's goals and objectives are clearly stated and are consistent with the District's strategic plan. The measures used by management to evaluate program performance appear to be sufficient to assess program progress toward meeting its stated goals and objectives. The internal controls evaluated by MGT are adequate to provide reasonable assurance that program goals and objectives are met.

CURRENT SITUATION

The District has adequately identified current infrastructure needs including bandwidth, hardware, software, networking and security through its annual Digital Classrooms Plan (DCP). Technology related needs are identified based on the State's minimum requirements and periodic program evaluations. Per the District's website, the Department is committed to the success of every student. Additionally, the Instructional Technology program promises to deliver courteous, professional and on-time computer support to the District.

MGT interviewed District personnel, reviewed policies and procedures, reviewed the DPC, and performed research to gain an understanding of the program's goals and objectives. MGT concluded that:

◆ The Instructional Technology program's goals and objectives are clearly stated and consistent with the District's strategic plan.

◆ The measures used by the program to evaluate program performance appear to be sufficient to assess program progress toward meeting its stated goals and objectives.

◆ Although the internal controls evaluated are designed to facilitate the program achieving its goals and objectives, there is a concern with ongoing review of management reports to evaluate project performance and cost as described in Finding 1.1 Economy, Efficiency and Effectiveness.

The DCP identifies four goals and related objectives and performance measures (see *Table 4 – IT Goals, Objectives and Performance Measures*). The District has established four broad goals related to its IT function. The goals address IT's role in student achievement, the ability of instructional and non-instructional staff to effectively use technology, the district's technology infrastructure needs, and family engagement. Each goal has a set of objectives that establishes expectations for the goal as well as multiple performance measures that, taken together, provide reasonable basis to assess whether the objectives have been met.

TABLE 4 – IT GOALS, OBJECTIVES AND PERFORMANCE MEASURES

GOALS	OBJECTIVES	PERFORMANCE MEASURES
1. Improved Student Achievement	a) Meet or exceed the state average for student performance on all state tested curriculum areas. b) Meet or exceed the state average for student performance on all state administered EOC assessments. c) Meet or exceed the state average for graduation rate among all subgroups. d) Lower dropout rate than the state average across all subgroups.	• Usage reports • Student work portfolios • Purchase records and student projects • Student achievement reports • Learning gains • Overall, 4-year graduation rate • Acceleration success rate
2. Qualified and Effective Staff	a) Build capacity across the District with teachers, administrators, and other instructional staff for continuously improving their professional practice by promoting and demonstrating effective use of digital tools and resources. b) Provide teachers with opportunities to learn new skills designed to promote digital learning and technology integration across the curriculum. c) Create a training infrastructure that support the learning needs of teachers as it relates to digital learning, implementation of digital tolls, and online assessments. d) Implement and expand professional development programs that provide teachers with support needed to learn and implement digital learning.	• Training logs • Attendance records • Usage reports • Average teacher technology integration via the Technology Integration Matrix (TIM)
3. Infrastructure that Promotes Up-to-Date Technology Resources and Creates and	a) Refresh technology at the rate of 15%-20% yearly. b) Increase opportunities for students to use computers and digital tools and materials in the learning environment daily.	• Purchase records • Usage reports • Bandwidth • Training logs • Student to computer device ratio

GOALS	OBJECTIVES	PERFORMANCE MEASURES
Effective Environment to Support Students.	c) Develop and propose a plan to provide dedicated technology support across the District in order to provide "just-in-time" support of labs and classroom technology, computer-based testing, and the network. d) Continue to expand capabilities of an integrated digital tool system.	• Count of student instructional desktop meeting specifications • Count of student instructional mobile computers (laptops) meeting specifications • Percent of schools meeting recommended bandwidth standard • Percent of wireless classrooms
4. Support for Families and Family Involvement.	a) Engage community partners and resources to empower families/caregivers and to reduce and/or eliminate the digital divide b) Train principals and teachers to maximize interactive opportunities with families/caregivers via face-to-face meetings as well as communication through technology.	• Usage and attendance logs • Percent of parent with access to a system that includes comprehensive student information to inform parents about instructional decisions, classroom activities, and student progress

MGT also obtained and reviewed the District's strategic plan to gain an understanding of the District wide strategy and determine if the program's goals and objectives are consistent with the District's strategic plan. The review disclosed three (3) strategies and related goals that are consistent with the goals and objectives identified in the DCP. (See *Table 5 – District Strategy and Goals Related with IT.*) For example, IT program goals support the District's strategies to improve student performance, engage community stakeholders in educational issues, and ensure that schools have equitable technology.

TABLE 5 – DISTRICT STRATEGY AND GOALS RELATED WITH IT

DISTRICT STRATEGY	GOALS
1. Develop goals for improvement of all schools, but especially those that traditionally perform below expectations	a) Meet/exceed the State's average in all assessments. b) Provide opportunities for all students to acquire the technical skills needed to

DISTRICT STRATEGY	GOALS
on accepted measures of assessment and accountability.	perform successfully in various state testing platforms. c) Provide diverse opportunities for community stakeholders' engagement in educational issues that have or will have District-wide and/or community-wide impact.
2. Develop a plan, using data-driven/results-based model of academic and career advisement, to address the needs of at-risk students, with focus on achievable high school completion options and high-demand, high-wage career training options.	a) Dropout rate lower than or equal to the State's rate. b) Meet/exceed the State's graduation rate. c) Increase minority enrollment in career technical (CTE) programs.
3. Develop and implement plans to ensure access to high-quality facilities and programs that provide an optimum and equitable learning environment for all students.	a) Increase opportunities for students to participate in STEAM programs, including project-based STEM initiatives. b) Ensure equitable distribution of current instructional technology resources to all schools.

MGT also identified and evaluated significant internal controls within the context of the audit objectives. Examples of audit procedures performed to evaluate internal controls included: interviews with personnel, flowcharted processes, reviews of contracts, reviews of approvals from the School Board, and reviews of invoices. In addition, the State provides oversight to ensure that the program meets the State's minimum requirements. Audit procedures disclosed that the program has a process and internal controls that align with program goals and objectives.

FINDING 1.5: ADEQUACY OF PUBLIC DOCUMENTS AND REPORTS

The Instructional Technology program has processes in place to ensure the accuracy and completeness of any program performance and cost information provided to the public. However, enhancement is needed to ensure that the public has access to program performance and cost information that is readily available and easy to locate.

CURRENT SITUATION

Pursuant to Section 119.01, Florida Statutes, all State, county, and municipal (e.g., Alachua County School District) records are open for personal inspection and copying by any person and providing access to public records is a duty of each agency. As such, citizens can obtain District

information by submitting a public record request.   To assess whether the District had a reasonable process to ensure the accuracy and completeness of program data provided to the public, MGT interviewed program and district staff, reviewed project specification documentation and information posted on the District's website. MGT concluded that:

- The program has financial and non-financial information systems that provide useful, timely, and accurate information to the public.

- The program has processes in place to ensure the accuracy and completeness of any program performance and cost information provided to the public.

- The program has procedures in place to ensure that reasonable and timely actions are taken to correct any erroneous and/or incomplete program information included in public documents, reports, and other materials prepared by the District and these procedures provide for adequate public notice of such corrections.

The public records request process is described below:

- Public record requests are submitted through the Staff Attorney's Office who processes the request and forwards it to the applicable department for information gathering. The Staff Attorney's Office keeps a log of all requests and tracks the progress from receipt until completion. As an example, see *Table 6 – Example of Log Book.*

- When the District receives a public records request related to Instructional Technology, the request is forwarded to the Instructional Technology Department.   Department staff gathers all relevant information. Non-financial information is stored within the District's secured network (i.e., Google Sheets) and financial information is extracted from the District's financial system (i.e., Skyward).

- After compiling the information, the staff forwards it to the Director of Instructional Technology for review and approval.

- After the information has been approved by the Director of Instructional Technology, it is forwarded to the Staff Attorney's Office for review and release, as depicted in Exhibit 3.

TABLE 6 – EXAMPLE OF LOG BOOK

Public Records No.	Date of Request	Date We Received Request	Person Requesting	Date to Respond By	Description of Information Being Requested	Person Working on & Date Given	Charges	Status & Comments	Date Response Sent	Payment Received
2018-14	2/2/18	2/5/18	<Name Redacted>	N/A	All contracts and purchase orders/invoices related to Smart Horizons Career Online High School during the past 5 years.	<Name Redacted>	N/A	2/5/18- Received email request, confirmed receipt and requested info from finance. 2/8/18- Received remainder of info from purchasing. Emailed to <Name Redacted>.	2/8/18	N/A

The District also provides information to the public via its website and news releases. MGT inquired with District personnel and performed research to gain an understanding of the process for providing information to the public and what Instructional Technology information is available to the public on the District's website. Audit procedures disclosed that:

- In accordance with Section 1001.20(a), Florida Statutes, the District prepares a Digital Classrooms Plan (DCP). Upon approval by the Florida Department of Education, the DCP is posted on the District's and Department of Education's website. The audit team obtained and reviewed the DCP.

- The District's website also provides a link to the Department of Education's Technology Resources Inventory (TRI) website. The audit team obtained and reviewed the TRI.

- Similar to information provided for a public records request, the Director of Instructional Technology is responsible for ensuring that any information posted on the website or released to the public is accurate.

Although the District's DCP and TRI are readily available for the public to review, program performance and cost information is not readily available and easy to locate. MGT researched the District's website to gain an understanding of what, if any, project specific information is available to the public. The review disclosed that, in addition to the Digital Classroom Plan, the website provides a link to the Department of Education's Technology Resources Inventory (TRI) website, in which the District's specific TRI can be located. However, MGT was not able to locate project-specific information, including information related to ongoing projects.

In response to audit inquiries, District personnel indicated that technology updates and refreshes are performed as part of the operational process and ongoing technology refresh information

can be provided on-demand and can posted on the website, if needed.   The absence of adequate procedures to ensure that the public has access to performance and cost information that can help them assess the performance of the program increases the risk that the public perceives the District as not being transparent and inhibits taxpayer oversight. Additionally, not providing performance and cost information in a readily available format increases the number of public records requests and associated administrative burden.

RECOMMENDATION:

MGT recommends that the District implement procedures to ensure the public has access to project-specific performance and cost information that can help them assess project performance (e.g., budgeted cost vs actual cost; expected completion date vs actual completion date; target outcomes vs actual outcomes; or other relevant performance indicators).

FINDING 1.6: PROCESS FOR ENSURING COMPLIANCE WITH POLICIES, RULES, AND LAWS

The Instructional Technology program has processes in place to assess its compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies. In addition, management has taken reasonable and timely actions to assess if planned uses of the surtax comply with applicable state laws, rules, and regulations.

CURRENT SITUATION

MGT identified and evaluated significant internal controls the District has in place to ensure its compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies. Examples of procedures performed to evaluate internal controls included: interview with personnel, flowcharted processes, reviews of contracts, reviews of approvals from the School Board, and reviews of invoices. In addition, the State provides oversight to ensure that the program meets the State's minimum requirements. As it relates to compliance with policies, rules, and laws, audit procedures confirmed that:

- The program has a review process and internal controls in-place to provide reasonable assurance that the program complies with applicable federal, state, and local laws, rules, and regulations; grant agreements; and local policies.

- Management has taken reasonable and timely actions to ensure that planned uses of the surtax comply with applicable state laws, rules, and regulations.

The functions of the District are governed by Chapter 1003 Florida Statutes. The Instructional Technology program has established policies and procedures for educational and administrative technology (see ***Table 7 – IT Related Policies***).

TABLE 7 – IT RELATED POLICIES

POLICY NO.	POLICY TITLE
7530.01	Staff Use of Board-Owned Wireless Communications Devices
7540.00	Computer Technology and Networks
7540.01	Technology Privacy
7540.02	District Web Sites
7540.03	Use of Technology by Students
7540.04	Use of Technology by Board Employees
7540.05	Staff Use of Electronic Mail
7540.06	Internet Safety Measures
7540.07	Student Use of Electronic Mail
7542.00	Use of Personally-Owned Wireless Communication Devices
7543.00	Remote Access to the District's Resources Network

The Instructional Technology program has a process to provide reasonable assurance that it complies with applicable laws and regulations. The compliance process is described below.

- The process begins with the completion and submission of the Digital Classrooms Plan (DCP) and Technology Resources Inventory (TRI) annually to ensure that the District meets the State's minimum requirements.

- The process takes into consideration the District's compliance with grant agreements by having the Project Management Department handle all grants other than Title I grants. The Project Management Department reviews grant agreements and ensures that there is an understanding of the requirements of the grant. Additionally, the Finance Department establishes different project codes for grant expenditures and the applicable department is responsible for reviewing the expenditures to ensure that it meets all applicable grant requirements.

- Another major component of the compliance process is the District's ability to establish separate funds. For example, revenue sources that are restricted for specific purpose (e.g., one mill approved by the voters in 2008) are setup in separate funds with the understanding that only certain expenditures are allowable.

- Once a need and founding source has been identified and approved, the next step is to contract with a qualify vendor, if necessary. The Director of Instructional Technology is responsible for reviewing the contract to ensure compliance with applicable laws and regulations, grants agreements, and local policies. In addition to the Director's review, the Purchasing Department also reviews the contract. Depending on the nature of the contract, it may also be reviewed by the Staff Attorney's Office. As part of the audit, MGT reviewed Request for Proposals (RFP), award letters, and contracts related to the eight (8) sample items that were selected for testing as described in **Finding 1: Economy,**

Efficiency, and Effectiveness. The review disclosed that the terms of the contracts are clearly stated and identify the scope of services to be performed. The review also disclosed that the contracts were reviewed by appropriate personnel (e.g. Director of Purchasing, Staff Attorney, and Superintendent)

◆ Finally, all expenditures go through a multi-level review process to ensure compliance with applicable grant agreements; contracts; federal and state laws and regulations; and local policies.

As it relates to the proposed surtax, to ensure that uses of the surtax comply with applicate state laws, rules, and regulations the District plans to establish a fund designated for the funds received from the surtax. Additionally, expenditures that will be funded with funds from the surtax fund will go multi-level review process. Lastly, an oversight committee will be created to oversee the use of the funds received through the surtax.

3.2 FACILITIES, MAINTENANCE, PLANNING AND CONSTRUCTION

The Facilities, Maintenance, Planning and Construction Department (Department) is responsible for the planning, construction, and maintenance of board-owned facilities. The Department demonstrates a sound project management process which is demonstrated by them easily providing the necessary documentation for audit review.

To assess the performance of this program, MGT reviewed extensive reports and documentation regarding the organization, supplemented and informed by interviews with key staff including:

* Assistant Superintendent of Operations

* Director, Maintenance and Construction

* Director, Community Planning

* Director, Finance and Purchasing

* Supervisor, Human Resources

* Staff Attorney

Findings regarding the performance of the Facilities Management functions within the organization are summarized below.

FINDING 2.1: ECONOMY, EFFICIENCY, AND EFFECTIVENESS

The projects selected for testing were completed on-time and at a reasonable cost. In addition, the District has established written policies and procedures to take maximum advantage of competitive procurement, volume discounts, and special pricing. However, the strategy and process to identify, prioritize, and initiate projects does not appear to adequately represent a best practice in the field of construction and facility management.

CURRENT SITUATION

In accordance with Section 1013.35(2)(a), Florida Statutes, the Department's Five-Year District Facilities Work Plan is updated annually and submitted to the Florida Department of Education (FDOE) for approval. The process for identifying new construction needs starts with the District's population growth projections, understanding the University of Florida's adult-student and family needs and integrating within its Five-Year District Facilities Work Plan. School campuses are inspected yearly by Department personnel to determine needs in general for each fiscal year's budget. In addition, schools are requested to complete a capital outlay form indicating the school's needs on a yearly basis.

Repair and maintenance requests are processed through a work order system. All schools can submit work orders describing any maintenance issue. In addition, all schools are assigned one (of four) Zone Foremen who oversees all submitted work orders for their schools. Projects are

prioritized based on schools' needs, life safety needs, age of equipment, age of roofing, painting of facilities and impact to the District's projected enrollments. Once the needs are assessed and prioritized, projects are planned accordingly, the budget is reviewed, and the project is setup within the available annual budget. The Department's discretionary budget is approximately $12,000,000 annually. The Department is currently operating in a reactive manner to support maintenance of infrastructure and does not have a plan in place for major capital improvements/projects.

PROJECT SAMPLING & TEST RESULTS

As part of audit testing, MGT selected a sample of 10 facilities-related projects for testing.

TABLE 8 – SUMMARY OF PROJECT SAMPLE

PROJECT NAME	BUDGETED COST	ACTUAL COST	EST. COMPLETION	ACTUAL COMPLETION	PROJECT STATUS
Kanapaha Re-Roof Buildings 1 -9	$975,000.00	$866,268.23	12/28/2016	3/1/2017	Completed
Finley Re-Roof Building 5 & 6	$334,939.00	$335,977.80	12/29/17	9/20/17	Completed
Foster Campus Wide Canopies	$530,000.00	$517,957.47	02/13/18	11/8/17	Completed
Hidden Oak Parking Improvement	$325,000.00	$290,082.00	02/7/18	01/11/18	Completed
GHS Track Re-Surfacing	$354,700.00	$399,816.11	08/13/18	04/23/18	Completed
Intercom Replace at nine schools	$188,086.00	$188,086.00	01/15/17	09/1/16	Completed
SFH Band Room Renovations	$180,000.00	$157,379.00	10/10/17	10/15/17	Completed
Fearnside Portable Move	$85,156.04	$76,488.50	Annual	Annual	Completed
Oakview Portable Moves	$18,034.62	$18,034.62	Annual	Annual	Completed
Westwood Abatement Building 2	$96,002.00	$96,002.00	Annual	Annual	Completed

The ten (10) projects selected for testing identified maintenance or renovation of existing buildings that range in cost from approximately $18,000 up to $866,000, demonstrating significant scope of work associated with each project. For these 10 projects, MGT interviewed District personnel and reviewed supporting documentation (e.g., bid tabulations, approvals, change orders, notice of completion, and other relevant information) stored within the District's records to gain an understanding of the need or cause of the failure driving the project, project

requirements, performance and cost, and whether the reason for the additional cost appeared to be reasonable. Audit procedures disclosed that:

♦ These projects occurred as a result of or out of necessity to sustain operations of the facilities; limited planning was associated with the projects. These maintenance-type projects could be incorporated into the planning process where the life-cycle costs of the projects and facilities are anticipated. Note that the Annual Workplan budget dollars are distributed per trade within designated schools but planning of projects is not clearly identifiable but demonstrated in an aggregate format. For example, there are dollars designated annually over a five-year time for use in HVAC, painting, roofing or general maintenance repair. Note that all these components of a building could support a project such as the SFH band room, but it does not appear to plan for the project itself.

♦ Of the 10 projects selected for sampling, 6 were bid out independently to private contractors. In all of the projects that were tested, multiple bids were received, and the project was awarded to the lowest bidder. Three (3) of the 10 projects utilized continuing contracts that were procured using a competitive process as well. Adherence to competitive bidding processes provides assurance that a reasonable market price for goods or services is achieved.

♦ The projects were completed on-time and on-budget. For two of the projects in the sample selection, the final project cost exceeded the original budgeted cost, see ***Table 8-Summary of Project Sample***. As part of the testing, MGT reviewed the change orders for the projects in the sample selection, and no change orders were identified with unreasonable circumstances. For the Finley Re-Roofing project, there was a small change order to add some additional work that was unforeseen in the original scope of work. On the Gainesville High School Track Re-surfacing project, there were two change orders: the first was for additional asphalt repair needed due to unforeseen circumstances and the second was due to a request from the school to include the high jump, long jump, pole vault, and apron areas in the rehabilitation project. All of the projects that were reviewed were also completed on-time, after any change orders were accounted for.

♦ The ten (10) projects that have been completed were completed at a reasonable cost. To determine whether projects were completed at a reasonable cost, MGT determined that the best available option was to rely on market conditions. MGT determined that the competitive bid process provides a fair representation of the market value of the services that were provided, as such, MGT relied on the competitive bid process. For each of these projects, MGT reviewed documentation and determined that all ten projects went through the competitive bid process and the price selected provided reasonable assurance that the cost selected was reasonable. MGT also reviewed change orders associated with these projects to assess whether the reason(s) for the change orders appear reasonable. MGT concluded that the projects were completed at a reasonable cost when taking into consideration the change orders.

- The District has a written policy for taking advantage of competitive procurement, volume discounts, and special pricing. The District's bylaws and policies contain a number of sections that pertain to acquisition of contracted work and materials, including the following sections.

    - 6330 – Acquisition of professional architectural, engineering, landscape architectural, or land surveying services
    - 6335 – School construction bids
    - 6340 – Modifications and alterations to school buildings

Since the District conducted limited planning prior to initiating these projects, there is a risk for inefficiencies related to the projects' scope and cost, suggesting opportunities for improvement within the facility maintenance practice. In response to audit inquiries, District personnel indicated that:

- The District currently does not have a process in place for planning improvements and updates to facilities.

- The lack of long-term facilities strategies precipitates a concern that there will be a large amount of facility repairs necessary at one time, since approximately 10 years ago there were quite a few new facilities developed within a short period.

- Since some building materials have a limited life cycle, those materials could fail within a similar timeframe.

As a result, it would be beneficial to develop a capital improvements practice to routinely plan for these projects, thereby developing an efficient repair and replacement process. The absence of planning for maintenance projects that are inevitable with any facility increases the risk that additional costs will be incurred and the potential for poor quality of work.

RECOMMENDATION:

MGT recommends that management enhance procedures to enable planning for traditional maintenance and related projects as part of the development of a capital improvements program that can support cost- and time-effective processes. Being proactive with projects such as those reviewed in the sample provides opportunity for planning and strategy to support effective and efficient projects.

FINDING 2.2: STRUCTURE OR DESIGN

The Facilities Management program relies on a thorough budgeting and staff planning process to arrive at current staffing levels that appear reasonable given the nature of the services provided and program workload. However, the District could undertake further efforts to measure workload and productivity to validate these staffing levels against volume of need.

Further, the program's organizational chart does not have clear lines of delineation, lacks specificity with regard to individual roles (by aggregating employees into groups), and lacks standardization in that it differs in format from the broader organization.

CURRENT SITUATION

As of July 31, 2018, the Department staff consisted of 110 employees under the direction of the Assistant Superintendent of Operations. The Department's operations are broken down into three divisions: Energy Management, Maintenance and Construction, and Community Planning. Each division is led by a director who directly reports to the Assistant Superintendent of Operations. The Department's functions include identifying, planning, and management of new construction. The Department also oversees the repair and maintenance activities within board-owned facilities.

 MGT's audit procedures included:

- ◆ Observations of a budget process that reviews workload and Full-Time Equivalent (FTE) staffing levels, which is brought forward from department leaders and approved by the Board.

- ◆ Observations of sample job / position descriptions to ensure minimal duplication of effort.

- ◆ The review of organizational charts relative to peer districts to confirm that other peers have similar departments and management levels.

- ◆ Interviews with HR management to ensure the fidelity to established processes.

Audit procedures disclosed that even though the District does not go through workload analysis or specific individual utilization reviews, they consider staffing levels throughout the year, which are summarized and reviewed by management, public, and the Board annually. The District assesses the appropriateness of staffing levels as part of its annual budget process, during which the Board reviews and approves FTEs per department and salary schedules. An example description of the budgeting and FTE process from Alachua's 2018 Master Level of Service document is show in *Table 9 – Example Budget and FTE Process – Facilities Management.* This table shows staffing levels of the Facilities Management department and their importance among strategic and organizational programs. As noted in the table, following each description of the function of the program, several programs have indicators of the FTE level and if there is a statutory mandate for the staffing level. The indicators shown in each column are factors used in determining appropriate staffing levels.

Based on the information reviewed, MGT confirmed that the Department's budgeting and staff planning processes appear reasonable given the nature of the services provided and program workload and promote the accomplishments of program goals and objectives by considering staffing levels throughout the year and addressing staffing levels per strategic program. However, the District could undertake further efforts to measure workload and productivity to validate staffing levels against volume of need.

TABLE 9 – EXAMPLE BUDGET AND FTE PROCESS – FACILITIES MANAGEMENT

Department Name	Division Name	Program Name	Description	FTE	Mandatory/ Discretionary	Federal/ State/ Local	Authority	Minimum Quantifiable Level of Service Required by Authority	Level of Service (LOS)- Mandate	Level of Service (LOS)- Board	Funding Source	Focus Area
Facilities Management	Facilities Management	Building, Maintenance & Repairs	Provides repairs and maintenance to approximately 1.3m square feet of buildings including HVAC services, plumbing, electrical, carpentry, grounds maintenance and mail services.	41.3	Mandatory	State	Section 125.01 (1) C. Florida Statute; Article V of the State of Florida Constitution, Fire Code and Life Safety Standards FSS Ch. 633; FL Administrative Code Ch. 69A; FL Fire Prevention Code Rule Ch. 69A-60.	Compliance with Florida Statute, the Florida Constitution, Florida Building Fire and Life Safety Standards	Meets Mandate Level	Meets Board Level	100% General Fund	GOV
Facilities Management	Facilities Management	Life Safety - Elevators in County Buildings	County maintenance personnel are required to perform life safety functions in County buildings ensuring that elevators are maintained according to safety building codes. For example: In order to verify that elevators are operating in a safe manner, they must be inspected and maintained according to building codes. Monthly checks include cleaning and inspecting machine rooms, cars and pits equipment; replacing indicator lights, lubricating and adjusting door operators, checking and adjusting brakes, lubricating guide rails. Quarterly maintenance includes adjusting car shoes, safety belts, circuits, alarm bell circuit, blow out motors and motor generators, cleaning selector cables and tapes, inspecting and rotating hoist, checking and adjusting hydraulic valves. Annual maintenance includes: checking guide stems, oil in motor bearings, brakes, and other mechanical equipment ensuring that they perform to satisfy the standards specified in Florida State Code 100.2 and 1002.3. Repair work must be performed according to Chapter 30 of the Florida Building Codes, ASME A17.1, ASME A90.1, ASME B20.1, ALI ALCN, ASME A17.3. ASME A18.1, and other regulations regarding maintenance of elevators including inspections.	AT	Mandatory	State	Uniform Fire Safety Standards for Elevators: 69-A-47	Compliance with Uniform Fire Safety Standards for Elevator: 69-A-47	Meets Mandate Level	Meets Board Level	100% General Fund	GOV

Department Name	Division Name	Program Name	Description	FTE	Mandatory/ Discretionary	Federal/ State/ Local	Authority	Minimum Quantifiable Level of Service Required by Authority	Level of Service (LOS)- Mandate	Level of Service (LOS)- Board	Funding Source	Focus Area
Facilities Management	Facilities Management	Life Safety in County Buildings (Fire Suppression and Protection)	County maintenance personnel are required to perform life safety in County buildings ensuring that they are maintained in a safe manner. Life safety is a totally separate function from maintenance and repairs. County buildings must comply with Federal, State and Local Safety and Fire codes in order to maintain County buildings in a safe manner. The National Fire Protection Association #25 requires all fire alarms and protection systems to be inspected and tested on an annual basis. These inspections shall be performed according to the standards set forth in NFPA Forms 25-13 (inspection, testing, and maintenance of fire sprinkler systems), Form 25-14 (form for inspection, testing, and maintenance of standpipe and hose systems), Form 25-90 (inspection, testing, and maintenance of fire pumps), Form 94-106A (report of inspection and testing of water based fire protection systems quarterly, as well as those requiring annual testing). For example, in order to maintain County buildings in a safe manner, Fire Sprinklers and Riser inspections are required per the National Fire Protection Association 25 Standards for sprinkler inspections and testing of all County buildings. This work shall include fire pumps, sprinkler heads, fire suppression systems, fire risers, Ansul Systems, Halon and FM 200 systems. Fire Alarms systems must be maintained in accordance with National Fire Protection Association Standards 72 Fire Alarms codes. Equipment such as linear beam smoke detectors must be maintained to NFPA 72 standards. Automatic Sprinklers systems shall be tested and maintained according to NAPA 13 codes and manuals. The 5th year sprinkler inspection, test and maintenance of alarm valves (internal), strainers, filters, (internal), gauges (replace), underground piping flow, standpipe flow, high temperature sprinklers (soldier type) and system flushing. Halon suppression system must be tested and serviced as well.	ΛT	Mandatory	State	Uniform Fire Safety Standards Facilities 69-A-54.	Compliance with Florida Building Code, Florida Fire Prevention Code 907.14	Meets Mandate Level	Meets Board Level	100% General Fund	GOV

MGT also reviewed the program's management staffing levels (i.e., Administrators, Directors, and Managers) to ensure they were comparable to peer districts and that there was not excessive overlap of positions and found comparable positions, no overlap of management positions, and similar positions across counties (see ***Table 10 – Comparison of Management Titles & Positions***).
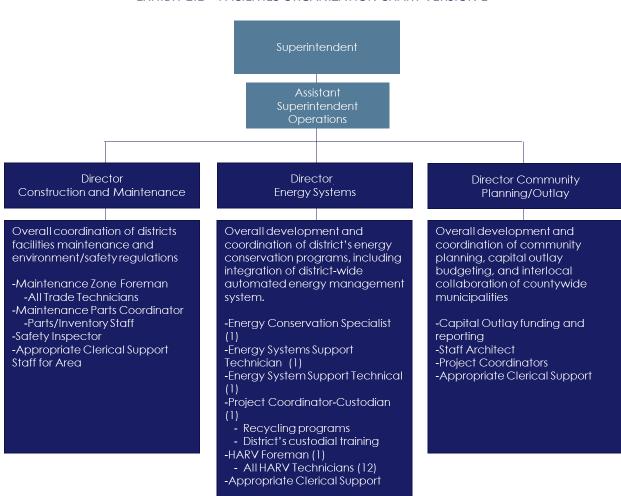
TABLE 10 – COMPARISON OF MANAGEMENT TITLES & POSITIONS

ORG CHART TITLE COMPARISON – FACILITIES MANAGEMENT			
Alachua County Management Titles	Marion County Management Titles	Collier County Management Titles	Broward County Management Titles
Director, Executive - Facilities	Deputy Superintendent	Executive Director, Facilities Management	Chief Facilities Officer
Director - Construction Maintenance	Facilities Management Director	Director, Project Management	Director Physical Plant Operations
Supervisor II - Project Development	Supervisor I Facilities	Coordinator, Facility & Real Property Assets	Manager Facilities Support Services
Analyst, Systems/Project Leader	Coordinator II	Supervisor, School and District Operations	Project Manager III
Manager, Facility Planning	Coordinator I	Manager, Budget and Operations, Maintenance	Supervisor, Planning and Scheduling

Furthermore, MGT was provided two facilities organization charts throughout the project, one of which was a public-facing document and one created for the project (see ***Exhibit 2.1 – Facilities Organization Chart Version 1*** and ***Exhibit 2.2 – Facilities Organization Chart Version 2***), as well as an organizational summary chart showing the superintendent and managers of assorted functional areas (see ***Exhibit 2.3 – Organizational Summary Chart***). A review of these organization charts disclosed that the charts were not consistent. The organization charts do not have clear lines of delineation, do not follow the same format organizationally and across the departments, and do not include all employees in individual boxes to ensure appropriate staffing. Other issues were observed specific to each chart, as discussed below.

Among these issues, the Alachua County School District's Division of Operations (Facilities) Organization Chart (***Exhibit 2.1 – Facilities Organization Chart Version 1***) stops sharing individual employees and positions below the Director level. For example, under the organizational box for Director, Construction and Maintenance, there is only one organization box which includes "Overall coordination of district's facilities maintenance and environmental/safety regulations. Maintenance Zone Foremen. All Trade Technicians. Maintenance Parts Coordinator. Parts/Inventory Staff. Environmental Coordinator. Technician. Safety Inspector. Appropriate Clerical Support Staff for Area". From this organization chart, one cannot tell the number of FTEs in "All Trade Technicians" or "Appropriate Clerical Staff for Area".

EXHIBIT 2.1 – FACILITIES ORGANIZATION CHART VERSION 1

Superintendent

Assistant Superintendent Operations

Director Construction and Maintenance	Director Energy Systems	Director Community Planning/Outlay

Overall coordination of districts facilities maintenance and environment/safety regulations
 	
-Maintenance Zone Foreman
  -All Trade Technicians
-Maintenance Parts Coordinator
  -Parts/Inventory Staff
-Safety Inspector
-Appropriate Clerical Support Staff for Area
	Overall development and coordination of district's energy conservation programs, including integration of district-wide automated energy management system.
	
	-Energy Conservation Specialist (1)
	-Energy Systems Support Technician (1)
	-Energy System Support Technical (1)
	-Project Coordinator-Custodian (1)
	  - Recycling programs
	  - District's custodial training
	-HARV Foreman (1)
	  - All HARV Technicians (12)
	-Appropriate Clerical Support
		Overall development and coordination of community planning, capital outlay budgeting, and interlocal collaboration of countywide municipalities
		
		-Capital Outlay funding and reporting
		-Staff Architect
		-Project Coordinators
		-Appropriate Clerical Support

In the organizational chart shown in ***Exhibit 2.2 – Facilities Organization Chart Version 2***, there is a lack of hierarchy (e.g., under Director of Energy Management, the Energy Specialist is on the same level as the Administrative Secretary) and the same positions are on many different levels of the organization chart (e.g., under Director of Maintenance and Construction, Foreman-level positions are scattered all across the chart).
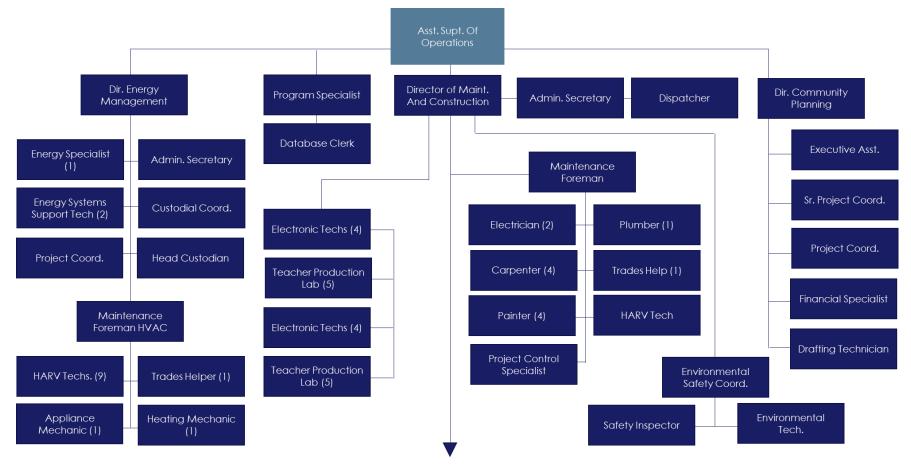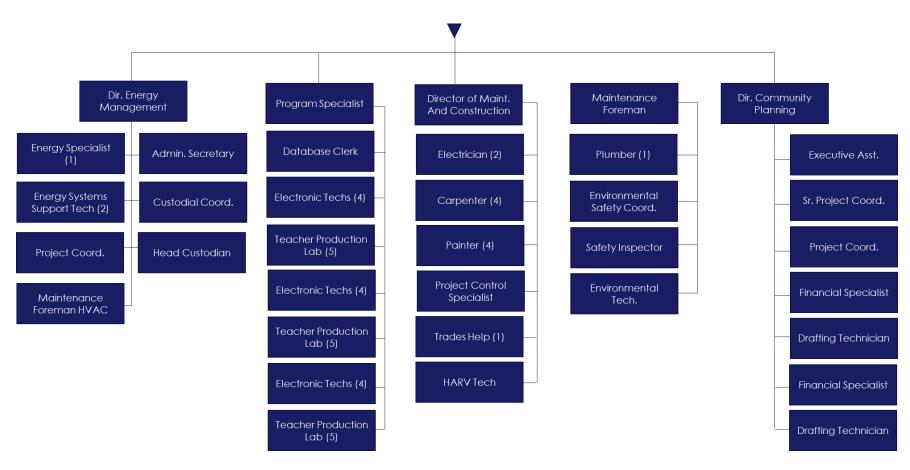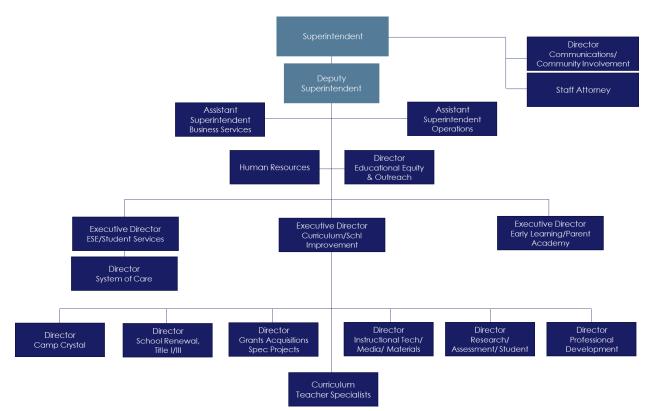
EXHIBIT 2.2 – FACILITIES ORGANIZATION CHART VERSION 2

EXHIBIT 2.2 – FACILITIES ORGANIZATION CHART VERSION 2 (CONTINUED)

Dir. Energy Management	Program Specialist	Director of Maint. And Construction	Maintenance Foreman	Dir. Community Planning
Energy Specialist (1)	Database Clerk	Electrician (2)	Plumber (1)	Executive Asst.
Admin. Secretary	Electronic Techs (4)	Carpenter (4)	Environmental Safety Coord.	Sr. Project Coord.
Energy Systems Support Tech (2)	Teacher Production Lab (5)	Painter (4)	Safety Inspector	Project Coord.
Custodial Coord.	Electronic Techs (4)	Project Control Specialist	Environmental Tech.	Financial Specialist
Project Coord.	Teacher Production Lab (5)	Trades Help (1)		Drafting Technician
Head Custodian	Electronic Techs (4)	HARV Tech		Financial Specialist
Maintenance Foreman HVAC	Teacher Production Lab (5)			Drafting Technician

Finally, the Alachua County School Board Organizational Summary Chart (***Exhibit 2.3 – Organizational Summary Chart***) shows Executive Directors and Directors on many different levels with most Directors reporting to the Executive Director of Curriculum / School Improvement. Also, while the Executive Director of Curriculum / School Improvement shows seven direct reports, including Directors, the Assistant Superintendent of Operations does not show any direct reports, and we know that three directors report to this position.

EXHIBIT 2.3 –ORGANIZATIONAL SUMMARY CHART

As it relates to the organizational charts, the Facilities, Maintenance, Planning and Construction Department did not have priorities or directives from Human Resources to consistently update organizational charts. These organizational charts make it difficult to identify the number of employees and positions within each department to ensure effective and appropriate staffing and leads to uncertainty with regard to the efficient construction of the organization.

RECOMMENDATION:

MGT recommends that the District incorporate further measures of workload or productivity to validate the staffing levels of the organization against need. Additionally, MGT recommends creating organization charts with clear reporting lines, structures, and individual boxes per employee. Resources like the Society for Human Resource Management (SHRM), which is the

world's largest HR professional society, or the National Human Resources Association, offer additional best practices to creating and managing organizational charts.

FINDING 2.3: METHODS OF PROVIDING SERVICES AND PRODUCTS

The overall execution of the 10 projects selected for testing indicates that these projects have been executed efficiently with a mix of in-house and external help. However, the Facilities Management program does not have a formal process for evaluating the effectiveness of alternative methods of providing services including in-house, contracted, and privatized services.

CURRENT SITUATION

The Facilities Management program utilizes a combination of in-house staff and contracted vendors to perform its functions. All schools are assigned one (of four) Zone Foremen who oversees all submitted work orders for their schools. Based on the nature of the issue identified and available resources, the program determines whether the service/activity will be performed by in-house staff or outsourced to a contractor. As part of audit testing, MGT selected 10 facilities-related projects for testing as described **Finding 2.1: Economy, Efficiency, and Effectiveness**. The services/activities of the 10 projects selected for testing included re-roofing, room renovations, intercom replacement, movement of portable classrooms, and others. Audit procedures disclosed that for eight (8) of these projects the services/activities were performed by outside contractors. The services/activities of the remaining two (2) projects were performed via a combination of in-house staff and contractors.

MGT interviewed District personnel and reviewed supporting documentation stored within the District's records to determine whether there was evidence that, for services or activities performed in-house, management considered alternative service delivery methods, and for contracted/privatized services or activities, management verified effectiveness and cost-savings achieved. Audit procedures disclosed that:

- Although methods of providing services are often discussed among school district administrators, there is no formal process for evaluating existing in-house services and activities to assess the feasibility of alternative methods of delivering services.

- There was no evidence that management evaluated contracted and/or privatized services to verify effectiveness and cost-savings achieved.

As it relates to alternative methods of delivering services, management personnel believe that the current informal evaluation system is sufficient to ensure program efficiency and effectiveness. The absence of a formal process for periodically evaluating in-house, contracted, and privatized services increases the risk that cost-savings and goals for program efficiency may be unrealized.

RECOMMENDATION:

MGT recommends that management implement procedures to periodically evaluate all services provided and determine whether alternative service delivery methods have the potential to reduce costs without significantly affecting the quality of services.

FINDING 2.4: GOALS, OBJECTIVES AND PERFORMANCE MEASURES

The Facilities Management program's goals and objectives are clearly stated and are consistent with the District's strategic plan. The measures used by management to evaluate program performance appear to be sufficient to assess program progress toward meeting its stated goals and objectives. Additionally, the internal controls evaluated by MGT are adequate to provide reasonable assurance that program goals and objectives are met.

CURRENT SITUATION

The Five-Year District Facilities Work Plan is updated annually and identifies and prioritizes facilities needs projects, schedules the projects over the five-year period, and identifies funding sources for the projects. The plan also identifies funded and unfunded capacity projects. Repair and maintenance activities are prioritized based on schools' needs, life safety needs, age of equipment, age of roofing, painting of facilities and impact to the District's projected enrollments.

MGT interviewed District personnel, reviewed policies and procedures, and performed research to gain an understanding of the Department's goals and objectives and identified and evaluated significant internal controls within the context of the audit objectives. Examples of audit procedures performed to evaluate internal controls included: interviews with personnel, flowcharted processes, reviews of contracts, reviews of approvals from the School Board, and reviews of invoices. Audit procedures disclosed that the program has a process and internal controls that align with program goals and objectives. As it relates to the program's goals and objectives and significant internal controls within the context of our audit objectives, MGT's review confirmed that:

- The program's goals and objectives are clearly stated and consistent with the District's strategic plan.

- The measures used by the program to evaluate program performance appear to be sufficient to assess program progress toward meeting its stated goals and objectives.

- The internal controls evaluated are designed to facilitate the Department's efforts to achieve its goals and objectives.

Based on the results of our audit procedures, MGT identified that the program has one overarching goal to ensure that the learning environment at each school is maintained at the highest level possible. The goal has six objectives that establish the steps the program will take to implement the goal and multiple performance measures that, taken together, provide

reasonable basis to assess whether the objectives have been met (see **Table 11 – Facilities Management Goals, Objectives and Performance Measures**).

TABLE 11 – FACILITIES MANAGEMENT GOALS, OBJECTIVES AND PERFORMANCE MEASURES

GOALS	OBJECTIVES	PERFORMANCE MEASURES
1. To ensure that the learning environment at each school is maintained at the highest level possible.	a) Keep buildings, equipment, and fixtures reasonably close to its original operating conditions. b) Provide overall service requirements (e.g., preventive/predictive maintenance; routine maintenance; minor, major, and emergency repairs; alterations and improvements; equipment testing; inspections and monitoring. c) Define the manner in which the work will be implemented. d) Provide necessary modifications to accommodate customer needs, upgrades, and new technologies. e) Match appropriate staff, tools, and other resources to accomplish tasks. f) Ensure ongoing customer satisfaction and support of the educational process.	• Budgeted time vs actual time • Budgeted cost vs actual cost • Inspection reports • Evaluation process with design professional and contractor • Notice to proceed

MGT also obtained and reviewed the District's strategic plan to gain an understanding of the District wide strategy and determine if the program's goals and objectives are consistent with the District's strategic plan. MGT's review disclosed that the program's goal of ensuring that schools are appropriately maintained is consistent with the District's strategic goal to develop a comprehensive facilities' plan that addresses projections for facilities needs and growth. (See **Table 12 – District Strategy and Goals Related with Facilities Management.**)

TABLE 12 – DISTRICT STRATEGY AND GOALS RELATED WITH FACILITIES MANAGEMENT

DISTRICT STRATEGY	GOALS
1. Develop goals for improvement of all schools, but especially those that traditionally perform below expectations on accepted measures of assessment and accountability.	a) Develop a comprehensive facilities' plan that includes, but is not limited to, an annual review of facility uses and projections for facilities needs and growth. The review should also focus on equity of facilities, reduction of utilities consumption, and address the issue of construction vs. renovation as appropriate.

FINDING 2.5: ADEQUACY OF PUBLIC DOCUMENTS AND REPORTS

The Facilities Management program has processes in place to ensure the accuracy and completeness of any program performance and cost information provided to the public. The program has procedures in place to ensure that reasonable and timely action is taken to correct any erroneous and incomplete information provided to the public. Additionally, the public has access to information that is useful, timely, readily available and easy to locate.

CURRENT SITUATION

To assess whether the district had a reasonable process to ensure the accuracy and completeness of program data provided to the public, MGT interviewed program and District staff, reviewed project documentation (as described in **Finding 2.1**) and information posted on the website. MGT concluded that:

- The program has processes in place to ensure that financial and non-financial systems provide useful, timely, and accurate information to the public.

- The program has processes in place to ensure the accuracy and completeness of any program performance and cost information provided to the public.

- The program has procedures in place to ensure that reasonable and timely actions are taken to correct any erroneous and/or incomplete program information included in public documents, reports, and other materials prepared by the District and these procedures provide for adequate public notice of such corrections.

Pursuant to Section 119.01, Florida Statutes, all State, county, and municipal (e.g., Alachua County School District) records are open for personal inspection and copying by any person and providing access to public records is a duty of each agency. As such, citizens can obtain District information by submitting a public record request. The public records request process is described below:

- Public record requests are submitted through the Staff Attorney's Office who processes the request and forwards it to the applicable department for information gathering. The Staff Attorney's Office keeps a log of all requests and tracks the progress from receipt until completion. As an example, see *Table 6 – Example of Log Book*.

- When the District receives a public records request related to the Facilities Management program, the request is forwarded to the Facilities, Maintenance, Planning & Construction Department. Staff from the applicable division within the Department gathers all relevant information. Non-financial information is stored within the District's secured network and financial information is extracted from the District's financial system (i.e., Skyward).

- After compiling the information, the staff forwards it to the applicable director (e.g., Director of Maintenance and Construction) for review and approval.

- After the information has been approved by the applicable director, it is forwarded to the Staff Attorney's Office for review and release.

The District also provides information to the public via its website and news releases. MGT inquired with District personnel and performed research to gain an understanding of the process for providing information to the public and what Facilities Management program related information is available to the public on the District's website. Audit procedures disclosed that:

- The District's Five-Year Work Plan Executive Summary is posted on its website. The plan informs the public of relevant upcoming facilities related operations, such as planned repair and renovation projects and funded/unfunded projects by school.

- The District's website also provides information related to request for proposals, received and awarded contracts, and ballot language for the half cent sales tax incentive.

- The applicable division director is responsible for ensuring that any information posted on the website or released to the public is accurate.

Note that no project specific information was found on the District's website (e.g., status of on-going projects), however, this was discussed with Department personnel. In response to audit inquiries, District personnel indicated that there are no current projects being promoted on the website due to the District presently only performing maintenance on the facilities.

MGT inquired with District personnel to gain an understanding of the process to ensure that in a situation in which an error occurs and inaccurate information is provided to the public, the public is notified of the error and the correct information is provided. In response to audit inquiries, District personnel indicated that the District has several methods (e.g., social media, traditional media, automated phone, email and text messages, hard copies of letters send to parents, and positing the information on the District's website) for correcting any incorrect information that goes out to the public and the District will make use of any of these methods depending on the situation and the audience.

Although MGT was not able to identify any case in which the District had provided inaccurate information to the public, MGT researched the District website and confirmed that the website contains updated information such as information on the half-cent sales tax initiative and community newsletters update. Additionally, District personnel provided a brief description of an error that occurred in which the staff at the Alachua virtual school asked the Communication and Community Involvement Department to send out an automated phone and email message to elementary school students through the ParentLink[1] system. After the message went out to parents, the District learned that the information provided was incorrect. As a result, the District sent out a revised message to the same parents the next evening to let them know that the previous message included incorrect information and provide the correct information.

FINDING 2.6: PROCESS FOR ENSURING COMPLIANCE WITH POLICIES, RULES, AND LAWS

The Facilities Management program has a process in-place to assess its compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies. In addition, management has taken reasonable and timely actions to assess if planned uses of the surtax comply with applicable state laws, rules, and regulations.

CURRENT SITUATION

MGT identified and evaluated significant internal controls and processes in-place to assess the Facilities Management program's compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies. Examples of audit procedures performed to evaluate internal controls included: interviews with personnel, flowcharted processes, reviews of contracts, reviews of approvals from the School Board, and reviews of invoices. Audit procedures disclosed that the program has a review process and internal controls in-place to provide reasonable assurance that the program complies with applicable federal, state, and local laws, rules, and regulations; grant agreements; and local policies. MGT concluded that:

- The Facilities Management program has a process to assess its compliance with applicable federal, state, and local laws, rules, and regulations; grant agreements; and local policies.

- Management has taken reasonable and timely actions to ensure that planned uses of the surtax comply with applicable state laws, rules, and regulations.

- The internal controls evaluated by MGT are reasonable to ensure compliance with applicable with federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures.

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[1] The District have since switched to School Messenger as the parent notification system.

The functions of the Facilities Management program are governed by Chapter 1013 Florida Statutes. In accordance with Section 1013.35(2)(a), Florida Statutes, the Department's Five-Year District Facilities Work Plan is updated annually. The program has established policies and procedures that provide guidance on the day-to-day operations of the Facilities Management function, including the policies identified in ***Table 13 – Facilities Management Related Policies.***

TABLE 13 – FACILITIES MANAGEMENT RELATED POLICIES

POLICY NO.	POLICY TITLE
6335	School Construction Bids
6340	Modifications and Alterations to School Buildings
6345	Construction Contract Change Orders
7100	Facilities Planning
7110	Facilities Capacity
7240	Site Acquisition
7320	Acquisition, Use, and Exchange of School Property
7410	Maintenance
7440	Physical Plant Security

The Facilities Management program has a process to provide reasonable assurance that it complies with applicable laws and regulations. The compliance process is described below:

- The process begins with the completion and submission of the Five-Year District Facilities Work Plan.

- The process takes into consideration the District's compliance with grant agreements by having the Project Management Department handle all grants other than Title I grants. The Department reviews grant agreements and ensures that there is an understanding of the requirements of the grant. Additionally, the Finance Department establishes different project codes for grant expenditures and the applicable department is responsible for reviewing the expenditures to ensure that it meets all applicable grant requirements.

- Another major component of the compliance process is the District's ability to establish separate funds. For example, revenue sources that are restricted for specific purpose (e.g., one mill approved by the voters in 2008) are setup in separate funds with the understanding that only certain expenditures are allowable.

- Once a need and founding source has been identified and approved, the next step is to contract with a qualify vendor, if necessary. The director of the applicable division is responsible for reviewing the contract to ensure compliance with applicable laws and regulations, grants agreements, and local policies. In addition to the director's review, the Purchasing Department also reviews the contract. Depending on the nature of the contract, it may also be reviewed by the District's Attorney's Office. As part of the audit,

MGT reviewed Request for Proposals (RFP), award letters, and contracts related to the 10 sample items that were selected for testing as described in **Finding 2.1: Economy, Efficiency, and Effectiveness**. The review disclosed that the terms of the contracts are clearly stated and identify the scope of services to be performed. The review also disclosed that the contracts were reviewed by appropriate personnel (e.g. Director of Purchasing, Staff Attorney, and Superintendent)

◆ Finally, all expenditures go through a multi-level review process to ensure compliance with applicable grant agreements; contracts; federal and state laws and regulations; and local policies.

As it relates to the proposed surtax, to ensure that uses of the surtax comply with applicate state laws, rules, and regulations the District plans to establish a fund designated for the funds received from the surtax. Additionally, expenditures that will be funded with funds from the surtax fund will go multi-level review process. Lastly, an oversight committee will be created to oversee the use of the funds received through the surtax.

CHAPTER 4. OBJECTIVES, SCOPE, AND METHODOLOGY

The scope of this audit focused on the program areas related to the safety and security improvements; repair, renovation and remodeling of board-owned schools, including modernization of classrooms, science labs and other spaces; technology; elimination of portable classrooms; new construction; land acquisition and improvement; and other school facilities projects. The scope period covered the operations of the program areas from the period June 2014 through July 2018.

The audit objectives were:

- To assess the economy, efficiency, or effectiveness of the program, including the reliability, validity, and relevance of performance and cost measures used to monitor program performance and cost.

- To determine whether the organizational structure promotes the achievement of the program's goals and objectives.

- To determine whether alternative methods of providing services and products are evaluated by program administrators and identify opportunities for alternative service delivery methods.

- To determine whether the program goals and objectives are clearly stated, measurable, achievable within budget, and consistent with the District's strategic plan.

- To assess the accuracy and adequacy of public documents, reports, and requests prepared by the District.

- To determine whether the program operations comply with applicable laws, rules and regulations, and policies and whether program administrators have taken reasonable and timely actions to assess if planned uses of the surtax comply with applicable state laws, rules, and regulations.

In conducting the audit, MGT:

- Interviewed District personnel and performed research to gain an understanding of the entity and the instructional technology and facilities management programs.

- Held fraud discussions with members of the management team.

- Interviewed District personnel, reviewed policies and procedures, and created flowcharts to identify and evaluate significant internal controls relevant to the audit objectives and determine whether these controls provide reasonable assurance that program goals and objectives will be met.

- Reviewed findings, recommendations, and audit results from internal and external reports to determine whether management has taken reasonable and timely actions to address any deficiencies in program performance and/or cost identified in any relevant internal or external report.

- Selected a sample of eight (8) IT and 10 facilities-related projects and reviewed project information stored in the District's records and interviewed District personnel to:

  – Determine whether projects are periodically evaluated using performance and cost data adequate to assess performance and cost.

  – Determine whether reports/data used by management on a regular basis is adequate to monitor project performance and cost.

  – Evaluate project performance and cost based on reasonable measures.

  – Evaluate whether the projects were completed on-time, within budget, and at a reasonable cost.

  – Determine whether management formally evaluated existing in-house services and activities to assess the feasibility of alternative methods of providing services, such as outside contracting and privatization, and the reasonableness of their conclusions.

  – Determine whether management assessed any contracted and/or privatized series to verity effectiveness and cost savings achieved and the reasonableness of their conclusions.

  – Identify possible opportunities for alternative service delivery methods that have the potential to reduce program costs without significantly affecting the quality of series.

- Reviewed policies and procedures to determine whether the District has established written policies and procedures to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements.

- Evaluated the organizational structure and design to assess whether it has clearly defined units, minimizes overlapping functions and excessive administrative layers, and has lines of authority that minimize administrative costs.

- Assessed the reasonableness of current staffing levels given the nature of the services provided and program workload.

- Reviewed program goals and objectives and determined whether they are clearly stated and consistent with the District's strategic plan.

- Assessed whether the program has financial and non-financial information systems that provide useful, timely, and accurate information to the public.

- Reviewed the adequacy of public document and reports prepared by the District related to the program.

- Reviewed the information posted on the District's website to determine whether the public has access to program performance and cost information that is readily available and easy to locate.

- Reviewed processes the program has in place to ensure the accuracy and completeness of any program performance and cost information provided to the public.

- Interviewed District personnel to determine whether the program has procedures in place that ensure that reasonable and timely actions are taken to correct any erroneous and/or incomplete program information included in public documents, reports, and other materials prepared by the District and these procedures provide for adequate public notice of such corrections.

- Reviewed processes to determine whether the program has a process in place to assess its compliance with applicable federal, state, and local laws, and regulations; contracts; grant agreements; and local policies.

- Interviewed District personnel and created flowcharts to identify and review internal controls in place to determine whether these controls are reasonable to ensure compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures.

- Determined whether management has taken reasonable and timely actions to address any noncompliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures identified by internal or external audits.

- Interviewed District personnel to determine whether management has taken reasonable and timely actions to ensure that planned uses of the surtax comply with applicable state laws, rules, and regulations.

APPENDIX A
ALACHUA COUNTY DISTRICT SCHOOL BOARD 2016 FINANCIAL, OPERATIONAL, AND FEDERAL SINGLE AUDIT

SUMMARY OF REPORT ON FINANCIAL STATEMENTS

Our audit disclosed that the District's basic financial statements were presented fairly, in all material respects, in accordance with prescribed financial reporting standards.

SUMMARY OF REPORT ON INTERNAL CONTROL AND COMPLIANCE

Our audit did not identify any deficiencies in internal control over financial reporting that we consider to be material weaknesses.

The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards* issued by the Comptroller General of the United States; however, we noted certain additional matters as summarized below.

Additional Matters

Finding 1: The District provided $62,500 to its direct-support organization (DSO) without specific legal authority.

Finding 2: Contrary to State law, the School Board did not approve the DSO's Board of Directors.

Finding 3: Contrary to Rules of the Auditor General, the annual audit of the DSO was not conducted in accordance with *Government Auditing Standards*. A similar finding was noted in our report No. 2013-126.

Finding 4: The District's Extended Day Enrichment Program fee collection procedures need enhancement.

Finding 5: The District needs to strengthen controls to ensure accurate reporting of instructional contact hours for adult general education classes to the Florida Department of Education.

Finding 6: Statements of financial interests were not always timely filed and District procurement procedures could be enhanced by providing for the Purchasing Department's routine review and consideration of required statements of financial interests.

Finding 7: District payments for contractual services were not always supported by documentation demonstrating the satisfactory receipt of the services.

Finding 8: The District contracted for third-party administrative health insurance services without utilizing a competitive selection process.

Finding 9: District procedures did not require the review and approval of the time worked by noninstructional contracted personnel.

Finding 10: District records did not always evidence public notice of prospective meetings subject to the Sunshine Law.

Finding 11: As similarly noted in our report No. 2013-094, the District could enhance procedures to better ensure that timely, written notifications are provided to parents about all virtual instruction program options offered.

Finding 12: The District had not developed written policies and procedures for certain information technology (IT) functions. A similar finding was noted in our report No. 2013-126.

Finding 13: Improvements are needed in District access controls to ensure that IT access privileges were appropriately assigned.

Finding 14: The District did not require employees to participate in the District's IT security awareness training program. A similar finding was noted in our report No. 2013-126.

Finding 15: District security controls related to user authentication, data loss prevention, and logging and monitoring of security changes continue to need improvement.

SUMMARY OF REPORT ON FEDERAL AWARDS

We audited the District's compliance with applicable Federal awards requirements. The Child Nutrition Cluster was audited as a major Federal program. The results of our audit indicated that the District materially complied with the requirements that could have a direct and material effect on the Child Nutrition Cluster.

AUDIT OBJECTIVES AND SCOPE

Our audit objectives were to determine whether the Alachua County District School Board and its officers with administrative and stewardship responsibilities for District operations had:

- Presented the District's basic financial statements in accordance with generally accepted accounting principles;

- Established and implemented internal control over financial reporting and compliance with requirements that could have a direct and material effect on the financial statements or on a major Federal program;

- Established internal controls that promote and encourage: (1) compliance with applicable laws, rules, regulations, contracts, and grant agreements; (2) the economic and efficient operation of the District; (3) the reliability of records and reports; and (4) the safeguarding of District assets;

- Complied with the various provisions of laws, rules, regulations, contracts, and grant agreements that are material to the financial statements, and those applicable to the District's major Federal program; and

- Taken corrective actions for findings included in previous audit reports.

The scope of this audit included an examination of the District's basic financial statements and the Schedule of Expenditures of Federal Awards as of and for the fiscal year ended June 30, 2015. We obtained an understanding of the District's environment, including its internal control, and assessed the risk of material misstatement necessary to plan the audit of the basic financial statements and Federal awards. We also examined various transactions to determine whether they were executed, in both manner and substance, in accordance with governing provisions of laws, rules, regulations, contracts, and grant agreements.

APPENDIX B
SURTAX RESOLUTION ADOPTED BY THE
ALACHUA COUNTY SCHOOL BOARD ON MAY 1, 2018

RESOLUTION 18-06

RESOLUTION ORDERING AND PROVIDING FOR THE
HOLDING OF A REFERENDUM ELECTION TO DETERMINE IF
THE ELECTORS IN THE SCHOOL DISTRICT OF ALACHUA
COUNTY, FLORIDA, APPROVE THE LEVY BY THE SCHOOL
BOARD OF ALACHUA COUNTY, FLORIDA OF A HALF-CENT
PER DOLLAR SALES SURTAX IN ORDER TO FINANCE
EDUCATIONAL FACILITY IMPROVEMENTS AND
EQUIPMENT, INCLUDING TECHNOLOGY, AND TO SERVICE
BOND INDEBTEDNESS THEREFOR, IF ANY; PROVIDING
CERTAIN OTHER MATTERS IN CONNECTION THEREWITH;
AND PROVIDING AN EFFECTIVE DATE.

BE IT RESOLVED BY THE SCHOOL BOARD OF ALACHUA
COUNTY, FLORIDA, ACTING AS THE GOVERNING BODY OF THE
SCHOOL DISTRICT OF ALACHUA COUNTY, FLORIDA, as follows:

SECTION 1. AUTHORITY FOR RESOLUTION. This resolution is
adopted pursuant to section 212.055(6), Florida Statutes, and other applicable
provisions of law.

SECTION 2. FINDINGS. It is hereby found and determined that:

(a) Section 212.055(6), Florida Statutes, authorizes school boards, such as the
School Board of Alachua County, Florida (the "Board"), to levy a
discretionary sales surtax not to exceed a half-cent per dollar on all taxable
transactions. Such levy is subject to approval by a majority vote of the
electors in the county in which the school board is located.

(b) The Board hereby determines that it is in the best interest of the School
District of Alachua County, Florida (the "District") and its students to levy
the sales surtax authorized by and in accordance with Sections 212.055(6),
and 212.054 Florida Statutes, in an amount equal to half of a cent per dollar
(the "Sales Surtax").

(c) The Board has heretofore determined to acquire land, construct, reconstruct
and improve school facilities, including costs of retrofitting and providing
for technology implementation; acquire equipment including safety and

security and technology hardware and software; and to service bond indebtedness therefor, if any; and all as further described in paragraph (E) below and on Exhibit A (collectively, the "Plan"). Acquisition, construction and financing of the Plan is necessary in order for the District to be able to address its aging facilities and infrastructure, accommodate the growth in its student enrollment, and to meet school facility, safety, and technology needs.

(d) The levy of the Sales Surtax is necessary in order for the Board to be able to fund the Plan. The Sales Surtax shall be used to acquire, construct, reconstruct and equip the Plan or to make lease payments under the lease purchase agreements pursuant to sections 1001.42 (11)(b)5. and 1013.15(2), Florida Statutes, or pay bond indebtedness issued to finance the Plan, all of which is permitted by Section 212.055(6), Florida Statutes. The Sales Surtax shall be levied for a period of twelve (12) years, beginning January 1, 2019, unless repealed or reduced prior to that time by resolution of the School Board, which repeal or reduction may be effectuated without referendum, so long as there are no bonds or other obligations of the School Board outstanding that are payable from the proceeds of such levy. Any termination, repeal, or reduction of the surtax shall be effective as of December 31 of the year in which the resolution of the School Board is approved.

(e) The Plan consists of fixed capital expenditures or fixed capital costs associated with the construction, reconstruction, or improvement of school facilities and campuses which have a useful life expectancy of five (5) years or more, and any land acquisition, land improvement, design and engineering costs associated therewith. In addition, the Plan also has a component for costs of installing safety and security equipment, and retrofitting and providing for technology implementation, including hardware and software, for various sites within the District. The Plan also includes the making of lease payments under the lease purchase agreements pursuant to sections 1001.42 (11)(b)5. and 1013.15(2), Florida Statutes, and/or servicing of bond indebtedness to finance expenditures authorized by section 212.055(6), Florida Statutes. Neither the proceeds of the surtax nor any interest acquired thereto shall be used for operational expenses.

SECTION 3. DESCRIPTION OF PROJECTS AND ADOPTION OF PLAN FOR USE OF SURTAX REVENUES. The Board hereby adopts a plan for the use of Sales Surtax revenues, which provides for the use of such revenues to pay any

portion of the costs of the Plan as described above and in Exhibit A attached hereto and as further described in the findings provided in Section 2 hereof (the "Plan"). In accordance with the Plan for the use of surtax revenues herein adopted, at the subsequent option of the Board, surtax revenues may be used for the purpose of (i) paying any portion of the costs of a project, (ii) servicing bond indebtedness the proceeds of which are used to finance any portion of the costs of the project, and (iii) the making of lease payments pursuant to lease purchase agreements hereafter entered into for the acquisition of any portion of the project. The specific projects to be funded with the proceeds of the surtax may be modified from time to time as the Board determines to be in the best interest of the citizens of Alachua County.

SECTION 4. PROJECT OVERSIGHT BY AN INDEPENDENT COMMITTEE. There is hereby authorized the establishment of an independent oversight committee of volunteers (the "Committee") for the purpose of overseeing and approving the implementation of the Plan, commencing upon approval of the surtax and extending through the date of completion of the projects to be funded under the Plan. The membership of the committee shall be established by Board policy. The Committee oversees the use of sales tax revenues in accordance with Exhibit A and provides periodic reports of such use to the Board, as established by Board policy. The role of the Committee in overseeing the implementation of the Plan shall constitute an integral part of the Plan and shall not be subject to repeal prior to completion of the Plan.

SECTION 5. LEVY OF SALES SURTAX. Subject to approval of the electors of the District, the Board hereby levies the Sales Surtax in an amount equal to half of a cent per dollar. The Sales Surtax shall take effect on January 1, 2019, and shall remain in effect for a period of twelve (12) years. If the Sales Surtax shall be approved by referendum, the Board shall comply with all provisions of Section 212.055(6), Florida Statutes.

SECTION 6. ELECTION ORDERED. The Board hereby requests the Alachua County Board of County Commissioners to direct the Supervisor of Elections of Alachua County to place on the November 6, 2018, General Election ballot the statement(s) contained in the "Notice of Election" attached hereto as Exhibit B, and to conduct said election pursuant to the provisions of the election laws of the State of Florida.

SECTION 7. NOTICE OF ELECTION. Not less than (30) days' notice of said election shall be given by publication in a newspaper of general circulation throughout the District. Such publication shall be made at least twice, once in the

fifth week and once in the third week prior to the week of November 6, 2018, which notice shall be substantially in the form attached hereto as Exhibit B together with such additional information as the Supervisor of Elections of Alachua County shall require. Any reasonable costs associated with the publication of the Notice of Election shall be paid by the Board.

SECTION 8. PLACES OF VOTING, INSPECTORS AND CLERKS. The polls will be open at the voting places on the date of such referendum election from 7:00 a.m. until 7:00 p.m. or as otherwise required by law. All qualified electors residing within the District shall be entitled and permitted to vote at such referendum election on the proposition provided herein. The places of voting and the inspectors and clerks of the referendum election shall be those designated by the Supervisor of Elections of Alachua County in accordance with law.

SECTION 9. OFFICIAL BALLOT. The ballots to be used in the referendum election shall be in full compliance with the laws of the State of Florida, and shall be in substantially the following form:

OFFICIAL BALLOT

School District of Alachua County, Florida
General Election – November 6, 2018

Half-Cent Sales Surtax to Improve School Facilities

Shall the School Board of Alachua County levy a half-cent sales surtax to finance safety and security improvements; repair, renovation and remodeling of Board-owned schools, including modernization of classrooms, science labs and other spaces; technology; elimination of portable classrooms; new construction; land acquisition and improvement; and other school facilities projects; with oversight by an independent citizens' committee? The tax would begin January 1, 2019, and last twelve years.

_____ For the Half-Cent Tax

_____ Against the Half-Cent Tax

SECTION 10. ABSENTEE VOTING. Absentee electors participating in said referendum shall be entitled to cast their ballots in accordance with the provisions of the laws of the State of Florida with respect to absentee voting. The form of ballots to be used in such referendum election for absentee voters shall be the same as used at the polling places for such election.

SECTION 11. PRINTING OF BALLOTS. The Supervisor of Elections of Alachua County is authorized and directed to have printed a sufficient number of the aforesaid ballots for use of absentee electors entitled to cast such ballots in such referendum election and shall also have printed sample ballots and deliver them to the inspectors and clerks on or before the date and time for the opening of the polls for such referendum election for the voting places; and, further, is authorized and directed to make appropriate arrangements for the conduct of the election at the polling places specified.

SECTION 12. ELECTION PROCEDURE. The Supervisor of Elections shall hold, administer and conduct the referendum election in the manner prescribed by law for holding elections in the County. Returns shall show the number of qualified electors who voted at such referendum election on the proposition and the number of votes cast respectively for and against approval of the proposition. The returns shall be canvassed in accordance with law. Provision will be made for early voting as required by section 101.657, Florida Statutes.

SECTION 13. REFERENDUM RESULTS. If a majority of the ballots cast at such election shall be "FOR THE HALF-CENT SURTAX', the levy of such surtax shall be approved and said surtax shall be levied as provided by law.

SECTION 14. SEVERABILITY. In the event that any word, phrase, clause, sentence or paragraph hereof shall be held invalid by any court of competent jurisdiction, such holding shall not affect any other word, clause, phrase, sentence or paragraph hereof.

SECTION 15. REPEALING CLAUSE. All resolutions in conflict or inconsistent herewith are repealed insofar as there is conflict or inconsistency.

SECTION 16. EFFECTIVE DATE. This resolution shall take effect immediately upon its adoption. However, the surtax authorized hereunder shall only be effective upon approval by a majority vote of the qualified electors of Alachua County.

ADOPTED at a Regular Meeting this 1st day of May, 2018, with a quorum present and voting.

SCHOOL BOARD OF ALACHUA COUNTY, FLORIDA, ACTING AS THE GOVERNING BODY OF THE SCHOOL DISTRICT OF ALACHUA COUNTY, FLORIDA

(SEAL)

By: _____
Gunnar F. Paulson, Ed.D.   Date
Chair

ATTEST:

_____
Karen Clarke   Date
Superintendent/Secretary

APPROVED AS TO FORM AND LEGAL SUFFICIENCY:

_____
Staff Attorney

EXHIBIT A

PLAN FOR USE OF SALES SURTAX PROCEEDS

1. Pursuant to section 212.055(6), Florida Statutes, capital improvements to be funded by proceeds of the sales surtax shall be for:

   a. safety and security improvements;
   b. repair, renovation and remodeling of Board-owned schools, including modernization of classrooms, science labs and other spaces;
   c. technology upgrades;
   d. elimination of portable classrooms;
   e. construction of new school facilities, including new facilities at existing schools;
   f. land acquisition and improvement; and,
   g. other school facilities projects approved by the School Board.

2. The scope of the projects will be based on a detailed assessment of the facilities needs and conditions and will also be based on providing for a safe and appropriate learning environment.

3. A citizen advisory committee appointed by the School Board shall monitor and advise the School Board on the expenditure of surtax proceeds.

EXHIBIT B

FORM OF NOTICE OF ELECTION

NOTICE OF ELECTION DATE IN
ALACHUA COUNTY, FLORIDA

NOTICE IS HEREBY GIVEN THAT AN ELECTION HAS BEEN CALLED BY THE SCHOOL BOARD OF ALACHUA COUNTY, FLORIDA, AND WILL BE HELD FROM 7:00 A.M. UNTIL 7:00 P.M. ON THE DAY OF NOVEMBER 6, 2018, AT WHICH TIME THERE SHALL BE SUBMITTED TO THE DULY QUALIFIED ELECTORS OF ALACHUA COUNTY, FLORIDA THE FOLLOWING QUESTION:

Half-Cent Sales Surtax to Improve School Facilities

Shall the School Board of Alachua County levy a half-cent sales surtax to finance safety and security improvements; repair, renovation and remodeling of Board-owned schools, including modernization of classrooms, science labs and other spaces; technology; elimination of portable classrooms; new construction; land acquisition and improvement; and other school facilities projects; with oversight by an independent citizens' committee? The tax would begin January 1, 2019, and last twelve years.

_____ For the Half-Cent Tax

_____ Against the Half-Cent Tax

A RESOLUTION ADOPTED BY THE SCHOOL BOARD OF ALACHUA COUNTY, FLORIDA ON MAY 1, 2018, PROVIDES FOR THE IMPOSITION OF A HALF-CENT PER DOLLAR SALES SURTAX ON ALL TAXABLE TRANSACTIONS WITHIN ALACHUA COUNTY. THE PROCEEDS OF THE SALES SURTAX SHALL BE EXPENDED BY THE SCHOOL BOARD UNDER SUPERVISION OF AN INDEPENDENT CITIZENS' COMMITTEE, FOR COSTS ASSOCIATED WITH THE CONSTRUCTION AND REPLACEMENT, EXPANSION AND MODERNIZATION OF SCHOOL FACILITIES WHICH HAVE A USEFUL LIFE EXPECTANCY OF FIVE (5) OR MORE YEARS, INCLUDING SAFETY AND SECURITY UPGRADES AND THE ELIMINATION OF PORTABLE CLASSROOMS; FOR ACQUISITION OF EQUIPMENT, INCLUDING SAFETY AND SECURITY EQUIPMENT AND TECHNOLOGY; AND FOR OTHER SCHOOL FACILITY PROJECTS. SUCH SURTAX PROCEEDS AND INTEREST THEREON MAY ALSO BE USED FOR THE PURPOSE OF MAKING LEASE PAYMENTS UNDER LEASES AND/OR PAYMENTS ON BOND INDEBTEDNESS ISSUED TO FINANCE PROJECTS

AUTHORIZED BY THE PLAN. THE PLAN FOR USE OF THE PROCEEDS OF SUCH SURTAX IS SET FORTH IN AN EXHIBIT TO THE RESOLUTION.

IN ACCORDANCE WITH THE CONSTITUTION AND THE ELECTION LAWS OF THE STATE OF FLORIDA, ALL DULY QUALIFIED ELECTORS OF ALACHUA COUNTY, FLORIDA SHALL BE ENTITLED TO VOTE IN THE REFERENDUM TO WHICH THIS NOTICE PERTAINS.

THE SCHOOL BOARD OF ALACHUA COUNTY, FLORIDA SHALL BE AUTHORIZED TO LEVY THE TAX COVERED BY THE QUESTION STATED ABOVE IF THE QUESTION SHALL BE APPROVED BY VOTE OF A MAJORITY OF THE DULY QUALIFIED ELECTORS OF ALACHUA COUNTY, FLORIDA VOTING THEREON.

APPENDIX C
ALACHUA COUNTY SCHOOL DISTRICT
MANAGEMENT RESPONSE LETTER

Alachua County
Public Schools

Mission Statement: We are committed to the success of every student!

August 31, 2018

MGT Consulting Group
516 North Adams Street
Tallahassee, Florida 32301
Attn: Mr. Robert Holloway, Vice President of Operations

Re: Management Response to the Performance Audit of Alachua County School District Draft Final
Report

Dear Mr. Holloway,

Following is our response to the findings contained in the final draft performance audit report of Alachua
County Public Schools.

<u>Technology Support</u>

Finding 1.1: Economy, Efficiency and Effectiveness
The District should annually conduct an assessment to identify District and school-level technology needs.

<u>Management Response:</u> The Technology Resource Inventory (TRI) survey is and will continue to be used to
conduct annual assessments. The TRI report is submitted to DOE annually.

The objectives in the technology plan should be measurable and reflect the desired outcomes for educational
and operational programs.

<u>Management Response:</u> The objectives will be measured based on district achievement data.

All projects should contain gateway reviews to continuously assess the accuracy of the project measures of
success.

<u>Management Response:</u> Periodic project reviews will be conducted by the IT Team.

All projects should include quality assurance steps that include sign off by the project manager or director
responsible for delivery of the project.

<u>Management Response:</u> Projects will continue to be assessed by the Project Manager.

Finding 1.2: Structure or Design
MGT recommends that the District incorporate further measures of workload or productivity to validate the
staffing levels of the organization against need. Additionally, MGT recommends having organization charts
with clear reporting lines, structures, and individual boxes per employee. Resources like the Society for
Human Resource Management (SHRM), which is the world's largest HR professional society, or the

National Human Resources Association, offer additional best practices to creating and managing organizational charts.

Management Response: The IT Department utilizes a Google calendar for daily sign in as well as an install calendar for major deployments and the Supervisor will redirect staff as needed. We use Kace to track help desk tickets for daily workload. Staff signs in daily on the Google Calendar. We will continue to use Google Suite to track projects. An organization chart has been submitted under separate cover.

Finding 1.3: Methods of Providing Services and Products
MGT recommends developing the following: Internal capabilities and resources based on identification and prioritization of ongoing needs. Workforce capacity in staff hours per year, including definition of the amounts of total staff hours per fiscal year available to allocate to projects. This study will help to accurately define the workforce capacity and the capabilities of the workforce and provide a gap analysis to identify any/all areas of need. Definition of key capabilities that are not available in-house but required to perform essential IT duties.

Management Response: When hosted software is an option, the district has evaluated the Software as a service (SaaS) solution. For example, the Student Information System (SIS) and Enterprise Resource Planning (ERP) programs are SaaS solutions that are hosted by the vendor. When and where applicable, the District's instructional software is web based. The IT Department will research and evaluate alternative methods of providing services and products.
Employee workload is measured by the IT KACE Ticketing system, which tracks the resolutions and issues.

Finding 1.4: Goals, Objectives and Performance Measures
The Instructional Technology program's goals and objectives are clearly stated and are consistent with the District's strategic plan. The measures used by management to evaluate program performance appear to be sufficient to assess program progress toward meeting its stated goals and objectives. The internal controls evaluated by MGT are adequate to provide reasonable assurance that program goals and objectives are met.

Management Response: Concur

Finding 1.5: Adequacy of Public Documents and Reports
The Instructional Technology program has processes in place to ensure the accuracy and completeness of any program performance and cost information provided to the public. However, enhancement is needed to ensure that the public has access to program performance and cost information that is readily available and easy to locate.

Management Response: Reports will be published and made available for public viewing and use. The DOE Technology Resource Inventory (TRI) survey is linked on the department website and reports can be published for public use.

Facilities, Maintenance, Planning and Construction

Finding 2.1: Economy, Efficiency, and Effectiveness
The projects selected for testing were completed on-time and at a reasonable cost. In addition, the District has established written policies and procedures to take maximum advantage of competitive procurement, volume discounts, and special pricing. However, the strategy and process to identify, prioritize, and initiate projects does not appear to adequately represent a best practice in the field of construction and facility management.

Management Response: Due to on-going financial constraints, the District is in a reactive mode, addressing facilities issues as they arise. With the funds generated from the sales tax, the District will be able to proactively plan for and address short and long term facilities issues on a cyclical schedule. The Facilities Department submits two documents to the Florida Department of Education. One document is the Educational School Plant Survey, which is submitted every five years. This document lists priority projects for the next five years. The other document is the Five Year Work Plan, which is updated and submitted each year. Through these documents, we identify, prioritize, and initiate projects over a five year period.

Finding 2.2: Structure or Design

The Facilities Management program relies on a thorough budgeting and staff planning process to arrive at current staffing levels that appear reasonable given the nature of the services provided and program workload. However, the District could undertake further efforts to measure workload and productivity to validate these staffing levels against volume of need. Further, the program's organizational chart does not have clear lines of delineation, lacks specificity with regard to individual roles (by aggregating employees into groups), and lacks standardization in that it differs in format from the broader organization.

Management Response: The work load is currently measured through the use of our Work Order System, School Dude. We are able to track the amount of work orders being received and the amount of time it is taking to complete them. On average, each technician has approximately 80 to 100 work orders in progress on a continuing basis. The correct Organizational Chart has been provided under separate cover.

Finding 2.3: Methods of Providing Services and Products

The overall execution of the 10 projects selected for testing indicates that these projects have been executed efficiently with a mix of in-house and external help. However, the Facilities Management program does not have a formal process for evaluating the effectiveness of alternative methods of providing services including in-house, contracted, and privatized services.

Management Response: The Facilities Department routinely compares internal man hours to complete work in-house versus the use of annual contractors and required completion dates. The department will investigate the development of a mechanism for formal evaluation.

Finding 2.4: Goals, Objectives and Performance Measures

The Facilities Management program's goals and objectives are clearly stated and are consistent with the District's strategic plan. The measures used by management to evaluate program performance appear to be sufficient to assess program progress toward meeting its stated goals and objectives. Additionally, the internal controls evaluated by MGT are adequate to provide reasonable assurance that program goals and objectives are met.

Management Response: Concur.

Finding 2.5: Adequacy of Public Documents and Reports

The Facilities Management program has processes in place to ensure the accuracy and completeness of any program performance and cost information provided to the public. The program has procedures in place to ensure that reasonable and timely action is taken to correct any erroneous and incomplete information provided to the public. Additionally, the public has access to information that is useful, timely, readily available and easy to locate.

Management Response: Concur.

Finding 2.6: Process for Ensuring Compliance with Policies, Rules and Laws
The Facilities Management program has a process in-place to assess its compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies. In addition, management has taken reasonable and timely actions to assess if planned uses of the surtax comply with applicable state laws, rules, and regulations.

Response: Concur.

We appreciate the opportunity to respond to these findings. After reviewing our response, please advise me if you need further clarification or action on our part.

Sincerely,

Karen D. Clarke

Karen D. Clarke
Superintendent