
Follow-Up Audit of Custodial Services Programs of the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawaii

A Report to the
Governor
and the
Legislature of
the State of
Hawaii

Report No. 04-09
May 2004



THE AUDITOR
STATE OF HAWAII

Office of the Auditor

The missions of the Office of the Auditor are assigned by the Hawaii State Constitution (Article VII, Section 10). The primary mission is to conduct post audits of the transactions, accounts, programs, and performance of public agencies. A supplemental mission is to conduct such other investigations and prepare such additional reports as may be directed by the Legislature.

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STATE OF HAWAII

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OVERVIEW

Follow-Up Audit of Custodial Services Programs of the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawaii

Report No. 04-09, May 2004

Summary

Custodial services programs provide a valuable service that supports the daily operations of state government. When properly managed, the State's custodial services programs ensure a clean and safe environment for the transaction of government business.

In 1996, we conducted an audit of the custodial services programs for the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawaii. We found that program managers had failed to establish and use fundamental management controls consistently in the delivery of custodial services. We conducted this follow-up audit to assess the progress made in those programs.

The Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawaii manage most of the State's custodial services programs. The four agencies employ more than 1,600 custodial staff responsible for approximately 24.5 million square feet of space in state facilities. Over \$46 million is expended each year for custodial services.

We found that the State's custodial services programs have not fully utilized fundamental management controls to ensure that facilities are adequately clean and safe. Despite agency efforts to improve custodial services since 1996, areas of weakness still exist. While all four agencies have adopted cleanliness standards as recommended in our 1996 audit, the standards have not been communicated to line staff. As a result, an inordinate range of cleanliness can exist from facility to facility. In response to our satisfaction survey, tenants commented on the need for adherence to task lists ("The carpets have noticeable stains that I've asked several times to have them cleaned. . . . I see dead bugs remain in the same spot on the floor for weeks." "I've seen the janitor vacuum only once out of the ten months I have been here.").

In addition, although most of the agencies have developed appropriate forms as recommended by the 1996 audit, inspections and use of checklists are sporadic and inconsistent. Responding to our survey, building tenants pointed out the need for more consistent and systematic oversight ("The custodial supervisor needs to stay on top of the custodians, monitoring and assisting them." "They need to be told and monitored to perform their tasks. A lot of things are not being done at all.").



In our 1996 audit, we found that program managers failed to use cost data to assess the cost effectiveness of resources used in their programs and to compare alternative service delivery methods. In this audit, we found that each of the agencies conducted some evaluations involving cost data, although not always on a systematic basis. Accordingly, program evaluation, decision-making, and budget development may have been adversely impacted by the inconsistent use of cost data analysis.

Another effective way to evaluate and determine areas for improvement in custodial services programs is to conduct a satisfaction survey of building users. Our own surveys revealed overall satisfaction among tenants had increased over time—from 55 percent in 1996 to 63 percent in 2004. On the other hand, the comments we received continue to highlight areas needing improvement, such as consistent completion of cleaning tasks and better supervision of custodial performance.

We also found that, although the departments conduct various training classes, custodial services programs still lack certain elements of a formal training program. Except for the University of Hawaii, the agencies rely heavily on on-the-job training for custodial staff. In addition, by forgoing membership in relevant trade organizations, certain program managers miss opportunities to obtain current information on industry standards, management tools, training programs, and effective data analysis techniques.

Recommendations and Response

We recommended that the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawaii should use management tools and best management practices to improve their custodial services programs. Specifically, each agency's program manager should implement guidelines for cleanliness standards to inform line staff of the level of cleanliness they must achieve and how their work will be evaluated; require the systematic use of checklist forms by line staff; require regular and documented inspections, including follow-up actions by supervisory staff; and evaluate their custodial services programs by assessing cost effectiveness of resource use, comparing alternative service delivery methods, and evaluating user satisfaction. We also recommended that the agencies develop formal training programs to identify, develop, and build the knowledge, skills, and abilities custodians need to perform their jobs safely and competently.

The Department of Accounting and General Services, the Department of Education, the Judiciary, and the University of Hawaii generally accepted our findings and agreed that improvements, as recommended, are in order.

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Submitted by

THE AUDITOR
STATE OF HAWAII

Report No. 04-09
May 2004

Foreword

This audit assesses the progress of four state agencies in improving their custodial services programs, as we recommended in Report No. 96-12, *Audit of Custodial Services Programs of the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawaii*. The audit was conducted pursuant to Section 23-4, Hawaii Revised Statutes, which requires the Office of the Auditor to conduct postaudits of the transactions, accounts, programs, and performance of all departments, offices, and agencies of the State and its political subdivisions.

We wish to express our appreciation for the cooperation and assistance extended to us by the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawaii and others whom we contacted during the course of the audit.

Marion M. Higa
State Auditor

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Chapter 1

Introduction

Custodians provide a valuable service that supports the daily operations of state government. When properly managed, the State's custodial services programs ensure a clean and safe environment for the transaction of government business. In 1996, the Office of the Auditor conducted an audit of custodial services programs operated and managed by the Department of Accounting and General Services, the Department of Education, the Judiciary, and the University of Hawaii, which provide most of the State's custodial services for public buildings. The 1996 audit found many managerial deficiencies in the State's custodial services programs. Generally, program managers failed to establish and use fundamental management controls consistently in the delivery of custodial services.

This follow-up audit was conducted to assess the progress made with regard to our previous findings, in light of the various organizational and environmental changes that have occurred since our last audit. These changes include the transfer of custodial services functions to different organizational units, increases in the number of physical facilities, and corresponding increases in custodial staff. In addition, recent nationwide concerns about public safety compel public agencies to consider new types of training for custodial services staff, such as the handling of suspicious substances or containers left in public buildings. These concerns form the basis for our follow-up audit.

The Office of the Auditor conducts follow-up audits to inform the Legislature and the governor of actions taken by state agencies resulting from our prior audits. Our prior audit of the State's custodial services programs is reported in *Audit of Custodial Services Programs of the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawaii*, Report No. 96-12. Our current review is being performed in accordance with Section 23-4, Hawaii Revised Statutes (HRS), which requires the Auditor to conduct postaudits of the transactions, accounts, programs and performance of all departments, offices, and agencies of the State.

Background on the State's Custodial Services Programs

Custodial services involve the maintenance of public buildings to prevent premature deterioration as well as to provide clean and safe conditions for users and workers. Some of the duties performed by custodians include: cleaning offices and restrooms, emptying wastebaskets, sweeping and mopping floors, dusting furniture, and vacuuming carpets.

In addition, due to increased concerns about public safety from terrorist-type threats, custodians must now be aware of suspicious packages or individuals when performing their duties.

The Department of Accounting and General Services (DAGS), the Department of Education (DOE), the Judiciary (JUD), and the University of Hawaii (UH) manage and oversee most of the State's custodial services programs and are the agencies covered by this follow-up audit. Exhibit 1.1 illustrates information regarding the State's custodial services.

Exhibit 1.1

Statewide Custodial Services Programs' Staffing, Buildings, Square Footage of Area Cleaned, & Expenditures

	DAGS	JUD	DOE	UH*	TOTALS
No. of Staff	150	40	1,134	343	1,667
No. of Buildings/Facilities	59	6	3,988	438	4,491
No. of Square Feet	2,872,953	550,315	14,200,000	6,952,637	24,575,905
Expenditures FY2002-03	\$4,559,143	\$896,128	\$32,918,168	\$8,272,215	\$46,645,654

*Including the University of Hawaii system

Source: Custodial services program information obtained from the respective agencies.

Department of Accounting and General Services

The Department of Accounting and General Services is responsible for managing custodial services for the majority of state buildings on the islands of Oahu, Maui, Molokai, Lanai, Kauai, and Hawaii. Specifically, Section 26-6, HRS, provides that the Department of Accounting and General Services is responsible for the "operation and maintenance of public buildings, for departments of the State."

The department oversees custodial services for 59 buildings statewide, comprising a total of approximately 2.8 million square feet. On Oahu, the Public Building Management Services Branch oversees and provides custodial services for 33 of these buildings. On the neighbor islands, district offices oversee and provide custodial services for 26 buildings. A total of 125 janitor II positions and 15 janitor III (working supervisor) positions are assigned to clean these facilities. The department retains six private firms under contract to clean seven of the 59 buildings on Oahu, Maui, Kauai, and Hawaii. Custodial expenditures for the Department of Accounting and General Services in FY2002-03 were approximately \$4.5 million.

Exhibit 1.2 presents the Department of Accounting and General Services' custodial staffing, buildings serviced, square footage of area cleaned, and related expenditures.

Exhibit 1.2
The Department of Accounting and General Services'
Staffing, Square Footage of Area Cleaned, & Expenditures

	Oahu	Kauai	Maui	Hawaii
Supervisory Positions*	3	1	2	4
Working Supervisors	12	1	1	1
Janitors	100	7	8	10
No. of Buildings	33	8	8	10
No. of Square Feet	2,447,791	104,628	159,400	161,134
Expenditures FY2002-03	\$3,382,441	\$194,798	\$237,373	\$271,923

*Supervisory positions may include additional duties other than janitorial responsibilities.

Source: Department of Accounting and General Services

The Judiciary

The Judiciary provides and coordinates custodial services for most state courts. Recently, the Judiciary reorganized, transferring facilities maintenance responsibilities from its central administration's Fiscal and Support Services Division to the First Judicial Circuit.

The Judiciary maintains six facilities statewide—five facilities on Oahu and one on Maui—comprising a total area of approximately 550,315 square feet. The Judiciary employs 41 janitors, which include three janitor supervisor II positions, six janitor III positions (working supervisor), and 32 janitor II positions. It also contracts with eight private firms to clean 14 additional buildings on Oahu, Maui, Hawaii, and Kauai. Custodial expenditures for the Judiciary in FY2002-03 were approximately \$896,128.

Exhibit 1.3 presents the Judiciary's custodial staffing, buildings serviced, square footage of area cleaned, and related expenditures.

Exhibit 1.3**The Judiciary's Staffing, Square Footage of Area Cleaned, & Expenditures**

	Oahu	Maui
Supervisory Positions	3	None
Working Supervisors	5	1
Janitors	29	3
No. of Buildings	5	1
No. of Square Feet	471,110	79,205
Expenditures FY2002-03	\$787,916	\$108,212

Source: Judiciary

Department of Education

The Department of Education has experienced the most growth in custodial services among the four agencies audited, due to an increase in the number of public schools and other facilities since our last audit. The department maintains approximately 4,000 facilities covering 14.2 million square feet throughout the state, compared to 12 million square feet in our 1996 audit. These facilities include schools, gyms, libraries, and cafeterias.

Principals or vice principals are responsible for the proper care of buildings and grounds, supervision of custodians, classroom cleaners, and all custodial services for their respective schools. Custodians are not only responsible for cleaning the school but are also involved in the school's landscaping and grounds maintenance. Additionally, custodians perform minor plumbing and carpentry repairs. Schools may also hire classroom cleaners who are employed only to clean classrooms housing grades 3 to 12. Part-time custodians and cafeteria workers are eligible to work extended hours as classroom cleaners. Head custodians, under the direction and supervision of the school principal or vice principal, instruct, train, and supervise custodial staff, and assist with evaluating custodial staff.

Funding for the department's custodial services program is reflected under the budget subcategory EDN 400, *School Support*. As of the date of our fieldwork, the department reported 1,134 school custodial positions. The Department of Education has no contracts to assist with these services. Custodial expenditures for the Department of Education in FY2002-03 totaled approximately \$33 million.

University of Hawaii System

The University of Hawaii's custodial services programs are segregated by campus. The University of Hawaii at Manoa (Manoa campus), at Hilo, and at West Oahu, and all community college campuses operate their own custodial programs. Custodial services are performed within the University of Hawaii system by approximately 343 full-time equivalent custodial positions (janitor supervisors, janitors, carpet cleaners, a housekeeper, and a swimming pool custodian). These custodians cover approximately 438 buildings with an estimated area of 7 million square feet. Areas of responsibility are divided between the mauka and makai campuses of the University of Hawaii at Manoa. The mauka campus is managed by the university's Office of the Vice Chancellor for Administration, Finance, and Operations and encompasses the academic areas of the university. The makai campus is managed by the Department of Intercollegiate Athletics, which oversees athletic facilities and grounds. The university contracts with three firms for custodial services covering three buildings: one at the makai campus, one at Maui Community College, and one at Kauai Community College.

For FY2002-03, custodial expenditures were approximately \$4.8 million for the University of Hawaii mauka campus and \$460,000 for the makai campus. For the same period, the University of Hawaii at Hilo reported approximately \$735,000 in custodial expenditures, the University of Hawaii at West Oahu reported approximately \$54,000, and the community colleges reported approximately \$2.2 million. Exhibit 1.4 presents the University of Hawaii and the community colleges' custodial staffing, buildings serviced, square footage of area cleaned, and related expenditures.

Exhibit 1.4

University of Hawaii System's Staffing, Square Footage of Area Cleaned, and Expenditures

	Campus										
	UH-Mauka	UH-Makai	W. Oahu	UH-Hilo	W. Hawaii	Honolulu	Kapiolani	Kauai	Leeward	Maui	Windward
No. of Staff	194	20	2	32	2	18.5	20	9	15	21	9
No. of Buildings	150	39	6	89	5	22	23	31	20	38	15
No. of Square Feet	4,119,738	535,059	30,000	689,951	13,543	404,366	275,107	190,422	255,973	275,817	162,661
Expenditures FY2002-03	\$4,817,726	\$459,491	\$54,046	\$735,295	\$31,636	\$430,698	\$518,657	\$221,004	\$402,325	\$346,200	\$255,137

Source: University of Hawaii

Previous Audits

Our previous audit of the State's custodial services programs, conducted in 1996, assessed how these programs were organized and managed in order to meet their objectives. Report 96-12, *Audit of Custodial Services Programs of the Department of Accounting and General Services, the Judiciary, the Department of Education and the University of Hawaii*, revealed that program managers failed to consistently establish and use fundamental management controls. Specifically, custodial services programs failed to adopt cleanliness standards; management failed to use custodial task lists, checklists, and inspection forms; management did not have formal training programs; management did not use custodial services cost data to analyze possible program improvements; and few custodial managers belonged to relevant professional organizations.

Our previous audit also surveyed 718 tenants of state facilities; over 400 tenants responded. Thirty percent of respondents expressed dissatisfaction with custodial services. In addition, 68 percent of the respondents were not aware of the services that custodians are supposed to provide.

Objectives of the Audit

1. Assess the extent to which recommendations for the management of custodial services programs contained in Report No. 96-12, *Audit of Custodial Services Programs of the Department of Accounting and General Services, the Judiciary, the Department of Education and the University of Hawaii*, are being addressed.
2. Make recommendations as appropriate.

Scope and Methodology

We examined the management of custodial services programs within the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawaii during FY2002-03. We reviewed earlier periods as necessary. We assessed whether improvements have been made with respect to the recommendations we made in Report No. 96-12. This assessment included, but was not limited to, examining the management of the custodial services programs, reviewing the standards used to measure the effectiveness of these programs, and determining whether programs meet these standards. We also administered a statewide satisfaction survey of the tenants who receive custodial services.

We reviewed applicable state and federal laws and rules, interviewed staff from each of the four agencies, and reviewed inspection and training files. We also reviewed the custodial services programs' mission statements, organization and operation, and policies and procedures of the agencies. We used industry standards, best practices, management criteria, and the agencies' policies and procedures as criteria for analyzing the programs.

Our work was conducted from November 2003 through February 2004 in accordance with generally accepted government auditing standards.

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Chapter 2

Despite Agency Efforts to Improve Custodial Services Programs, Areas of Weakness Still Exist

In 1996, we reviewed the custodial services programs of the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawaii. We found that management lacked controls, which hindered the ability of program managers to run an effective and efficient custodial program. Our current audit revealed that while department program managers have implemented some recommendations of the 1996 audit, there is still much room for improvement. Appendix A summarizes the status of our 1996 recommendations with the current findings.

The four departments still do not see the importance of using management controls such as implementing guidelines, policies and procedures, and using checklist and inspection forms consistently. In addition, the departments still rely heavily on on-the-job or informal training and have not established any procedures to address situations that may be hazardous or dangerous to their custodial staff and others. Ultimately, the departments need to improve their custodial services programs to ensure that facilities are safe and clean for building users.

Summary of Findings

1. Custodial services programs have not fully utilized fundamental management controls to ensure that facilities are adequately clean and safe.
2. Although the departments conduct various training classes, custodial services programs still lack certain elements of a formal training program.

Custodial Services Programs Have Not Fully Utilized Fundamental Management Controls to Ensure That Facilities Are Adequately Clean and Safe

Our current review revealed that most of the departments have begun to adopt the recommendations from our previous audit, but implementation is far from complete. We found, for example, that all four departments have adopted cleanliness standards. However, adoption has been limited to upper management levels, and front-line staff are generally not familiar with the standards. As a result, the quality of custodial services is inconsistent.

Program managers are responsible for meeting cleanliness standards and for taking corrective action when necessary. However, we found that steps to implement the adopted standards have not been taken. Our review showed that, in all departments, there were no written procedures to communicate the standards to custodians or to guide the use of checklists and the frequency and documentation of inspections. As a result, checklists were not consistently used and inspections were performed either sporadically or not at all.

Furthermore, custodial services have not been evaluated as a program in any of the departments we audited. Cost data have been used in isolated cases to evaluate specific program alternatives, but costs are not continuously evaluated to assess efficiency and determine ways to maximize limited resources. Program managers in the departments generally use cost data to prepare operating budgets, but they do not take the extra step to regularly include the analysis of cost data to assess the cost effectiveness of resources and to compare alternative service delivery methods.

Another evaluation tool is a satisfaction survey of building users. By comparing the results of surveys conducted by our office in 1996 and 2004, we found that overall satisfaction among building tenants has increased by 8 percent, from 55 percent to 63 percent. Our survey instrument captured other indices of satisfaction, which we discuss later in this report. When properly used, management tools can facilitate decision-making and program improvements.

Custodial services program managers do not communicate cleanliness standards to their custodial staff

We found that program managers of the four state agencies have adopted cleanliness standards, as recommended in our 1996 audit. However, in all cases, standards have not been communicated to staff; neither have they been reinforced with specific written guidelines. Thus, while the organizations profess to have adopted cleanliness standards, they have not fully implemented those standards.

Standards developed by the Association of Higher Education Facilities Officers, also known as the Association of Physical Plant Administrators

(APPA), can be applied in virtually any type of facility. APPA standards, which include five levels of cleanliness, are explained in Exhibit 2.1. They range from level 1, which is “orderly spotlessness” to level 5, which is “unkempt neglect.” The Department of Accounting and General Services, the Judiciary, and the University of Hawaii have adopted the APPA level II cleanliness standard, which is called “ordinary tidiness.” The Department of Education has created its own standard for schools, which is articulated by department procedures.

Exhibit 2.1

Association of Physical Plant Administrators’ Five Levels of Cleanliness

Level 1 – Orderly Spotlessness: the highest level of cleanliness for facilities, such as historical buildings. All areas are spotless and odor-free and supplies are constantly replenished.

Level 2 – Ordinary Tidiness: the level that should be normally maintained. Although all areas are clean and odor-free, there is some evidence, upon closer inspection, of dust and dirt on surfaces.

Level 3 – Casual Inattention: the first indication of a negative change in services. Budget cuts or staff problems may result in priority areas (e.g., trash, restrooms) being clean, but surfaces are obviously dusty and dirty.

Level 4 – Moderate Dinginess: a worsening of the situation described in Level 3. The problem is growing to the point where even the priority areas are not adequately cleaned.

Level 5 – Unkempt Neglect: the lowest level of cleaning, indicates that the area needs serious attention. Trash is everywhere; surfaces have major accumulations of dirt, fingerprints as well as damage.

Source: Association of Physical Plant Administrators (APPA)

Program managers of the Department of Accounting and General Services, the Judiciary, and the University of Hawaii have not communicated adoption of the APPA level II cleanliness standard to their custodial staff, much less developed written guidelines on how to achieve and implement this standard. Program managers interviewed did not see the importance of written guidelines and procedures, stating that sporadic memoranda and verbal communication are sufficient for line staff.

The Department of Education's cleanliness standard is outlined in the manual, *Department Procedures for Custodial Services*, which, according to the school custodial services superintendent, is given to each school's program manager, i.e., the principal, or designated vice principal. However, some of the program managers we interviewed either did not have the manual or were not aware of the department's cleanliness standard.

We found that the agencies' informal methods were insufficient in communicating consistent standards to either supervisors or their staff. Our interviews of custodial staff members confirmed they were unaware of any cleanliness standards adopted by their program managers. Typically, the standard custodial staff apply is one of "common sense"—meaning if something appears dirty, staff will clean it. This standard is not as "common" as it suggests as the interpretation of common sense differs among custodial staff. As a result, inconsistent service can and does occur, as borne out by responses of tenants to our satisfaction survey.

We distributed survey forms to over 700 state workers serviced by the four agencies for the workers' view on how well their work areas are cleaned. Many of the more than 400 respondents commented on the consequences of unmet cleanliness standards. The following are a few of these comments.

- *"I've been sick with upper respiratory ailments since I started this job two years ago due to mold, mildew and dust mites. I've never worked where so many fellow employees have allergy problems."* [Judiciary]
- *"The carpets have noticeable stains that I've asked several times to have them cleaned. Stains on the carpet do not provide a professional impression to the public when they enter. I see dead bugs remain in the same spot on the floor for weeks."* [Department of Accounting and General Services]
- *"Offices are extremely under-serviced. The only task done regularly is emptying the trash and an annual carpet cleaning."* [University of Hawaii system]

When cleanliness standards are not applied, the State has no assurance that its facilities are adequately maintained and cleaned. State employees may work in a dirty, unkempt environment, which could tarnish the image of state government. When custodial services programs in state government apply different standards or fail to adopt formal standards, an inordinate range of cleanliness can exist from

facility to facility. In the absence of specific standards and guidelines, the quality of the program cannot be evaluated, and staff performance cannot be adequately measured.

Use of checklists and inspections are sporadic and inconsistent

Most of the agencies have developed checklist and inspection forms as recommended by the 1996 audit. However, program managers have not ensured their actual use. As a result, the agencies have created management tools with limited effectiveness in assessing and improving performance.

In our 1996 audit, we recommended that the departments create checklist and inspection forms to ensure that custodial staff could record the completion of assigned tasks and custodial supervisors could document the quality of work performed. Specifically, checklists provide custodians with a list of required tasks and program managers with a record of tasks that have been completed. Systematic inspections document, measure, and compare that performance to an established standard.

Generally, we found that checklists were not used consistently throughout all departments, and custodial inspections were inconsistently conducted. In addition, the agencies lack any policies or procedures that communicate and ensure the proper use of these management tools. Consequently, basic tasks assigned to custodial staff—such as vacuuming offices, mopping floors and bathrooms, and dusting countertops—are not performed uniformly or consistently.

Custodial staff fail to use checklists consistently

Similar to our findings in 1996, our current audit found that program managers still do not consistently require the use of checklists by line workers and are apparently unconvinced of their value. A checklist is a management tool that provides a list of required tasks and a record to indicate completion of tasks. It is also a tool for a custodian to note items or areas requiring special attention or repair. This management tool helps program managers monitor performance and measure it against specified standards.

While most of the departments created checklists for custodians, only the staff of the Judiciary's Second Circuit Court consistently use daily checklists. All other custodial staff interviewed, including custodial supervisors, either were not aware of a checklist or did not use one. In many cases, custodial staff interviewed felt that the use of a custodial checklist was unnecessary since they knew what their assignments and duties were.

Comments from survey respondents indicated that tenants have a different perspective.

- *“Most custodians do not perform all the tasks as required of them.”* [Department of Accounting and General Services]
- *“[The department should p]ost task lists and checklists showing the date performed in an area visible to custodians and building occupants, especially those tasks relevant to common areas and major tasks such as vacuuming offices, cleaning blinds and windows.”* [Department of Accounting and General Services]
- *“I’ve seen the janitor vacuum only once out of the ten months I have been here. I’ve rarely seen them sweep, dust or wipe surfaces. Many of us in this offices are constantly sneezing due to allergies.”* [Judiciary]
- *“Office carpeting is rarely vacuumed – so badly stained that they probably have to be replaced. Office windows, glass, sills hardly cleaned – insect droppings now caked on sills.”* [Judiciary]
- *“Sweeping is done with a dust mop where the dust is moved from one place to another. Sometimes the dust is swept outside my back door and left there. I have to tip-toe over the dust when I come in the morning and sweep it off the back lanai myself.”* [Department of Education]
- *“Daily and weekly duties are not performed as written on the task list.”* [Department of Education]
- *“Standard checklist of work [is] required. Sometimes [tasks] not consistently done, especially bigger jobs like scrubbing [the] entire bathroom.”* [University of Hawaii]
- *“Checklist of duties needs to be followed and enforced.”* [Department of Accounting and General Services]

The Department of Accounting and General Services does not conduct formal inspections

The Department of Accounting and General Services does not conduct formal inspections. The reason given by the department for this omission is that the United Public Workers (UPW) union has objected to certain details of a proposed inspection form. However, we note that the other three agencies audited are not similarly hampered. According to an interview with the chief negotiator of the Office of Collective

Bargaining, the bargaining agreements do not restrict a supervisor's ability to review an employee's work. Our review of the Bargaining Unit 1 Agreement between the State of Hawaii and the UPW confirmed this statement. The agreement does not restrict inspections, but does spell out a grievance procedure to be followed for under-performing employees.

Instead of formal inspections, working supervisors conduct informal spot checks of custodial staff and verbally inform staff of any deficiencies; follow-up inspections are also informal. Neither of these inspections are documented. In addition, yearly performance ratings and evaluations of custodians are used to "inspect" custodial performance.

As diligent as custodial staff may be, the unsystematic nature of checklist use and inspections results in incomplete tasks or tasks performed poorly. For example, the following are sample comments from tenants.

- *"Supervisors should review the list quarterly with each custodian to determine how they can improve services to their customers."*
- *"Evaluation needs to be done regarding custodians required to service the new King Kalakaua Building in accordance with custodial task list and frequency."*
- *"More supervisory oversight."*

The Judiciary's formal inspections are infrequent

Since our 1996 audit, the Judiciary created an inspection form for both First and Second Circuit Courts to use. The First Circuit Court program manager stated that inspections are supposed to occur at least twice a month, but no specific inspection procedure exists.

The lack of specific procedures was evident by the infrequent documentation of formal inspections. In our review of documented inspections for FY2002-03, we found that the First Circuit Court conducted only one inspection for the month of April and did not conduct any inspections in March, May, June, or August. In addition, we found that all 43 inspections took place in one building, Kaahumanu Hale (First Circuit Court), although the agency's services also cover other facilities. Furthermore, there were seven instances where the working supervisor inspected his own work and gave himself a perfect score in each case.

The Second Circuit Court on Maui does not have any formal inspections or inspection procedures. The chief court administrator, who oversees

the program, indicated that the janitor-supervisor conducts walk-through inspections, which are not documented.

In our survey, some Judiciary tenants expressed dissatisfaction with the lack of inspections. The following are comments received from Judiciary tenants.

- *“Have an outside agency monitor or inspect (custodians) every few months.”*
- *“The problems related to cleaning and maintenance of our office is related to the performance of the janitor assigned to our area. Our suggestion is for the working supervisor, janitor supervisor, and facilities manager to monitor and correct the specific janitor’s performance.”*

The Department of Education schools do not have formal inspections

Like the Judiciary, the Department of Education created an inspection form for custodial supervisors. A copy of the form is included in their *Department Procedures for Custodial Services*. Unlike the Judiciary, the five schools we selected for review did not use the form to record inspections. None of the school principals or vice principals we interviewed developed any guidelines regarding inspection requirements for their custodial staff.

Although the department has an annual School Inspection Program, this program does not provide sufficient detail and feedback regarding custodial matters and is not conducted frequently enough to properly monitor custodians. Head custodians also conduct informal, primarily undocumented inspections and verbally inform staff of areas requiring follow-up. However, such informal inspections do not ensure consistent work performance, as suggested by comments received from teachers and other school staff who responded to our survey.

- *“The custodial supervisor needs to stay on top of the custodians, monitoring and assisting them.”*
- *“Accountability is needed to ensure a proper job is done.”*
- *“They need to be told and monitored to perform their tasks. A lot of things are not being done at all.”*
- *“Have someone in charge that periodically checks if rooms are being cleaned properly.”*

University-level formal inspections are inconsistently conducted

As with the other departments, inspection procedures do not exist at the University of Hawaii at Manoa or community colleges. Custodial supervisors at the makai and mauka campuses of the University of Hawaii at Manoa conduct some formal inspections; supervisors of the community college campuses do not. According to program managers at the University of Hawaii at Manoa campuses, inspections should be performed quarterly.

Our review of FY2002-03 inspection files indicated that only the makai campus supervisors completed custodial inspections and performance ratings quarterly. In contrast, our review found that inspections were done less consistently at the mauka campus. Only seven of 19 custodial groups subject to inspection had quarterly inspections. The community colleges fared even worse during this period, where our file review yielded no inspection procedures or documented inspections.

A survey respondent from the University of Hawaii noted the need for random inspections: “Random, unannounced inspections should be performed by custodial supervisors to assess the condition of office areas and ensure that prescribed tasks on the attached checklist are being performed routinely.”

Program managers do not systematically evaluate their custodial services programs

In our 1996 audit, we found that program managers failed to use cost data to assess the cost effectiveness of resources used in their programs and compare alternative service delivery methods. In this audit, we found that each of the agencies conducted some evaluations involving cost data, although not always on a systematic basis. Program evaluation, decision-making, and budget development may have been adversely impacted by the inconsistent use of cost data analysis.

Cost data and alternative service delivery methods are not analyzed systematically

The analysis of custodial cost data can be helpful in a variety of situations. The cost per square foot is one benchmark that managers can use to compare costs among crews within a building, between similar buildings within the same agency or among different agencies, or between similar situations in the public and private sector. The analysis can also be useful when considering whether efficiencies can be gained by purchasing new equipment or by alternative staff deployment. All such analyses ultimately should support each agency’s budget for its custodial services programs.

Both the Judiciary and the Department of Accounting and General Services have performed cost comparisons between private contractors and state custodial programs. The last formal cost comparison study conducted by the Judiciary in 1999 compared its in-house costs to private contractor janitor costs, and the study concluded that custodial services should remain in-house. The Department of Accounting and General Services performed an informal study approximately four years ago and similarly determined that its in-house program was competitive with private companies. However, these studies have not since been updated.

Custodial supervisors at the University of Hawaii's mauka campus reported using square footage cost data as a monitoring tool in the past, but stopped the analysis in 1996 when mauka campus cost data were consolidated with those of another program. In addition, they also utilized a night crew at one point but have since discontinued the practice. The Department of Education has performed ad hoc studies on specific matters such as the use of night crews and privatizing particular activities.

While these efforts are commendable, a more systematic evaluation of cost data and alternative service delivery methods can help the agencies assess program effectiveness and efficiency, determine ways to maximize their limited resources, and prepare budgets that are goal-oriented, rather than budgets based merely on prior years' submissions.

As a demonstration of the benefit of collecting this type of data, we calculated the costs of custodial services per square foot of building space for each agency and compared them to the data similarly computed in the 1996 audit. As seen in Exhibit 2.2, our analysis of cost per square foot illustrates how agencies can begin to analyze and evaluate the custodial services programs. For example, our exhibit indicates certain agencies' cost per square foot have increased dramatically while others increased slightly and, in some instances, have decreased. An analysis of the reasons for these changes may be a useful exercise in determining where improvements can be made.

Satisfaction surveys can inform program managers of areas that need improvement

One effective way to evaluate and determine areas for improvement in custodial services programs is to conduct a satisfaction survey of building users. Our own surveys revealed overall satisfaction among tenants had increased over time. Based on a five-point scale (with 5 signifying very satisfied and 1 signifying very dissatisfied), our 1996 survey found that 30 percent of respondents were dissatisfied with the State's custodial services. Our current survey shows dissatisfaction levels have decreased to 11 percent (see Appendix B for the form used in

Exhibit 2.2

Custodial Services Cost Per Square Foot

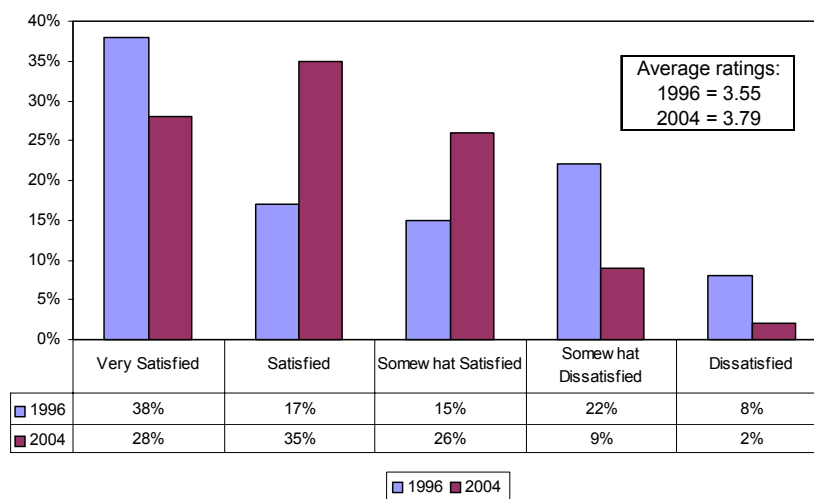
	FY2002-03 Expenditures	FY2002-03 Total Sq. Ft.	FY2002-03 Cost per Sq. Ft.	Prior Audit FY1994-95 Cost per Sq. Ft.	Percentage Increase/ Decrease from FY1994-95 to FY2002-03
DAGS					
Oahu	\$3,382,441	2,447,791	\$1.38	\$1.19	16%
Kauai	194,798	104,628	1.86	1.96	(5)
Maui	237,373	159,400	1.49	1.88	(21)
Hawaii	271,923	161,134	1.69	1.57	8
UH at Manoa					
Mauka	\$4,817,726	4,119,738	\$1.17	\$1.02	15%
Makai	459,491	535,059	.86	.86	--
Community Colleges					
Honolulu	\$430,698	404,366	\$1.07	\$.69	55%
Kapiolani	518,657	275,107	1.89	1.17	62
Leeward	402,325	255,973	1.57	1.50	5
Windward	255,137	162,661	1.57	.91	73
Kauai	221,004	190,422	1.16	1.32	(12)
Maui	346,200	275,817	1.26	1.08	17
DOE*	\$32,918,168	14,200,000	\$2.32	\$2.16	7%
Judiciary					
Oahu	\$787,916	471,110	\$1.67	\$1.48	13%
Maui	108,212	79,205	1.37	1.88	(27)

*Cost per square foot is inflated because expenditures include some groundskeeping costs.

Source: Agency expenditure and total square foot data

our current survey). Conversely, satisfaction levels increased from 55 percent in 1996 to 63 percent in 2004. Exhibit 2.3 illustrates this increase.

Exhibit 2.3
Overall Satisfaction, 1996 and 2004



Source: *Office of the Auditor* Tenant Satisfaction Surveys, 1996 and 2004

Satisfaction levels increased among tenants in three out of four departments. The biggest increase was at the University of Hawaii (from 49 percent in 1996 to 74 percent in 2004), followed by the Department of Education (from 44 percent to 64 percent), then the Department of Accounting and General Services (from 56 percent to 61 percent). The Judiciary was the only agency that experienced a decrease, with only 53 percent of respondents reporting satisfaction compared to 72 percent in 1996.

Aside from overall satisfaction, we also asked survey respondents to rate their satisfaction with custodial service categories: offices, restrooms, trash removal, corridors and common areas, windows and walls, elevators and stairwells. We also asked respondents to rate their satisfaction with actions taken on custodial problems reported. (See Appendix C for full survey results.)

Tenants also indicated a need for a comprehensive evaluation of their respective custodial services programs. Comments solicited from our survey illustrate areas where program evaluation may improve the efficiency of custodial services and the use of resources.

- *“I think more time or working with better equipment might make services better.”* [Department of Education]
- *“Classroom cleaners are paid by the hour and are only given 20 minutes per class, which isn’t enough time to include dusting and remove scuff marks.”* [Department of Education]
- *“Custodial staff could better coordinate workload to cover all floors of the building more efficiently.”* [Department of Accounting and General Services]
- *“Custodians are sweeping leaves around Kalanimoku. Wouldn’t a blower or commercial vacuum be more practical instead of having three or four janitors sweeping the area daily?”* [Department of Accounting and General Services]
- *“With all the tasks and duties they are required to perform, there are not enough custodians.”* [Judiciary]
- *“Perhaps more manpower is necessary, as some custodians have larger areas of responsibility.”* [Judiciary]
- *“More staff is needed to adequately service all facilities on campus. Staffing not considered when new buildings were completed.”* [University of Hawaii]
- *“The college feels that because the food service program operates with a revolving account, the program can cover our own custodial services. . . we should not have to cover the costs of building custodial duties. . . We are risking compromising instruction because of costs imposed on the program.”* [University of Hawaii]

These survey findings illustrate the types of data that can be gathered and evaluated over time to determine program strengths and areas in need of improvement. Surveys can be tailored to a particular agency’s priorities and uniqueness. At least one agency, the Department of Accounting and General Services, has used similar tenant surveys.

Surveys of individual building users conducted frequently can inform custodial staff of specific issues on a timelier basis, resulting in swifter remedial actions and tenant satisfaction improvement.

Although the Departments Conduct Various Training Classes, Custodial Services Programs Still Lack Certain Elements of a Formal Training Program

Agencies have not adopted all the elements of a formal training program into custodial services programs as recommended in our 1996 audit. As we found in our previous audit, agencies continue to rely heavily on on-the-job training, forgoing the development of a formal training program. In addition, none of the agencies we audited had instituted comprehensive formal training programs or procedures to address heightened security concerns in light of the September 11, 2001 terrorist attacks and anthrax scares. Moreover, primarily due to budgetary reasons, agency managers continue to refrain from membership in professional custodial organizations, which could educate them on the latest trade and industry issues and developments.

Properly planned formal training programs identify and develop the knowledge, skills, and abilities that state employees need to perform their jobs correctly and safely. Formal training programs are intended to develop a skilled and confident custodial workforce. When properly structured, these programs translate organizational objectives into specific training objectives and evaluate the results of the training. Formal training can also boost employee morale by demonstrating that management cares about employees and the quality of work that they perform.

Departments still rely heavily on on-the-job training instead of formal training

We found that some agencies still have not established formal training programs, relying solely on on-the-job training. While on-the-job training is a useful tool, it should not be the only method of training for custodians. A reliance on informal methods increases the chance that personnel are not uniformly or consistently trained or that shortfalls in job skills are fully identified. Because the agencies do not provide systematic job orientation and do not provide staff with the most current information available, custodians may not be aware of assigned tasks or may perform those tasks inefficiently or unsafely.

In contrast, formal training properly prepares staff to do the job effectively and safely and may mitigate employee injuries. In FY2002-03, custodial workers among the four agencies filed 110 worker's compensation claims. Exhibit 2.4 presents claims filed by each agency in FY2002-03.

Exhibit 2.4**Worker's Compensation Claims by Custodial Staff in FY2002-03**

Agency	No. of claims
DAGS	65
Judiciary	7
DOE	11
UH	27
Total	110

Source: The Department of Human Resources Workers' Compensation Division, the Judiciary, the University of Hawaii, and the Department of Education

The Judiciary and the community colleges do not have formal training programs

The Judiciary, Maui Community College, Leeward Community College, and Kapiolani Community College rely primarily on "hands-on" or on-the-job training for custodians. There were no training policies or procedures.

The program manager at the Judiciary's First Circuit Court reported that on-the-job training is supplemented with videos. However, these videos were not always shown. One custodial staff member reported knowing about, but never viewing, the videos because a television and VCR were not available. The Judiciary's custodial staff also indicated a desire for more formal training, but none had been developed.

The Department of Accounting and General Services and the Department of Education have implemented some elements of a formal training program

The Department of Accounting and General Services and the Department of Education respectively provide four-week and half-day training sessions for new custodians and offer workshops and seminars at various times. For example, training seminars or workshops may be provided to address safety issues such as asbestos and hazardous cleaning chemicals.

These sporadic sessions, however, are not conducted in a properly structured, systematic manner to consistently develop employees' knowledge, skills, and abilities. Most training is conducted on the job. Most notably, neither agency had formalized and documented policies and procedures for a training program.

The University of Hawaii mauka campus has incorporated most of the elements of a formal training program

The University of Hawaii mauka campus has a designated trainer who provides new custodial staff with two weeks of orientation and training. The training covers topics such as general cleaning, equipment usage, and familiarization with disinfectants. The training program utilizes aids such as a training manual, on-the-job training, and checklists to ensure that each custodian completes all aspects of the course satisfactorily. A custodial training manual, available for custodian review, covers basic procedures, floor care, carpet care, and special procedures. On-going training is also provided, covering areas such as floor care, pressure washing, disposal, and carpet cleaning. To reinforce training and to boost employee morale, the campus also periodically recognized outstanding employees.

While procedures exist for cleaning tasks, the campus does not have documented policies and procedures for the evaluation of training, assessment of continuing training needs, and management of training classes. In addition, participants evaluated only one of the 21 training courses over the last two years.

Custodians have not received proper training to address post-9/11 situations

We found that most departments have neither documented procedures on how to properly address the higher risk of terrorist attacks in public areas such as bomb or mail threats nor trained custodians in these situations. Although custodians are not directly responsible for defusing such situations, they are often the first to discover or become aware of dangerous items. For the protection of custodial personnel and others, procedures should be developed to address safety precautions, such as identifying suspicious substances, proper handling of unattended packages or bags in public buildings and areas, and notifying appropriate security or administration staff. Most of the departments in our audit have verbally instructed their custodial staff to call security in such an event, but have not developed relevant procedures or offered formal training to educate custodial staff about terrorist scenarios.

For example, a public school was threatened with a bomb a few years ago and custodians were among those asked to assist in finding the bomb, despite having no prior training for such situations. In this instance, the administrator who found the bomb picked it up, contrary to safety procedures. Eventually a hazardous materials crew successfully disarmed the bomb. Although this episode ended safely, it illustrates the critical need for clear procedures and properly trained staff, including custodians.

A Judiciary custodial supervisor pointed out that since custodial staff knew “every nook and cranny” of the courthouses and are most likely to come across a security threat, they would benefit most from safety and security training. Custodians often have regular access to more private areas not normally monitored by security staff, such as offices and judges’ chambers, and would therefore be more alert to any items that were out of place. The Judiciary’s custodial staff we interviewed echoed the need to receive formal security and safety training.

Some custodians of the Department of Accounting and General Services agreed that they needed more information because “terrorists are more aggressive now.” Staff members, however, have received only minimal briefings on what to do regarding suspicious packages. Furthermore, documentation on these safety concerns or notification procedures do not exist.

Like the other agencies, the University of Hawaii has not provided adequate training to address security and safety issues. Mauka campus supervisors do instruct custodians to notify campus security if they see something suspicious, but have no formal training or procedures in place, other than standard safety training. Makai campus supervisors provide no training on identifying or handling suspicious packages, which is particularly alarming since the athletic complex experiences a high volume of public traffic, especially during sporting events or graduation ceremonies.

The community colleges provide various safety and communication workshops in identifying or handling hazardous materials; however, they lack training to address terrorist situations, such as identifying suspicious packages. Among those we audited, only Kapiolani Community College has provided training on identifying anthrax and suspicious packages.

One reason given for the lack of formal training or procedures by the agencies is that homeland security is in its infancy and therefore no nationwide standards exist for developing formal training procedures. The Hawaii Occupational Safety and Health Division administrator noted that because homeland security is in the process of evolving, those seeking guidance are typically referred to the federal Homeland Security website for up-to-date information.

The lack of a specific nationwide standard should not keep agencies from addressing high-risk possibilities. Program managers should develop response plans appropriate to their areas of responsibility. By not providing specific procedures for staff to follow, the State has no assurance that the risks to public safety are reasonably mitigated.

Program managers do not belong to relevant trade organizations

In our 1996 audit, we reported that custodial services in the State consisted of more than 1,500 custodial staff responsible for 21 million square feet of space with over \$35 million in expenses for statewide custodial services across the four agencies. In this audit, we found that more than 1,600 custodial staff are responsible for more than 24 million square feet of space with over \$45 million in expenses. Given the increase in custodial staff, square footage of space, and expenses, along with budgetary concerns, we reasonably expect that managers have current knowledge of industry standards, management tools, training programs, and effective data analysis techniques.

Membership in industry or trade organizations allows managers the opportunity to exchange information and associate with others who have expertise in the industry or field. An affiliation with professional organizations can enhance organizational effectiveness and training of custodial staff by improving access to information about standards, management tools, safety issues, and emerging trends.

Among the agencies we audited, only program managers at the University of Hawaii mauka campus and the Judiciary are current members of a professional trade organization. The University of Hawaii mauka program managers are members of the Association of Physical Plant Administrators (APPA). Benefits of membership include a subscription to the organization's magazine, an e-mail newsletter, discounts on education programs and publications, and participation in professional meetings and conferences. The Judiciary's facilities manager is a member of the International Executive Housekeepers Association, but explained he has not attended any conferences due to the lack of budgetary resources and does not attend any local chapter meetings. The only benefit of membership he indicated was a subscription to the association's monthly magazine. The Department of Education's custodial superintendent was a member of the Executive Housekeeping Association until two years ago, when his membership was not renewed due to budget cuts. Program managers of other agencies also cited lack of funds as the reason for forgoing membership in professional organizations.

The alternative chosen by certain managers is subscription to relevant journals and magazines such as *National Building and Maintenance*, *International Executive Housekeepers Association*, and *Cleaning Management*. While these publications may provide general industry information, this substitute provides little access to industry peers and experts in the field.

Conclusion

Custodial services programs provide an indispensable service to support the daily operations of state government and to ensure that students and state employees learn and work in the cleanest and most orderly environment possible. Although program managers implemented certain recommendations from our previous audit, custodial services programs still need improvement. The use of proper management tools enables managers to guide these programs, monitor job performance, and work effectively toward this mission. Our review of the State's custodial services programs indicates that program managers have typically not gone far enough to avail themselves of such tools. Developing guidelines, policies, and procedures; applying checklists and other appropriate forms; performing inspections; setting up formal training programs; evaluating custodial programs; and affiliating with professional organizations are effective tools for custodial services managers.

Recommendations

The Department of Accounting and General Services, the Judiciary, the Department of Education and the University of Hawaii should use management tools and best management practices to improve their custodial services programs. Specifically, program managers should:

- a. implement guidelines for cleanliness standards in order to inform line staff of the level of cleanliness they must achieve and how their work will be evaluated;
- b. require the systematic use of checklist forms by line staff;
- c. require regular and documented inspections, including follow-up actions, by supervisory staff;
- d. evaluate their custodial services programs by assessing cost effectiveness of resource use, comparing alternative service delivery methods, and evaluating user satisfaction; and
- e. develop formal training programs to identify, develop, and build the knowledge, skills, and abilities that custodians need to perform their jobs safely and competently.

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Appendix A

Status of 1996 Recommendations

<p><i>Audit of Custodial Services Programs of the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawaii, Report No. 96-12 Recommendations</i></p>	<p>Current Follow-Up Findings</p>
<ol style="list-style-type: none"> 1. All departments should adopt formal cleanliness standards and develop procedures to ensure that standards are applied in every unit. 2. All departments should ensure that custodial managers consistently use task lists, checklists, and inspection forms to document work. 3. The Department of Accountings and General Services, the Judiciary, and the University of Hawaii should develop formal training programs. 4. All departments should use custodial cost data to assess the cost effectiveness of services programs and to compare alternative service delivery methods. 5. The Department of Accounting and General Services, the Judiciary, and the University of Hawaii should ensure that custodial program managers belong to a relevant professional organization that helps managers to obtain the most current information on industry standards, management tools, training programs, and effective data analysis techniques. 	<p>While all departments have adopted cleanliness standards, standards are not communicated to and applied by staff.</p> <p>No department consistently uses task lists, checklists, and inspection forms.</p> <p>Each department, including the Department of Education, has some, but not all, elements of a formal training program; most departments still rely heavily on on-the-job training.</p> <p>No department systematically uses custodial cost data to evaluate program effectiveness.</p> <p>Certain program managers do not belong to relevant professional organizations; some program managers do subscribe to relevant journals and receive other applicable literature.</p>

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Appendix B

Tenant Satisfaction Survey

Users' Survey
Follow-Up Audit of Custodial Services Program
Office of the Auditor
465 South King Street, Room 500
Honolulu, Hawaii 96813

For the information below, please type or write out your responses:

Department _____

Division / Branch _____

Phone _____

Building _____

Floor/Room _____

INSTRUCTIONS

- *If you are responding via hard copy, please type or write out your responses below.*
- *If responding via email attachment, please click on the shaded boxes. The drop-down menu will show your response options:*

1. Please review the attached list of custodial tasks. Prior to reading the list, were you aware of all of the tasks that custodians are required to perform?

Hard copy respondents, please circle: YES / NO

Email respondents, please click on box for drop-down options:

2. Please rate on a 5-point scale how satisfied you are with the custodial services provided in the areas listed below.

CATEGORY	(Email respondents, please click below for drop-down options)	Hard copy respondents, please circle one:				
		extremely dissatisfied				very satisfied
Offices		1	2	3	4	5
Restrooms		1	2	3	4	5
Trash removal		1	2	3	4	5
Corridors and common areas		1	2	3	4	5
Windows and walls		1	2	3	4	5
Elevators and stairwells		1	2	3	4	5
Classrooms (UH / DOE only)		1	2	3	4	5

3. Have you reported a custodial service problem in the past?

Hard copy respondents, please circle: YES / NO

Email respondents, please click on box for drop-down options:

- a. If yes, how satisfied were you with the action taken to rectify the problem?

Hard copy respondents, please circle one below:

extremely					very
dissatisfied					satisfied

1	2	3	4	5
---	---	---	---	---

Email respondents, please click box for drop-down options:

4. Overall, how satisfied are you with the custodial services now being provided?

Hard copy respondents, please circle one below:

extremely					very
dissatisfied					satisfied

1	2	3	4	5
---	---	---	---	---

Email respondents, please click box for drop-down options:

For the last two questions, if you are submitting this form electronically, the shaded space will expand to accommodate your response. If you are submitting a hard copy, please attach an additional page.

5. If "somewhat dissatisfied" or "extremely dissatisfied," please provide us with a brief explanation regarding those specific areas so rated.
6. Do you have any suggestions on how to further improve the custodial services that are now being provided?

Thank you for your cooperation in filling out this survey. Please respond to this survey by email to survey@auditor.state.hi.us or return the survey in the enclosed self-addressed envelope via state messenger by **January 10, 2004**.

Appendix C

Responses to Custodial Survey

Percentage Ratings						
	DAGS (n=153)	DOE (n=93)	JUD (n=88)	UH (n=83)	All responses 2004 (n=417)	All responses 1996 (n=400)*
Tenants' awareness of custodial tasks						
Yes	46%	53%	38%	40%	45%	32%
No	54%	47%	63%	60%	55%	68%
Overall Satisfaction						
Average (mean) rating	3.83	3.66	3.66	4.00	3.79	3.55
Very Satisfied	28%	17%	35%	34%	28%	38%
Satisfied	36%	44%	18%	40%	35%	17%
Somewhat Satisfied	27%	28%	30%	19%	26%	15%
Somewhat Dissatisfied	8%	9%	11%	7%	9%	22%
Very Dissatisfied	1%	2%	6%	0%	2%	8%
Satisfaction with service provided:						
Offices						
Average (mean) rating	3.66	3.96	3.58	3.92	3.76	3.68
Very Satisfied	23%	31%	32%	31%	28%	45%
Satisfied	36%	41%	22%	40%	35%	13%
Somewhat Satisfied	28%	20%	25%	19%	24%	15%
Somewhat Dissatisfied	10%	8%	16%	8%	11%	19%
Very Dissatisfied	3%	0%	6%	1%	2%	8%
Restrooms						
Average (mean) rating	3.92	3.51	3.66	4.01	3.79	3.69
Very Satisfied	33%	20%	34%	38%	31%	44%
Satisfied	36%	34%	23%	38%	33%	14%
Somewhat Satisfied	24%	26%	25%	15%	23%	18%
Somewhat Dissatisfied	5%	14%	11%	7%	9%	15%
Very Dissatisfied	2%	5%	7%	2%	4%	9%
Trash						
Average (mean) rating	4.23	4.02	4.18	4.27	4.18	4.03
Very Satisfied	45%	39%	48%	48%	45%	54%
Satisfied	35%	34%	32%	40%	35%	10%
Somewhat Satisfied	19%	19%	15%	7%	16%	24%
Somewhat Dissatisfied	1%	5%	2%	1%	2%	9%
Very Dissatisfied	1%	2%	3%	4%	2%	3%
Corridors						
Average (mean) rating	3.92	3.85	3.72	4.04	3.88	3.75
Very Satisfied	33%	27%	33%	35%	32%	43%
Satisfied	31%	40%	27%	41%	34%	15%
Somewhat Satisfied	30%	26%	26%	17%	26%	20%
Somewhat Dissatisfied	4%	6%	6%	4%	5%	17%
Very Dissatisfied	1%	1%	8%	2%	3%	6%

Percentage Ratings						
	DAGS (n=153)	DOE (n=93)	JUD (n=88)	UH (n=83)	All responses 2004 (n=417)	All responses 1996 (n=400)*
Windows and Walls						
Average (mean) rating	3.26	3.42	3.26	3.38	3.32	3.28
Very Satisfied	17%	18%	24%	22%	20%	32%
Satisfied	27%	31%	18%	23%	25%	14%
Somewhat Satisfied	29%	32%	30%	34%	31%	20%
Somewhat Dissatisfied	20%	11%	17%	12%	16%	19%
Very Dissatisfied	7%	8%	11%	9%	8%	14%
Elevators and Stairwells						
Average (mean) rating	3.69 (n=144)	3.63 (n=82)	3.74 (n=72)	3.83 (n=69)	3.71 (n=367)	3.56 (n=100*)
Very Satisfied	23%	18%	29%	30%	25%	35%
Satisfied	31%	35%	28%	35%	32%	17%
Somewhat Satisfied	38%	39%	31%	25%	34%	25%
Somewhat Dissatisfied	7%	6%	13%	7%	8%	15%
Very Dissatisfied	1%	1%	0%	3%	1%	8%
Classrooms						
Average (mean) rating	4.14 (n=7)	3.06 (n=83)	4.20 (n=5)	3.93 (n=68)	3.50 (n=163)	Question not asked
Very Satisfied	57%	11%	60%	31%	23%	
Satisfied	14%	30%	20%	37%	32%	
Somewhat Satisfied	14%	24%	0%	28%	25%	
Somewhat Dissatisfied	14%	24%	20%	3%	15%	
Very Dissatisfied	0%	11%	0%	1%	6%	
Past Report						
Yes	48%	53%	41%	41%	45%	Question not asked
No	52%	47%	59%	59%	55%	
Satisfaction with action taken to rectify a problem						
Average (mean) rating	3.73 (n=71)	3.22 (n=49)	3.39 (n=33)	3.73 (n=33)	3.54 (n=186)	3.55 (n=400*)
Very Satisfied	28%	20%	9%	24%	22%	40%
Satisfied	27%	20%	42%	39%	30%	10%
Somewhat Satisfied	37%	33%	33%	21%	32%	26%
Somewhat Dissatisfied	7%	14%	9%	15%	11%	14%
Very Dissatisfied	1%	12%	6%	0%	5%	9%

*Counts were extrapolated from percentages reported in 1996 report in order to derive average (mean) ratings.

Comment Category	# of comments	%
Task/checklist not followed	53	23%
Lack of standards/consequences	45	19%
More resources (staff, time, equipment)	37	16%
Inspections/supervision	31	13%
Unresponsive/negative attitude	19	8%
Work more efficiently	15	6%
Training/safety	12	5%
Lack of awareness re: tasks	6	3%
Privatize	5	2%
Improve communication with tenants	5	2%
Inventory control/supplies	3	1%
Better quality equipment/materials	2	1%
Smoking	1	0%
Reassign custodians to separate departments	1	0%
TOTAL	235	100%*

*Note: Due to rounding, amounts do not add up to 100 percent.

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Appendix D

Custodial Task Lists

Dept. of Accounting & General Services (DAGS) – Oahu

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
Restroom Maintenance		
Rubbish containers	Daily	Empty all containers, clean inside and outside, put back in original location
Hand towel dispensers	Daily/ Twice daily for heavy use areas	Open dispensers to see if supply is low, add towels as needed, clean and wipe dispensers; do not pack tightly
Toilet tissue, seat cover dispensers	Daily/ Twice daily for heavy use areas	Open dispensers to see if supply is low, add as needed to fill dispensers, clean and wipe dispensers
Soap dispensers	Daily	Open dispensers to see if supply is low, fill dispensers with powder or liquid soap
Sanitary napkin dispensers	Daily	Open dispensers to see if supply is low, fill as needed
Mirrors, shelves, counters	Daily	Clean mirrors with glass cleaner and wipe, clean and wipe shelves and counter tops
Water closets (toilet bowls)	Daily	Clean inside and outside surfaces of tanks, bowls, and seat with proper cleaning solution, remove stains, rings, etc., disinfect and wipe, clean and wipe fixtures, metal handles and assist bars
Urinals	Daily	Clean inside and outside surfaces, remove stains, disinfect and wipe clean, clean and wipe pipe fixtures and handle; pour 1 cup of disinfectant solution in the urinal; do not flush
Wash basins	Daily	Clean all exterior porcelain surfaces with the proper cleaning solution, remove stains, disinfect and wipe clean
Showers (if available)	Daily	Clean walls, floor and fixtures with the proper cleaners, remove stains, dirt, etc., wipe wall and fixtures
Drains	Daily	Remove rubbish from drains, pour 1 cup of disinfectant solution into the drain; do not flush with water
Toilet fixtures	Weekly	Polish all metal surfaces of fixtures, pipes and faucets, dispensers, etc. with proper metal polish, wipe with dry cloth
Floor	Daily	Sweep, damp mop and sanitize floors, scrub to remove stubborn stains, clean corners, edges and baseboards; use scrubbing machine as required; rinse and wring mop thoroughly and hang to dry
Walls, partitions and doors	Twice weekly	Use proper cleaner to spot clean tile walls, stall partitions and doors, wipe dry
Floor Maintenance		
Dust mop	Daily	Use treated dust mop on all hard floors in offices, corridors, hallways, etc. Remove dirt, debris and dust
Sweep	Weekly/ Spot daily	Clean stairwells, steps, ramps, walkways, etc.

Dept. of Accounting & General Services (DAGS) – Oahu (continued)

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
Damp mop	Weekly	Damp mop thoroughly; rinse mop frequently; After each use and before storage, rinse mop in clean water, wring and hang to dry
Complete vacuum	Twice weekly	Thoroughly vacuum all carpeted areas, including common areas, offices and halls
Spot vacuum	Twice weekly	Spot vacuum on alternate days
Buff floors	Monthly	Apply wax and buff floors
Strip and wax	Annually	Dry or wet strip floors, apply sealer, apply wax and buff
Cleaning, dusting, misc.		
Wash basins and sinks	Daily	Clean, remove stains and wipe dry; polish metal surfaces with metal polish once a week
Walls and doors	As needed	Spot clean walls and doors, clean door jambs and hinges, clean door knobs and hardware, polish metal surfaces
Furniture and equipment	Weekly	Dust and clean surfaces, polish with furniture polish
Waste receptacles	Daily	Empty and clean, replace plastic liners as required, dispose of trash
Pencil sharpeners	Weekly	Empty and clean
Hand towel dispensers	Daily	Open dispensers to see if supply is low, add towels as needed, clean and wipe dispensers; do not overfill
Ash trays, urns, etc.	Daily	Empty and clean, wipe dry
Light fixtures	As needed	Replace light bulbs and fluorescent lamps as required, clean diffusers, inside and out
Windows and blinds	Twice a year	Wash windows with a squeegee, vacuum or wipe blinds
Draperies	Twice a year	Vacuum all draperies
Emergency cleaning	As required	Respond immediately and clean up
Open and lock doors, windows, gates, chains, etc.	Daily	As applicable
Drinking fountains	Daily	Clean and wipe dry; polish metal surfaces weekly
Elevators	Daily	Clean tracks daily, remove dirt, debris, etc., dust mop or vacuum floor, clean walls; buff once every two weeks; polish metal surfaces with metal polish weekly
Stairways and railings	Weekly	Clean and dust all surfaces within reach, polish metal handrails and other metal surfaces as required
Turn lights on and off	Daily	As applicable
Move furniture and bulky items	Daily	As applicable
Horizontal and vertical surfaces (high cleaning)	Monthly	Clean and dust thoroughly
Replace light bulbs and fluorescent lamps	As needed	Clean diffusers – inside and out – when replacing bulbs and lamps
Miscellaneous	As needed	Replace faucet washers, tighten doorknobs, and complete minor repairs and maintenance tasks not calling for a trade skill; Complete minor grounds keeping tasks as assigned

Dept. of Accounting & General Services (DAGS) – Maui

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
Floor Maintenance		
Dust mop	Daily	Remove all debris, dirt and dust from tiled floors
Damp mop and rinse	Weekly	Remove debris and dirt with damp mop or scraping and rinse
Sweeping	Weekly or as required	Clean concrete walkway, steps, ramps, etc.
Buffing	Monthly	Clean tiled floor, apply wax and buff
Strip and re-wax	Twice a year	Strip wax from tiled floor, reseal, apply wax and buff
Restroom Maintenance		
Walls, partitions and doors	Monthly	Spot clean daily and damp wash tiled walls, doors and toilet partitions monthly
Floor	Daily	Sweep and damp mop daily, wash every six months
Water closet (toilet)	Daily	Clean, disinfect and wipe outside and piping dry
Urinal	Daily	Clean, disinfect and wipe outside and piping dry
Wash basin and sink	Daily	Clean, disinfect and wipe dry
Shower	Twice a day	Clean and disinfect walls, floor and fixtures on days used
Handle towel dispenser	Twice a day	Fill, clean and wipe dry
Toilet tissue dispenser	Twice a day	Fill, clean and wipe dry
Waste receptacles	Twice a day	Empty
Soap dispenser	Weekly	Fill, clean and wipe dry
Mirror	Weekly	Damp wash and dry
Miscellaneous		
Furniture & equipment	Daily	Dust daily, clean, wax and polish monthly
Waste	Daily	Empty
Pencil sharpener	Daily	Empty and clean
Ash tray & urn	Daily	Empty and clean
Drinking fountain	Daily	Clean, disinfect and wipe dry
Light fixture	As required	Change tubes and bulbs, clean annually
Stairway and railing	Daily	(No description)
Service counters	Daily	Apply duster/polisher and wipe dry
Wall ceiling and door	As required	Spot clean daily, damp wash and rinse annually
Window	Twice a year, as required	Clean and dry
Doors and windows	Daily	Open and lock, rinse and lower flags in inclement weather
Fans, A/C, appliances	Daily	Turn off
Furniture and bulky items	As required	Move, as needed
Trash removal	Daily	(No description)

Dept. of Accounting & General Services (DAGS) – Kauai

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
Restroom maintenance		
Rubbish containers	Daily	Empty all containers and replace in proper location
Hand towel dispensers	Daily	Check daily, refill as required, clean and wipe
Toilet tissue dispensers	Daily	Check daily, refill as required, clean and wipe
Soap dispensers	Daily	Check daily, refill as required, clean and wipe
Mirrors	Daily	Clean and wipe dry
Water closets (toilet bowls)	Daily	Clean interior and exterior surfaces of bowls and seats; remove stains, rings, disinfect and wipe
Urinals	Daily	Clean interior and exterior surfaces; remove stains, disinfect and wipe
Wash basins and sinks	Daily	Clean, remove stains, disinfect and wipe
Shower and toilet fixtures	Weekly	Polish metal fixtures, pipes, faucets, dispensers, and wipe dry
Floor	Daily	Sweep, damp mop, and sanitize; scrub floors to remove stubborn stains as required
Walls and partitions	Three times a week	Clean tile walls, stall partitions, and doors three times a week; spot clean and dust horizontal surfaces twice a week
Cleaning, Dusting, etc.		
Drinking fountains	Daily	Clean, disinfect and wipe daily; polish once a week
Elevators	Daily	Clean tracks, remove dirt, debris, clean walls, dust mop, sweep or vacuum floors, damp mop; buff
Wash sinks, basins, etc.	Daily	Clean, remove stains and wipe
Walls, ceilings, doors	As required	Spot clean
Furniture and equipment	Daily	Dust and clean; wax and polish as required
Waste receptacles	Daily	Empty and clean
Ash tray and urn	Daily	Empty and clean
Light fixtures	As required	Clean once a year, change bulbs as required
Window, venetian blinds, drapes	Twice a year	Clean, wipe and vacuum
Stairway and railing	Twice a week	Clean, dust, polish and wipe
Emergency cleaning	As required	Respond immediately and clean up
Exterior doors and windows	As applicable	Open and lock
Trash removal	Daily	(No description)
Lights	Daily	Turn on and off in common areas
Appliances, fans, etc.	Daily	Turn off as applicable
Furniture and bulky items	As required	Move during work task performance
Horizontal and vertical surfaces	Monthly	Clean and dust
Minor repairs and maintenance	As required	Replace light bulbs and fluorescent tubes, washers, door knobs and similar minor repairs and maintenance tasks not requiring a trade skill
Floor maintenance		
Dust mop	Daily	Remove all debris, dirt and dust from tiled and other hard wood floors
Sweep	Daily	Clean stairways, ramps, steps, walkways, etc.
Damp mop	Twice a week	Damp mop and rinse
Buff	Once every two months	Spray buff, wax, and buff tiled floors

Dept. of Accounting & General Services (DAGS) – Kauai *(continued)*

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
Strip wax	Twice a year in common areas, once a year in office areas	Dry or wet strip, reseal and wax, and buff tiled floors
Vacuum	Three times a week Two times a week—spot	Thoroughly vacuum carpets Spot vacuum carpets

Dept. of Accounting & General Services (DAGS) – Hawaii

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
Flags	Daily	Raise and lower
Entrances	Daily	Unlock and lock
Clean entries and offices	Daily	Dust mop, sweep, vacuum
Public telephones	Daily	Clean
Restrooms	Daily/ Weekly	Sanitize and refill / Wash down, polish bathroom fixtures
Trash	Daily	Remove to include ashtrays and pencil sharpeners
Elevator/Stairs	Daily	Sweep or vacuum
Entry doors	Daily	Clean handles and glass
Miscellaneous	Daily	Report any repairs, requisition and inspection, replace light bulbs and tubes, clean AC tower, clean gutter on roof, order supplies for county and state office buildings, base yards and field offices
Floors	Weekly	Wet mop
Custodians' storage rooms	Weekly	Clean, mop and refill supplies
Railings, furniture, conference tables and countertops	Quarterly	Polish
A/C vents and жалousies	Quarterly	Clean or vacuum
Light fixtures, ball lights and webs	Quarterly	Clean
Floors/Stairs	Annually	Strip/wax
Key locks	Annually	Lube
Lanai and basement area	Annually	Wash down
Windows, Draperies/blinds	Annually	Wash outside and inside, vacuum or clean

The Judiciary

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
All Areas		
Trash containers	Daily (morning) or twice daily (morning and afternoon) for high traffic areas, or as requested	Empty container, clean inside and outside, replace liner, return to proper location
Hand towel, toilet tissue and seat cover dispensers	Daily (morning) or twice daily (morning and afternoon) for high traffic areas	Open dispenser to check if supply is low, add to fill dispenser if needed, clean and wipe dispenser using a general-purpose disinfectant cleaners; do not pack tightly
Walls	Once daily	Spot clean walls using a general-purpose disinfectant cleaner; pay special attention to areas near light switches, doorways, trash containers, urinals, washbasins, and toilets
Doors	Daily	Clean and polish metal fixtures using a designated cleaner or polish; clean glass with glass cleaner, removing all dust, smudges and old adhesive; clean and remove scuff marks and smudges from doors; dust all ledges and trim with dust rag
Horizontal surfaces	Daily (morning)	Dust cleared areas with dust rag, including shelving, top of cabinets, bench tops, ledges, top of wall partitions, and office equipment
Windows	Once weekly or as needed, interior glass only	Clean with glass cleaner, removing all dirt and smudges; use extension pole with applicator and squeegee where needed; dust all window ledges with dust rag
Restroom Maintenance (includes Jury Restroom)		
Soap dispensers	Daily (morning)	Open dispenser to check if supply is low, fill dispenser with appropriate liquid soap, clean and wipe dispenser using a general-purpose disinfectant cleaner
Mirrors, counters and shelves	Daily (morning) or twice daily (morning and afternoon) for high traffic areas	Clean mirrors with glass cleaner, counters and shelves with a general-purpose disinfectant cleaner, wipe and remove all smudges, remove all water and water stains, wipe all metal or plastic to a shine
Toilet bowls, urinals, and wash basins	Daily (morning) or twice daily (morning and afternoon) for high traffic areas	Clean inside and outside surfaces of bowls, urinals, and seats with designated cleaning solution, remove stains, disinfect and wipe, clean and wipe outside surfaces and fixtures of basin with designated cleaners, wipe to a luster
Wall dividers	Daily (morning)	Clean and wipe all surfaces and fixtures using a general-purpose disinfectant cleaner; wipe all metal surfaces to a luster

The Judiciary *(continued)*

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
Floors	Daily (morning) or twice daily (morning and afternoon) for high traffic areas	Sweep or dust-mop floors removing all debris; wet mop using a designated disinfectant cleaner
Showers	Once weekly, daily cleanliness is users' responsibility	Scrub and clean walls with designated cleaner, wet-mop floors with a general-purpose disinfectant cleaner
Courtroom Maintenance		
Floors	Daily (morning)	Carpet-sweep or sweep floors; vacuum floors weekly
Woodwork	Monthly	Apply appropriate polish or oil to all woodwork following manufacturer's specifications; wipe off excess oil or polish
Seating	Daily (morning)	Clean with dust rag; use designated cleaner or polish; rearrange furniture to original location
Witness/Attorney Rooms Jury deliberation room	Daily (morning) or as requested	Clean and wipe tabletops with designated cleaner or polish; empty trash containers and replace liner, and return to proper location; sweep or carpet-sweep floor, vacuum weekly
Public Lobbies Maintenance		
Floors	Twice daily (morning and afternoon)	Sweep or carpet-sweep floors, vacuum weekly, wet-mop tile floors in the morning, clean and wipe up all spills
Signs, directories and public telephone booths	Daily	Clean and wipe with designated cleaners
Railings	Twice weekly	Clean and wipe all railings (wood, glass, plexi-glass, metal) using a designated cleaner or polish
Drinking fountains	Twice daily (morning and afternoon)	Clean and wipe basin and exterior of all fountains to a luster with a designated cleaner or polish; clean all water spills on walls and floors
Public seating	Daily	Wipe or brush with designated cleaner or polish
Elevator/Escalator		
Elevators	Daily (morning) for private elevators, twice daily (morning and afternoon) for public elevators	Sweep or carpet-sweep floors, clean and wipe walls and doors (interior and exterior) using a designated cleaner, clean and wipe all metal parts to a luster, remove all unused adhesive tape on walls; vacuum carpeted floor weekly, wet-mop vinyl floor daily, strip and wax vinyl floors annually Do not spray cleaner on walls with electrical controls, spray cleaner on dust-rag first, then wipe walls
Escalators	Three times a week (Monday, Wednesday, Friday)	Clean and wipe metal sidings and glass panels with designated cleaner; clean and wipe rubber railings with appropriated cleaner following manufacturers' specifications and directions

The Judiciary *(continued)*

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
Gen. Office Maintenance		
Floors	Daily (morning) or as requested	Remove all debris, dust-mop or carpet sweep floors; wet-mop all vinyl/tile floors daily using a general-purpose disinfectant cleaner; vacuum carpeted floors weekly
Window coverings	Weekly	Clean blinds with dust rag; report condition of drapery to supervisor
Lunch and Break Room		
Floors	Daily (morning) or as requested	Dust-mop or carpet sweep floors, and wet-mop tile/vinyl floors using a designated disinfectant cleaner; clean and wipe all spills as they occur
Sinks	Daily, daily cleanliness is users' responsibility	Clean sink with designated cleanser; clean and wipe all metal to a luster
Counters and horizontal surfaces	Daily (morning)	Clean and wipe cleared surfaces, including counters, tops of cabinets, table tops, ledges, and kitchen equipment If horizontal surfaces are not cleared of food and other items, do not clean
Refrigerators	Weekly or as needed, exterior only	Clean and wipe exterior surface using a general-purpose disinfectant cleaner; interior of refrigerators are users' responsibility
Stairwell Maintenance		
Floors	Weekly or as requested	Spot sweep and remove all debris
Railings	Weekly	Clean and wipe all railings with a designated cleaner or polish
Lighting	Weekly	Replace all defective lamps or bulbs; report more serious problems
Interior Area Maintenance		
Lighting	Daily	Check and replace defective lamps; report more serious problems to supervisor
	Semi-annually	Clean and dust light diffusers and fixtures
Carpeted Floors	Weekly	Vacuum carpet, including under desks and furniture, vacuum edges; remove all stains/spots, clean and wipe baseboards with designated cleaner
	Semi-annually	Remove all stains using a designated cleaner; dry clean carpet using proper equipment and cleaner
Tile/Vinyl Floors	Monthly or as requested	Strip and wax
Air conditioning and exhaust vents	Monthly or as requested	Clean and wipe vents using a general-purpose disinfectant cleaner; use extension pole for hard-to-reach areas

The Judiciary *(continued)*

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
Discrepancies	Daily	Report discrepancies to working supervisor, e.g. leaking faucets, loose flooring, and clogged plumbing, by filling out a discrepancy tag; see supervisor for tags
Paper Recycling	Daily	Pick up paper and transport to designated area for recycling

Department of Education

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
Operational		
Yard work	Daily	Weeding, edging and minor mowing, watering, raking and picking up rubbish, emptying trash cans in hallways, etc. (not classrooms)
	Periodically, as required	Fertilizing with proper equipment, landscaping, pruning, spraying for weed and insect control
Miscellaneous	Daily	Open / close windows and doors (except classrooms), minor repairs as required, secure buildings, including classrooms cleaned by custodians, start / turn off fans, air conditioning units
Cleaning		
Classrooms	Daily	Empty pencil sharpeners and waste receptacles, erase and clean chalkboards, clean erasers, sweep or dust mop resilient floors, mop resilient floors with cleaning solution, clean sink
	At least once a week	Spot clean glass in doors and partitions, walls, doors and ledges, etc., as needed, clean windows at least once a year, spray buff accessible area of resilient floors to remove scuffmarks, clean light fixtures Strip, clean and apply wax to resilient floors and shampoo carpets, replace burned out lights as needed, spot clean floors as needed due to accidents, clean and polish furniture, dust windows ledges, sills, furniture, bookcases, etc.
Restrooms	Daily	Clean toilets, urinals, basins, shelves, and hardware with cleaner-disinfectant solution, spot clean mirror, partitions, walls, stainless steel and chrome surfaces, sweep and mop floors using cleaner-disinfectant solution, empty waste receptacles, re-supply toilet paper, towels, napkins, and soap as needed

Department of Education (continued)

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
Restrooms (continued)	At least once a week	Scrub or foam down floor and walls using disinfectant solution, remove standing water from floor General clean up – same as for classrooms Remove stains and buildup from toilets, basins, urinals, fixtures and floors
Library, Offices, Lounges and Conference Rooms	Daily	Spot clean glass in partitions and doors using glass cleaner, vacuum carpets and spot clean, dust mop or sweep resilient floors, mop resilient floors with detergent solution, clean sink, arrange furniture, empty all waste receptacles
	Periodically (at least once a week)	Same as for classrooms Clean telephones, including dials and crevices, with disinfectant, dust furniture, bookshelves, sills, ledges, bookcases, displays, etc.
Cafetorium	Daily	Empty waste receptacles, spot clean walls, glass in partitions, windows and doors, dust sills and ledges, clean floors using dust mop for dry floors and brooms for wet floors, wet mop floors with disinfectant cleaner solution, clean and disinfect water fountain and sinks, rearrange furniture
	At least once a week	Same as for classrooms
Entrances, Lobbies, Halls, Stairways, etc.	Daily	Sweep lanais, lobbies, hallways, outside steps and nearby sidewalks, clean door mats, matting and runners, spot clean walls, soiled glass on doors and partitions, empty and clean waste receptacles, clean and disinfect water fountains, remove items that have been dropped on floors, in planters, etc., replace burned out lights, spot clean for spills or soiled spots
	At least once a week	Same as for classrooms Scrub concrete lanais with deck brush and cleaner solution and rinse with clear water; hose down sidewalks; wash handrails with detergent solution
Additional duties for intermediate and high schools		
Locker rooms	Daily	Empty all waste receptacles, damp clean benches and furniture using cleaner-disinfectant solution, spot clean walls and lockers, sweep floors, mop floors with cleaner-disinfectant solution Restrooms – same as for previous section

Department of Education (continued)

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
	At least once a week	Same as for classrooms Dust lockers to remove all visible dust, spread disinfectant solution over entire floor with mop and let stand 3-5 minutes, scrub floors, pick up solution and rinse with clear water
Showers	Daily	Remove all pieces of soap and foreign matter, spread disinfectant solution over entire floor with mop and let stand 3-5 minutes, scrub floor with deck brush and rinse, wipe or scour walls with disinfectant solution to prevent deposit buildup, rinse
	At least once a week	Clean and polish handles, soap trays, shower heads and poles
Gym and bleachers	Daily	Empty all waste receptacles, dust mop floors using treated dust mops, clean and disinfect water fountains, clean bleacher area of trash and food, shower rooms and restrooms – same as previous sections
	Periodically (at least once a week)	Damp mop floors, dust mop bleachers monthly and before each event, damp wipe bleachers as necessary, dust equipment General clean-up – same as for classrooms
Auditorium and Stage Cleaning	Daily	Clean floors using dust mop or vacuum after each daily use, damp mop as required or at least once a week, empty waste receptacles, restrooms – same as for previous section
	At least once a week	Dust seats and horizontal surfaces before use of facilities, clean shades, drapes and curtains General clean-up – same as for classrooms

University of Hawaii at Manoa
Mauka Campus

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
Offices, Hallways, Stairs		
Floors	As needed	Waxed, sealed, protected, swept, dust mopped and wet mopped
Floor carpet	Weekly	Vacuumed
Baseboards & corners	As needed	Clean
Walls	Weekly	Clean
Windows, sills, drapes and blinds	Weekly	Clean
Woodwork	Weekly	Clean
Ceilings and vents	As needed	Clean
Telephone and ashtray	Daily	Clean

University of Hawaii at Manoa
Mauka Campus *(continued)*

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
Furniture and fixtures	As needed	Clean
Doors and door hardware	As needed	Clean
Glass in doors and partitions	As needed	Clean
Light fixtures	Daily	Clean and ensure they are operating properly
Pencil sharpeners	As needed	Clean
Drinking fountains	At least daily	Clean
Corridors	Daily	Clean
Fire extinguisher cases	Daily	Maintained
Elevators, stairs and handrails	Weekly	Clean
Rooms	Daily	Ventilated and free from obnoxious odors
Restrooms		
Floors	As needed	Protected, stripped, sealed and waxed, swept and wet mopped daily
Light fixtures	Daily	Clean and ensure they are operating properly
Walls, ceilings and vents	As needed	Clean
Doors and door hardware	As needed	Clean
Mirrors and windows	As needed	Clean
Wash basins and hardware	At least daily	Clean
All dispensers	At least daily	Make sure they are clean, filled, and working
Receptacles	Daily	Clean
Toilets and urinals	At least daily	Clean
Rooms	Daily	Free from obnoxious odors
Shower	Daily	Clean
Custodial rooms		
Rooms	As needed	Clean and in order
Lockers	As needed	Maintained
Equipment & tools	Daily	Stored properly
Light fixtures	Daily	Clean and ensure they are operating properly
Sinks/drains	Daily	Clean and ensure they are operating properly
Flammable materials	Daily	Safely stored
Chemical containers	Daily	Properly labeled

Makai Campus (Athletic Facilities)

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
General		
Furniture, window sills and venetian blinds	Weekly	Dust
Classrooms, offices, lecture hall	Daily	Open rooms, sweep and vacuum
Chalkboard erasers	Daily	Clean
Wastebaskets	Daily	Empty
Hallways and corridors	Daily	Sweep, keep clean at all times
Practice gyms	Daily	Sweep and mop
Glass backboards	Weekly	Polish glass, change nets when needed
Hand rails	Weekly	Wipe
Doors and door knobs	Daily	Clean

Makai Campus (Athletic Facilities) *(continued)*

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
Windows and door glass	Weekly	Wash when necessary
Walls	Daily	Clean
Ceiling and vents	Weekly	Clean
Public telephones and fixtures	Weekly	Clean
Furniture and fixtures	Daily	Clean
Light fixtures	Monthly / Daily	Clean and ensure working properly
Drinking fountain	Daily	Clean
Window screens	Monthly	Clean
Elevators and all fixtures	Daily	Clean
Restrooms		
Dispensers	Daily	Ensure all are clean, filled and working
Floors	Daily	Swept and mopped
Toilet rooms and locker rooms	Daily	Mop
Toilet stalls, bowls, urinals and lavatories	Daily	Clean
Sinks and hardware	Daily	Clean
Tile walls, ceiling and vents	Daily	Wipe
Doors and hardware	Daily	Clean
Light fixtures	Weekly/Daily	Ensure all are clean and working properly
Trash	Daily	Empty and replace trash bags
Floors	Monthly	Protected, stripped and sealed when needed
Off-season clean-up		
Walkways, stairways, walls	Seasonal	Water pressure
Outside windows	Seasonal	Clean outside 2 nd and 3 rd floors
Floor	Monthly	Clean with Tennant machine, walkways when needed
Custodial rooms		
Rooms	Daily	Clean
Lockers	Daily	Clean
Equipment and tools	Daily	Clean and stored properly
Lighting	Daily	Adequate and operating properly
Sinks/ drains	Daily	Clean and operating properly
Flammable materials	Daily	Safely stored

Kapiolani Community College

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
Restrooms		
Paper products and soap dispensers	Daily	Check, restock and refill if necessary; when checking dispensers, clean out lint and other debris
Toilets and urinals	Daily	Flush, dispense cleaner (AJAX or cream cleanser) inside the bowl and scrub inside the bowl with a toilet brush, especially the rim; clean under seat, chrome area and other exterior surfaces
Sinks	Daily	Scrub with cleanser, clean chrome faucet taps or handles, wipe down sink with nabc solution, including back tile areas

Kapiolani Community College (continued)

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
Floors	Daily	Sweep and wet mop with nabc solution
Trash, sanitary napkin cans	Daily	Empty and clean out
Walls	As time permits	Wipe down with nabc, remove any graffiti
Windows	As time permits	Clean windows and ledges, screens
Light fixtures	As needed	Clean, check if any lights need changing
Classrooms		
Blackboards and erasers	Daily	Check and clean, use clean terry cloth to remove chalk dust, clap chalk erasers together outside the room, restock with chalk if needed with 6-8 long pieces
Whiteboards	Daily	Check and clean; make sure all ink is removed from surface; replace erasers daily – wash used erasers with soap and water and leave overnight to dry; two erasers per white board
Desks	Daily	Straighten up desks, wipe or dust off desk surface and seat area, wipe down teacher's desk of chalk dust Remove gum from under desks as time permits
Floors	Daily	Sweep, spot wet mop as needed daily, dry dust mop 2-3 times a week, wet mop entire room at least once a week Carpeted floors should be swept daily and vacuumed at least once a week; spot clean carpets as needed
Trash cans	Daily	Empty, change plastic liners when necessary; sanitize trash can at least twice a month with nabc solution
Air conditioning, fans, lights	Daily	Turn off
Windows	As time permits	Clean windows and ledges, screens
Light fixtures	As needed	Clean, check if any lights need changing
Offices		
Tile floors	Daily	Sweep, dust mop at least twice a week, spot wet mop as needed, wet mop entire floor at least once a week
Telephones	Daily	Wipe down telephone and receiver with nabc solution
Cabinets and bookshelves	Daily	Wipe down as needed with nabc solution
Trash cans	Daily	Empty, change plastic liner as needed, sanitize at least once a month
Carpets	Daily	Sweep with broom and dust pan, pick up paper clips, rubber bands, staples from the floor, vacuum at least once a week
Common Areas		
Walkways	Daily	Sweep at least once, twice in high traffic areas, clean off gum, beverage spills and other foreign matter
Trash bins	Daily	Empty and clean lids, sanitize inside trash bins at least once a week (use bleach and water mix)

Kapiolani Community College *(continued)*

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
Cigarette urns	Daily	Clean, change gravel/ sand when necessary
Planter boxes	Daily	Clean out any trash deposited
Vending machine area	Daily	Clean, hose down at least twice a month, scrub if necessary
Metal railings	Daily	Wipe down, polish as time permits
Concrete area	Daily	Hose down concrete area from dust and soda spills at least once a week
Stairway	Daily	Sweep in your area
Lights	Daily	Check, change as needed, report any repairs needed
Walls, pillars, doors	Daily	Clean off graffiti, take off unauthorized posters or signs

Windward Community College

(Note: This college reported that it has no policies or task list.)

Maui Community College

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
General maintenance		
Entrances, lobbies, halls, other public areas and conference rooms	Daily	<p>Sweep lanais, outside steps or nearby sidewalk to keep heavy soil out of buildings; keep matting and runners clean at entrances; spot mop these areas to remove tracked-in water or soil; spot clean soiled glass in doors and partitions, particularly at entrances; use soft clean cloth and glass cleaner in spray bottle</p> <p>Empty and wipe filled ash trays and urns; use a treated cloth; keep waste receptacles emptied as required; pick up any items that have been dropped on floors, in planters, or in pools; check carpets for spot cleaning; clean any spills or soiled spots on floors with a mop; change accessible lights without climbing a high ceiling and when this can be done without interfering with building activities</p>
Restrooms	Daily	Empty filled rest room receptacles and urns, as required; check paper dispensers for refill; spot-clean soiled basins with cleanser applied with a wet sponge or cloth, rinse off with the sponge damp with clear water

Maui Community College *(continued)*

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
Restrooms <i>(continued)</i>	Daily	Clean soiled toilet seats with a sponge dampened with cleaner-disinfectant from pail or plastic spray bottle; dry with a cloth; spot-clean and disinfect soiled toilet bowls and urinals with cleaner-disinfectant solution and bowl brush or bowl mop; clean and disinfect any spillage or soiled spots on floors; use cleaner-disinfectant solution in plastic pail and a small sponge mop with built-in wringer
Classroom and laboratories	Various	Clean erasers twice weekly or weekly, using exchange system; use electric eraser cleaner Wipe lab table tops when told to do so by supervisor to remove spills, especially in biology laboratories; do not clean chemistry tables, except when told it is safe to do so by a teacher or your foreman
Library cleaning	Daily	Empty all urns and receptacles, spot clean glass in partitions and doors; on glass and metal, use a soft cloth and glass cleaner in spray bottle; dust furniture, sills and ledges with lightly treated dust cloth or dusting mitts; dust vertical surfaces weekly; clean water fountains; use lotion-type cleanser applied with a damp sponge or cloth; rub off with clean cloth; dust mop floors with a treated dust mop; arrange furniture
	Twice weekly	Mop only soiled resilient or hard floors with detergent solution; rinse with mop dampened with clear water if soil is heavy; spray-buff scuffed, marked or dull resilient floors coated with floor finish; dust mop after
Library stacks	Daily Twice weekly Every 2 weeks	Empty waste receptacles (dump out into container rather than reaching in); dust floors with treated dust mop wide enough to dust aisle in one pass; arrange movable furniture Spot-clean glass in doors and partitions, and on the inside of the window to remove smudges; use soft clean cloth and glass cleaner in spray bottle Mop soiled floors with detergent solution, wring mop as nearly dry as possible; rinse with mop dampened with clean water if heavily soiled; spray-buff resilient floor coated with floor finish; dust mop after; dust empty shelves with a treated dust cloth or mitts

Maui Community College *(continued)*

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
Practice rooms and carrels	Daily (if room is used)	Empty waste receptacles; if top surfaces of furniture or piano look dusty, clean with treated cloth or dusting mitt; remove soil or litter from floor, using treated dust mop, vacuum if carpeted; arrange furniture
	Weekly	Dust vertical surfaces of furniture and piano; spot-clean glass, if needed, using glass cleaner in plastic spray bottle and soft cloth; spot-clean walls, if needed, using sponge or cloth and detergent solution in plastic spray bottle; damp mop soiled resilient or concrete floors, using detergent solution
	Every 2 weeks	Spray-buff resilient floors to remove scuffs and marks; dust mop after

Honolulu Community College

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
Restrooms		
Waste containers and urns	Daily	Empty into waste collector; avoid putting hot ashes into flammable trash; wash weekly or as needed
Toilet tissue, towels, napkins and soap	As needed	Re-supply
Basins, shelves, hardware	Daily	Use cleaner-disinfectant solution in 10-quart plastic pail or equivalent; remove stains or heavy soil; spot clean stainless steel and chrome surfaces, using cloth dampened with stainless steel cleaner, wipe with clean dry cloth; clean underside with sponge and cleaner-disinfectant solution; use stainless steel or chrome cleanser to clean all hardware under basins
Walls and partitions	Daily	Spot clean with sponge in cleaner-disinfectant solution in pail or plastic spray bottle; wipe dry with cloth to prevent streaks
Floor	Daily	Sweep trash off the floor, pick up with dustpan; mop with cleaner-disinfectant solution in mop bucket; pick up solution with wrung-out mop; about twice a week or as needed, rinse floors using clear water from a mop bucket
Fixtures	Every 2 weeks	De-scale fixtures using organic acid type bowl cleaner; use protective equipment when cleaning with acid

Honolulu Community College *(continued)*

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
Entrances, lobbies, halls, other public areas, and conference rooms	Daily	Sweep lanais, outside steps or nearby sidewalks to keep heavy soil out of building; keep matting and runners clean at entrance; spot-mop areas to remove tracked-in water or soil Empty and wipe filled ash trays and urns; use treated cloth; keep waste receptacles emptied as required; pick up trash off floors, planters and grass area; check carpets for spot cleaning; clean spills or soiled spots; change lights where accessible without climbing a high ceiling and where this can be done without interfering with building activities
Classrooms		
Pencil sharpeners	Daily	Empty, hold sharpener deep in waste collection to prevent raising dust
Waste receptacles	Daily	Empty by carefully dumping, not reaching in
Chalkboard	Daily	Erase and vacuum clean or damp wipe chalk tray
Window ledges, sills, displays, decorations	Daily	Dust with lightly treated dusting cloth or equivalent
Furniture	Daily	Arrange, dust student desks once a week unless tops appear dusty, dust under desks with counter brush or equivalent
Floors	Daily	Vacuum carpeted floors and check for spot cleaning; dust mop floors with treated dust mop Mop soiled resilient floors with detergent solution weekly; rinse with clean water when needed; mop soiled floor areas during wet weather daily
Glass	Twice weekly	Spot-clean glass in doors and partitions and on inside of windows to remove smudges; use soft, clean cloth and glass cleaner
Walls, doors ledges	As needed	Spot-clean, use clean cloth or sponge and detergent solution in spray bottle

Kauai Community College

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
All areas		
Floors	Various	Pick up trash and wipe off spills daily, tile floors – dust mop and damp mop twice a week, carpet – vacuum once a week, spot sweep daily
Lights	As needed	Report burnt out lamps
Windows and mini blinds	During breaks	Clean during spring, summer and Christmas breaks
Chairs and couches	Once/ twice a week	Upholstered- vacuum once a week; others --dust twice a week

Kauai Community College (continued)

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
Trash cans	Various	Empty daily, replace liner twice a week, wipe inside and outside with "Fresh & Clean" weekly
Counter tops	Twice a week	Dust
Drinking fountain	Daily	Wipe with "Fresh & Clean", check pressure, clean with stainless steel cleaner once a week
Administration		
Offices	Daily	Vacuum floor, dust chair, desk and table (do not touch papers), empty trash
Conference Room	Daily	Check room and pick up any trash, clean chalkboard if used, lock door after cleaning room
	Weekly	Vacuum floor and chairs, dust table twice a week
Business office	Daily	Dust mop and spot mop daily, any spills and mud, dust counter top; damp mop twice a week
Library		
Bookcases, book trucks, book drop	Weekly	Dust and clean
Carrels	Daily	Check, remove trash, spot wipe spills, dust twice a week
Circulation desk	Daily	Dust counter tops
Display cases	Daily	Clean with glass cleaner
Table tops	Daily	Dust
Room 113	Various	Wipe counter tops, empty trash and clean sinks with "Fresh & Clean" daily, vacuum couches, chairs and floor weekly, pick up trash and any food items off the floor daily, wipe spills daily
Stairs	Weekly	Vacuum, spot sweep daily
Patio	Daily	Broom daily, hose down weekly (groundskeepers rake front area daily)
Classrooms		
Chalkboard	Daily	Erase unless SAVE is written on it, clean trays and erasers if board was used, throw away chalk shorter than 1-inch, replenish chalk supply as needed (2 per board)
Instructor's desk and chair	Daily	Dust
Tables	Twice a week	Dust
Pencil sharpeners	Daily	Empty
Restrooms	Daily	Clean
Offices		
Tables	Twice a week	Dust, do not touch papers
Walls	Daily	Wipe smudges off
Patio Areas	Daily/ Weekly	Sweep daily with push brooms, hose down weekly
Shop Areas		
Sinks	Daily	Clean with "Fresh & Clean", clean with stainless steel cleaner once a week
Hallways		
Entrance rugs	Daily	Vacuum

**University of Hawaii
West Oahu**

(Note: This task list is based on the position description for School Custodian II)

TASK (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)	WHAT TO DO
Major duties and responsibilities	Not specified	Vacuums, sweeps and mops floors, classrooms, offices, walkways and lanai areas; cleans, mops, disinfects and services lavatories and restrooms; empties interior and exterior trash receptacles and changes liners; removes stains, scuff marks and gum from carpets and floors; replenishes paper products and soap products as needed
	Not specified	Arranges furniture and chairs in classrooms; clean and erases blackboards/ porcelain boards daily; dust railing and clean erasers; clean and polish windows, countertops, rails and windowsills; dust furniture and equipment
	Not specified	Strips, scrubs, waxes and buffs floors using heavy industrial machines; pre-treats stubborn stains and shampoos carpets
	Not specified	Performs minor maintenance and repair work such as replacing faucets, washers, doorknobs, light bulbs, fluorescent tubes and adjusting clocks; repairs/ adjusts doors, toilets and touch-up, repaints as needed; assists in hanging items/ pictures on walls
	Not specified	Rakes, weeds, mows/ weed-whacks lawn / garden area; picks up rubbish, leaves and other refuse; trims and prunes hedges, trees and shrubbery; plants, waters and fertilizes shrubbery, grass and garden areas
	As needed	Performs other duties such as moving furniture, equipment and supplies as directed; sets up furniture/ chairs, equipment and supplies for special events and may assist in parking and related security arrangements

Responses of the Affected Agencies

Comments on Agency Responses

We transmitted drafts of this report to the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawaii on April 29, 2004. A copy of the transmittal letter to the Department of Accounting and General Services is included as Attachment 1. Similar letters were sent to the other three agencies. The responses of the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawaii are included as Attachments 2, 3, 4, and 5, respectively.

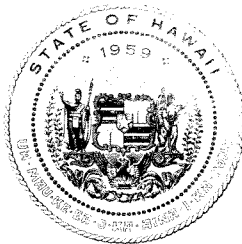
The responding agencies generally agreed with our findings and expressed their willingness to implement the report's recommendations. The Department of Accounting and General Services described a reorganization effort currently underway to (1) evenly distribute workload by reassigning custodial staff and buildings, (2) establish a position for training of custodial staff, and (3) transfer engineering staff to identify and address major maintenance problems. The agency also indicated it will develop guidelines, policies and procedures, and checklist and inspection forms, as recommended, and will establish a more systematic approach in assessing cost effectiveness.

The Judiciary and the University of Hawaii agreed with our findings and will take steps necessary to implement the recommendations of our report. The Judiciary stated further that, to formalize a training program for custodians, the agency intends to work with its Judicial Education and Resource Development Program. In addition, based on the Judiciary's observations, we made some minor changes to the draft report for purposes of accuracy and clarity.

The Department of Education agreed that its custodial services program can still continue to improve, and concurred with our recommendations to strengthen management controls. It, however, requested we revise our draft to clarify certain points. First, pointing to its School Inspection Program, the department asserted our report errs in stating that its schools do not have formal inspections. We acknowledged this program in our report, but noted that inspections under the program are conducted only annually. The inspections addressed by our report are those that should be done on a regular and frequent basis to provide detailed feedback on specific cleaning tasks to each custodian.

Secondly, the department indicated it conducts an annual satisfaction survey (School Quality Survey) of parents, teachers, and students. A review of this survey revealed that it addresses many areas affecting school quality, of which custodial service is a very small part. Responses to this survey would not provide the level of detail helpful to program managers to improve custodial services. Finally, the department suggested certain cost data clarification, which we incorporated in our final report.

STATE OF HAWAII
OFFICE OF THE AUDITOR
465 S. King Street, Room 500
Honolulu, Hawaii 96813-2917



MARION M. HIGA
State Auditor

(808) 587-0800
FAX: (808) 587-0830

April 29, 2004

COPY

The Honorable Russ K. Saito
State Comptroller
Department of Accounting and General Services
Kalanimoku Building
1151 Punchbowl Street
Honolulu, Hawaii 96813

Dear Mr. Saito:

Enclosed for your information are three copies, numbered 6 to 8, of our confidential draft report, *Follow-Up Audit of Custodial Services Programs of the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawaii*. We ask that you telephone us by Tuesday, May 4, 2004, on whether or not you intend to comment on our recommendations. If you wish your comments to be included in the report, please submit them no later than Monday, May 10, 2004.

The Judiciary, Department of Education, Board of Education, University of Hawaii, University of Hawaii Board of Regents, Governor, and presiding officers of the two houses of the Legislature have also been provided copies of this confidential draft report.

Since this report is not in final form and changes may be made to it, access to the report should be restricted to those assisting you in preparing your response. Public release of the report will be made solely by our office and only after the report is published in its final form.

Sincerely,

Marion M. Higa
State Auditor

Enclosures

LINDA LINGLE
GOVERNOR



RUSS K. SAITO
Comptroller

KATHERINE H. THOMASON
Deputy Comptroller

STATE OF HAWAII
DEPARTMENT OF ACCOUNTING
AND GENERAL SERVICES
P.O. BOX 119
HONOLULU, HAWAII 96810-0119

PBM-04.0170

May 10, 2004

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OFF. OF THE AUDITOR
STATE OF HAWAII

Ms. Marion M. Higa, State Auditor
Office of the Auditor
465 South King Street, Room 500
Honolulu, Hawaii 96813-2917

SUBJECT: Response to the Draft of the Follow-up Audit of Custodial Services
Program, Department of Accounting and General Services

Dear Ms. Higa:

Thank you for the opportunity to comment on the recommendations contained in the draft of the follow-up audit that was completed by your office.

The commentary provided below address the five (5) recommendations made in the follow-up audit report.

- a. **Implement guidelines for cleanliness standards in order to inform line staff of the level of cleanliness that they must achieve and how their work will be evaluated.**

Cleanliness standards based on guidelines developed by the Association of Physical Plant Administrators have been adopted and a daily custodial task list has been developed. We recognize that more effort is needed to reinforce these expectations at the Janitor II level.

A lack of staff resources has hindered our ability to work with the janitorial staff as closely as we would like. On Oahu, the program has only three (3) supervisory positions assigned to supervise twelve (12) Janitor III, working foremen, and approximately 2.5 million square feet of office space that is geographically dispersed over various parts of the island. The office

space assigned to the program has also increased approximately 20% or 401,000 square feet since 1996, without any commensurate increase in staff resources or funding. In addition to their custodial-related duties, these supervisory positions are responsible for the overall operation of their assigned office buildings, including identification of maintenance needs and the coordination of repair at all state libraries.

To address the staffing challenges previously described, we are reorganizing the program to redistribute the workload. The reorganization has been approved by the Comptroller and is being discussed with the affected union. As part of the reorganization, we are looking to further develop guidelines, policies and procedures to achieve adopted cleanliness standards. This reorganization will achieve the following improvements:

- a) Evenly distributes the workload by reassigning custodial staff and buildings.
- b) Establishes a position for training of custodial staff.
- c) Transfers engineering staff to identify and address major maintenance problems.

b. Require the systematic use of checklist forms by line staff.

A checklist for use by the Janitor II's during their work day will be developed by the program manager using input from the building managers and custodial staff.

c. Require regular and documented inspections, including follow-up actions by supervisory staff.

Efforts to develop an acceptable inspection form will be renewed. Union resistance, is still anticipated because of their concern that these forms will be used for disciplinary purposes, will be addressed.

d. Evaluate their custodial services programs by assessing cost effectiveness of resource use, comparing alternative service delivery methods, and evaluating user satisfaction.

As mentioned in the audit report, the program has an informal process of assessing cost effectiveness, has conducted a study comparing alternative service delivery and regularly surveys its building occupants. Efforts will be made to establish a more systematic approach to this process.

Beginning in June 2004, a web-based program called Request Partner will be implemented. Initially, access will be limited to the building coordinators representing the various agencies in each building; eventually access will be expanded to all building occupants. Request Partner will allow the occupants to make work requests and track the status of these requests online. It will also allow them to report any concerns that they may have regarding building and landscape maintenance, and custodial services. Improved communication between the program and the building occupants, and the ability to generate reports from the data bases that will be created will provide the program with a valuable analytical tool.

- e. **Develop formal training programs to identify, develop, and build the knowledge, skills, and abilities that custodians need to perform their jobs safely and competently.**

Working with the resources available, the custodial program has created an in-house training center at one of its buildings. Because the trainees work with the actual equipment and cleaning products that they will be using, this arrangement has proven to be an effective training tool. More importantly, it has given the program the flexibility necessary to schedule training sessions around the custodians' work day. Due to staff shortages, this last feature is critical to the program's ability to maintain an acceptable level of service. The establishment of a position whose responsibilities will include the administration of the custodial training program will allow its further development.

We hope that these comments provide some additional insight into our custodial program. We will make every effort to improve in the areas identified in the recommendations.

Sincerely,


RUSS K. SAITO
State Comptroller

**Office of the Administrative Director of the Courts – THE JUDICIARY • STATE OF HAWAII**

417 SOUTH KING STREET • ALI'IOLANI HALE • HONOLULU, HAWAII 96813-2902 TELEPHONE (808) 539-4900 • FAX (808) 539-4855

Rick Keller
ADMINISTRATIVE DIRECTOR
Walter M. Ozawa
DEPUTY ADMINISTRATIVE DIRECTOR

May 7, 2004

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OFF. OF THE AUDITOR
STATE OF HAWAII

Ms. Marion M. Higa
State Auditor
Office of the Auditor
465 S. King Street, Room 500
Honolulu, Hawai'i 96813

Dear Ms. Higa:

Thank you for the opportunity to review and comment on your confidential draft report, "Follow-Up Audit of Custodial Services Programs of the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawai'i." We appreciate the efforts of your staff, and their help in identifying where improvements can be made in our custodial services.

We would like to point out one factual error in the draft report. In the introduction on page 3 of the draft report, your report correctly points out that "the Judiciary employs 40 janitors, which include two janitor supervisor II positions..."; however, in Exhibit 1.3, your report shows three supervisory positions and 41 total janitors.

In general, we agree that some deficiencies exist in the areas identified in the report. We are pleased that your report points out that we have begun to adopt the recommendations from the previous report, but we know we can make further improvements in this area.

With regard to implementing guidelines for standards of cleanliness, we will make a greater effort to ensure that staff is aware of the cleanliness standards, that is, the APPA level II standards. All janitors have previously been given the task lists as shown in Appendix D of your report. This task list shows the work to be done, the frequency of the task, and describes exactly what must be done. We will remind the janitors of the need to follow this task list to the maximum extent possible. We will also post a copy of the task list in each Judiciary office area so that all Judiciary employees will be aware of what is to be done and the frequency of the tasks.

With regard to checklist forms, we are pleased that your report recognized the consistent use of such forms by the Judiciary's Second Circuit Court. The First Circuit Court will establish similar procedures/policy to require use of checklists on a daily basis by its custodial staff.

With regard to regular, documented inspections of work done by custodial staff, we recognize the need to establish specific inspection procedures and to better document these inspections. Inspections will be performed in accordance with a predetermined, specified frequency, will include all Judiciary buildings, and will be documented on a Judiciary inspection form. Deficiencies noted will be followed up on to ensure that they are corrected.

With regard to evaluating our custodial services program, we will continue to do this on an on going basis. We are aware of and continually monitor our custodial costs. In fact, most of the 13 percent increase in custodial cost per square foot shown for Oahu can be attributed to salary increases granted by the legislature. Our study in 1999 concluded that those custodial services provided in-house should remain in-house, and nothing has come to our attention since then that would cause us to change that assessment. Further, when the Judiciary assumes responsibility for a new facility or building, such as the new Kaneohe Courthouse, we consider the cost effectiveness, the desirability, and any security concerns of having custodial services provided in-house or by contract. Use of customer surveys is an excellent tool not only for evaluating customer satisfaction with custodial services, but also to identify specific problems. We will consider designing and using such surveys on a periodic basis.

With regard to developing formal training programs for custodial staff, our Facilities Management Branch will work with our Judicial Education and Resource Development Program (JERD) to develop a more active program for the custodians. We will ensure that each custodian receives the necessary training. JERD has recently developed a training matrix which includes security awareness and post-9/11 situations.

With regard to membership in professional trade associations, it should be noted that contrary to statements on page 26 of the draft report, our Facilities Manager has been a member of the International Executive Housekeepers Association since 1997 and his membership has been renewed annually since then.

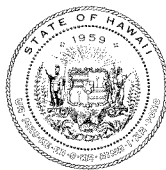
Again, we sincerely appreciate the efforts of your staff in identifying areas warranting further attention. The Judiciary is committed to ensuring a clean and safe environment for its employees and other users of its buildings.

Sincerely,



Thomas R. Keller
Administrative Director of the Courts

c: Chief Justice Ronald T. Y. Moon



STATE OF HAWAII
DEPARTMENT OF EDUCATION
P.O. BOX 2360
HONOLULU, HAWAII 96804

OFFICE OF THE SUPERINTENDENT

May 7, 2004

Ms. Marion M. Higa
State Auditor
Office of the Auditor
465 S. King Street, Room 500
Honolulu, Hawaii 96813-2917

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OFF. OF THE AUDITOR
STATE OF HAWAII

Dear Ms. Higa:

Thank you for the opportunity to respond to the Office of the Auditor's *Follow-Up Audit of Custodial Services Programs of the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawaii* conducted from November 2003 through February 2004.

Our custodians provide a valuable service and play an important role in achieving one of our primary goals: a safe and clean learning environment. You have noted the challenges of maintaining 4,000 facilities and 14.2 million square feet of building space. Despite this, we have managed to increase satisfaction levels from 44 percent to 66 percent (page 20). This was achieved through the implementation of a School Inspection Program, formal training classes and workshops for custodians, and informational briefings with principals and vice principals. However, as noted in the report, our program can still continue to improve.

We concur with your recommendations to strengthen management controls by better communication of our standards ("Department Procedures for Custodial Services"), more frequent and detailed inspections, assessing cost effectiveness and alternate service delivery methods, a more structured training program, and encouraging membership in professional organizations. As you have noted, the supervision of custodians rests with the school principal. Balanced implementation of management controls will strengthen this decentralized program. We will implement these recommendations and continue to improve our program. Further, we will set improvement goals and monitor the results using the school inspections and School Quality Survey data.

We request that three changes be made to the text to clarify the report:

1. Formal Inspections (p. 16)

As noted on page 21, the Department of Education (DOE) has formal inspections in our School Inspection Program. More frequent and detailed inspections could be held, but it is erroneous to state that the DOE schools do not have formal inspections.

2. Custodial Services Cost Per Square Foot (p. 19)

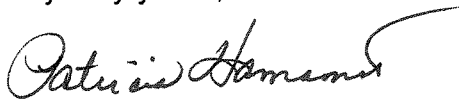
The table needs a footnote for DOE similar to the 1996 report (p. 21) stating: "***cost per square foot is inflated because expenditures include grounds keeping costs." Our custodians handle all of the grounds keeping as well, which for lower education schools with playfields and yards, are a substantial workload. Further, they handle minor repairs on campus. Thus, the cost per square foot numbers cannot be fairly compared to the other agencies.

3. Satisfaction Surveys (p. 21)

DOE conducts annual surveys of parents, teachers, and students at every school (School Quality Survey), and included are questions on school cleanliness and maintenance. The results can be viewed on our web site.

Thank you for this opportunity to respond to your audit report.

Very truly yours,



Patricia Hamamoto
Superintendent

PH/mj



UNIVERSITY OF HAWAII

EVAN S. DOBELLE
PRESIDENT, UNIVERSITY OF HAWAII

May 17, 2004

The Honorable Marion M. Higa
State of Hawai'i
Office of the Auditor
465 S. King Street, Room 500
Honolulu, HI 96813-2917

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OFFICE OF THE AUDITOR
STATE OF HAWAII

Dear Ms. Higa,

Thank you for the opportunity to comment on the *Follow-Up Audit of Custodial Services Programs of the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawai'i*.

We have reviewed your confidential draft report and concur with the findings and recommendations presented in the report. The University is committed to continue our efforts to improve our custodial services programs at each of our campuses and will be working with them to implement the recommendations made by your office.

Sincerely,

Evan Dobelle
President