

# FACILITIES MANAGEMENT OPERATIONAL PLAN

2025-2029



## MARION COUNTY FACILITIES MANAGEMENT

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# EXECUTIVE SUMMARY



I am honored to present the 2024 Facilities Management operational plan. This plan provides a guide for enhancing Marion County's services regarding building management and construction services. We are determined to evolve our department by embracing an empowered workforce, advanced management techniques, and continuous improvements to our work processes. This continuing evolution will require implementing modern technology that supports analytics for ongoing improvement initiatives to enhance the quality of our work environment.



Our goal is to provide ongoing professional growth, job satisfaction, and work-life balance for all employees in the department. Our department is responsible for providing, maintaining, and developing many critical services Countywide. The core services are implementing building management programs to improve all County-owned buildings' efficiency, extending asset life cycle, safety, and cost-effectiveness. This is accomplished by managing essential functions, including employee morale, environmental health and safety, mechanical systems, life-safety systems, space management, and capital construction.

The objectives presented in this operational plan will combat our department's historical and predicted challenges to optimally balance our services' schedule, budget, and quality. This plan also streamlines organizational focus, creates building blocks for efficiency, provides scalability and capacity, and creates flexible and achievable goals. This plan will strengthen our current workforce while improving the service level for our customers and support additional future growth.

Sincerely,

Jared Goodspeed, Facilities Management Director



# WHO WE ARE



The Marion County Facilities Management department is a robust team comprising Business Administration, Operations Management, and Project Management divisions. Our team of technicians consists of multiple construction trades, including Electrical, HVAC, Access Control, Plumbing, Carpentry, Cabinetry, and Painting. Facilities Management is responsible for managing modern preventive maintenance techniques to ensure the smooth operation of mechanical systems and the most conservative energy use possible. We provide preventive maintenance, building repairs, grounds maintenance, renovations, construction management, and energy management services. We aim to ensure our staff and citizens can perform daily business in a functional and safe environment. We maintain a 24-hour on-call response program to ensure that emergencies are cared for in a practical timeframe.

Facilities Management is responsible for maintaining over 370 County-owned buildings and structures, totaling more than 3.3 million square feet of occupied space. This area consists of office buildings, County fire stations, the Clerk of the Courts offices, the Marion County Judicial Center, the State Attorney's Office, the Public Defender's Office, Health Departments, the Tax Collector and the Property Appraisal office, Guardian Ad Litem, County libraries, the Supervisor of Elections, Marion County Sheriff's operations, Marion County Jail, and sub-stations. Our main office and warehouse are located on the McPherson Complex. We also have satellite maintenance offices at the Marion County Jail Complex and Judicial Center to provide improved on-site customer service.

Additional services provided by our department are a dedicated fire maintenance team, dedicated small projects construction team, design review, in-house design, project budget estimation, feasibility studies, building evaluations, project reporting, ADA compliance, renewals of the Southwest Florida Water Management District (SWFWMD) permits, contract management for support services, energy-saving programs and more.



# WHO WE SERVE

The Marion County Facilities Management department provides facilities maintenance to the Board of County Commissioners, its departments, and local government agencies.

## **Internal Customers**

All 26 departments, including 31 Fire Stations, 7 libraries, and 3 road substations. All these locations are dispersed throughout the County.

## **External Customers**

County citizens, various businesses, County jail inmates, and visitors to county-maintained buildings.

## **External Agencies**

The Clerk of the Court, Public Defender, State Attorney, Health Departments, Marion County Sheriff's Office, Marion County Jail Complex, Marion County Tax Collector and Property Appraisal, Guardian Ad Litem, and the Medical Examiner's Office.

## **Stakeholders**

- County Commissioners
- Tax Collector
- County Departments
- Health Department
- Clerk of the Court
- Public Defender
- Property Appraiser
- Sheriff's Office/Jail Complex
- State Attorney
- Medical Examiner's Office
- Guardian Ad Litem
- Fire Department

## **Services Mandated By Law or Code**

1. Electrical Inspections
2. HVAC Inspections
3. Refrigerant Management
4. Backflow Inspections
5. Elevator Inspections
6. Fire Sprinkler Systems
7. Fire Alarm Systems
8. Computer Fire Suppression
9. Fire Extinguishers
10. Potable Well Inspections
11. Boiler Inspections
12. Jail Kitchen Inspections
13. Accreditations at County Jail
14. Radiation (X-Ray equipment)

# DEPARTMENT HISTORY



- 1982** Facilities Management, then called Building Maintenance, had a total staff of 11, including the Director, 3 technicians (electrical/HVAC), 1 carpenter, 1 painter, and five custodians. This crew was responsible for maintaining 300,000 square feet of space. In the 1980s, the County obtained the McPherson Girls' School complex from the State of Florida. With in-house staff and the hiring of temporary workers, Facilities renovated each building into office space that County Departments could occupy. As needs change and departments grow, this renovation continues as an ongoing process.
- 1988** The Building Maintenance Department moved from the ground floor of the Courthouse (Clerk's Office) to the McPherson location. The department consisted of 6 full-time employees and 3 temporary employees.
- 1990** The Building Maintenance moved to the current location with 8 FTEs and 2 temporary employees. Parks and Recreation were included in the department with 2 FTEs.
- 1999** Building Maintenance was renamed to Facilities Management.
- 2005** Facilities Management managed the \$30 million jail expansion. A construction manager (CM) at risk, Centex Rooney, was utilized.
- 2008** Facilities Management managed the \$42 million courthouse expansion, CM at Risk, Moss Construction.
- 2009** The department comprised 62 employees responsible for maintaining 3 million square feet of building space. This included in-house janitorial services.

# DEPARTMENT HISTORY



2019

Facilities had 45 employees to maintain over 3.2 million square feet of building space. Provide supervision for all vertical construction projects and the maintenance of all County-owned buildings. The facility technician team comprises multiple construction trades, including Electrical, HVAC, Plumbing, Carpentry, Cabinetry, and Painting.

2020

The initiation and impacts of COVID-19 reprioritized department goals to focus on providing enhanced indoor environmental quality (IEQ) and expediting capital projects that qualified under the support of the Cares Act. Marion County also extended the penny sales tax during this time, adding an estimated \$86M in vertical construction projects.

2022-  
2023

The department reorganized internally to combat the effects of the increased requests from Fire and remodels across the county due to existing space constraints compared to the department's growth and new service expectations. The small project team was created to focus on prioritized in-house remodel projects in order to control the cost, quality, and schedule for Marion County. The Fire team was created to increase service to our fire stations and first responders. A facility efficiency study was conducted to help understand the exact level of services suggested in each location and plan for the department's future growth.

The evolution of the department has always been and will continue to be managed by the analysis of which services are better served by in-house staff versus contracted through external leverage.





# OPERATIONAL PLANNING METHODOLOGY

The operational plan for Facilities Management will serve as a guide for providing enhancements to necessary services that lead to the successful execution of our department responsibilities. This plan will be reviewed annually to ensure adaptability, accuracy, and compliance. The plan must include an assessment of current operations, an annual plan and an analysis of trends facing the County and industry. A team of leaders from each division was assembled to review the overall operations of Facilities Management. Other department leaders were included in the review process to add insight from across the County. The team discussed the structure of the plan and assessed the following elements:

- Identify Stakeholders and Partner Agencies
- Define the Current State
- Identify Strengths and Opportunities
- Define the Future State
- Develop Strategic Objectives to obtain the Future State
- Develop an Implementation Program to Reach Operational Objectives

The core team consists of the following staff members:

- Jared Goodspeed, Facilities Management Director
- Mike Bates, Assistant Facilities Management Director
- Samantha Ritcher, Fiscal Manager
- David Feger, Operations Manager
- Jim Huber, Construction Manager
- Jim Sweet, Building Maintenance Supervisor



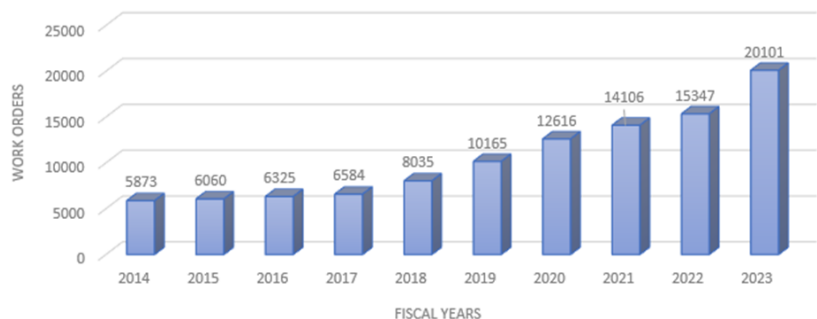


# CURRENT STATE

Facility Management is responsible for maintaining all County-owned buildings. We maintain these buildings with an operational cost of less than three dollars per square foot; the national average is between four and five dollars per square foot, according to Facilities Maintenance Partners, Inc. We can accomplish this by maintaining a team of in-house construction and maintenance trade experts who run a complete preventive maintenance program and can respond to day-to-day concerns. We plan to strengthen this structure while increasing our customer service level by streamlining processes and increasing communication with the customer. The department currently operates in a reactive model. We respond to daily demands of the organization, corrective maintenance, work order requests, and emergency repairs while deferring the on-time completion of original equipment manufacturer-recommended maintenance. The department will function more efficiently when processes are applied to create a strategically proactive workgroup that enables effective resource management and prioritization. This involves increasing the percentage of on-time preventative maintenance work and implementing new management resources that focus on increasing in-house capacity while reducing failure rates and customer complaints.

In April 2023, our department performed a third-party operational efficiency analysis. The study focused on our current operation compared to similar Florida State government Facilities Management peers. The study concluded that Marion County Facilities Management must add 17 FTEs in FY 2024 to match our peers' average service levels. Another notable outcome is that Marion County Facilities Management is the only department that does not outsource all construction and remodeling. The comparable peers included Alachua, Hernando, Lake, Orange, Pasco, Pinellas, and Polk County. The industry average for a satisfactory level of service is suggested at 1 FTE per 50,000 S.F. In comparison, the peer average is 1 FTE per 82,135 S.F. and Marion County is currently at 1 FTE per 119,246 S.F., 45% above the peer average and 138% over the industry average. Palm Beach County is the only county that meets the industry standard in Florida State.

Total Work Orders per Fiscal Year



# CURRENT STATE



Since 2020, the cost of construction has nearly doubled. This is due to various factors, including increased labor costs, scarcity of skilled labor, fluctuations of material cost, supply chain disruptions, inflation and challenging material acquisition. Over the past three (3) years, over 82.5% of construction materials experienced significant increases and fluctuations. This leads to the unsettlement of subcontractors to bid on specific jobs or adding safety factors to reduce the burden of price fluctuations. In 2022, many market analysis reports stopped posting predictive S.F. costs for construction sectors due to the unpredictable nature of the industry. We will need robust project management strategies, effective risk assessments and mitigation plans, and a keen awareness of the market dynamics to address these challenges. Collaboration with construction industry stakeholders and contractors will also be essential to navigate these hurdles and ensure the completion of construction projects within budgetary constraints.

The CIP adopted budget for Facilities managed projects for fiscal year 2024 alone is \$10,705,373. Of these same CIP projects, there has already been \$24,340,064 appropriated to date and an anticipated additional \$48,072,334 over the next four (4) years. The funding for these projects comes from numerous sources including the general annual funding for capital projects, the 1% infrastructure sales surtax, revenue accounts such as parks and recreation fees and lastly, we utilize various grants such as FDOT and FEMA.

Many challenges have remained the same, but this does not make them less relevant or significant. These challenges include inadequate internal staffing capacity compared to increasing work demand, the constricted ability to attract adequate talent, policy and code changes, evolving technology, population, internal department growth, demand for construction resources, increasing security and health concerns, and aging assets.

# CURRENT STATE



## Facilities Management Methods in the Current and Future Market

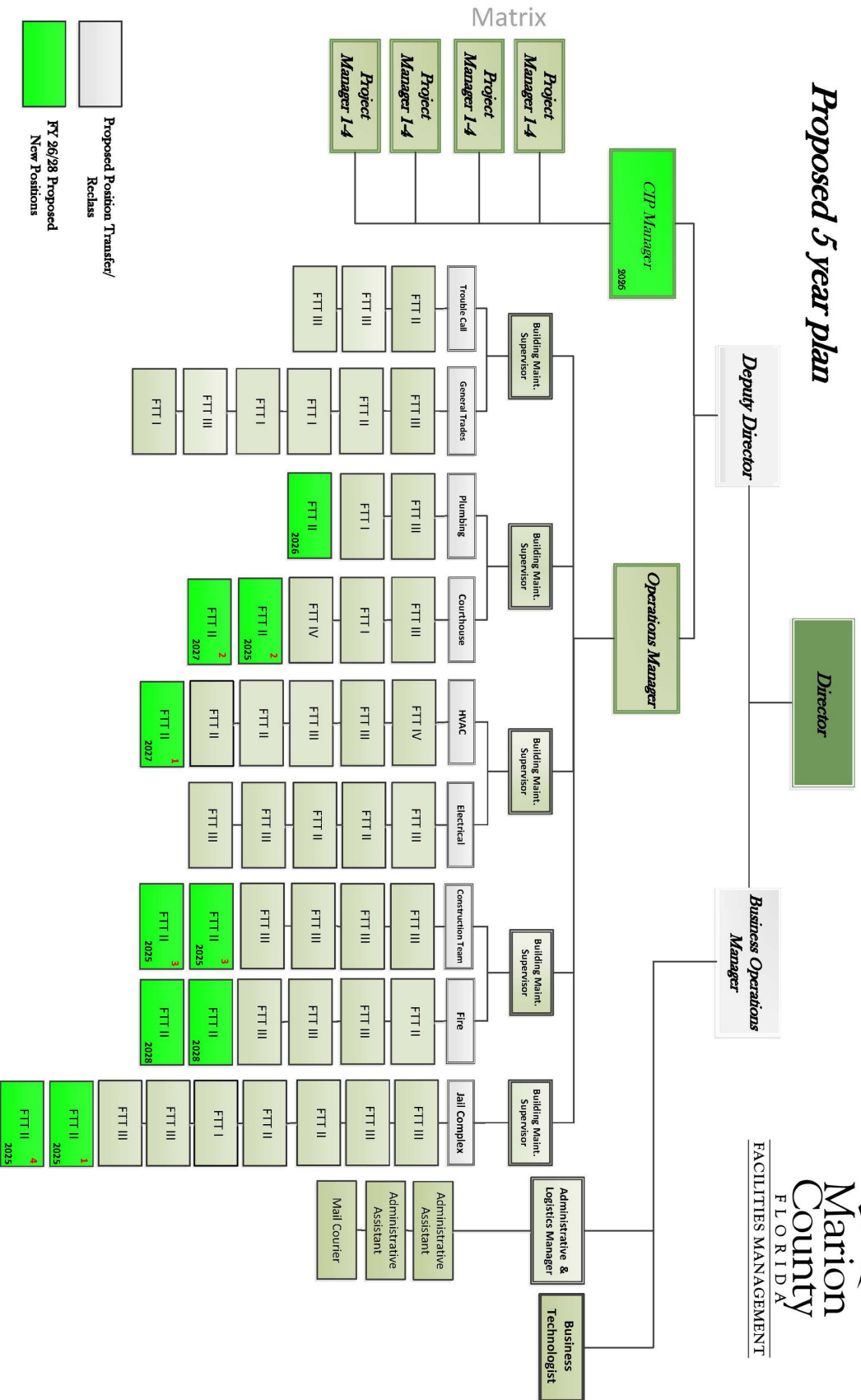
The Facilities Management industry must effectively address the issues of today while planning for tomorrow. To properly prepare for the future, Facilities Management will incorporate the following methods into their goals:

1. Linking Facility Management to Strategy – The state of physical asset has a significant role in determining productivity, supporting innovation, efficiency, employee satisfaction, and public perception of an organization. Every dollar invested in improving and maintaining facilities must be analyzed for return on investment, life-cycle costs, and impacts on the total cost of ownership.
2. Change Management – Including changes in operations, continued demand to increase efficiency and regulatory changes. The rapid pace of change will necessitate Facilities Management to develop skill sets covering various areas, including security, innovation, strategic planning, energy management, productivity measurement, negotiation strategies, staff training, and project management.
3. Environmental Responsibility – Tracking and increasing energy management practices, investing in high-performance systems, and improving indoor air quality. Facilities will focus on building with LEED characteristics where practical, as well as Energy Star and other high-performance building rating systems. We endeavor to reduce energy costs through innovation by using, for example, solar energy. Facilities continue to develop and maintain the skills of our technical and office staff, keeping them at the forefront of technological advances.
4. Digital Workforce – This includes enhancing the technology in the field, efficient mobile platforms, modernized communication tools, culture change from tracking time versus accounting time to an asset, education, etc. As technology increases, so will our opportunities to increase efficiency and repurpose staff duties. Facilities will constantly face the challenge of keeping pace with change and advancing technology.

# CURRENT OPERATIONAL CHART



## Proposed 5 year plan



Proposed Position Transfer/  
 Re-class  
 FY 26/28 Proposed  
 New Positions

# S.W.O.T ANALYSIS



S



## STRENGTHS

- Teamwork and innovation
- Customer service driven
- Experienced and dedicated staff
- Limited outsourced services
- A cross-functional workforce

W



## WEAKNESSES

- Competitive recruitment
- Reactive work process
- Limited workload capacity
- Minimal building capacity

O



## OPPORTUNITIES

- Mentorship and succession planning
- Internal training programs
- External training and networking
- Proactive work plans and policies
- Life-cycle cost analysis
- Increase customer communication and response time

T



## THREATS

- Aging buildings
- Obsolete technology
- Unpredictable lead times
- Material and labor cost
- Staff retirement
- Evolving technology



# FUTURE STATE

Facilities Management is responsible for maintaining all County-owned buildings and managing vertical construction projects. In order to continue moving effectively into the future, our team plans to address our weaknesses and capitalize on opportunities. We will continue to play to our strengths while keeping a close eye on the impacts of threats to our industry and department. The future state will augment each department division to ensure cohesive workflows, education, cross-training, adaptability, and succession planning. Enhanced training and strategic growth are our goals across the department.

## **Operations**

Facilities Management plans to address the capacity deficit identified in the 2023 efficiency study over the next five years by adding an additional ten (10) FTEs. The major areas in need are the Judicial Center and Jail complex. These locations are projected to increase occupied square footage over the next five (5) years and are currently significantly understaffed. This forces our central operations team to frequently relocate staff from our main campus, leading to increased waste of technicians' time through unnecessary transportation time. This further reduces the capacity of the central campus operation team.

Additional operational services that require increased capacity are the in-house construction team and the Fire team. These teams help facilitate a focus on two (2) areas that have a high demand for service over the next five (5) to ten years. By dedicating the proper amount of resources in these areas, the central team will be allowed to stay focused on the planned and proactive work required to maintain and extend our asset's life expectancy.

## **Workload Changes**

With the newly formed small projects team, we anticipate an increase to the number of in-house projects that can be completed without the overhead of hiring outside construction managers.

Additionally, with the aging infrastructure of County maintained buildings, windows, doors, HVAC units, rooftops and other assets, additional preventative maintenance and workorders are anticipated to keep the assets functioning properly.

# FUTURE STATE



## **Project Management**

Marion County has a high probability of growth and vertical capital expansion over the next five (5) years. To prepare for successful implementations and planning of Sales Tax 3 capital projects, our team will focus on strengthening our current team's progression, education, and training efforts. This includes offering external training and certification pathways that also allow for growth and networking with outside professionals. We plan to implement a project management matrix in 2024 to clearly lay out the pathway for growth and promotion. The need for a dedicated Capital Improvement Manager is apparent as we continue to plan for abundant and complex projects to keep up with our service demand and growth.

The team also plans on developing and enhancing department policies regarding the implementation of vertical construction projects. These policies will help combat the everchanging construction cost fluctuations through a stop-or-go milestone approach and clear communication. Projects that significantly change from the approved scope will require to undergo the approval process again before moving forward. This approach will reduce the time and money invested into projects that are not able to be fully funded or supported by Marion County.

## **Administrative**

The business operations team provides administrative support for the operations and project teams. This team continually evolves in order to support and embrace change in processes and technology and will continue to over the next five (5) years.

We continue to assess whether each contracted service is better served by an outside company or in-house staff. Our administrative team is prepared to undertake portions of these services in-house to better control cost, schedule, and customer service. A major service to evaluate during this five-year period is janitorial services. Developing a detailed plan for implementation to include labor, location, scope of service, inventory, and capital assets is required.

The business operation team will be the central network for all activities in the department. Developing robust onboarding techniques, internal preceptor programs, and leadership teams will further unify and grow our team's trust. We plan to embrace these activities and strive to retain 100% of our current team members unless they retire or accept a promotional opportunity.

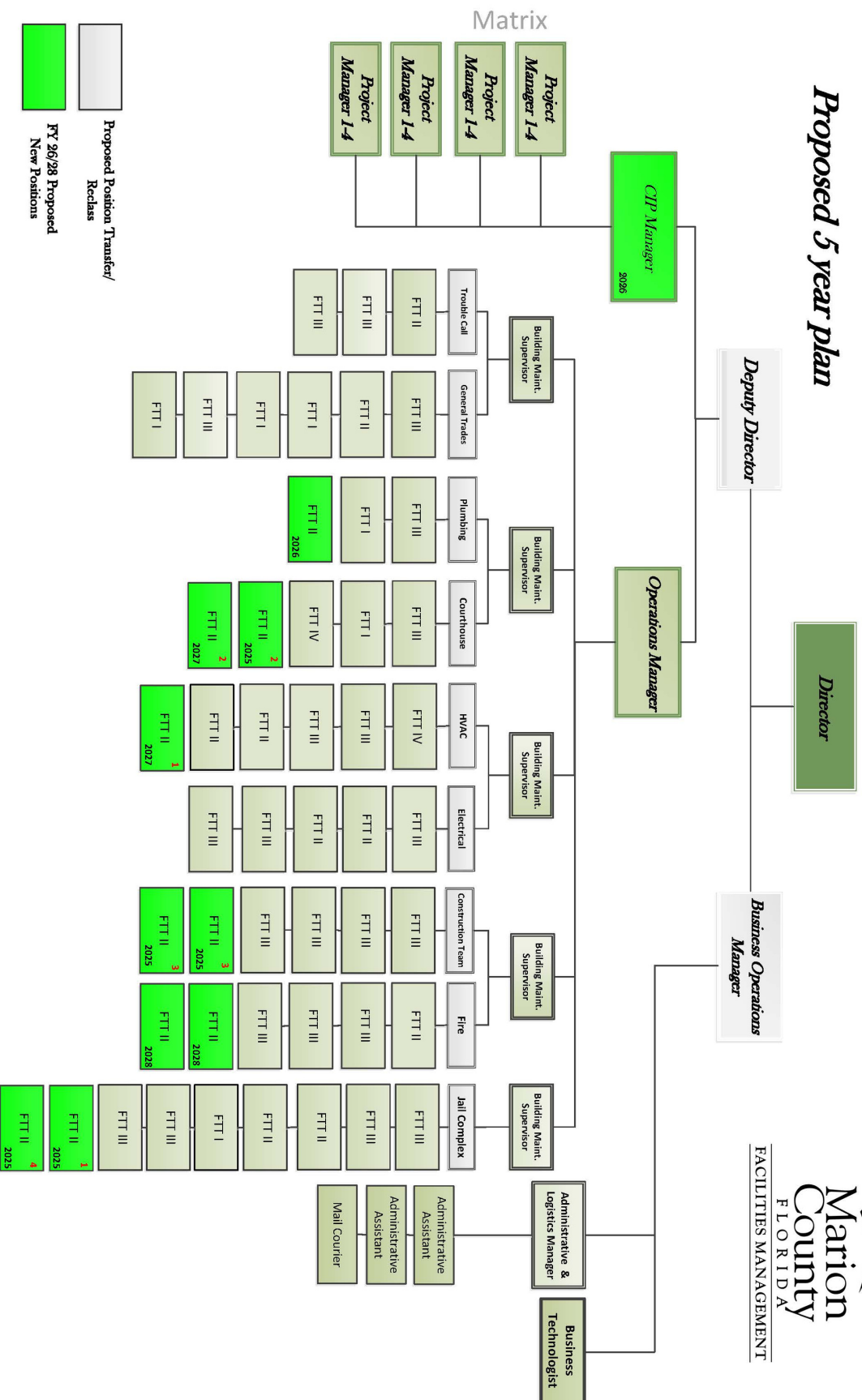


# FUTURE ORGANIZATIONAL CHART



**Marion County**  
FLORIDA  
FACILITIES MANAGEMENT

## Proposed 5 year plan



# IMPLEMENTATION PROGRAM



## Goal 1. Capacity- Use benchmark data to determine levels of staff to square footage

Objective	Action Item	Timeline	Resources Required	Indicator/s of Achievement	Desired Outcome
1.1 Increase Capacity of the Jail Complex, Judicial Center, and create a small projects team.	Add 7 Technician FTEs	2024	\$ 517,307.00	Reduction of Response time and increased asset life cycle	Proper balance of Maintenance v. Operation Work Orders to Technicians.
1.2 Increase the capacity of the Jail Complex, Judicial Center and small projects team.	Add 5 Technician FTEs	2025	\$ 369,505.00	Reduction of Response time and increased asset life cycle	Proper balance of Maintenance v. Operation Work Orders to Technicians.
1.3 Increase the capacity of Plumbing Services throughout the County.	Add 1 Technician FTEs	2026	\$ 73,901.00	Reduction of Response time and capacity of our plumbing service	Proper balance of Maintenance v. Operation Work Orders to Technicians.
1.4 Increase focus on the vertical Capital Improvement Plan (CIP) for Marion County.	Add 1 Capital Improvement Manager FTE	2026	\$ 105,410.00	Improved productivity and project progression.	Streamline Project Team and provide dedicated support to the Project Managers.
1.5 Increase the capacity of the Judicial Center and HVAC Service Group.	Add 2 Technician FTEs	2027	\$ 147,802.00	Reduction of Response time and increased asset life cycle	Proper balance of Maintenance v. Operation Work Orders to Technicians.
1.6 Increase the capacity of the Fire Team	Add 2 Technician FTEs	2028	\$ 147,802.00	Reduction of Response time and increased asset life cycle	Increase level of service and frequency of visits to each Fire station.

## Goal 2. Development- Pursue elements that enhance employee well-being and provide opportunities for professional development.

Objective	Action Item	Timeline	Resources Required	Indicator/s of Achievement	Desired Outcome
2.1 Ensure each division can receive training to support their knowledge base, growth and promotion ability.	Implement a department-wide training program.	2024	Administrative Time	Completed by March 2024	Improved overall knowledge of each staff member's trade or area of expertise.
2.2 Illustrate milestones and provide clear promotion opportunities for Project Managers.	Create a project management team competency matrix.	2024	Administrative Time	Completed by March 2024	Development Timeline created for the Project managers that improves compensation gap.
2.3 Support the department's ongoing education and training effort.	Implement a financial plan.	2025	Additional \$22,000.00	Completed by March 2025	Improved overall knowledge of each staff member's trade or area of expertise.
2.4 Evaluate Evolving Leadership roles for accurate title, responsibilities and pay grade for growth	Evaluate roles and responsibilities with HR.	2025	Administrative Time and associate pay.	Completed for FY 2025 Budget	Properly modify the organization chart to enable department evolution.

## Goal 3. Employee Retention- Keeping productive and talented workers and reducing turnover by fostering a positive work atmosphere.

Objective	Action Item	Timeline	Resources Required	Indicator/s of Achievement	Desired Outcome
3.1 Retain new employees through extensive onboarding process.	Evolve the onboarding process for each division of the department	2024	Administrative Time	Efficient Onboarding Process that provides training and support to new hires. 30-60-90-180 day internal review.	Create Department Onboarding Policy and internal preceptor program
3.2 Strengthen unity and trust.	Develop Internal Leadership Teams.	2024	Administrative Time	Open Communication between Staff and Upper Management to allow candid conversation about new hires.	Build trust, team growth, cultivate ideas for change
3.3 Track and achieve retention.	Develop Retention Goals and a Matrix.	2024	Administrative Time	Completed by March of 2024	100% Retention
3.4 Evaluate the need for differential pay	Develop Pay Incentives	2024	Administrative Time	Completed by March of 2024	Develop a plan to present for FY25

# ADDITIONAL COST OF IMPLEMENTATION



## **Additional Assets & Cost of Changes**

Proposed in the future state of our operations, additional assets and cost of changes to reflect an increase in capacity and development are as follows:

### **Personnel**

- Ten (10) new technician positions that would be presented as tech 3's with an annual minimum salary of \$49,088, which equates to a fully loaded cost of \$73,901 per position. This would be a total anticipated loaded cost of \$490,880.
- The addition of one (1) Capital Improvement Manager that would oversee the project management team and Capital Improvement Program in its entirety. We anticipate this position to be a pay grade 116 with a minimum salary of \$74,630 and a loaded cost of approximately \$105,410.

### **Assets**

- From these ten (10) new positions over the course of the next five (5) years, we are requesting to add an additional five (5) vehicles. The estimated cost of a  $\frac{3}{4}$  ton cargo van with applicable shelving and ladder racks is currently \$60,000 and therefore five (5) vans would equal \$300,000.
- Addition of a 1-ton dually pick-up truck to transport equipment and construction materials safely. The cost of this vehicle is estimated to be \$80,000.

### **Development**

- Increase the training budget by \$22,000 for a total of \$60,000 in order to develop a department wide training program that ensures each division can receive training in their area of expertise in order to support their knowledge base, growth and promotion ability.