LEGISTAR #150681

FINAL AUDIT REPORT

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A Report to the City Commission

Mayor Ed Braddy

Mayor Pro-Tem Craig E. Carter

Commission Members Harvey M. Budd

Helen K. Warren

Charles E. Goston

Todd N. Chase

Randolf M. Wells

City of Gainesville Office of the City Auditor

Carlos L. Holt – City Auditor

Audit of Gainesville Fleet Operations

January 26, 2016

EXECUTIVE SUMMARY

January 26, 2016



Why We Did This Audit

The audit was initiated based on a referral from City leadership related to departmental concerns over vehicle maintenance costs.

What We Recommend

The Fleet Division should take actions to:

- Correct data collection weaknesses related to mileage and parts prices
- Request a follow-up data analysis by the City Auditor after new data efforts are underway for six months
- Forge a relationship and Service Level Agreement (SLA) for management and security of the FASTER application
- Reconfigure personnel so that the majority of Fleet hours are spent performing maintenance
- Provide closer oversight of the "self-directed" maintenance workplace
- Enable consistent labor charges for routine maintenance actions

For more information on this or any of our reports, please visit:

Audit of Gainesville Fleet Operations

BACKGROUND

The Gainesville Fleet Management Department is responsible for the procurement, maintenance, repair, and disposal of vehicles and equipment for City departments. Other services such as accident subrogation are also provided. Fleet maintains an operating budget (Fleet Management Fund) and a Fleet Replacement Fund. The Fleet Management Fund budget was \$5,600,475 for fiscal year 2015. The size of Fleet's vehicle and equipment inventory was 1,575 units. The Fleet management application called FASTER is used to maintain, support, and manage fleet inventory.

OBJECTIVES

The objectives of the audit were to determine the following:

- Were customers satisfied with products, services, and availability provided?
- Were departments accurately billed for products and services used?
- Were prices charged to customers comparable to industry benchmarks and local providers?
- Were industry best practices considered in utilizing and managing the fleet management application "FASTER"?

WHAT WE FOUND

We found that although most city departments are generally satisfied with service, significant concerns were communicated regarding vehicle and equipment service rates, mark-ups on parts and subcontracted services, and the length of vehicle downtimes. Some further observations:

- Labor charges were inconsistent
- Routine maintenance costs were substantially higher at Fleet than at local providers
- Industry related cost per mile metrics were substantially higher for Fleet than industry benchmarks. However, weak methods for the collecting and retaining mileage data casts doubt on the accuracy of the resulting metrics
- Only 46 percent of Fleet maximum available work hours were spent performing maintenance
- Application management for FASTER and the security of underlying tables were not established

GOVERNANCE

The Fleet Management Department is housed at the Fleet Compound in the northern part of the City of Gainesville. Fleet oversight is provided by the Administrative Services Director who reports to the City Manager. Fleet is responsible for procurement, maintenance, repair, and disposal of vehicles and equipment. The Fleet Director position has been vacant since 2013. Rather than re-hire for the position, the existing two operations managers (heavy vehicles and light vehicles) were tasked to provide oversight over their respective operations. In April 2014, General Services was restructured and Fleet became a separate department.

SCOPE AND METHODOLOGY

We focused our efforts on maintenance and repair to include customer service satisfaction levels, the reliability of data captured in FASTER Fleet management system, and the reasonableness of Fleet's customer charges. The scope of the audit was October 1, 2012 through September 30, 2014, but also included an analysis of transactional data prior to and after the established scope.

To accomplish our audit objectives, we:

- Interviewed key personnel
- Evaluated internal controls and application controls
- Reviewed sample selections to determine the effectiveness of internal controls
- Reviewed financial transactions
- Conducted a customer satisfaction survey
- Considered risk of fraud, waste, and abuse
- Considered information technology risks

Areas not included in this audit:

- Gainesville Regional Transit System Fleet
- Fleet Fuel Operations
- Fleet Replacement Fund

RELATED FACTS AND FIGURES

Figure 1: Fleet Management Department Profile (2015)

FLEET METRICS	RESULT
Annual Operating Budget	\$5,600,475
Number of Employees	24
Number of Maintenance Employees	16
Number of Vehicles/Equipment Units	1,575
Fleet Labor Rate for GRU, GPD, GG	\$74, \$67, and \$63 per hour respectively
Required Break-Even Labor Rate	\$74.82 per hour

*Source: COG Advantage Accounting System, June 30, 2015 Financial Statements, and Fleet Department data

OBJECTIVES AND CONCLUSIONS

1. Were customers satisfied with products, services, and availability provided?

Generally yes. City departments were mostly satisfied with products and services offered by Fleet Management. We distributed an online survey to 173 City employees (made up of Fleet's Preventive Maintenance representatives and take-home vehicle drivers) utilizing Fleet vehicles or equipment services. Forty-eight employees completed the online survey. Eighty-nine percent (89%) of respondents were generally satisfied with the products provided by Fleet. Survey respondents communicated that Fleet "employed great people" and "is an overall valuable service." However, respondents expressed dissatisfaction with certain areas including: preventative maintenance service, billing mark-ups, vehicle downtimes, and number of visits to fix a problem. Surveys indicate 62 percent of respondents rate prices charged as fair or poor, 28 percent state that it takes two or more times for a repair, and 24 percent were unhappy with downtime (see Observation A).

2. Were departments accurately billed for products and services used?

Generally no. Controls over labor billing hours were not adequate to ensure the accuracy of labor hours billed. Significant variances in the amount of time billed for similar preventative maintenance services on the same vehicle were common. Mechanics manually entered total labor hours into work orders after the fact rather than logging in and out of the FASTER application. Industry standard labor hours (book hours) for given jobs was not a utilized practice. Prices for parts were unreliable due to FASTER usage errors where 167 part's types and prices were changed. At least 370 work orders during the audit period were deleted making it impossible to determine actions taken and billing components on those work orders (see Observation B).

3. Were prices charged to customers comparable to local providers or industry benchmarks?

No. Prices for periodic servicing (3-month oil change, fluids, and safety check) were materially higher than local automobile dealerships and oil change specialists. When compared to industry available data as well as other government entities' cost per mile, Fleet's figures were also materially higher (sedans excluding police cars at 11.65 cents per mile versus 6.09 cents per mile industry). However, we observed several weaknesses in the collection of mileage information that cast doubt on computations involving mileage (see Observation C).

4. Were industry best practices considered in utilizing and managing Fleet's management application "FASTER"?

No. There was no application management or a qualified application owner to manage FASTER and the associated database and security. Fleet has no agreement with Gainesville Regional Utilities Information Technology for management of the application; thus, GRU IT provides only physical oversight of the server FASTER resides on. Fleet personnel have received no formal training to manage FASTER. Various application modules were not fully utilized to accurately capture direct labor hours or barcoded parts inventory information. There was no segregation of duties, formal change management processes, or FASTER application training. Almost all users had administrator rights and associated permissions that should be restricted to one or two key persons. Two generic user profiles, also with administrator privileges within the application, were found to be in use daily for the past several years with non-expiring passwords and access to the general government network. Such accounts make identification of the actual user virtually impossible (see Observation D).

AUDIT OBSERVATIONS

The Committee of Sponsoring Organizations of the Treadway Commission, Internal Control – Integrated Framework, Control Environment component establishes a commitment to integrity and ethical values and recommends that management and the board of directors establish mechanisms to hold individuals accountable for performance of internal control responsibilities and implement corrective action as necessary. The audit observations listed are offered to help management fulfill their internal control responsibilities.

Observation A: Areas of Customer Dissatisfaction

We distributed the online survey to 173 City employees who utilized Fleet vehicle or equipment services (preventive maintenance representatives and take-home vehicle drivers). Forty-eight completed the survey. Those areas with high dissatisfaction (greater than fifteen percent) are depicted in Figure 2.

A significant percentage of Fleet customers expressed concerns over Fleet Management operations. Sixty-two percent of surveyed respondents reported that Fleet's costs for service and repairs were fair or poor. Customers expressed that "oil changes at private companies are much lower"; "oil changes are over \$100"; "seems high (prices) and uncertain compared to private sector"; "seem to be overpriced"; "mark-ups are high"; and (costs are) "shockingly higher than taking vehicles to local service centers."

Twenty-eight percent of surveyed respondents communicated that Fleet takes two or more times to fix a vehicle or equipment problem. Comments include "staff replaces parts until the problem goes away" and that "on occasion, issues get overlooked and make multiple costly trips before resolution; this cost is always at the expense of the department."

Twenty-four percent of surveyed respondents were dissatisfied with Fleet's timeliness and reliability of vehicle and equipment services (vehicle downtimes). Some customers provided feedback that "vehicles will sit for days and sometimes weeks; the garage should let the operator know to bring it back on another day." Customers also expressed that "we don't have a lot of spare capacity, so accurate estimates of downtimes are very important." Additional concerns with downtimes were that Fleet "rarely calls to let departments know the vehicle is completed."

Seventeen percent of customers were dissatisfied with Fleet's communication of problems identified during preventative maintenance services, expressing that "operations departments run lean fleet inventories and must know when our vehicles will be available." While most respondents communicated general satisfaction with Fleet's communication (direct help, quality of information, and courtesy), comments also included "vehicle status notifications should be improved."

When asked specifically about hours forty-six percent of surveyed respondents stated that extending Fleet hours to include evenings and weekends would accommodate departmental needs (that primarily utilize vehicles during traditional workday hours). Actual survey results may be seen in Appendix B.

Figure 2: Fleet Customer Satisfaction Survey Results



Source: Online Survey of Fleet Customers via Survey Monkey

Risks:

- Reduction of department productivity due to vehicles and equipment not being available
- Waste of labor hours while vehicles are not taken in or completed within expected timeframes
- Vehicles and equipment, or parts, not procured, maintained, or disposed of in accordance with best practices

Criteria:

- The Committee of Sponsoring Organizations of the Treadway Commission, Internal Control Integrated Framework (2013 Framework), Control Activities – Principle 12
- City of Gainesville Customer Service 4 C's
- Fleet Mission Statement

Recommendations for Fleet Management:

- 1. Develop and implement more detailed policies and procedures for customer communications regarding delays, downtimes, status changes, etc.
- 2. Re-examine the current customer assessment survey process to enable prompt action by management for dissatisfaction trends.

Observation B: Lack of Consistent Billing

Significant variances in labor billed for the same vehicle receiving the same service were observed. Customers complained that they were unable to forecast department maintenance costs since maintenance charges frequently vary. Comparisons of labor billed for two preventative maintenance services for the same vehicle receiving the same service indicated that eighty-one percent (13 of 16) of vehicles sampled with preventative maintenance A or B revealed variances greater than fifteen percent. Seventy-six percent (13 of 17) of the sampled vehicles with preventative maintenance C showed variances greater than fifteen percent. Of the 33 vehicles randomly sampled, preventative maintenance

labor billed had an average variance of \$60 per vehicle when comparing two maintenance actions of the same type on the same vehicle. Instances of the comparisons can be seen in Figure 3.

Inquiries and observation revealed a lack of oversight in the service area. Those providing service operate in a "self-directed" work place. There has been no Director at Fleet for over two years. Mechanics entered labor hours manually into FASTER after the fact rather than utilizing the application's ability to sign in and out or work orders. An additional impediment was the absence of a mobile device to log labor hours while at the vehicle service area. Consequently, not all labor hours are logged in a timely manner. Inconsistent data entry to log direct labor hours against service performed on work orders impacted data quality.

Standardized labor times, also called book time, for specific services based on maintenance manuals (i.e. replacing a starter would result in x number of labor hours, etc.) were not used nor were standardized prices for routine maintenance actions.

Fleet Vehicle	Preventative Maintenance Service Type	Labor Hours to Complete 1st PM Service	Labor Hours to Complete 2nd PM Service	Percentage Difference in Labor Hours Billed	Amount of Labor Dollars Billed for 1st PM Service	Amount of Labor Dollars Billed for 2nd PM Service	Difference in Labor Billed
2003 GMC 1500	B - 3 months	0.38	1.59	318%	\$24	\$100	\$ 76
2003 GMC 1500	C - Annual	1.5	1.82	21%	95	115	20
2007 Toyota Prius	B - 3 months	0.4	1.02	155%	25	64	39
2007 Toyota Prius	C - Annual	0.42	0.94	124%	26	59	33
2009 Dodge Charger	B - 3 months	0.42	1.44	243%	28	97	69
2009 Dodge Charger	C - Annual	0.66	2.14	224%	44	143	99
2010 Ford F150	B - 3 months	0.17	2.74	1,512%	12	173	160
2010 Ford F150	C - Annual	1.98	2.98	51%	\$146	\$188	\$ 42

Figure 3: Comparison of Preventative Maintenance Labor Billing Variances

Source: Data derived from Fleet's Faster Equipment Inventory and Work Orders 2012 – 2015

Improper use of the parts model in FASTER by merging part numbers (167 instances) replaced previous work order parts billings with entirely new cost data. At least 370 work orders had been deleted within the audit period making it impossible to determine what occurred or analyze the billing.

Risks:

- Labor billings are inaccurate
- Customer departments are unable to accurately budget for vehicle maintenance
- Prices for parts are inaccurate

Criteria:

- The Committee of Sponsoring Organizations of the Treadway Commission, Internal Control Integrated Framework (2013 Framework), Control Activities – Principles 10, 11, and 12
- Government Accounting Standards Board (GASB) accuracy of information

Recommendations for Fleet Management:

- 1. Standardize customer charges for specific services such as preventative maintenance and frequent repair items either by using standardized labor charges (book time) or set prices for each action.
- 2. Facilitate capture of maintenance technician actual labor hours by signing in and out of work orders in FASTER.
- 3. Implement effective floor supervision for vehicle garages.
- 4. Discontinue the use of the merge parts function and work order deletion actions.

Observation C: Industry Standards/Goals

A comparison of repair and maintenance cost for Fleet vehicles using various types of analysis indicates that Fleet Management costs are materially higher than industry guidelines and non-governmental local providers. However, Fleet's processes for collection and retention of mileage data places some doubt on the resulting metrics while analysis results obtained from different samples tended to validate the data.

First, we compared cost of periodic maintenance services (basic oil change, safety, and fluid checks) provided by Fleet to those of other local providers. As indicated below, the variance was quite large indicating that charges to Fleet customers are significantly higher than could be obtained from local vendors. Some of the variance in price can be explained by specials and lower rates for routine maintenance from retail vendors who then offer to sell additional parts and services with much higher mark-ups. However, Fleet customers are cognizant of typical prices for oil changes and required maintenance for similar vehicles and were quite clear in their survey responses where sixty-two percent stated that prices charged are fair to poor.

	Elect	Gainesville Buick	Parks Ford Lincoln	Chrysler Dodgo	liffy Lubo
	FIEEL	GIVIC		Chirysler Douge	JITY LUDE
Labor Rate Per					
Hour	\$68.00**	\$107.95	\$109.95	\$110.00	N/A
Oil Change*	\$94.70	\$32.75	\$29.95	\$29.95	\$39.99
Tire Rotation*	\$68.00	\$19.95	\$16.95	\$20.00	\$21.99
Oil					
Change/Tire					
Rotation	\$94.70 to				
Combo***	162.70	\$39.95	\$39.95	N/A	\$65.70

Figure 4: Comparison of Typical Preventive Maintenance

Source: FASTER Fleet management system, and survey or local providers.

*An analysis of maintenance of 20 vehicles with 32 Type B services (3-month) indicated that on average 1.1 hours were billed for this service along with \$4.20 for filter and \$15.70 for oil.

**The actual rates were one of \$63, \$67, and \$74 depending on the department, see Figure 1. Fleet Management stated goals are to use one hour of labor for Type B service and two hours of labor for Type C service.

***Exact service not specifically described by Fleet Type B or Type C service. Type C service (annual) maintenance includes 2.02 average labor hours and charges for oil and filter.

In other analysis using the most widely used industry standard metrics, cost per mile, we compared Fleet costs per mile with US Department of Transportation and American Automobile Association

metrics for particular vehicle classes. The results shown in Figure 5 indicate that Fleet Management costs in FASTER were materially higher even before parts mark-up.

Number of Vehicles	Vehicle Type	Industry Metric costs per mile in cents	Fleet cents per mile before parts mark-up**	Variance %
296	Sedan & 1/2 ton (FASTER)	6.09	11.65	191%
20	Mini Van	6.03	22.04	366%
67	SUV	7.03	13.12	187%
12	Fleet Random Sample Sedans From Audit*	6.09	10.99	180%

Figure 5: Comparison of Cost per mile Calculations

Source: FASTER Fleet Management System, American Automobile Association, and US Department of Transportation *Shown below in Figure 6,

**Calculated by Vehicle Class by FASTER Fleet Management System

The actual random sample of sedan work order analysis referred to above can be seen in Figure 6.

Figure 6: Sample of Fleet Vehicles Maintenance and Repair Cost Per Mile

Equipment Number	Vehicle Type	Vehicle Class	Miles Driven ¹	Annual Maintenance & Repair Costs	Calculated Cost Per Mile in Cents
G2861	Ford Taurus	SEDN	4,620	\$884.34	\$0.19
G3128	Chevy Malibu	SEDN	3,003	303.22	0.10
G3333	Chevy Impala	SEDN	4,710	324.59	0.07
G3387	Chevy Impala	SEDN	6,017	1,457.13	0.24
G3666	Chevy Impala	SEDN	4,886	1,157.43	0.24
G3775	Chevy Malibu	SEDN	7,844	615.10	0.08
G3548	Chevy Impala	SEDN	7,596	963.23	0.13
G3878	Ford Fusion	SEDN	15,142	999.91	0.07
G3200	Chevy Impala	SEDN	4,033	799.84	0.20
G3936	Ford Taurus	SEDN	8,684	199.07	0.02
U1283	Ford Taurus	SEDN	6,652	175.92	0.03
U1378	Ford Focus	SEDN	3,663	\$565.67	0.15
				Average	\$0.1099

Source: Computations from information provided by FASTER

Note that the computation from the random sample of sedans was very close to the FASTER computation for sedans and ½ ton pick-up trucks (\$0.1099 vs \$0.1165) indicating comparable figures for the same class of vehicles which tends to validate the data. Also note that the total number of vehicles

¹ Mileage shown from maintenance action entry into FASTER

examined above was 395, which is 25% of Fleet assets. We also located instances in FASTER where mileage data was not recorded or was recorded with illogical entries. Interviews of Fleet staff produced statements such as, "If you are going to compute anything from mileage it won't be accurate." We found that often Fleet staff relied on and entered the mileage verbally stated by the customer. Taken as a whole, we are concerned that FASTER mileage data contains inaccuracies.

We communicated with the State of Tennessee Department of General Services where spending was 7.9 cents per mile for maintenance and repair for 4,400 light vehicles until late 2011. Maintenance was then privatized to Firestone/Bridgestone and some local vendors still used. The General Manager informed us that the garages have been sold, staff reduced 22%, and substantial savings are underway. They hope to drive costs down to 5.1 cents per mile and stated that there will never be a reason to go back to the old method of internal maintenance.

We analyzed labor hours and compared direct maintenance hours (those spent working on vehicles) with total available hours of maintenance personnel. The direct maintenance hours are shy of the standard industry seventy percent rate (Figure 7) when compared to available maintenance hours. However, as shown in Figure 8, they make up less than half (46%) of the effort of the entire department. The Fleet internal service fund's entire basis for billing customer departments is direct labor maintenance hours and pass-through charges². If direct labor maintenance hours are less than half of the total number of available Fleet hours, it indicates that overhead hours charged are greater than direct hours charged and possibly that maintenance is not the primary mission accomplished. Further, as of the first nine months of fiscal year 2015, Fleet's actual labor costs were \$82,992 greater than labor charges billed to customer departments. The average labor rate of Fleet would have had to increase to \$74.82 to break even³.

Maintenance Employees	Available Maintenance Hours	Direct Maintenance Hours at 70%	Actual FY 14 Direct Maintenance Hours	Actual Direct Maintenance Hours as Percent of Available Maintenance Hours
16	33,280	23,296	22,772	68%

Figure 7: Labor Hour Analysis – Direct Maintenance Hours versus Available Maintenance Hours

Source: Computation from Fleet provided information

² Pass-through charges are for fuel, parts, and outside/contracted labor

³ City of Gainesville Financial Statements for the nine months ending June 30, 2015

Total Fleet Employees	Total Available Fleet Hours (24 x 2080)	Actual FY 14 Direct Maintenance Hours	Actual Direct Maintenance Hours as Percent of Total Fleet Hours
24	49,920	22,772	46%

Figure 8: Labor Hour Analysis – Direct Maintenance Hours versus Total Available Fleet Hours

Source: Computation from Fleet provided information

If Fleet utilized a larger percentage of its total available hours (49,920) specifically for maintenance, rather than other functions, more hours would be billed to departments, break-even labor rates would decrease, cost to customer departments would decrease, maintenance and repair actions would be completed in less time.

Finally, in Figure 9 we compared the latest available data with data compiled and presented two years ago to the City Commission by the General Services Director on September 19, 2013.

Figure 9: Fleet Data Comparison from 2013 and 2015 computations

Metric	Sept 2013 Computation	2015 Computation	Variance
Break-Even Labor Rate	\$65.17	\$74.82	15% increase
Technician Productivity	83%	68% ⁴	15% decrease
Avg. Maintenance Cost Per Vehicle	\$1,500	\$2,283 ⁵	48% increase

Source: 1) All 2013 data from "Fleet Management Metrics" a Sept. 19, 2013 presentation to City Commission; 2) 2015 labor rate from June 30, 2015 COG Financial Report; 3) Fleet Technician Accountability Report

Risks:

- Inability to draw accurate cost comparisons for Fleet Management
- Externally reported data inaccuracies
- Realistic alternatives to in-house maintenance won't be considered
- Customer departments are locked into higher costs for maintenance actions

Criteria:

• The Committee of Sponsoring Organizations of the Treadway Commission, Internal Control – Integrated Framework (2013 Framework), Control Activities – Principle 10

Recommendations for Fleet Management:

1. Implement procedures where mileage is always recorded by the mechanic or technician for each work order after personally observing the odometer.

⁴ Full 2014 Direct hours billed of 22,772/(16 emp. X 2,080 hours per year), Fleet's own 2014 computation shows 78% but they had removed sick/vacation hours from available hours prior to computation, while industry metrics do not calculate it this way ⁵ 2015 Budget of (\$5,600,475 - Fuel \$3,595,366)/1,575 vehicles

- 2. Take annual end of fiscal year mileage reading of all vehicles and enter into FASTER.
- 3. Perform an analysis of each position to determine if more effort can be placed in the maintenance of vehicles while performing all other required functions more efficiently.
- 4. Request a follow-up data analysis by the City Auditor after new data efforts are underway for six months.

Observation D: Application Management and Owner Stewardship not Functional

There was no application management or a qualified application owner – which is critical to ensure data security and overall control of FASTER application processes and its modules. FASTER modules were unutilized or underutilized. Security is at risk due to the daily use of generic user IDs (no ability to determine identity of user) with non-expiring passwords that have access to the General Government domain, administrator rights in FASTER, and external access through internet portals. Proper segregation of functions does not exist since most all users have administrator rights and privileges (should be extremely limited).

Gainesville Regional Utilities (GRU) Information Technology (IT) only supports and maintains the infrastructure and operating system for FASTER application. Application ownership entails a detailed understanding of how stakeholders use, manage and analyze information from the application. Since no application management support exists, Fleet personnel were providing limited and unqualified application management support. Gainesville Regional Utilities IT provides only physical oversight of the server FASTER relies on. There was no Service Level Agreement (SLA) between IT and Fleet Management. Fleet Management relied on self-trained staff with other duties to contact the vendor and try to solve issues. There has not been a business analysis to determine how the application security should best be configured.

A robust security framework and definition of user roles is absent. A review of the security framework based on functional role definitions is required immediately. The review should validate business requirements such as privileges, permissions, and segregation of duties.

Figure 10 depicts the current state where unknown users on shared accounts with shared passwords log on via kiosk style machines. The Windows user signing on to the client machine must have a matching user name and profile set up in the FASTER Software for validation purposes. Figure 11 and Figure 12 show accounts not belonging to any particular person called "FLEETHD" and "FLEETLT" with administrator privileges. These accounts were used to log into FASTER prior to servicing work orders. These accounts are also user IDs with Microsoft active directory accounts. The specific history and usage including any impact on information technology has not been determined at this time.





Source: City Auditor's Office created depiction

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Figure 11: Security configuration for FLEETHD and FLEETLT

Source: FASTER screen shot

The FASTER application administrator role is the most privileged account having unrestricted access to all applets and underlying tables. System Administrator permission levels were set to the highest level on all applets and tabs within the application. We found most of the user profiles had "admin" privileges. Creation of user accounts with "admin" privileges resulted in cumulative permissions impacting deletion of work orders and parts.

Figure 12: FASTER User security configuration

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	masseywg	Will Massey	Yes	001	02	001	02
	morriscl	Chanda Morris	Yes	001	02	001	02
	pearsontl	Truman Pearson	Yes	001	01	001	01
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Source: FASTER screen shot

We found 11 out of 13 Fleet users with ADMIN privileges. Furthermore, we noted user access privileges were changed frequently.

Risks:

- Unknown users have active directory General Government domain access
- Unknown users accessing undesirable sites
- Unauthorized data manipulation and loss of data
- Unauthorized or unintended changes within the application cause errors in reports/accounting
- Application internal controls can easily be overridden
- Increase in security risk and unexpected conflicts

Criteria:

- The Committee of Sponsoring Organizations of the Treadway Commission, Internal Control Integrated Framework (2013 Framework), Control Activities – Principle 11, Monitoring activities 16 and 17
- ISO 27002 Chapter 11.2 User Access Management

Recommendations for Fleet Management:

- Perform an analysis of switching to the cloud-based FASTER application where upgrades and server hosting and maintenance are included in the monthly or yearly subscription. FASTER web service also has a Web Dashboard with quick access to Key Performance Indicators (KPIs) with role-based permissions controlling access to the dashboard and the ability to push self-service information to your customers.
- 2. Forge a relationship and Service Level Agreement with Gainesville Regional Utilities Information Technology or other vendor or FASTER owner to provide application management for FASTER.
- 3. Work with a future application owner to:
 - a) Design and implement a role based security framework for FASTER;
 - b) Ensure group permissions are used in granting access rights to users;
 - c) Maintain FASTER application logs and track all changes to user permissions;

- d) Establish segregation of duties (FASTER system administration duties delegated to IT and change management to business);
- e) Implement the bar code scanning module for parts.

Recommendation for Gainesville Regional Utilities IT Management:

4. Remove all kiosk-style log-ins from Active Directory and FASTER application

GOVERNMENT AUDITING STANDARDS COMPLIANCE

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our observations and conclusions based on our audit objectives.

AUDIT TEAM

Carlos L. Holt, CPA, CFF, CIA, CGAP, CFE, City Auditor Eileen Marzak, CPA, CFE, Assistant City Auditor Brecka Anderson, CIA, CGAP, Senior Auditor Sartaj Baban, MCSE, MCT, Information Technology Auditor



Inter-Office Communication

City Manager's Office 334-5010

Box 6

To: Carlos Holt, City Auditor

From: Anthony Lyons, Interim City Manager Becky Rountree, Administrative Services Director

Date: January 12, 2016

SUBJECT: Fleet Audit Response

This is to acknowledge receipt of your audit report for Gainesville Fleet Operations. We appreciate the time and effort of your audit team. Attached is our response to your findings and recommendations.

Recommendation	Concurrence and Corrective Action Plan	Proposed Completion Date
Recommendations for Fleet Management	to:	
A) 1. Develop and implement more detailed policies and procedures for customer communications regarding delays, downtimes, status changes, etc.	Partially Agree - Currently customers can check the status of their vehicle on the City intranet site. See attached example. In this example, the repair was sent to a vendor and was currently at the vendor undergoing repairs. Management agrees, that in addition, we will explore the ability to provide additional information regarding expected completion dates. Additionally, the FASTER system sends automatic notifications when a repair is complete. We will continue this practice and explore the ability to send notifications via text to augment communications.	
2. Re-examine the current customer assessment survey process to enable prompt action by management for dissatisfaction trends.	Partially Agree We agree that timely customer feedback is important. Currently, Fleet provides a comment card via a "hang tag" on the rearview mirror of each vehicle when the service is complete. Customers can fill out that hang tag and send back to Fleet. These hang tags go directly to the Fleet Manager, who reviews and immediately consults with the Technician regarding both positive and negative feedback. Exhibit MR-3 is a spreadsheet of the responses received via hang tags for FY2015 and FY2016 to date, along with a copy of a completed hang tag. The results are overwhelmingly positive In September 2015, fleet sent an on-line survey to approximately 1800 city employees; we received 261 responses. The results are included in exhibit MR-9. We are committed to improving our operations in accordance with customer needs. We plan to be a partner in the implementation of the Blue Ribbon	

Recommendation		Concurrence and Corrective Action Plan	Proposed Completion Date
	Re M ga	eport and will work with the "Department of leasuring" to assist us in various methods of athering feedback from our customers.	
 B) 1. Standardize customer charges for specific services such as preventative maintenance and frequent repair items either by using standardized labor charges (book time) or set prices for each action. 	Pa M re ce	artially Agree: lanagement will continue its work in eviewing alternative billing methods for ertain routine services, where feasible.	
2. Facilitate capture of maintenance technician's actual labor hours by signing in and out of work orders in FASTER.	Di Te w er fie at in m po w th th bu	isagree: echnicians do currently log in and out of ork orders, however, they do not log manual ntries into FASTER unless they are out in the eld servicing multiple units as described pove. Management agrees that nplementing the use of mobile devices will take this a more efficient process and possibly increase accuracy. We will follow up ith our IT department to get an idea of when his upgrade could be scheduled. Funds for his equipment were included in the FY2016 udget.	
3. Implement effective floor supervision for vehicle garages.	Ag Th sh th pr ar	gree ne proposed reorganization will include a nop supervisor and a lead technician for both ne light duty and heavy duty shops. This will rovide for improved workload management nd technician oversight.	

Recommendation		Concurrence and Corrective Action Plan	Proposed Completion Date
4. Discontinue the use of the merge parts function and work order deletion actions.	A N ir S tł	gree: Ianagement agrees and has already nplemented this change. System ecurity in FASTER will no longer allow nese actions	
 C) 1. Implement procedures where mileage is always recorded by the mechanic or technician for each work order after personally observing the odometer. 	A N re ex re sh th r f T	gree: Management agrees that Technicians should ecord mileage personally taken by them for ach work order when a vehicle comes in for epair or preventive maintenance. They nould not rely on the mileage reported by ne driver delivering the vehicle. This will be nore easily accomplished with nplementation of mobile devices for each echnician.	
2. Take annual end of fiscal year mileage reading of all vehicles and enter into FASTER.	P. W th p Fl al v in b th th th d c u d	artially Agree: /hile we would like to get this information at ne end of the fiscal year, it would be cost rohibitive to have each vehicle delivered to leet for a recording of mileage. An Iternative would be installing GPS devices on ehicles that would include accessible mileage oformation. This may also provide other enefits to department managers. The cost of nese devices would have to be reviewed and iscussed with Management. Fleet is urrently running a pilot program testing two ifferent telematics (GPS) solutions on a select umber of fleet vehicles.	
3. Perform an analysis of each position to determine if more effort can be placed in the maintenance of vehicles while performing all other required functions more efficiently.	P W p o p	artially Agree: /e believe the proposed reorganization will rovide improved workload management and versight of Technicians, resulting in increased roductivity.	

Recommendation		Concurrence and Corrective Action Plan	Proposed Completion Date
4. Request a follow-up data analysis by the City Auditor after new data efforts are underway for six months.	A Ⅳ W	gree: Ianagement agrees that follow-up analysis ill be beneficial to the department.	
D) 1. Perform an analysis of switching to the cloud-based FASTER application where upgrades and server hosting and maintenance are included in the monthly or yearly subscription. FASTER web service also has a Web Dashboard with quick access to Key Performance Indicators (KPIs) with role-based permissions controlling access to the dashboard and the ability to push self-service information to your customers.	A FI N b T T t t s e C t t c c c f t c c c f t c c c c f t t s e c c c f t t s e c c c c c c c c c c c c c c c c c c	gree: leet Comment: Management agrees that this option should e explored fully through an RFP process. here are other providers that should be given the opportunity to present their product and ervices for consideration. RU IT Comment: the users should investigate and evaluate this ption and IT will support any move to a cloud ased version, however there is little technical eason to make such a move and potential conomic reasons not to. In any discussion of oud-based services there needs to be a very becific discussion about what is and is <u>not</u> rovided.) GRU IT can host the application and data core for only nominal costs.) FASTER provides no application hanagement services, so these would still eed to be provided for in-house, or contracted separately.) Cloud-based services do not eliminate the eed for in-house application management nowledge.) Technical upgrades can be handled equally rell by GRU IT. Upgrade planning, testing, and alidation still need to be arranged by or for he users. Using a cloud based hosting service to be provice this.	
2. Forge a relationship and Service Level Agreement with Gainesville Regional Utilities Information Technology or other vendor or FASTER owner to provide application management for FASTER.	A Fl A th d	gree: leet Comment: vailable IT resources present a challenge in his area. We will work with the new CIO to evelop a strategy for future service needs.	

Recommendation	Concurrence and Corrective Action Plan	Proposed Completion Date
	GRU IT Comment: GRU IT can provide advice and guidance but does not have the subject matter expertise to	
	provide application management for	
	department level applications. Decisions	
	best use, which personnel should have various	
	roles and privileges, and day to day	
	application housekeeping activities are best taken on by the user departments.	
	The user department should consult with the larger user community and should make plans to 1) set aside time and resources for regular upgrade efforts, and 2) plan for maintaining	
	application management knowledge as	
2 a) Design and implement a role	department staff turnover.	
based security framework for FASTER	Fleet Comment:	
	Management agrees, but will need assistance	
	from IT.	
	GRU IT Comment:	
	This is primarily a user department function.	
	GRU IT can provide advice and guidance.	
used in granting access rights to	Agree. Fleet Comment:	
users	Management agrees and has already	
	implemented this change.	
	GRU IT Comment:	
	This is primarily a user department function.	
	GRU IT can provide advice and guidance.	
c) Maintain FASTER application	Agree:	
user permissions	Management agrees and has already	
	implemented this change.	
	GRU IT Comment:	
	This is primarily a user department function.	
	GRU IT can provide advice and guidance.	

Recommendation	Concurrence and Corrective Action Plan	Proposed Completion Date
d) Establish segregation of duties (FASTER system administration duties delegated to IT and change management to business)	Agree: Fleet Comment: Management will make every effort to segregate duties in areas of greater risk. Fleet support staff is limited. The cost of additional staff will be weighed against the possible risks. We will work with the new CIO to develop	
	recommendations related to administrative duties.	
	GRU IT Comment: See item D2 above. For department level applications GRU IT maintains servers and their operating system, and provides installation and upgrade services up to the point where an application manager is enabled and can grant user access and permissions and can determine and make functional configuration settings.	
	GRU IT provides <i>operating system</i> administration - Windows OS and system level database operations. The user department must be in charge of <i>FASTER application</i> management and the data itself.	
e) Implement the bar code scanning module for parts	Agree: This would accompany the pending FASTER upgrade that is on the IT project waiting list.	
Recommendation for Gainesville Regional Utilities IT Management: 4. Remove all kiosk-style log-ins from Active Directory	GRU IT Response: Agree. GRU IT will insure that all users authorized by Fleet management have network accounts that provide access to the FASTER application then remove then deactivate the generic network logins. Fleet management will need to designate an <i>application administrator</i> to make sure that individual users have the required permissions and training to continue working.	Jan. 2016

City of Gainesville Fleet Department Survey

SurveyMonkey

Q1 Please rate your overall satisfaction levels on the following:





		Very Satisfied	Somewhat Satisfied	Somewhat Dissatisfied	Very Dissatisfied	Total
P	roducts (Vehicles & Equipment)	53.19%	36.17%	6.38% 3	4.26%	47
S	ervices (Oil Changes, etc.)	58.33% 28	29.17%	12.50% 6	0.00%	48
R	tepair Service Due to Accidents	35.14%	59.46%	5.41% 2	0.00%	37
B	leing able to speak directly with someone who could elp you	65.96% 31	23.40%	8.51% 4	2.13%	47
Т	he quality of information you received from Fleet	50.00% 24	37.50%	10.42%	2.08%	48
C	courtesy shown by Fleet service personnel/technicians	83.33% 40	10.42% 5	4.17%	2.08%	48
#	If you were dissatisfied, please explain your	r reason.			Date	
1	Cost of oil changes varies quite a bit. Pricing a to a Jiffy Lube would be helpful in bettering this	nd services that are score.	e close to those provided	l by a business similar	6/17/2015 10:26 AM	
2	Our vehicles have out lived their useful life and constantly break down. Causing a loss of work	need to be replace hours trading in an	ed sooner. They are no lo d out of vehicles.	onger reliable and	6/16/2015 3:32 PM	
3	Sure would be nice if Fleet kept the cars washe	ed. We have no res	ources to do this but on	our own dime or	6/12/2015 10:49 AM	

4

wasting gas to find a car wash that will accept our p-card.

It would be helpful to reduce turnaround time. No spare vehicles.

6/12/2015 9:09 AM

5	We don't have a lot of repair services due to accidents. It would be beneficial to have a lead at fleet that is knowledgeable and has timely information. There are times when we are corresponding with a second or third hand person about our situation. This decreases efficiency and can increase downtimes. Regarding the quality of the information, we would like more accurate the information on estimates costs and downtimes. We would recommend providing detailed work order information back to the departments so they understand what was	6/10/2015 11:08 AM
	done	
5	no accidents	6/10/2015 9:51 AM
7	Management can be difficult to deal with and have a tendency to replace the department's expertise with their own judgement, not "customer"/user oriented. Technicians are knowledgeable and courteous	6/9/2015 5:42 PM
В	Mark up on parts, service and repairs that are subbed out.	6/9/2015 2:56 PM
9	Fleet reports for maintenance due are regularly out dated - that is they state that vehicles need main when they have already had maint. Fleet holds vehicles too long - there needs to be an appointment system and it needs to be fairly accurate. Fleet prioritizes vehicle service and causes our vehicles to remain tied up in fleet for too long of periods of time.	6/9/2015 1:07 PM
10	Getting your vehicle equipped the way it needs to be can be a chore. My oil has been changed every 2000 to 2500 miles. This is a waste of oil, city money, and eco unfriendly. The garage should follow the OEM service interval on light duty vehicles. My department has paid three times the cost of what it should have. Some of the members in dispatch have good days and bad days. They need to have fewer bad days.	6/9/2015 12:56 PM
11	Upcharges on reapirs services performed.	6/9/2015 12:27 PM
12	Frequently, we cannot get a definitive time when something is going to get worked on and when it will be completed.	6/9/2015 11:41 AM
13	On a "c" maintenance, I am pestered about not getting the vehicle in. But when I do try to schedule, I am told that I have to leave the small truck for two or three days! This is a daily/all day use vehicle and a stand-by vehicle. There is no temporary vehicle to replace it.	6/9/2015 8:59 AM

City of Gainesville Fleet Department Survey

SurveyMonkey





Somewhat Untimely and Unreliable 🛛 🧱 Very Untimely and Unreliable

		Very Timely and Reliable	Somewhat Timely and Reliable	Somewhat Untimely and Unreliable	Very Untimely and Unreliable	Tota	Weighte Average	
Pr	eventative Maintenance Services (oil anges, etc.)	62.50% 30	31.25%	6.25% 3	0.00	0 48	1.4	
Rim	epair Service (not preventative aintenance)	43.48% 20	41.30% 19	15.22%	0.00	0 48	1.7	
R	epair Service due to Accidents (not eventative maintenance)	33.33% 12	58.33% 21	8.33% 3	0.00	0 3f	i 1,7	
V	ahicle and equipment downtimes (in eet for service)	36.96%	39.13% 18	21.74% 10	2.17	*% 1 46	1.8	
FI	eet communicated problems found iring preventative maintenance	51.06%	31.91% 15	12.77% 6	4.26	2 47	1.7	
#	Comments for "Preventative	e Maintenance Serv	ices (oil changes, etc.)'		Da	te		
1	If we are without vehicles for	tended periods, crews are idle. (non productive)			6/1	6/12/2015 9:09 AM		
2	Vehicles will sit for days and sometimes weeks. If the garage cannot get to it, let the operator know to bring it back on another day.				bring it 6/1	6/10/2015 3:12 PM		
3	We have several pieces of equipment that are serviced by fleet in the field that we get overdue maintenance requests for. The overdue maintenance reports should designate which services require field service by fleet vs. those that require shop service.				mance 6/1 by fleet vs.	6/10/2015 11:08 AM		
4	Stated above, Operations dep available	partment run lean flee	t inventories, we cannot	- not know - when our vehi	cles will be 6/9	/2015 1:07	PM	
5	Mixed performance on timelin	ess.			6/9	6/9/2015 11:41 AM		
	Comments for "Popoir Con	ine (not proventative	- maintenance 19		Da	to.		

City of	Gainesville Fleet Department Survey	SurveyMonkey
1	We have a large fleet with trucks that have somewhat complex systems added on. Repairs to these can often take longer than expected. Our tractor seems to require extended repair times as well. The reliability of repairs improves as the techs gain familiarity with the equipment.	6/17/2015 10:26 AM
2	Fleet is under staffed and typically take longer to repair vehicles. Fleet need to train more mechanics to be emergency vehicle technicians.	6/16/2015 3:32 PM
3	NA	6/15/2015 8:31 AM
4	Same as above and on occasion takes more than one trip to complete.	6/12/2015 9:09 AM
5	Seem to be understaffed. Trucks sometimes sit for a week or two without being touched	6/10/2015 1:09 PM
6	See below	6/10/2015 11:08 AM
7	Notification should be sent out to appropriate department when prolonged repairs are realized.	6/9/2015 2:56 PM
8	Need better estimates of when vehicles will be returned for use - fleet inventory is lean	6/9/2015 1:07 PM
#	Comments for "Repair Service due to Accidents (not preventative maintenance)"	Date
1	NA	6/15/2015 8:31 AM
2	Not sure who is collecting for insurance and where the money goes.	6/10/2015 3:12 PM
3	We don't have a lot of this	6/10/2015 11:08 AM
4	no accidents	6/10/2015 9:51 AM
5	No eager to assist, delays and lower quality work accepted from vendors	6/9/2015 5:42 PM
3	Sometiems reapirs take a long time.	6/9/2015 12:43 PM
¥	Comments for "Vehicle and equipment downtimes (in Fleet for service)"	Date
1	Historically the downtimes on our larger pieces of equipment have seemed extended. It seems that the new facility has helped reduce downtime, but this is only a feeling with no factual base.	6/17/2015 10:26 AM
2	Fleet is under staffed and take a long time to repair vehicles.	6/16/2015 3:32 PM
3	No sense of urgency to get vehicle back to user.	6/12/2015 9:09 AM
4	Vehicles will sit for days and sometimes weeks. If the garage cannot get to it, let the operator know to bring it back on another day.	6/10/2015 3:12 PM
5	This is one of our greatest concerns for our operations. Most our crews rely on this equipment to do daily activities. A downed piece of equipment often means a downed crew. We don't have a lot of spare capacity, so accurate estimate of downtimes are very important.	6/10/2015 11:08 AM
6	Management appear less concerned with department needs, however technicians are eager and acknowledge needs often.	6/9/2015 5:42 PM
7	Notification should be sent out to appropriate department when prolonged repairs are realized.	6/9/2015 2:56 PM
В	If I drop a vehicle off for service, Fleet rarely calls me to let me know the vehicle is completed even if I have given them my cell number.	6/9/2015 12:56 PM
9	This was due to parts on back order.	6/9/2015 12:27 PM
10	"C" maintenance issues.	6/9/2015 8:59 AM
#	Comments for "Fleet communicated problems found during preventative maintenance"	Date
1	Appears there are "make-do" approach by issues raised during PMs by management to issues found, and this has led to failures.	6/9/2015 5:42 PM
2	They don't tell you what was wrong or fixed unless you ask.	6/9/2015 4:40 PM
3	Never hear anything back.	6/9/2015 12:56 PM
4	Sometimes issues are not brought to our attention. Also sometimes when we mention an issue during a PM it does not get repaired.	6/9/2015 12:43 PM







City of Gainesville Fleet Department Survey		SurveyMonkey	
13	Service received is good but cost is extreme. Cost comparison should be performed,	6/9/2015 2:56 PM	
14	Shockingly higher than taking vehicles to local service centers	6/9/2015 1:07 PM	
15	I can get an oil change for half of the price. Fleet also does not always perform the inspection checklist that they are supposed to on a B or C service. I have pulled in there with light bulbs out and weren't checked. Had a cracked windshield for a year. Had to ask for both to be fixed.	6/9/2015 12:56 PM	
16	Some general maintenance costs are inflated. Oil changes in particular.	6/9/2015 12:43 PM	
17	Ungodly mark ups	6/9/2015 12:28 PM	

End of Survey