City of Mississauga
Internal Audit Report

TRANSPORTATION & WORKS DEPARTMENT
WORKS OPERATIONS & MAINTENANCE DIVISION
FLEET SERVICES SECTION
FLEET MANAGEMENT AUDIT

November 24, 2022

City Manager's Department
Internal Audit Division

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WORKS OPERATIONS & MAINTENANCE DIVISION
FLEET SERVICES SECTION
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KPMG LLP, Chartered Accountants, External Auditor

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BACKGROUND

Fleet management at the City of Mississauga is the activity of managing, maintaining, utilizing, and evolving the large inventory of vehicles and equipment utilized by the City to provide services to Mississauga residents, and to maintain and develop its infrastructure.

The Fleet Services Section of the Works Operations & Maintenance Division is a part of the Transportation & Works Department and is responsible for or involved in the administration, procurement, maintenance and disposal of corporate vehicles. Fleet Services is responsible for asset life cycle management, as well as supporting the monitoring of City vehicle usage. An additional responsibility of this section includes overseeing staff training needs to ensure maintenance and operational teams are kept current on industry technical requirements and legislative changes.

The section has 28 employees (18 unionized and 10 non-union), comprised of one Area Manager, one Administrative Assistant, three Supervisors, 18 Service Technicians, two Parts and Inventory Coordinators, one Analyst, and two Specialists.

The 2021 net operating expenditures were approximately $560K. Total expenditures were $6.5 million, of which $5.9 million were charged back to the user areas. The 2022 capital budget for vehicle replacement is approximately $3.0 million.

SCOPE

The audit examined the business objectives and risks related to the management of the City's vehicle fleet (except for those managed by MiWay or Mississauga Fire and Emergency Services). This included aspects related to governance, efficiency, financials, and compliance associated with the planning and acquisition, usage monitoring, inventory control, maintenance and servicing, and disposal of assets by the section, and user areas and support areas.

Out of scope

The scope did not include a review of the fleet management activities for MiWay operations, or for Fire Fleet operations.

OBJECTIVES

The audit was conducted in accordance with the International Standards for the Professional Practice of Internal Auditing. The audit focused on the control environment around the key risks to the following business objectives:

A) Fleet vehicles are maintained timely, efficiently, cost effectively, and in

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accordance with standards, and there is integrity over parts ordering, storage
and usage;

B) Fleet operations and maintenance are aligned with City's environmental goals
and initiatives, and supported by appropriate technology and data analytics;

C) Drivers are capable and knowledgeable to ensure optimal and safe
operation of fleet vehicles, and driver performance is monitored in a
timely and effective manner;

D) Fleet management staff have the tools and resources necessary to deliver their
mission objectives;

E) City assets are acquired, assigned, and disposed of accurately and in accordance
with City standards, and accurate inventory of assets is maintained;

F) Fleet management includes effective monitoring and reporting of relevant
metrics, trends, and incidents, with proper analysis and corrective actions when
necessary.

SUMMARY OF OBSERVATIONS

The audit found that Fleet Services is generally effective in managing maintenance operations
and fuel administration for the City, and management has been proactive in working to address
many of the issues identified, in some cases prior to the initiation of the audit. Management
demonstrated commitment and capability to ensure a path of continuous improvement.

However, improvements are needed in the coordination among all areas with Fleet
Management responsibilities (Fleet Services, user areas and support areas), in order to
streamline planning, standardize acquisitions and monitor operations. These include the need
to strengthen fleet management governance processes, including planning, budgeting, and
training of staff, and further clarifying the Fleet Services mandate and roles and responsibilities
of all stakeholders. Additionally, there are opportunities to further enhance management
oversight of fleet operations through the effective use of existing monitoring systems, as well as
the implementation of data analysis tools and techniques.

The main observations and recommendations are summarized below. A detailed list of
observations and recommendations was provided to management, along with a separate list of
lower risk opportunities for improvement. Appendix A outlines the detailed recommendations
and the action plans proposed by management.

Develop a comprehensive policy for fleet management

While Fleet Services has been working diligently to fulfil its responsibilities and to create some
integration with the user areas, the lack of formal coordination around fleet management results
in considerable difficulties that may impair the achievement of such objectives. A formal policy
that establishes such coordination between Fleet Services and user groups is needed to clarify
roles and responsibilities and ensure solutions are agreed upon and followed by all
stakeholders. Aspects that could benefit from a formal policy include:

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- Ensuring Fleet Services is informed about vehicle and equipment purchases, and included in associated budget discussions.
- Formalizing a "needs assessment" for new fleet acquisitions, including, for example, analysis for pooling existing vehicles and equipment, or reassigning underutilized ones.
- Defining, where feasible, standards regarding brands, models and customizations to create efficiencies in maintenance, purchasing, and training.
- Integrating capacity planning for Fleet Services (budget, FTEs, space and tools) within the capital planning process.
- Clarifying roles and responsibilities in the overall management of equipment and vehicles, monitoring driver behaviour, incorporating "green initiatives," management of incidents and complaints, reporting, and others.

A formal policy that establishes clear coordination between Fleet Services and user groups and addresses the key points highlighted above is needed if such efforts are to result in long-term solutions that can be adopted by all stakeholders.

Improve vehicle/equipment data integrity across systems

The various systems that support activities related to fleet management require vehicle and equipment information to be administered differently, making it difficult to reconcile the vehicle records across systems. Commissioning and decommissioning of fleet assets, as well as updates and reconciliations, are mostly done manually in each system separately. As a result, differences among the systems' data have been identified and a final, comprehensive, and accurate inventory of vehicles and equipment has not been obtained.

A reconciliation between the two main systems, INFOR and FASTER, was completed in April 2022 by Fleet Services and Parks Operations management. It showed two vehicles in INFOR not registered in FASTER, eight items recorded in duplicate, several pieces of equipment that had been disposed of but were still active in FASTER, and numerous instances of equipment that was not recorded in the FASTER system at all.

While this reconciliation is a positive initiative undertaken by Fleet Services and Parks Operations to align the inventories, the same issue exists in the other systems as well. Internal Audit obtained lists of vehicles and equipment from other systems and noted further differences – in particular, even the total number of vehicles and equipment differed among the systems and could not be reconciled. The root cause is the use of multiple platforms in the process, as well as the lack of automated updating between them.

This results in duplication or gaps in the information, and makes it harder to comprehensively track and maintain vehicle and equipment data. There is also the risk that the loss or theft of items not properly recorded in the control systems may not be identified in a timely manner.

Enhance utilization of telematics alerts, reports and data

Currently, the City has GPS-based communication devices installed in 541 City vehicles, allowing for real-time monitoring of vehicle usage. The system has built-in alerts and reports designed to facilitate enhanced asset management of the fleet; however, the City has not

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established clear expectations and processes as to when to use the reports and what to do when alerts are issued, resulting in an ad-hoc utilization of most capabilities.

Some of the functionalities available, but not fully utilized by an established process include:
- Monitoring of driving habits – alerts and automated reporting for speeding, idling, harsh braking and other aspects of driving safety and/or regulatory compliance. Such reports are only used when investigating specific complaints, rather than in an ongoing, preventative manner.
- System tampering or disabling – reports can be created to highlight lack of communication from devices, which may be a sign of tampering.
- Geofencing – users can create perimeters of operation (e.g. the City of Mississauga or specific sites) and the system generates alerts whenever the vehicle goes outside its expected area of operation.

Besides those built-in functionalities, the large amount of data collected by the system can provide valuable insights to support fleet and capacity planning, streamline routes, enhance fleet utilization, identify over and underutilized vehicles, identify potential unauthorized uses (off-hours, locations not work-related, etc.). These functionalities are known but not consistently used in a proactive way by internal fleet users.

Fleet Services recently completed an RFP for an enhanced telematics solution, which may be an opportunity to promote use by internal fleet customers, develop standards for corporate KPI's and design and implement the missing processes mentioned above.

Implement tracking and monitoring of fuel consumption

Reviewing 18 months of data from the fuel management system, we noted instances of the same vehicle being fueled twice in a matter of minutes, as well as spikes of consumption on certain days for specific operators. A sample was discussed with management and did not provide indication of wrongdoing; however, our analysis could not be conclusive due to the time passed since the events and the fact that the data is not validated by passwords or access cards (management advised that access cards will be required after the upcoming system upgrade).

We also noted several inconsistencies in the system data, such as 31 employees still active in the system after leaving the City, 98 vehicles/equipment in Winfuel but not in the corporate system, and several transactions with wrong or blank odometer readings.

Management advised that the Winfuel system is in the process of being upgraded by the end of this year to include, amongst others, the requirement of an access card to identify operators.

Establish periodic physical count of vehicle and equipment inventories

Currently, there is no comprehensive physical count of vehicles and equipment at the City. Some individual areas do limited checks, including a verbal confirmation by user areas of vehicles under their responsibility, which is conducted annually by Fleet Services, and an annual system review by Finance.

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However, these are not formal inventory counts, nor can they replace a physical count, especially in the case of equipment.

In the absence of a complete periodic vehicle and equipment count the City may not be aware of theft, damage, or misplacement of equipment, and may be exposed to reputational and financial risks, should these risks materialize and remain unnoticed.

Follow updated "Disposal of Surplus Assets" Policy

During a review of the disposal of vehicles/equipment that occurred in February and March 2022, we noted that third-party value assessments were not being completed, as required by the Disposal of Surplus Assets Policy. The policy establishes the requirement, but does not clearly determine who is responsible to conduct this assessment or when it can be waived (i.e. for low-value items when the cost of an external assessment may be prohibitive).

Develop comprehensive City fleet driver training program, including driver monitoring

A mandatory driver training program is currently administered by the Safety Section of Human Resources, which provides driver training to operators of City fleet plated vehicles; however, this training is for operators of light trucks and cars only, and excludes vehicles such as tractors, forklifts, ATVs, etc. Management advised that this covers only basic driver training, as participants in the program are required to already hold a G or G2 licence.

Driver assessment is completed during the training, but periodic re-testing is not currently performed. Additionally, data available from the Telematics system (vehicle speed tracking, vehicle idling, vehicle geo-locating, etc.) is not used to support any driver assessments or periodic evaluations.

In the absence of a comprehensive training program for drivers of all plated City fleet vehicles, including commercial motor vehicles and the various equipment such as snowplows, forklifts, tractors, etc., the City may be exposed to reputational and financial risks as a result of potentially inadequate operation of vehicles and equipment.

Install camera coverage in areas such as mechanic bays and inventory storage rooms

Internal Audit visited the physical space of mechanic bays and inventory storage and confirmed that there are no cameras located in these spaces. We also reviewed the camera footage of the yards and noted that the camera video was grainy, and cameras were placed in locations where visibility of the fuel filling stations was inadequate to identify operators or vehicles/equipment.

CONCLUSION

A total of 17 recommendations resulted from this audit. The table on the next page summarizes the recommendations by classification and priority.
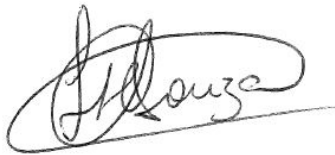
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Classification	High	Medium	Low	Total
Efficiency and Effectiveness	1	2		**3**
Compliance with and Clarification of Corporate Requirements	3	2		**5**
Operational Control and Financial Reporting	3			**3**
Safeguarding of Assets and Information	1	4	1	**6**
Total	**8**	**8**	**1**	**17**

Details of the audit recommendations and management comments can be found in Appendix A.

Management has agreed to all 17 of the recommendations. Eight (8) will be completed in 2023, seven (7) will be completed in 2024 and the remaining two (2) will be completed in 2025.

Internal Audit would like to thank the Director, Works Operations & Maintenance, Manager, Fleet, Manager, Procurement Services, and Fleet Services staff for their time and assistance during the audit.

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Rec	Recommendation	Priority (H/M/L)	Comments/Status	Classification
1	That Fleet Services act as a coordinator to develop a comprehensive policy for fleet management that provides clear accountabilities for all user and support groups (such as Finance and Procurement) and which documents clearer escalation and reporting steps. The policy should address the full lifecycle of the vehicles or equipment. Consideration may be given also to establishing and/or updating SOPs and Service Level Agreements to support the policy.	H	Fleet Services supports and will lead in the development of a Fleet Management Policy to ensure clear accountability for all user and support groups reporting and, when appropriate, escalation at each stage of the fleet asset lifecycle. Engagement will be required with LT, respective user and support groups including Corporate Asset Management to ensure responsibilities are understood and sustainable long-term. Support from the Corporate Policy Consultant will also be important. To be completed by April 1, 2024.	Compliance with and Clarification of Corporate Requirements
2	That Fleet Services, in conjunction with Finance, Procurement, and other stakeholders, establish a long-term fleet planning process, including a "needs assessment" process for future acquisitions and funding, a review of alternatives and an escalation/approval process. Consideration should also be given to the creation of standards for brands, models and customizations, and conditions for exceptions. Fleet Services should coordinate this process with the user groups, and support the decision-making based on formal analyses.	H	Fleet Services, in conjunction with Finance and Procurement, will develop a long-term fleet planning process including a needs assessment process for future acquisitions and funding, a review of alternatives and an escalation/approval process. Given the potential impact of this process development, engagement with LT and respective user groups is required. Process mapping support from a resource outside of Fleet Services will be required to complete this. To be completed by April 1, 2024.	Operational Control and Financial Reporting
3	That Fleet Services, in conjunction with Finance, establish, as part of the business planning cycle, a formal and periodic process for capacity planning, with inputs from both existing fleet planning information and actual data on maintenance processes, requirements and costs. This should include both operational costs (FTEs, parts and supplies) and capital needs (tools and space, both for new needs and as replacements funding).	H	Fleet Services is supportive and will develop an annual capacity planning process in conjunction with the business planning cycle to ensure all operational and capital impacts are included when a new asset is budgeted for. To be completed by April 1, 2024.	Operational Control and Financial Reporting

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4	That Fleet Services, in conjunction with Finance, IT, and user groups, explore opportunities to streamline the need to manually maintain information regarding vehicles and equipment in a number of different systems. This could be accomplished by transferring some functions to the same system and by selecting one as, "the single source of truth," from which automated processes are implemented to update the remaining systems without manual intervention. If that is not feasible or is cost-prohibitive, a periodic reconciliation among the different systems needs to be performed to ensure data integrity.	H	Fleet Services, in conjunction with Finance, IT, and user groups, will explore opportunities to streamline the need to manually maintain information regarding vehicles and equipment in a number of different systems. Integration between systems would be ideal but will take time to explore. To be completed by January 31, 2025.	Operational Control and Financial Reporting
5	That Fleet Services, in conjunction with Finance and user groups, determine a standard vehicle nomenclature across all systems, or an alternate way to tie the records of the different databases together, to facilitate tracking of the vehicles and equipment between them and allow for easier reconciliation when needed.	H	Fleet Services will investigate this recommendation. Preliminarily Fleet Services believes that TCA, Winfuel, FASTER and TMX all use the FASTER equipment number as reference. These systems will be reviewed for discrepancies. The inventory lists in INFOR and FASTER do not currently align and have been under review with the Parks team. To be completed by June 30, 2024.	Efficiency and Effectiveness
6	That Fleet Services, in conjunction with internal user groups, establish processes to manage alerts and reports from telematics, in order to prevent, identify, mitigate and investigate cases related to device tampering, driver/operator delinquency, misuse of City asset/vehicle, and noncompliance with speed regulations. Consideration should also be given to the implementation of geofencing, at least to identify vehicles outside the boundaries of the city for a prolonged period.	M	With the implementation of the new telematics system, Fleet Services is excited to deploy functionality to internal users. Currently, Fleet Services is working with impacted directors to address speed and idling KPI's as a priority and set standard reports. This will be done through standardized dashboards and alerts across the organization to ensure that internal user groups can monitor and address behaviour accordingly. Fleet Services will work with all internal telematics user groups to ensure that vehicle monitoring needs are set up and easy to use depending on business needs. The success of the telematics solution depends on divisional management support and buy-in from user	Safeguarding of Assets and Information

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Appendix A

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			groups for their ongoing review and action on system data. To be completed by April 1, 2023.	
7	That Fleet Services further develop a data analytics process to identify insights and KPIs to support fleet and capacity planning, streamline routes and usage, identify over and underutilized vehicles, and identify potential unauthorized uses (off-hours, locations not work-related, etc).	M	Fleet Services can develop dashboards in the telematics solution for divisions, departments and corporately on over/underutilized vehicles, as well as compliance-related data sets to receive information in real time. Currently, over/underutilized vehicles are shared on an annual basis between impacted user groups. Routes, and potential unauthorized uses, must be reviewed by the applicable user group for validation. Fleet Services can set up rules for operating hours and geolocations as per business needs. To be completed by July 1, 2023.	Efficiency and Effectiveness
8	That Fleet Services, in conjunction with user areas, establish a process to analyze Winfuel reports and ensure that any potential fuel transaction anomalies are reviewed in a timely manner. Initial investigation should be a responsibility of the user area supervisors, who should raise it to Security in case of a serious event being suspected.	M	Fleet Services, in conjunction with user areas, will document a process to analyze Winfuel reports and ensure that any potential fuel transaction anomalies are reviewed in a timely manner. To be completed by December 1, 2023.	Safeguarding of Assets and Information
9	That Fleet Services consider establishing KPIs and data analysis of fuel consumption to identify potential issues with equipment with consumption outside the expectation for its category, as well as anticipating trends of consumption.	M	Fleet Services will explore establishing KPIs and data analysis of fuel consumption to identify potential issues within the Winfuel system. Fuel consumption is based on operator behaviour and fuel consumption rating of the vehicle. Fuel consumption ratings are not currently available in the Winfuel or FASTER systems and user groups must be relied upon to address operator behaviour issues. To be completed by December 1, 2023.	Safeguarding of Assets and Information

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10	That Fleet Services, in conjunction with Finance and user areas, establish a full physical count of all City equipment and vehicles at least annually. Reliance can be placed on supervisors of user areas in order to facilitate the process; however, the inventory count needs to be properly documented and signed off by the supervisor and their manager; as well, discrepancies need to be investigated and corrected, and evidence kept for an appropriate length of time. This process should be documented within an associated policy.	H	Fleet Services is supportive of a full annual physical count and documenting a policy and process with the support of the Corporate Policy Consultant. Ideally, a completely independent third party is used to conduct this annual activity, as Fleet Services does not currently have capacity for this count. If resources are available, Fleet can analyze options to complete this work internally or externally. Alternatively, Fleet will engage with user groups to determine if they have capacity for this annual activity. Technology can support geolocation of all equipment, however, funding is required to support this additional need within telematics and this does not replace the annual physical count. To be completed by July 1, 2024.	Safeguarding of Assets and Information
11	That Procurement Services Unit work with Finance to ensure that a third-party market value assessment is performed prior to the disposal of any valuable item, or that a waiver is obtained when Finance deems the cost prohibitive for the expected asset value. Once this process is confirmed, the Procurement Services Unit is to update the Disposal of Surplus Assets Policy to reflect this change.	M	Procurement Services and Fleet Services are supportive of this recommendation to ensure clarity on the disposal process. The third-party assessment requirement from the Disposal of Surplus Asset Policy is cost-prohibitive. Fleet Services' asset management systems are best suited to determine when a vehicle should be disposed of and what the expected recovery should be; Finance is not involved in this decision process. To be completed by April 1, 2023.	Compliance with and Clarification of Corporate Requirements
12	That Fleet Services follow the updated Disposal of Surplus Assets Policy once the issue raised within this observation is clarified through an amendment to the Policy.	M	Fleet Services is supportive that we will follow the revised Disposal of Surplus Assets Policy. This is an important policy to ensure segregation of duties and fleet decommissioning process integrity.	Compliance with and Clarification of Corporate Requirements

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			To be completed by April 1, 2023.	
13	That Fleet Services, in conjunction with Learning and Development, consider opportunities to obtain third-party training on maintenance of "green" fleet vehicles, and for specialized vehicles that are not frequently maintained by the City. Additionally, Fleet Services should consider working with Learning and Development to institute Commercial Vehicle Inspections training.	M	Fleet Services has coordinated Electric Vehicle maintenance training through Centennial College at the Mavis Yard on November 3 & 7, 2022. Further "green vehicle" training is also scheduled for 2023. This has been scheduled as this supports the development of the Fleet Services team. Fleet Services has not been responsible for fleet operator training in the past as we do not have dedicated and qualified resources for this work. A business case has been submitted since 2020 to establish a centralized training unit within Fleet Services to address this gap in service delivery and legislative compliance across the corporation. Fleet Services will escalate this business case for discussion given this audit recommendation. To be completed by July 1, 2023.	Efficiency and Effectiveness
14	That Fleet Services, in conjunction with Learning and Development, establish a mandatory training program for drivers of all plated City fleet vehicles, including a clear description of the expectations for City employees with respect to ongoing driving behaviour such as following speed limits, keeping appropriate vehicle distance, vehicle idling, etc. As part of this training a section should be developed for the operation of large vehicles, as documented in Part 9 of the *City of Mississauga Driver Information Package for Drivers of City Vehicles*.	H	Fleet Services supports that a comprehensive vehicle and equipment training and retraining program is required for all City operators including theory, hands-on evaluation and periodic retraining. Fleet Services has not been responsible for fleet operator training in the past as we do not have dedicated and qualified resources for this work. A business case has been submitted since 2020 to establish a centralized training unit within Fleet Services to address this gap in service delivery and legislative compliance across the corporation. Fleet Services will escalate this business case	Compliance with and Clarification of Corporate Requirements

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			for discussion given this audit recommendation. A member of the Fleet Services team is currently completing a Green Belt Project to evaluate the training program in WOM for heavy and specialized equipment. The project scope tentatively includes documenting the types of training required based on position, confirming training materials and practices as well as training records, compliance and competence. Based on the outcome of the project, Fleet Services will share results with impacted stakeholders. To be completed by July 1, 2023.	
15	That Fleet Services develop a driver evaluation tool/process to assess whether drivers of City vehicles are consistently meeting City expectations for responsible driving and representing the City brand well in this regard, and utilize the technological capabilities available, such as those within Telematics identifying individual vehicles speeding, vehicle operation outside of approved geographic boundaries, vehicle idling, harsh braking, etc.	H	Fleet Services supports the development and creation of operator evaluation tools that vary for different types of equipment. Fleet Services has not been responsible for fleet operator training in the past as we do not have dedicated and qualified resources for this work. A business case has been submitted since 2020 to establish a centralized training unit within Fleet Services to address this gap in service delivery and legislative compliance across the corporation. Fleet Services will escalate this business case for discussion given this audit recommendation. Within the new telematics system, a driver scorecard tool is available; however, we do not currently have Driver ID capabilities. Fleet Services can investigate the impact of this enhancement. To be completed by January 1, 2024.	Compliance with and Clarification of Corporate Requirements

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16	That Fleet Services work with Security to install adequate cameras in critical and high traffic locations within the mechanics' bays, tool and parts inventory rooms, as well as in the four City yards, including in places where fuel pumps are located.	M	Fleet Services will work with Security to evaluate the need for cameras in the locations noted above. We can foresee some concerns from the union as it is our understanding that other fleet services within the organization in Transit and Fire do not have cameras. To be completed by January 1, 2025.	Safeguarding of Assets and Information
17	That Fleet Services complete a full tool inventory count for the City yards at least annually.	L	Fleet Services supports an annual tool inventory count across all yards. A supervisor in Fleet Services is currently completing a Green Belt Project for tool inventory. The project scope tentatively includes documenting an inventory of tools at all four fleet maintenance shops, assigning an asset lifecycle, acquisition cost, and developing a process to budget and inventory annually. Based on the outcome of the project, Fleet Services will implement processes accordingly. To be completed by March 1, 2024.	Safeguarding of Assets and Information