

### **INTERNAL AUDIT REPORT**

**Vanpool Operations** 

R-18-08

January 8, 2019

### **Executive Summary**

### Introduction

In conjunction with the Board of Trustees' Audit Committee, Internal Audit (IA) developed a risk-based annual audit plan. All of the audits on the audit plan are conducted in accordance with the International Standards for the Professional Practice of Internal Audit, published by the Institute for Internal Auditors (IIA), and provide several benefits:

- Management's continuous improvement efforts are enhanced
- Compliance is verified and shortfalls are identified so that they can be corrected
- Board of Trustee oversight of governance, control and risk management is strengthened

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All of these benefits contribute toward the Board of Trustees' strategic plan focus areas of:

- Customer Service Improve products, services, accessibility, and mobility
- Leadership and Advocacy Address current and future transportation challenges
- Access to Opportunity Enrich transit access and quality of life
- Strategic Funding Be wise stewards of public resources
- Workplace of the Future Foster dynamic, diverse, and engaged employees

As part of the 2018 audit plan, IA was directed by the Board of Trustees to perform an audit to determine if controls over Vanpool Operations are designed and operating effectively to ensure compliance with federal regulations, state laws, and internal policies and procedures as well as to support the achievement of management objectives. The preliminary stage of the audit was concluded in June 2017 and the final audit was completed in November 2018.

### **Background and Functional Overview**

UTA's Rideshare Department assists businesses, schools and individuals in finding and using alternate modes of transportation. The program offers a variety of Ridesharing services such as carpool, vanpool and bicycling services. Through community educational efforts the program promotes and offers ridesharing matching services, alternative work hours and telecommuting options. All Rideshare services are measures intended to reduce single occupancy vehicles from Utah's congested highways, improve Utah's air quality and reduce energy consumption.

Vanpool is UTA's most successful and measurable ridesharing service. Vanpool has grown from 93 active groups to 389 active vanpool groups today. Vanpool carries over 14 million passengers a year and UTA vans can be seen traveling up and down the Wasatch Front daily. The Rideshare Department in partnership with many internal and external partners is focused on increasing the number of vanpools operating in the region. The department is also focused on developing and implementing strategies and services which complement and support UTA's transit services and first and last mile strategies.

All aspects of the Rideshare Program are managed in-house with 9 full-time employees (FTE) with the exception of vehicle maintenance. Vehicle maintenance is contracted out to select vendors located throughout UTA's service area. The operations of the program is managed and supported by the Special Services Program Manager and 3 Vanpool Support Specialists (VSS). VSS are tasked with managing customer accounts, day-to-day issues and other program requirements such as the start of, or ending of a vanpool. VSSs also add and remove participants from vanpool rosters, address and resolve customer complaints, ensure driver requirements are met, manage driver training and prepare monthly billing.

Vanpool vehicle maintenance is supported by the Special Services Maintenance Manager who oversees all vanpool maintenance and maintenance staff. Maintenance staff include 2 Vanpool Fleet Supervisors who ensure all maintenance is performed on the vanpool fleet. There are 2 Vanpool Maintenance Specialist who coordinate work with maintenance vendors and assist vanpool groups with vehicle maintenance and vehicle trade outs. There is 1 Vanpool Maintenance Office Specialist who handles all maintenance billing, tracking and other administrative requirements.

The Rideshare program is supported and subsidized by the Wasatch Front Regional Counsel (WFRC) and the Mountainland Association of Governments (MAG). Through these Metropolitan Planning Organizations UTA receives and uses Congestion Mitigation and Air Quality (CMAQ) funds to support the administration of the program and uses funds to purchase expansion vehicles. CMAQ funds are intended to fund transportation projects that improve air quality, a benefit which has long been associated with the Rideshare and vanpooling programs.

Today's operating level of 389 active vanpool groups have made significant contributions to the Wasatch Front region by reducing single occupancy vehicles on Utah's congested highways and by improving air quality.

### **Objectives and Scope**

The period of the preliminary audit was September 1, 2016, through August 31, 2017 with the completion of the audit work focusing on April 1, 2018 through August 31, 2018.

The primary areas of focus for the Vanpool audit were:

- Accounting and Accounts Receivable Management
- Management Reporting
- Gas Card Administration
- Contracting
- Driver Screening, Training and Monitoring
- Vehicle Management
- Insurance
- Grants Management

Internal audit excluded from the scope of this audit areas such as:

- IT Security
- Gas Card Transaction Analysis

### Audit Conclusion

### Audit Report Rating\*

Stronger governance has been designed and implemented for Vanpool Operations with the creation and adoption of Standard Operating Procedures (SOPs) regarding accounts receivable, driver training and monitoring, maintenance and tracking of vehicles, and grants management. Development of some SOPs has been put on hold pending implementation of new systems.

Vanpool Management has instituted greater oversight of the monthly customer billing process to help mitigate the risk of inaccuracies, and also allocated resources to perform accounting-related functions such as customer billing. Driver Motor Vehicle records were being monitored more efficiently through the State's online system, which automatically emails any changes to monitored individual's driving records on a monthly basis.

Vanpool Management has acquired new maintenance tracking and monitoring software with installation pending IT support, and had implemented a new driver training program. Additional initiatives included new customer billing software, a new fuel card system, and an application planned to combine information from Vanpool-related complaints, accidents, driver's license records, and driver training records for better driver tracking and monitoring. A request for proposal for vendor maintenance contracts had also been issued.

IA recognizes Vanpool staff's significant progress toward achieving stronger governance and controls while balancing the need for continuous delivery of services with limited resources. IA anticipates that planned improvements will further mitigate Vanpool's inherently high level of risk, strengthen the control environment, and improve the efficiency of operations.

In the interim, risks remain in areas such as the manual billing of customers, driver monitoring, and fuel card monitoring. The overall risk level, as ranked in this report, is in part based on the diligence and knowledge of existing staff. Changes in personnel would increase the likelihood of risks noted in the report.

IA notes that the internal audit procedures did not identify major errors or misuse of Vanpool resources nor is IA aware of any impact of the findings on service provided to Vanpool customers.

While this report details the results of the audit based on limited sample testing, the responsibility for the maintenance of an effective system of internal control and the prevention and detection of irregularities and fraud rests with management.

\*Rating is defined in Appendix 2

Internal Audit would like to thank management and staff for their co-operation and assistance during the audit.

### **Table of Contents**

APPENDIX 1: Index of Findings	5
APPENDIX 2: Report Rating Matrices	
APPENDIX 3: Distribution List	38

### Index of Findings

1.	Vehicle Maintenance	6
2.	Maintenance Vendors	8
3.	Vehicle Inspections and Tracking	10
4.	Accounts Receivable Balances	13
5.	Accounts Receivable Management	15
6.	Accounts Receivable Contract Management	18
7.	Vanpool Financial Statements	20
8.	Driver Monitoring	21
9.	Maintaining Driver's License Records	24
10.	Driver Training	26
11.	Administration of Gas Cards	27
12.	Monitoring Gas Card Expenditures	30
13.	Grants Management	32
14.	Risk Assessment	35

### 1. Vehicle Maintenance

### Preliminary Finding R-17-7-1

Criteria:

Preventative maintenance is performed according to schedule.

Condition:

Vanpool maintenance specialists executed reviews of vehicle preventative maintenance histories to ensure that maintenance was being performed according to schedule. However, IA noted the following issues:

High

- There was no documented process in place to ensure that all vans were reviewed.
- Each Vanpool maintenance specialist performed reviews of vehicles assigned to them at different intervals.
- The preventative maintenance history for 59 (15%) out of 385 vehicles had not been reviewed during the audit period. A sample of 10 out of the 59 revealed 2 (20%) vehicles that had not received the required preventative maintenance in the 8 months preceding the end of the audit period.
- Reviews were performed through a manual process, using Excel spreadsheets.

Root/Cause Analysis:

There were no standard operating procedures (SOP) that documented:

- Required frequency of vehicle maintenance history reviews.
- Required follow-up for vans that have not received preventative maintenance on time.
- Ensuring that maintenance history reviews are performed on all active vehicles.
- Supervisory oversight and review of the maintenance history review process.

Effect:

In the event that key staff leave the employment of UTA without processes being documented, vans may be poorly maintained. Riders may be subject to more frequent break downs and Vanpool may incur increased and unexpected repair costs. Accidents may also be more likely to occur.

### Recommendations

- Vanpool should research further automation and streamlining of the vehicle maintenance review process.
- The maintenance history of all vehicles should be reviewed.
- An SOP for Vanpool maintenance should be developed that includes the required frequency of vehicle maintenance and vehicle maintenance history reviews, procedures to ensure all vans are reviewed, and required past-due maintenance follow up.
- Monitoring reports or other tracking mechanisms should be developed for management review and oversight of compliance with the standards developed. The management review should be documented and incorporated into the developed SOP.

Management Agreement	Owner	Target Completion Date
Yes	Special Services Program Manager	April 30, 2018
	and Manager of Maintenance	

The Vanpool team will review the workflow process and develop a formal maintenance plan and/or SOP for the preventive maintenance of all Vanpool vehicles including management oversight of the process. The Vanpool team will also work with the IT department to identify opportunities to improve the existing Vanpool maintenance software to include automated features of the maintenance review processes. The team will also alternatively identify alternative opportunities to purchase maintenance modules for existing RidePRO software which may also be used to track and monitor vehicle maintenance.

**Final Status** 

High

Vanpool Management created and implemented SOP No. E.04.07.01-4.01S, "Scheduled PM Inspections and Repairs Vanpool" as well as SOP No. E.04.07.01-4.02S, "Maintain State of Good Repair Fleet." The SOPs provided guidance regarding performance of preventative maintenance and other repairs as well as vehicle history reviews. However, there were no requirements noted regarding:

- Procedures for ensuring all vans are reviewed
- Required frequency of vehicle history reviews
- Required follow-up on past due maintenance
- Management reports or documented management review of controls over vehicle maintenance

Vanpool Management has acquired the maintenance module of the Vanpool software, RidePRO. The software included features such as, tracking and reporting on vehicle maintenance, an audit trail and access controls over removing vehicle records, and reminders for past due maintenance. However, pending implementation of the new software, Vehicle Maintenance history reviews continued to be performed manually using Excel files and related risks remain elevated, including the risk that the maintenance history for all vans may not be reviewed.

**Recommendations:** 

- SOPs should be reviewed and modified to include guidance regarding the areas listed above
- Vanpool Management should continue efforts to automate and streamline vehicle maintenance monitoring and reporting
- Controls should be designed and implemented to ensure that all van maintenance is reviewed and that there is management oversight of the process

Management Agreement	Owner	Target Completion Date
Yes	Coordinated Mobility Manager and	January 31, 2019
	Manager of Maintenance	

### Maintenance response:

Vanpool maintenance has updated the "Maintain State of Good Repair (SGR) of Fleet SOP". The SOP now states: "All vans will have vehicle histories performed at least twice a year to verify that maintenance is being performed properly. If any issues are discovered they will be addressed as soon as possible. All histories completed and issues found are reported to the Vanpool Maintenance Supervisor.

We are ready to implement the new automated maintenance program with the assistance of IT. This system will mitigate the risk identified

### 2. Maintenance Vendors

### Preliminary Finding R-17-7-2

Medium

Criteria:

Preferred vendors are used for maintenance and the List of Preferred Vendors is communicated to relevant Vanpool users.

Condition:

The following issues were identified during the audit:

- Communication of the Preferred Vendors List with Vanpool users was not documented and the requirement to use preferred vendors was not included in the Vanpool Participation Agreement.
- Even though management asserted preferred vendors would contact maintenance when costs exceed thresholds, the thresholds were not documented or communicated to preferred vendors in writing. In addition, approval of amounts over that threshold by Vanpool staff was not documented.
- IA tested 25 vendor invoices and found 3 (12%) where a preferred vendor was not used. Vanpool maintenance staff stated UTA requirements were reviewed with vendors that were not on the Preferred Vendor List. However, there was no documentation of such agreements.
- IA tested all maintenance invoices during the audit period for potential duplicates using the vendor name, van number and dollar amount of the transaction. One charge was detected as a potential duplicate that had not been followed up on by Vanpool staff.

### Root/Cause Analysis:

No SOP that documents how to engage vendors for Vanpool maintenance and repairs including:

- Agreements for best price
- Cost thresholds requiring preauthorization
- Minimum standards of service
- Minimum standards of documentation

### Effect:

Should key Vanpool staff leave the employment of UTA, without established agreements in place for vendors, it is more difficult to ensure best prices and minimum levels of service. There is also an increased risk of unauthorized or overpriced repairs.

### Recommendations

- An SOP should be developed that documents how to engage vendors for Vanpool maintenance and repairs, including ensuring best pricing, minimum levels of service, required documentation, and cost thresholds for preauthorization requirements.
- Monitoring reports or other tracking mechanisms should be implemented to ensure documented management review and oversight of compliance with the standards developed and that the oversight process be incorporated in the SOP developed.

Management Agreement	Owner	Target Completion Date
Yes	Special Services Program Manager	April 30, 2018
	and Manager of Maintenance	

Given the large service area for Vanpool customers, it can sometime be difficult to find preferred vendors who agree to perform the service at discounted rates. In addition, some customers may not have access to the preferred vendors and will need to contact UTA about other possible vendors. In certain situations, maintenance vendor exceptions can save UTA money and provide a better experience for the customer.

The Vanpool department maintains an updated preferred vendor list on the Vanpool website for all customers to access. UTA's updated Vanpool operations manual (to be released in 2017) does require customers to use preferred maintenance vendors. Additional information regarding preferred maintenance vendor exceptions will be included in the Vanpool operations manual prior to release. The current and new Vanpool participant agreements require vanpools to be maintained in accordance with the Vanpool operations manual.

The Vanpool team will review the process for identifying and selecting preferred maintenance vendors and the use of non-preferred maintenance vendors. This will also including identifying opportunities for developing purchase orders or contacts with the maintenance vendors and the development of an SOP identifying tracking mechanisms and management oversight of the process.

#### **Final Status**

Medium

Vanpool Management created and implemented SOP E.04.07.01, Vendor Selection/ Expectations. The policy includes guidance on minimum levels of service and requirements for preauthorization of services. IA noted that the SOP did not include guidance regarding the following:

- Monitoring reports or other tracking mechanisms to ensure billing accuracy and policy compliance
- How the monthly invoice review process should be documented

Vanpool Management also created and implemented a Vendor Guide for use by preferred maintenance vendors. The Vendor Guide instructs vendors to "follow contract pricing for all services." However, vendor contracts were not in place at the time of the audit although an RFP had been issued. The risk of not obtaining best pricing remains elevated.

Vendors were instructed to obtain preauthorization for all unscheduled maintenance from UTA maintenance staff and to cite the name of the authorizing individual on the invoice submitted. However, the risk exists that the vendor could cite the employee's name without obtaining the authorization. Therefore the control design was not considered effective. In addition, no controls were in place to ensure vanpool participants used preferred vendors or obtained documented authorization for any exceptions.

Recommendations:

- SOPs should be reviewed and modified to include guidance regarding the areas listed above
- Vanpool should continue to pursue contracts for vehicle maintenance providers
- Responsible Vanpool staff should consider documenting their authorization to vendors or vanpool participants (as applicable) through an email or log entry at the time preauthorization is given
- Vanpool staff responsible for processing invoices should compare what was authorized to what was invoiced

Management Agreement	Owner	Target Completion Date
Yes	Coordinated Mobility Manager and	January 31, 2019
	Manager of Maintenance	

Maintenance response:

- We are going through the process of selecting vendors with purchasing, we are going through the RFP process.
- We will consider documenting authorization to vendors however at this time we will continue to follow our process as written in our Vendor Selection/Expectations SOP due to staffing constraints. Management will consider a practical control to address the risk.
  - SOPs will be reviewed and modified to include governance regarding the following:
  - Monitoring reports or other tracking mechanisms to ensure billing accuracy and policy compliance
  - o How the monthly invoice review process should be documented

### 3. Vehicle Inspections and Tracking

### Preliminary Finding R-17-7-3

Criteria:

Executive Limitations Policy No. 2.2.1 "Asset Protection," states, "Assets of the Utah Transit Authority shall not be unprotected, inadequately maintained, or unnecessarily risked." Accordingly, the General Manager shall not:

1. Fail to protect against:

- a. Property and casualty losses;
- b. Public officials' errors and omissions and fiduciary liability;

c. Theft and fraud;

- d. Loss of value, appearance, and utility of assets; and
- e. Loss of or significant damage to intellectual property, systems, and records essential to the well-being of the Authority."

### Condition:

UTA vehicles are owned by UTA but used by outside parties. In order to ensure vehicles remain in a good condition, UTA reserves the right to do site inspections. In the event that UTA has to retrieve the vehicles, another vehicle would be delivered to the driver. When vans need to be retired from Vanpool, they are transferred to the Bus Vehicle Maintenance Supervisor for use in another department, sale or disposal. The audit identified the following vehicle tracking issues:

- The movement of vehicles into and out of inventory was not reconciled to ensure the accuracy and completeness of vans on record.
- Management maintained a record of all Vanpool vehicles using an Excel file. Due to the inherent limitations of Excel, vehicles were added, changed, and/or deleted without an audit trail of when the change was made or the person that performed it.
- Although some site visit inspections of vans did occur, there was no standard for when or how often they should be performed. Additionally, there was no monitoring to ensure inspections occurred.
- When vans were exchanged with drivers, no signature was required from the person receiving the UTA vehicle. IA identified 53 vans delivered to drivers during the audit period and randomly

High

selected 6 for review. For 1 (17%) of the 6 vans, no disposition form was on file. For 2 (33%) of the 6 vans, there was no driver's signature on the disposition form.

- No signature was required for vans retired from Vanpool operations and transferred to the Bus Vehicle Maintenance Supervisor for use in another department, sale or disposal. IA found that:
  - According to the April Van Inventory Master List, 10 vehicles were removed from Vanpool that were reassigned to another UTA location during the audit period, of which 2 (20%) were not included on the Bus Vehicle Maintenance Supervisor's vehicle list.
  - There were 47 vehicles removed from Vanpool that were retired or totaled during the audit period, according to the April Van Inventory Master List. IA found 4 (9%) that were not included on the Bus Vehicle Maintenance Supervisor's vehicle list. In addition, no vehicle disposal form was on file to document the vehicle's transfer.
  - Finally, IA found one vehicle on the April Van Inventory Master List that was not updated to reflect its movement out of Vanpool operations.
- Responsibility for vans left at preferred vendor locations for use as loaner vehicles was not documented.
- Van disposals are not accounted for until the end of the year. With respect to the lack of a reconciliation of van inventory there is additional risk that a van disposed of is not completely and accurately accounted for within the financial system.
- For vans leased by UTA there is no process to identify when a leased van is disposed of and what actions need to be taken with respect to the lease agreement.

Considering the abovementioned anomalies, the requirements for tracking, inspecting, transferring and retiring vehicles were not consistently applied.

### Root/Cause Analysis:

There was no SOP that guides responsible parties in requirements for vehicle inspections and tracking, including appropriate documentation and review to maintain an adequate audit trail. Not all vans are physically accessible for inspection, such as vans parked at secured locations. In addition, there was no SOP regarding required steps for issuing, retiring or transferring vehicles to another individual, department or location.

### Effect:

When documentation of vehicle movement is not adequate, vans are more likely to become lost or stolen. In addition, vehicles are more likely to be stored, maintained or used inappropriately when they are not subject to inspections.

### Recommendations

- Vanpool management should research further automation of vehicle tracking information that includes an audit trail whenever changes are made to vehicle records.
- Documentation should be maintained of all vehicle transfers into and out of Vanpool, including acknowledging signatures, whenever possible.
- A reconciliation of vehicle inventory should be performed at least annually that includes beginning inventory, purchases, disposals, and ending inventories and that an independent, documented review of the reconciliation and related documentation be performed.
- An SOP should be developed that documents required vehicle inspections, vehicle tracking, reconciliations, appropriate documentation and independent review.

Management Agreement	Owner	Target Completion Date
Yes	Special Services Program Manager	April 30, 2018
	and Manager of Maintenance	

The Vanpool team will review the existing process for the transferring/assignment of vehicles between customers, vendors and internal UTA departments. This includes improving processes and identifying other opportunities for the use of technology and possible automation of the process. The team will also develop an SOP which includes an annual reconciliation of vehicle inventory, independent review, and implementing and use of forms or other methods to document the transfer of vehicles and other department assets.

#### **Final Status**

Medium

Vanpool Management created and implemented SOP No. E.04.07.01-4.03S, Vanpool Vehicle Asset Location Status. The policy requires that the location and status of vehicles be tracked in Vanpool software and that a vehicle disposition form accompany vehicle transfers to and from a vendor. However, the SOP did not include:

- Requirements for an annual reconciliation of vehicles
- Individuals responsible for maintaining accurate vehicle locations
- Requirements for onsite inspection of vehicles
- Independent review and approval of vehicle inventories and onsite inspections

IA noted during the preliminary assessment that there were no SOPs regarding disposal procedures for leased vehicles. A draft revision of Corporate Policy 2.1.2, Asset Disposal, has been completed to include requirements that Accounting determine disposition requirements, such as a lien release for leased vehicles, prior to disposal. The draft policy was pending approval. Once approval is received, the Comptroller indicated that related Accounting Policies and Procedures will be revised.

As mentioned in Finding 1, the maintenance module of the Vanpool software RidePRO, has been acquired but was not implemented during the audit period. The software includes features such as vehicle tracking and reporting. However, pending the software implementation, vehicle tracking was done manually using Excel and related risks remain. IA also noted that no reconciliation of vehicles was performed to help ensure the accuracy and completeness of the van fleet inventory.

As described in SOP No. E.04.07.01-4.03S, Vanpool Vehicle Asset Location Status, Vanpool uses vehicle disposition forms to document transfers of vans. IA selected a haphazard sample of 8 vehicles that were transferred during the audit period and requested the related disposition form for review. No disposition form was on file for 2 of the 8 vans, which had been placed at maintenance vendor locations for use as loaner vehicles. For 4 of the remaining 6 vans, the disposition forms were not signed by the receiving or transferring individual. Recommendations:

- SOPs should be reviewed and modified to include guidance regarding the areas listed above
- Once VPC approval for the new Asset Disposal Corporate policy has been received, Accounting should revise and update the related Accounting SOP to ensure consistency between the two documents and proper handling of leased asset disposal
- Vanpool Management should continue with efforts to automate and streamline vehicle tracking and reporting and a reconciliation of vehicles should be performed on a periodic basis

• Vehicle disposition forms should be completed and signatures acknowledging the transfer of custody be obtained

Management Agreement	Owner	Target Completion Date
Yes	Coordinated Mobility Manager, Manager of Maintenance, and	January 31, 2019
	Comptroller	

Maintenance portion:

Maintenance has updated the Vanpool Vehicle Asset Location/Status SOP, it now states: "The Vanpool Maintenance Supervisor will perform an audit of the vehicle list every change day, any updates to the fleet will be given to the Maintenance System ERP Admin who will update the ERP System.

We are still in the process of implementing our new vehicle maintenance program.

As for what our SOP does not include "Requirements for onsite inspection of vehicles", Vanpool does not have enough staff to perform an annual physical check of each vehicle, we rely heavily on our Vendors to be our "eyes and ears". Vanpool staff commits to physically check a minimum of 10% of the fleet until staffing levels increase to complete additional physical checks of the vehicles, at which time the inspection level will be modified. The requirement will be added to the SOP.

We agree that all Disposition forms should be signed, we are enforcing this process with vendors and others within UTA that receive a vehicle from us.

Accounting's Portion:

The new disposal policy has been approved in November 2018, and accounting will be introducing a new capital asset policy in January 2019 that address lease tracking outside of the disposal policy's new requirements related to disposal of leased vehicles. The departmental SOP related to what our accountant looks at for lease and granted disposal will be updated by the end of December 2018.

### 4. Accounts Receivable Balances

### Preliminary Finding R-17-7-4

High

Criteria:

Accounts Receivable legacy credit and debit balances are required to be monitored and resolved in a timely manner. Payments are required to be recorded to the correct account and, if applicable, amounts owed to customers refunded or transferred to the State Treasurer in accordance with State statute. Uncollectable balances are required to be written off.

The abovementioned is required in accordance with the following standards:

- Utah Unclaimed Property Act (Utah State Code Title 67 Chapter 4a)
- Generally Accepted Accounting Principles (GAAP)
- Executive Limitations Policy No. 2.3.2 (requiring adherence to GAAP)

### Condition:

The Vanpool "Non XPB Accounts Receivable" report was inspected, which showed 280 legacy accounts with outstanding credit and debit balances, with a cumulative credit balance of \$90,462.

These accounts were not listed on the monthly aging report prepared by the Accounts Payable-Receivable Coordinator (AP/AR Coordinator) and were not the subject of any ongoing collection or reconciliation efforts.

Root/Cause Analysis:

The majority of credit balances, by dollar amount, are Federal Government employees and may be the result of excess TRANServe Benefit funds paid to UTA. They may also be the result of accounting errors.

Effect:

UTA may be subject to fines and legal penalties and/or poor public perception when accounts are not handled appropriately.

Recommendations
Vanpool management should work with accounting to research the source and proper resolution
of stale Accounts Receivable credit and debit balances, and come to a final resolution.
An SOP should be developed that documents requirements for accurate and timely handling of

 An SOP should be developed that documents requirements for accurate and timely handling of Vanpool debit and credit accounts receivable balances.

Management Agreement	Owner	Target Completion Date
Yes	Special Services Program Manager	April 30, 2018
	and Acting Comptroller	

This has been a long standing issue in the Vanpool department as the majority of customers use the Federal Transit Benefit to pay for their Vanpool fares. Former billing procedures have provided no ability to identify which individual accounts and who the overpaid funds belong to. The Vanpool and Accounting departments have worked with the federal sponsors of vanpools on many occasions to identify ways for returning long outstanding credits, however, none have said they have a process for UTA to return the money. Additionally UTA also has no corporate policy on how to handle such accounting procedures. Vanpool management will partner with the accounting and legal departments to research requirements and best practices for addressing these accounting issues and make recommendations to either implement a corporate policy or a Vanpool department SOP regarding customer credits and how any over payments will be resolved.

#### Final Status

Medium

Vanpool Management created and implemented the SOP E.04.07.01-01.02S Vanpool Customer Account Balances and E.04.07.01-01.01S Vanpool Customer Billing SOP. The policies include provisions regarding timely and accurate handling of credit and debit balances. Policies also indicated that Vanpool users should be removed from Vanpool after missing 2 consecutive payments or enter into a payment plan. However, no provisions were noted regarding:

- Monthly aging report review or sign off by management
- Procedures for when the individual or organization with a credit balance cannot be located
- Guidelines for how or when collection efforts for past due accounts should be made or the individuals responsible for identifying and following up on past due accounts

Using the September 2018 aging report, IA selected a sample of 4 accounts with 2 or more missed payments for review. 1 out of the 4 participants had been removed from the Vanpool but was not

removed until missing at least 4 payments, in conflict with the new policy. 2 of the 4 participants had been billed in error. The remaining account had been granted a credit that was being used to offset current charges. However, no memo or other documentation was on file regarding the reason for the credit.

IA also reviewed a sample of 25 legacy accounts identified during the preliminary assessment. No documentation was found for 15 of the 25 accounts. The 10 remaining accounts had a memo regarding an action plan on file, however, for only 1 of the 10 accounts had the memo been signed off on by management.

**Recommendations:** 

- SOPs should be reviewed and modified to include guidance regarding the areas listed above
- Resolution of credit and debit balances should be documented, approved by management, and entered into the Accounting system
- Remaining legacy account balances should be resolved in accordance with applicable laws and regulations

Management Agreement	Owner	Target Completion Date
Yes	Coordinated Mobility Manager	April 1, 2019

Vanpool Management has updated SOP E.04.07.01-01.02S Vanpool Customer Account Balances to include review and sign off of the monthly aging report, documentation of credit/debit adjustments, and the requirement to follow UTA Corporate Policy specific to debt collection. Vanpool Management will work with UTA Comptroller and Legal to create a debt collection SOP by the end of Q1, 2019.

Vanpool Management agrees that legacy account balances should be resolved in accordance with applicable laws and regulations and will work to resolve legacy account balances by the end of Q1, 2019.

### 5. Accounts Receivable Management

### Preliminary Finding R-17-7-5

#### Criteria:

Utah Transit Authority Accounting Manual, "9. Accounts Receivable Accounting", states in section 9.1, "*The AP/AR Coordinator is responsible for the following: … Invoicing monthly vanpools… Collections on accounts over 30 days*"

Condition:

The Utah Transit Authority Accounting Manual defined certain responsibilities of the AP/AR Coordinator with regards to Accounts Receivable (AR) but did not define procedures specific to the Vanpool program. IA noted the following issues:

- Use of manual billing processes that relied, in part, on spreadsheet formulas and cutting and pasting of data which increased the risk of billing errors and reduced efficiency of operations.
- No routine procedure for collecting on past due accounts, such as letters, phone calls, late fees, etc.

High

- No Vanpool Management oversight or review of the Vanpool aging report.
- An Xpress Billpay report was not generated for invoices sent or whether the customers had an account set up. The lack of reporting increases the risk that a customer may not be billed because the omission would not be detected by Accounting.
- No accounts receivable reconciliation was performed that included the amount of waivers or adjustments.
- The AP/AR Coordinator calculated the monthly charge, recorded the charge in AR, and sent the invoices or the charges to Xpress Billpay as needed without any independent review.
- No independent review of the RidePRO Report or the Express Billpay Z file (created in the ERP System) performed to determine whether the charges and invoices were accurate and complete.
- No independent review of waivers or adjustments granted by Vanpool support specialists.
- No follow-up on vanpools that failed to report mileage and ridership information and no standard documentation or supervisory review when corrections were made to suspected mileage reporting errors.
- In some cases an invoice may not be created for a Vanpool charge or a Vanpool payment is made ahead of billing and it is not clear how a payment without reference to an invoice number should be applied to Vanpool Accounts Receivable or otherwise accounted for.

### Root/Cause Analysis:

The existing Accounting Policy Manual does not cover the entirety of the Vanpool invoicing and accounts receivable process including independent reviews of manual accounting processes, account collections and write-offs, and reconciliation of data between the various systems involved.

### Effect:

When past due amounts are not followed up on in a timely manner, delinquent and uncollectable accounts are more likely to occur. When independent reviews and approvals are not performed of manual tasks, errors and omissions are more likely to occur. Use of manual billing processes increases those risks.

#### Recommendations

- Vanpool management should research further automation, streamlining and standardization of Vanpool billing and collections.
- An independent review and approval of the aging report should occur, including on amounts billed, waived and adjusted.
- An SOP should be developed that documents requirements for billing, collecting efforts, reconciling, approving and posting of Vanpool accounts receivable.

Management Agreement	Owner	Target Completion Date
Yes	Special Services Program Manager	December 31, 2017
	and Acting Comptroller	

In 2016 the Vanpool department implemented a new billing system which changed the majority of all Vanpool billing and collections procedures. Vanpool management in partnership with the Accounting department have implemented various new processes and procedures to manage this process. However, the Vanpool department is still in the transition process and finalizing various processes and procedures. This includes a new pricing model which would impact a variety of these processes and procedures. While many of the accounting processes are in place, there are no

formal Vanpool accounting SOPs and others still need to be developed utilizing best accounting practices. In addition, the Vanpool department has recently hired a Customer Accounts Specialist who will partner with the Accounting department and Vanpool management regarding all customer billing and collection processes and procedures.

The Accounting and Vanpool departments will partner to identify opportunities to streamline or automate the customer billing process. Vanpool and Accounting will also research, develop and implement formal Vanpool accounting SOPs for identifying the billing, collections, reconciliation and posting of Vanpool accounts receivable procedures. This will also include an independent review and approval of the aging report and any customer bills which are waived or adjusted.

#### **Final Status**

High

Vanpool Management created and implemented the SOP E.04.07.01-01.02S Vanpool Customer Account Balances and E.04.07.01-01.01S Vanpool Customer Billing SOP. However, no provisions were noted regarding:

- Preparation, review, and sign off of the monthly aging report
- Reconciliation of Accounts Receivable and review thereof
- Criteria, procedures, and required review waivers
- Procedures for handling payments made prior to invoicing
- Required follow up for vanpools that fail to report, or that report inaccurate mileage and ridership data
- Procedures for making corrections to mileage reporting and required review and sign off

Pending implementation of new billing software, Vanpool billing continued to be done manually and relied, in part, on spreadsheets as well as cutting and pasting of data resulting in the elevated risk of billing errors. The Coordinated Mobility Manager did review monthly billing, including a sample of formulas and Vanpool group totals each month prior to the billing information being uploaded in the ERP System. The aging report was also reviewed by the Coordinated Mobility Manager.

However, there was no independent review of what was entered into the ERP System and the software used for monthly invoicing did not produce any reports to allow an independent review of billing accuracy or completeness. Furthermore, no accounts receivable reconciliation was performed.

Spreadsheets listing waivers and adjustments were also reviewed by the Coordinated Mobility Manager each month. IA selected a sample of 13 adjustments and 4 waivers for review of supporting documentation. In reviewing 1 of the 13 adjustments, where the company's charges were decreased to account for lower than expected mileage, IA noted that the company had not been charged for all 4 vans in use, an oversight of \$1,972. Another 1 of the 13 adjustments had no supporting documentation, such as an email from the Vanpool Support Specialist and/or vanpool participant. 2 other adjustments entered were initially requested as waivers. 1 of the 2 was reversed and entered as a waiver. IA noted that criteria for determining what constituted a waiver and what constituted an adjustment was not clear and waivers were not defined in policy.

Vanpool Management recognized the risks involved with the current billing process and had completed a purchase order to obtain the billing module for RidePRO. Vanpool Management was also working to simplify the billing structure.

**Recommendations:** 

- SOPs should be reviewed and modified to include guidance regarding the areas listed above
- Vanpool should continue to pursue more automated and streamlined invoicing methods
- Accounts Receivable reconciliation should be performed and reviewed by management and should include beginning balances, payments, charges, waivers, adjustments, and ending balances

Management Agreement	Owner	Target Completion Date
Yes	Coordinated Mobility Manager	July 1, 2019

Vanpool Management has updated SOP E.04.07.01-01.02S Vanpool Customer Account Balances to include review and sign off of the monthly aging report, documentation of credit/debit adjustments, and the requirement to follow UTA Corporate Policy specific to debt collection.

Vanpool Management will work with Accounting and the software program to determine an appropriate procedure for handling payments made prior to invoicing.

Vanpool Management will continue to encourage participants to accurately report required information however believe the risk to a less than 100% accurate reporting of mileage and ridership is unattainable therefore accepts the risk of a less than100% accurate reporting of this information. We will monitor data provided via the gas card program and create an SOP for data source comparisons that include thresholds to anomalies.

Vanpool Management will analyze the effectiveness and purpose of the Waiver Program by July 1, 2019, and if continuation of a Waiver Program is recommended, will create processes and criteria applicable to any changes to the Waiver Program. Due to the complexity of the program, more time is required to perform the analysis.

Vanpool Management agrees with recommendation from IA pertaining to automated and streamlined invoicing methods and in negotiations with Trapeze on the RidePRO billing software functionality.

Vanpool Management agrees with IA regarding accounts receivable reconciliation and agrees to modify practices for oversight, balance, payments, etc. upon the full functionality of the RidePRO billing software. Once these changes are in place, the SOP will be modified where necessary.

### 6. Accounts Receivable Contract Management

### Preliminary Finding R-17-7-6

High

Criteria:

Vanpool corporate contracts state, in section 2.1, "Lease of Vehicle. UTA agrees to lease to Lessee, for the term of this Agreement, and subject to the conditions contained herein, the Vehicle described in Exhibit "A" ... "

### Condition:

The number of vehicles leased by organizations that subsidize or provide a Vanpool for use by their employees did not correspond with the number of vans being billed to that organization for 1 (20%) out of 5 contracts reviewed.

Root/Cause Analysis:

No centralized tracking or monitoring of Vanpool contracts, contract amendments, number of vehicles leased or contract expiration dates.

Effect:

Contracts may not be enforceable for additional vans used by the contractor but not included in the contract. Vans may be more likely to be used for unauthorized purposes and amounts past due may be more difficult to collect. Contracts may be more likely to expire without being detected.

### Recommendations

- A centralized list of contracts should be maintained that includes a contract number, the number of vehicles leased, and the contract expiration dates. This centralized list should be maintained and monitored by Vanpool staff and management.
- Vanpool management should work with Grants and Contracts to determine if the existing UTA contract repository could be utilized for Vanpool contracts.
- An SOP should be developed with requirements for Vanpool contract administration, monitoring and enforcement.

Management Agreement	Owner	Target Completion Date
Yes	Special Services Program Manager and Manager of Procurement Grants and Contracts	

Vanpool management is aware that there is no centralized contract numbering system for Vanpool corporate contracts and this has been a previous goal for the Vanpool department to resolve. In addition, UTA corporate policy 3.1.6 Contracting Authority exempts Vanpool contracts from the corporate contract numbering system.

Vanpool management will work with the grants and contracts department to identify opportunities for contract numbering and corporate policy revisions. In addition, Vanpool management will develop a centralized corporate contract list/repository system with expiration dates and develop a department SOP for monitoring and enforcement.

#### **Final Status**

Medium

At the time of the audit, an SOP regarding contract management was not in place.

Contracts were being tracked and monitored for renewal using an Excel worksheet. IA compared the list of contracts to the Accounts Receivable Aging report and found that 1 out of 30 companies that contract with UTA was not on the contract list. The contract had expired and had not been detected by the responsible Vanpool Support Specialist.

IA also selected 4 contracts that were on the list of contracts. Out of 4 contracts reviewed, 1 had expired. Another contract referenced vans leased per Exhibit A. However, the exhibit had not been completed and signed disposition forms were not on file for 2 out of 4 vehicles used by the company.

**Recommendations:** 

- An SOP regarding contract management should be developed and implemented
- Vanpool should seek more automated and streamlined contract tracking and accountability for each van being used by the company. This should be established in the contract or through signed disposition forms, as most appropriate.

Management Agreement	Owner	Target Completion Date
Yes	Coordinated Mobility Manager	July 1, 2019
Vanpool management will work to identify opportunities for contract numbering, expiration of		
contracts, contract review. By Q2, 2019 Vanpool management will conduct a reconciliation audit		

contracts, contract review. By Q2, 2019 Vanpool management will conduct a reconciliation audit between the Excel worksheet and the Accounts Receivable Aging report to identify discrepancies, and create a policy pertaining to reconciliation including contractual expirations.

### 7. Vanpool Financial Statements

### Preliminary Finding R-17-7-7

Medium

Criteria:

An effective internal control system requires timely and reliable financial reporting to enable informed management decisions.

Condition:

A statement of Vanpool financial performance has not been prepared or provided to Vanpool Management since mid-2016.

Root/Cause Analysis:

According the UTA Comptroller, preparing financial information that isolates Vanpool activities is a lengthy and manual process, and time constraints prevented more frequent reporting. She stated that isolating Vanpool in a separate fund would better facilitate financial reporting.

### Effect:

Management may lack the necessary information to track budgets as well as financial performance. As a result, customers may be charged too much or too little for use of Vanpool and financial goals may not be achieved.

### Recommendation

Vanpool management should work with UTA Accounting and Information Services (as appropriate) to develop ongoing financial reports.

Management Agreement	Owner	Target Completion Date
Yes	Acting Comptroller	December 31, 2017

Vanpool management and the accounting department have been working to resolve this issue throughout the past year. Additional financial questions regarding the Vanpool program remain and Vanpool management, the operations and accounting departments will continue to work to resolve issues and concerns. In addition, other processes and procedures are in place (which require these financial statements) to determine the reasonability of amounts charged to Vanpool participants.

#### **Final Status**

Medium

High

Vanpool Management and Accounting staff held a series of meetings during 2017 where ongoing financial reporting and other issues were discussed. However, financial reports were not being obtained or reviewed by Vanpool. The risk that Vanpool Management does not have adequate financial information or results upon which to make business decisions remains elevated.

**Recommendations:** 

- Vanpool should continue to work with Accounting, or Information Services, to obtain or develop needed reports and analysis.
- Vanpool should work with Accounting to clarify and define roles and responsibilities for accounting-related functions

Management Agreement	Owner	Target Completion Date
Yes	Coordinated Mobility Manager and	July 31, 2019
	Comptroller	

The Comptroller will work with the vanpool manager during the yearly Vanpool and Rideshare budget preparation to define a specific vanpool rate for operations, capital, and administration. The Comptroller will ensure that operations financial information in the ERP System and Magiq will be accurate and have the appropriate reporting capabilities for monitoring operation expenses. The Comptroller will provide a monthly report of actual revenue. The Comptroller will provide capital replacement report after deciding how long a Vanpool van should last with Vanpool's input. Based on the reports, the Vanpool manager will lead an evaluation of total program financing and make appropriate adjustments for the 2020 budget cycle Vanpool Revenue forecast.

### 8. Driver Monitoring

#### Preliminary Finding R-17-7-8

Criteria:

UTA Vanpool Program Terms and Conditions, section D. Drivers, states:

4. Drivers shall exemplify safe driving habits and observe all traffic laws and regulations. Drivers are responsible for resolving any citations resulting from the operation and parking of a UTA van...

13. Drivers shall at all times operate vans in a manner complementary to the public nature of the Vanpool Program, drive in a courteous manner, and if asked, explain the unique character of the use of the van.

Condition:

One of the duties of Vanpool support specialists was to review and follow up on complaints regarding Vanpool drivers as well as Vanpool accidents. IA found that standard operating procedures did not

exist for following up on accidents, or complaints regarding Vanpool drivers, and evidence of supervisory review was not always obtained. In addition, there was no centralized location where driver complaints, accidents, and driver's license records were tracked together.

The abovementioned is supported by the following issues identified during the audit:

- There were 59 reported accidents involving Vanpool during the audit period. In 13 the driver was considered at fault. IA selected 7 for review and found that 2 (29%) were not reviewed or followed up on by a Vanpool support specialist. In another case, review and follow up was performed but no updated driver's license record was obtained.
- 71 comments or complaints were made to UTA customer service regarding Vanpool during the audit period. 20 involved a safety issue, 6 of which were selected for review, along with 2 other non-safety related complaints. IA found that each was followed up on by a Vanpool support specialist. However, 1 (12%) complaint, submitted on January 31, 2017, was not reviewed and signed off on by the Special Services Program Manager as of April 27th.
- The Special Services Program Manager stated that the log of accidents and follow up performed by the Vanpool support specialists were reviewed. However, there was no evidence of the review performed and no standard timeframe for completing them.

Root/Cause Analysis:

Lack of standard operating procedures.

Effect:

In the event that accidents are not followed up and additional training and updated records are not obtained, the likelihood of unqualified drivers operating vans is increased. The risk of future accidents is also increased. Because driver accident records and complaints are maintained separately, patterns regarding certain drivers may be not be identified.

#### Recommendations

- An SOP should be developed for review and follow up of accidents and complaints and communicated to Vanpool staff.
- Supervisory review should occur of post-accident follow up and be documented. The requirement for supervisory review should be incorporated into the SOP developed.
- Accidents and complaints regarding individual drivers should be recorded and tracked in a centralized location.

Management Agreement	Owner	Target Completion Date
Yes	Special Services Program Manager	April 30, 2018

The Vanpool department does have a customer complaint process requiring the timely investigation and close out of customer complaints which requires management review. However, there is no formal SOP as recommended. Regarding the one complaint dated January 31, 2017, an error in the customer complaint filtering process caused this complaint to be missed in the closeout process. However, the complaint was investigated and completed as required. This filtering issue has now been resolved.

The Vanpool department will review the existing UTA Business Unit SOP "BU7.1 Not at Fault/Verified Business Unit Customer Comments" to implement as part of these recommendations.

If this SOP does not meet the Vanpool departments needs a new SOP will be created regarding Vanpool customer complaints review and follow up processes

In 2016, Vanpool management began requiring drivers who are in an at-fault accident to undergo a formal driver review of the incident including motor vehicle records. If the review determined the driver will be allowed to continue operating the vehicle, then a mandatory four hour defensive driver retraining course is required or else the driver is determined ineligible to operate a UTA vehicle. The Vanpool department will develop a formal Vanpool accident SOP including management review regarding this process as recommended.

Vanpool management is aware that no centralized database for driver data such as DMV records, customer complaints, accidents and other driver information currently exists for aggregating driver data to make data driven decisions. Limited resources have required various driver data and information to be stored in multiple locations utilizing different software programs. A capital request to implement a centralized database system to improve the process was approved in 2016 and monies have been allocated as part of the 2017 budget. The Vanpool team and IT are currently in the process of identifying cost effective solutions to resolve this issue which can be implemented as soon as possible.

#### **Final Status**

Medium

Vanpool Management created and implemented SOP No. E.04.07.01-3.03S, Vanpool Complaints. The policy included provisions for timely investigation and close out of complaints as well as documented management review. IA selected a random sample of 8 complaints and found that each had been investigated by a Vanpool support specialist and was reviewed and closed out by Vanpool management, in compliance with the new policy.

Vanpool Management also created and implemented SOP No. E.04.07.01-3.01S, Vanpool Incidents and Accidents. The policy included requirements for review of accidents by an accident committee, obtaining and reviewing motor vehicle records, criteria for when additional training was required, and criteria for revoking Vanpool driving privileges. However, no requirements for management to review the accident committee's follow up for validity, accuracy, and completeness were noted.

IA randomly selected 4 accidents involving Vanpool vans for review. IA found that 1 of the 4 accidents was not reviewed by the vehicle accident committee to determine appropriate follow up. In another case, the committee decision to require the driver to receive additional training was never communicated to the driver.

Vanpool accidents continue to be tracked in Excel. Complaints are tracked using a separate system. Vanpool Management requested Information Services to develop a Driver Monitoring Program. IA reviewed the scoping document for the project and found that Vanpool driver accident and complaint tracking were included. The objective of the new program is to facilitate more efficient and effective driver monitoring and tracking. Risks related to manual tracking remain elevated pending development and implementation of the new program.

**Recommendations:** 

- Vanpool staff should receive additional training on the new Incidents and Accidents SOP and management oversight of compliance with the policy should be designed and implemented
- IA recommends that Vanpool Management continue with efforts to automate and streamline Vanpool driver monitoring and tracking

Management Agreement	Owner	Target Completion Date
Yes	Coordinated Mobility Manager	December 20, 2018

Vanpool management agrees with IA's recommendation regarding incident/accident. Staffing changes to Vanpool Maintenance in January 2019 will result in reeducation of the incident and accident SOP.

Vanpool management agrees to continue efforts to automate and streamline vanpool driver monitoring and tracking, however does not have staffing resources at present to modify our current practices.

### 9. Maintaining Driver's License Records

#### Preliminary Finding R-17-7-9

High

#### Criteria:

UTA Vanpool Program Terms and Conditions, section C: Driver Selection describes requirements for operating a Vanpool, including: a current and unrestricted driver's license, no more than two moving violations and no at fault accidents in the past three years.

#### Condition:

One of the duties of Vanpool support specialists was to obtain a Driver's License Report for potential and existing Vanpool drivers. There were over 1,900 drivers on record as of March 2017. IA selected a random sample of 25 for review. The most recent driver's license record on file for 17 (68%) out of 25 was older than one year. In addition, for 2 (8%) of the 25, the participant's Driver's License expiration date, per the report on file, had passed.

Root/Cause Analysis:

There is no SOP for how often updated Driver's License Records should be obtained. In addition, there is no supervisory monitoring of the status of Driver's License Records overall.

Effect:

Failure to obtain updated driver's license records increases the likelihood that drivers that no longer meet UTA Vanpool requirements are able to continue operating a van.

#### Recommendations

- Vanpool Management should develop an SOP that defines requirements for updating driver's license records.
- Updated driver's license records should be obtained for all driver's whose licenses may have expired.

• Vanpool management should monitor and review the status of driver's license records obtained to ensure ongoing compliance and the monitoring process should be incorporated into the SOP.

Management Agreement	Owner	Target Completion Date
Yes	Special Services Program Manager	December 31, 2017

In 2016 Vanpool management revised the requirement from obtaining updated driver motor vehicle (DMV) records from biennially to annually. While there is no formal SOP established, this process has been established and the revised requirement began during the audit timeframe. Therefore, not all DMV records may have been updated during the audit period as the Vanpool department is still in the transition process. The Vanpool team is continuing to update all DMV records within an annual timeframe.

A new centralized database is being developed (included as part of the driver monitoring program) in partnership with IT to better obtain, review, store and monitor driving records. This will allow the Vanpool department to improve this process, tracking procedures and ensure all driving records are obtained annually. The Vanpool department will review the current DMV record processes and software systems as used by human resources to identify any best practices or if the software systems can be utilized with Vanpool drivers. The Vanpool department will also develop a formal SOP including management review as recommended for maintaining driver records.

#### **Final Status**

Low

Vanpool Management created and implemented SOP E.04.07.01-03.02S, Vanpool Driver Motor Vehicle Records, which included requirements for monthly updating of in-state driver's licenses and annual updating of out-of-state driver's licenses.

In addition, Vanpool transitioned to the State's Motor Vehicle Record online database and reporting system, which automatically notifies Vanpool Support Specialists of moving violations, suspensions, revocations, disqualifications and other changes for Vanpool drivers entered into the State's system. Because notifications are automated, Vanpool staff has a greater ability to detect and react to changes in driver motor vehicle records in a timely manner. IA selected a random sample of 25 Vanpool drivers and back up drivers and found that all drivers with a Utah Driving License had been entered into the system and noted that one driver had been entered twice.

IA also noted that the State's monitoring system does not offer reporting that would help detect participants that have not been entered or that were entered more than once. In addition, the risk exists that changes flagged in the State's system may not be followed up on by the Vanpool Support Specialists.

#### Recommendation:

Management should review risks related to the online system and work to develop compensating controls.

Management Agreement	Owner	Target Completion Date
Yes	Coordinated Mobility Manager	N/A

Vanpool management follow the practices established by Human Resources specific to UTA driving records and believes this practice to be sufficient.

### 10. Driver Training

Preliminary Finding R-17-7-10

Criteria:

Vanpool Manual, page 5, Section D: Drivers, states:

3. Drivers must complete the UTA Vanpool Driver Orientation prior to taking possession of or operating vans.

High

Condition:

One of the duties of Vanpool support specialists was to coordinate or provide the orientation training and administer a test in support of the Vanpool Manual requirement. IA reviewed documentation on file for 25 Vanpool drivers and found that 12 (48%) did not have a completed test on file. IA also noted that once a participant was part of Vanpool, there was no requirement for updated training, regardless of the amount of time passed since initially joining.

### Root/Cause Analysis:

There is no SOP for driver training and testing. In addition, Vanpool support specialists stated that drivers of minivans were not required to receive training and testing in prior years. It is also noted that Vanpools for one location reportedly view a training DVD onsite. However, there is no monitoring of training and testing for those participants.

Effect:

When drivers are not properly trained, they may not be aware of requirements for participation in Vanpool. In addition, the safety of van operations may be compromised, making accidents more likely to occur.

### Recommendations

An SOP should be developed regarding what training is required, how often it should be updated, and how it should be administered and reviewed.

Management Agreement	Owner	Target Completion Date
Yes	Special Services Program Manager	December 31, 2017

Vanpool management is aware of the driver training issue. When the Vanpool program was established either driver training was not required or large groups of drivers all participated in training at once. Many training records were not associated with individual participant records or all driver training records were maintained in a central file location. Additionally, many of these drivers are still in the Vanpool program today which is why training records may not be associated with their individual file.

Limited resources have only allowed for the Vanpool department to offer a driver training program that is administered through an onsite DVD driver training program and is extremely difficult to

provide to all customers across the service area in a timely manner or for ongoing training needs. In addition, drivers of minivans were not required to participate in driver training until early 2017.

The Vanpool department in partnership with IT is currently identifying new driver training opportunities including online training and various tracking opportunities as part of the entire driver database and training programs. This is included as part of the driver monitoring improvements as noted above.

The Vanpool department has also developed a new customer agreement and Vanpool operations manual which will require mandatory refresher training for all drivers (to be implemented as part of the new training program). The Vanpool department intends to require all existing drivers to go through a refresher driver training program on a regular basis after the new training system is in place. The Vanpool department will develop a formal SOP regarding driver training as recommended.

#### Final Status

Medium

Vanpool Management created and implemented SOP E.04.07.01-03.01S Vanpool Driver Certification and Training which indicated when driver training was required and how often it should be updated. IA noted that neither the SOP, nor the Vanpool Operations Manual indicated individuals responsible for monitoring training nor management review of training records. However, the job descriptions of the Vanpool Support Specialists incorporated the responsibility for monitoring training and review of training records.

IA also noted that drivers enrolled with Vanpool prior to January 2018 had not received updated training regardless of the length of time since the driver was last trained.

#### Recommendation:

Vanpool should continue to work towards ensuring all drivers receive updated training at least every 5 years, in compliance with the new policy.

Management Agreement	Owner	Target Completion Date
Yes	Coordinated Mobility Manager	April 30, 2019
Vanpool will continue to work towards providing refresher training to drivers at least every 5 years, in compliance with the new policy.		

### 11. Administration of Gas Cards

Preliminary Finding R-17-7-11	High
Criteria:	

Vanpool Manual, page 40-41, Section Established Fares, Expenditures, states:

Fuel cards are assigned to specific vans. The card for each van should be used to fuel that van only, unless you need to fuel a loaner van... If there are any questionable transactions or monthly payment has not been received, fuel card may be locked.

Condition:

IA found that controls over ordering and activating, disposing and deactivating, and transferring of gas cards were not adequate. IA noted:

- There was no documentation of gas cards transferred between employees during initial gas card and PIN receipt or de-commissioning of old gas cards, including the date, quantity and card numbers transferred.
- The same individual performed ordering and receipt of gas cards and gas card PINs, at administration and at Vanpool, with no supervisory review or approval, resulting in poor separation of duties.
- Out of 582 gas cards with an active status assigned to UTA Vanpool in the State's gas card system, along with 178 active gas cards assigned to other departments within UTA IA found:
  - 150 gas cards with an "active status" on the State's report were associated with vehicles that had been retired from Vanpool.
  - More than one gas card was assigned to 29 vehicles. In 4 cases, the vehicle number was
    incorrectly recorded on the State's report. In an additional 4 cases the make and model of the
    van were different. 18 of the cards had not been used in over one year even though it was
    listed as active on the State's records.
  - $\circ~$  16 gas cards did not match a Vanpool vehicle, 12 of which had never been used.
- 9 active Vanpool vehicles on Vanpool's April Van Inventory Master List did not have an assigned gas card on the State's record.

### Root/Cause Analysis:

There are no standard procedures for administration of gas cards. Gas cards assigned to retired vans were reportedly shredded, but were not deactivated through a request to the State. In addition, in prior years gas cards remained with the Vanpool group even after the van was retired, which may have resulted in inaccurate van numbers being associated with certain cards.

### Effect:

In the event that gas cards are not properly administered, responsibility for cards cannot be established and Vanpool management would not be able to establish accountability for unauthorized purchases. In addition, unauthorized use is more likely to occur and remain undetected. Fuel may be charged to the wrong division.

### Recommendations

- An SOP should be developed for ordering and receiving, transferring, issuing, approving, monitoring, disposing and deactivating of gas cards and gas card PINs, including:
  - Requiring documentation and approving signatures whenever gas cards are ordered and whenever they are transferred between individuals.
  - Separating responsibility for ordering gas cards and gas card PINs from the responsibility for receiving them.
  - Deactivating gas cards in the State's system whenever vans are retired from Vanpool.
  - $\circ~$  Ensuring that each van has only one active gas card.
  - Periodic monitoring of outstanding gas cards to ensure active cards are only associated with active vans.

• Existing gas cards that are not associated with an active Vanpool van, or that are assigned to the incorrect van, etc. should be researched and corrected or deactivated through a request to the State, as applicable.

Management Agreement	Owner	Target Completion Date
Yes	Special Services Program Manager,	December 31, 2017
	Manager of Maintenance and,	
	Acting Comptroller	

Management is aware that the fuel card process is challenging and improvements are needed. The Vanpool department does not manage many aspects of this process and it becomes extremely difficult to provide the services needed by customers, accurately tracking fuel cards and ensuring they are active and associated with the correct vehicles. Additionally, the Vanpool and Accounting departments have identified opportunities to better manage the fuel card processes, however resources have been limited.

The Vanpool and the Accounting departments will identify opportunities for improvements to these processes and procedures which includes opportunities for Vanpool to take greater control in the management of the fuel card processes which impact Vanpool customers. The Vanpool department has also hired a new customer accounts position who can manage this process full time.

The Vanpool department in partnership with the Accounting department will review the fuel card process for improvement opportunities and develop a formal SOP for the management of Vanpool fuel cards which includes the ordering, receiving, transferring, issuing, approving, monitoring, disposing and deactivating of fuel cards and pin numbers.

#### Final Status

High

Pending implementation of the new fuel system, there was no SOP developed for ordering and receiving, transferring, issuing, approving, monitoring, disposing and deactivating of gas cards and gas card PINs.

In addition, separation of duties over gas card administration remained inadequate, with the same individual ordering and decommissioning cards as well as maintaining physical custody.

There was no documentation created when requesting deactivation of fuel cards nor when transferring fuel cards and PINs between staff and no management review was in place to ensure that cards were ordered and deactivated properly.

**Recommendations:** 

- An SOP regarding gas card administration and use should be developed and implemented, including procedures for ordering and receiving, transferring, issuing, approving, monitoring, disposing, and deactivating of gas cards and gas card PINs
- Physical custody of gas cards and PINs, responsibility for ordering and decommissioning cards in the system, and authorization and approval of gas cards, should be appropriately segregated so that no one person performs more than one function
- Documentation should be created whenever gas cards and PINs change hands and management oversight and review of the process should be designed and implemented

Management Agreement	Owner	Target Completion Date
Yes	Coordinated Mobility Manager,	July 1, 2019
	Manager of Maintenance, and	
	Comptroller	

Vanpool Management agrees to create appropriate SOP's and processes upon full implementation of the gas card program. Our request for an extension beyond 90 days is due to the fact that we are unsure what the New gas card system is capable of reporting therefore want to create the details once we have implemented the system and worked out all the system bugs. We also expect to request customized reports which is an additional reason for the 6 month target. We expect this SOP to be completed by Q2 2019.

Accounting's Portion:

Accounting has provided suggestions on the fuel card program controls as UTA went out to RFP for new Vanpool specific fuel card, but will look to formalize those recommendations and responsibilities in writing with vanpool over the next few months as the new cards are being handed out and old cards deactivated.

### 12. Monitoring Gas Card Expenditures

Preliminary Finding R-17-7-12	High
Criteria:	
In accordance with EL Policy 2.2.1 Asset Protections, which states: the General Manager shall not: 1. Fail to protect against: a. Property and casualty losses; b. Public officials' array and amissions and fiduciany liability:	
<ul> <li>b. Public officials' errors and omissions and fiduciary liability;</li> <li>c. Theft and fraud;</li> </ul>	
Controls are required to be in place to ensure the appropriate use of fraudulent actions.	f gas cards to prevent theft and
Condition:	
Gas card invoices were not reviewed for validity of charges, potentia	al overcharges or abuse.
<ul> <li>There was no comparison of vehicles with fuel charges per the Vanpool inventory.</li> </ul>	invoices to vans in the active
<ul> <li>38 gas cards were associated with vehicles that had been retire make a purchase at least 2 weeks after the date the van was purchase was made by another UTA department, indicating tha transferred along with the van but not updated on the State's gas</li> </ul>	s retired. For 26 of these, the the gas card may have been

• Odometer entry errors, potentially excessive or abusive purchases were not reviewed or followed up on using exception codes included on the detailed invoice or any other method.

### Root/Cause Analysis:

There is no SOP for monitoring expenditures made using gas cards. There is a high volume of monthly transactions, making manual reviews more time-consuming and difficult. In addition, staff were not aware of exception codes available for review on gas card invoices.

Effect:

If gas card expenditures are not monitored, gas cards could be used by unauthorized individuals for excessive purchases, personal use and/or purchases not allowed under policy.

#### Recommendations

- Gas card transactions should be monitored for odometer entry errors, purchases that are not allowed, or that are potentially excessive or abusive, using existing exception codes on detailed gas card invoices, or using other means.
- Gas card transactions should be monitored to ensure that charges match active Vanpool vehicles.
- An SOP should be developed regarding required monitoring of gas expenditures and required follow-up.

Management Agreement	Owner	Target Completion Date
Yes	Special Services Program Manager,	December 31, 2017
	Manager of Maintenance, and	
	Acting Comptroller	

Vanpool management is aware that potential misuse of fuel cards is a risk to UTA. Management has worked with the data analysis team to identify opportunities to review monthly fuel card data in order to identify outliers or potential fuel card misuse. Initial challenges were identified due to the large amounts of data including numerous data entry errors by customers during the fueling process. The Vanpool team will continue to work with the data analysis team to develop and implement solutions which assist customers in reducing errors.

The Vanpool department will develop a system and process for the monthly reviewing of invoices and data analysis of the fuel card usage reports to identify potential misuse or other fuel card issues. The Vanpool team will also develop a formal SOP for auditing monthly fuel usage and reports as recommended.

#### **Final Status**

High

Pending implementation of the new gas card system, no SOP had been put into place regarding fuel cards. In addition, gas card invoices and transactions are not reviewed for validity of charges, potential overcharges nor abuse.

Vanpool Management had acquired and was in the process of implementing a new fuel card system. The system included tracking and monitoring of fuel cards and monitoring reports to assist in identification of usage that may indicate errors or abuse. The effectiveness of the controls available in the new system could not be validated as it was not in use during the audit period. The risks identified continued to be elevated pending implementation of the new system.

IA obtained a report of active fuel cards from the current system and found 120 fuel cards out of 539 that did not match an active van pool vehicle. In each case, fuel cards had not been used during the audit period. Out of 13 selected for further testing, 9 were found to have been retired from Vanpool. 2 were identified as "Loaner" vehicles and 1 was awaiting reassignment.

**Recommendations:** 

- An SOP regarding gas card administration and use should be developed and implemented
- Gas card transactions should be monitored for odometer entry errors, purchases that are not allowed, and purchases that are excessive or potentially abusive
- Active cards should be monitored to ensure that they match active Vanpool vehicles

Management Agreement	Owner	Target Completion Date
Yes	Coordinated Mobility Manager, Manager of Maintenance, and	July 1, 2019
	Comptroller	

Vanpool Management will identify the new reporting capabilities with the new fuel card program and agrees to create appropriate SOP's and processes upon full implementation of the gas card program. We expect this SOP to be completed by Q2 2019. Our request for an extension beyond 90 days is due to the fact that we are unsure what the new gas card system is capable of reporting therefore want to create the details once we have implemented the system and worked out all the system bugs. We also expect to request customized reports which is an additional reason for the 6 month target

Accounting's Portion:

Accounting has provided suggestions on the fuel card program controls as UTA went out to RFP for new Vanpool specific fuel card, but will look to formalize those recommendations and responsibilities in writing with vanpool over the next few months as the new cards are being handed out and old cards deactivated.

### 13. Grants Management

#### Preliminary Finding R-17-7-13

Criteria:

Grants Development and Management, UTA's Grants-Related Positions, their Interactions, and Processes, Standard Operating Procedures, Section 4.5, states, *"In preparing the drawdown request, the Assistant Comptroller will review that all expenses being reported as eligible for drawdown have been paid, match requirements have been met, adequate supporting documentation is available, and the expenditures align with the grant budget."* 

Condition:

IA found that controls over the Congestion Mitigation Air Quality (CMAQ) grant drawdown processes, and annual CMAQ grant reporting to the Wasatch Front Regional Council (WFRC), were not adequate based on the following:

- There was no secondary review of the WFRC annual report prepared by the Special Services Program Manager
- Not all information on the WFRC annual report had supporting documentation on file
- The WFRC annual report was not provided to or reviewed by Accounting for accuracy of the accounting information
- CMAQ grant drawdowns and back up documentation were not reviewed by the Special Services Program Manager on behalf of Vanpool

High

- The Assistant Comptroller did not review CMAQ grant applications for an assessment of allowable expenditures prior to submitting grant drawdowns
- There was no practice to compare the expenditures submitted per the CMAQ drawdowns to expenditures included on the WFRC annual report and different methodologies were used to account for eligible expenditures. In addition, there was no reconciliation of WFRC reported CMAQ revenue listed to amounts actually drawn down.

### Root/Cause Analysis:

There is no SOP for Vanpool grant application, drawdowns or yearly report preparation. In addition, the Special Services Program manager took over the role the WFRC reporting process from a predecessor without documentation of how prior reports were compiled. CMAQ grants span over the course of several years. In some cases the staff involved in the application are no longer part of UTA or now serve in a different position.

### Effect:

Amounts drawn down may not be compliant with the terms of the grant. UTA may be subject to negative publicity and/or may be required to return Federal funds.

#### Recommendations

- An SOP be developed for grant applications, monitoring and approval of drawdowns by Vanpool and preparation of the annual WFRC CMAQ report, as well as CMAQ report review.
- The Assistant Controller should review grant applications or receive other, documented assurance, that only allowed expenditures are included prior to requesting funds drawdown.
- Amounts drawn down and related backup should be reviewed by the Special Services Program Manager.
- Independent review of the annual WFRC report should occur and back up all documentation should be retained.
- A copy of the WFRC annual report should be provided to Accounting and a consistent methodology followed for determining qualifying expenditures and service areas to be used for drawdowns and WFRC reporting.

Management Agreement	Owner	Target Completion Date
Yes	Special Services Program Manager	December 31, 2017
	and Acting Comptroller	

The accounting department will work with Vanpool management to develop an SOP to coordinate the sharing and review of information of reports and drawdowns before they are submitted. In addition, the accounting department will review the applicable CMAQ grant applications to determine which costs are eligible for grant reimbursement prior to preparing drawdown requests.

Vanpool management will finalize and document the methodology used for preparing the WFRC annual report including implementing a review process with the accounting department and Special Services General Manager.

#### **Final Status**

Medium

Vanpool Management created and implemented SOP E.04.07.01-05.01S Grant and Program Performance Reporting, which included provisions regarding independent review and sign off on

Vanpool performance reports by the Special Services General Manager and the UTA Comptroller. The SOP also describes the methodology used for reported figures. However, IA noted that the SOP did not include guidelines regarding:

- Retention of supporting documentation
- Consistency between performance reporting figures and accounting drawdowns
- Requirements for Vanpool sign off of Accounting drawdowns

IA reviewed the WFRC CMAQ Report (Rideshare Annual Report) for 2017 and noted that it had been reviewed and approved by the Special Services General Manager and the UTA Comptroller in accordance with the new policy.

A haphazard sample of 8 reported figures were selected for review and comparison to supporting documentation. IA found that the number of vans reported for 1 service area selected for review was understated. In addition, because expenditures were allocated based on percentage of vans by service area, the allocation of expenditure for sampled areas was also impacted. The total expenditure amount reported remained the same.

The methodology for calculating 2 other figures selected for review was not included in the SOP and the source for the figures was not readily apparent in the back up provided.

Accounting processes and submits drawn-downs of grant funds. There was no process in place for Vanpool management to review and sign off on amounts drawn down.

Recommendations:

- The SOP should be reviewed and modified to include guidance regarding the areas listed above
- The methodology for each figure should be included in the SOP and that backup should be retained to support each item reported
- Vanpool Management should review the drawdown of the grant funds done by Accounting

Management Agreement	Owner	Target Completion Date
Yes	Coordinated Mobility Manager and	December 20, 2018
	Comptroller	

Vanpool Management agrees to comply with UTA Corporate Policy 1.1.10 Records Access & Management Policy specific to the retention of records.

Vanpool will revisit the annual report to WFRC, which may change based on WFRC requirements. Vanpool will retain supporting documentation and methodologies used for whatever report is generated. Vanpool will revisit the existing SOP and make modifications if necessary

Accounting's Portion:

Accounting will create a new SOP that looks like this:

Before each drawdown request is made, Accounting will forward a spreadsheet listing the transactions included in the request to Vanpool management for their review. If Vanpool management would like to see backup of a transaction in the spreadsheet, Accounting will provide such. Vanpool management will provide written notification to Accounting stating that they agree with the transactions and the proper grant procurement has been completed for the expenses in the request being drawn down and Accounting will proceed with the drawdown. If Vanpool management

fails to provide written notification of their approval within 3 days of receiving the spreadsheet from Accounting, Accounting will consider this as an approval and proceed with the drawdown. If Vanpool management believes that any transactions should not be included in the drawdown, Accounting will remove those transactions from the drawdown request, unless Accounting can provide a satisfactory explanation of why they are included in the draw down.

### 14. Risk Assessment

Preliminary Finding R-17-7-14		High	
Criteria: Best practice necessitates that risks are identified and actively managed to mitigate adverse impacts on achieving management's objectives.			
	vas aware of risks facing Vanpool Ope ded the potential impact of that risk ar		
Root/Cause Analysis: Management oversight			
Effect: Critical risks may exist that n Vanpool's objectives not being	nanagement is not aware of or not m g met.	nanaging, which could result in	
Recommendation Management should implement a risk register that identifies the key risks, assigns ownership where actions have to be taken to address the risks, and a monitoring process to review the risk register on a periodic basis.			
Management Agreement	Owner	Target Completion Date	
Yes	Special Services Program Manager	April 30, 2018	
Vanpool management will develop and monitor a risk register as recommended including identifying and implementing effective solutions to continuing mitigating risk to the department and UTA.			
Final Status High			
A risk assessment for Vanpool has not been conducted, in part due to changes in Vanpool management and other, competing tasks.			
Recommendation: A documented risk assessment of Vanpool operations should be conducted			

Management Agreement	Owner	Target Completion Date
Yes	Coordinated Mobility Manager	July 1, 2019

Vanpool management will develop and monitor a risk register as recommended including identifying and implementing effective solutions to continuing mitigating risk to the department and UTA no later than Q2, 2019. The reason for the extended time is due to staffing changes. It is anticipated that a new manager will be in position in January 2019. The OJT/program review will be approximately 90 days. With higher priorities in new software implementation a formal risk assessment isn't practical to be completed before 6 months from hire.

### **REPORT RATING MATRICES\***

### **OVERALL REPORT RATING**

The overall report ratings are defined as follows, applicable to the audit scope as defined

Descriptor	Guide
Fully effective	Controls are as good as realistically possible, both well-designed and operating as well as they can be.
Substantially effective	Controls are generally well designed and operating well but some improvement is possible in their design or operation.
Partially effective	Controls are well designed but are not operating that well. OR While the operation is diligent, it is clear that better controls could be devised.
Largely ineffective	There are significant gaps in the design or in the effective operation of controls – more could be done.
Totally ineffective	Virtually no credible controls relative to what could be done.

### **DETAILED FINDING PRIORITY RATING**

Descriptor	Guide
High	Matters considered being fundamental to the maintenance of internal control or good corporate governance. These matters should be subject to agreed remedial action within three months.
Medium	Matters considered being important to the maintenance of internal control or good corporate governance. These matters should be subject to agreed remedial action within six months.
Low	Matters considered being of minor importance to the maintenance of internal control or good corporate governance or that represents an opportunity for improving the efficiency of existing processes. These matters should be subject to agreed remedial action and further evaluation within twelve months.
Implemented	Management action has been taken to address the risk(s) noted in the audit finding.

DISTRIBUTION LIST				
Name	For Action <sup>1</sup>	For Information	Reviewed prior to release	
Interim Executive Director	*		*	
Managing Attorney		*		
Acting VP of Operations, Capital and Assets	*		*	
VP of Finance	*		*	
Special Services General Manager	*		*	
Coordinated Mobility Manager	*		*	
Manager of Maintenance	*		*	
Comptroller	*		*	

<sup>1</sup>For Action indicates that a person is responsible, either directly or indirectly depending on their role in the process, for addressing an audit finding.