GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF THE INSPECTOR GENERAL

DEPARTMENT OF PUBLIC WORKS
FLEET MANAGEMENT
ADMINISTRATION

REPORT OF RE-INSPECTION
July 2005

AUSTIN A. ANDERSEN
INTERIM INSPECTOR GENERAL

OIG No. 05-0018KA **July 2005**

Inspections and Evaluations Division

Mission Statement

The Inspections and Evaluations (I & E) Division of the Office of the Inspector General (OIG) is dedicated to providing District of Columbia (D.C.) Government decision makers with objective, thorough, and timely evaluations and recommendations that will assist them in achieving efficiency, effectiveness and economy in operations and programs. I & E goals are to help ensure compliance with applicable laws, regulations, and policies; to identify accountability, recognize excellence and promote continuous improvement in the delivery of services to D.C. residents and others who have a vested interest in the success of the city.

GOVERNMENT OF THE DISTRICT OF COLUMBIA
Office of the Inspector General

Inspector General

July 5, 2005

Mr. William Howland
Director
Department of Public Works
2000 14th Street N.W.
Washington, D.C. 20009

Dear Mr. Howland:

Enclosed is our *Report of Re-inspection of the Department of Public Works, Fleet Maintenance Administration (FMA).* We conducted the re-inspection of FMA as a follow-up to our initial inspection that took place between October 2000 and February 2001. Re-inspections and follow-up reports are key components of the OIG compliance process. This process was developed to assist District managers in improving service delivery by implementing the findings and recommendations that were agreed upon at the conclusion of the initial inspection.

Re-inspections are a review of matters that have already been discussed in detail and, as is true in this case, there is usually agreement on the majority of our findings and recommendations. However, please note that we do not send re-inspection reports such as this one out to agencies for comment prior to publication. Of the 42 recommendations agreed to in our initial inspection, FMA has complied fully with 32; 5 are in partial compliance; and 5 have not been complied with. I commend FMA for the significant improvements represented by those recommendations complied with, and ask that FMA managers be encouraged to work diligently and expeditiously to bring the agency into full compliance on the remaining issues.

If you have questions or comments concerning this report or other matters related to the re-inspection, please contact me at the number below, or Lawrence Perry, Deputy Assistant Inspector General for Inspections and Evaluations, at (202) 727-9249.

Sincerely,

Austin A. Andersen
Interim Inspector General

AAA/LP/lnd

Enclosure
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List of Findings and Recommendations

ACRONYMS

ACRONYMS

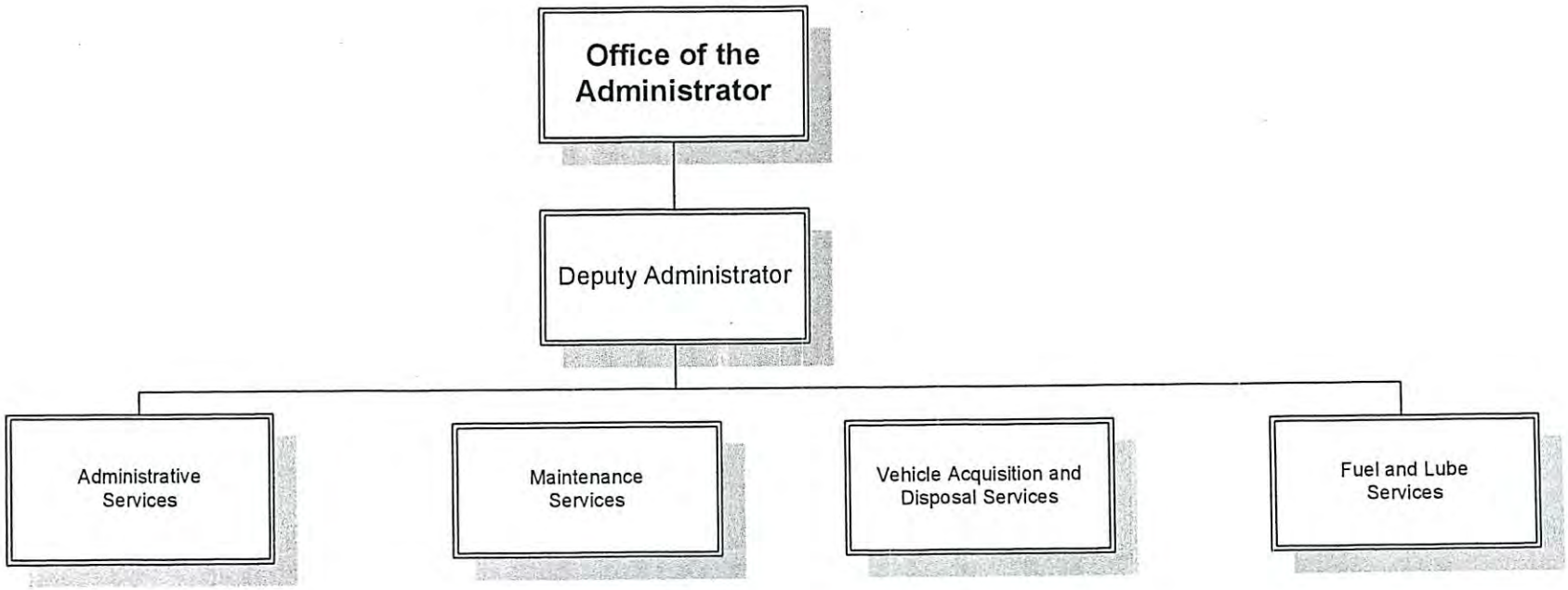
A&D	Acquisition and Disposal
AFS	Automated Fuel System
AS	Administration Services
ASE	Automotive Service Excellence
CS	Customer Service
CDL	Commercial Drivers License
DPW	Department of Public Works
DCPS	District of Columbia Public Schools
D/DPW	Director/Department of Public Works
DDOT	District Department of Transportation
FEMS	Fire and Emergency Medical Services
FLSD	Fuel and Lube Service Division
FMA	Fleet Management Administration
GSA	General Services Administration
MPD	Metropolitan Police Department
MS	Maintenance Services
NGV	Natural Gas Vehicles
OA	Office of the Administrator
OIG	Office of the Inspector General
OSH	District of Columbia Office of Health and Safety
PM	Preventative Maintenance
POV	Privately Owned Vehicles
PSA	Parking Services Administration

ACRONYMS

ROI	Report of Inspection
SWMA	Solid Waste Management Administration

ORGANIZATION CHART

FLEET MANAGEMENT ADMINISTRATION



INTRODUCTION

Background

The re-inspection of the Department of Public Works (DPW), Fleet Management Administration (FMA) was a follow-up to the initial inspection conducted from October 2000 to February 2001. The OIG inspection process includes follow-up with inspected agencies on findings and recommendations with which they have agreed, and is designed to help District of Columbia (District) managers work toward continuous improvement in the delivery of services to residents and other stakeholders.

The mission of FMA is to help improve the District's economic competitiveness and quality of life by providing District government agencies with vehicles and mobile equipment to meet their service delivery needs, and by maintaining the District's vehicle and equipment fleet in good working condition.

FMA is divided into five divisions: Office of the Administrator (OA), Administration Services (AS), Acquisition and Disposal (AD), Fuel and Lube (FL), and Maintenance Services (MS). FMA operates Monday through Friday between the hours of 6:00 a.m. and 10:30 p.m. and on Saturdays from 6:00 a.m. to 2:30 p.m. FMA also provides 24-hour emergency towing services for District government owned vehicles.

Summary of Findings

The inspection team (team) found that FMA has made substantial progress in correcting many of the deficiencies found during the initial inspection. During the re-inspection, the team found that of the 42 recommendations agreed to, FMA is in full compliance with 32, in partial compliance with 5, and 5 have not been complied with. FMA also has several major renovation projects slated to be completed in 2005 at the 1833 West Virginia Ave Vehicle Maintenance Complex.[1] Many of the findings and recommendations identified at this complex during the initial inspection will be remedied during and upon completion of these renovation projects.

During this re-inspection, the team found that FMA has:

- Developed formal business processes that provide guidelines for general repairs, preventative maintenance, and parts management. These processes are instrumental in helping FMA achieve their operational goals and objectives.

- Made improvements in the safety of employees' work environment by providing proper lighting, first aid products, readily accessible fire extinguishers, eye wash stations, and through enforcing policies against mechanics servicing vehicles containing solid waste.

[1]FMA operates 7 specialty shops at its 120,000 sq. ft Vehicle Maintenance Complex in Northeast Washington, D.C., which perform repair services for cars and tires; light, medium, and heavy trucks; vans; sweepers; and packers. In addition, the shops provide towing services, welding services, and preventative maintenance (PM) services. There is also an automated fueling system and a car wash facility on the complex, which makes this a convenient, one-stop location for FMA customers.

- Implemented, in conjunction with DPW's Solid Waste Management Administration (SWMA), District Department of Transportation (DDOT), and Parking Services Administration (PSA), a program that monitors the daily availability needs for all DPW mission critical service vehicles. The team found that SWMA, DDOT, and PSA each have a coordinator assigned to work with FMA to determine DPW equipment and vehicle needs on a daily basis. FMA prepares a daily Executive Vehicle Summary Report that details the size of DPW's available fleet based on vehicle type; the number of vehicles in the shop for repair; vehicles in the shop for preventative maintenance; and the number of vehicles available for use. As a result, DPW is made aware each day when adjustments are required to work schedules, based on the availability of equipment and vehicles.

- Significantly increased the number of mechanics since the initial inspection[2] and has 15 mechanics who are Automotive Service Excellence (ASE) certified.[3] FMA has also provided formal training to mechanics and allows mechanics to attend a local technical school to become ASE-certified. FMA is also working toward becoming a member of the ASE Blue Seal Recognition Program.[4]

- Instituted a Comprehensive Preventive Maintenance Program (PM). The team found that the FMA Customer Service (CS) unit aggressively enforces the PM program and ensures that vehicles are serviced and returned to the customer as required. District vehicles are now scheduled through a computerized tracking system and all agencies receive PM schedules and are required to bring vehicles to FMA for servicing within 30 days of notification. To ensure that all District vehicles are brought in for servicing when required, FMA has established a "No Show List" that is forwarded to the Executive Office of the Mayor and agency directors, for further enforcement, when agencies do not meet their PM schedules.

- Partnered with the District of Columbia Public Schools (DCPS) to allow the Auto Body Collision and Repair Technology Program[5] that was once operational

[2] At the time of the re-inspection, FMA had 57 mechanics.

[3] National Institute for Automotive Service Excellence (ASE): Until the early 1970's, consumers had no way to distinguish between incompetent and competent mechanics. In response to this need, the independent, non-profit National Institute for Automotive Service Excellence (ASE) was established in 1972. ASE's mission is to improve the quality of vehicle repair and service through the testing and certification of repair and service professionals. Upon passing at least 1 exam and providing proof of 2 years of relevant work experience, applicants become ASE certified. Certification is not for life; to remain certified ASE credentials must be retested every 5 years.

[4] ASE Blue Seal of Excellence Recognition identifies those establishments that have a large percentage of certified professionals and a certified professional in each area of the service offered. To qualify as a Blue Seal establishment, a repair business must meet the following criteria: at least 75% of technicians must be ASE-certified; and at least one technician must be ASE-certified in each area of service offered by the business. To ensure that professional certification credentials remain current, ASE reviews the status of each establishment annually.

[5] DPW/FMA and DCPS entered into a Memorandum of Understanding (MOU) for the purpose of providing regular repair of D.C. government vehicles while providing opportunities for DCPS students to receive job training. DCPS

at Phelps Career Senior High School to be conducted at the 1833 West Virginia Avenue Vehicle Maintenance Complex campus. Through this program, Phelps students provide repair services to vehicles serviced by DPW. This program creates and implements theoretical learning methods for various body repair techniques; instructs students on improving their comprehensive reading, vocabulary, and mathematical skills; and contributes to the enhancement of the students' vocational training.

- Improved the vehicle purchasing and disposal process by installing software that plays a pivotal role in assisting FMA in the decision-making process for purchasing and disposing of District vehicles. FMA now has a formal vehicle retirement policy that prevents FMA from incurring a total loss at the time of vehicle disposal.

- Implemented a 5-year vehicle and equipment replacement plan that projects vehicle and equipment needs of the District. This plan ensures that funding sources and proper approvals are obtained before vehicles are purchased. In addition, as part of the purchasing requirements in future vendor contracts, FMA now requires that a trade-in value be included at the time of purchase. This has provided FMA with an additional option to receive the highest dollar value for vehicles at the time of disposal. The team also found that FMA continues to use the General Services Administration (GSA) schedule as the primary source to purchase vehicles, further reducing costs to the District.

- Installed Automated Fuel Systems (AFS) at 11 of the fuel sites that are available to drivers of District-owned vehicles. AFS is a computerized system that is able to identify authorized vehicles, dispense the driver-specified fuel and lube (motor oil, antifreeze, and hydraulic fluid), and electronically capture product data for inventory purposes. This system also generates periodic reports fleet-wide, by vehicle, agency, and department, which assist in the management of fuel usage and cost.

operates a career senior high school (Phelps), in which high school students participate in an Auto Body Repair Program for the repair of vehicles. The students only work on D.C. government vehicles and equipment at the DPW facility.

INTRODUCTION

Scope and Methodology

The re-inspection took place between October and December 2004, and evaluated FMA's compliance with recommendations made in the April 2001 Report of Inspection (No. 01-0001KA). During the re-inspection, the team conducted 40 interviews, directly observed major work processes, reviewed documentation, and inspected work areas and facilities. OIG inspections comply with standards established by the President's Council on Integrity and Efficiency (PCIE).

Format of This Report

Each finding cited in this compliance report is followed by a summary of the status of FMA's compliance with the agreed-upon recommendation. Findings and recommendations that *were not agreed to* by the agency are not included in this report unless the OIG believes a substantial problem still exists. Please see the Appendix for a complete list of the original findings and recommendations.

FINDINGS AND RECOMMENDATIONS:

MAINTENANCE SERVICES DIVISION

FMA's Maintenance Services (MS) is responsible for providing services that ensure that the District's vehicle fleet is in good working order. MS offers a one-stop shop service for minor repairs, scheduled overhauls, unscheduled repairs, preventative maintenance, snow equipment installation, welding, and fabrication, as well as emergency roadside service for District-owned vehicles. MS operates at a 120,000 sq. ft. Vehicle Maintenance Complex (complex) in Northeast Washington, DC.

Original Finding:

1. **Portable fire extinguishers are not readily accessible to employees as required by federal law.**

Current Status: Partially In Compliance.

FMA has a contract with a vendor to provide monthly scheduled maintenance for fire extinguishers at the complex. The team observed that on the lower level of the complex, fire extinguishers were properly mounted in each mechanic's bay and in common areas.

On the upper level, however, fire extinguishers were not always readily observed, accessible, and mounted. The team was unable to distinguish the difference between fire extinguishers and propane gas tanks on the shop floor; fire extinguishers were sometimes present but not mounted on walls; and some extinguishers were stored in non-accessible areas.

The team informed MS management of this issue and recommended concerted efforts be made to ensure that all fire extinguishers are easily identifiable; properly mounted; and maintained in locations that employees can access in cases of emergency.

Original Finding:

2. **First aid products and equipment are not available for emergencies in violation of federal law.**

Current Status: In Compliance.

Since the initial inspection, first-aid kits and eyewash solutions have been purchased. First-aid kits are maintained on the shop floors and in managers' and supervisors' offices. The team observed that eyewash fountains were operational at the time of the re-inspection. MS management, however, should maintain a regular schedule for inventorying the first-aid kits and restocking them as needed.

Original Finding:

3. **Maintenance Services lacks appropriate exhaust systems for the Welder, Packer, and Sweeper Shops in violation of federal law regarding ventilation of work areas.**

Current Status: Partially In Compliance.

According to FMA management, ventilation problems will be addressed by the end of 2005 upon completion of renovation projects. In the interim, however, the team found that:

- a ventilation fan has been installed in the old Packer Shop;
- the Welding Shop has been relocated to a different building pending completion of renovations;
- several windows in the Sweeper Shop have been removed and replaced by a roll-type door to allow for additional ventilation;
- screens have been installed over these openings; and
- an exhaust fan has been installed in the Sweeper Shop to address ventilation problems.

Original Finding:

4. **Hazardous conditions put Maintenance Services in violation of Building Officials and Code Administrators International, Inc. (BOCA)[6] regulations.**

Current Status: Notable Improvement.

During the initial inspection, the team found several safety violations at the 1833 West Virginia Avenue, N.E. facility and the off-site maintenance facility located at the Oak Hill Youth Center located in Laurel, Maryland.

Since the initial inspection, the facility at 1833 West Virginia Avenue, N.E. has undertaken a major renovation, which should be completed by the end of 2005. This renovation problem should resolve many of the safety violations found during the initial inspection. In addition, the roof at this facility has been repaired. The team also found that employees at the Laurel, Maryland facility have been relocated to a new location on the campus of Oak Hill Youth Center.

Original Finding:

5. **The large number of nonworking lights in the Maintenance Services garage decreases employee visibility and diminishes productivity.**

Current Status: In Compliance.

[6] Outlines national standards for safety in new and existing buildings.

Since the initial inspection, the FMA facilities manager has ensured that lighting was replaced in all the garage shops. Employees stated that lights are promptly replaced as needed.

Original Finding:

6. **Maintenance Services is not enforcing the policy against servicing solid waste collection vehicles (packers) containing trash.**

Current Status: In Compliance.

Since the initial inspection, FMA has required supervisors to enforce written policies prohibiting mechanics from servicing packers containing trash. In addition, the team found that supervisors receive appropriate written disciplinary action when they instruct a mechanic to service a packer containing debris. Employees stated that the policy is enforced and the appropriate Solid Waste Management Administration (SWMA) personnel are now responsible for removing any trash prior to servicing.

Original Finding:

7. **The Parts Department is in violation of federal law and the fire prevention code regarding access to exits and means of egress.**

Current Status: In Compliance.

During the initial inspection, the team observed padlocks on two exit doors and a locked gate device on one exit door in the Parts Department. In the event of a fire or other emergency, employees would have been unable to exit safely because the doors were routinely kept padlocked and the keys were kept in the supervisor's locked office. Since the initial inspection, all padlocks and the locked gate device have been removed.

Original Finding:

8. **Maintenance Services employees who are not trained mechanics repair and maintain vehicles.**

Current Status: In Compliance.

During the initial inspection, the team found several instances where employees hired as welders, parts attendants, and tire repairmen routinely repaired and performed maintenance on vehicles. These employees had been detailed to supplement short-staffed areas.

The team found that FMA currently has a staff of 57 trained mechanics within MS and only trained mechanics or mechanics in the FMA apprentice training program are performing maintenance on vehicles.

Original Finding:

9. **Mechanics state that they lack many of the general and specialized tools needed to repair fleet vehicles.**

Current Status: In Compliance.

During the initial inspection, mechanics stated that they lacked many of the tools needed to perform their duties efficiently. Since the initial inspection, all mechanics have been issued a 700-piece tool set. FMA has also formed a Tool Committee to address many of the concerns identified during the initial inspection. The Tool Committee addresses the tool needs of the mechanics and decides which tools are to be purchased annually, based on budget allowances.

Original Finding:

10. **The Preventative Maintenance Program is not being conducted in accordance with FMA policies and procedures.**

Original Finding:

11. **A review of information from FMA databases indicated that many of the District's mechanical sweepers, trash packers, and heavy duty trucks are not receiving regularly scheduled preventative maintenance.**

Original Finding:

12. **Maintenance Services' lack of a vehicle PM compliance process has allowed some District agencies to neglect PM requirements.**

Current Status of Findings 10, 11, and 12: In Compliance.

During the initial inspection, the team found that FMA was not adhering to its own policies and procedures, as outlined in the FMA Manual, Procedures 7-1-6 and 7-1-7, governing reporting requirements of the Preventative Maintenance Program (PM). The team found that the program was not fully operational and not in compliance with the policies regarding notification of Agency Fleet Coordinators, vehicle-turn-around times for repairs and maintenance, fee adjustments, and PM inspection compliance. The team also found that the Customer Service Unit (CSU) was not scheduling PM for mechanical sweepers, trash packers, and heavy-duty trucks on a regular basis.

Since the initial inspection, FMA has fully instituted the PM program. The CSU now aggressively enforces the PM program and MS ensures that vehicles are serviced and returned to customers as outlined in FMA policies and procedures. District vehicles are now scheduled through a computerized tracking system whereby agencies receive PM schedules and are given 30 days to bring vehicles to FMA for servicing. If appointments are not kept, FMA has established a "No Show List" that is forwarded to the Executive Office of the Mayor and agency directors for

further enforcement when agencies do not meet the PM schedules. In addition, all CS personnel and MS mechanics have been trained on the use of the computerized maintenance tracking system.

Original Finding:

13. Thousands of dollars were spent in FY 2000 to repair old sweepers that were later sold at auction for a few hundred dollars.

Current Status: In Compliance.

During the initial inspection, the team found that FMA did not have a formal process for determining when to retire or dispose of District-owned vehicles or equipment. An analysis of work orders revealed that during FY 2000, 10 sweepers were in the shop for repair from 14 to 33 times each. These same 10 sweepers accounted for $160,536 (47%) of the $336,425 spent for parts and labor within the Sweeper Shop during that year. When the sweepers were later sold at auction, very often they sold for less than $1000.

Since the initial inspection, FMA has instituted a formal disposal process that includes input from all FMA Divisions, with final approval residing with the Administrator of FMA. This process monitors the repair history of all vehicles, the cost associated with the repairs, and assists in the decision process of when to retire a vehicle.

Original Finding:

14. The Parts Department does not have an experienced and knowledgeable staff. Mechanics believe service delivery is negatively impacted.

Current Status: Notable Improvement.

During the initial inspection, the team found that several of the employees did not have formal training for working in the Parts Department. These employees were not experienced in automotive components, parts procurement, or inventory management.

During the re-inspection, the team found that Parts Department employees are knowledgeable in the performance of their job responsibilities. In addition, FMA has hired an experienced Parts Department manager and training has been identified for the Parts Department employees. This training commenced in January 2005.

Original Finding:

15. Night Support shift mechanics' inability to secure parts after 8:30 p.m. decreases their productivity.

Current Status: In Compliance.

During the initial inspection, the team found that the Parts Department was closed by 8:30 p.m., prior to mechanics completing all assigned work. As a result, mechanics were unable to obtain parts as needed.

Since the initial inspection, changes have been implemented to accommodate the need for parts for PM performed in the evening. The Parts Department is provided a list of all scheduled evening PM, and assembles a package containing all the parts needed for the type of evening PM scheduled. In addition, the Parts Department now has an employee who stays on duty until 9:30 p.m. and meets with all mechanics to ensure that any additional parts needed for evening PM are provided.

Original Finding:

16. <u>Fleet customers are charged for parts and services not provided by the Night Support shift.</u>

Current Status: Partially In Compliance.

During the initial inspection, the team observed piles of unused parts in the distribution area of the Parts Department. Parts Department employees stated that the cost of unused parts were charged to agency vehicles being repaired or serviced by Night Support mechanics.

Since the initial inspection, FMA has implemented a process to prevent the charging of vehicle parts to an agency if the part was not used on the vehicle. Mechanics now return all unused parts to their supervisor, and the supervisor reviews the work order and ensures that the agency is charged only for services and parts that were used for the repair or PM. FMA management and Parts Department employees stated that there are still a few incidents of agencies being charged for unused parts; however, mechanics on the evening PM shift are now being cited for failing to properly document the return process. This process is helping to ensure proper credits of parts and services to agencies.

The OIG recommends the A/FMA ensure that all mechanics and supervisors follow the written policies on part returns; that parts returned to the Parts Department be reconciled daily; and that proper credits are provided to agencies when parts are returned.

Original Finding:

17. <u>FMA policy restricting admittance to the Parts Department is being violated.</u>

Current Status: In Compliance.

During the initial inspection, the team observed unauthorized employees such as mechanics and shop supervisors entering the Parts Department and retrieving parts, in violation of FMA Division Manual Procedure 6-2.[7]

Since the initial inspection, signs have been posted stating that no unauthorized personnel are allowed in the restricted areas of the Parts Department. Visitors to the Parts Department are now escorted by Parts Department personnel.

Original Finding:

18. <u>The Quality Assurance Unit is severely understaffed and cannot fulfill its assigned responsibilities.</u>

Current Status: Not In Compliance.

During the initial inspection, the team found that the Quality Assurance Unit (QAU), which is responsible for inspecting repairs made by MS mechanics and contractors to District government vehicles, did not visually inspect or road test vehicles. FMA stated this condition was due to a severe staff shortage of inspectors. At the time of the initial inspection, there were only two inspectors, one of whom was on extended sick leave. The team found that it was not possible for one inspector to perform all necessary inspections.

Since the initial inspection, FMA has assigned three inspectors to QAU, and management stated that they are performing random checks of vehicle repairs completed by mechanics. However, in interviews with mechanics and repair shop managers, there was no documented evidence that inspectors were performing random visual or road test inspections.

The team requested written reports of work orders for inspections completed by QA inspectors during a specified period of time and found that these reports did not exist. Due to the lack of proper documentation and tracking, FMA cannot ensure the safety of District government vehicles or that District agencies are being properly charged for quality inspection services.

The OIG recommends that FMA develop a formalized tracking system for quality assurance inspections that includes proper documentation of all work performed by the inspectors.

Original Finding:

19. <u>FMA's Quality Assurance Unit lacks the space and equipment needed to perform its duties.</u>

Current Status: Not In Compliance.

[7] FMA Manual Procedure 6-2 states: [2]. The following authorized employees may enter the Parts Area: Fleet Services Administrator, Maintenance Services Officer, Parts Manager and Parts Clerk.

The team observed during the re-inspection that the QA inspectors still lack adequate space to perform their duties. The team found that due to the renovation project underway in the Packer Shop, the inspectors no longer have dedicated bays to perform inspections, and lack desk space and accessible computers.

The OIG recommends that A/FMA designate adequate work space and provide necessary computer resources for the QA inspectors.

Original Finding:

20. A lack of formal training for mechanics decreases their ability to provide efficient, effective service for vehicles with newer technology and design features.

Original Finding:

21. Vendors are not providing Maintenance Services Division mechanics with adequate training on the mechanical systems and repair of new types of vehicles as required by contract agreements.

Current Status of Findings 20 and 21: In Compliance.

During the initial inspection, the team found that FMA did not have a formalized automotive training program for mechanics. According to the mechanics, many had worked for FMA over 20 years and had not been trained on the new equipment and technology that was in use. Mechanics further stated that FMA management offered them no incentive to attend equipment-certification training given that:

- employees were required to attend training on their own time; and
- additional compensation was not offered if training certification was obtained.

Since the initial inspection, in addition to an apprenticeship training program, MS has established a process in the various shops to provide mechanics on-the-job training. All mechanics within MS receive formal classroom training from institutions and manufacturers such as Lincoln Technical School, General Motors, and Ford Motor Company. The training is paid for by FMA and mechanics attend this training during work hours. In addition, when new vehicles and equipment are purchased, FMA now requires the vendor to provide at least 40 hours of training for the mechanics. Mechanics stated that the vendors are providing this training as required. Additionally, PM mechanics now have on-line access to several companies on the Internet to obtain technical assistance in the performance of their duties.

Original Finding:

22. <u>Supervisors allow FMA employees to use the Maintenance Services Division facility to wash their privately owned vehicles (POVs).</u>

Current Status: In Compliance.

During the initial inspection, the team observed an employee using FMA facilities to wash a privately-owned vehicle (POV) during their lunch hour. According to some FMA employees, this privilege was not granted to all employees, only to certain employees during non-work hours. During the re-inspection, the team found that employees are no longer permitted to wash or service POVs at FMA facilities.

FINDINGS AND RECOMMENDATIONS:

VEHICLE ACQUISITION AND DISPOSAL DIVISION

VEHICLE ACQUISITION AND DISPOSAL DIVISION

The Acquisition and Disposal Division (AD) manages the procurement of vehicles and equipment that are best suited to the District's fleet needs. A team of support staff is involved in the acquisition and disposal of vehicles; and leasing of vehicles and equipment in the District's fleet. AD is responsible for:

- helping customers/offices select vehicles to meet their needs;
- creating vehicle and equipment technical specifications for bidding purposes;
- reviewing bids for compliance and making recommendations for purchases;
- delivery of new vehicles to customers in ready-to-work condition;
- coordinating the leasing program; and
- managing the District's motor pool.

FMA's new fleet management software plays a vital role in assisting AD in the procurement and disposal of vehicles and equipment and has enhanced FMA's efficiency and productivity. In addition, the disposal of older equipment in the fleet is no longer a total loss to FMA, because most of the disposed vehicles are now sold at public auctions.

Original Finding:

23. <u>The FMA vehicle acquisition process has greatly improved and vehicle purchases more closely match the needs of users.</u>

Current Status: Continued Improvement.

The team found that since the initial inspection, AD has continued to improve the vehicle acquisition process. Greater collaboration between District agencies and AD has resulted in agencies receiving vehicles and equipment that meet or exceed the agreed-upon expectations of the users.

FMA and AD, in collaboration with the agencies they serve, have also implemented a 5-year vehicle and equipment replacement plan that projects the needs of the agency over a specific period of time. Prior to AD purchasing any vehicles or equipment, funding sources are identified by the agencies and proper approvals are obtained.

As a part of the purchasing requirements in future vendor contracts, AD now requires that a trade-in value be included at the time of purchase. This gives FMA another option to receive the highest dollar value for vehicles at the time of disposal. FMA also continues to use the General Services Administration (GSA) schedule as a primary source for vehicle purchases, further reducing costs to the District.

Original Finding:

24. <u>The inspection team found serious deficiencies that could lead to fraud and abuse in the vehicle disposal process.</u>

Original Finding:

25. <u>FMA lacks guidelines for making decisions about the repair and disposal of vehicles.</u>

Current Status of Findings 24 and 25: In Compliance.

To prevent fraud and abuse, AD has developed vehicle disposal guidelines that outline the disposal process for vehicles and equipment, including the public auction process. These guidelines require the input of FMA senior management and support staff. FMA management and staff use information (e.g., vehicle mileage; the number and type of repairs; costs of repairs; existing market value; and the vehicle's physical condition) to determine whether disposal is warranted. The history of a vehicle's mileage and repairs are now tracked by FMA's computerized tracking system to assist with decisions on vehicle disposals.

FINDINGS AND RECOMMENDATIONS:

FUEL AND LUBE SERVICES DIVISION

The Fuel and Lube Service Division (FLSD) manages the ordering and distribution of fuel and lubricants for the District's diverse fleet of conventional and natural gas vehicles. There are 12 fuel and lube sites strategically located throughout the District. These sites are carefully managed to ensure compliance with Environmental Protection Agency (EPA) regulations. Natural Gas Vehicles (NGVs) in the District's fleet can be fueled at the main fuel facility in the District or at commercial fueling stations in Virginia and Maryland 24 hours per day, 7 days per week.

Original Finding:

26. The Fuel and Lube Services Division lacks policies and procedures for conducting day-to-day operations.

Current Status: In Compliance.

Since the initial inspection, FLSD has implemented a new Automated Fuel System (AFS). All employees have been trained on the day-to-day operations of this system.

Original Finding:

27. Employees of the Fuel and Lube Services Division are not trained to report significant incidents that may occur at District fuel stations.

Current Status: In Compliance.

The team found that since the initial inspection, employees of FLSD have been reporting significant incidents that may occur at District fuel stations. Employees are now completing and submitting the "Significant Incident Report Form" in all emergency cases.

Original Finding:

28. FMA is not in compliance with the District of Columbia Office of Occupational Safety and Health (OSH) follow-up report regarding the lack of a ventilation system in the attendant's office at the 4900 Bates Road, N.E. fueling station.

Current Status: In Compliance.

During the initial inspection, the team found that the fueling station at 4900 Bates Road, N.E. had uncorrected deficiencies that had been previously cited by the D.C. Office of Health and Safety:

- the attendant's office lacked a ventilation system to exhaust vapors to the outside of the building; and
- first-aid supplies were not available.

Since the initial inspection, this fueling station has been automated and there are no fuel service attendants. The attendant's office is now utilized by security guards; has been renovated; and there are no longer any ventilation problems. In addition, because this facility no longer has service attendants, there is no longer a need for first-aid supplies.

Original Finding:

29. <u>FMA is not in compliance with District Personal Manual (DPM) and union agreements regarding lunch breaks and rest periods.</u>

Current Status: In Compliance.

During the initial inspection, employees –primarily service attendants –stated that they often were not able to take their scheduled lunch breaks and other rest periods because FLSD was a 24-hour operation and was severely understaffed.

Since the initial inspection, all FLSD sites have been automated and do not require service attendants. However, there are station monitors that make daily observations at some sites and regularly scheduled breaks can be problematic for these monitors. FLSD management has stated that because the employees are in the field, they have the flexibility to choose their own lunch breaks and rest periods.

OIG recommends that FLSD management ensure that employees who monitor field operations are aware of the flexibility to choose lunch breaks and rest periods.

FINDINGS AND RECOMMENDATIONS:

OFFICE OF THE ADMINISTRATOR

OFFICE OF THE ADMINISTRATOR

The Office of the Administrator (OA) is responsible for developing policies and standards, as well as providing management oversight, long range planning and analysis, and budget reporting for FMA.

Original Finding:

30. <u>FMA is not in compliance with federal law regarding emergency action plans.</u>

Current Status: Not in Compliance.

During the initial inspection, FMA management provided the inspection team with a draft emergency action plan entitled "Safety in the Workplace," dated November 2000. This plan contained incorrect information, and evacuation routes were not drawn accurately.

During the re-inspection, the team requested a copy of FMA's current emergency action plan. The plan that was provided by FMA management was the same draft plan provided to the team during the initial inspection. In response to the team's request for any new or updated plans, FMA provided a draft of a new emergency plan entitled "DC Government Department of Public Works Fleet Management Administration Emergency Evacuation Plan," dated October 2004. According to FMA representatives, this plan was to be finalized in January 2005.

OIG requested that a copy of the signed finalized emergency action plan be submitted to this Office upon completion.

Original Finding:

31. <u>The District lags behind neighboring jurisdictions in implementing fleet management initiatives designed to improve service and reduce costs.</u>

Current Status: In Compliance.

Since the initial inspection, the team found that FMA is continuing the implementation of the Vehicle Retirement Program identified during the initial inspection. FMA has developed a 5-year plan that identifies funds for purchasing new vehicles and retiring old ones from the District which fleet prevents a total monetary loss to the District. Under this plan, a portion of the fleet will be renewed each year. As vehicles are retired, they will be sold at auction, sold for salvage value, or used as trade-ins on future purchases.

Original Finding:

32. <u>Employees are assigned to higher graded positions without competition or additional compensation in violation of District Personnel regulations and union agreements.</u>

Current Status: In Compliance.

Since the initial inspection, the team found that all FMA employees are properly assigned to their correct positions and pay grades.

Original Finding:

33. Employees believe that details and reassignments are not made in accordance with District Personnel regulations and are not fair.

Status: In Compliance.

Since the initial inspection, the team found that work details and duty re-assignments are made in accordance with District Personnel regulations.

Original Finding:

34. FMA is not in compliance with its own policy regarding the development and implementation of a training plan for all employees.

Current Status: Partially In Compliance.

During the initial inspection, FMA provided the team with a master training plan that had been updated on December 22, 2000. This plan, however, did not include training objectives, policies, or a schedule of training courses. The plan was also poorly compiled and difficult to follow.

Since the initial inspection, FMA has implemented an apprenticeship training program to accommodate those who desire training as mechanics. FMA has also established a process in the various repair shops to provide mechanics additional on-the-job training. FMA pays for all mechanics within MS to receive formal classroom training from institutions and manufacturers such as Lincoln Technical School, General Motors, and Ford Motor Company, which is conducted during normal work hours. The team found, however, that there is still no formal written master training plan for all FMA employees.

OIG recommends that FMA develop a formal written master training plan for all employees as required by FMA policies.

APPENDIX

LIST OF FINDINGS AND RECOMMENDATIONS

MAINTENANCE SERVICES DIVISION

1. **Portable fire extinguishers are not readily accessible to employees as required by federal law.**

   That A/FMA and the Safety Officer ensure that all fire extinguishers are fully charged and are kept in their designated locations.

2. **First aid products and equipment are not available for emergencies in violation of federal law.**

   a. That D/DPW and A/FMA repair all broken emergency eyewash fountains immediately.

   b. That A/FMA and the Safety Officer ensure that Eyesaline solution containers are replaced as needed at the 1833 West Virginia Avenue, N.E. facility.

3. **Maintenance Services lacks appropriate exhaust systems for the Welder, Packer, and Sweeper Shops in violation of federal law regarding violation of work areas.**

   That D/DPW and A/FMA coordinate immediately with the District of Columbia Office of Occupational Safety and Health (OSH) to develop and implement a method of mechanical ventilation that will meet federal ventilation standards for employees in all facilities.

4. **Hazardous conditions put Maintenance Services in violation of Building Officials and Code Administrators International, Inc. (BOCA) regulations.**

   No Recommendation.

5. **The large number of nonworking lights in the Maintenance Services garage decreases employee visibility and diminishes productivity.**

   a. That A/FMA and division management ensure that replacement bulbs for overhead light fixtures are ordered and installed, and that bulbs are replaced as soon as they burn out.

   b. That A/FMA coordinate with OSH to ensure that lighting within the facility meets the minimum illumination intensity mandated by 29 CFR § 1926.56(a) (1999).

6. **Maintenance Services is not enforcing the policy against servicing solid waste collection vehicles (packers) containing trash.**

   a. That D/DPW and A/FMA ensure that supervisors enforce the written policy that mechanics are not to service packers containing trash.

   b. That A/FMA and the SWMA Administration coordinate on drafting and promulgating procedures for the dumping of packers prior to their being brought in to Maintenance Services for service.

7. **The Parts Department is in violation of federal law and the fire prevention code regarding access to exits and means of egress.**

   That D/DPW and A/FMA comply immediately with the requirements of 29 CFR § 1910.37 (f)(1) (1999) and BOCA National Fire Prevention Code § F-608.1.

8. **Maintenance Services employees who are not trained mechanics repair and maintain vehicles.**

   a. That A/FMA and division management implement a developmental training program for all Maintenance Services employees who perform mechanical duties.

   b. That D/DPW and A/FMA hire additional staff for short-staffed mechanical and front-line areas so as to reduce the need for details and reassignments of employees to positions outside of their fields of expertise.

9. **Mechanics state that they lack many of the general and specialized tools needed to repair fleet vehicles.**

   That D/DPW, A/FMA, and division management expedite the purchase and distribution of tools to mechanics.

10. **The Preventive Maintenance Program is not being conducted in accordance with Fleet Maintenance Administration (FMA) policies and procedures.**

    That A/FMA and division management conduct the Preventive Maintenance Program as outlined in their policies and procedures.

11. **A review of information from FMA databases indicate that many of the District's mechanical sweepers, trash packers, and heavy-duty trucks are not receiving regularly scheduled preventive maintenance.**

    a. That D/DPW and A/FMA create, promulgate, and enforce policies that emphasize the responsibilities of both operators and mechanics in ensuring that vehicles are properly maintained and brought to the garage for scheduled PM. These policies should be disseminated to all District agencies.

    b. That D/DPW, A/FMA, and division management review and update PM servicing and scheduling for all District vehicles that FMA is responsible for.

12. **Maintenance Services' lack of a vehicle PM compliance process has allowed some District agencies to neglect PM requirements.**

    a. That D/DPW and A/FMA immediately begin enforcing division policies and procedures regarding agency compliance with the FMA preventive maintenance program.

    b. That A/FMA provide additional training for mechanics and line personnel on the proper use of the FASTER system and the importance of data accuracy in maintenance management.

13. **Thousands of dollars were spent in FY 2000 to repair old sweepers that were later sold at auction for a few hundred dollars.**

    a. That D/DPW, A/FMA, A/SWMA, and the Vehicle Acquisition and Disposal Officer establish and implement a policy that outlines recommended limits for vehicle repair based on vehicle value that will determine when street cleaning vehicles will be disposed of immediately instead of incurring additional repair costs.

    b. That A/FMA establish a decision-making system where cumulative repair costs and repair history have a more significant role in both the acquisition and disposal processes.

14. **The Parts Department does not have an experienced and knowledgeable staff. Mechanics believe service delivery is negatively impacted.**

    a. That A/FMA permanently reassign experienced personnel to the Parts Department.

b. That A/FMA ensure that experienced Parts Department personnel are detailed to other areas only in emergencies.

c. That D/DPW and A/FMA consider hiring an experienced Parts Manager for the FMA Parts Department.

d. That A/FMA and division management identify training that can provide the Parts Department staff with the knowledge needed to effectively run an automotive parts department.

15. Night Support shift mechanics' inability to secure parts after 8:30 p.m. decreases their productivity.

That D/DPW and A/FMA ensure that there is adequate coverage in the Parts Department during the entire Night Support shift.

16. Fleet customers are charged for parts and services not provided by the Night Support shift.

That A/FMA and division management ensure that the Night Support foreman records all work order numbers so that parts can be removed from work orders and that charges for unused parts are removed at the end of each shift.

17. FMA policy restricting admittance to the Parts Department is being violated.

That A/FMA ensure that FMA employees comply with Fleet Services Division Manual Procedure 6-2 and restrict entry to the Parts Department to authorized employees.

18. The Quality Assurance Unit is severely understaffed and cannot fulfill its assigned responsibilities.

a. That D/DPW and the A/FMA hire qualified inspectors for the Quality Assurance Unit to ensure that quality control inspections of repair work done in the Maintenance Services facility and by contractors are conducted.

b. That A/FMA ensure that if additional staff members from within the Maintenance Services Division are assigned or detailed to perform inspector duties, that the details or reassignments are handled in accordance with District Personnel Manual regulations, Chapter 8,

Subparts 9 and 10. The inspector assignment should be open to internal competition if there is a possibility of a higher pay grade.

19. FMA's Quality Assurance Unit lacks the space and equipment needed to perform its duties.

a. That A/FMA and division management designate better space and resources for the Quality Assurance Unit.

b. That A/FMA and division management immediately implement the policies, procedures, and training necessary to ensure that quality assurance employees have access to, and the training to use, purchased equipment.

20. A lack of formal training for mechanics decreases their ability to provide efficient, effective service for vehicles with newer technology and design features.

a. That D/DPW and A/FMA design and implement a training program for mechanics that is comparable to that provided by other local jurisdictions or one that is recommended by professional associations.

b. That the D/DPW and A/FMA coordinate with Maintenance Services mechanics and union representatives to develop a training and incentive program for ASE certification of mechanics and parts attendants within FMA. The FMA program should, at a minimum, ensure that all Maintenance Services foremen and supervisors are ASE certified.

21. Vendors are not providing Maintenance Services Division mechanics with adequate training on the mechanical systems and repair of new types of vehicles as required by contract agreements.

a. That D/DPW and A/FMA enforce contract requirements and ensure that vendors are providing the necessary mechanical training as required by contract specifications.

b. That D/DPW and A/FMA ensure that the Vehicle Acquisition and Disposal Officer includes language reflecting the need for specialized mechanical training, as well as operator training in all future contract specifications for new or modified equipment purchases.

22. **Supervisors allow FMS employees to use the Maintenance Services Division facility to wash their privately owned vehicles (POVs).**

That A/FMA and division management develop and promulgate a written policy for the use of the car wash by employees during non-work hours.

VEHICLE ACQUISITION AND DISPOSAL

23. **The FMA vehicle acquisition process has greatly improved and vehicle purchases more closely match the needs of users.**

No Recommendation.

24. **The inspection team found serious deficiencies that could lead to fraud and abuse in the vehicle disposal process.**

That D/DPW consider conducting an audit of the vehicle disposal process that will recommend improvements that will increase accountability and decrease opportunities for fraud and abuse.

25. **FMA lacks guidelines for making decisions about the repair and disposal of vehicles.**

That the A/FMA and the Vehicle Acquisition and Disposal Officer develop and promulgate procedures for the disposal process that provide specific guidance for vehicle disposal.

FUEL AND LUBE SERVICES DIVISION

26. **The Fuel and Lube Services Division lacks policies and procedures for conducting day-to-day operations.**

That the A/FMA and division management create and promulgate policies and procedures for the day-to-day operations of Fuel and Lube Division staff.

27. **Employees of the Fuel and Lube Services Division are not trained to report significant incidents that may occur at District fuel stations.**

That A/FMA ensure that Fuel and Lube Services employees and users of FMA services are properly trained on the importance of completing and submitting the "Significant Incident Report Form."

28. **FMA is not in compliance with the District of Columbia Office of Occupational Safety and Health (OSH) follow-up report regarding the lack of a ventilation system in the attendant's office at the 4900 Bates Road, N.E. fueling station.**

That A/FMA and division management immediately correct the deficiencies noted in the OSH report and report the corrections to OSH.

29. **FMA is not in compliance with District Personal Manual (DPM) and union agreements regarding lunch breaks and rest periods.**

That A/FMA and division management comply with Chapter 12, Subpart 2 of the DPM and Article 34 §§ A and H of the union agreement and ensure that employees are afforded lunch breaks and rest breaks as required by regulation.

OFFICE OF THE ADMINISTRATOR

30. **FMA is not in compliance with federal law regarding emergency action plans.**

That D/DPW and A/FMA immediately comply with 29 CFR § 1926.35(a) (1999) and create an accurate written emergency action plan.

31. **The District lags behind neighboring jurisdictions in implementing fleet management initiatives designed to improve service and reduce costs.**

That the Director of the Department of Public Works (D/DPW) and FMA management give higher priority to the implementation of the fleet vehicle replacement plan.

32. **Employees are assigned to higher graded positions without competition or additional compensation in violation of District Personnel regulations and union agreements.**

That A/FMA and division management coordinate with senior supervisors to identify those employees assigned to duties and positions of a higher grade. In situations where the unit has a compelling need to continue using the employee in the higher grade, a promotion or temporary promotion should be made in accordance with D.C. Personnel Manual, Chapter 8, Subpart 9.3 §§ 839 and 841 and the Collective Bargaining Agreement.

33. **Employees believe that details and reassignments are not made in accordance with District Personnel regulations and are not fair.**

That D/DPW and A/FMA monitor more closely how details and reassignments are being used within the administration. Efforts should be made to ensure that

details are properly documented, and are not made for personal reasons but in accordance with District personnel regulations and sound management practices.

34. FMA is not in compliance with its own policy regarding the development and implementation of a training plan for all employees.

That A/FMA ensure that a thorough and effective master training plan with all of the elements required by FMA policy is developed and implemented for each class of employee and every employee annually.