

OFFICE OF INSPECTOR GENERAL

NOVEMBER 29, 2021

Evaluation of the Architect of the Capitol's Fleet Management Program

Evaluation Report 2021-0001-IE-P

MISSION

The OIG promotes efficiency and effectiveness to deter and prevent fraud, waste and mismanagement in AOC operations and programs. Through value added, transparent and independent audits, evaluations and investigations, we strive to positively affect the AOC and benefit the taxpayer while keeping the AOC and Congress fully informed.

VISION

The OIG is a high-performing team, promoting positive change and striving for continuous improvement in AOC management and operations.

We foster an environment that inspires AOC workforce trust and confidence in our work.



Results in Brief

Evaluation of the Architect of the Capitol's Fleet Management Program

November 29, 2021

Objective

Our objective for this evaluation was to determine if adequate mechanisms and controls were in place to account for the Architect of the Capitol's (AOC's) vehicle fleet, including agency cost and usage rate of vehicles. The AOC Office of Inspector General (OIG) contracted with Grant Thornton LLP to conduct the AOC fleet management evaluation. This evaluation was consistent with our 2020 agency Management Challenges that listed Property Accountability and Surplus Property as a Management Opportunity and Performance Challenge. At the AOC, non-standardized data capture processes across jurisdictions due to inconsistent recording processes and whether a vehicle is a General Services Administration (GSA) or non-GSA vehicle, in addition to jurisdictional self-determination on fleet acquisition and recordkeeping, combine to hamper the quality of data necessary for effective fleet management. As a result, the AOC was unable to provide complete and accurate vehicle-level utilization data during this review, which has resulted in its fleet management program being effectively un-auditable. This lack of auditability has left the OIG unable to provide complete recommendations for cost savings or right-sizing analyses in this report, although Appendices A and B provide our best estimation of potential vehicle over- and under- utilization.

Findings

Based on our evaluation, we found the following:

• The AOC lacked adequate policy for effective fleet management.

- The AOC did not utilize an AOC-wide fleet management information system with best-in-class fleet management capabilities.
- The AOC lacked a standardized approach for procuring external vendor maintenance services.
- The AOC did not track vehicle utilization and lifecycle standards to manage and assess fleet performance.

Recommendations

We recommend that:

- 1. The Chief Administrative Officer develop and implement additional policies and procedures that:
 - a. ensure adherence to vehicle utilization reporting,
 - b. include a more formal scheduled vehicle maintenance program,
 - c. collect, track, monitor and analyze fleet costs throughout the vehicle lifecycle at the vehicle level;
- 2. The Chief Administrative Officer review jurisdiction-level fleet policies and standardize jurisdictional best practices across the AOC where appropriate;
- 3. The Chief Administrative Officer procure an AOC-wide fleet management information system with best-in-class fleet management capabilities, to include vehicle inventory, acquisition, disposal, utilization, cost, mileage and fuel use information for each vehicle, and automatic notification to fleet managers of maintenance due;
- 4. The Chief Administrative Officer conduct a feasibility study to develop and implement centralized vehicle maintenance contract(s) for



Results in Brief

Evaluation of the Architect of the Capitol's Fleet Management Program

- routine (and non-routine) maintenance to standardize AOC's maintenance processes and realize efficiencies resulting from centralized contract(s);
- 5. The Chief Administrative Officer, in coordination with AOC organization leaders, review and revise AOC-wide and jurisdictional policies to include standards for vehicle utilization, and guidance for implementing these standards while maintaining jurisdiction-level operational flexibility; and
- 6. The Chief Administrative Officer procure a fleet management information system with fleet management capabilities, to include vehicle utilization information for each vehicle.

Management Comments

The AOC provided comments on November 19, 2021, see Appendix D. The AOC concurred with the findings and recommendations and provided management comments. Please see the recommendations table on the next page for the status of the recommendations.



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Recommendations Table

Responsible	Recommendation	Recommendation Unresolved	Recommendations
Entity	Resolved		Closed
CAO	R1, R2, R3, R4, R5, R6		

Note: The following categories are used to describe agency management's comments to individual recommendations.

- **Unresolved** Management has not agreed to implement the recommendation or has not proposed actions that will address the recommendation.
- **Resolved** Management agreed to implement the recommendation or has proposed actions that will address the underlying finding that generated the recommendation.
- **Closed** The OIG verified that the agreed upon corrective actions were implemented.



INSPECTOR GENERAL

DATE: November 29, 2021

TO: J. Brett Blanton

Architect of the Capitol

FROM: Christopher P. Failla, CIG

Inspector General

SUBJECT: Evaluation of the Architect of the Capitol's (AOC's) Fleet

Management Program (Project No. 2021-0001-IE-P)

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Please see the attached final report for our evaluation of the AOC's Fleet Management Program, which was announced on May 24, 2021. We found that at the AOC, non-standardized data capture processes across jurisdictions and jurisdictional self-determination on fleet acquisition and recordkeeping combine to hamper the quality of data necessary for effective fleet management. This report includes six recommendations for continued improvement to the AOC's fleet management program.

In your response to our official draft report (Appendix D), you concurred with our recommendations. Based on your response, we feel the proposed corrective actions address our recommendations. However, the status of the recommendations will remain open until final corrective action is taken. We will contact you within 90 days to follow-up on the progress of your proposed management decision.

I appreciate the assistance you and your staff provided throughout the evaluation. Please direct questions to Evaluator Audrey Cree at 202.631.2682, or Audrey.Cree@aoc.gov or Assistant Inspector General for Inspections and Evaluations Chico Bennett at 202.394.2391, or Chico.Bennett@aoc.gov.

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Introduction

Objective

The objective of this evaluation was to determine if adequate mechanisms and controls were in place to account for the Architect of the Capitol's (AOC's) vehicle fleet, including agency cost and usage rate of vehicles.

Background

The AOC's fleet of approximately 280 vehicles consists of a combination of General Service Administration (GSA)-leased, commercially-leased and AOC-owned vehicles. The fleet is generally comprised of trucks, low-speed vehicles and trailers, largely powered by diesel and gas, with significantly fewer electric and hybrid vehicles. The AOC's fleet is managed by 11 fleet-holding jurisdictions to support their extensive and varied missions and functions, which include maintaining, preserving and developing the facilities and grounds throughout the Capitol complex.

The table below provides a breakdown of owned and leased vehicle counts across AOC jurisdictions.

AOC jurisdictions.							
Jurisdiction	Owned Vehicles	Leased	Total				
		Vehicles*					
Administrative	24	7	31				
Botanic Gardens	31	0	31				
Capitol Building	13	0	13				
Capitol Grounds &	75	0	75				
Arboretum							
Capitol Power Plant	22	0	22				
Construction Division	19	20	39				
House Office Building	11	1	12				
Library of Congress	22	0	22				
Office of Security	18	0	18				
Program							
Senate Office Buildings	9	3	11				
Supreme Court	5	0	5				
Total	249	31	280				

^{*}With the exception of one commercial lease, all are GSA-leased vehicles.

AOC Order 34-2, Fleet Management, March 10, 2017, communicates the AOC's policy and guidance for fleet management. The Chief Administrative Officer's (CAO) Supply Services and Material Management Division (SSMMD)¹ is responsible for fleet administration. Order 34-2, Section A, effectively ascribes fleet management responsibility to the SSMMD, and provides procedures for the

¹ In 2020, the Architect of the Capitol announced an organizational transformation initiative, which included a change in reporting structure to address confusing chains of accountability and authority. As a result, while Order 32-4 refers to the Fleet Manager within the Acquisition and Materials Management Division as the office of professional responsibility for fleet management, that department was re-named the Supply Services and Materials Management Division. Retrieved April 7, 2021 from https://www.compass.aoc.gov/office-of-the-architect/organizational-transformation/message-fr-om-j-brett-bla-nton

administration, management, accountability, leasing, buying, operation, maintenance and reporting related to the AOC fleet. Compliance with this order is mandatory.

The SSMMD's day-to-day responsibilities for fleet management consist of vehicle lifecycle management and inventorying once the vehicle is in use at the AOC. Additionally, the division can advise but not direct jurisdictions on vehicle acquisition. Although Order 34-2 generally speaks to the role of SSMMD, overall fleet management is decentralized across jurisdictions, some of which have developed their own jurisdiction-specific Standard Operating Procedures (SOPs) for vehicle use requirements and practices. To some degree, the AOC operational funding structure is a major driver of this decentralization. Appropriations are allocated across 10 separate accounts defined by the annual Legislative Branch Appropriations Act, as demonstrated in the Act for 2020.² Jurisdiction heads seeking to add a vehicle to their fleet must obtain approval from the AOC Chief of Staff.³

A 2015 Government Accountability Office (GAO) report⁴ on leading practices for federal fleet management stated that "effective fleet management relies on a complete and integrated fleet management information system (FMIS), the use of life-cycle cost analysis, and appropriate decisions about fleet size and composition." At the AOC, however, non-standardized data capture processes across jurisdictions, vehicle ownership type (GSA or non-GSA), and jurisdictional self-determination on fleet acquisition and recordkeeping, combine to hamper the quality of data capture and analysis necessary for effective fleet management.

The AOC is responsible for the maintenance, operation, development and preservation of 17.4 million square feet of buildings and more than 570 acres of land throughout the Capitol complex. Federal fleet management practices are governed by 41 Code of Federal Regulations (CFR) Parts 101-38 and 102-34.41. Although executive agencies must comply with CFR 102-34.15, legislative and judicial branches are encouraged to follow these provisions." Although the federal fleet management practices do not apply to the AOC by law, they provide useful guidance and government best practices.

Review of Internal Controls

We evaluated the AOC's internal controls for its fleet management program. While the AOC had established agency-wide policy governing vehicle operating procedures to include policies, management practices, vehicle data capture requirements and

² S. Report 116-124, Legislative Branch Appropriations, 2020, p. 35. Retrieved September 14, 2021 from https://www.congress.gov/congressional-report/116th-congress/senate-report/124/1?q=%7B%22search%22%3A%22Legislative+Branch+appropriations+2021%22%7D&r=3&overview=closed

³ In 2020, the AOC announced an organizational transformation initiative, which included a change in reporting structure to address confusing chains of accountability and authority. As a result, while Order 32-4 refers to the Chief Operating Officer as the authority for concurrence on the purchase of additional vehicles, this is now the responsibility of the AOC Chief of Staff. Retrieved April 7, 2021 from https://www.compass.aoc.gov/office-of-the-architect/organizational-transformation/message-fr-om-j-brett-bla-nton

⁴Government Accountability Office, 2015, Federal Vehicle Fleets, Leading Practices for Managing Fleet Operations, GSA 15-644T, p. 2. Retrieved by March 12, 2021 from https://www.gao.gov/assets/gao-15-644t.pdf

vehicle acquisition processes, this guidance was not comprehensive, and day-to-day fleet management across AOC jurisdictions is decentralized. As a result, jurisdictions have developed their own fleet management SOPs, program governance, guidance and policies, creating often disparate and inefficient fleet management practices.

Criteria

The following criteria were used during this evaluation:

- AOC Order 34-2, Fleet Management
- Jurisdictional fleet management policies.
- Applicable federal and municipal fleet management standards, guidance and best practices.

Finding 1

The AOC lacked adequate policy for effective fleet management.

We found that the AOC's agency-wide fleet management policy, AOC Order 34-2, contained gaps in providing comprehensive guidance on day-to-day fleet operations.

This occurred because the AOC fleet policy contained gaps in guidance on fleet operations such as the collection, tracking and monitoring of fleet data.

As a result, jurisdictions developed their own fleet management program governance, guidance and policies, to supplement AOC Order 34-2; however, these policies also contain gaps and are not standardized across the AOC.

Discussion

AOC Order 34-2 is the Agency's fleet-wide, formal fleet management policy. All jurisdictions are subject to this policy, which covers multiple fleet management areas including acquisition and identification of vehicles, license plates, logos, vehicle inspections, vehicle disposal, GSA-leased vehicle fleet cards, vehicle rental programs, proper vehicle use, driver eligibility, vehicle trade-ins, vehicle fueling and vehicle mileage. During our review, however, we found that AOC Order 34-2 contained gaps in providing comprehensive guidance on day-to-day fleet operations.

The Office of Inspector General (OIG) conducted document reviews of relevant agency fleet management policies governing vehicle operating procedures, management practices, vehicle data capture requirements and the vehicle acquisition process. AOC fleet management personnel and jurisdictions provided key documentation that detailed current fleet management policies and procedures. These included AOC Order 34-2 and jurisdictional fleet management policies, SOPs and other jurisdiction records.

We found that AOC Order 34-2 was not comprehensive and lacked standardization of fleet management functions such as the collection of data pertaining to acquisition, disposal, cost, mileage and fuel use information for each vehicle (e.g., utilization reporting metrics) across the AOC, and that it decentralizes day-to-day fleet management across the AOC jurisdictions. Jurisdiction superintendents and other leadership personnel maintain administrative and program management duties over the fleet, and report to the Chief Operating Officer (COO). Each jurisdiction has a fleet manager, a role typically included as a collateral duty for one of the Accountable Property Officers. Jurisdiction fleet management personnel assist with vehicle acquisition, disposal, inventory management, and procuring maintenance services for their respective jurisdiction fleets. They meet on a monthly basis with the AOC Fleet Manager to review vehicle safety and inspections, and discuss other relevant AOC fleet issues.

Impact

As a result of policy gaps and administrative decentralization, some jurisdictions have developed their own fleet management program governance and policies to supplement AOC Order 34-2. We did find that all jurisdictions adhere to an annual safety inspection for AOC-owned vehicles as required by Order 34-2. The supplemental policies developed by jurisdictions were jurisdiction-specific and also not comprehensive. This decentralized approach to fleet management and policy has resulted in the AOC maintaining a broad range of disparate fleet management practices across jurisdictions. As a result, the AOC's Agency Fleet Manager has limited control over jurisdictional practices. In addition, gaps in agency-wide policy (i.e., for utilization reporting, tracking and monitoring of vehicle level costs, formalized scheduling of vehicle maintenance, and standardized approaches for acquisition of vehicle maintenance services) have led to non-standardized data capture processes and jurisdictional self-determination on fleet acquisition and recordkeeping.

Conclusion

We found that while AOC Order 34-2 lacked sufficient guidance on day-to-day fleet operations and data capture, the AOC generally had necessary policies and controls over vehicle acquisition, vehicle inventory and appropriate vehicle use. However, additional policies and procedures are needed to ensure adherence to vehicle utilization reporting, to develop a more formal scheduled vehicle maintenance program (separate from the AOC annual inspection process), and to ensure the collection, tracking, monitoring and analysis of fleet costs throughout the vehicle lifecycle. Instances of best practices being conducted at the jurisdiction level – e.g., vehicle use logs developed across multiple jurisdictions – should be standardized and consolidated into AOC-wide policy, while also maintaining required jurisdiction-level operational flexibility.

Recommendation

Recommendation 1

We recommend the Chief Administrative Officer develop and implement additional policies and procedures that:

- a) ensure adherence to vehicle utilization reporting,
- b) include a more formal scheduled vehicle maintenance program, and
- c) collect, track, monitor and analyze fleet costs throughout the vehicle lifecycle at the vehicle level.

AOC Comment

The AOC concurs with the auditor's recommendations. In response, the AOC intends to take the following steps:

- a) The Supplies, Services, and Material Management Division (SSMMD) will review the Fleet Management policy (Order 34-2) and make appropriate edits to ensure reporting matrixes accurately reflect standard vehicle reporting.
- b) SSMMD will evaluate the current state of fleet maintenance and develop/implement a more formal maintenance program if practical.
- c) SSMMD will evaluate the availability of a vehicle life-cycle database that captures fleet costs. SSMMD will procure a vehicle life-cycle database provided that funding and personnel resources are made available to operate and manage the database.

To better capture agencywide and jurisdiction-specific needs, SSMMD will establish a working group of cross-functional members from other jurisdictions to make recommendations on filling policy and procedural gaps and to standardize best practices for improving vehicle maintenance and capturing life-cycle costs throughout the fleet. Please note that any recommendation requiring additional appropriated funds, full-time equivalents (FTE) or other resources must be requested in future budget submissions.

A program plan addressing Recommendation 1 including resources requests will be available by June 30, 2022.

OIG Response

We reviewed the management comment and determined it addresses the finding and recommendation.

Recommendation 2

We recommend the Chief Administrative Officer review jurisdiction-level fleet

policies and standardize jurisdictional best practices across the Architect of the Capitol (AOC), where appropriate.

AOC Comment

The AOC concurs with the auditor's recommendation. As part of the working group, team members will review jurisdiction-level policies and implement corrective actions as necessary to fill gaps in fleet policies and procedures to standardize best practices across the AOC.

The estimated completion date for Recommendation 2 is June 30, 2022.

OIG Response

We reviewed the management comment and determined it addresses the finding and recommendation.

Finding 2

The AOC did not have an AOC-wide fleet management information system with best-in-class fleet management capabilities.

We found that the AOC fleet management information systems did not adequately address proactive and ongoing fleet management nor provide accurate inventory, cost and use data that covers the complete lifecycle of each vehicle. Furthermore, jurisdiction personnel had limited or no visibility into pending or ongoing work orders in support of fleet management.

This occurred because the current AOC fleet management information systems, Maximo (inventory tracking) and WebTMA (work order management), have limited capabilities and are neither efficient nor complete enough for effective fleet management. Additionally, the AOC lacks reliable supplemental inventory, cost and use information systems.

As a result, the AOC is unable to proactively monitor and manage AOC Fleet operations, utilization and costs and preventive maintenance schedules are not proactively tracked. The AOC's annual vehicle inspection process also has the potential to experience frequent communication breakdowns, resulting in bottlenecks and scheduling and inspection inefficiencies.

Discussion

During our review, we found that the AOC's fleet management information systems did not adequately address proactive and ongoing fleet management, and did not

provide for accurate inventory, cost and use data for the complete lifecycle of each motor vehicle. Furthermore, jurisdiction personnel had limited or no visibility into pending or ongoing work orders. While jurisdictions have developed practices (i.e., trip logs, use of Global Positioning System (GPS) devices) that record utilization, these were not used to perform life-cycle cost analyses or to develop utilization standards for determining appropriate fleet size and composition. The fleet information systems currently used by all jurisdictions are Maximo, an accountable property tracking system used to track inventory, and WebTMA, which is used to create work orders and manage maintenance requests. Neither system is used to track or monitor AOC-wide utilization or fleet operating costs, nor are there other AOC-wide systems that do so.

Inventory Management (Vehicle Utilization)

Due to gaps in AOC-wide fleet policy for the collection, tracking and monitoring of fleet data, vehicle use data is not proactively tracked or digitized at the agency or jurisdiction level for use in AOC-wide utilization analyses. Although jurisdictions have developed supplemental SOPs to accompany Order 34-2, they were not comprehensive and are jurisdiction-specific⁵ approaches to appropriate vehicle use. They often involve manual processes that are not digitized, such as the tracking of vehicle use through hard copy trip logs.

To track mileage, most AOC jurisdictions have developed hard copy vehicle trip logs. AOC vehicle operators are also required to input an odometer reading when refueling at the AOC fueling site. While a fuel data sample provided to the evaluation team did include odometer readings, the information did not appear to be readily available to fleet management personnel nor used to develop lifecycle costs and utilization metrics for the AOC fleet. Six jurisdictions use a Key Track System that provides awareness of vehicle usage and responsibility. Similar to the odometer readings, this data is not used to proactively track vehicle lifecycle or conduct utilization analyses on an ongoing basis.

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⁵ Throughout this report, jurisdiction-specific findings and information are generalized rather than ascribed to the jurisdictions in which they occur.



Key Track system at E Street Garage

Only one jurisdiction conducts monthly audits on their vehicle mileage log, damages and authorized users, and this jurisdiction and one other use an Outlook calendar to reserve vehicles. This rudimentary procedure allows data to be digitally stored, making it easier to track vehicle scheduling and audit vehicle usage.

One jurisdiction utilizes a GPS tracking device (Live View), which enables tracking of mileage, speed and location, as well as five-minute and 12-second stop tracking. Jurisdiction personnel receive a monthly report of this data but it is generally only used to investigate adverse incidents.

According to stakeholder interviews and per the AOC fleet policy, the Agency Fleet Manager should receive quarterly mileage data per vehicle from each jurisdiction. However, stakeholder interviews revealed that this data is regularly incomplete and it was not made available to the OIG during our review.

Fueling

AOC-owned vehicles primarily use the AOC fueling station at the E Street Garage (operated by the Capitol Grounds and Arboretum jurisdiction), although the Botanic Garden typically uses their own fueling site. Both stations use a Fuel Master Data Tracker to track fuel use, and each vehicle has a specific key fob that connects to the Fuel Master. Users input an individual personal identification number (PIN) and the current odometer reading before they can begin fueling. Smaller all-terrain or utility vehicles and equipment are fueled by specific personnel who have key fobs coded with individual PINs for use at the Fuel Master.

The Fuel Master System tracks the individual user, specific vehicle, jurisdiction, the date and time of fueling, the fuel type and hose, unit cost, quantity and total amount. Each key fob transaction list includes information on fuel type, number of transactions, cumulative quantity and total cost of fuel pumped. These fuel transaction logs are pulled quarterly and used by the AOC accounting team to bill the

jurisdictions. While fuel data is tracked in significant detail, it appears to be aggregated for billing and reimbursement purposes only and not for other managerial uses such as audits for vehicle lifecycle costs or personnel accountability.



Fuel Master system at the AOC fueling site

GSA-leased vehicles follow their own procedures and are fueled at commercial stations using fleet cards.

Vehicle Maintenance

Maintenance work orders are recorded and managed in WebTMA, and the Agency Fleet Manager maintains a paper copy of maintenance records for AOC-owned vehicles. However, the AOC does not maintain digital records of vehicle-level maintenance costs and does not perform fleet-wide analyses of unscheduled and scheduled maintenance costs and operations. Stakeholder interviews revealed issues with visibility for work orders across jurisdictions and with communication and logistical breakdowns leading to scheduling challenges and backlogs during annual inspections. Both agency and jurisdiction fleet management noted that WebTMA should be utilized more effectively to track the AOC fleet maintenance activities.

Vehicle Acquisition & Disposal

The acquisition of the AOC's fleet vehicles is not centrally funded. Each jurisdiction receives individual funding for vehicle acquisition. AOC Order 34-2, Section 4.1. Obtaining Vehicles, specifies that the decision to add a vehicle to their fleet be made by jurisdiction superintendents with the concurrence of the Chief Operating Officer (later amended to the CAO), and they must justify the expense. Vehicle acquisition explanations are reviewed by both the CAO and Agency Fleet Manager with the CAO having final approval authority. Order 34-2 also includes policy on environmental emissions, referencing compliance with the AOC Environmental Manual 12-4 for alternative fuel vehicles and air quality compliance. However, the fleet acquisition policy does not specify any required analyses (e.g., lease vs. own, vehicle type alternatives analysis) necessary to complete the acquisition process.

The AOC Fleet Manager facilitates vehicle acquisition to include providing lease vs. own cost comparisons in cases where a particular vehicle is available for both purchase and lease. Currently, GSA-leased vehicles comprise approximately 11 percent of the AOC fleet. This analysis includes the cost to acquire a vehicle over an expected vehicle lifecycle but does not consider vehicle-level operating costs based on historical vehicle-level data for owned vehicles (e.g., fuel and maintenance costs).

The AOC does not use replacement lifecycle standards to dictate vehicle replacement schedules.⁶ Instead, jurisdiction leadership and fleet management personnel work with AOC fleet management to replace on an as-needed basis.

Impact

Although GSA Federal Management Regulations (FMR) do not apply to the AOC, GSA's requirements for vehicle-level data outlined in Part 102.34, MOTOR VEHICLE MANAGEMENT⁷, are for: "accurate inventory, cost and use data that covers the complete lifecycle of each motor vehicle" including "acquisition, operation, maintenance, disposal"8 While the AOC uses Maximo for inventory tracking and WebTMA for work order management, neither system is an all-inclusive or true fleet management information system. In addition, jurisdictions are using internally devised processes for vehicle utilization and tracking, resulting in varying degrees of digitization and availability of data for review and analysis. The lack of usable data hampers the AOC's ability to develop the vehicle utilization and lifecycle standards necessary for managing and assessing fleet performance, and for making appropriate decisions about fleet size and composition. Readily available vehiclelevel cost data is critical to enabling AOC fleet management personnel to monitor the AOC fleet program expenses, identify opportunities by benchmarking jurisdiction fleet operations, and can inform more accurate lease versus own analyses when acquiring vehicles.

Conclusion

Acquisition of an all-inclusive, modern FMIS would allow the AOC to fulfill the maintenance and inventory tracking requirements currently met by Maximo and WebTMA, and would increase visibility into multiple other fleet areas, such as lifecycle cost, vehicle utilization and fuel data required for proactive and ongoing fleet management.

⁶ Once vehicles are approved for disposal, the Agency Fleet Manager initiates a disposal screening process: it is first offered to other AOC jurisdictions, and if not taken, it is reported to GSA Excess for a 21-day screening period, followed by 5-day availability period to state and local government and public organizations. AOC Order 34-2, 4.5. AOC VEHICLE DISPOSAL PROCESS, also notes that "AOC-owned vehicles that are too old to drive or damaged beyond repair can be donated to non-profit organizations without going through the GSA Excess screening process, or they can be sold to a scrap dealer. Under 2 U.S.C. § 1817a, Chapter 28, Subchapter 2, proceeds for sale of a vehicle are to be given back to the jurisdiction for the purchase of another vehicle."

⁷ Federal Management Regulations 41 CFR Part §102-34 – MOTOR VEHICLE MANAGEMENT, Retrieved October 18, 2021 from https://www.gsa.gov/policy-regulations/regulations/federal-management-regulation-fmr/idtopicx2x16284#i466051

⁸41 CFR § 102-34.340 - Do we need a fleet management information system?

Recommendation

Recommendation 3

We recommend the Chief Administrative Officer procure an Architect of the Capitol (AOC)-wide fleet management information system with best-in-class fleet management capabilities, to include vehicle inventory, acquisition, disposal, utilization, cost, mileage, and fuel use information for each vehicle, and automatic notification to fleet managers of maintenance due.

AOC Comment

The AOC concurs with the auditor's recommendation. SSMMD will conduct market research to evaluate the availability of a best-in-class fleet management database that captures comprehensive vehicle information to include acquisition, inventory, use costs such as mileage and fuel, and disposal information. Please note that any recommendation requiring additional appropriated funds, FTEs or other resources will need to be requested in future budget submissions.

An acquisition plan and identification of resources required for Recommendation 3 will be available by June 30, 2022.

OIG Response

We reviewed the management comment and determined it addresses the finding and recommendation.

Finding 3

The AOC lacks a standardized approach for procuring external vendor maintenance services.

We found that while the vast majority of AOC-owned vehicles receive corrective and preventative maintenance from local vendors, jurisdictions needed to seek multiple quotes from local maintenance vendors for repairs.

This occurred because the AOC has no centralized vehicle maintenance contract(s) that can be used for routine (and non-routine) maintenance.

As a result, the process for seeking multiple quotes from local maintenance vendors for repairs can be cumbersome and lead to delays, potentially wasting fleet maintenance funds.

Discussion

AOC Order 34-2 Section 4.4 AOC Vehicle Inspection, states that "All AOC-owned vehicles will undergo a safety inspection at the AOC garage on E Street, July 1-August 31 of each year." The purpose of the inspection is to ensure all AOC vehicles are safety compliant for AOC passengers and the public. With the exception of Capitol Grounds & Arboretum and Botanic Garden, AOC jurisdictions use commercial repair shops or dealers for scheduled and corrective repairs. For AOC GSA-leased vehicles, repairs exceeding \$100 require the AOC to contact the GSA Maintenance Control Center to coordinate vehicle repair. Leased vehicle repairs totaling less than \$100 can be paid for using the vehicle-specific fleet card (credit card) without prior approval. During our review, we found that while the vast majority of AOC-owned vehicles receive corrective and preventative maintenance from local vendors, jurisdictions needed to solicit competitive bids from these vendors for repairs.

Vehicle Maintenance

For AOC-owned vehicles, Order 34-2, Section 7.6. Emergency and Unscheduled Repairs, requires supervisory approval and formal selection of a repair source for any vehicle repairs exceeding \$1,000. However, during interviews with multiple AOC jurisdictions, fleet management personnel reported needing to solicit competitive bids for repairs less than \$1,000 and having to seek approval to coordinate payment for vehicle maintenance (e.g., via purchase order), since the AOC does not use vehicle-specific fleet cards for maintenance. When procuring external maintenance services, jurisdiction fleet management personnel provide a breakdown of the maintenance need and three repair quotes to the Fleet Manager or jurisdiction Superintendent. According to Order 34-2, Section 7.6. Emergency and Unscheduled Repairs, source selection for vehicle maintenance "will be based on cost considerations, not driver convenience, and must be in accordance with all applicable policies and laws." In cases of major repair, it is the jurisdiction superintendent's decision to either replace or repair the vehicle.

Maintenance work orders are recorded and managed in WebTMA, but the AOC does not maintain digital records of vehicle-level maintenance costs and does not perform fleet-wide analyses of unscheduled and scheduled maintenance costs and operations for total lifecycle costs. Stakeholder interviews revealed that the AOC fleet management personnel experienced issues with visibility for work orders across jurisdictions, with communication and logistical breakdowns leading to scheduling challenges and backlogs during the annual inspections process for AOC-owned vehicles required by Order 34-2, Section 8.3, Inspections. Both agency and jurisdiction fleet management noted that WebTMA should be used more effectively to track AOC fleet maintenance activities.

Capitol Grounds and Arboretum maintenance personnel receive a WebTMA work order to conduct a safety inspection on all AOC vehicles and have the authority to pass or fail each vehicle. If the vehicle is deemed too dangerous to drive, Capitol Grounds and Arboretum has the authority to ground the vehicle and require that it be

towed from the E Street Garage to a shop where it can be repaired. Capitol Grounds and Arboretum maintenance personnel noted they occasionally repair small problems (such as a windshield wiper), but anything requiring more significant time and effort requires the jurisdiction to take their vehicle to a commercial maintenance shop.

Capitol Grounds and Arboretum and the Botanic Garden both provide in-house maintenance for a broader range of vehicle maintenance needs for their respective fleets, and the Botanic Garden fleet is still required to undergo the annual safety inspection conducted by Capitol Grounds and Arboretum at the E Street Garage. Botanic Garden fleet management personnel perform weekly maintenance checks and re-fueling of the Botanic Garden fleet. Occasionally, they are required to procure third party vehicle maintenance services for certain specialty repairs or parts. Botanic Garden also uses the WebTMA system to coordinate maintenance and create maintenance work orders.

Impact

Although AOC Order 34-2 requires supervisory approval and formal selection of a repair source for any AOC-owned vehicle repairs exceeding \$1,000, jurisdictions reported needing to seek multiple quotes from local maintenance vendors for repairs, and that this process can be cumbersome and lead to delays. Fleet management personnel also reported needing to seek approval to coordinate payment for vehicle maintenance (e.g., via purchase order).

Conclusion

While the processes for the repair and payment for maintenance on GSA-leased vehicles appear to be standardized and efficient, the AOC's processes for its own vehicles are cumbersome and inefficient. Implementation of centralized vehicle maintenance contract(s) for routine (and non-routine) maintenance would standardize the AOC's maintenance processes and realize efficiencies.

Recommendation

Recommendation 4

We recommend that the Chief Administrative Officer conduct a feasibility study to develop and implement centralized vehicle maintenance contract(s) for routine (and non-routine) maintenance to standardize the Architect of the Capitol's (AOC's) maintenance processes and realize efficiencies resulting from centralized contract(s).

AOC Comment

The AOC concurs with the auditor's recommendation. SSMMD will conduct market research on contractors who conduct fleet maintenance studies to determine the feasibility of awarding a centralized vehicle maintenance contract to perform agencywide routine and nonroutine maintenance. Please note that any recommendation requiring additional appropriated funds, FTEs or other resources

will need to be requested in future budget submissions. The estimated completion date for Recommendation 4 is September 30, 2022.

OIG Response

We reviewed the management comment and determined it addresses the finding and recommendation.

Finding 4

The AOC did not track vehicle utilization and lifecycle standards to manage and assess fleet performance.

We found that the AOC had no policies, metrics, or guidance for determining effectively utilized, under-utilized or over-utilized vehicles. In addition, the AOC does not currently have complete and accurate vehicle-level utilization data.

This occurred because AOC policies and guidance are silent with regard to vehicle utilization assessment and standards, and current AOC fleet management information systems do not capture vehicle usage data.

As a result, the AOC is unable to proactively monitor and assess AOC fleet usage and lifecycle costs to ensure effective utilization of all AOC-owned vehicles.

Discussion

AOC-wide fleet management policy lacked standardization for fleet utilization reporting across the AOC. As a result, utilization data provided to the OIG was incomplete, applying only to subsets of the AOC fleet. Likewise the AOC was unable to respond to multiple requests by the OIG for this vehicle-level utilization data.

To track mileage, AOC jurisdictions have developed hard copy vehicle trip logs, which are intended to capture vehicle mileage for each vehicle trip. In addition, AOC vehicle operators are required to input an odometer reading when refueling at the AOC fueling site. While a sample of fuel data provided to the OIG did include odometer readings, the information did not appear to be readily available to fleet management personnel nor used to develop lifecycle costs and utilization metrics for the AOC fleet. Six jurisdictions use a Key Track System that provides awareness of vehicle usage and vehicle responsibility, but this data is also not used to proactively track lifecycle or utilization analysis.

According to stakeholder interviews and AOC Order 34-2, Section 7.9.1. AOC-Owned Vehicles, the Agency Fleet Manager should receive a quarterly mileage data report from each jurisdiction. However, stakeholder interviews revealed that this data is regularly incomplete and/or not submitted. In response to these data gaps, the OIG

developed and distributed an AOC Vehicle Survey, which captured key vehicle utilization metrics for the AOC fleet. This data is presented in Appendix A, in addition to guidance on the development of AOC fleet utilization standards based on fleet usage survey results.

Impact

Because the AOC has not committed to a standardized approach for recording and analyzing fleet-wide utilization data, the AOC has no policies, metrics or guidance for determining effectively utilized, under-utilized, or over-utilized vehicles or lifecycle costs for proper disposal. In addition, the AOC does not currently have complete and accurate vehicle-level utilization data, which leaves the agency unable to manage and assess its fleet performance.

Conclusion

The AOC should commit to a standardized approach to collecting fleet utilization data across jurisdictions and initiate management efforts to empower the AOC fleet management with authority to ensure complete fleet-wide data is collected.

Recommendation

Recommendation 5

We recommend the Chief Administrative Officer, in coordination with Architect of the Capitol (AOC) organization leaders, review and revise AOC-wide and jurisdictional policies to include standards for vehicle utilization, and guidance for implementing these standards while maintaining jurisdiction-level operational flexibility.

AOC Comment

The AOC concurs with the auditor's recommendation. As part of the working group, SSMMD will meet with jurisdictional and organization leaders to gather input and recommendations on fleet use and will revise Order 34-2 and jurisdictional policies as appropriate.

A program plan addressing Recommendation 5 including resources requests will be available by June 30, 2022.

OIG Response

We reviewed the management comment and determined it addresses the finding and recommendation.

Recommendation 6

In addition to our Recommendation 3, we recommend the Chief Administrative Officer procure a fleet management information system with fleet management capabilities, to include vehicle utilization information for each vehicle.

AOC Comment

The AOC concurs with the auditor's recommendation. As outlined in Recommendation 3, SSMMD will conduct market research to evaluate the availability of a best-in-class fleet management database with fleet management capabilities including vehicle use information. Please note that any recommendation requiring additional appropriated funds, FTEs or other resources will need to be requested in future budget submissions.

An acquisition plan and identification of resources required for Recommendation 6 will be available by June 30, 2022.

OIG Response

We reviewed the management comment and determined it addresses the finding and recommendation.

Observations

Centralize Fleet Management Authority

The AOC underwent a recent reorganization of fleet governance during December 2020. Under the reorganization, the AOC Agency Fleet Manager position is now in the CAO SSMMD and reports through the Administrative Division to the CAO. The Agency Fleet Manager role now takes on some additional centralized fleet management responsibilities, including facilitating the approval or denial of new vehicle requests. In addition, the Agency Fleet Manager oversees and facilitates the disposal of vehicles. Currently, the majority of day-to-day fleet governance and management occurs at the jurisdiction level, with policy gaps and the AOC's funding structure providing the agency's Fleet Manager with little authority to enforce AOC-wide policies and procedures (e.g., as demonstrated in the jurisdictional non-responses to Order 34-2 direction to submit quarterly mileage data to the Agency Fleet Manager).

The AOC's lack of centralized authority has resulted in an agency with disparate fleet management practices largely governed by jurisdictionally-devised program guidance, policies and procedures. The resultant non-standardized data capture processes, whether or not a vehicle is a GSA or non-GSA vehicle, and jurisdictional self-determination on fleet acquisition and recordkeeping combine to hamper the quality of data capture and analysis necessary for effective fleet management as described in FMR Bulletin B-15. The lack of readily available, AOC-wide, vehicle-level utilization and cost data limits the AOC's ability to perform centralized and ongoing monitoring of the AOC fleet program, and with limited centralized visibility into fleet program costs. Fleet budgeting occurs at the jurisdiction level, and fleet expenses are drawn from a broader Operations budget object class within jurisdiction-specific appropriations. AOC fleet management does not have visibility on fleet operating costs and does not perform year-over-year review and analysis of AOC fleet program expenses.

Best Practices

In order to standardize fleet operations where appropriate and operationalize best practices across the fleet, we suggest that the AOC centralize additional responsibilities and authority at the AOC/Agency Fleet Manager level. The following responsibilities could be centralized to take advantage of fleet-specific experience and expertise without usurping the formal vehicle operating and acquisition authority of jurisdictions:

- Coordinate across jurisdictions to reach consensus and implement vehicle utilization metrics and standards.
- Develop and implement common utilization reporting processes that are appropriate for the AOC's selected metrics.
- Receive, analyze and report on vehicle utilization results submitted by the jurisdictions.
- Identify potential under- and over- utilized vehicles based on operating results and metric baselines.
- Coordinate detailed quantitative and qualitative analysis of vehicles that fall below established utilization thresholds.
- Coordinate an annual review of all vehicles to confirm and validate utilization results against standards / baselines and document the justification, rationale and decisions for retaining, repurposing or disposing of vehicles.
- Continue to support the vehicle acquisition and disposal process by providing vehicle-specific lifecycle cost and operating performance data.
- Monitor and report on AOC fleet-wide averages and trends for vehicle maintenance needs and costs.
- Incorporate querying GSA's ability to meet vehicle modification needs into the lease vs. own decision.
- Perform broad program management activities for monitoring overall fleet and specific vehicle requirements to align resources to needs across jurisdictions, and identify opportunities to improve efficiency and reduce costs.

We also suggest that as a GSA leasing customer, the AOC should take advantage of GSA-offered fleet management training, including the fleet manager certification program and annual FedFleet⁹ event, in order to provide Fleet Management personnel with certification and access to ongoing best practice information.

2021-0001-IE-P.17

⁹ FedFleet is an annual educational experience offered by the GSA that assembles fleet management professionals for a week of training to include topics such as best practices surrounding aspects of fleet management. Retrieved September 17, 2021 from https://www.gsa.gov/buying-selling/products-services/transportation-logistics-services/fleet-management/fedfleet-2022

Motor Pool Opportunities

In response to significant gaps in data collection, the OIG developed and distributed an AOC Vehicle Survey. The survey was created to receive best judgement and experience responses from AOC fleet management personnel. It included questions and utilization metrics that align to the AOC's unique operations, as fuel and mileage data were not provided and have limited applicability based on AOC operations.

Although the AOC does not operate an official motor pool, according to the results of the AOC vehicle survey, 41 percent of vehicles are currently being pooled/shared within an AOC jurisdiction, and an additional 27 percent of vehicles were identified as being suitable for pooling/sharing within an AOC jurisdiction. The survey responses reveal that vehicle sharing within a jurisdiction can be an effective strategy for increasing the overall utilization of the AOC Fleet. The list of vehicles that are considered suitable for pooling/sharing within the jurisdiction has been provided in Appendix B.

The survey also identified 72 percent of vehicles as being not suitable for sharing across two or more jurisdictions (i.e., in a motor pool), due to operational obstacles. These obstacles include a lack of physical space for parking a large, centralized motor pool and challenges related to the proximity of motor pool parking to certain jurisdiction activities and functions.

Appendix B includes AOC vehicle survey responses regarding opportunities for pooling/sharing across jurisdictions. The responses align with qualitative findings from stakeholder interviews with jurisdiction leadership and fleet management personnel which identified 72 percent of vehicles as believed to not be shareable across jurisdictions. The vehicle survey also revealed that 12 percent of vehicles are already being shared across jurisdictions and 16 percent have the ability to be shared across jurisdictions.

Best Practices

The survey responses suggest that there are significant logistical challenges to developing a large, cross-jurisdiction motor pool. However, opportunities do exist for increased cross-jurisdiction vehicle sharing, and we recommend that as part of its review of AOC-wide and jurisdictional policies, the AOC review the potential for formalized motor pooling. The list of the vehicles that were deemed suitable for cross-jurisdiction pooling/sharing has been provided in Appendix B.

Appendix A

In response to significant gaps in data collection, the OIG developed and distributed the AOC Vehicle Survey. The survey was created to receive best judgement and experience answers from AOC fleet management personnel, and included questions and utilization metrics that align to the AOC's unique operations, as fuel and mileage data was not provided and has limited applicability based on AOC operations. This is due to the limited operating range of the AOC fleet: nearly all AOC vehicles operate within a relatively contained geographic area, and AOC vehicles can be in frequent use without accumulating a large amount of mileage. The compiled survey data created a more comprehensive understanding of the AOC fleet.

The AOC Vehicle Survey received 222 vehicle responses from 11 jurisdictions. Not all surveys were filled out completely. Some surveys were missing odometer readings, weeks in use per year, days per week in use, hours per day in use and trips per week. However due to the number of survey responses – accounting for 79 percent of the AOC-reported fleet – the Evaluation team was able to make clear assessments on vehicle usage and utilization, and use this analysis to inform recommendations regarding vehicle utilization at the AOC.

AOC Vehicle Survey Findings

The figures below contain the results of the AOC Vehicle Survey presented in a graphical breakdown of survey responses for each utilization metric provided. Across each of these utilization metrics – weeks per year, days per week, hours per day and trips per week – the Evaluation team used vehicle survey responses to identify vehicles that fell in lesser-utilized survey response categories for consideration as being potentially under-utilized. While there may be operational circumstances to explain infrequent vehicle use throughout the year for some vehicles – e.g., a snow removal vehicle only in use during winter – these vehicles should be reviewed as potential candidates for being considered formally under-utilized by the AOC.

As a best practice, the OIG suggests that the AOC conduct a focused utilization review of potentially under-utilized vehicles – particularly those categorized as high-priority candidates for being considered under-utilized – to determine if there are legitimate operational reasons for the vehicle's utilization.

AOC Vehicle Survey Responses by Vehicle Type

The AOC Vehicle Survey provided 12 different vehicle type response options. The top three vehicle categories – Low Speed Vehicles (LSV), Heavy Duty Trucks and Pickup Trucks – accounted for more than half of all responses to the AOC vehicle survey, with LSVs accounting for approximately one-fifth of all responses.

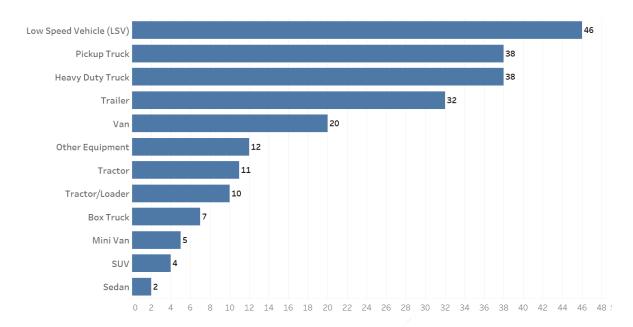


Figure 1: Vehicle Survey Responses by Vehicle Type Breakdown

Utilization Metric: Weeks in Use Per Year

Figure 2 below profiles the range of weeks the AOC Fleet vehicles works per year. The number above the bar graphs represent the total number of vehicles that are used within the week range per year. Approximately two-thirds of AOC vehicles were categorized as being in use "All year". Using a weighted average, the mean weeks in use per year was 39.0, while the median response was that the vehicle was used "All year." The second most common response was one to four weeks per year utilized (27 vehicles or 12 percent of the AOC fleet). These vehicles, as well as those utilized between five to 12 weeks per year may be candidates for motor pooling or sharing and should be reviewed for potential under-utilization.

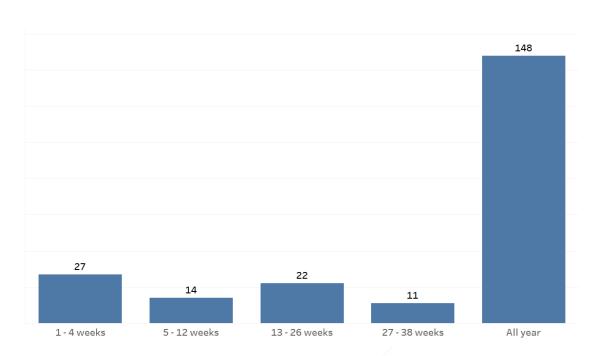


Figure 2: Number of Vehicles Weeks in Use Per Year

Utilization Metric: Days in Use Per Week

Figure 3 below profiles how many days per week the AOC fleet is utilized. The most common vehicle survey response was five days of use per week (42 percent of the AOC fleet). Additionally, 20 vehicles, or almost 10 percent of vehicles are utilized six or seven days per week, indicating that a majority of AOC vehicles used at least five days per week. However, almost 30 percent of the AOC fleet are being utilized less than half of the working week and 43 percent of vehicles are only being used three days or less. These numbers suggest a potential opportunity for increased vehicle sharing and should be reviewed for consideration as being under-utilized.

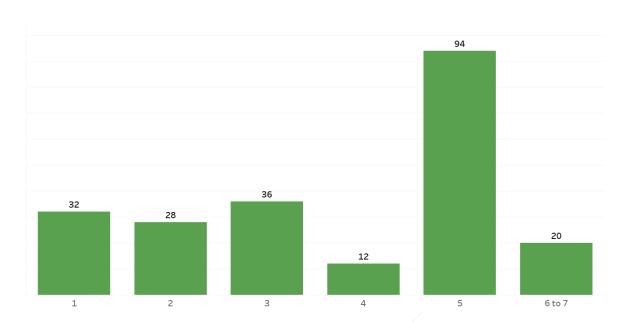


Figure 3: Number of Vehicles Days in Use Per Week

Utilization Metric: Hours in Use Per Day

Figure 4 below profiles the range of hours per day that AOC vehicles are used. Nearly a third of the AOC fleet is utilized between four and eight hours per day. However, a majority of the AOC fleet (127 vehicles) are utilized less than four hours per day. Vehicles in use less than two hours per day (i.e., one-quarter the average workday) are potential candidates for increased vehicle sharing, and should be reviewed as potentially under-utilized.

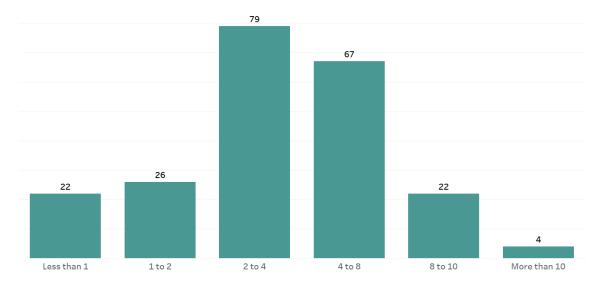


Figure 4: Number of Vehicles Hours in Use Per Day

Utilization Metric: Trips Per Week

Figure 5 below profiles the number of trips the AOC fleet accomplishes per week. One trip is considered driving from point A to point B and stopping, or shutting off the vehicle, for an extended period. Driving back from point B to point A is considered a second trip. This graph shows 65 percent of AOC vehicles take 10 or fewer trips per week. Vehicles completing fewer than five trips per week – i.e. less than one trip per day for an average work week – are potentially under-utilized and should be reviewed further.

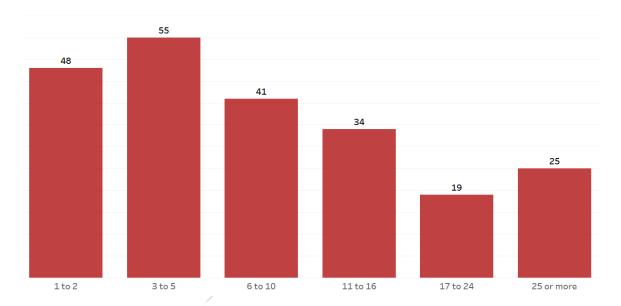


Figure 5: Number of Vehicles Trips Per Week

Utilization Metric: Weeks in use Per Year & Days in use Per Week

Figure 6 below provides a two-dimensional representation vehicle utilization. On the y-axis, days in user per week is depicted, while the x-axis includes weeks in user per year. Each vehicle is represented by one blue square. The vehicles in the top left of the graphic are the most under-utilized vehicles, being used one to four weeks out of the year and for only one day of the week. The opposite corner of the table includes vehicles that are the most highly utilized in the fleet: vehicles being used 'All year' and six to seven days of the week.

	1 - 4 weeks	5 - 12 weeks	13 - 26 weeks	27 - 38 weeks	All year
1		••••		••	
2				••	
3					
4					***********
5	••				
6 to 7			•		

Figure 6: Number of Vehicles Weeks Per Year by Days Per Week in Use

Utilization Metric: Days in use Per Week & Hours in use Per Day

Figure 7 below provides a two-dimensional representation vehicle utilization. On The y-axis displays days in user per week, while hours in use per day is included on the x-axis. Again, each vehicle is represented by one blue square. The vehicles in the top-left cell are the most under-utilized vehicles by these metrics, and are currently utilized only one day per week and less than one hour per day.

	Less than 1	1 to 2	2 to 4	4 to 8	8 to 10	More than 10
1	Less tildil		2104	4108	8 10 10	More than 10
2	••		•••		••	
3				••••		
4		•				
5	••	•••				••
6 to 7		•			•••	••

Figure 7: Number of Vehicles Hours Per Day by Days Per Week in Use

Vehicle Type Utilization Breakdown: Weeks in Use Per Year

Figure 8 below provides a breakdown of weeks in use per year by vehicle type. The vast majority of pickup trucks, low speed electric vehicles and heavy-duty trucks are used all year. Compared to these vehicle types, a relatively larger share of equipment, trailers, tractors and other vehicle types are used less frequently throughout the year.

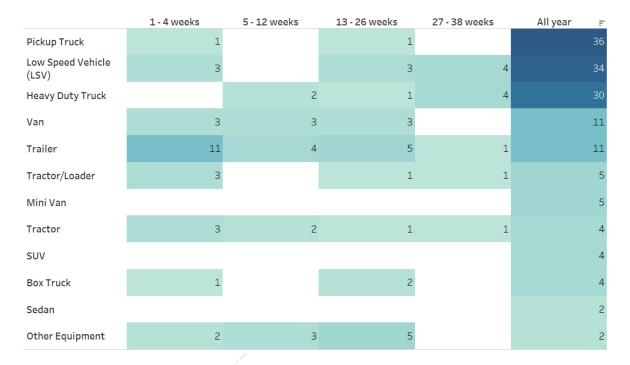


Figure 8: Number of Weeks per Year a Vehicle Type is Used

Vehicle Type Utilization Breakdown: Days in Use Per Week

Figure 9 below provides a breakdown of days in use per week by vehicle type. The findings suggest opportunities for coordinated vehicle sharing for those utilized three or fewer days per week. In particular, vehicle utilization should be examined within vehicle type categories to highlight opportunities for pooling/sharing. For example, the vehicle survey results included 18 LSVs that used three or fewer days per week. These vehicles are candidates for increased vehicle sharing and should be reviewed further as being potentially under-utilized.

	1	2	3	4	5	6 to 7
Low Speed Vehicle (LSV)	6	4	8	1	18	7
Pickup Truck		4	4	1	27	2
Heavy Duty Truck		1	8	5	19	4
Trailer	12	6	3	1	9	1
Van		8	5	2	4	1
Other Equipment	5	2	4		1	
Tractor	5	1	1		4	
Tractor/Loader	4		1	1	3	1
Box Truck		1	1	1	4	
Mini Van					3	2
SUV					2	2
Sedan		1	1			

Figure 9: Number of Days per Week a Vehicle Type is Used

Jurisdiction Utilization Breakdown: Weeks in Use Per Year

Figure 10 below provides a breakdown of vehicle survey responses for weeks in use per year by jurisdiction. The numbers in the heat map represent the count of vehicles within a given weeks in use per year response category and are organized by jurisdiction.

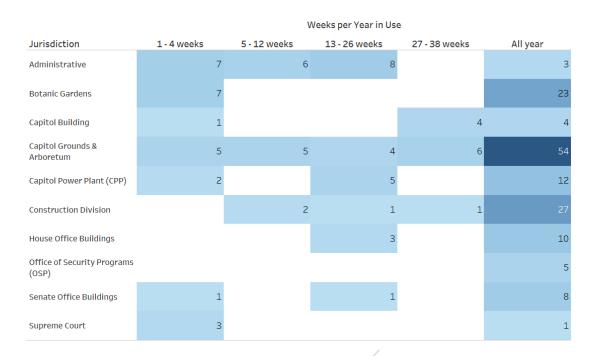


Figure 10: Weeks in Use Per Year Breakdown, by Jurisdiction

Jurisdiction Utilization Breakdown: Days in Use Per Week

Figure 11 below provides a breakdown of vehicle survey responses for days in use per week by jurisdiction. The numbers in the heat map represent the count of vehicles within a given days in use per week response category and are organized by jurisdiction.



Figure 11: Days in Use Per Week Breakdown, by Jurisdiction

Jurisdiction Utilization Breakdown: Hours in Use Per Day

Figure 12 below provides a breakdown of vehicle survey responses for hours in use per day by jurisdiction. The numbers in the heat map represent the count of vehicles within a given hours in use per day response category and are organized by jurisdiction.



Figure 12: Hours in Use Per Day Breakdown, by Jurisdiction

Jurisdiction Utilization Breakdown: Trips Per Week

Figure 13 below provides a breakdown of vehicle survey responses for trips per week by jurisdiction. The numbers in the heat map represent the count of vehicles within a given trips per week response category and are organized by jurisdiction.



Figure 13: Trips Per Week Breakdown, by Jurisdiction

Guidance on Development of AOC Utilization Standards

The Evaluation team recommends that the AOC take a multi-pronged approach to the development of formal vehicle utilization standards. First, the AOC should standardize and commit to an approach to recording and analyzing fleet-wide utilization data. While jurisdictions have developed practices (i.e., vehicle trip logs) to record utilization, current efforts to collect vehicle fleet-wide utilization data have been ineffective. The AOC should commit to a standardized approach to collecting utilization across jurisdictions and empower AOC fleet management with authority to ensure complete fleet-wide data is collected.

Second, given the AOC fleets relatively limited operating range, the AOC should seek to collect and record at least one to two non-mileage metrics to track utilization. These non-mileage utilization metrics include those detailed in the vehicle survey results above, and should be used to assess frequency of use, seasonality of use and other usage patterns that can highlight opportunities to optimize fleet utilization on an ongoing basis. Given the AOC's widespread use of vehicle trip logs, developing fleet-wide trip count reporting is a possible first step for the AOC in formal development of non-mileage utilization standards.

Finally, the AOC should leverage the results of the AOC Vehicle Survey and analysis to inform an internal review of over/under utilized vehicles at the individual vehicle level. Based on the Evaluation team's analysis of Vehicle Survey results, the following utilization standards should be used in identifying vehicles for further utilization review and can provide a foundation for the development of formal AOC utilization standards:

Weeks in Use Per Year: vehicles used fewer than 12 weeks per year Days in Use Per Week: vehicles used fewer than three days per week Hours in Use Per Day: vehicles used fewer than two or more days per week Trips Per Week: vehicles completing fewer than six or more trips per week

The AOC should thoroughly review vehicles that are consistently among the lesserutilized vehicles by multiple utilization metrics.

Based on this utilization review, the AOC should seek development of formal utilization guidelines. Key considerations for development of these utilization guidelines include:

Metric(s) to Track Utilization: as noted above, mileage is likely an ineffective metric for measuring utilization given that the majority of AOC vehicles operate within a relatively contained geographic area, and AOC vehicles can be in frequent use without accumulating a large amount of mileage. In addition to the non-mileage utilization metrics captured by the AOC Vehicle Survey, engine hours is another

possible utilization metric that would align to the AOC's operations, and provide accurate and granular data on AOC vehicle and equipment use.

Vehicle Type: utilization standards should vary by vehicle type or class and be dictated by vehicle usage patterns within specific vehicle types/classes.

Specialty Use Vehicles: special considerations and/or exemptions from utilization standards should be for made vehicles with specialized functions (e.g., trash truck).

Mission/Function Criticality: special considerations and/or exemptions from utilization standards should be for made mission-critical vehicles (e.g., emergency response vehicle).

Appendix B

Although the AOC does not operate an official motor pool, vehicles are not assigned to individuals. Instead, vehicles are assigned to and shared within jurisdictions – according to the results of the AOC vehicle survey, 41 percent of vehicles are currently being pooled/shared within AOC jurisdictions. An additional 27 percent of vehicles were identified as being suitable for pooling/sharing within AOC jurisdictions.

As discussed previously, according to the survey only 32 percent of vehicles are believed to not be shareable within jurisdictions. The responses reveal that vehicle sharing within jurisdictions can be an effective strategy for increasing the overall utilization of the AOC Fleet. The list of vehicles that are considered suitable for pooling/sharing within the jurisdiction is presented below.

Appendix B-1: Vehicles Suitable for Motor Pooling Within Jurisdiction

Jurisdiction	AOC Asset Number (Identifier #)	Vehicle Type	Is this vehicle suitable for pooling/sharing within your Jurisdiction?
Administrative	E-101347	Van	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Botanic Gardens	LEASE	SUV	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Botanic Gardens	LEASE	SUV	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Botanic Gardens	E102702	Van	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Botanic Gardens	E101793	Heavy Duty Truck	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Botanic Gardens	E101810	Sedan	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Botanic Gardens	E101162	Van	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Botanic Gardens	E101161	Van	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction

Botanic Gardens	E101515	Heavy Duty Truck	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Botanic Gardens	E104505	Van	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Botanic Gardens	E101516	Van	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Botanic Gardens	BG0178	Van	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Botanic Gardens	E101188	Pickup Truck	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Botanic Gardens	BG0180	Heavy Duty Truck	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Botanic Gardens	BG0179	Pickup Truck	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Botanic Gardens	E102255	Low Speed Vehicle (LSV)	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Botanic Gardens	E102256	Low Speed Vehicle (LSV)	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Botanic Gardens	E102257	Low Speed Vehicle (LSV)	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Botanic Gardens	E102258	Low Speed Vehicle (LSV)	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Botanic Gardens	E104530	Low Speed Vehicle (LSV)	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Botanic Gardens	E104529	Low Speed Vehicle (LSV)	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
CAO - SSMMD	E-103048	Heavy Duty Truck	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Capitol Grounds & Arboretum	E104422	Heavy Duty Truck	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction

Capitol Grounds & Arboretum	E104538	Heavy Duty Truck	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Capitol Grounds & Arboretum	W102811	Pickup Truck	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Capitol Grounds & Arboretum	E102814	Low Speed Vehicle (LSV)	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Capitol Grounds & Arboretum	E102930	Low Speed Vehicle (LSV)	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Capitol Grounds & Arboretum	CG0500	Low Speed Vehicle (LSV)	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Capitol Grounds & Arboretum	E103304	Pickup Truck	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Capitol Grounds & Arboretum	E103020	Pickup Truck	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Capitol Grounds & Arboretum	E103271	Low Speed Vehicle (LSV)	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Capitol Grounds & Arboretum	E100170	Heavy Duty Truck	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Capitol Grounds & Arboretum	E102643	Low Speed Vehicle (LSV)	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Capitol Grounds & Arboretum	E102694	Low Speed Vehicle (LSV)	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Capitol Grounds & Arboretum	E103377	Low Speed Vehicle (LSV)	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Capitol Grounds & Arboretum	E104078	Heavy Duty Truck	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Capitol Grounds & Arboretum	E103946	Low Speed Vehicle (LSV)	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Capitol Power Plant (CPP)	E101483	Low Speed Vehicle (LSV)	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction

Construction Division	Lease	Pickup Truck	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Construction Division	Lease	Heavy Duty Truck	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Construction Division	E102762	Pickup Truck	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Construction Division	Lease	Heavy Duty Truck	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Construction Division	Lease	Heavy Duty Truck	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction
Construction Division	Lease	Van	Yes, this vehicle could be used for pooling/sharing within the Jurisdiction

Appendix B-2: Vehicles Suitable for Motor Pooling Across Jurisdictions

Jurisdiction	AOC Asset Number (Identifier #)	Vehicle Type	Is this vehicle suitable for pooling/sharing across your Jurisdiction?
Administrative	E102120	Van	Yes, this vehicle could be used for pooling/sharing across Jurisdictions
Capitol Grounds & Arboretum	E101631	Low Speed Vehicle (LSV)	Yes, this vehicle could be used for pooling/sharing across Jurisdictions
Capitol Grounds & Arboretum	E103936	Heavy Duty Truck	Yes, this vehicle could be used for pooling/sharing across Jurisdictions
Capitol Grounds & Arboretum	E102810	Pickup Truck	Yes, this vehicle could be used for pooling/sharing across Jurisdictions
Capitol Grounds & Arboretum	E104538	Heavy Duty Truck	Yes, this vehicle could be used for pooling/sharing across Jurisdictions
Capitol Grounds & Arboretum	E102599	Low Speed Vehicle (LSV)	Yes, this vehicle could be used for pooling/sharing across Jurisdictions

Capitol Grounds & Arboretum	W102811	Pickup Truck	Yes, this vehicle could be used for pooling/sharing across Jurisdictions
Capitol Grounds & Arboretum	E102814	Low Speed Vehicle (LSV)	Yes, this vehicle could be used for pooling/sharing across Jurisdictions
Capitol Grounds & Arboretum	E100007	Pickup Truck	Yes, this vehicle could be used for pooling/sharing across Jurisdictions
Capitol Grounds & Arboretum	15,426	SUV	Yes, this vehicle could be used for pooling/sharing across Jurisdictions
Capitol Grounds & Arboretum	E102930	Low Speed Vehicle (LSV)	Yes, this vehicle could be used for pooling/sharing across Jurisdictions
Capitol Grounds & Arboretum	CG0500	Low Speed Vehicle (LSV)	Yes, this vehicle could be used for pooling/sharing across Jurisdictions
Capitol Grounds & Arboretum	E103258	Low Speed Vehicle (LSV)	Yes, this vehicle could be used for pooling/sharing across Jurisdictions
Capitol Grounds & Arboretum	E103969	Heavy Duty Truck	Yes, this vehicle could be used for pooling/sharing across Jurisdictions
Capitol Grounds & Arboretum	E103304	Pickup Truck	Yes, this vehicle could be used for pooling/sharing across Jurisdictions
Capitol Grounds & Arboretum	E103020	Pickup Truck	Yes, this vehicle could be used for pooling/sharing across Jurisdictions
Capitol Grounds & Arboretum	E103271	Low Speed Vehicle (LSV)	Yes, this vehicle could be used for pooling/sharing across Jurisdictions
Capitol Grounds & Arboretum	E104060	Heavy Duty Truck	Yes, this vehicle could be used for pooling/sharing across Jurisdictions
Capitol Grounds & Arboretum	E103377	Low Speed Vehicle (LSV)	Yes, this vehicle could be used for pooling/sharing across Jurisdictions
Capitol Grounds & Arboretum	E104078	Heavy Duty Truck	Yes, this vehicle could be used for pooling/sharing across Jurisdictions
Capitol Grounds & Arboretum	E103946	Low Speed Vehicle (LSV)	Yes, this vehicle could be used for pooling/sharing across Jurisdictions

Capitol Power Plant (CPP)	E101483	Low Speed Vehicle (LSV)	Yes, this vehicle could be used for pooling/sharing across Jurisdictions
Construction Division	Lease	Mini Van	Yes, this vehicle could be used for pooling/sharing across Jurisdictions
House Office Buildings	E104402	Heavy Duty Truck	Yes, this vehicle could be used for pooling/sharing across Jurisdictions

Appendix C

Scope and Methodology

We conducted this evaluation from May 2021 through October 2021, in accordance with the Council of the Inspectors General on Integrity and Efficiency's *Quality Standards for Inspection and Evaluation*. These standards require that we plan and perform the evaluation to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our evaluation objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our evaluation objectives.

This report was self-initiated by the AOC OIG and was consistent with our 2020 agency Management Challenges that listed Property Accountability and Surplus Property as a Management Opportunity and Performance Challenge. Our objective for this evaluation was to determine if adequate mechanisms and controls were in place to account for the AOC's vehicle fleet, including agency cost and usage rate of vehicles.

To address our evaluation objectives, we contracted with Grant Thornton LLP to conduct this evaluation in partnership with our office. In partnership with Grant Thornton LLP, we reviewed relevant AOC policies and procedures related to fleet management and evaluated compliance with fleet management policies and procedures. We conducted interviews with appropriate AOC officials and staff to determine how processes and procedures were carried out in a day-to-day manner. We also performed site visits to evaluate the AOC's fleet maintenance, fueling and management processes.

Use of Computer-Processed Data

We used computer-processed data in the performance of our work and determined that the data provided was sufficiently reliable to support any conclusions made from its use.

Prior Coverage

There had been no prior coverage of the AOC's fleet management program in the preceding five years.

Appendix D

Management Comments



Architect of the Capitol U.S. Capitol, Room SB-16 Washington, DC 20515 202.228.1793

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United States Government

MEMORANDUM

DATE:

November 19, 2021

TO:

Christopher P. Failla Inspector General

FROM:

J. Brett Blanton

Architect of the Capitol

SUBJECT:

Official Draft Evaluation to the Architect of the Capitol's Fleet Management

Program 2021-0001-IE-P dated October 21, 2021

Thank you for the opportunity to review and provide responses to the subject report.

OIG Recommendation 1 The CAO develop and implement additional policies and procedures that:

3 lentes

- a) Ensure adherence to vehicle reporting
- b) Include a more formal scheduled vehicle maintenance program, and
- Collect, track, monitor and analyze fleet costs throughout the vehicle life cycle at the vehicle level

Architect of the Capitol (AOC) Response:

The AOC concurs with the auditor's recommendations. In response, the AOC intends to take the following steps:

- a) The Supplies, Services, and Material Management Division (SSMMD) will review the Fleet Management policy (Order 34-2) and make appropriate edits to ensure reporting matrixes accurately reflect standard vehicle reporting.
- b) SSMMD will evaluate the current state of fleet maintenance and develop/implement a more formal maintenance program if practical.
- c) SSMMD will evaluate the availability of a vehicle life-cycle database that captures fleet costs. SSMMD will procure a vehicle life-cycle database provided that funding and personnel resources are made available to operate and manage the database.

To better capture agencywide and jurisdiction-specific needs, SSMMD will establish a working group of cross-functional members from other jurisdictions to make recommendations on filling policy and procedural gaps and to standardize best practices for improving vehicle maintenance and capturing life-cycle costs throughout the fleet. Please note that any recommendation requiring additional appropriated funds, full-time equivalents (FTE) or other resources must be requested in future budget submissions.

A program plan addressing Recommendation 1 including resources requests will be available by June 30, 2022.

<u>OIG Recommendation 2</u> The CAO review jurisdiction-level fleet policies and standardize jurisdictional best practices across the AOC, where appropriate.

AOC Response:

The AOC concurs with the auditor's recommendation. As part of the working group, team members will review jurisdiction-level policies and implement corrective actions as necessary to fill gaps in fleet policies and procedures to standardize best practices across the AOC.

The estimated completion date for Recommendation 2 is June 30, 2022.

OIG Recommendation 3 The CAO procure an AOC-wide fleet management information system with best-in-class fleet management capabilities, to include vehicle inventory, acquisition, disposal, utilization, cost, mileage, and fuel use information for each vehicle, and automatic notification to fleet managers of maintenance due.

AOC Response:

The AOC concurs with the auditor's recommendation. SSMMD will conduct market research to evaluate the availability of a best-in-class fleet management database that captures comprehensive vehicle information to include acquisition, inventory, use costs such as mileage and fuel, and disposal information. Please note that any recommendation requiring additional appropriated funds, FTEs or other resources will need to be requested in future budget submissions.

An acquisition plan and identification of resources required for Recommendation 3 will be available by June 30, 2022.

<u>OIG Recommendation 4</u> The CAO conduct a feasibility study to develop and implement centralized vehicle maintenance contract(s) for routine (and nonroutine) maintenance to standardize the AOC's maintenance processes and realize efficiencies resulting from centralized contract(s).

AOC Response:

The AOC concurs with the auditor's recommendation. SSMMD will conduct market research on contractors who conduct fleet maintenance studies to determine the feasibility of awarding a centralized vehicle maintenance contract to perform agencywide routine and nonroutine maintenance. Please note that any recommendation requiring additional appropriated funds, FTEs or other resources will need to be requested in future budget submissions.

The estimated completion date for Recommendation 4 is September 30, 2022.

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<u>OIG Recommendation 5</u> The CAO, in coordination with AOC organization leaders, review and revise AOC-wide and jurisdictional policies to include standards for vehicle use, and guidance for implementing these standards while maintaining jurisdiction-level operational flexibility.

AOC Response:

The AOC concurs with the auditor's recommendation. As part of the working group, SSMMD will meet with jurisdictional and organization leaders to gather input and recommendations on fleet use and will revise Order 34-2 and jurisdictional policies as appropriate.

A program plan addressing Recommendation 5 including resources requests will be available by June 30, 2022.

<u>OIG Recommendation 6</u> In addition to Recommendation 3, the CAO procure a fleet management information system with fleet management capabilities, to include vehicle use information for each vehicle.

AOC Response:

The AOC concurs with the auditor's recommendation. As outlined in Recommendation 3, SSMMD will conduct market research to evaluate the availability of a best-in-class fleet management database with fleet management capabilities including vehicle use information. Please note that any recommendation requiring additional appropriated funds, FTEs or other resources will need to be requested in future budget submissions.

An acquisition plan and identification of resources required for Recommendation 6 will be available by June 30, 2022.

Distribution List:
Peter Bahm, Chief of Staff
Mary Jean Pajak, Deputy Chief of Staff
W. O'Donnell, Chief Administrative Officer
Harold Honegger Chief, Supplies, Services and Materials Management Division

Doc. No. 211029-02-01

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Announcement Memo



Office of Inspector General Fairchild Bldg. 499 S. Capitol St., SW, Suite 518 Washington, D.C. 20515 202.593.1948

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United States Government

MEMORANDUM

DATE: May 24, 2021

TO: J. Brett Blanton

Architect of the Capitol

FROM: Christopher P. Failla, CIG

Inspector General

SUBJECT: Announcement for Evaluation of the Architect of the Capitol's (AOC's) Fleet

[£ 10.

Management Program (2021-0001-IE-P)

This is to notify you that the AOC Office of Inspector General is initiating an evaluation of the AOC's fleet management program. Our objective is to determine if adequate mechanisms and controls are in place to account for the AOC's vehicle fleet, including agency cost and usage rate of vehicles. We plan to use external subject matter experts to support us in this effort.

We will coordinate with the appropriate AOC offices to set up an entrance conference in the upcoming weeks. If you have any questions, please contact Evaluator Audrey Cree at Audrey Cree@aoc.gov or 202.631.2682, or Assistant Inspector General for Inspections and Evaluations Josh Rowell at Joshua.Rowell@aoc.gov or 410.443.5015.

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Acronyms and Abbreviations

AOC Architect of the Capitol

CAO Chief Administrative Officer

CFR Code of Federal Regulations

COO Chief Operating Officer

FMIS Fleet Management Information System

FMR Federal Management Regulation

FTE Full Time Equivalent

GAO Government Accountability Office

GPS Global Positioning System

GSA General Services Administration

LSV Low Speed Vehicle

OIG Office of Inspector General

PIN Personal Identification Number

SOP Standard Operating Procedure

SSMMD Supply Services and Material Management Division



OFFICE OF THE INSPECTOR GENERAL

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