FACILITIES MANAGEMENT

CUSTODIAL SERVICES REVIEW

AUDIT REPORT #21-2004

Audit & Advisory Services

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# Background

In accordance with the UCLA Administration fiscal year 2020-21 audit plan, Audit & Advisory Services (A&AS) conducted an audit of key controls and procedures associated with the Custodial Services (CS) unit within the Facilities Management (FM) department.

The CS unit is housed within the FM Custodial & Grounds (C&G) division and provides support for 12 million square feet of space within the UCLA campus, including specialized areas such as vivaria, recreational facilities, wet and dry laboratories, and patient care areas. Support is also provided for campus events and situations that require an emergency response. Special services include opening campus entry doors, raising flags, monitoring campus restrooms and public spaces, event support, and assisting in the cleanup of natural disasters. CS personnel also receive and respond to Facilities Service Requests for any routine cleaning services during the day (dusting, sweeping, mopping, vacuuming), off-master space maintenance, window cleaning, floor care, and other special projects. The CS crews are divided into three main units (Special Services, Weekend Shift, and Custodial Maintenance) to serve customers seven days a week.

Maximo is the work management system for FM. It serves as the backbone system for the department, and includes online billing, work order tracking and assignments, space management, warehouse inventory, and provides a dashboard web application for supervisors and managers to have an overview of all of their jobs at a glance for monitoring purposes. FM Mobile, which is integrated with Maximo, was introduced in June 2019 to boost productivity and significantly enhance workflow transparency using mobile handheld technology. Through the enhanced mobile devices, jobs are prioritized, work is triaged and planned/scheduled, materials are drop-delivered to campus locations and client communication is improved.

As of March 2021, the CS unit had 322 senior custodians and 23 lead custodian positions. The Senior Superintendent reports to the Custodial Manager, who, in turn, reports to the Custodial & Grounds Director. For fiscal year 2019-20, the CS unit had expenditures of about $2.6 million.

The COVID-19 pandemic has significantly impacted CS. California’s Safer at Home orders issued in March 2020 reduced the number of staff, students, faculty, and visitors to campus. The unit received enhanced disinfection requirements from the Los Angeles County Department of Public Health in addition to the Centers for Disease Control and Prevention Disinfecting guidelines. Enhanced requirements included cleaning and disinfecting high-touch surfaces twice daily.

# Purpose and Scope

The primary purpose of the review was to ensure that the internal controls and procedures related to CS are conducive to accomplishing its business objectives. The secondary purpose of the review was to evaluate the adequacy of internal controls.

The scope of the audit included the following areas:

Building Inspections

Employee Safety & Training

Inventory Practices

Key Management

The review was conducted in conformance with the *International Standards for the Professional Practice of Internal Auditing* and included interviews, tests of records, and other procedures considered necessary to achieve the objective.

# Summary Opinion

Based on the results of the work performed within the scope of the audit, the CS unit’s internal controls and related procedures were generally adequate and effective to help achieve their business objectives. However, certain business practices could be further strengthened to improve upon the existing internal controls in the following area:

Building Inspections

* Management should develop written processes and protocols to ensure that cleaning and service level inspections are performed timely, issues arising from inspections (including their resolution) are adequately documented, and a uniform means of monitoring whether custodians are performing satisfactory work is developed. By establishing written procedures, management will strengthen its current control environment over building inspection activities and be more aligned with UCLA Policy 360, “Internal Control Guidelines for Campus Departments.”

The audit results and corresponding recommendations are detailed in the following sections of this report.

# Audit Results and Recommendations

## Building Inspections

A&AS held discussions with CS management and examined CS work order documentation for tasks performed during the months of October 2019 and February 2020. Audit test work was performed to determine whether adequate internal controls exist over cleaning and service level inspection procedures, and verified whether inspections were being performed. Where applicable, campus and University policies were also reviewed.

According to guidelines from the Association of Physical Plant Administrators (APPA), a basic quality assurance process is recommended where custodial managers visit job sites and evaluate the quality of work performed by the custodian, ideally with the custodian present so that expectations can be clarified immediately. Some supervisors may use a hard copy inspection form; however, wireless personal digital assistants are increasingly being used to document this process and used for feedback, tracking, and comparison purposes.

CS largely depends on the campus community to self-identify tasks that need to be addressed and create work order tickets to complete tasks through the “311” application or the Facilities Management service request portal. Once a request is received, the Facilities Management Trouble Call Center generates a work order and assigns the work order to the most appropriate unit. The unit receives and assigns work orders through the Maximo system to an applicable CS staff member dependent on workload and availability as the operations of CS are fluid in nature. Work orders are monitored and completed through Maximo and the FM Mobile application.

In July 2017, Facilities Management implemented the Facilities Management Zone Inspections Program. The program was implemented as custodial services issues were not being properly addressed and too much reliance was placed on the campus community and/or clients to report custodial service issues (i.e., tasks to be identified and corrected). Within the program, the University is divided into 37 zones with each zone encompassing one to three buildings. Approximately 30 FM managers serve as inspectors. Each week, three zones are inspected to ensure cleanliness levels and management’s expectations are being met. The established timeline of zone inspections ensures that each zone will be inspected one time per quarter.

Based on our review, A&AS verified that controls related to inspections of cleaning and service levels were generally adequate; however, the following item was identified:

### Inspections – Written Procedures

CS Management indicated that the cleaning and service level inspection process has significantly changed as CS migrated from a manual to a digital building inspection process. Currently, CS Supervisors perform inspections on a daily basis after their administrative tasks are complete to ensure custodians are meeting the APPA cleanliness level of 3.5 (on a 5 point scale) and that cleaning frequencies are being met. At times, dependent on the severity of a task, before and after pictures are taken of urgent/emergency tasks, which include floods and water leaks. Photographs are emailed to the Manager of Custodial Services and the Director of Custodial & Grounds (including confirmation that the urgent/emergency task has been addressed and corrected). However, our review determined that inspection documentation is not consistent as it is not uniformly applied to tasks, but rather on a case-by-case basis.

As the building inspection process has migrated to digital platforms, A&AS noted formal cleaning and service level inspection procedures are not documented. Without a uniform procedure and documentation standard for building inspections, custodial staff cannot be held fully accountable to management's expectations if building areas are not serviced properly. In addition, there is no consistent method to monitor and track whether items requiring follow-up are resolved timely or at all as great reliance is placed on the campus community to self-report issues which have not been addressed or where follow-up may be required.

UCLA Policy 360 requires periodic review of department operating procedures to ensure that internal controls are being followed and improving on those controls when weaknesses are detected. This policy also requires control activities, including but not limited to operating procedures, to be identified and captured such that it enables management and staff to carry out their responsibilities efficiently and effectively.

Recommendation: Management should develop written processes and protocols to ensure that cleaning and service level inspections are performed timely, issues arising from inspections (including their resolution) are adequately documented, and a uniform means of monitoring whether custodians are performing satisfactory work is developed. The written procedures should address the use of digital platforms. By establishing written procedures, management will strengthen its current control environment over building inspection activities and be more aligned with UCLA Policy 360.

Response: Custodial Services assigns custodians by building. These custodians are given their area assignments and expected to adhere to them. For example, the Central Ticket office is a newly acquired location. A cleaning schedule has been established to ensure clear communication between the client, the custodian, and the supervisor. The assigned areas inside buildings are regularly reconfigured amongst the staff reporting to cover scheduled and unscheduled absences. Should any issues arise, concerns/feedback can be referenced, documenting the workload from the previous night. Additionally, cleaning inspection sheets have been put in place to track performance in reconfigured areas where a custodian may not necessarily be assigned on a day-to-day basis. The inspection sheets are not area-specific. They serve as a guide to the custodian covering the space. The custodian also communicates their expectations to the supervisor.

### Inspections – Performance

Inspections have migrated from a manual process (including formal inspection forms and documented follow-up including resolution) to a digital inspection process involving the utilization of FM Mobile and Maximo. Through testing of 162 work orders for the months of October 2019 and February 2020, work orders were received from the Trouble Call Center, assigned to custodians, completed, and inspections were performed, if needed. Supervisors conduct daily inspections to ensure that work orders are being completed in a timely manner while meeting management’s APPA standards of cleanliness at a level of 3.5. Audit testing determined that all 162 work orders were in a “closed” status. This status means that if follow-up was needed – a review of the work performed was completed, issues were corrected, and physical inspections were completed. The status indicates the work order is closed, and it becomes a historical record.

There were no significant control weaknesses noted in this area.

## Employee Safety & Training

Based on discussions held with CS management and the review of training documentation, it appears that safety training records are adequately maintained and monitored, and personal protective equipment (PPE) is adequately distributed to the staff.

### Training Records

Currently, training records are maintained through the UCLA Environment, Health & Safety (EH&S) Work Safe database; UCLA Learning Management System, and an internal network CS safety drive. Both UCLA EH&S Work Safe and UCLA Learning Management databases are utilized by CS as both a learning center and training records storage platform. As an additional control, the internal network safety drive is utilized by CS as a backup depository of training records to provide business continuity in the event of a disaster or catastrophic event. Training records are maintained and monitored by CS supervisors, administrative assistants, and management. Monitoring activities include generating exception reports to ensure accuracy and completeness of training records. Exceptions are investigated until resolution.

There were no significant control weaknesses noted in this area.

### Personal Protective Equipment

CS supervisors are responsible to ensure that custodians possess appropriate PPE training and verify custodians are equipped with the proper PPE to safely complete assigned tasks before their work shifts. Due to the nature its operations, CS maintained adequate supply levels of PPE during the COVID-19 pandemic as CS supervisors reviewed PPE supply levels on a daily basis. Custodians do not perform tasks unless the appropriate PPE exists, is readily available, and in possession of the custodians. PPE is stored in and distributed from supply closets, supervisors' work spaces, and the Facilities Management warehouse. Custodians obtain their required PPE (dependent on the tasks assigned) from one of three previously mentioned locations. Typically, custodians pick up their PPE from zone specific supply closets. At times, if specialized PPE equipment is required, custodians communicate the PPE needed to their immediate supervisor. Supervisors provide specialized PPE from their respective work space units and physically transfer the PPE to custodians. On rare instances, an emergency stock pile of PPE is distributed from the FM warehouse, if needed. Additionally, Custodial Services utilizes a monthly PPE audit checklist, which is used by employees to verify that PPE exists and is readily available. When PPE inventory levels fall beneath zone specific thresholds, PPE items are ordered to replenish stock.

There were no significant control weaknesses noted in this area.

## Inventory Practices

Interviews were conducted with CS management and documents were requested to determine whether controls to maintain accurate and complete inventory levels are adequate. CS management provided information demonstrating that supply and small equipment inventories are monitored.

Based on discussions held with management about existing practices, it appears that PPE supply levels are adequately monitored to ensure supplies are available when necessary. Each supervisor manages their respective supply closet. Supervisors establish Periodic Automatic Replacement (PAR) levels, reorder PPE when running low, and can easily manage supplies using FM Mobile. Supervisors are proactive in monitoring PPE levels on a daily basis due to supplies being in high demand during the coronavirus pandemic. Additional inventory is stored in the FM Warehouse as a backup. In case of an emergency, PPE can be ordered for same or next-day delivery. In addition, the procurement team serves as a backup to CS by occasionally asking if there are items that need to be reordered.

There were no significant control weaknesses noted in this area.

## Key Management

Based on discussions held with CS management, it appears that controls over the management of keys are adequate to ensure that custodians have appropriate access to physical spaces occupied by UCLA departments.

As mentioned in the FM work rules, UCLA Master Key Rings provide access to millions of dollars of equipment, materials, tools, information, and irreplaceable research. Custodians are assigned keys that only allow them to access the locations they are servicing. To issue keys to a custodian, the Lead Custodian or supervisor submits a request in Maximo, which must be approved by the Custodial Manager, who also serves as the departmental Key Control Coordinator. After processing the request, the FM Hardware Shop contacts the custodian to inform the individual that the keys are ready to be picked up. When the keys are picked up, the Hardware Shop obtains the employee's signature to document the successful transfer of key custody. When keys need to be retrieved, the employee physically returns the keys to the Hardware Shop, and the Hardware Shop reconciles the keys being returned against their internal records.

Currently, Lead Custodians distribute the keys on a daily basis by using sign-out sheets. At the beginning of the shift, custodians sign the sheet, and Lead Custodians hand out the keys to each person. The Lead Custodian is required to initial their name on the sign-out sheet once the custodian returns the key at the end of their scheduled shift. However, CS is planning to implement a new key administration process. Instead of having custodians wait in line while Lead Custodians hand out the keys, each custodian will be assigned a locker that they will use to check keys in and out. Lead Custodians or supervisors will conduct daily checks to ensure that all keys in the lockers are accounted for. The daily check results will be reported via email to the CS leadership team, which includes the Custodial & Grounds Director and the Custodial Manager/Key Control Coordinator. Management is also considering software solutions to further improve the process. In addition, CS plans to perform key audits every two years beginning later in 2021.

There were no significant control weaknesses noted in this area.

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