

OFFICE OF INSPECTOR GENERAL CITY OF JACKSONVILLE



REPORT OF MANAGEMENT REVIEW

CITY OF JACKSONVILLE DRIVER CERTIFICATIONS

MATTHEW J. LASCELL
INSPECTOR GENERAL

April 13, 2023

DATE ISSUED

“Enhancing Public Trust in Government Through Independent and Responsible Oversight”



OFFICE OF INSPECTOR GENERAL CITY OF JACKSONVILLE

MANAGEMENT REVIEW CASE NUMBER: 2023-0022

Matthew J. Lascell
Inspector General

“Enhancing Public Trust in Government Through Independent and Responsible Oversight”

EXECUTIVE SUMMARY

In August of 2022, the Office of Inspector General (OIG) received information from a private citizen indicating a City of Jacksonville (COJ) employee was working on their rental properties while operating a COJ vehicle during their duty hours. The OIG review revealed the COJ employee had not been issued a four-year COJ Motor Vehicle Operator Certification (hereinafter referred to as “*City Driver Certification*”) allowing them to operate a COJ vehicle or their personal vehicle for COJ business.

In December of 2022, the OIG requested relevant records dated December of 2021 through December of 2022 from the COJ related to current drivers (drivers) assigned to COJ vehicles who did not possess City Driver Certifications. In December of 2022, the OIG was provided with relevant records indicating the drivers in COJ Departments, Independent Agencies, Constitutional Offices, and the Jacksonville Fire and Rescue Department (collectivity, hereinafter referred to as “*Members*”) who participate in the risk management program under Chapter 128, *Ordinance Code*, in accordance with the Motor Vehicle Safety Policy, Executive Order No. 2018-02.

Based upon this information, the OIG initiated a Management review to ensure drivers in COJ Departments and Members held City Driver Certifications in accordance with Motor Vehicle Safety Policy, Executive Order No. 2018-02.

As the data utilized for this review is archival, the OIG recognizes the number of identified discrepancies may not be completely accurate as of this writing. These inaccuracies can be attributed to the fact to some identified employees do not utilize city-owned or personally owned vehicles to conduct city business and some employees identified may no longer work for COJ Departments and Members.

The intent of the Management Review is to ensure compliance with the appropriate policies and procedures. As a result of this review, and in conjunction with the Mayor’s Office, Risk Management, and Department Safety and Certification Coordinators, these discrepancies are being aggressively remedied. Records are being scrubbed for accuracy and the importance of policy compliance is being reinforced throughout the workforce.

ISSUE AND FINDING

Issue:

Whether drivers in the COJ Departments and Members held City Driver Certifications in accordance with Motor Vehicle Safety Policy, Executive Order No. 2018-02.

Governing Directive:

Motor Vehicle Safety Policy, Executive Order No. 2018-02.

Finding:

The following issues and areas of improvement were identified:

- The OIG identified **214** drivers in COJ Departments and Members, whose four-year City Driver Certifications were expired and had not been re-certified as of **December 30, 2022**
- The OIG identified **27** drivers in COJ Departments and Members, whose temporary 30-day City Driver Certifications appeared to have expired and they had not obtained their four-year City Driver Certifications as of **November 30, 2022**. The OIG review revealed the drivers appeared to have submitted their Applications for City Driver Certifications, but they did not complete their online training to obtain their four-year City Driver Certifications.

Motor Vehicle Safety Policy, Executive Order No. 2018-02

Repeal of Certain Executive Orders

This *[sic]* Executive Order repeals Executive Order 2015-04 in its entirety and applies to all City departments except the Jacksonville Fire and Rescue Department (“JFRD”).

Section 1.01, Scope

The Independent Agencies, Constitutional Offices (as defined below), and JFRD (collectively, “Members”) participating in the risk management program under Chapter 128, *Ordinance Code*, may voluntarily utilize this Executive Order for establishing driver safety protocols or, at their discretion, develop their own safety directives, policies, and procedures due to hazards unique to their operations. This Executive Order applies only to Public Drivers who operate Public Vehicles and Privately Owned Vehicles when a Privately Owned Vehicle is used in the course and scope of City business (collectively, “Motor Vehicles”)...

Section 1.06, Functions of Certification Coordinators

The Certification Coordinators shall serve as liaisons to Risk Management in the oversight and administration of driver safety. Specific duties of the Certification Coordinator shall include but are not be *[sic]* limited to:

- a) Ensuring new employees submit City Driver Certification applications to Risk Management Division.
- b) Assisting in the scheduling and tracking of his or her employees’ completion of the City approved safe driver course.

- c) Attending periodic Certification Coordinators meetings.
- d) Receiving and distributing City operator certification cards.
- e) Assisting in maintaining a tracking record of driver certifications and their renewal.

Section 3.01, Certification Required

Public Employees must acquire and maintain a City Driver Certification to operate a Motor Vehicle if either the Public Employee's job description specifically requires him or her to operate a Motor Vehicle or the City department or participating Member's operational policies require the Public Employee to drive regularly...

Section 3.02, Public Driver Certification Requirements

The City Safety Office is responsible for issuing all City Driver Certifications. In order to obtain a City Driver Certification, a Public Employee shall meet the following minimum requirements:

- a) 18 years of age or older;
- b) Possess a valid Driver License that shall not be under suspension or revocation by the respective State Department of Highway Safety and Motor Vehicles or by any court, or be the subject of any suspension or revocation proceedings;
- c) Have successfully passed the City's approved safe driving course no more than six (6) months preceding the application. Documentation of course completion is required and notification of such must be forwarded to the City Safety Office. If circumstances warrant, at the Senior Safety Officer's discretion, a temporary City Driver Certification can be issued until the Public Driver passes the approved safe driving course, provided the Public Driver meets all other selection criteria; and...

Section 3.04, Administration of the Certification Procedure

- a) Each City department and participating Member shall designate a Certification Coordinator.
- b) Each applicant must complete and sign a standardized "Application for City Driver Certification". The department/division Certification Coordinator will assist with the electronic submission of the application. The City Safety Office will verify Driver License status and inform Certification Coordinator to assign required course modules. Upon successful completion of all modules, City Safety Office will be notified and a certification card will be forwarded to the employee's Certification Coordinator for record update followed by presentation to the employee.
- c) A Public Driver shall complete and pass the City approved safe driving course once every four years.

Section 3.05, Certification Upgrade and Renewal

- a) To upgrade a license "class", the Public Driver must submit an electronic application for certification to the City Safety Office.
- b) Public Driver certifications shall expire every four years from date of issuance.
- c) The City department or participating Member's Certification Coordinator, along with the Public Driver, share the responsibility for requesting re-certification as a Public Driver.
- d) At least ten (10) business days prior to the expiration of the Public Driver's City Certification, the Certification Coordinator shall notify City of driver re-certification.

- e) The name listed on the Public Driver's Driver License shall match the name listed in the City's or the participating Member's official human resources personnel file.

City Driver Certification Records

The OIG identified the following number of drivers in the COJ Departments and Members, whose four-year City Driver Certifications were expired and had not been re-certified as of **December 30, 2022**:

COJ Departments/Members	# of Expired City Certifications
City Council	6
Clerk of the Courts	3
Downtown Investment Authority	6
Employee Services	14
Executive Office of the Mayor	4
Finance and Administration	8
Jacksonville Fire and Rescue	3
Jacksonville Sheriff's Office	13*
Kids Hope Alliance	3
Neighborhoods	19
Office of Ethics, Compliance and Oversight	2
Parks, Recreation and Community Services	23
Planning and Development	1
Property Appraiser	5
Public Library	11
Public Works	64
Sports and Entertainment	5
Supervisor of Elections	4
Tax Collector	20
Total	214

* These appeared to be non-sworn Jacksonville Sheriff's Office employees.

The OIG identified the following number of drivers in the COJ Departments and Members, whose temporary 30-day City Driver Certifications appeared to have expired and they had not obtained their four-year City Driver Certifications as of **November 30, 2022**.

COJ Departments/Members	# of Driver's License Checks
Clerk of the Courts	2
Finance and Administration	1
Jacksonville Fire and Rescue	3
Jacksonville Sheriff's Office	7*
Neighborhoods	2
Parks, Recreation and Community Services	3
Public Library	5
Sports and Entertainment	3
Tax Collector	1
Total	27

* These appeared to be non-sworn Jacksonville Sheriff's Office employees.

RECOMMENDED CORRECTIVE ACTIONS

1. Ensure that drivers in COJ Departments and Members are issued four-year City Driver Certifications in a timely manner.
2. Ensure that drivers in COJ Departments and Members are not operating business vehicles or their personal vehicles for official business if their four-year or temporary 30-day Driver Certifications have expired.
3. Ensure that drivers who operate their personal vehicles for official business have the required auto insurance coverage referenced in Motor Vehicle Safety Policy, Executive Order No. 2018-02.

MANAGEMENT'S RESPONSE

The OIG provided the COJ Finance and Administration Department, Risk Management Division an opportunity to submit a written explanation or rebuttal to the findings as stated in this investigative report within ten (10) calendar days. Their response is attached to this report.

This report/review has been conducted in accordance with ASSOCIATION OF INSPECTOR GENERAL Principles and Quality Standards for Investigations.



ONE CITY. ONE JACKSONVILLE.

City of Jacksonville, Florida

Lenny Curry, Mayor

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Risk Management Division/Safety
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DATE: March 14, 2023

TO: Matthew Lascell, Inspector General
Office of Inspector General

FROM: Tracy A. Flynn, Chief of Risk Management
Finance and Administration, Risk Management

SUBJECT: Draft Report of Investigation
Office of Inspector General Investigation Number 2023-0022

Dear Mr. Lascell,

The Department of Finance and Administration Risk Management Division would like to thank you for your thorough investigation and assistance with the above matter. We would like to offer some clarification on how the driver certifications are managed out of the Risk Management/Safety Office. We welcome any recommendations for opportunities for process or training improvements.

Based on Executive Order No. 2018-02, Risk Management administers the driver certification program for all employees for the City of Jacksonville that either drive a city vehicle, drive a personal vehicle for city business or have driving for city business as part of their job description. We do not administer Jacksonville Sheriff's Office or Jacksonville Fire and Rescue Department, with the exception of civilian employees within those departments. There are currently 2629 certified drivers that the Risk Management Department tracks.

Department coordinators manage individual compliance with this Executive Order. New employees or their supervisors notify Risk Management of the new employee. Risk Management verifies a valid state drivers license along with a temporary 30 day approval and instructions for online training for full certification. It is responsibility of the department coordinator to verify compliance with the new employee. Upon completion of the online training, a completion certificate is emailed to the coordinator and the employee, which is good for four years. It is the responsibility of the coordinator to assure compliance with renewal before the four-year expiration date.

Renewals are requested by the coordinators via email. State license if verified by Risk Management and email is sent to coordinator with eligibility confirmation along with instruction to assign online training. It is the coordinators responsibility to track for compliance. Upon completion of training and delivery of completion certificate, notification of permanent certification is emailed to Coordinator and employee.

State driver license verifications are verified in Risk Management every six months for CDL licensed drivers and every twelve months for all other E class licensed drivers. Any discrepancies in verification are sent via email to the coordinator and advised of non-compliance. It is the coordinators responsibility to manage driving privileges with that employee.

To help support department coordinators, we send out quarterly spreadsheets on non-compliance. Training of coordinators is held periodically as new coordinators come on board. Driver certification requirements are also covered in new employee on-boarding given through Employee Services.

Risk Management has not addressed tracking insurance in the past. However, based on these findings, we will add this to the training material as a condition of certification to be verified by the department coordinators.

In response to these findings, Risk Management will be sending out notifications of non-compliance and asking the coordinators to indicate on the spreadsheet whether or not the employees on the list should be certified. If they are, we will give them a deadline of April 30, 2023 to complete certification.

Dr. Moreland is overseeing the restoration of compliance amongst those who are found to not currently be in compliance and has already communicated with department heads on Thursday March 16th regarding this matter to ensure that restoration of compliance of necessary individuals is completed urgently. Non-compliance is not an option and will result in strict consequences up to and including disciplinary action.

Regards,

A handwritten signature in black ink, appearing to read 'Tracy A. Flynn', with a long horizontal flourish extending to the right.

Tracy A. Flynn

cc: Dr. Charles Moreland, Deputy Chief Administrative Officer
Patrick "Joey" Grieve, Chief Financial Officer
Magnus Wallen, City Safety Manager