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## HIGHLIGHTS

Highlights of City Auditor Report #0713, a report to the City Commission and City Management

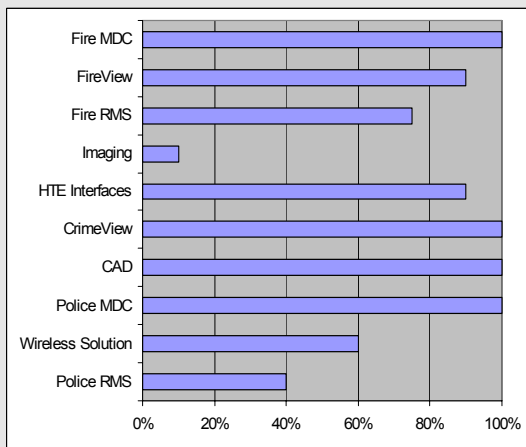
### WHY THIS AUDIT WAS DONE

The implementation of the City's Public Safety Systems Integration (PSSI) is important to the City because of the expected benefits to public safety and the cost (\$8.9 million). The focus of our audit progress report was to provide independent assurances to City management on project status, accomplishments to date, compliance with City policies, procedures, and contract requirements, and to identify areas that need to be addressed and resolved as this project moves forward. Assisting management during project implementation may reduce project risks and increase the likelihood that PSSI will be completed as planned, on time, and within budget.

### PROJECT STATUS AND ACCOMPLISHMENTS

As of February 28, 2007, the Public Safety Systems Implementation (PSSI) project remains within budget, having expended \$6.1 million (68%) of the total budget of \$8.9 million; but continues to be behind schedule, completing implementation on approximately 77% of the systems. The project completion date has been extended to spring 2009. Staff and management believe that the extension benefits the City by obtaining the desired features and functionality plus extending the life of the related technologies at no additional cost. Four system applications have been completed and fully implemented (Computer Aided Dispatch, CrimeView, Police and Fire Mobile Data Computers). Work on the other subsystems continues to progress.

#### Status of PSSI Systems



To view the full report, go to: <http://talgov.com/citytlh/auditing/index.html> and select *Auditing Reports*, then *Reports Issued FY 2007*, then *Report #0713*. For more information, contact us by telephone at 850/891-8397 or by e-mail at [auditors@talgov.com](mailto:auditors@talgov.com).

Audit Conducted by Beth Breier, CPA, CISA

May 15, 2007

## INFORMATION TECHNOLOGY

### Public Safety Systems Integration Audit Progress Report #4

#### ASSURANCES AND AREAS FOR IMPROVEMENT

##### Compliance with City Policies, Procedures, and Contracts

Based on our review, we can provide assurances that overall, project risks and controls are being addressed and that project staff has substantially complied with City policies and procedures and contract requirements.

Areas for improvement included: implementing a better process to ensure that access is controlled to allow only active employees and vendors, when authorized, in each of the systems; utilizing project plans by the Fire project lead to manage and monitor project tasks and status; conducting partial post evaluations as systems are implemented in order to obtain timely feedback and apply changes toward the remaining project objectives; and implementing steps to better manage and monitor changes made to the applications to ensure that they are authorized, tested, and approved.

##### Outstanding Issues to be Resolved

There have been many issues identified by the project team that will impact the project's success. Many issues have been addressed, however some significant issues still need to be resolved to ensure the successful implementation of the project. These issues are provided for management's further analysis and resolution.

- There is a lack of knowledgeable Police and Fire backup systems administrators to provide system support when problems arise.
- The new public safety systems may require additional support staff to maintain the systems 24 hours a day, 365 days a year.
- The cellular/wireless solution for transmitting large data files and distributing application and data updates has not been finalized. The current method used to update laptops is not efficient. Additionally, Fire has not been involved, but needs to be, in the planning and implementation of a cellular/wireless solution.
- Better data validation processes need to be implemented in both Police and Fire to ensure that the information collected in reports and then reported to external agencies is valid and reliable.
- The backup processes should be better monitored and periodically tested to ensure that regular backups are performed, off-site backup tapes are updated and rotated, and the data on the backup tapes can be restored as intended.
- While much integration has occurred at the Police Department, there is still the need to further integrate systems to eliminate duplicate data entry. Specifically, four key call data fields (case number, time received, time dispatched, and time arrived) collected in communications and transmitted to the officers' vehicles do not interface between the Premier MDC and the Electronic Report Writing system.
- The Property and Evidence module within the Police RMS was not satisfactory, and the implementation of a third party application (not a Motorola product) is not completed. Additionally, the expert user of the Property and Evidence system needs to improve skills to understand the features of the application and how to extract needed information.

# Project Progress Audit Report #4



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City Auditor

## Public Safety Systems Integration Project Implementation Phase

Report #0713

May 15, 2007

### Summary

The City has been replacing and enhancing key information technology applications and related technologies utilized by the Police and Fire Departments in one major information technology project called the Public Safety Systems Integration (PSSI) project. Since contracting with the vendor (Motorola) in 2002, major systems replaced include the Computer Aided Dispatch (CAD) system, Mobile Data Computers system for Fire and Police (Premier MDC is the Motorola application), Fire Records Management System (Fire RMS), and the Police Records Management System (Police RMS). Also, additional licenses and enhancements are included for the Electronic Report Writing system.

This is the fourth and final report in a series on the PSSI project. The purpose of this report is to:

- Communicate project status and accomplishments as of February 28, 2007;
- Provide assurance as to PSSI project compliance with City policies and procedures and contract requirements;
- Provide an independent assessment of risk management and project controls; and
- Communicate the status of significant issues identified as of February 28, 2007.

### Status and Accomplishments of the PSSI Project

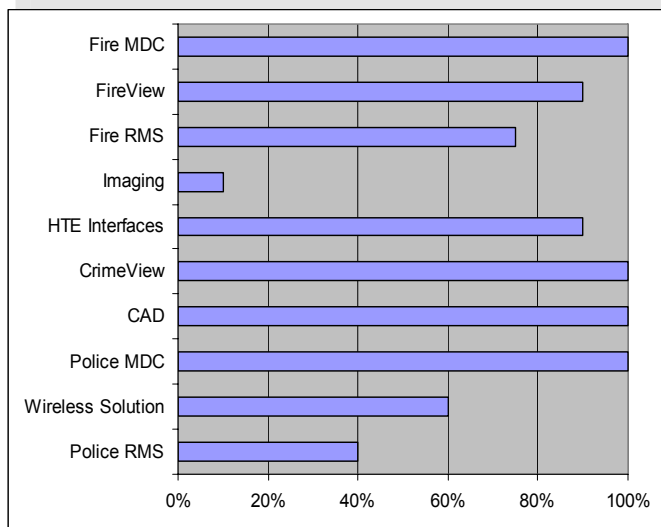
As of February 28, 2007:

- The project is within budget. Of the \$8.9 million project budget, \$6.1 million has been expended, \$2.1 million obligated, and \$600,000 remains.
- The systems implemented have met many of the users' needs, but many features and contract requirements have not been delivered. The project manager and department project leads are working very closely with Motorola to extend the contract and project timeline to ensure Motorola continues working toward delivery of the outstanding desired features.

- Overall, the project is approximately 77% completed, but continues to be behind schedule. The previously revised summer 2005 completion date is being extended to spring 2009. The project manager and leads believe that this extension benefits the City by obtaining the desired functionality and extending the life of the technologies at no additional cost. Exhibit 1, below, shows the percentage completed for each of the primary systems. Exhibits 2 and 3 on page 5 outline the completed project milestones and remaining milestones to be completed.

### Exhibit 1

#### Percentage of Completion of PSSI Subsystems



### Compliance with City Policies and Procedures and Assessment of Risk Management and Project Controls

Based on our review, we can provide assurances that overall risks and project controls are being addressed and that project staff has substantially complied with City policies and procedures and contract requirements. Areas identified for improvement include:

- Consistently applying procurement policies and procedures in obtaining goods and services;

- Increasing the reporting frequency of project status to executive steering committee members;
- Reassessing the training needs of staff in order to best incorporate the technologies into daily operations;
- Implementing a better process to ensure that access is controlled to allow only active employees and vendors, when authorized, in each of the systems;
- Utilizing project plans by the Fire project lead to manage and monitor project tasks and status;
- Documenting and approving a written understanding regarding responsibilities and expectations by each involved department (i.e., ISS, Fire, Police);
- Conducting partial post evaluations as systems are implemented in order to obtain timely feedback and apply changes toward the remaining project objectives; and
- Implementing steps to better manage and monitor changes made to the applications to ensure that they are authorized, tested, and approved.

#### **Previously Identified Issues that Remain Unresolved and New Significant Issues Identified as of February 28, 2007**

Table 2 in this report provides the status of previously identified issues and summarizes the additional significant issues that have been identified since the prior report (#0411, April 2004) that need to be resolved as the PSSI project progresses.

While the project team was able to resolve many issues throughout the life of the project, two issues continue to remain outstanding that can impact the continued implementation and/or functioning of the PSSI applications. These include:

- The new public safety systems may require additional support staff to maintain the systems 24 hours a day and 365 days a year.
- The Property and Evidence module within the Police RMS was not satisfactory, and the implementation of a third party application (not a Motorola product) is not completed.

Additional identified significant issues that remain unresolved include:

- A lack of knowledgeable Police and Fire backup systems administrators to provide system support when problems arise.
- The cellular/wireless solution for transmitting large data files and distributing application and data updates has not been finalized. Currently, the method used to update laptops is not efficient.

- The expert user of the Property and Evidence system needs to improve her skills so she understands the features of the application and how to extract needed information.
- Much integration has occurred at the Police Department, but there is still the need to further integrate systems to eliminate duplicate data entry. Specifically, four key call data fields (case number, time received, time dispatched, and time arrived) collected in communications and transmitted to the officers' vehicles does not interface between the Premier MDC and the Electronic Report Writing system.
- Better data validation processes need to be implemented in both Police and Fire to ensure that the information collected in reports and then reported to external agencies is valid and reliable.
- Fire has not been involved in the planning and implementation of the cellular/wireless solution.
- The backup processes should be better monitored and periodically tested to ensure that regular backups are performed, off-site backup tapes are rotated, and the data on the backup tapes can be restored as intended.

These issues are listed at this time for information and for management's further analysis and resolution.

#### **Scope, Objectives, and Methodology**

The Office of the City Auditor is providing assurance and advisory services to assist management throughout the planning, acquisition, and implementation phases of the PSSI project. Three prior reports were provided during the implementation phase (Report #0103, November 2000; Report #0302, October 2002; and Report #0411, April 2004).

Our objectives for this report were to:

- Report on the project status and accomplishments as of February 28, 2007;
- Determine compliance with City policies and procedures and contract requirements since the last audit report (April 2004);
- Provide an independent assessment of risk management and project controls; and
- Communicate the significant issues impacting the project that need to be resolved.

This report focuses on the implementation phase of the project and appropriate initial post-implementation phase activities for those systems that have been implemented. Providing a progress report during the implementation process allows

management to address the identified issues in a timely and less costly manner.

To achieve our objectives, we reviewed key documentation, including project charter, project management plans, monthly and quarterly status reports, technical and user guides, vendor contracts, system design, and test acceptance documentation. We observed meetings with Motorola representatives, and conducted interviews with the project manager, project leads, expert users, key business staff, and executive steering committee members. We also surveyed Police Department employees that used the systems and tested the appropriateness and compliance of project purchases of goods and services.

This audit was conducted in accordance with Generally Accepted Government Auditing Standards and the Standards for the Professional Practice of Internal Auditing, and accordingly included such tests of the records and other auditing procedures as were considered necessary.

## Background

### Project Life Cycle

Every information technology (IT) project follows similar life cycle phases, such as:

Planning Phase – defining business problems, potential solutions, project scope, system interfaces, systems and software requirements, and resource needs. Other activities include identifying risks, costs, and benefits associated with each solution, developing a project plan, and obtaining funding.

Acquisition Phase – developing a request for proposal and evaluation criteria, evaluating proposals, selecting a vendor, and negotiating the contract.

Implementation Phase – managing the vendor contract and project staff, installing software, defining business rules and processes, converting data, planning and performing testing, preparing technical and user documentation, and putting the system into production so it is used.

Post-Implementation Evaluation Phase – evaluating to determine if the system meets the users' needs and requirements.

### Public Safety Systems

Public safety consists of various operations conducted in the Police Department for the citizens of the City of Tallahassee, as well as the Fire Department operations for the citizens of the City of Tallahassee and Leon County. These operations utilize multiple information systems and manual processes to track and retrieve data and manage their daily activities, including, but not limited to:

- Recording calls for service;

- Dispatching officers, firefighters, and other resources;
- Conducting investigations;
- Managing property and evidence; and
- Managing Police and Fire incident and case records.

### Public Safety Systems Replacement Project

The PSSI project was initiated in September 1998 with a requested budget of \$2.8 million. In 2001, the project scope was enhanced and funding had been increased to \$8.9 million. The primary mission of the PSSI project was to “utilize enhanced Computer Aided Dispatch and Records Management System technology to improve the delivery of services.”

An executive steering committee, comprised of the Assistant City Manager for Safety & Neighborhood Services, the Police and Fire Chiefs, the Chief Information Systems Officer, and the Interim Director of Management & Administration, has been overseeing the project. The project has been managed and led by an Information Systems Services (ISS) project manager, and project leads, one from Fire and one from Police.

## Project Progress and Accomplishments to Date

A description of the main information systems involved in this project and their status is included below.

*Computer Aided Dispatch (CAD)*. 100% complete. This system provides the capability for communications officers to monitor all activities associated with a call for service and to dispatch and monitor Police and Fire resources.

*Automatic Vehicle Location (AVL)*. 100% complete. An AVL is a global positioning system attached to each vehicle that continuously reports information to the CAD, such as vehicle location, speed, how long vehicle is stationary, etc. This system assists in showing vehicle location so dispatchers can dispatch the closest available unit for calls of service when appropriate. In addition, AVL provides a log file of this vehicle location and movement information. Officers responding to our survey revealed that overall they felt safer due to the AVL identifying their location when they are responding to calls.

*Advanced Tactical Mapping (ATM)*. 100% complete. This mapping application supplements the CAD system by providing dispatchers, firefighters, and officers the recommended routes between an emergency response vehicle and an incident. It can be updated to consider road closures, construction, or special conditions that can affect travel time. In addition, Fire uses ATM

software to display large building schematics to assist emergency personnel at an incident scene.

**Records Management Systems (RMS).** There are two separate RMSs, Police (Police RMS – 40% complete) and Fire (Fire RMS – 75% complete). An RMS serves as a repository for all information about their respective public safety operations, including persons, locations, vehicles, incidents, and cases. Key modules to be utilized by Police include: traffic and offense crime reporting and arrest; investigative case management; property and evidence; pawn shop; and gang activity monitoring. Key modules utilized for Fire include: incident reporting; advance life saving activities; arson investigation; supplies and inventory; and training.

**Query Applications (BI Broker, Infotrak Investigative Query, CrimeView, FireView)** All 100% complete, except FireView, 90% complete. These query applications allow users to search and extract information from the CAD and/or Police RMS for Police and CAD and/or Fire RMS for Fire. The queries can be used during investigations, managing operations, or strategic planning.

**Electronic Report Writing System (Police only) – 90% completed.** This application was implemented separate from this project, but the interfaces to the Police RMS and expansion of the system are included in this project. Currently, offense reports and traffic crash reports input by officers are electronically transmitted to supervisors for review and approval. Offense reports are then automatically uploaded into the Police RMS and the information is immediately available to be accessed by all department users. The interface to upload traffic crash reports is not completed.

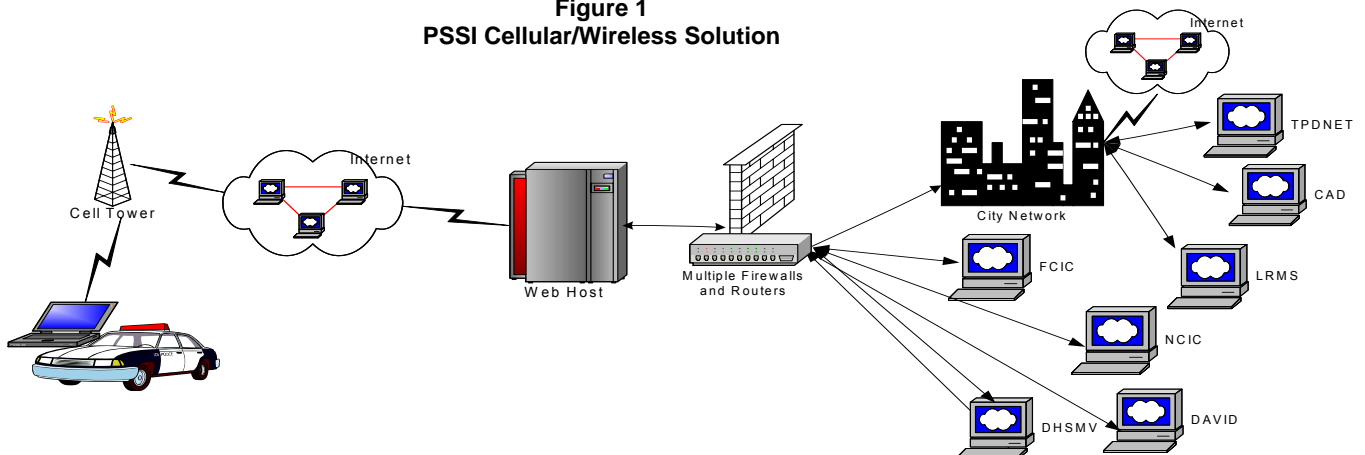
**Police and Fire Mobile Data Computers (MDCs).** 100% complete. An MDC is the tool in the vehicles that allows police officers and firefighters to communicate and transmit data to/from:

- CAD;
- Leon County’s Justice Information System (CJIS);
- Police RMS and Fire RMS;
- Florida Crime Information Center (FCIC) and National Crime Information Center (NCIC) via the Florida Department of Law Enforcement (FDLE); and
- Department of Highway Safety and Motor Vehicles (DHSMV).

**Wireless Data Transmission.** 60% complete. The current primary data distribution method for public safety information is the 800 MHz Data System. This provides 100% coverage of the city for day-to-day operations 24 hours a day, 7 days a week, 365 days a year. Police has recently evaluated using cellular transmission for transmitting large volumes of data (including software upgrades and pictures) and accessing City and law enforcement information sources via the Internet. Initially, the project included a Wireless Local Area Network (WLAN) to be made available at various locations throughout the City for public safety. Due to technology advances, the project strategy changed from WLAN to cellular wireless data transmission. Police recently concluded their testing and will be providing this technology to all officers by June 2007.

Figure 1 provides a simple illustration of how the PSSI tools mentioned above will work together to assist police officers. Fire will be evaluating the feasibility of implementing this solution for their needs.

**Figure 1  
PSSI Cellular/Wireless Solution**



*From their vehicles, police officers can access a variety of information sources regarding persons, locations, and vehicles.*

Imaging. 10% complete. The Police Department is moving toward using the City's Electronic Document Management System (EDMS) as its official electronic archival repository. To eliminate the need for developing and maintaining interfaces between the Police Electronic Report Writing system and EDMS, ISS has identified a solution where reports can be exported through a regularly scheduled automated process. The goals are to eliminate the need to physically store documents, still provide access to these reports, and meet the state's document retention requirements.

**Budget and Milestones**

The project is within its allocated budget. Exhibit 2 provides an overview of the project budget with a total \$600,000 available project balance.

**Exhibit 2  
Project Budget, Actual and Planned Expenditures  
by Category as of February 28, 2007**

Description	Amount
<b>Total Project Budget</b>	<b>\$8,945,484</b>
<b>Actual Expenditures by Category</b>	
Motorola Contract	\$3,570,708
Consultants	\$ 286,968
Y2K Preparation	\$ 38,553
Software (not in Motorola Contract)	\$ 217,723
Hardware (not in Motorola Contract)	\$ 299,601
Fire Department Connectivity	\$ 42,024
Travel & Training	\$ 75,677
Project and Training Rooms	\$ 124,352
Office Supplies/Expenses & Other Miscellaneous	\$ 51,693
TPD Computer Operations Room	\$ 102,231
800 MHz Channels, Electronic Report Writing System Licenses, Related Costs	\$ 508,197
Data Backup Equipment/Software	\$ 121,721
Cellular/Wireless LAN Solution	\$ 147,950
Overtime	\$ 65,550
Laptop Computers and Upgrades	\$ 521,193
Laptop Software Upgrades & Licenses	\$ 4,988
<b>Total Actual Project Expenditures</b>	<b>\$6,179,128</b>
<b>Planned Project Expenditures</b>	
TPD Computer Operations Room Replacement Servers	\$ 866,828
Cellular/Wireless LAN Solution	\$ 20,972
Imaging Solution	\$ 200,000
Motorola Contract (completion of Police RMS Motorola contract)	\$1,075,839
<b>Total Planned Project Expenditures</b>	<b>\$2,163,639</b>
<b>Available Project Balance</b>	<b>\$ 602,717</b>

Source: ISS Project Manager, City Financial Reports

Exhibit 3 provides a summary of the completed project milestones from the beginning of the project in September 1998 through February 28, 2007.

**Exhibit 3  
Completed Project Milestones**

Month/Year	Description
Sept 1998	Project initiated
Jan – Nov 1999	Work was suspended to ensure that all City systems were Year 2000 compliant
Feb 2000	Gartner Group was selected to help the City plan and prepare for acquiring a new CAD/RMS system
Jan 2001	Expansion of project scope was approved
Mar 2001	RFP was published
Jul 2001	ISS changed project manager (an interim was assigned)
Oct 2001	Project team completed evaluation of proposals
Nov 2001	ISS hired a new project manager for the PSSI project
Dec 2001	City Commission authorized negotiation and execution of contract with Motorola
Mar 2002	Contract negotiations completed with Motorola
Jun 2002	Statement of work and contract commenced
Sept 2002	City Commission approved a \$5.58 million increase in the project budget to be allocated over fiscal years 2003 and 2004
Mar 2003	Motorola CAD, Open Query, Advanced Tactical Mapping, and BI Broker (CAD) was implemented
Jun 2003	Police MDC and AVL was implemented
Oct 2003	Vendor changed project manager
Apr 2004	Limited Fire RMS modules (Operations and EMS only) was implemented
Jun 2004	Limited Police RMS modules (Incident Reporting and Uniform Crime Reporting), BI Broker (Police RMS), IIQ and interface from the Electronic Report Writing system was implemented
Dec 2004	CrimeView was implemented
May 2005	Vendor changed project manager
Jul 2005	Police Property and Evidence system was implemented (available to limited users)
Jul 2006	13 applications were upgraded to newer versions with enhanced features
Feb 2007	Fire MDC was completed and accepted FireView (query application) was implemented IIQ Methods of Operation query tool was implemented

Source: Project documentation, ISS project manager, and Police and Fire project leads

The remaining project deliverables and tasks to be completed are the responsibility of Motorola, as well as City staff. Exhibit 4 identifies the remaining milestones to be completed, estimated completion date, and the responsible party.

The revised project completion date is March 2009 after the delivery and implementation of Motorola's new Police RMS application. The City will hold

back \$987,000 of the remaining \$1,075,839 owed to Motorola until final system acceptance.

**Exhibit 4**  
**Remaining Milestones to be Completed**

Month/Year	Description	Responsible Party
Mar 2007	Police Property and Evidence system to be interfaced to Police RMS, will be made available to all users, and older data will be converted	Motorola & City
Mar 2007	Electronic Report Writing system upgrade Imaging solution will be completed	City
May 2007	Conversion of historical data into Police RMS	Motorola & City
May 2007	Lumigent (Police RMS audit application) will be implemented	Motorola
May 2007	Police RMS CID Case Management will begin pilot testing	City
May 2007	City servers will be upgraded and TPD computer room will be renovated	City
June 2007	Police RMS - Traffic Reporting module interface from Electronic Report Writing system will be implemented Police RMS – Workflow and Case Management will be implemented	Motorola & City
June 2007	Wireless cellular technology to transmit large quantities of data will be implemented (testing phase has just ended)	City
June 2007	Fire RMS Supplies & Inventory module will be implemented	Motorola & City
Sept 2007	Fire RMS Training module will be implemented	City
Mar 2009	All remaining Police RMS modules and data conversion associated with the release of Motorola's next generation suite of products will be implemented	Motorola & City

Source: Project plans and contract amendment

**Benefits Received and Anticipated from the New Technologies**

**Benefits Received**

Even though not all of the systems have been implemented, the new applications and infrastructure have enhanced public safety operations in many areas. Some examples include:

- Dispatchers can now transmit call information data along with voice communications to police officers and firefighters.
- Police and Fire can monitor the status of all CAD call activity on their mobile computers in their vehicles.
- Geographic mapping functionality (GIS), working with AVL, is used to dispatch the closest vehicle (when appropriate), assist in

determining most efficient travel routes, and visually show crime analysis trends for resource management and strategic planning.

- Duplicate data entry of Police reports has been eliminated by approximately 99%, due to the implementation of Electronic Report Writing system and automatic upload between applications.
- A combination of increased information collected by officers, the immediate access to that information by all department users, and the query applications has improved the effectiveness of Police investigations and analyses.
- Police can initiate automated query processes on license tags and driver licenses before approaching stopped vehicles. Our survey of officers showed that they felt safer being able to obtain this information in a timely manner.

Additionally, enhanced electronic reporting capabilities have eliminated many previous manual processes. Below are three examples of estimated annual cost savings realized due to increased efficiencies related to electronic reporting:

- \$ 23,000 overtime cost for Records Management staff to prepare the state Uniform Crime Reports (by elimination of duplicate data entry).
- \$ 160,000 annual cost in officer salary time savings for officers, in that they can use pre-drawn intersections instead of drawing intersections for each accident report.
- \$ 640,000 annual cost in sergeants' salary time savings, in that they can review and approve reports from their vehicles rather than traveling to the officers (based on number of reports in 2006 and estimated travel time of ½ hour per report).

**Benefits Anticipated**

Benefits that are still anticipated by Police and Fire when all technologies are implemented and regularly used include:

- Increasing the capability to track and utilize Fire activity, equipment, and employee data, such as Fire inspections, Fire investigations, inventory, and staffing.
- Police RMS modules to assist in managing property and evidence, pawnshop activities, and Police case management. These will replace many smaller individual information systems or manual processes.
- Increasing the data available to firefighters in their vehicles, including building schematics at Fire incident scenes.
- Increasing the access to "large data files" to police officers in their vehicles using cellular transmission. An example includes pictures

from the statewide driver license database. Such pictures will assist officers in identification of suspects, victims, and other involved persons.

As described in the project life cycle section above, there are common activities conducted during the implementation phase of an IT project. Some of these activities are required by City administrative

policies and procedures or by contract, while others are considered to be “good business practices.” Table 1 provides a listing of the implementation components that were identified for this project, the status as of February 28, 2007, and auditor comments (if applicable). The components are separated as to the source of the requirement.

Table 1

Implementation Components	Status/Comments
<b>Administrative Policies &amp; Procedures (APP) #630, “Internal Control Guidelines”</b>	
There is direct activity management – including clear communication regarding team members’ roles and responsibilities, staff accountability, approving work at critical points.	√ The project team has been reduced to the ISS project manager and the Fire and Police project leads. The ISS project manager implemented a process to regularly meet and communicate with project leads and vendors.
Management compares actual performance (i.e., expenditures, funding) to budgets and forecasts, and tracks major initiatives to measure the extent to which targets are being reached.	√ Project manager continues to exhibit a strong attention to detail regarding budgets, expenditures, working with vendors, and monitoring target progress. <u>Audit Comment:</u> The project is behind largely due to Motorola not fulfilling contract deliverables in a timely manner.
Transactions and events relating to processing deliverables and contract payments are properly executed, classified, and recorded in a timely manner.	♦ Improvements can be made in this area. We tested 27 financial transactions (7% of 382 total number, and 90% of total \$1,930,922) between November 1, 2003, and October 31, 2006, and found that while most transactions complied with City policies and procedures, we noted the following 11 exceptions: ⇒ Three instances where documentation was not available to support the purchase was approved or competitively bid. ⇒ Four instances where payments to vendors were greater than the City’s policy (and state of Florida law) of 45 days from receipt of invoice (ranging between 2 and 5 months). ⇒ Three instances where the services procured were incorrectly classified as computer equipment. <u>Audit Comment:</u> While most transactions complied with City policies and procedures, management should review the above-identified issues for further improvement.
On-going monitoring should be performed to ensure that employees, in carrying out their regular activities, obtain evidence as to whether the system of internal control is continuing to function.	♦ Ensuring City policies and procedures and contract requirements are being followed is an on-going process for the project manager and project leads.
<b>APP #809, “Information Systems Security Procedures”</b>	
To protect information resources from loss or damage, a systems administrator or department employee (as appropriate) is responsible for making periodic backups.	♦ A backup procedure has been developed, but more needs to be done to ensure that backups can be adequately restored. See Table 2, “Backup and Recovery.”
Remote access to City computers and networks requires that all employees be definitively authenticated with dynamic passwords or other identification systems approved by DMA/ISS.	√ User authentication through the remote access networks meets City information security policy requirements.



<b>APP #802, "IT Acquisition Policy"</b>	
<p>Management oversight:</p> <ul style="list-style-type: none"> <li>⇒ An executive steering committee is utilized to provide project oversight.</li>   <li>⇒ The project manager reports regularly to the executive steering committee regarding the project status and advises the committee regarding critical business decisions that need to be made.</li> </ul>	<ul style="list-style-type: none"> <li>◆ The executive steering committee is comprised of the Assistant City Manager for Safety &amp; Neighborhood Services, Interim Director of Management &amp; Administration, Chief Information Systems Officer, Police Chief, and Fire Chief. Three members of the committee have changed over the last two years.</li>   <li>◆ Between November 2004 and February 2007, there were two meetings held and two email correspondence shared with the steering committee. Due to the turnover in members, not all members are as knowledgeable regarding the project history and status.</li> </ul> <p><u>Audit Comment:</u> Improvements can be made in that periodic status meetings or reports to the executive steering committee would be beneficial to encourage and support project efforts within their departments.</p>
<p>Project Management Plan (PMP):</p> <ul style="list-style-type: none"> <li>⇒ A project management plan (PMP) is utilized to manage the project.</li>   <li>⇒ The PMP is continually updated as necessary.</li> </ul>	<ul style="list-style-type: none"> <li>◆ In place of a PMP, there are detailed project schedules for each outstanding application that is managed by Motorola and ISS project managers. In addition, the City also needs to track the tasks that are to be completed by staff and respective vendor. These need to be continually managed and monitored to keep the project on schedule.</li> </ul>
<p>Quarterly reports are submitted to the ISS steering committee (also enables the ISS steering committee to "review progress of projects") for responsibilities stated in APP #402.</p>	<ul style="list-style-type: none"> <li>√ The ISS steering committee receives updates on major IT projects when they meet. Since November 2004, this committee has met five times. This committee has relied on the executive steering committee to provide project oversight.</li> </ul>
<p>Project documentation adequately addresses:</p> <ul style="list-style-type: none"> <li>⇒ System modifications (what is to be modified, detailed design, and cost approved by executive owner)</li>   <li>⇒ Data conversion (conversion plan, methodology, and controls)</li>   <li>⇒ Testing (testing plan, methodology, problem resolution process, acceptance criteria, and review/approval)</li>   <li>⇒ Installation of the software to all appropriate locations (i.e., server, users' computers, etc.)</li>   <li>⇒ User procedures (instructions for how users are to perform business functions using the software)</li>   <li>⇒ Training (training strategy, plan with goals and objectives, content, schedule, etc.)</li>   <li>⇒ System documentation (technical manual of how the system is set up, including, but not limited to, tables, records, fields, data definitions, forms, queries, reports)</li>   <li>⇒ "Go Live" - move software into production (plan, methodology, controls, contingency plan)</li> </ul>	<ul style="list-style-type: none"> <li>√ Approved Motorola change requests adequately document the modifications to the project to date.</li>   <li>○ Data conversion of law records data and property and evidence data is still in progress. This process is behind schedule.</li>   <li>◆ Partially completed. Formal acceptance testing for most project systems has been completed prior to going live. This is an on-going process as there are still system implementations to be completed (i.e., Police RMS, Property and Evidence, Traffic Crash Report Interface; and Fire RMS Supplies and Inventory and Training modules).</li>   <li>√ For the modules implemented, there appears to be adequate processes to ensure that the software is installed at all appropriate locations.</li>   <li>√ For the modules implemented, there appears to be adequate user documentation.</li>   <li>◆ When modules were first implemented, there appeared to have been adequate user training. However, Police users surveyed indicated that more training might be needed.</li>   <li>◆ There appears to be adequate system documentation for some systems, but not for all systems. Better system documentation is needed for the Property and Evidence system.</li>   <li>√ The cutover plans appeared to be scaled adequately based on the complexity of the system.</li> </ul>

<p>⇒ Security (security plan, including defined security roles, classes, and groups)</p>	<ul style="list-style-type: none"> <li>◆ A better process is needed to ensure that only active employees have the appropriate access capabilities in each of the systems. We tested 280 users in six systems, and found 18 terminated employees that continued to have access into the system. Subsequent to our testing, processes were implemented to notify system administrators of terminated employees.</li> <li>◆ While there is a process for vendors to notify Police systems administrators when they need to access the systems they support, their access capabilities allow them access at any time. Currently, there are not compensating controls in place to ensure that vendors have not accessed the production system when they were not authorized. Management entered into agreements with these vendors to provide timely maintenance when needed and acknowledged this security risk exists.</li> </ul> <p><u>Audit Comment:</u> We recommend 1) management re-assess the training needs of staff in order to best incorporate the technologies into daily operations; 2) access controls be enhanced to ensure that terminated employees' access be removed in a timely manner; and 3) Police work with ISS to determine what monitoring controls could be implemented to detect any unauthorized access by vendors.</p>
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**Information Systems Services Policy (ISS) #200.010, "Project Management"**

<p>ISS Project Management involves applying methodology and procedures by which work and resources are organized, prioritized, assigned, scheduled, and tracked. Specific activities include:</p> <ul style="list-style-type: none"> <li>⇒ Measure project work to evaluate the success of a project and to refine work procedures.</li> <li>⇒ Develop a joint agreement with the functional leads as to what criteria must be met to signal the completion of each phase of the project.</li> <li>⇒ Maintain system design documentation of sufficient detail such that the process by which the project deliverables are generated can be duplicated.</li> <li>⇒ Maintain adequate project history information.</li> <li>⇒ Measure, evaluate, report, and communicate on task activities, including regular project status meetings with functional leads.</li> <li>⇒ Service Level Agreement (Roles and Responsibilities Document). This is a written and approved understanding between the business units and ISS defining the workloads and production objectives establishing the commitment of each entity.</li> </ul>	<ul style="list-style-type: none"> <li>√ The ISS project manager and Police project lead are utilizing project plans to continually evaluate the project status and level of success.</li> <li>◆ Fire project lead can improve in this area by documenting and incorporating implementation plans and managing and monitoring status of tasks.</li> <li>◆ Documenting the system acceptance is an ongoing process performed by the project leads and ISS project manager.</li> <li>◆ Documenting the system designs is an ongoing process performed by the functional systems administrators (i.e., not ISS).</li> <li>◆ Project manager continues to maintain electronic documentation in a dedicated network folder accessible to project leads and members and all related documentation in project notebook.</li> <li>√ The ISS project manager has improved in this area by communicating regularly with project leads, who in turn work with staff in their departments.</li> <li>◆ A document outlining each entity's responsibilities for the implemented systems has been developed but not been approved by the responsible parties.</li> </ul> <p><u>Audit Comment:</u> We recommend that a written understanding regarding responsibilities and expectations be approved by each involved department (i.e., ISS, Fire, Police).</p>
<ul style="list-style-type: none"> <li>⇒ Staff should conduct a post implementation review after a "reasonable" time that a project has closed to evaluate the usability and acceptance of the implemented systems and</li> </ul>	<ul style="list-style-type: none"> <li>○ This has not been done yet. The project has not officially closed, however, many of the applications and systems have been implemented and been</li> </ul>

<p>project management effectiveness.</p>	<p>subsequently upgraded.  <u>Audit Comment:</u> Due to the number of involved technologies and length of this project, we recommend that partial post evaluations be conducted as systems are implemented in order to obtain timely feedback and apply changes toward the remaining project objectives.</p>
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**Information Systems Services Policy (ISS) #250.010, "Project Management"**

<p>The purpose of this policy is to:</p> <ol style="list-style-type: none"> <li>1) Provide for a consistent applied change management process to plan, coordinate, implement, and measure changes to hardware and software environments;</li> <li>2) Ensure that changes are made with minimal disruption, and support the efficient and prompt handling of all authorized changes; and</li> <li>3) Ensure that all changes are consistent with business and technical plans and strategies.</li> </ol>	<p>◆ This area can still be improved (noted in prior report). System responsibilities are split between ISS and the functional business owners. A change management process was developed for this project where all system changes are to be approved and logged. This process is not being consistently applied. The last logged change was May 2005, however, staff indicate that changes have been made since then.  <u>Audit Comment:</u> We recommend that steps be implemented to better manage and monitor changes made to the applications to ensure that they are authorized, tested, and approved.</p>
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**PSSI Project Charter**

<p>The project charter's primary mission, desired project deliverables, and business objectives included to:</p> <ul style="list-style-type: none"> <li>⇒ Utilize enhanced Computer Aided Dispatch and Records Management System technology to improve the delivery of services;</li> <li>⇒ Deliver a fully integrated CAD/RMS system with advanced reporting technology;</li> <li>⇒ Streamline and improve Police and Fire business processes;</li> <li>⇒ Increase officer and firefighter safety (also see Table 2, Data Validity and Reliability);</li> <li>⇒ Improve efficiency and productivity through automation of current manual processes;</li> <li>⇒ Eliminate redundant and manual data entry; and</li> <li>⇒ Provide enhanced reporting capabilities.</li> </ul>	<p>◆ For Police at this time, many of the PSSI technologies have been incorporated into the daily operations. Management is currently revising standard operating procedures to require use of the technologies. Performance evaluations include proficiency of computers while performing job responsibilities. Employees are able to query all information available in their systems during investigations and display visually using mapping.                  However, more can be done with the technologies in areas related to strategic analysis of current criminal activities, trends, and resource allocation. In addition, improvements can be made to make the systems more integrated. Some data is being entered twice; once by dispatchers and a second time by officers [See Table 2, "Interfaces Between Systems"]. Regarding increasing officer safety, surveyed police officers indicated that they felt safer with the ability to query vehicle license numbers quickly during traffic stops. Officers responding to our survey indicated that they feel safer because their location is shown on the mapping system via AVL.                  Processes that have become more efficient have created the possibility to do more. For example, officers are now asked to gather more information in offense reports and traffic reports. Officers responding to our survey were less likely to believe that the technologies helped them save time performing their duties than non-officer respondents. This is most likely caused by the increased information being collected.</p> <p>◆ Fire has installed many of the applications, but has not yet fully integrated the use of these technologies into their business operations. Fire has drafted standard operating procedures to incorporate the use of technologies into their daily operations and maintenance tasks, but these have not been finalized and implemented. In addition, they have begun revising performance evaluations to include proficiencies of technologies while performing job responsibilities. The use of technologies is increasing as related to reporting, but more can be done. Fire is only just beginning to</p>
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	experience the querying and mapping capabilities. Overall, not enough systems have been fully implemented to significantly impact Fire daily operations. Still to be implemented are modules for training, and supplies and inventories.
<b>Motorola Contract Milestones</b>	
<b>CAD System</b>	√ Completed and accepted. Subsystem was implemented in March 2003, and upgraded in June 2006.
<b>Mobile Computing System</b>	√ Police completed and accepted in April 2004. √ Fire completed and accepted in February 2007.
<b>Police RMS</b>	◆ Partially complete and in progress. There are many outstanding functionality and interfaces for this system that remain to be implemented. Motorola continues to work on this system to fulfill a portion of the existing contract, but has suspended development on the current software product. Motorola and the City have amended the current contract to delay outstanding payments until the outstanding deliverables are received. Additionally, Motorola is to provide the next available RMS product as a substitute at no additional cost. Estimated deliverable date for this new product is March 2009.
<b>Fire RMS</b>	◆ Partially complete and in progress. Fire RMS went live in April 2004 without the Supplies and Inventory module. The proposed revision date for completion is September 2007.
<b>Final Complete System Acceptance</b>	○ Outstanding, pending successful completion of all subsystems or a negotiated reduction in remaining payments due to Motorola.

Table Legend:                   ⇒ Subcomponent                   ◆ Partially Completed and In Progress  
   √ Completed Satisfactorily                   ○ Outstanding

**Previously Identified Issues that Remain Unresolved and New Significant Issues Identified as of February 28, 2007**

Table 2 lists the identified issues outstanding since the prior report (#0411, April 2004), as well as newly identified significant issues. The left column describes the significant issues and the right

column provides management’s actions, the status as of February 28, 2007, and auditor comments (if applicable). The wording of the previously identified issues is the same as in the April 2004 report.

The unresolved issues will continue to impact the PSSI project through the implementation phase. The extent to which these or such other alternative resolutions are utilized by management are listed at this time for information and for management’s further analysis and resolution.

Table 2

Significant Issues Identified (New and Previous) as of February 28, 2007	Management Actions/Status as of February 28, 2007
<b>Staffing and Training</b>	
<b>The new CAD/RMS and peripheral systems may require additional support staff. [November 2000 and April 2004]</b> Prior to CAD and Premier MDC installations, support staff worked overtime each month to support the existing systems. The management of the new systems (including 15 additional servers, Police and Fire MDCs, new software applications, and interfaces) has increased the technology related workloads in both departments.	√ Fire obtained an additional position for the Technology Division in the FY2007 budget and has since filled that position. Additionally, supervision and support for the division has recently been reassigned to a division chief to improve consistency and manage workload.  √ TPD management recognizes the necessity to utilize the Police systems staff in the most efficient and effective method possible. For example, proposed IT projects have been denied by Police management due to the lack of available IT resources. Police has requested additional IT staff in the fiscal year budget process.

<p><b>There is a lack of backup knowledgeable Police and Fire systems administrators to provide system support when problems arise. [New Issue]</b> We also noted that there was a lack of backup system administrators for the various systems. This increases the risk that knowledgeable staff will not be available when needed to repair a system. Surveyed police officers also revealed their frustrations due to the need for technology assistance during “off-hours” when they are still working and depending on these technologies to perform their duties.</p>	<ul style="list-style-type: none"> <li>◆ Fire has two newly hired staff that will be trained as backup systems administrators for their systems. Police is trying to address this through assignment and cross training of system administrators.</li> <li>◆ Police has initiated a program that ensures a secondary (back-up) administrator is identified for every application. Each primary system administrator is developing a training curriculum for key applications in which the secondary administrator should be competent. Additionally, Police has requested to upgrade the Police Information Management Systems Applications Training Instructor position to a System Administrator position in order to be able to obtain another staff with the needed expertise.</li> </ul>
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**Vendor Project Management**

<p><b>The project has been delayed due to a change in Motorola project managers and the lack of Motorola software expertise during the configuration of the Police RMS application. [April 2004]</b> The overall project has been delayed an estimated six months (from fall 2004 to summer 2005) due to the transitioning of Motorola project managers and a lack of qualified Motorola staff resources to lead the Police Department’s staff through the configuration activities required for the Police RMS. Due to the transition of Motorola project managers, there is not an up-to-date project plan being used to actively monitor on-going and planned project activities.</p>	<ul style="list-style-type: none"> <li>◆ The City ISS project manager and leads have been working with Motorola consistently during the project to ensure that Motorola was aware of all outstanding deliverables and unresolved issues. Between April 2004 and March 2006, Motorola determined that the current RMS would not meet the contracted deliverables and offered a substitute RMS to the City that would provide more features but would temporarily lose the integration between the other systems. Police staff closely evaluated the new product in April 2006 and decided to stay with the current system until a more robust application with integration was available. Motorola and the City have amended the current contract to obtain the next available RMS product (with integration to the currently integrated public safety systems) as a substitute at no additional cost. Estimated deliverable date for this new product is March 2009.</li> </ul>
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**Imaging**

<p><b>Project staff needs to determine how the City’s Electronic Document Management System (EDMS) software will be integrated with the Police RMS. [April 2004]</b> An image (e.g., report, witness statement, photograph) can either reside in EDMS or the Police RMS. Staff does not want to duplicate document storage efforts and costs and has decided that documents will reside in the City’s EDMS application.</p>	<ul style="list-style-type: none"> <li>√ In February 2007, ISS recommended, and Police management accepted, that Police export reports directly from their Electronic Report Writing system into EDMS through a regularly scheduled automated process. This will eliminate the need for an interface to be developed between systems. Additionally, after the cellular wireless solution has been fully implemented, ISS can provide an existing application so officers could access stored reports in EDMS from their mobile data computers.</li> </ul>
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**Mobile Data Computers**

<p><b>The new Police MDC application will not be accepted until the problem of officers being intermittently disconnected while in the field is resolved. [April 2004]</b> This issue with the CAD/MDC interface must be resolved in order for the data transmissions between dispatchers and officers to be consistent.</p>	<ul style="list-style-type: none"> <li>√ Motorola and Police worked to resolve this issue. The Police MDC application was completed and accepted in July 2004.</li> </ul>
<p><b>The new MDC software will not work on the currently owned Police and Fire mobile computers as expected. [April 2004]</b> Motorola’s proposed mobile data software was expected to work on the 202 currently owned MW520 MDCs in the Police (200) and Fire (2) Departments. During the implementation, it was determined that they would not support the new software, and new mobile data computers would be needed.</p>	<ul style="list-style-type: none"> <li>√ Project staff, working with Motorola, determined that of the 200 existing Police MDCs, 41 of these were critical to the Police operations. Motorola replaced the 41 data computers. Subsequent to April 2004, Fire procured the additional 80 MDCs that were included in the project.</li> </ul>
<p><b>The implementation of the new Fire MDCs has been delayed due to the problems encountered with the Police MDCs. [April 2004]</b> The problems being encountered by the Police Department have delayed the</p>	<ul style="list-style-type: none"> <li>√ All Fire MDCs were implemented and the contract deliverable was accepted in February 2007. (The implementation had been additionally delayed due to defects in the originally delivered MDCs.)</li> </ul>

<p>Fire Department's configuration and implementation of MDCs.</p>	
<p><b>Cellular/Wireless</b></p>	
<p><b>Fire needs to improve project planning related to cellular/wireless capabilities by determining their needs and implementation strategy. [New issue]</b> To date, the Fire project lead has not been involved in either the planning or testing to determine if this solution will meet their needs. The PSSI project plan and budget includes a cellular/wireless solution and application to greatly reduce this manual process and allow for most updates to be made remotely over the cellular/wireless transmission. The Police Department is currently evaluating the cellular/wireless solution provided by vendors on the state contract to ensure that it meets their needs.</p>	<ul style="list-style-type: none"> <li>◆ Fire management has met with the PSSI project manager, identified an internal project lead, and will begin piloting cellular usage in the unincorporated area. Fire plans to address the cellular solution and remote update issues via means other than wireless LAN.</li> </ul>
<p><b>Property and Evidence</b></p>	
<p><b>The new Police RMS application may not include the property and evidence features as represented by the Motorola and expected by the Police Department. [April 2004]</b> During the vendor evaluation process, Motorola representatives demonstrated property and evidence features that would be provided in the Police RMS application. In addition, they invited project team members to their home office to identify additional needed features that would be incorporated into the application that the City purchased. Since that time, the development of those property and evidence features have been delayed due to other priorities and are scheduled to be included in future versions of the Police RMS application. Without these features, it greatly diminishes the property and evidence capabilities within the application and hampers the automation of the property and evidence inventory control process.</p>	<ul style="list-style-type: none"> <li>◆ In July 2005, the City implemented and began using third party property and evidence software purchased and provided by Motorola. To date, of the 89,000 items actively managed by Property and Evidence staff, 37% of the property and evidence data is managed within the new application. The remaining 63% of the data remains in the older software and requires different processes to track and manage. There are three remaining key tasks for Motorola to complete related to the Property and Evidence system: 1) converting the older data so it can be uploaded into the new application; 2) developing an interface to the Police RMS so items can be tied to case numbers within the systems; and 3) obtaining the appropriate licenses to make the property and evidence information stored in the application accessible to all department staff.</li> </ul>
<p><b>The expert user(s) of the Property and Evidence system needs to improve their skills to understand the features of the application and how to extract needed information. [New issue]</b> A subject matter expert is typically the key person in the organization that utilizes the application, understands the data, and determines how the application is to be best utilized. Two-thirds of the property and evidence information is currently in the older system, thereby preventing all business processes to be changed based on the new application. However, the subject matter expert should be the organization's leader in determining how the new application will work best to improve current operations. Therefore, the subject matter expert needs to improve her skills and update business operations within the Property and Evidence Section in order to fully benefit from the available automation and information.</p>	<ul style="list-style-type: none"> <li>◆ The Police Property and Evidence supervisor has been provided specific instructions and training concerning the applications utilized by the Property and Evidence Unit. Additionally, Police is in the process of reorganizing assignments within the Property and Evidence Section and identifying a new primary and secondary subject matter expert for the WinACE application.</li> </ul>
<p><b>Interfaces Between Systems</b></p>	
<p><b>Some technologies at the Police Department are not fully integrated and the need for duplicate data entry has not been eliminated. [New Issue]</b> Much integration has occurred at the Police Department, but there is still the need to further integrate systems to eliminate duplicate data entry. We noted two significant cases of duplicate data entry occurring. First, in the Records Section, it was objective of the PSSI project to eliminate duplicative data</p>	<ul style="list-style-type: none"> <li>✓ Records Management. In February 2007, Police management investigated the reasons why duplicate entry of report information was being performed, as this was not how the systems were designed. They identified and corrected the system settings and made changes to the business processes to eliminate all but approximately 1% of all reports from needing to be manually input into Police RMS by Records Management staff.</li> </ul>



**Conclusion**

This report communicated the progress and accomplishments related to the PSSI implementation project, provided assurances as to the PSSI project compliance with City policies and procedures, provided an independent assessment of risk management and project controls, as well as communicated the significant issues identified as of February 28, 2007.

Our office has conducted four audits of this implementation project to provide assurance and advisory services throughout the project's life. Unless there are unforeseen circumstances, we are anticipating that this will be the last progress audit of the PSSI project. Upon request, our office will be available to provide advisory services during the duration of this project.

We would like to thank the PSSI executive steering committee members, ISS and Motorola project manager, Police and Fire project leads, department staff and system users, and other key stakeholders in the City for their cooperation and assistance during the development of this progress report.

**Appointed Official's Response**

**City Manager Response:**

The PSSI project has increased the integration of business processes for both the Tallahassee Police and Fire Departments and has proved to be another way to improve officer safety. I am pleased with the progress of this project and am glad to see a final work plan has been established to complete the rest of the implementation. I would like to thank Auditing, Department of Management and Administration/Information Systems Services, Police, and Fire for their work in this effort.



## APPENDIX A

### Glossary of Abbreviations

<b>ALS</b>	Advanced Life Support	<b>GIS</b>	Geographic Information System
<b>ATM</b>	Advanced Tactical Mapping	<b>ISS</b>	Information Systems Services
<b>AVL</b>	Automatic Vehicle Location	<b>IT</b>	Information Technology
<b>BI</b>	Business Intelligent	<b>LAN</b>	Local Area Network
<b>CAD</b>	Computer Aided Dispatch	<b>MDC</b>	Mobile Data Computer (Premier MDC is the Motorola mobile data application) Both Fire and Police have separate installations of the MDCs
<b>CID</b>	Criminal Investigation Division	<b>MHz</b>	Megahertz
<b>CJIS</b>	Justice Information System	<b>MOC</b>	Management Oversight Committee
<b>CISO</b>	Chief Information Systems Officer	<b>NCIC</b>	National Crime Information Center
<b>DAVID</b>	Division of Auto Vehicle Information Database	<b>PMP</b>	Project Management Plan
<b>DHSMV</b>	Department of Highway Safety and Motor Vehicles	<b>PSSI</b>	Public Safety Systems Integration
<b>DMA</b>	Department of Management and Administration	<b>RMS</b>	Report Management System
<b>DSS</b>	Decisions Support System	<b>UCR</b>	Uniform Crime Report
<b>EDMS</b>	Electronic Document Management System	<b>UDT</b>	Universal Data Transfer
<b>FCIC</b>	Florida Crime Information Center	<b>WLAN</b>	Wireless Local Area Network
<b>FDLE</b>	Florida Department of Law Enforcement	<b>Y2K</b>	Year 2000

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