



Follow-up Review of
Audit of Johnson Controls, Inc.
Agreement for Fire & Safety Services

Office of the County Auditor

Follow-up Review

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Review Conducted by:

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OFFICE OF THE COUNTY AUDITOR

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September 30, 2025

Honorable Mayor and Board of County Commissioners

We conducted a Follow-up Review of our Audit of Johnson Controls, Inc. Agreement for Fire & Safety Services (Report No. 23-18) dated July 27, 2023. The objective of our review was to determine the implementation status of our previous recommendations.

We conclude that of the 17 recommendations in the original report, 15 recommendations were implemented, and two recommendations were partially implemented. We commend management for implementing our recommendations. The status of each of our recommendations is presented in this follow-up report.

Please be advised that the information presented herein is not considered an audit in accordance with Generally Accepted Governmental Auditing Standards. Had we conducted an audit, we may have identified additional findings and concerns.

We appreciate the cooperation and assistance provided by the Facilities Management Division throughout our review process.

Respectfully submitted,

A handwritten signature in blue ink that reads "Bob Melton".

Bob Melton
County Auditor

cc: Monica Cepero, County Administrator
Andrew Meyers, County Attorney
Kevin Kelleher, Deputy County Administrator
Isami Ayala-Collazo, Assistant County Administrator
Trevor Fisher, Director, Public Works Department
Ian Mitchell, Director, Facilities Management Division

Broward County Board of County Commissioners

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IMPLEMENTATION STATUS SUMMARY

Implementation Status of Previous Recommendations from the Audit of Johnson Controls, Inc. Agreement for Fire & Safety Services

Rec. No.	PREVIOUS RECOMMENDATION	IMPLEMENTED	PARTIALLY IMPLEMENTED	NOT IMPLEMENTED	NOT APPLICABLE
1.A	We recommended management implement procedures to ensure inspection reports are obtained timely.		✓		
1.B	We recommended management implement procedures to ensure inspection reports are appropriately reviewed and approved, including timely resolution of identified repairs.		✓		
1.C	We recommended management implement procedures to ensure evidence of the review and approval of inspection reports are maintained.	✓			
2.A/B	We recommended management strengthen the inspection process and implement procedures to ensure inspections performed are consistent with Contract terms and inspection reports clearly evidence all contractual requirements, including the NFPA Standards, as well as Exhibit J, Service Offerings, and B-2, Covered Equipment.	✓			

Rec. No.	PREVIOUS RECOMMENDATION	IMPLEMENTED	PARTIALLY IMPLEMENTED	NOT IMPLEMENTED	NOT APPLICABLE
2.C1	We recommended management strengthen the inspection process and implement procedures to ensure inspection reports include documentation of deficiency resolutions, including if a work order will be issued and those identified and resolved during the inspection process.	✓			
2.C2	We recommended management strengthen the inspection process and implement procedures to ensure documentation is maintained for all deficiencies that have been resolved.	✓			
2.D1	We recommended management strengthen the inspection process and implement procedures to ensure the equipment being inspected is clearly indicated as applicable or not applicable and blank fields are defined on the inspection reports.	✓			
2.D2	We recommended management strengthen the inspection process and implement procedures to ensure all testing results are documented on the inspection reports.	✓			
3.A	We recommended management evaluate business needs related to the fire inspection requirements, and consider amending the Contract to appropriately reflect the services needed.	✓			

Rec. No.	PREVIOUS RECOMMENDATION	IMPLEMENTED	PARTIALLY IMPLEMENTED	NOT IMPLEMENTED	NOT APPLICABLE
3.B	We recommended management evaluate business needs related to the fire inspection requirements, and consider enhancing the inspection process to ensure inspections are performed in accordance with all requirements set forth in the Contract and the inspections are properly documented to evidence all criteria per the Contract are inspected.	✓			
4.A	We recommended management implement contractor badge requirement and issuance procedures to ensure all background checks are received and retained prior to contractor badge issuance.	✓			
4.B	We recommended management implement badge deactivation procedures that include time requirements to deactivate upon notification, as well as collection of badges and follow-up of those not received.	✓			
4.C	We recommended management implement procedures to ensure notifications from Johnson Controls, Inc. (JCI) of contractor separations are received timely and appropriately retained.	✓			
5.A	We recommended management implement procedures to ensure all invoices contain the details required by the Contract.	✓			

Rec. No.	PREVIOUS RECOMMENDATION	IMPLEMENTED	PARTIALLY IMPLEMENTED	NOT IMPLEMENTED	NOT APPLICABLE
5.B1	We recommended management implement procedures to ensure the amounts billed and paid for optional services are the actual hourly rates and actual hours of the personnel providing the services, in accordance with contractual requirements.	✓			
5.B2	We recommended management implement procedures to ensure a review of all invoices subsequent to August 18, 2022 should be reviewed to recover any additional overpayments identified.	✓			
6	We recommended management amend the Contract language to ensure all optional services are billed consistently and require that all amounts billed, regardless of the total, are based on actual hourly rates of the personnel providing the services.	✓			

INTRODUCTION

Scope and Methodology

The Office of the County Auditor conducts audits of Broward County's entities, programs, activities, and contractors to provide the Board of County Commissioners, Broward County's residents, County management, and other stakeholders unbiased, timely and relevant information for use in promoting government accountability and stewardship and improving government operations.

We conclude that of the 17 recommendations in the original report, 15 recommendations were implemented, and two recommendations were partially implemented. We commend management for implementing our recommendations. The status of each of our recommendations is presented in this follow-up report.

Please be advised that the information presented herein is not considered an audit in accordance with Generally Accepted Governmental Auditing Standards. Had we conducted an audit, we may have identified additional findings and concerns.

Our follow-up review included such tests of records and other review procedures, as we considered necessary in the circumstances. The review period was January 1, 2024, through August 31, 2025. However, transactions, processes, and situations reviewed were not limited by the review period.

Overall Conclusion

We conclude that of the 17 recommendations in the original report, 15 recommendations were implemented, and two recommendations were partially implemented. We commend management for implementing our recommendations. The status of each of our recommendations is presented in this follow-up report.

OPPORTUNITIES FOR IMPROVEMENT

This section reports actions taken by management on the Opportunities for Improvement in our previous audit. The issues and recommendations herein are those of the previous audit, followed by the status of the recommendations.

1. Oversight and Monitoring of the Inspection Process Needed to be Strengthened.

During our prior audit, we noted that inspection reports lacked evidence of oversight and monitoring. We selected and reviewed 30 fire inspection reports, 27 card access system inspection reports and one locking system inspection report. For all 58 reports (100%), there was no evidence that the inspection reports were reviewed and approved by Facilities Management Division (FMD) to ensure the inspections complied with contractual requirements. In addition, one inspection report was not in FMD's possession and was obtained from Johnson Controls, Inc. (JCI) at our subsequent request.

We recommended management implement procedures to ensure:

- A. Inspection reports are obtained timely.
- B. Inspection reports are appropriately reviewed and approved, including timely resolution of identified repairs.
- C. Evidence of the review and approval of inspection reports are maintained.

Implementation Status:

- A. **Partially Implemented.** Management implemented new procedures; however, none of the four inspection reports reviewed during our follow-up review showed evidence that the inspection reports were obtained timely, within three business days of the inspection date as required by the JCI Agreement (Contract) and policies and procedures. The inspections examined as part of the follow-up review revealed that JCI submitted all inspection reports done during a specific month in one email. For three of the four inspections, the email was received in the following month of performed inspections and the fourth inspection report was received at the end of the month in which the inspection occurred. This resulted in the selected inspections not complying with the three-business day requirement. Management has reminded JCI of the contractual requirement and directed them to comply when submitting future inspection reports.

B. **Partially Implemented.** Management implemented new procedures; however, of four inspection reports reviewed during our follow-up review, system records reflected a review date prior to the receipt date for two of the inspection reports and a review date of two months after the receipt date for one of the inspection reports. Management has advised that it will meet with appropriate staff to review the current procedures to facilitate compliance.

C. **Implemented.**

2. The Fire and Card Access Inspection Process Needed to be Strengthened.

During our prior audit, we noted that inspection forms did not clearly reflect that all required services were performed and covered equipment was inspected in accordance with Contract requirements. We also noted several fields on the inspection forms were left blank, including some testing results, as well as evidence as to how deficiencies identified were resolved.

We recommended management strengthen the inspection process and implement procedures to ensure:

A & B. Inspections performed are consistent with Contract terms and inspection reports clearly evidence all contractual requirements, including the NFPA Standards, as well as Exhibit J, Service Offerings, and B-2, Covered Equipment.

C1. Inspection reports include documentation of deficiency resolutions, including if a work order will be issued and those identified and resolved during the inspection process.

C2. Documentation is maintained for all deficiencies that have been resolved.

D1. The equipment being inspected is clearly indicated as applicable or not applicable and blank fields are defined on the inspection reports.

D2. All testing results are documented on the inspection reports.

Implementation Status:

A & B. **Implemented.**

C1. **Implemented.**

C2. **Implemented.**

D1. **Implemented.**

D2. **Implemented.**

3. JCI Contract Requirements and Fire Inspection Documentation Needed to be Amended to Align With Business Needs.

During our prior audit, we noted that fire inspections were appropriately performed in accordance with the National Fire Protection Association (NFPA) Standards but were not aligned with contractual requirements. We also noted that inspections did not include all the applicable contractual requirements related to Exhibit B-2, Covered Equipment, and Exhibit J, Service Offerings and Frequencies of Service.

We recommended management evaluate business needs related to the fire inspection requirements, and consider:

- A. Amending the Contract to appropriately reflect the services needed, and/or
- B. Enhancing the inspection process to ensure inspections are performed in accordance with all requirements set forth in the Contract and the inspections are properly documented to evidence all criteria per the Contract are inspected.

Implementation Status:

A. **Implemented.**

B. **Implemented.**

4. The Contractor Badging Process Needed to be Strengthened.

During our prior audit, we identified that additional measures were needed to protect unauthorized access to County facilities and underlying automated systems.

We recommended management:

- A. Implement contractor badge requirement and issuance procedures to ensure all background checks are received and retained prior to contractor badge issuance.
- B. Implement badge deactivation procedures that include time requirements to deactivate upon notification, as well as collection of badges and follow-up of those not received.
- C. Implement procedures to ensure notifications from JCI of contractor separations are received timely and appropriately retained.

Implementation Status:

- A. **Implemented.**
- B. **Implemented.**
- C. **Implemented.**

5. The Invoice Review Process Needed to be Strengthened to Ensure Compliance with Contract Requirements.

During our prior audit, we noted invoices did not provide sufficient details of services performed, and were not received or paid timely and contained invoice errors that resulted in improper billings to the County..

We recommended management implement procedures to ensure:

- A. All invoices contain the details required by the Contract.
- B1. The amounts billed and paid for optional services are the actual hourly rates and actual hours of the personnel providing the services, in accordance with contractual requirements.
- B2. A review of all invoices subsequent to August 18, 2022 should be reviewed to recover any additional overpayments identified.

Implementation Status:

- A. **Implemented.**
- B1. **Implemented.**
- B2. **Implemented.**

6. The JCI Contract Needed to be Amended to Ensure Consistent Billing of Actual Hourly Rates.

During our prior audit, we noted that the JCI Contract language for Work Authorizations (WA) related to contractor actual hourly rates for optional services was inconsistent and might allow for rates higher than actual and/or the specified maximum hourly rates per the Contract.

We recommended management amend the Contract language to ensure all optional services are billed consistently and require that all amounts billed, regardless of the total, are based on actual hourly rates of the personnel providing the services.

Implementation Status: Implemented.