NORTH YORKSHIRE POLICE, FIRE AND CRIME COMMISSIONER, FIRE AND RESCUE AUTHORITY

Gazetteer Patching Review

FINAL Internal Audit Report 2.22/23

21 November 2022

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1. EXECUTIVE SUMMARY

Why we completed this audit

This review was commissioned outside of the 2022/23 internal audit plan for the North Yorkshire Fire and Rescue Service (NYFRS, "the Service").

NYFRS uses the Gazetteer Geographic Information System (GIS) to maintain its database of addresses in order to accurately direct crews in the event of an incident. In late 2021, Service Management identified that updates to the system's database of locations and addresses had not been implemented since around 2018. In April 2021, responsibility for much of the Service back-office support functions, including maintenance of Gazetteer passed to EnableNY, and a range of new measures have been put in place to support the management of Gazetteer. We discussed the events which led to the system not being updated with the Head of ICT (Enable) and the Director of Assurance, North Yorkshire Fire and Rescue Service with a view to determining whether it would add any value to the audit in investigating these matters as part of a lessons learned exercise. However, we were advised that there had been a number of staff changes over this period and that it would be very difficult to determine exactly what had happened (or failed to happen) and who (if anyone) had been responsible. It was, therefore, agreed to focus this review on current systems and processes in place to maintain the Gazetteer system. In this context, the objective of this review was therefore to determine whether the Service has in place adequate and effective systems and processes to ensure that the Gazetteer system is kept up to date with the latest patches as expected.

The Service shares the use of Gazetteer with the Cornwall Fire and Rescue Service, via a Service Level Agreement with Cornwall Council. To maintain the Gazetteer system across the two services, a Joint Change Management Board is in place; however, each Service is responsible for maintaining Gazetteer. Updates in relation to addresses (classed as "minor" updates) are released by the national mapping agency for Great Britain (Ordnance Survey) on a six weekly basis which are then implemented by the GIS Team at EnableNY within two weeks and in line with EnableNY's ICT Change Management Policy. Vulnerability scanning is completed on a monthly basis to ensure that vulnerabilities are identified and actions required are documented on the Asset Management System and assigned to the relevant system technical owner for remediation. Since March 2022, five 'minor' updates to Gazetteer have been released by Ordnance Survey, of which three had been implemented at the time of our audit (the remaining two being released on 14 July and 25 August 2022).

Conclusion

Our review identified that the processes in place to ensure that the Gazetteer system is maintained and kept up to date are newly established and at present EnableNY is in the process of applying the six weekly minor updates which have been released. Once all outstanding updates have been applied, EnableNY will be in a better position to ensure that the six weekly updates are applied within two weeks of release in accordance with agreed procedures.

As a result of our review, we have agreed **one high, three medium** and **two low priority** management actions. The high priority action relates to two minor (address record) updates which have been released but not yet been implemented. The three medium priority actions relate to the absence of an in-date Service Level Agreement between NYFRS and Cornwall Council, the timely completion of updates, and the absence of a monitoring mechanism to ensure that there is an appropriate level of oversight over Gazetteer updates.

Internal audit opinion:

Taking account of the issues identified, the Police, Fire and Crime Commissioner Fire and Rescue Authority can take **partial assurance** that the controls upon which the organisation relies to manage this area are suitably designed, consistently applied or effective. Action is needed to strengthen the control framework to manage the identified area.
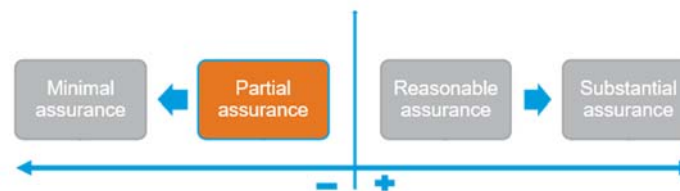
Key findings

Our audit identified the following exceptions with the Service's established control framework resulting in one high and three medium priority actions being agreed:

Since the major update completed in March 2022, there have been five minor updates (address records) released by the Ordnance Survey, three of which have been completed by the GIS Team. Thus, our review identified that two updates have been released which have not yet been implemented. There is a risk that the information in the Gazetteer system is out of date. Where the system is not updated in a timely manner, this could impact the efficiency of the Service's response to incidents. **(High)**

Review of the Service Level Agreement (SLA) which encompasses the Service's relationship with the Cornwall Fire and Rescue Service (via Cornwall Council) confirmed that the arrangement commenced on 19 December 2017 and ceased on 22 February 2020. Thus, our review identified that there is currently no 'current' SLA in place which documents the responsibilities between NYFRS and CFRS for maintaining Gazetteer. Consequently, there is a risk these responsibilities have not been clearly documented and agreed by both parties to ensure that Gazetteer is updated for both NYFRS and CFRS in the event services need to be shared. **(Medium)**

Following an update to Gazetteer, the Control Watch Managers and Station Manager Control review the orphaned record scripts, which identifies risk information and documentation which may have been deleted as a result of the update. Review of the first, second and third minor updates (released on 3 March, 22 April 2022 and 6 July 2022) applied to Gazetteer and completed on 5 July and 14 July 2022 confirmed that the orphaned record script checks were provided to the Fire Control Team on 14 July 2022 as confirmed by the review of email evidence. Review of messages on Microsoft Teams confirmed that the Fire Control team informed the GIS team that the checks were to be completed by 2 August 2022. The Station Manager Control confirmed that the orphaned records had been checked by 2 August 2022. The Senior Engineer Database Administration (DBA) and GIS confirmed that the GIS Team do not commence with the next update until the orphaned record scripts have been reviewed by the Fire Control Team to ensure that high risk information has been reflected in the system. However, the GIS Team are yet to complete the two subsequent minor updates which were released on 14 July and 25 August 2022. Where updates are not applied in a timely manner there is a risk Gazetteer system Is not up to date. **(Medium)**

Our review highlighted that there is currently no oversight or monitoring provided over the management of updates to Gazetteer to ensure that the system is up to date. At the time of our audit, one major and three minor updates had been applied; however, two minor updates released 14 July 2022 and 25 August 2022 were yet to be completed. In the absence of sufficient oversight there is a risk that updates may not be implemented in a timely manner and any issues or delays may not be investigated and dealt with in a timely manner. **(Medium)**

For details of the two low priority management action agreed, please see section two of this report.

Our audit review identified that the following controls are suitably designed, consistently applied, and are operating effectively:

Review of the vulnerability scan results produced in June, July and August 2022 confirmed that scans are completed on a monthly basis using the Nessus tool by the Security Analyst. Our testing also confirmed that the outcomes of the vulnerability scans inform the Security Reports, which are shared with the ICT Senior Management and Senior Engineers for review.

Discussions with the Security Analyst confirmed that vulnerabilities identified by the monthly vulnerability scan are reported to the technical system owner who is the subject matter expert within their team and the Information Security Officer. Actions required to resolve vulnerabilities are recorded on the asset management system, assigned a priority and timescale for implementation, and technical owner responsibility for implementation. We undertook a walkthrough of the system with the Security Analyst to demonstrate this. We obtained and reviewed the vulnerability reports for June, July and August 2022 and, with reference to these, the Security Analyst and the Senior Engineer DBA and GIS confirmed that there have been no vulnerabilities to date identified in relation to Gazetteer since EnableNY assumed ownership for the maintenance of the system.

Our review confirmed that there are several mechanisms in place to ensure that action is taken to remediate vulnerabilities identified via the monthly vulnerability scans. This includes weekly monitoring undertaken by the Security Analyst, and informal daily "stand ups" with ICT Senior Management and Senior Engineers. We also obtained evidence to confirm that as of 30 September 2022, ICT Senior Management and Senior Engineers will meet on a monthly basis to undertake a review of Security Reports, which will include reviewing progress on the implementation of actions.

Our testing found that for the major update to the Gazetteer system, the request for change had been completed; however, approval from the Change Advisory Board (CAB) and Joint Change Management Board was not documented at the time. Our testing did confirm that the process for documenting approvals for implementing updates to the system have since been recorded. Thus, the review of the three minor updates applied to Gazetteer by EnableNY confirmed the ICT Change Management Process was adhered to, which included raising a request for change which was approved by the CAB and the Joint Change Management Board.

2. DETAILED FINDINGS AND ACTIONS

This report has been prepared by exception. Therefore, we have included in this section, only those areas of weakness in control or examples of lapses in control identified from our testing and not the outcome of all internal audit testing undertaken.

Area: Gazetteer Patching		
Control	Responsibility for the maintenance of key systems has been recorded in a SLA, which outlines NYFRS's relationship with Cornwall Council with whom NYFRS shares the use of Gazetteer.	**Assessment:** **Design** ✓ **Compliance** ×
Findings / Implications	Discussions with the Service Delivery Manager and Deputy Head of ICT confirmed that the SLA in place between Cornwall Council and NYFRS predates the EnableNY structure, when NYFRS was responsible for maintaining the Gazetteer system only. Review of the SLA signed by Cornwall Council's Senior Legal Officer confirmed that the arrangement commenced on 19 December 2017 and ceased on 22 February 2020. The SLA states that the 'control room staff will be supported with the appropriate Fire and Rescue Service (FRS) data to efficiently handle emergency calls. This data will include; gazetteer information'. We have therefore noted that there is currently no in-date SLA in place, which documents the responsibilities between NYFRS and Cornwall Council for maintaining Gazetteer. Discussions with the Senior Engineer DBA and GIS confirmed that each service is responsible for maintaining the Gazetteer system themselves. However, when required CFRS is required to support NYFRS with the use of Gazetteer to support business continuity and vice versa, and therefore each Service has responsibility to ensure that the Gazetteer system is kept up to date and all updates current in the event that the system needs to be shared. Consequently, there is a risk these responsibilities have not been clearly documented and agreed by both parties to ensure Gazetteer is updated for both NYFRS and Cornwall Council in the event services need to be shared.	

Management Action 1	NYFRS's and Cornwall Fire and Rescue Service's responsibility for the maintenance of key systems in relation to Gazetteer will be reflected within an up to date Service Level Agreement.	**Responsible Owner:** Service Delivery Manager	**Date:** 31 March 2023	**Priority:** Medium

Area: Gazetteer Patching

Control	Updates to the Gazetteer system are made available on a six-weekly basis. The update is implemented within two weeks from its release date.	Assessment:	
		Design	✓
		Compliance	×

Findings / Implications	Review of evidence and discussions with the Senior Engineer DBA and GIS confirmed the GIS Team receives notifications of address updates from Ordnance Survey via email. Updates are received every six weeks and are actioned by EnableNY within two weeks.

In late 2021, EnableNY management identified that updates to the system's database of locations and addresses had not been implemented since around 2018. The Senior Engineer DBA and GIS confirmed that a major update was applied to Gazetteer on 3 March 2022 as a result, to address the gap in updates to the system. Following the major update, EnableNY have been required to implement the minor updates. Since the major update, there have been five minor updates released by the Ordnance Survey, three of which have been completed by the GIS Team. Review of the three minor updates implemented since the major update identified the following:

- The first minor update was completed on 5 July 2022, which related to the update released on 3 March 2022. The Senior Engineer DBA and GIS confirmed that this minor update was implemented following the major update completed in March 2022 by the supplier (Capita Secure Solutions and Services, SSS). EnableNY therefore prioritised the task of establishing a process for carrying out the updates to the Gazetteer system and ensuring that relevant staff were fully trained on the new process and their respective responsibilities. Establishing the process and delivering training resulted in a delay in implementing the first minor update (March to July 2022).

- The second and third minor updates were completed on 14 July 2022 and related to the updates released on 22 April and 6 July 2022.

However, it was noted that, at the time of our review, the GIS Team are yet to complete two subsequent minor updates which were released on 14 July and 25 August 2022.

Where the system is not updated in a timely manner, there is a risk that the Gazetteer system information is out of date, which could impact on the efficiency of the Service's response to incidents.

Management Action 2	EnableNY will ensure the outstanding minor updates are implemented to ensure that the system is up to date.	Responsible Owner: Service Delivery Manager	Date: 31 March 2023	Priority: High

Area: Gazetteer Patching		
Control	Following an update to Gazetteer, the Control Watch Managers and Station Manager Control review the orphaned record scripts, which identifies risk information and documentation which may have been deleted as a result of the update. Where this information is deleted, the Control Watch Manager and Station Manager Control ensure that the data is re-linked. The Station Manager Control and the Control Watch Managers also undertake a check on a sample of addresses to confirm that existing addresses are correct and new addresses from local records have been included.	**Assessment:** **Design** ✓ **Compliance** ×
Findings / Implications	Discussions with the Station Manager Control confirmed that once an update has been implemented on Gazetteer, the Station Manager Control and Control Watch Managers review the orphaned record scripts to identify risk information and documentation which may have been deleted as a result of the update. Where, this information is deleted, the Control Watch Manager and Station Manager Control ensure that the data is relinked. Review of the one major update and three minor updates completed by EnableNY confirmed the following: • In one case relating to the major update, the update was completed by the supplier and therefore the orphaned record scripts were sent to the Fire Control Team by the supplier rather than the GIS Team. In this case there were no orphaned record scripts produced, as no data was deleted or missed after the major update. • For the three remaining cases, one minor update was completed on 5 July 2022 and two minor updates had been completed on the same day (14 July 2022) by the GIS Team. We reviewed email evidence to confirm that the GIS Team had shared the orphaned record scripts with the Fire Control team on 14 July 2022. Review of messages on Microsoft Teams confirmed that the Fire Control team informed the GIS team that the checks were to be completed by 2 August 2022. The Station Manager Control confirmed that the orphaned records had been checked by 2 August 2022. Where confirmation of the orphaned records checked completed is documented on Microsoft Team there is a risk this evidence is not easily located and retained. • The Senior Engineer Database Administration (DBA) and GIS confirmed that the GIS Team do not commence with the next update until the orphaned record scripts have been reviewed by the Fire Control Team to ensure that high risk information has been reflected in the system. However, it was noted that the GIS Team are yet to complete two subsequent minor updates which were released on 14 July and 25 August 2022. The Senior Engineer DBA and GIS confirmed that they were informed by the Fire Control Team that the review had been completed on 23 August 2022. However, as the review is not documented we were unable to confirm when the review had actually been completed. Where the review of orphaned record scripts is not documented there is a risk of reduced audit traceability in regards to when or whether this review was completed.	

Area: Gazetteer Patching				
Management Action 3	EnableNY will ensure that the GIA Team are informed via email once the Fire Control Team have reviewed the orphaned record scripts following updates to Gazetteer.	**Responsible Owner:**	**Date:** 31 March 2023	**Priority:** **Medium**
	See management action 2			

Area: Gazetteer Patching			
Control	**Missing Control** There is no oversight over the management of updates to Gazetteer to ensure that the system is up to date so that timely action can be taken, should any issues be identified.	**Assessment:** **Design** × **Compliance** -	
Findings / Implications	Our review highlighted that there is currently no oversight and monitoring provided over the management of updates to Gazetteer to ensure that the system is up to date. At the time of our audit, four updates had been applied (one major, three minor); however, two updates released 14 July 2022 and 25 August 2022 were yet to be applied. It was noted that the GIS Team who action these updates are aware of the updates which are yet to be actioned; however, there appears to be no structured reporting to management to inform them of the delay in applying these updates to ensure timely action is taken. The GIS Team and the Fire Control Team are involved in the maintenance of the Gazetteer system. However, in the absence of sufficient oversight at a management level, there is a risk that if updates are not implemented in a timely manner, or issues arise, these are not identified so that they can be investigated, and action taken in a timely manner.		
Management Action 4	EnableNY will ensure that oversight is provided over the management of updates to Gazetteer to ensure that updates are implemented in a timely manner. The process for providing oversight and monitoring will be documented within procedural documentation / working instructions.	**Responsible Owner:** Service Delivery Manager	**Date:** 31 March 2023 **Priority:** **Medium**

Area: Gazetteer Patching		
Control	Responsibility for the maintenance of key systems has been allocated to named individuals. This has been documented within the Control (NYFRS) Service Description. Responsibilities have been communicated to relevant staff and the Control (NYFRS) Service Description is stored centrally for access by those with responsibilities.	**Assessment:** **Design** ✓ **Compliance** ✕

Findings / Implications

Our review of the NYFRS Control Service Description document confirmed the following responsibilities have been allocated:

- Station Manager Control is assigned the role of Business Service Owner. The Station Manager Control is responsible for validating the service to ensure this meets the expected outcomes and ensuring that it meets standards and best practice. They are also responsible for reviewing and approving changes to reduce operational impact.

- The Service Delivery Manager and Deputy Head of ICT is assigned the role of Enterprise Service Owner. They are responsible for ensuring that the service is performing to the expected service levels, acts as ICT Major Incident Manager and Change Manager and provides point of escalation for the Business Service Owner and Business Service User.

- The Senior Engineer Database Administration (DBA) and Geographic Information System (GIS) is assigned the role Gazetteer Technical System Owner. They are the subject matter expert and ensure that the operation and maintenance of the system meets service outcomes whilst supporting future business needs and vision. The Gazetteer Technical System Owner also supports remediation activities including being technical lead in major incidents and acts as change implementor or approver.

Discussions with the Service Delivery Manager and Deputy Head of ICT confirmed that the Control (NYFRS) Service Description document is yet to be finalised pending review from the Head of ICT, Senior Engineer DBA and GIS and Station Manager Control. Once this document is finalised, this will be communicated and made available to all relevant staff.

Although the Control (NYFRS) Service Description document has not yet been finalised, the Head of ICT, Service Delivery Manager and Deputy Head of ICT have been actively engaging with key stakeholders to build awareness of their roles and develop a network for communication. For instance, the Service Delivery Manager and Deputy Head of ICT are in the process of meeting with key stakeholders from each station across North Yorkshire. At these meetings the Service Delivery Manager and Deputy Head of ICT complete surveys with key stakeholder such as the Watch and Station Managers to increase visibility, identify issues and areas for improvement

Where documented responsibilities for the maintenance of key systems have not been communicated to relevant staff there is a risk that key roles are not consistently informed on their responsibilities to ensure that key systems are kept up to date.

Management Action 5	Once the Control (NYFRS) Service Description has been finalised, this will be communicated and made available to all relevant staff.	**Responsible Owner:** Service Delivery Manager	**Date:** 31 December 2023	**Priority:** **Low**

Area: Gazetteer Patching			
Control	Policies and processes are in place to ensure that critical systems relating to Gazetteer are maintained and updated on a timely basis to ensure continued functionality and security.	**Assessment:**	
		Design	✓
		Compliance	×

Findings / Implications

It was noted that EnableNY have implemented the following policies and processes in relation to the maintenance of Gazetteer:

- ICT Change Management Policy, approved by the Head of ICT on 15 June 2020;

- ICT Change Management Process, approved by the Service Delivery Manager and Deputy Head of ICT on 26 August 2020;

- ICT Security Management Policy, approved by the Head of ICT on 22 April 2022; and

- Vision Gazetteer Update Instructions maintained by the ICT Team.

We reviewed evidence to confirm that these ICT policies and processes are made available to relevant staff via the EnableNY SharePoint. The Vision Gazetteer Update Instructions are made available to the ICT Team via the internal knowledge base on the ICT Hub.

It was noted that the version control documented within the ICT Change Management Policy, ICT Change Management Process and ICT Security Management Policy do not indicate a review date. Where a review date is not scheduled, there is a risk that the policy and processes are not reviewed on a cyclical basis to ensure that contents are up to date and reflect current practice.

The ICT Change Management Policy details the types of changes which would require invoking the change management process. This process is applied when installing updates to Gazetteer. The ICT Change Management Process documents the following:

- Details the roles and responsibilities of the key roles such as the Change Manager, Change Initiator, Change Implementor and Change Advisory Board (CAB);

- A change management process flow chart;

- Step-by-step process of the change management process; and

- The members of the CAB.

The ICT Security Management Policy provides detail on the management of security vulnerabilities and actions to be taken where vulnerabilities are identified. Review of the Vision Gazetteer Update Instructions confirmed that the following is detailed:

- Detailed step-by-step instructions for applying updates to the Vision database upon which Gazetteer runs;

- The process for running the orphaned record scripts which are run by the GIS Team; and

Area: Gazetteer Patching				

- A process diagram illustrating the process for undertaking the updates including approval which is required from the Joint Change Management Board.

We noted that EnableNY has not established an overarching procedural document relating to the update and maintenance of the Gazetteer system and therefore key elements of the process have not been documented. As a result, there is a risk that the critical systems relating to Gazetteer and the process for maintaining these are not consistently understood across relevant members of staff to ensure the system remains up to date. Areas missing or with limited coverage include but may not be limited to:

- The specific duties of key roles;

- The timescales for completing key tasks such as the timescales for providing the Fire Control Team with the orphaned record scripts, and the timescales for the Fire Control Team to review the orphaned record scripts;

- The process for ensuring that the GIS Team is made aware once the orphaned record scripts have been reviewed; and

- The requirement for changes to be approved by the CAB.

| **Management Action 6** | EnableNY will document the overarching procedure or further develop the Vision Gazetteer Update Instructions to ensure key elements of the process have been documented. This will include but is not limited to detailing the following:

• Specific duties of key roles;

• The timescales for providing the Fire Control Team with the orphaned record scripts;

• The timescales for the Fire Control Team to review the orphaned record scripts; and

• The process for ensuring the GIS Team is made aware once the orphaned record scripts have been reviewed;

• Reference to supporting policies and processes such as the ICT Change Management Policy and Process; and

• The requirement for the change to be approved by the Change Advisory Board.

Once the above has been implemented, this will be kept up to date, communicated and made available to relevant staff. | **Responsible Owner:**
Service Delivery Manager | **Date:**
31 March 2023 | **Priority:**
Low |

Area: Gazetteer Patching

The ICT Change Management Policy, ICT Change Management Process and ICT Security Management Policy will be updated to include a review due date.

APPENDIX A: CATEGORISATION OF FINDINGS

Categorisation of internal audit findings	
Priority	**Definition**
Low	There is scope for enhancing control or improving efficiency and quality.
Medium	Timely management attention is necessary. This is an internal control risk management issue that could lead to: Financial losses which could affect the effective function of a department, loss of controls or process being audited or possible reputational damage, negative publicity in local or regional media.
High	Immediate management attention is necessary. This is a serious internal control or risk management issue that may lead to: Substantial losses, violation of corporate strategies, policies or values, reputational damage, negative publicity in national or international media or adverse regulatory impact, such as loss of operating licences or material fines.

The following table highlights the number and categories of management actions made as a result of this audit.

Area	Control design not effective*		Non Compliance with controls*		Agreed actions		
					Low	Medium	High
Gazetteer Patching	1	(10)	5	(10)	2	3	1
Total					**2**	**3**	**1**

* Shows the number of controls not adequately designed or not complied with. The number in brackets represents the total number of controls reviewed in this area.

APPENDIX B: SCOPE

The scope below is a copy of the original document issued.

Scope of the review

The internal audit assignment has been scoped to provide assurance on how Police, Fire and Crime Commissioner Fire and Rescue Authority manages the following area:

Objective of the area under review
The purpose of this review is to determine whether the Service has in place adequate and effective systems and processes to ensure that the Gazetteer system is kept up to date with latest patches as expected.

Our review will focus on the following areas:

- Responsibility for the maintenance of key systems has been allocated to named individuals.

- Policies and processes are in place to ensure that critical systems are maintained and updated on a timely basis to ensure continued functionality and security.

- Monitoring arrangements are in place to monitor system vulnerabilities and capture / scan for update notifications in order to initiate the assessment, testing and implementation process.

- Reporting processes are in place to report upon the status of key systems in relation to known vulnerabilities and updates.

- There is sufficient oversight over the management of vulnerabilities and updates to ensure that any issues are highlighted promptly and appropriate action can be taken on a timely basis.

- There is a process of testing and monitoring of the installation of updates to ensure that any issues are identified, reported and rectified before they affect live systems and data.

The following limitations apply to the scope of our work:

- The scope of this audit is limited to those areas examined and reported upon in the context of the objective set out for this review.

- Any testing undertaken as part of this audit will be compliance based and sample testing only.

- With the agreement of management, our review will not seek to determine the reasons why updates to the Gazetteer system stopped.

- Conclusions are based on our assessments made through discussions with management, assessment of the current framework of controls and an initial review of relevant documentation available, either internally or externally generated.

- The approach taken for this review will be to validate the design of key controls and will not include all monitoring controls.

- We will be testing only selected key controls and on a sample basis only.

- Our audit does not seek to replicate advice provided to you by any third parties and external advisors.

- We will not perform penetration tests and vulnerability assessments or review the results of any tests undertaken by independent service providers.

- The information provided in the final report should not be considered to detail all errors or risks that may currently or in the future exist within the IT environment, and it will be necessary for management to consider the results and make their own judgement on the risks and the level of specialist computer audit coverage they require in order to provide assurance that these risks are minimised.

- The results of our work are reliant on the quality and completeness of the information provided to us.

- Our work does not provide an absolute assurance that material errors, loss or fraud do not exist.

Debrief held	8 September 2022
Last evidence received	9 September 2022
Draft report issued	22 September 2022
Revised draft report issued	15 November 2022
Responses received	21 November 2022
Final report issued	21 November 2022

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