



**Street and Maintenance – Facility
Maintenance Audit
No. A2026-08**

Issued by the
Internal Audit Department
July 20, 2026

City of El Paso
Internal Audit Department
Streets and Maintenance – Facility Maintenance Audit A2026-08

EXECUTIVE SUMMARY

The Internal Audit Department has concluded the Streets and Maintenance – Facility Maintenance Audit. The audit was approved as part of the Fiscal Year 2026 Annual Audit Plan, and its scope covered activities within Fiscal Year 2026. The audit objectives were to:

1. Determine if the Facility and Fleet Maintenance Division maintains an accurate and complete inventory of all buildings, critical assets, and components under its responsibility.
2. Determine if the City tracks and assesses the maintenance needs of City-owned facilities.
3. Determine if the work order system is effectively and accurately managing maintenance requests.
4. Evaluate whether the Facility and Fleet Maintenance Division’s budget allocates sufficient funds for the needs of City-owned facilities.
5. Determine if maintenance expenditures are processed in accordance with the *City of El Paso Accounts Payable Policy*, Texas Prompt Payment Act, and established contract(s)/agreement(s).

The audit identified internal control gaps, process inconsistencies, and operational deficiencies. As a result, four findings were noted:

1. The Facility Maintenance Division (FMD) is responsible for the maintenance of 302 buildings, utilizing CityWorks integrated with GIS. However, CityWorks and GIS do not capture all City-owned assets, resulting in an inventory that is not fully comprehensive Citywide. Information within the platform is not accessible enterprise wide, so other departments lack direct access for planning, coordination, and operational decision-making. Additionally, FMD does not maintain a centralized inventory of major building components or subsystems, limiting real-time insight into asset condition, lifecycle needs planning, or component-level risks.
2. *The City of El Paso Streets and Maintenance Department Facility Maintenance Division Policies and Procedures* were last updated in December 2019. Procedures need to be updated and revised with focus on preventative maintenance, end-to-end work order lifecycle, and “special project” processes.
3. A review of 30 work order requests submitted in January 2026 found that although the Facility Maintenance Division completed physical repairs in an average of 1.91 days, final administrative closeout in the CityWorks system extended the total processing time to an average of 15 days. As a result, recorded work order closure dates do not accurately reflect actual repair timelines.
4. The Facility Maintenance Division is operating with funding levels that are insufficient to support daily operational needs.

For a detailed explanation of the findings, please refer to the body of this Audit Report.

City of El Paso
Internal Audit Department
Streets and Maintenance – Facility Maintenance Audit A2026-08

BACKGROUND

The City of El Paso Streets and Maintenance Department is responsible for maintaining the City's facilities through the Facility Maintenance Division by providing a broad array of services to other City departments. The Facility Maintenance Division maintains over 300 buildings and is responsible for:

- Repairing plumbing, electrical, HVAC, and other general building maintenance requests.
- Addressing miscellaneous requests, such as:
 - Painting
 - Moving
 - Locksmith Work
 - Roofs
 - Floors
 - Door/window Maintenance
 - General Requests – anything pertaining to City-owned buildings that are occupied and are General Fund operated.
 - Managing janitorial, security and exterminator-related services.
 - Managing and administering more than 30 materials and supplies contracts (formal and/or EP Market).

The City of El Paso Streets and Maintenance Department is currently conducting a Facility Condition Assessment to create and implement a comprehensive facility investment plan covering Fiscal Years 2026 through 2030.

AUDIT OBJECTIVES

The audit objectives for the Streets and Maintenance – Facility Maintenance Audit aimed to provide assurance that City facilities are being adequately maintained, efficiently managed to support operational needs, and preserved to extend asset life. To achieve the audit objectives, the Internal Audit Department:

- Determined if the Facility and Fleet Maintenance Division maintains an accurate and complete inventory of all buildings, critical assets, and components under its responsibility.
- Determined if the City tracks and assesses the maintenance needs of City-owned facilities.
- Determined if the work order system is effectively and accurately managing maintenance requests.
- Evaluated whether the Facility and Fleet Maintenance Division' budget allocates sufficient funds for the needs of City-owned facilities.
- Determined if maintenance expenditures are processed in accordance with the *City of El Paso Accounts Payable Policy*, Texas Prompt Payment Act, and established contract(s)/agreement(s).

City of El Paso
Internal Audit Department
Streets and Maintenance – Facility Maintenance Audit A2026-08

AUDIT SCOPE AND METHODOLOGY

The scope of this audit was Fiscal Year 2026 operations. To achieve our audit objectives, we:

- Interviewed staff to obtain an understanding of:
 - Inventory processes for buildings and building components.
 - Processes to maintain City-owned buildings.
 - How the Streets and Maintenance Department prepares the budget for City Facility Management.
- Obtained a listing of facilities, buildings, and critical maintenance components that the Facility Maintenance Division is responsible for and:
 - Tested a sample of facilities and buildings to verify that descriptions, addresses, and other attributes are recorded in a database.
 - Tested a sample of critical maintenance components and verified that key information is recorded in a database.
- Conducted an analysis of the Work Order Process to determine how the Facility Maintenance Division:
 - Receives work orders.
 - Prioritizes work order requests.
 - Assign individuals to work orders.
 - Tracks work order completion.
- Selected a sample of work orders initiated in January 2026 and tested for the following:
 - Response time (documented reasons for delays) from date request is entered.
 - Information entered into the system is complete and accurate. Work performed is consistent with work order request.
 - Completion time.
 - Costs associated with work order request.
- Evaluated the types of reports that are generated by CityWorks to review the relevancy and accuracy of information included in these reports.
- Reviewed Fiscal Year 2026 Budget and determined whether the Facility Maintenance Division has sufficient funds to address:
 - Immediate City maintenance needs.
 - Preventative Maintenance schedules.
- Reviewed the Facility Condition Assessment to examine how the Citywide Capital Projects Fund would be used in Fiscal Year 2026.

We conducted this audit in accordance with Generally Accepted Government Auditing Standards and the Global Internal Audit Standards. These standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

**City of El Paso
Internal Audit Department
Streets and Maintenance – Facility Maintenance Audit A2026-08**

***FINDINGS, CRITERIA, RECOMMENDATIONS,
AND MANAGEMENT'S RESPONSES***

Finding 1

Building Inventory

A review of the building and component inventory (e.g., HVAC, elevators, and plumbing systems) managed by the Facility Maintenance Division (FMD) identified the following conditions:

- The Facility Maintenance Division (FMD) is responsible for the maintenance of 302 buildings. FMD utilizes the CityWorks asset management platform, integrated with the City's Geographic Information System (GIS) Facilities layer, as the authoritative inventory of City-owned inventory of City-owned buildings under its maintenance responsibility. The Excel file provided to Internal Audit during fieldwork is a report generated from this GIS layer and is used operationally to link work orders in CityWorks to the corresponding facility. However, CityWorks and the GIS layer do not capture all City-owned assets (such as land and parcels) resulting in an inventory that is not fully comprehensive Citywide.
- Although the GIS Facilities layer serves as the inventory of buildings for FMD's maintenance activities, the information maintained within the platform is not accessible enterprise wide. As a result, other departments lack direct access to critical building-level information that may be necessary for planning, coordination, and operational decision-making.
- Additionally, the Facility Maintenance Division does not maintain a centralized inventory of major building components or subsystems (such as HVAC systems, boilers, electrical panels, backup generators, etc.), either within CityWorks, GIS, or a separate system. This limits the City's real-time insight into asset condition, lifecycle needs planning, or component-level risks.

Potential risks associated with the current inventory management process include:

- Inconsistent or outdated data due to manual updates and the absence of system-driven version control.
- Limited accessibility for other departments, which may impede coordination, planning, and operational decision-making.
- Higher susceptibility to data loss, corruption, or unauthorized modification because the files are not stored within a controlled, centralized environment.
- Reduced ability to integrate facility data with other City systems, potentially affecting asset management, maintenance scheduling, and capital project prioritization.
- Limited visibility into component-level risks due to the absence of a centralized inventory of major building components and subsystems.

City of El Paso
Internal Audit Department
Streets and Maintenance – Facility Maintenance Audit A2026-08

Standard/Criteria

City of El Paso's Strategic Plan:

- Goal 6.3 *Implement programs to reduce organizational risk.*
- Goal 7.4 *Continue the strategic investment in City facilities and technology.*

Industry Best Practices for Public Facility Management (as referenced by recognized organizations such as the International Facility Management Association (IFMA) and the National Institute of Governmental Purchasing (NIGP)):

- *Government facility departments should maintain an accurate and complete asset inventory, including building locations and major components, to support preventative maintenance planning, lifecycle management, and capital budgeting.*
- *Inventory should be reconciled across systems (e.g., work order platforms, asset management systems, and real estate records) to ensure reliability.)*

Facility inventories should be updated when new buildings are acquired, remodeled, or repurposed.

Recommendation

The Facility Maintenance Division should:

- Complete the Facility Condition Assessment to establish a comprehensive, authoritative inventory of all building and major components (e.g., HVAC, boilers, electric panels, generators) subject to FMD's purview. This inventory should be structured within a system that supports enterprise-wide accessibility, standardized data governance, and integration with CityWorks/GIS, if possible.
- Reconcile the Facility Condition Assessment results with existing CityWorks and GIS data to ensure all facilities and components records are accurate, complete, and consistently maintained across all platforms. This reconciliation should include a formal process for identifying gaps and bringing them into alignment with City standards.
- Implement regular, periodic reviews of the building and component inventory to keep information current and ensure changes in facility condition, new construction, renovations, or system replacements are consistently reflected.
- To the extent possible, evaluate opportunities to expand or configure Cityworks/GIS to support broader City asset-management needs, including enabling access for other departments and ensuring inventory information can integrate with capital planning, maintenance scheduling, and enterprise reporting.

City of El Paso
Internal Audit Department
Streets and Maintenance – Facility Maintenance Audit A2026-08

Management's Response

1. Recommendation 1, issued by the City of El Paso Internal Audit Department to address Finding #1 – Building Inventory, was addressed through the development of the Facility Condition Assessment – Data-Driven Plan, established by the City of El Paso Streets and Maintenance (SaM) Facility Maintenance Division in August 2025.

The plan was developed by SaM management, with guidance from City Management, to address SaM identified deficiencies within the Facility Maintenance Division. Specifically, it provides a structured approach for maintaining an accurate SaM maintained facility inventory, identifying and managing deferred maintenance projects, establishing project prioritization criteria, implementing continuous facility condition assessments, and standardizing facility assessment criteria and maintenance practices.

2. The Streets and Maintenance Department (SaM) has been actively conducting the Facility Condition Assessment as part of the Citywide Facilities Capital Project. This assessment includes reconciling the current building inventory maintained by Facilities and expanding the collection of data for major building components. The information gathered will serve as the foundation for enhancing the GIS facility layer by identifying additional major building components as sub-systems that will be part of the Cityworks assets.
3. Changes to the building inventory maintained by Facilities are updated as needed. The results of the Facility Condition Assessment (FCA) will be incorporated into this process, as the major building components will be added to the inventory as sub-systems within the Cityworks assets. As part of the department's ongoing efforts to develop and revise its Standard Operating Procedures (SOPs), this process will be more clearly defined to incorporate the Facility Condition Assessment process and document the addition and maintenance of the component inventory.
4. The Facilities Maintenance Division uses the Cityworks platform, which is integrated with the Geographic Information System (GIS) Facilities Layer, to support maintenance operations. The current GIS Facilities Layer maintained by the Streets and Maintenance (SaM) Department is designed exclusively to support the operational needs of the Facilities Maintenance Division. Accordingly, only facilities required for those operational purposes are included in the layer. The Streets and Maintenance Department is responsible for maintaining the inventory of facilities included in this layer to ensure it accurately supports operational and maintenance activities.

Responsible Party

Rene Barraza

Implementation Date

Continuous implementation. The initial phase (25% complete) will be completed by August 31, 2026. The process will continue on an ongoing basis as part of standard operational practices.

City of El Paso
Internal Audit Department
Streets and Maintenance – Facility Maintenance Audit A2026-08

Finding 2

Preventative Maintenance Procedures

A review of the Preventative Maintenance procedures and work order system managed by the Facility Maintenance Division (FMD) identified the following:

- *The City of El Paso Streets and Maintenance Department Facility Maintenance Division Policies and Procedures*, implemented on December 9, 2019 outline guidance and workflows for preventative maintenance and work order management. To maintain long-term operational efficiency, procedures should be reviewed periodically to ensure alignment with current industry standards, operational efficiency, and effectiveness in managing facility operations.
 - FMD is currently drafting revised Preventative Maintenance Plan Procedures.
 - The procedures do not provide guidance on the work order close out process.
 - The procedures do not specify when the Project Type Determination process should be used to distinguish routine maintenance from “special projects” requiring Capital Improvement Department involvement. Currently, this determination relies on an unwritten understanding regarding whether the requesting department will be responsible for the associated costs. Clear criteria should be established to define what constitutes a special project, how it will be funded, and how related costs will be treated.

Standard/Criteria

City of El Paso’s Strategic Plan:

- *Goal 6.3 Implement programs to reduce organizational risk.*

A strong system of internal controls requires that Policies and Procedures be developed that document routine or repetitive activity followed by an organization. The development and use of Policies and Procedures are an integral part of a successful quality system as it provides individuals with the information and guidance to perform a job properly.

Recommendation

The Facility Maintenance Division should:

- Update and revise existing procedures covering a preventative maintenance plan, work order closeout process, and how costs are covered by City departments requesting cosmetic work order requests.
- Submit completed procedures for formal approval by City Management and implement division-wide. Periodic review and updates should be incorporated to maintain alignment with best practices and operational needs.

City of El Paso
Internal Audit Department
Streets and Maintenance – Facility Maintenance Audit A2026-08

Management's Response

1. The Streets and Maintenance Department is actively working on the creation and revision of Standard Operating Procedures (SOPs) for all programs. As part of these department-wide efforts, the Facilities Maintenance Division is currently revising its Preventive Maintenance Policy to incorporate industry standards and document more efficient workflows identified through ongoing internal process reviews. These revisions will also include updates to certain steps within the work order closeout process to improve consistency and operational effectiveness.
2. As part of the Facilities SOP revision process, a section will be added to document the use of the Project Type Determination Form. This form is not owned or developed by the Streets and Maintenance (SaM) Department; Facilities uses the form solely to determine whether a request should be classified as a maintenance activity or a capital project. The revised procedure will establish clearer criteria to define the Facilities Maintenance Division's responsibilities, which are limited to routine maintenance activities. For requests that are determined to be outside routine maintenance activities, the Facilities Maintenance Division's role is limited to project coordination. SaM does not have oversight, authority, or decision-making responsibility regarding funding allocations or project approvals managed by other departments for these types of projects.

Responsible Party

Rene Barraza

Implementation Date

February 28, 2027

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City of El Paso
Internal Audit Department
Streets and Maintenance – Facility Maintenance Audit A2026-08

Finding 3

Work Order System

A review of a statistical sample of 30 out of 687 work orders submitted during January 2026 identified the following condition in the work order management process:

Work order closure timelines do not reflect actual work completion intervals leading to unreliable performance metrics. Analysis shows an average fifteen-day delay between the conclusion of labor and the corresponding status update in the CityWorks System.

- A review of thirty (30) work orders initiated in January 2026 revealed a variance between physical – task completion and administrative system closure within the Facility Maintenance Division (FMD):
 - FMD completed physical repairs in 1.91 days on average.
 - Final administrative processing in the CityWorks system is leading to an average closeout timeframe of 15 days.

Standard/Criteria

City of El Paso Strategic Plan

- Goal 6.3 *Implement programs to reduce organizational risk.*

Industry Best Practices for Asset and Work Order Management (International Facility Management Association, American Public Power Association, and National Institute of Governmental Purchasing):

- *Work order documentation should be updated in real time or as close as practicable to the completion of work to maintain accurate operational, performance, and financial data.*
- *Timely closure of work orders is essential to reliable performance metrics, forecasting, and labor utilization tracking.*
- *Computerized Maintenance Management Systems (CMMS) should contain accurate timestamps reflecting the true duration and lifecycle of each work order.*
- *Organizations should implement standardized procedures and timeline expectations for work order closeout to support consistent data quality.*

Recommendation

The Facility Maintenance Division should establish and implement a formal process within CityWorks requiring timely data entry and closure of work orders. The procedures should ensure that system closure timestamps reflect actual labor completion dates and provide management with accurate performance metrics.

City of El Paso
Internal Audit Department
Streets and Maintenance – Facility Maintenance Audit A2026-08

Management's Response

1. As part of the ongoing efforts to improve workflow efficiency within Facilities, field staff meetings identified the need to transition certain functions to the Data Management Section. This change will help better define and establish the responsibilities between Facilities field operations and data entry functions. The revised workflow is expected to improve the timeliness and accuracy of data entry, as well as support more timely closure of work orders.

Responsible Party

Alondra Murillo

Implementation Date

December 31, 2026

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City of El Paso
Internal Audit Department
Streets and Maintenance – Facility Maintenance Audit A2026-08

Finding 4

Budget

The Facility Maintenance Division (FMD) General Fund Budget has a Fiscal Year 2026 Budget of \$5.7 million dollars. The General Fund Budget is used to perform daily operational maintenance. A review of the available budget identified the following:

- FMD is processing budget transfers to address a \$408,000 operational shortfall for Fiscal Year 2026, indicating the General Fund resources are insufficient to meet daily maintenance needs. The table below shows the status of FMD's General Fund Budget as of April 7, 2026.

<u>Encumbrances</u>	<u>Expended</u>	<u>Remaining Budget</u>
27%	65%	8%
\$1,539,000.00	\$3,705,000.00	\$456,000.00

Standard/Criteria

City of El Paso Strategic Plan:

- Goal 6.6 *Ensure continued financial stability and accountability through sound financial management, budgeting and reporting.*

City of El Paso Budget Policies dated May 2023:

- VIII. Expenditure Policies *Expenditures shall be sufficient to provide quality services at a reasonable cost and within available financial resources. All new requests for program funding should be accompanied with concise statements of program's mission, objectives, and intended measurable outcomes.*
- XIV *Budget Controls and Accountability Each department director, appointed by the City Manager, will be responsible for the strategic plan and goals adopted by City Council as part of the budget and for monitoring their individual departmental budget for compliance with spending limitations.*

Recommendation

The Facility Maintenance Division should continue completing the Facility Condition Assessment and use its results to accurately identify the true costs of maintenance needs, properly allocate costs to departments requesting non-cosmetic work, prioritize repairs, and identify cost-saving opportunities. Leveraging FCA data will help reduce reliance on emergency funds for predictable facility expenditures.

City of El Paso
Internal Audit Department
Streets and Maintenance – Facility Maintenance Audit A2026-08

Management's Response

The completion of the Facilities Condition Assessment will provide a comprehensive understanding of facility conditions and allow the department to evaluate whether certain projects would be more cost-effective to include in the Citywide Facilities Capital Project for full replacement rather than continuing to address them through the regular Facilities Maintenance General Fund budget.

The Streets and Maintenance Department will continue to prioritize repairs based on the results of the Facilities Condition Assessment. Additionally, the department will continue to identify cost-saving opportunities, including pursuing negotiated discounts when available and establishing additional formal contracts to secure pricing and improve cost management.

Responsible Party

Rene Barraza

Implementation Date

Continuous implementation. The process will continue on an ongoing basis as part of standard operational practices.

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City of El Paso
Internal Audit Department
Streets and Maintenance – Facility Maintenance Audit A2026-08

INHERENT LIMITATIONS

Because of the inherent limitations of internal controls, errors or irregularities may occur and not be detected. Also, projections of any evaluation of the internal control structure to future periods beyond the Audit Report date are subject to the risk that procedures may become inadequate due to changes in conditions, management override of internal controls, or that the degree of compliance with the procedures may deteriorate. This was a limited scope audit which only reviewed the areas stated in the Audit Objectives during the Audit Scope period. No representations of assurance are made to other areas or periods not covered by this audit.

CONCLUSION

We have concluded our audit work on the objectives of the Streets and Maintenance – Facility Maintenance Audit. The audit evidence used in the analysis is sufficient and appropriate for addressing the objectives and supporting the observations and conclusion. In accordance with *Generally Accepted Government Auditing Standards*, we are required to conclude on whether the Streets and Maintenance Department met the objectives of this Audit. Based on our audit work, we have determined that:

1. Streets and Maintenance Department – Facility Maintenance Division substantially met the audit objectives in the following areas:
 - The Facility Maintenance Division is in the process of tracking and assessing maintenance needs of City-owned facilities.
 - Maintenance expenditures are processed in accordance with the *City of El Paso Accounts Payable Policy*, Texas Prompt Payment Act, established contracts and agreements.
2. Streets and Maintenance Department – Facility Maintenance Division did not meet the audit objectives in the following areas:
 - While the Facility Maintenance Division is currently completing a Facility Condition Assessment intended to produce a comprehensive and accurate asset inventory, it does not yet maintain a complete and accurate inventory of critical assets and components under its responsibility.
 - The current preventative maintenance procedures only serve as high-level guidelines and do not specify detailed steps, defined responsibilities, or workflow requirements needed to ensure long-term operational consistency.
 - The work order system does not accurately reflect maintenance closure timelines.
 - The Facility Maintenance Division's current budget is not sufficient to meet the identified maintenance needs of City-owned facilities.

City of El Paso
Internal Audit Department
Streets and Maintenance – Facility Maintenance Audit A2026-08

We thank the Streets and Maintenance management and staff for their assistance and courtesies extended during the completion of this Audit.

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