Ms. Carole Cornelison  
Division Director of Capital Asset Management and Maintenance  
One Capital Hill  
Providence, RI 02908  

Dear Carole Cornelison:

The Bureau of Audits has completed its limited scope audit of the administration of facilities maintenance and repairs processes and organizational structure as of June 30, 2015. The limited scope audit was conducted in accordance with Rhode Island General Laws (RIGL) §35-7-3. The recommendations and management corrective actions included herein have been discussed with members of management, and we considered their comments in the preparation of this report.

Rhode Island General Law §35-7-3(b), entitled Audits performed by bureau of audits, states that, "Within twenty (20) days following the date of issuance of the final audit report, the head of the department, agency or private entity audited shall respond in writing to each recommendation made in the final audit report." Accordingly, management submitted its response to the findings and recommendations October 9, 2015, and such response is included in this report. Pursuant to this statute, the Bureau may follow up regarding recommendations included in this report within one year following the date of issuance.

We would like to express our sincere appreciation to the staff of Capital Asset Management and Maintenance for their cooperation and courtesies extended to the members of our team during the course of this audit.

Respectfully yours,

[Signature]
Dorothy Z. Pascall, CPA  
Chief

c- Internal Audit Advisory Group  
Honorable Daniel DaPonte, Chairperson, Senate Committee on Finance  
Honorable Raymond Gallison, Chairperson, House Finance Committee  
Dennis Hoyle, CPA, Auditor General
AUDIT Executive Summary

Why the Bureau Did This Limited Scope Audit
This limited scope audit was performed as a result of our statewide risk assessment of facilities management and oversight.

The objective of the engagement is to evaluate statewide maintenance processes against best practices to determine whether the processes are efficiently and effectively managed with adequate controls for safeguarding and care of assets, and providing accurate management reporting.

Background Information
The Governor's 2007 Fiscal Fitness initiative included the centralization of certain administrative functions such as Facilities Management, Human Resources, Information Technology, and Legal Services.

They concluded that the decentralization of facilities management resulted in duplication of staff effort, difficulty sharing resources, and an inability to put strategic solutions in place. Therefore, selected state facilities were transferred to a Department of Administration centralized facilities management unit. However, specific agencies facilities were excluded from this consolidation due to the specialized nature of their operations such as Corrections, Environmental Management, Public Safety, and Department of Children, Youth, and Families.

To Improve Operational Efficiency and Effectiveness Capital Asset Management and Maintenance should:

- Construct a comprehensive inventory of all state owned facilities
- Perform regular inspections of all facilities to identify preventive maintenance needs
- Implement a standardized work order system to track and monitor statewide maintenance activities
- Develop and implement unified facilities management and maintenance policies and procedures
- Create an annual plan and budget for facilities management operations
- Establish formal maintenance task descriptions and standards
- Generate, review and communicate information from budget and performance reports
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Introduction

During the course of our limited scope audit the organizational structure of Facilities Management and Capital Projects changed. Prior to this audit these units operated separately and during field work, the units were combined into the Division of Capital Asset Management and Maintenance under new management.

The Bureau reviewed the facilities maintenance processes and policies within the following agencies:

- Department of Administration (DOA)
- Department Corrections (DOC)
- Department of Environmental Management (DEM)
- Department of Transportation (DOT)
- Department of Public Safety (DPS)
- Executive Office of Health and Human Services (EOHHS)

The facilities management units have a wide range of responsibilities including capital improvements, general maintenance, janitorial services, maintenance and operation of boilers and mechanical equipment, electrical power and distribution, vehicle fleet administration, environmental compliance and permitting, asset protection, and surplus property oversight.

The Governor’s 2007 Fiscal Fitness initiative recommended the centralization of certain administrative functions including Facilities Management, Human Resources, Information Technology, and Legal Services. The 2007 Facilities Management consolidation was recommended due to a lack of:

- Central responsibility for building maintenance
- A complete inventory of property
- Effort to ensure State property is fully utilized
- Efficient expenditure of State resources on leased properties.

The fiscal fitness team concluded that the decentralization of facility management resulted in the duplication of staff effort, minimal sharing of resources, and an inability to put strategic solutions in place.¹

A select group of state agency buildings were brought under a centralized Department of Administration (DOA) facilities management unit. Other agencies facilities were excluded from this agreement due to the specialized nature of their operations; such as Corrections, Environmental Management, Public Safety, and the Department of Children, Youth, and Families.

Facilities Management Organization

The State of Rhode Island has buildings and properties distributed amongst a wide geographical area. As a result, these assets require a management oversight structure which can service all locations quickly and efficiently. Facilities management is dispersed among small facilities operational groups across

¹ 2007 State of Rhode Island Budget Document.
departments and agencies, with a select group of buildings maintained by a DOA centralized facilities unit. There is one trade staff unit which operates from the Pastore Campus and is primarily available to those facilities under purview of DOA Division of Capital Asset Management and Maintenance.

The 2007 Fiscal Fitness initiative and was intended to improve efficiency through increased oversight and collaboration. However, the plan for centralization did not fully integrate all agencies nor did it include the technology infrastructure to support a fully integrated statewide maintenance and repair tracking system. An illustration of the statewide facilities organizational structure is provided below:

The above depiction demonstrates that the restructuring did not result in a fully integrated and cohesive group. In fact, it continues to operate in a decentralized and fragmented fashion. For example:

- Department of Transportation facilities management is divided between DOA and DOT staff.
- DCYF Training school operates independently from its parent agency, DCYF and the centralized DOA umbrella.
- Behavioral Health and Developmental Disabilities Hospital (BHDDH) medical facilities are maintained via the DOA umbrella while group homes are managed directly by BHDDH staff.
Current Facilities Maintenance Processes

This limited scope audit included meeting with representatives across the State to discuss the current processes for daily maintenance and repair of State buildings. The current processes were documented and evaluated against the industry best practices discussed below. The issues presented throughout this report are reflective of the overarching issues discovered during the course of this limited scope audit and may be not be applicable for each individual department or agency. The current general repairs and maintenance process utilized statewide is depicted below:

Recommendations for Improved Controls and Management Responses

Analysis of Statewide Best Practices – Risk Rating

Through interviews with facilities and maintenance staff, the Bureau assessed the facilities and maintenance best practices utilizing the enterprise risk management model (ERM). The Bureau rated each best practice on a risk scale of 1-5 with 5 being the highest risk. Facilities management units need processes in place to plan, service, maintain, and monitor the maintenance and repair of State buildings and facilities. These processes should be documented in departmental operating policies and procedures and communicated to all personnel. Industry best practices for maintenance management noted below help organizations achieve a more efficient and effective operation.
1. **Asset Inventory**: A detailed listing of all buildings, properties, and equipment along with information about the condition of each item, active warranties and the preventative maintenance required to preserve the assets functionality.

2. **Task Description**: Detailed and accurate descriptions of the problem, scope of work, and each maintenance task or job required for the facilities listed in the inventory of assets.

3. **Maintenance Standards**: Documented requirements for the frequency and method of maintenance, as well as and estimates of the necessary labor and materials. Standards also include quantifiable performance benchmarks for equipment and staff.

4. **Annual Maintenance Plan**: A detailed proposal consistent with available departmental human and financial resources which provides a logistical strategy to accomplish the goals and objectives of the department.

5. **Work schedules**: Regularly issued agendas which organize and prioritize work from the annual plan among available staff while integrating unanticipated day-to-day maintenance tasks.

6. **Work Order System**: A system of documentation or information technology which records, authorizes, assigns, approves, and reports on maintenance work performed.

7. **Management Reports**: Analytical information provided to management summarizing operational data including financial performance, staff efficiency, building & equipment condition, etc.

8. **Standard Operating Procedures**: Uniform instructions and processes for carrying out departmental goals and objectives.

9. **Scheduled Inspections**: Systematic assessments of facilities and equipment to identify required maintenance and repair work.

10. **Preventative Maintenance Scheduling**: An organized agenda of identified preventative maintenance tasks.

Results of our risk assessment of the above ten best practices are provided in the graph below:
A detailed discussion of each risk rating follows.

**Review of Best Practices Model**

The partially centralized model in place does not support effective communication and cooperation between maintenance, capital projects, and administrative personnel. Coordination and communication among personnel is vital for organizational efficiency and effectiveness. The review and comparison of current processes to best practices discussed below reveals the potential benefits of a best practice operational model. To achieve a more effective organizational structure, investment in information technology will play a critical role in facilitating communication. The Bureau prepared a diagram of an improved Facilities Management process with a centralized work order system and improved channels of communication:

The implementation of a best practice model would address all of the elements discussed in the report below. It would also provide additional benefits including:

- Promoting statewide sharing tools and equipment,
- Tracking and monitoring asset warranties,
- Increasing management reporting
- Improving communication between capital projects and maintenance personnel,
- Streamlining the incident reporting process.
Recommendation


Management’s Response

Refer to Attachment 1 – Management’s Corrective Action Plan Letter

Responsible Party

Carole Cornelison, Division Director, Capital Asset Management & Maintenance

Anticipated Completion Date

September 2016

Standard Operating Procedures- ERM Score 5.0

Standard operating procedures for performing maintenance are a key component for effective facilities operations. Documented procedures provide guidance to the facilities maintenance staff regarding the unit’s mission and objectives, the type and extent of maintenance required, and necessary vendor supervision.

Facilities management has not developed and documented standard operating maintenance and repair procedures (SOPs) for all state buildings and equipment. While informal procedures exist at individual facility maintenance units, they are not documented and standardized across all facility activities.

The current organization of facilities maintenance units has created difficulty to establish these SOPs. As a result, statewide facility staff operate without uniform guidance.

Further, the lack of SOPs has also left agency employees without guidance about reporting maintenance and repairs needs. Presently, in the absence of a formal SOPs, departments or agencies are permitted to seek maintenance and repair work directly from vendors. Repair and maintenance work requisitioned in this way proceeds without proper oversight. Without knowledge of repair work, facilities personnel cannot accurately track repair history, building conditions, warranty repairs, or maintenance expenses.

There are no management policies and procedures for the following:

• Reporting an issue and requesting a building repair
• Supervising and approving vendor work
• Tracking facilities maintenance activities in a systematic manner
• Performing periodic inspections of building conditions
• Requisitioning maintenance and repair work
• Defining and procuring emergency repairs\textsuperscript{2}
• Analyzing repair versus replace
• Outsourcing decisions

\textbf{Recommendations}

2. Establish written statewide standard operating procedures to govern maintenance and repair operations. These procedures should identify, plan, organize, direct, monitor, and evaluate maintenance work throughout the State agencies.

\textbf{Management’s Response}

Refer to Attachment 1 – Management’s Corrective Action Plan Letter

\textbf{Responsible Party}

Carole Cornelison, Division Director, Capital Asset Management & Maintenance

\textbf{Anticipated Completion Date}

September 2016

\textbf{Identification of Facilities and Assets – ERM Score 4.0}

A comprehensive listing of facilities assets is the first step to document associated preventative maintenance, track asset repair costs, and budget for annual maintenance and repair expenditures. Building and equipment conditions must be included within the updated inventory records in order for management to better identify maintenance priorities and estimate costs.

For specific purposes, asset inventories are maintained by accounts and control, risk management, and certain agency personnel, however, there is no assigned responsible party within the Division of Capital Asset Management and Maintenance for maintaining and updating the asset inventory. As a result, there is currently no statewide facilities maintenance asset listing which includes asset conditions, preventative maintenance, repair history, and active warranties\textsuperscript{3}.

\textbf{Recommendations}

3. Assign responsibility to compile and maintain a comprehensive asset inventory.
4. Annually update this inventory and include the asset’s condition and applicable warranties.

\textbf{Management’s Response}

Refer to Attachment 1 – Management’s Corrective Action Plan Letter

\textsuperscript{2} Facilities Management has no policy and procedure for emergency repairs. The Division of Purchases has policies in place for emergency purchases.

\textsuperscript{3} The Eleanor Slater Hospitals maintain updated inventory of assets and histories for Joint Commission accreditation purposes.
Responsible Party
Carole Cornelison, Division Director, Capital Asset Management & Maintenance

Anticipated Completion Date
June 2016

Work Order System - ERM Score 3.5
A work order system has the following capabilities:

- Authorizes, assigns, and reports all routine and emergency maintenance work
- Identifies assets and facilities with the associated maintenance history
- Tracks repair, maintenance, and warranty costs associated with the asset

This information is utilized to develop a comprehensive, annual maintenance plan that ties to staffing and budget allocations or constraints.

There is no statewide facilities maintenance work order system in place. Some facilities and maintenance units operate with correspondence through email or a paper-based method; these methods are labor intensive and have limited ability to track asset maintenance history. Other units have implemented an electronic work order system, but utilize it to varying degrees.

Funding constraints coupled with limited interdepartmental coordination and cooperation has prevented the purchase of a fully integrated work order system. Further, facilities maintenance units do not identify preventative maintenance tasks and do not prioritize these tasks to effectively perform annual planning. As a result, the Division of Capital Asset Management and Maintenance has no consistent procedure to track, monitor or report about maintenance and repair work.

Recommendation
5. Implement a statewide work order system. The system should include work orders, preventative maintenance schedules, task descriptions and standards, and associated time and labor for each maintenance and repair function.

Management's Response
Refer to Attachment 1 – Management's Corrective Action Plan Letter

Responsible Party
Carole Cornelison, Division Director, Capital Asset Management & Maintenance

Anticipated Completion Date
June 2016
Task Descriptions- ERM Score 4.6
Task descriptions provide facilities management with information regarding necessary work relating to the preventative maintenance items identified in the asset inventory. By creating these task descriptions, maintenance staff is able to estimate the time, materials, and skills needed to complete the work. This allows management to make informed decisions regarding the assignment of maintenance work to staff and the outsourcing the work to vendors.

Standard task descriptions for preventative maintenance on all state owned assets should be developed after the asset inventory has been completed. However, in cases where there are partial listings (refer to Identification of Facilities and Assets), management has not made it a priority to develop task descriptions.

Recommendation
6. Develop task descriptions for all appropriate state owned property and equipment.

Management’s Response
Refer to Attachment 1 – Management’s Corrective Action Plan Letter

Responsible Party
Carole Cornelison, Division Director, Capital Asset Management & Maintenance

Anticipated Completion Date
June 2016

Task Standards- ERM Score 4.4
Facilities management best practices include but are not limited to the establishment and application of quantifiable maintenance task standards detailing:

1. Frequency of maintenance
2. Quality standards to which assets are maintained
3. Method of maintenance
4. Labor materials
5. Estimated task completion time

Currently, management does not collect or analyze data related to the performance of routine repairs and maintenance. At some locations work order systems are available to management to collect this information, but are not used to their full capacity. At other locations, management lacks the tools necessary to compile and analyze this information in an efficient way.

The Eleanor Slater Hospitals have standard task descriptions for all appropriate assets.
As a result, management is unable to establish minimum quality benchmarks to evaluate work performed, analyze the effectiveness of operations via performance metrics, or identify potential areas for improvement.

**Recommendations**

7. Develop maintenance task standards in accordance with pre-established performance benchmarks.

8. Document and track frequency of maintenance labor time and material expenditures related to the maintenance of assets. Create management reports facilitate the review and assessment of adherence to these standards.

**Management's Response**

Refer to Attachment 1 – Management’s Corrective Action Plan Letter

**Responsible Party**

Carole Cornelison, Division Director, Capital Asset Management & Maintenance

**Anticipated Completion Date**

September 2016

**Preventative Maintenance Schedule - ERM Score 3.8**

Preventative maintenance schedules ensure that facilities maintenance is performed regularly. Emphasis on preventative maintenance helps improve equipment life by preventing excess deterioration and impairment, mitigates the failure of building systems and may reduce disruption of occupant activities. Failure to track and schedule preventative maintenance may result in additional time and material expended to now address what has become a crises repair.

The Division of Capital Asset Management and Maintenance does not have preventative maintenance schedules for all state owned facilities. Preventative maintenance is performed primarily at the discretion of individual building managers and through maintenance contracts with vendors. Building managers use reminders through email, or, if available, a work order system to schedule in-house or vendor maintenance. The failure to develop comprehensive preventative maintenance schedules is due to the lack of investment in IT infrastructure and an absence of management action.

**Recommendation**

9. Establish and track preventative maintenance schedules for all assets.

**Management’s Response**

Refer to Attachment 1 – Management’s Corrective Action Plan Letter

**Responsible Party**

Carole Cornelison, Division Director, Capital Asset Management & Maintenance
Anticipated Completion Date
April 2016

Annual Plan- ERM Score 4.4
An annual plan for repairs and maintenance is essential for facilities management operations. It is developed in conjunction with the implementation of a number of other best practices including: a centralized asset inventory, a work order system, and preventative maintenance schedules. The annual plan should align with the respective budget and build upon information from:

- Asset inventory
- Preventative maintenance schedule
- Task descriptions
- Results of regularly scheduled inspections

As discussed in the preceding sections, the components that drive an annual maintenance plan have not been established or implemented by management. As a result, the current ability to effectively plan and budget operations is limited. Facilities management units statewide do not have annual maintenance and repair plans in place.

In the absence of an annual plan, agencies operate on a day-to-day basis without major focus on budget efficiency or strategic investment. Therefore, there is little assurance that allocation of maintenance resources are sufficient and appropriate at all facilities.

Recommendation
10. Develop and implement a formal Facilities Management annual plan.

Management’s Response
Refer to Attachment 1 – Management’s Corrective Action Plan Letter

Responsible Party
Carole Cornelison, Division Director, Capital Asset Management & Maintenance

Anticipated Completion Date
June 2016

Work Schedules- ERM Score 4.3
Work schedules should be assigned on a prospective basis to prioritize work from the annual plan. Facilities and maintenance personnel assignments are distributed to trade staff daily or handled by building managers as issues arise. Trade shop supervisors or building managers respond to priority work by reassigning jobs in progress. The limited use of a work order system combined with a lack of annual planning inhibits the ability to schedule work and provide appropriate oversight.
Recommendation

11. Generate work schedules from the work order system.

Management’s Response
Refer to Attachment 1 – Management’s Corrective Action Plan Letter

Responsible Party
Carole Cornelison, Division Director, Capital Asset Management & Maintenance

Anticipated Completion Date
June 2016

Periodic Inspections- ERM Score 2.9
Periodic inspections enable facilities staff to identify building conditions along with necessary maintenance and repairs. Facilities management units do not have a procedure or policy to perform routine walk-throughs or periodic inspections at all locations. Specific locations in which periodic inspections were conducted included DOC, DPS, and Eleanor Slater Hospitals. However, they were performed due to regulatory requirements rather than as a result of a SOP.

Recommendation

12. Conduct periodic inspections of buildings and assets and initiate work orders as needed.

Management’s Response
Refer to Attachment 1 – Management’s Corrective Action Plan Letter

Responsible Party
Carole Cornelison, Division Director, Capital Asset Management & Maintenance

Anticipated Completion Date
April 2016

Management Reports- ERM Score 4.4
Accurate, relevant, and timely financial and operational data is the foundation for management to understand and direct facility oversight. Reports generated based on the maintenance standards and completed work schedules provide information regarding the efficiency and effectiveness of operations. This includes comparing planned to actual maintenance and repairs tasks and estimated to actual resources expended. Management reports in conjunction with preventative maintenance schedules enable management to develop an annual plan.

Management has not established maintenance standard benchmarks nor is it capturing the data to generate necessary financial and operational maintenance reports.
Recommendations

13. Ensure that all facilities maintenance and repair data be recorded in a work order system.
14. Generate, review, and communicate management reports.

Management's Response
Refer to Attachment 1 – Management’s Corrective Action Plan Letter

Responsible Party
Carole Cornelison, Division Director, Capital Asset Management & Maintenance

Anticipated Completion Date
September 2016

Objectives and Scope
The Bureau of Audits conducted a limited scope audit of the Division of Capital Asset Management and Maintenance facility maintenance processes and policies. The purpose of this engagement was to:

- Determine the current processes and methodologies employed by facilities management units across the departments and agencies
- Measure and evaluate the policies and processes deployed against industry best practices.
- Adherence to state purchasing rules and regulations using statistical data analytics.

This limited scope audit focused upon the manner in which facilities maintenance and repair activities are managed. Our audit targeted activity and existing policies in effect for the period July 1, 2014 through June 30, 2015. Our audit did not address other units or activities of the Division of Capital Asset Management and Maintenance.

Methodology
As part of our limited scope audit work, we gained an understanding of the process for receiving, recording, assigning, requisitioning, and fulfilling facilities maintenance and repair tasks. To address our objective, we performed the following:

- Interviewed Facilities Management and staff regarding current maintenance and repair processes
- Reviewed the Division of Purchases Rules and Regulations
- Prepared diagrams of current processes
- Obtained a listing of leased properties and an understanding of the State’s responsibility
- Researched industry best practices

The Bureau was unable to provide statistical data related to compliance with state purchasing rules and regulations due to information system limitations.
DRAFT OF RESPONSE TO AUDIT OF FACILITIES MAINTENANCE AND REPAIR PROCESSES


1. ASSET INVENTORY: This recommendation is actually a two-step process. First it requires updated facilities conditions assessments and second, a platform that can capture relevant information about each building/property owned by the State. The Division of Capital Asset Management and Maintenance is currently exploring opportunities to establish a capital asset management information. An in house staff team was formed and assigned leadership on this task. That working group has to date held several meetings and developed a set of requirements and parameters for such a system with the intention of advertising an RFP to request services.

In the meantime the Director reached out to DOIT to determine, the availability of existing platforms/tools within the State. Apparently two such tools exist: Viewworks and Cityworks used currently by RIDOT and RIEMA respectively. Both platforms offer the support we need to support asset management. We plan to select the tool we think offers the greatest benefit and work with DOIT to purchase licenses. This will give us the capability of listing all assets and equipment including active warranties and track preventive maintenance across the State’s portfolio.

**We anticipate having an asset management tool in place by June, 2016 (contingent on support from DOIT)**

A functional work order system used as standard practice across State buildings will assist the Division in tracking building improvements and issues. The Division will also begin work on establishing statewide standards for operating and maintaining our facilities. Those standards will be the product of a Working Group under our Governance Structure that will be put in place in October, 2015. The Governance Council will include representatives from DCAMM’s customer Agencies who meet monthly and provide input and guidance to the work of Facilities.

We have launched formal relationships with a number of Agencies (Joint Committee on Legislative Services-State House), BDHHD; Department of Children, Youth and Families, Governor’s Council on Disabilities; RI State Police; Department of Commerce; DMV; et al.

2. TASK DESCRIPTIONS AND MAINTENANCE STANDARDS As mentioned facilities conditions assessments will be conducted but in addition, maintenance standards will be articulated in collaboration with clients that we serve in facilities around the state. While requirements will be established, the detail mentioned in the audit are not necessarily realistic. Different facilities with different uses will require variations in
scope of work, in assignment of labor, et al. We anticipate that standards will be developed in the following areas:

- Security
- Grounds & landscaping
- Cleaning/janitorial
- Solid waste management
- Routine maintenance & small repairs
- Preventive/scheduled maintenance
- Integrated Pest management
- Health & Safety
- Emergency preparedness/disaster recovery
- Energy management & sustainability
- Space management
- Project Management
- Project Management
- Facility information management
- Procurement of equipment, materials, supplies
- Accessibility
- Fire Safety
- Wayfinding

We anticipate having a first working draft of standards in place by September, 2016.

3. ANNUAL MAINTENANCE PLAN/PREVENTIVE MAINTENANCE SCHEDULES: Annual maintenance and preventive maintenance schedules go hand in hand. Major mechanical will be put on a plan of monthly, quarterly, 6-month and annual maintenance schedules including boilers, air handlers and other major equipment. Pest control may need to be on a weekly basis, given the needs and type of facilities.

We anticipate having maintenance plans and preventive maintenance schedules in place by April, 2016.

4. WORK SCHEDULES/WORK ORDER SYSTEM/MANAGEMENT REPORTS: Work schedules will be integrated with a work orders system. Currently only, the Pastore campus has a semblance of a work order system. As we get set up on a capital asset management information system, we will have the capability to utilize a work order system throughout the state that support facilities under our charge. Management reports can be generated from a good work order system that help management understand deficiencies, imminent failures in major mechanicals, plumbing, electrical. Some work of this nature has been done with special studies (ground penetrating radar for underground utilities and steam lines).

This objective is tied to the asset management information system and should in place by June 30, 2016.
5. **STAND OPERATING PROCEDURES/SCHEDULED INSPECTIONS**: Standard operating procedures are virtually non-existent and are part of what will be put in place over the next several months. Scheduled inspections are synonymous with preventive maintenance schedules also referred to as PM.

See objective above; **timeline June 30, 2016**.

We are currently working to establish a more precise time table for putting the elements mentioned above in place and we will advise Audits of our progress.

Submitted by,

Carole Cornelison  
Division Director  
Capital Asset Management & Maintenance