



City of New York

OFFICE OF THE COMPTROLLER

John C. Liu
COMPTROLLER



IT Audit & Research

Tina Kim

Deputy Comptroller for Audit

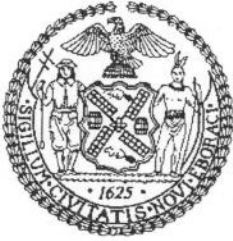
Audit Report on the Maintenance and
Repairs of the City's Playgrounds by the
Department of Parks and Recreation

Manhattan Borough Office

7R12-120A

April 11, 2013

<http://comptroller.nyc.gov>



THE CITY OF NEW YORK
OFFICE OF THE COMPTROLLER
1 CENTRE STREET
NEW YORK, N.Y. 10007-2341

John C. Liu
COMPTROLLER

April 11, 2013

To the Residents of the City of New York:

My office has audited the New York City Department of Parks and Recreation (DPR) to determine the timeliness of maintenance and repairs of the City's public playgrounds in Manhattan. We audit entities such as DPR as a mean of ensuring that the City's public playgrounds are properly maintained and safe for children to use.

The Manhattan Borough Commissioner's office routinely cleans and maintains borough playgrounds. It completed approximately 80 percent of its work orders issued during the audit's scope period. However, the Manhattan Borough office does not complete remedial work on a timely basis. Specifically, 68 percent of the work orders issued and completed were completed within 30 days. The remaining 32 percent of work orders were completed beyond 30 days. In fact, some repairs took as long as 420 days to complete. In addition, of 392 Immediate Attention (IA) conditions reported to the Borough Office, 36 (9 percent) had not been resolved within the required 30-day period. In fact, some took as long as 296 days to resolve. Furthermore, we found that Manhattan Borough district offices lack guidelines that specify the timeframes for the repair of non-IA conditions.

Based on the work order descriptions provided by DPR, we found that 65 work orders may have been classified as requiring IAs if the conditions had been identified by Parks Inspection Program (PIP) inspectors. These items were not completed in a timely manner. Additionally, the District offices are not effectively monitoring the status of open work orders and the information in Asset Management Property System (AMPS) is often not correct.

The timeliness of DPR's resolution of IA repairs will be affected in the near term by the impact of Hurricane Sandy, resulting in the increased importance of prioritizing those items that represent IAs or hazardous conditions.

The audit contains nine recommendations that, if implemented, should improve the conditions and safety of the Manhattan playgrounds.

The results of the audit have been discussed with DPR officials, and their comments have been considered in preparing this report. Their complete written response is attached to this report.

If you have any questions concerning this report, please e-mail my audit bureau at audit@comptroller.nyc.gov.

Sincerely,

A handwritten signature in black ink, appearing to read "JCL".

John C. Liu

TABLE OF CONTENTS

AUDIT REPORT IN BRIEF.....	1
Audit Findings and Conclusions	1
Audit Recommendations.....	2
Agency Response.....	2
INTRODUCTION.....	3
Background	3
Objective.....	4
Scope and Methodology Statement.....	4
Discussion of Audit Results	4
FINDINGS AND RECOMMENDATIONS.....	6
Repairs Not Carried Out on a Timely Basis	6
Timeliness of Completion of Work Orders.....	6
Recommendations	7
Timeliness of IA Repairs	8
Recommendation	8
Lack of Standard Timeframe for Repairs	9
Recommendation	9
Inconsistent Categorizing of Repairs.....	9
Recommendations	10
Work Orders Not Completed	10
Open Work Orders Not Tracked.....	11
Recommendations	11
Other Issue	11
Recommendation	12
DETAILED SCOPE AND METHODOLOGY	13
APPENDIX I	
APPENDIX II	
APPENDIX III	
ADDENDUM	

THE CITY OF NEW YORK OFFICE OF THE COMPTROLLER IT AUDIT & RESEARCH

Audit Report on the Maintenance and Repairs of the City's Playgrounds by the Department of Parks and Recreation

Manhattan Borough Office 7R12-120A

AUDIT REPORT IN BRIEF

The New York City Department of Parks and Recreation (DPR) maintains a municipal parks system of more than 29,000 acres throughout the City, including more than 1,700 parks, 2,500 Greenstreet sites, and over 1,000 playgrounds. One of DPR's principal missions is to manage and care for all playgrounds and playground fixtures in the City.

To provide local parks services, a Borough Commissioner is appointed for each of the City's five boroughs. Each Borough Commissioner oversees the management and operations of agency programs and is responsible for the administrative management of parks and green spaces within the borough, including the maintenance and repair of City parks and playgrounds. A Chief of Operations in each borough oversees the daily operations of all Parks facilities within the borough and ensures that playgrounds are properly maintained.

Audit Findings and Conclusions

The Manhattan Borough Commissioner's office routinely cleans and maintains borough playgrounds. It completed approximately 80 percent of its work orders issued during the audit's scope period. However, the Manhattan Borough office does not complete remedial work on a timely basis. Specifically, 68 percent of the work orders issued and completed were completed within 30 days. The remaining 32 percent of work orders were completed beyond 30 days. In fact, some repairs took as long as 420 days to complete. In addition, of 392 Immediate Attention (IA) conditions reported to the Borough Office, 36 (9 percent) had not been resolved within the required 30-day period. In fact, some took as long as 296 days to resolve. Furthermore, we found that Manhattan Borough district offices lack guidelines that specify the timeframes for the repair of non-IA conditions.

Based on the work order descriptions provided by DPR, we found that 65 work orders may have been classified as requiring IAs if the conditions had been identified by Parks Inspection Program (PIP) inspectors. These items were not completed in a timely manner. Additionally, the District offices are not effectively monitoring the status of open work orders and the information in Asset Management Property System (AMPS)¹ is often not correct.

The timeliness of DPR's resolution of IA repairs will be affected in the near term by the impact of Hurricane Sandy, resulting in increased importance of prioritizing those items that represent IAs or hazardous conditions.

Audit Recommendations

The audit recommends that DPR should:

- Implement standards to ensure that supervisory inspections adhere to PIP standards for remediating IA conditions.
- Remediate all work orders with hazardous conditions within 30 days.
- Ensure that IAs are resolved within 30 days.
- Categorize work order repair types and assign specific timeframes for remediating repairs in each category.
- Categorize conditions identified by District Supervisors using the same criteria used by the PIP inspectors.
- Monitor open work orders that are identified as hazardous and resolve them promptly.
- Regularly monitor the status of open work orders and update them in AMPS.
- Follow up on work requests to ensure they have been processed.
- Create and enter work orders in AMPS before the repairs are completed.

Agency Response

In their response, DPR officials contended that the work orders were prioritized and completed in a timely manner and disagreed with “several findings in the reports regarding how Parks manages its maintenance program and its work orders.” However, DPR officials agreed that the reports “...raised some important issues regarding the maintenance and repair of the City's playgrounds, which we appreciate” and “...We agree that a formal review process for all open work orders would ensure that all requests are managed appropriately.”

The agency also said, “In addition, upon careful review of Parks operations and the recommendations in the report, we believe that current and action underway already address the issues raised.”

¹ DPR uses AMPS to organize its work orders, daily cleaning work, and inventory related to the general maintenance of parks.

INTRODUCTION

Background

The New York City Department of Parks and Recreation (DPR) maintains a municipal parks system of more than 29,000 acres throughout the City, including more than 1,700 parks, 2,500 Greenstreet² sites, and over 1,000 playgrounds. One of DPR's principal missions is to manage and care for all playgrounds and playground fixtures in the City.

To provide local parks services, a Borough Commissioner is appointed for each of the City's five boroughs. Each Borough commissioner oversees the management and operations of agency programs and is responsible for the administrative management of parks and green spaces within the borough, including the maintenance and repair of City parks and playgrounds. A Chief of Operations in each borough oversees the daily operations of all Parks facilities within the borough and ensures that playgrounds are properly maintained.

Borough parks are geographically organized into districts.³ Each district office is managed by a DPR supervisor who inspects the playgrounds in each district park at least once every two weeks. Supervisors are responsible for routine cleaning and maintenance of the playgrounds. The frequency of supervisor inspections and maintenance scheduling is dependent on the level of use for each playground. If a supervisory inspection found issues with cleanliness or maintenance, a supervisor can either correct the issues (if possible) during the inspection or initiate a work request to carry out corrective work. Work order requests are recorded in a computerized data management program called AMPS.

In addition to supervisory inspections, DPR's Office of Operations and Management Planning (OMP) oversees an inspection program known as the "Parks Inspection Program"⁴ (PIP). Depending on the severity of the condition cited by the PIP inspector, a serious condition is identified as requiring "immediate attention" (IA), which must be remediated within four weeks (i.e., 30 days). Conditions that are classified by PIP inspectors as IA are considered hazardous and are forwarded to the Borough's officials for resolution. Subsequently, District offices will be notified and asked to assess the conditions. As a follow-up, district supervisors are required to re-inspect the playground's conditions that were cited by PIP inspectors.

According to AMPS, district offices in Manhattan issued 3,957 playground-related work orders during our 12-month audit scope period (See Table I).

² Launched in 1996, the Greenstreets program began as a partnership between DPR and the New York City Department of Transportation (DOT). The program was created to change unused road areas into green spaces that beautify neighborhoods, improve air quality, reduce air temperatures, and calm traffic. Since its beginning, over 2,500 Greenstreets have been built citywide.

³ The Districts are closely correlated to the community districts in the Borough. Each District varies in size and may have more than one playground. The Borough of Manhattan is divided into 15 Districts and has a total of 203 playgrounds.

⁴ The Parks Inspection Program (PIP) is a comprehensive, outcome-based performance measurement system that generates frequent, random, and detailed inspections of our parks and playgrounds. This program provides DPR management, elected officials, and the public with a broad indicator of the condition of City parks. The program has been designed to reflect conditions encountered by the public when using DPR facilities.

Table I

Work Order Status as of June 18, 2012

Category	Number of Work Orders	Percentage
Completed ⁵	3,152	79.7%
Open	622	15.7%
Work Request	160	4.0%
Contractor	8	0.2%
Hold Awaiting Material	15	0.4%
Total	3,957	100%

The Comptroller’s Office previously conducted an audit to evaluate the PIP’s effectiveness in monitoring public playgrounds in Manhattan, entitled “Audit Report on the Effectiveness of the Department of Parks and Recreation’s Parks Inspection Program—Manhattan Playgrounds Report” (7R12-098A, issued March 8, 2012). That audit found that OMP officials inspect the playgrounds as required and forward the results of the inspections to DPR officials and borough officials, including the Borough Commissioner and Chief of Operations, for review and correction of deficient conditions. The audit also identified instances where the Manhattan Chief of Operations did not correct reportable conditions in a timely manner.

Objective

The objective of this audit is to determine the timeliness of maintenance and repairs of the City’s public playgrounds by the Manhattan Borough Commissioner’s Office.

Scope and Methodology Statement

We conducted this performance audit in accordance with generally accepted government auditing standards. Those 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. This audit was conducted in accordance with the audit responsibilities of the City Comptroller as set forth in Chapter 5, §93 of the New York City Charter.

The scope of this audit was from April 1, 2011, through March 2012. Please refer to the Detailed Scope and Methodology at the end of this report for the specific procedures and tests that were conducted.

Discussion of Audit Results

The matters covered in this report were discussed with DPR officials during and at the conclusion of this audit. A preliminary draft report was sent to DPR officials and was discussed at an exit conference held on October 26, 2012. On January 11, 2013, we submitted a draft report to DPR officials with a request for comments. We received a written response from DPR officials on January 29, 2013. In their response, DPR officials contended that the work orders

⁵ The category of completed work orders included all work orders (3,152) with a completion date and were closed out in AMPS.

were prioritized and completed in a timely manner and disagreed with “...several findings in the reports regarding how Parks manages its maintenance program and its work orders.” However, DPR officials agreed that the reports “...raised some important issues regarding the maintenance and repair of the City’s playgrounds which we appreciate” and “...We agree that a formal review process for all open work orders would ensure that all requests are managed appropriately.”

The agency also said, “In addition, upon careful review of Parks operations and the recommendations in the report, we believe that current and action underway already address the issues raised.”

The full text of DPR’s response is included as an addendum to this report.

FINDINGS AND RECOMMENDATIONS

The Manhattan Borough Commissioner's office routinely cleans and maintains borough playgrounds. It completed approximately 80 percent of its work orders issued during the audit's scope period. However, the Manhattan Borough office does not complete remedial work on a timely basis. Specifically, 68 percent of the work orders issued and completed were completed within 30 days. The remaining 32 percent of the work orders were completed beyond 30 days. In fact, some repairs took as long as 420 days to complete. In addition, of 392 IAs reported to the Borough Office, 36 (9 percent) had not been resolved within the required 30-day period. In fact, some took as long as 296 days to resolve. Furthermore, we found that Manhattan Borough district offices lack guidelines that specify the timeframes for the repair of non-IA conditions.

Based on the work order descriptions provided by DPR, we found that 65 work orders may have been classified as requiring "Immediate Attention" (IA) if the conditions had been identified by PIP inspectors. These items were not resolved in a timely manner. Additionally, the District offices are not effectively monitoring the status of open work orders and the information in AMPS is often not correct.

The timeliness of DPR's resolution of IA repairs will be affected in the near term by the impact of Hurricane Sandy, resulting in increased importance of prioritizing those items that represent IAs or hazardous conditions.

These matters are discussed below.

Repairs Not Carried Out on a Timely Basis

Timeliness of Completion of Work Orders

Unlike the IA work orders, there is no required timeframe for completion of work orders initiated by the District Office. Our review found that DPR did not complete remedial work on a timely basis for 996 (32 percent) of the 3,152 work orders initiated and completed by Manhattan District Offices. According to information contained in AMPS, there were 3,152 work orders completed as of June 18, 2012, in Manhattan. The work orders were for routine maintenance items, repairs to play equipment and structures, and forestry. DPR completed 2,156 work orders within 30 days⁶, while the remainder -- 996 -- were completed beyond 30 days. In those cases, work was completed between 31 and 420 days after the work order was initiated. (See Table II)

⁶ Of the 2,156 work orders, 79 work orders were issued after the actual work was completed.

Table II

Timeliness of Completing Work Orders Initiated by Manhattan
District Offices as of June 18, 2012

Days Resolved	Work Orders	Percentage
Within 30 days	2,156	68%
Within 60 days	353	11%
Within 90 days	165	5%
Over 90 days	478	16%
Total	3,152	100%

Of the 996 work orders not completed within 30 days, we determined that 65 consisted of conditions that were similar to the description of IAs in the “Parks Inspection Program Standards.”⁷ Accordingly, we believe that these conditions may have been classified by PIP inspectors as IAs because of their potential to be hazardous to the public. Some of the conditions reported in the 65 work orders included trip hazards, ankle-turned gaps, and loose play equipment. Although supervisory inspections are not required to adhere to the same standards as PIP inspections, conditions that are similar to IAs and that may jeopardize public safety should be resolved in a timely manner, such as the 30-day requirement set by PIP.

Recommendations

DPR should:

1. Implement standards to ensure that supervisory inspections adhere to PIP standards for remediating IA conditions.

DPR Response: “IAs are only issued by specially trained and skilled Parks Inspectors. Parks will continue to treat conditions discovered by M&O field staff supervision with the same gravity as those found by PIP Inspectors. Supervisors will also continue to identify conditions using the same language and standards as per the PIP program.”

2. Remediate all work orders with hazardous conditions within 30 days.

DPR Response: “Parks has a system in place to manage and monitor IAs, which ensures that all IAs are properly resolved within a specified timeframe.”

Auditor Comment: As acknowledged in our report, we understand supervisory inspections are not required to adhere to the same standards as PIP inspections; however, we are pleased that DPR’s supervisors use the same language and standards as per the PIP program to identify conditions in the playgrounds. Accordingly, we expect the work orders with descriptions of hazardous conditions to be resolved within the stipulated timeframe in PIP standards.

⁷ See Appendix I for the list of 65 work orders.

Timeliness of IA Repairs

District offices are responsible for ensuring that IA conditions are properly addressed and resolved. Conditions that are classified by PIP inspectors as IAs are forwarded to the Borough's Chief of Operations and District offices for assessment and resolution. IA conditions are required to be resolved within two to four weeks. IAs are tracked by OMP and recorded in OMP's own system as of the date of the inspection, and IAs are "closed out" or deemed resolved by OMP when proof of repair and completion is submitted by the appropriate District office.

PIP inspectors in Manhattan identified 392 IA conditions between April 2011 and March 2012. Of the 392 IAs, 36 (9 percent) were not resolved within 30 days.⁸ Some took as long as 31 to 296 days to resolve. For example, a PIP inspector reported a "pinch hazard resulting from excess play at loose attachment point on overhead play wheels" on August 16, 2011, but this was not resolved until February 9, 2012 (177 days). Conditions classified as IAs should be resolved in a timely manner to ensure that potentially hazardous conditions do not jeopardize public safety.

We requested additional documentation pertaining to 15 of the 36 IAs. We found that 10 of the 15 work orders that corresponded to the IAs were initiated between three and 139 days after the IAs were reported by PIP inspectors. According to DPR's officials, the delay may have been caused by the lack of available trade staff, materials, capital funding, or weather. However, we were unable to find any written justification for the District Offices' failure to resolve the IAs within 30 days.

Recommendation

DPR should:

3. Ensure that IAs are resolved within 30 days.

DPR Response: "Parks policy is to resolve all IAs within 30 days and will continue to monitor and follow-up on all conditions that are hazardous. In order to ensure IAs are resolved promptly, we currently have the Daily Immediate Attention ("DIA") System that manages and monitors the number of IAs as well as the resolution of these hazards..."

Auditor Comment: We are aware of the "DIA" System and our finding was based on the data extracted from the system. DPR's officials claimed that the alleged delays were caused by various factors, but did not have sufficient documentation to support this. We urge DPR officials to document the delays and inform OMP of any delays in remediation and resolve the IAs promptly.

⁸ See Appendix II for the list of IAs not completed within 30 days.

Lack of Standard Timeframe for Repairs

Routine maintenance and playground repairs are performed by DPR employees. According to DPR officials, work orders are prioritized⁹ by the Supervisor of Mechanics, Park Supervisor, or Park Manager. However, there is no standard timeframe for each type of repair. During the course of our fieldwork, we noted the lack of standard timeframes and inconsistencies for remediating similar types of deficient conditions. For example, the timeframe to repair damaged benches ranged from one day to over 200 days. DPR officials explained that the differences in the turnaround time could have been caused by availability of staff and material resources or weather.

DPR should organize work orders into repair categories (e.g., safety surface repairs, play equipment repairs, pave surfaces, tree-related, and comfort stations) and specify timeframes for remediating conditions in each category. DPR should also assign prioritizations within each category. This would allow borough offices to more effectively monitor, track, and allocate resources to repair hazardous conditions and would ultimately lessen the chance that minor conditions could become hazardous.

Recommendation

DPR should:

4. Categorize work order repair types and assign specific timeframes for remediating repairs in each category.

DPR Response: “Parks does categorize work orders, but it is based on the Borough Supervisor of Trades and/or the Deputy Chief of Operations to prioritize work orders and schedule the repair work. Furthermore, work order timeframes may also be dependent on capital work being scheduled and may result in extended periods for completion.”

Auditor Comment: We are pleased that DPR does categorize and prioritize work orders. However, DPR should provide the supervisors with a standardized timeframe of completion for each category to ensure that the repairs are completed in a timely manner.

Inconsistent Categorizing of Repairs

As previously mentioned, DPR’s Office of Operations and Management Planning (OMP) oversees an inspection program known as the “Parks Inspection Program” (PIP). The results of these inspections are forwarded to the Borough Commissioner and the Chief of Operations. Conditions that are classified by PIP inspectors as IAs are considered hazardous and must be remediated within four weeks (i.e., 30 days).

⁹ Work orders are prioritized using a numbering system from 01 to 05, in which 01 has the lowest priority and 05 has the highest.

We initially found 119 open work orders generated by the District supervisors during their routine inspections that likely may have been classified as IAs if found by OMP during an inspection. However, these serious conditions are not classified as IAs because District supervisors do not use the “Parks Inspection Program Standards” to classify conditions. All 119 cases remained open in AMPS for periods from more than 79 days to 440 days as of June 18, 2012.

After the exit conference, DPR officials provided updated information for 113 of the 119 open work orders. Because the status of these work orders was not entered into AMPS, they were reported open as of June 18, 2012. Based on the documentation provided, we found that of the 113 work orders, 58 were remediated prior to June 18, 2012, 41 were canceled, and the remaining 14 were completed and closed out in AMPS after June 18, 2012.¹⁰

Recommendations

DPR should:

5. Categorize conditions identified by District Supervisors using the same criteria used by PIP inspectors.

DPR Response: “A new mobile handheld inspection module is being implemented in AMPS to enhance inspections for M&O. This will allow Parks supervisors to conduct field inspections on their mobile hand held devices. Further, they will use standards to conduct these inspections from the PIP manual. Supervisors will also continue to identify conditions using the same language and standards as per the PIP program.”

6. Monitor open work orders that are identified as hazardous and resolve them promptly.

DPR Response: “All Supervisors have the ability to view work orders identified as being a hazardous condition and can ascertain the age of any work order generated. Parks will continue to resolve these issues as promptly as situations allow.”

Work Orders Not Completed

According to information contained in AMPS, District offices in Manhattan issued 3,957 work orders within a 12-month period (April 2011 to March 2012). Of these, 622 (16 percent) work orders were listed as open as of June 18, 2012. Five hundred and fifty work orders (88 percent) were open for more than 100 days. These 550 work orders were for minor maintenance items (e.g., replacing routing signs, installing soap dispenser, and turning on water for water fountains and spray showers) and for remediating hazardous conditions (e.g., repairing a sneak hole in a fence leading to four-foot drop, repairing trip hazard due to large pothole, and repairing exposed steel on play equipment ladder). (See Table III)

¹⁰ See Appendix III for the list of 119 work orders.

Table III

Outstanding Work Orders as of June 18, 2012

Days Open	Work Orders	Percentage
100 days and under	72	11.6%
101-200 days	231	37.1%
201-300 days	159	25.6%
Over 300 days	160	25.7%
Total	622	100%

Open Work Orders Not Tracked

We requested justification for 50 of the 622 open work orders. After our request, District offices revised the status of 32 of the 50 work orders to “completed.” The 18 work orders that remained open including repairs to exposed metal on safety surface, sneak hole leading to a four-foot drop, and uplifted metal around a tree. As of June 18, 2012, the 18 work orders were open between 90 and 438 days. Additionally, we found 160 work requests in AMPS that were initiated between April 2011 and March 2012, but were neither processed as work orders nor cancelled. Some were outstanding for more than a year.

Recommendations

DPR should:

7. Regularly monitor the status of open work orders and update them in AMPS.

DPR Response: “As the auditors are aware, in a number of instances work order conditions were corrected but their status in AMPS was not updated. As a result, District Supervision will be advised to assess the state of open work on a monthly basis, and make any required updates. Furthermore, the Borough Supervisor of Trades and/or the Deputy Chief of Operations prioritize repair work orders, depending on the nature of the work order, the hazardous nature of the condition, and the scheduling of repair work.”

8. Follow up on work requests to ensure they have been processed.

DPR Response: “District Supervision will be advised to assess the state of work that needs to be done on a monthly basis, and follow up with the appropriate parties in order to complete the work orders.”

Other Issue

As previously noted, DPR uses AMPS to organize work orders and to record supply inventories and the results of daily cleaning activities. Beginning in June 2009¹¹, AMPS replaced individual borough databases with a single unified system. Our review of the summary work order report generated by AMPS found data entry errors that were not corrected by AMPS. Specifically, of the 3,152 work orders that were reportedly completed as of June 18, 2012, we found that 79 (2

¹¹ The system was rolled out by borough starting with Queens in June 2009, Manhattan in April 2010, Staten Island in September 2010, the Bronx in November 2010, and Brooklyn in February 2011.

percent) work orders had inaccurate dates. The individual completion dates on the report generated by AMPS were earlier than the work order issuance dates. According to DPR's official, these work orders were created subsequent to the completion of the actual work. Because AMPS appropriately prevented users from backdating, the actual date of entry was recorded as the work order issuance date.

Recommendation

DPR should:

9. Create and enter work orders in AMPS before the repairs are completed.

DPR Response: "With improvements to the AMPS handheld devices currently being implemented, trades workers will have the ability to create work orders in the field as necessary. Emergency situations will occasionally arise in the field, and emergency work will continue to be done in a timely nature regardless of the creation of a formal work request/order if the severity of the work dictates."

Auditor Comment: One of AMPS's major functions was to monitor the work progress via the creation of work orders. We understand emergency situations may arise from time to time, but we strongly encourage entering work orders in AMPS prior to repairs being completed to effectively monitor, track, and allocate resources.

DETAILED SCOPE AND METHODOLOGY

We conducted this performance audit in accordance with generally accepted government auditing standards. Those 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. This audit was conducted in accordance with the audit responsibilities of the City Comptroller as set forth in Chapter 5, §93, of the New York City Charter.

The scope period of this audit was from April 1, 2011, through March 2012. To meet our objectives, we obtained and reviewed the 2004 edition of DPR's "Field Operations Book."

To gain an understanding of the Borough operation, we interviewed the Manhattan Borough Chief of Operations and Borough district officials.

To determine if the playgrounds are routinely cleaned, we requested one month of bi-weekly work schedules of the cleaning crew for March 2012 and a daily task routing slip that shows the list of playgrounds cleaned in March 2012 for each of the 15 District Offices in Manhattan.

To determine if the work orders were completed in a timely manner, we requested a summary report for all playground-related work orders issued from April 2011 to March 2012 and analyzed the time lapse for these work orders based on the issuance date and audit fieldwork procedure completion date of June 18, 2012. For those work orders that took longer than 30 days to be completed, we reviewed the descriptions of the repairs and determined whether some of these conditions should have been corrected earlier. To determine whether there are adequate justifications for the work orders that are still open, we randomly selected 50 work orders of the 622 open work orders and requested status and additional information from the Borough office for review.

To determine whether the IAs were resolved in a timely manner, we reviewed the Parks Inspection Program (PIP) IA summary report for Manhattan from April 2011 to March 2012 and analyzed the time lapse for the IAs based on when the IAs were issued and resolved. To determine the reasons why IAs were not resolved within 30 days, we randomly selected 15 of the 49 IAs and requested additional information from DPR officials.

Possible Immediate Attention Conditions as of June 18, 2012

(Descriptions are unaltered from DPR's records and are therefore uncorrected for grammatical and spelling errors)*

	WO #	Description*	Location	Date Created	Date Completed	# Days Elapsed
1	422858	Remove drip line, trip hazard	Ruppert Park	4/18/2011	5/18/2011	31
2	572651	Cut off protruding metal pipes Payson Playground	Inwood Hill Park-Payson Playground	2/20/2012	3/22/2012	31
3	562831	Fall Hazard strap under flex bridge broke	Carl Schurz Park-Catbird Playground	1/24/2012	2/24/2012	31
4	479576	REPAIR BROKEN PICNIC TABLE BENCH	Clement Clarke Moore Park	6/14/2011	7/16/2011	32
5	485083	branches at eye level, Hudson/Bank Sts prune for safety	Bleecker Playground	6/20/2011	7/22/2011	32
6	579618	Flag Green Serpentine play equip. sharp edge on joint, north side	Riverside Park-Hippo Playground	3/8/2012	4/11/2012	34
7	558544	Repair many trip hazards along 10th ave	Hell's Kitchen Park	1/7/2012	2/10/2012	34
8	558538	Repair trip hazard @ handball court doorway	Hell's Kitchen Park	1/7/2012	2/10/2012	34
9	519034	tripping hazard over white repair patch near flagpole	Frederick Douglass Playground	8/12/2011	9/15/2011	34
10	519386	Please fill in sinkhole	Annunciation Park	8/14/2011	9/18/2011	35
11	559377	Repair many trip hazards on sidewalk out side Park	Gutenberg Playground	1/10/2012	2/16/2012	37
12	518860	Repair trip hazard at gate. Gate rod support in park bldg.	Bleecker Playground	8/12/2011	9/19/2011	38
13	537685	trip hazard on Cherry St	Corlears Hook Park	10/22/2011	11/29/2011	38
14	518857	repair trip hazard at gate	Desalvio Playground	8/12/2011	9/19/2011	38
15	520131	Cover/RepairHoleInGround_AlSmithRecCtr_Aug2011MH	Alfred E. Smith Playground	8/16/2011	9/25/2011	40
16	532696	please fill trip hazard due to uplifted curb 103rd st entrance	Blake Hobbs Playground	10/4/2011	11/14/2011	42
17	554084	Repair Trip hazard W. 16 St next to hydrant	Dr. Gertrude B. Kelly Playground	12/21/2011	2/3/2012	44
18	515491	Hazard very important!!!!!!	Anibal Aviles Playground	8/1/2011	9/14/2011	45
19	552563	Trip hazard	McCaffrey Playground	12/15/2011	2/3/2012	50
20	583027	Replace damaged and up lifting cement flags # 12	Wagner Pool-Othmar Ammann Playground	3/19/2012	5/9/2012	52
21	582756	Please remove Numerous large dead limbs over active play areas	Dr. Gertrude B. Kelly Playground	3/18/2012	5/24/2012	67
22	566639	weld broken hand rails on handicap ramps	Bellevue South Park	2/5/2012	4/12/2012	67
23	549321	Repair 4 ft. by 4 ft. hole in the CLF along 130st	Moore Playground	12/4/2011	2/11/2012	70
24	509062	Repair trip hazard around water sprinkler	James J Walker Park	7/11/2011	9/19/2011	70
25	589261	Repair Trip hazard adj. Bruckner box/Handball ct	Gutenberg Playground	3/31/2012	6/15/2012	76
26	589259	Repair trip hazard adj. entrance up lifted concrete flag	Gutenberg Playground	3/31/2012	6/15/2012	76
27	589247	Please repair fence with drop inside park on back path	De Witt Clinton Park	3/31/2012	6/15/2012	76
28	566334	Safety surface uplifted. Nails missing	Riverside Park-River Run Playground	2/3/2012	4/23/2012	80
29	550136	bench slat needs to be replaced & bolt sticking up	Abraham Lincoln Playground	12/7/2011	2/25/2012	80
30	548086	PLEASE REMOVE & REPLACE PROTRUDING BOLT - & REPLACE 5 DAMAGED BOLTS	Sol Bloom Playground	11/29/2011	2/23/2012	86
31	546082	remove trip hazard around tree pit	Highbridge Park-Adventure Playground	11/21/2011	2/29/2012	101
32	529739	repair Sunken ground Trip hazard	Hell's Kitchen Park	9/23/2011	2/3/2012	133
33	532837	Please repair trip hazard on sidewalk	Alexander Hamilton Playground	10/5/2011	2/22/2012	141
34	522032	Repair overhead play wheels. Pinch hazard	Samuel Seabury Playground	8/23/2011	1/11/2012	141
35	514740	Tighten play equipment to prevent pinch hazard	Union Square-Union Square	7/29/2011	12/28/2011	153
36	560310	repair trip hazard inside park	Matthews -Palmer Playground	1/14/2012	6/15/2012	153
37	509491	missing safety surface by tire swing	Tompkins Square Park-Tompkins Square Park	7/12/2011	12/20/2011	161

APPENDIX I

Page 2 of 2

	WO #	Description*	Location	Date Created	Date Completed	# Days Elapsed
38	486597	RepairSWalkTripHazardColemanMHJun2011	Coleman Playground	6/22/2011	12/20/2011	181
39	483922	Repair Protruding Bench Screws -Tanahey	Tanahey Playground	6/19/2011	12/17/2011	182
40	552630	Broke metal band, plgd bridge, see photos	Carl Schurz Park-Catbird Playground	12/15/2011	6/17/2012	185
41	461008	repair cracks / protruding plastic at top of orange spiral slide adj Ave B	Tompkins Square Park- Tompkins Square Park	5/26/2011	11/30/2011	189
42	531131	clatter bridge hanging very low slip hazard	Sunshine Playground	9/28/2011	4/12/2012	197
43	446430	Repair Trip Hazard Ham Fish – Mhoose in May2011	Hamilton Fish Park	5/10/2011	11/30/2011	205
44	518412	please repair trip hazard (uplifted concrete entrance to bsktball ct	Poor Richards Playground	8/10/2011	3/2/2012	205
45	445073	RepairTripHazardAlSmith_MHooseinMay2011	Alfred E. Smith Playground	5/9/2011	11/30/2011	206
46	410194	Please, repair collapsing fence adj. to FDR. ramp	Murphy's Brother's Playground	4/7/2011	10/31/2011	207
47	440648	repair trip hazard on the cobble stone area	Henry M. Jackson Playground	5/6/2011	11/30/2011	209
48	514106	Please replace two missing bolts on clatter bridge	William Mccray Playground	7/27/2011	2/25/2012	214
49	432499	Repair Curb Trip Hazards Little Flo PG	Little Flower Playground	4/27/2011	11/30/2011	218
50	431574	Repair trip/ankle turn hazard	Corlears Hook Park	4/26/2011	11/30/2011	219
51	513121	add washers to j swings to remove pinch hazard	Highbridge Park- Quisqueya Playground	7/24/2011	2/29/2012	221
52	511652	Please tighten play equipment to prevent pinch hazards (turn wheel play eq)	Union Square-Union Square	7/18/2011	3/8/2012	235
53	411267	repair sink hole near gate	Sidney Hillman Playground	4/9/2011	11/30/2011	235
54	410859	RepairAnkleTurnBasketballCourt_Apr2011_MHoosein	Tanahey Playground	4/8/2011	11/30/2011	236
55	484975	Fix pot holes / Trip hazards at W53 street entrance	De Witt Clinton Park	6/20/2011	2/16/2012	241
56	409755	Repair Trip Hazard/Ankle Turn Hazard	Union Square-Union Square	4/6/2011	12/28/2011	267
57	450196	uplifted SS trip hazards around train PE	Matthews -Palmer Playground	5/15/2011	2/16/2012	277
58	513703	Please replace worn swivel on tire swing	Cherry Tree Park	7/26/2011	4/29/2012	278
59	454395	Fall hazard on very top step @ 110St. & Manhattan ave. Mornsde. Pk.	Morningside Park- Morningside Park	5/20/2011	3/8/2012	293
60	439805	Trip hazard at tree pit from broken tree post	Clement Clarke Moore Park	5/4/2011	2/24/2012	296
61	439592	Trip hazard on ground around water cover	Hell's Kitchen Park	5/4/2011	2/24/2012	296
62	424378	Worn out s-hook @ bottom of climbing chains	McCaffrey Playground	4/20/2011	2/16/2012	302
63	419434	Up lifted concrete flag Trip hazard on sidewalk outside PLG adj BB CT	Gutenberg Playground	4/16/2011	2/16/2012	306
64	472077	Remove Dead Limbs hanging over Play equipment	Matthews -Palmer Playground	6/5/2011	5/24/2012	354
65	466717	large limb broken / hanging down over 23 st sidewalk	Asser Levy Playground	5/31/2011	6/4/2012	370

Immediate Attentions That Required Over 30 Days to Resolve

(Hazards are unaltered from DPR's records and are therefore uncorrected for grammatical and spelling errors)*

	Date	Site Name	Priority	Feature	Hazard*	Location/Comments	Date Resolved	# Days Elapsed
1	9/20/2011	DE WITT CLINTON PARK	2	Athletic Fields	Trip hazard due to	missing turf within active area (creating uneven surface)	6/19/12 **	273
2	10/17/2011	MORNINGSIDE PLGD	2	Paved Surfaces	Ankle turn hazard(s) in active area due to	cracks in asphalt adj BBCT	7/17/12 **	274
3	10/17/2011	MORNINGSIDE PLGD	2	Safety Surface	2" Separations	long strip missing adj swings	8/8/12 **	296
4	10/17/2011	NELSON ROCKEFELLER PARK PLAYGROUND SOUTH	2	Play Equipment	S-hook(s), chain(s) or hardware worn 1/3	multiple links on both sides of chain & plank bridge above sprinkler	5/8/12 **	204
5	11/21/2011	M L KING HOUSES	2	Safety Surface	Safety Surface uplifted 1.5" in accessible area	of plgd environment closer to kswg.	8/8/12 **	261
6	1/12/2012	HIPPO PLGD	2	Safety Surface		Hole due to worn-away poured in place tiles near animal art	6/22/12 **	162
7	2/16/2012	MAE GRANT PLGD	2	Safety Surface	2" Separations	on plgd equip closer to J-Swings	6/30/12 **	135
8	8/16/2011	SAMUEL SEABURY PLGD (PS 198)	2	Play Equipment	Pinch hazard resulting from	excess play at loose attachment point on overhead play wheels	2/9/2012	177
9	5/2/2011	WAGNER PLGD	2	Athletic Fields	Trip hazard due to	separating seams at southeast corner.	8/1/2011	91
10	4/27/2011	RENAISSANCE PLGD	2	Paved Surfaces	Trip hazard due to	missing B-Blocks adj benches around BBCT perimeter	7/20/2011	84
11	4/7/2011	ANCIENT PLGD	2	Play Equipment	Pinch hazard resulting from	cracks in coated climbing net, center of site	6/25/2011	79
12	4/7/2011	ANCIENT PLGD	2	Play Equipment	Pinch hazard resulting from	cracks in coated climbing net, closer to 5th Ave	6/25/2011	79
13	5/2/2011	MAE GRANT PLGD	2	Paved Surfaces	Ankle turn hazard(s) in active area due to	BBCT adj J swings in northwest corner	7/20/2011	79
14	9/29/2011	DR GERTRUDE B KELLY PLGD	2	Paved Surfaces	Ankle turn hazard(s) at HBCT expansion joints	adj BBCT.	12/16/2011	78
15	5/2/2011	SUNSHINE PLGD	1	Paved Surfaces	Fall hazard due to	broken steps, main staircase up to PE area	7/9/2011	68
16	5/13/2011	LUTHER GULICK PLGD	2	Sidewalks	Trip hazard due to	damaged flags along Delancy st btw Columbia st & Sheriff st	7/20/2011	68
17	5/13/2011	LUTHER GULICK PLGD	2	Paved Surfaces	Trip hazard due to	hole created by missing B-blocks along Delancy btw Columbia & Sherriff	7/18/2011	66
18	5/25/2011	HESTER ST PLGD	2	Paved Surfaces	Ankle turn hazard(s) in active area due to	cracks at all BBCT's	7/26/2011	62
19	5/25/2011	HESTER ST PLGD	2	Paved Surfaces	Ankle turn hazard(s) at HBCT expansion joints	facing Chrystie	7/26/2011	62
20	5/2/2011	SUNSHINE PLGD	1	Paved Surfaces	Fall hazard due to	broken steps, small stairs adj 101st Street linking picnic table areas	7/1/2011	60
21	10/6/2011	ANIBAL AVILES PLGD	2	Trees	Dangling limb over	path near north entrance to KSWNGs	12/5/2011	60
22	5/25/2011	TOMPKINS SQUARE PARK	2	Safety Surface	Less than 1 sq ft of exposed PS in critical area	under tire swing adj 7th St	7/19/2011	55
23	5/25/2011	HESTER ST PLGD	2	Play Equipment	S-hook(s), chain(s) or hardware worn 1/3	both tire swings	7/19/2011	55
24	5/25/2011	HESTER ST PLGD	2	Graffiti	Profanity	scratched into blue climbing panel	7/19/2011	55
25	5/25/2011	LILLIAN D WALD PLAYGROUND	2	Trees	Large dead limbs above active area	over volleyball court	7/18/2011	54

APPENDIX II

Page 2 of 2

	Date	Site Name	Priority	Feature	Hazard*	Location/Comments	Date Resolved	# Days Elapsed
26	6/1/2011	NEUFELD PLGD	2	Safety Surface	2" Separations	at smaller plgd equip. adj CS	7/22/2011	51
27	1/30/2012	ADVENTURE PLAYGROUND	2	Fences	Protruding sharp edge(s) on	storage hut that is northeast corner of perimeter fencing	3/14/2012	44
28	4/27/2011	SAMUEL N BENNERSON 2ND PLGD	2	Trees	Dangling limb over	animal art	6/7/2011	41
29	5/16/2011	110TH ST & LENOX AVE PLGD	2	Safety Surface	Less than 1 sq ft of exposed PS in critical area	west of play station.	6/23/2011	38
30	7/22/2011	PLGD ONE FIFTY TWO CLII	2	Paved Surfaces	Ankle turn hazard(s) at HBCT expansion joints	due to missing joint fill	8/27/2011	36
31	6/9/2011	FREDERICK DOUGLASS PLGD	2	Benches	Sharp, damaged or splintered slat(s)	bench opposite women's CS	7/12/2011	33
32	6/27/2011	MARTIN F TANAHEY PLAYGROUND	2	Benches	Sharp, damaged or splintered slat(s)	on bleachers behind hockey rink	7/30/2011	33
33	1/5/2012	JACOB JAVITS PLGD	2	Paved Surfaces	Trip hazard due to	deteriorated asphalt at path adj to entrance on Cabrini Blvd.	2/7/2012	33
34	1/5/2012	JACOB JAVITS PLGD	1	Paved Surfaces	Trip hazard due to	deteriorated asphalt at path adj to entrance on Cabrini Blvd.	2/7/2012	33
35	5/13/2011	LUTHER GULICK PLGD	2	Paved Surfaces	Ankle turn hazard(s) at HBCT expansion joints	on two different courts	6/13/2011	31
36	10/11/2011	WEST 186TH ST BASKETBALL COURT	2	Sidewalks	Trip hazard due to	missing/damaged curb at entrance	11/11/2011	31

Note: (**) represents IAs resolved after March 31, 2012.

Inconsistent Categorization of Possible Immediate Attentions

(Descriptions are unaltered from DPR's records and are therefore uncorrected for grammatical and spelling errors)*

Possible IA (Open WO)	Work Order Number	Description*	Property Name	Date Created	# of Days Elapsed As of 6/18/12	Current Status As of 10/26/12
1	508849	UPLIFTED SAFETY SURFACE ALL OVER PLYG	Chelsea Park	7/10/2011	344	Cancelled
2	451645	Repair cut HB CT fence	Chelsea Park	5/16/2011	399	Completed
3	432642	Trip hazard from uplifted SS	Chelsea Park	4/28/2011	417	Completed
4	560754	Repair 6in / 6in in Sw depression along amsterdame ave	Carmansville Playground	1/16/2012	154	Cancelled
5	575140	ReplaceSplintered/RottedBenchSlatsColeman_Feb2012MH	Coleman Playground	2/26/2012	113	Cancelled
6	566641	RepairSWTripHazardColeman_MHFeb2012	Coleman Playground	2/5/2012	134	Cancelled
7	589247	Please repair fence with drop inside park on back path	De Witt Clinton Park	3/31/2012	79	Completed**
8	552542	Repair trip hazard	De Witt Clinton Park	12/15/2011	186	Completed
9	494826	Repair Trip hazard due to sunken ground around metal plate W52st side	De Witt Clinton Park	6/26/2011	358	Completed**
10	464002	repair trip hazard due to large pot hole	De Witt Clinton Park	5/29/2011	386	Completed
11	413971	Trip hazards need cold patch	De Witt Clinton Park	4/10/2011	435	Completed
12	409132	uplifted Safety surface	De Witt Clinton Park	4/6/2011	439	Completed
13	535832	RepairSWTripHazardHamFish_MHOct2011	Hamilton Fish Park	10/16/2011	246	Completed**
14	517420	ReplaceBrokenBenchSlatHamFish_MHAug2011	Hamilton Fish Park	8/8/2011	315	Completed**
15	572101	repair uplifted concrete flags opp. school, carmine st.	James J Walker Park	2/19/2012	120	
16	572108	Repair uplifted concrete flag at B/F entrance adj. to hudson/carmine sts.	James J Walker Park	2/19/2012	120	Completed**
17	551529	Replace 35-5 by/5 cement flags cracked badly	Alexander Hamilton Playground	12/11/2011	190	Cancelled
18	517432	DM 8/8 Inspect and repair 3'x3' sink hole in s/w adjacent to fla pole in Emerson	Inwood Hill Park-Emerson Playground	8/8/2011	315	Cancelled
19	511949	Please repair sink hole at w207 st on side walk	Inwood Hill Park-Emerson Playground	7/20/2011	334	Cancelled
20	572739	Overhead steering wheel pinch hazard	John Jay Park	2/20/2012	119	Completed**
21	469742	repair safety surface mat to resolve 2-inch separation	Madison Square Park-Madison Square Park	6/4/2011	380	Completed**
22	410286	Repair Trip Hazard/Ankle Turn Hazard	Madison Square Park-Madison Square Park	4/7/2011	438	Completed
23	543046	(I)SS-deteriorated jigsaw SS below slides & lift up along edges of same	Morningside Park-Morningside Playground	11/8/2011	223	Cancelled
24	582677	repair sink hole on delancey st side	Luther Gulick Playground	3/18/2012	92	Cancelled
25	566591	repair sink hole in the basketball area	Luther Gulick Playground	2/5/2012	134	Cancelled
26	561003	repair sink hole on the delancey st side	Luther Gulick Playground	1/16/2012	154	Cancelled
27	540325	repair sneak hole in the basketball area	Luther Gulick Playground	10/30/2011	232	
28	535664	repair sneak hole in the basketball area	Luther Gulick Playground	10/16/2011	246	Completed**
29	533978	repair sink hole in basketball area	Luther Gulick Playground	10/9/2011	253	Completed**
30	521367	repair sink hole in the spray shower area	Luther Gulick Playground	8/21/2011	302	Completed**
31	519380	repair sink hole in the shower area	Luther Gulick Playground	8/14/2011	309	Completed**
32	531710	Fill in ankle turn on Hand ball CT	Dr. Gertrude B. Kelly Playground	10/1/2011	261	Cancelled
33	538495	repair pipe rail at 112th st tot lot swing area cautioned off	Riverside Park-Tot Lot One Hundred And Twelve	10/24/2011	238	Completed**
34	546995	repair broken pipe rail fence in swing area	Riverside Park-Tot Lot One Hundred And Sixteen	11/25/2011	206	Completed**
35	575298	Please weld cracked metal on Bridge	Riverside Park-Palisades Playground	2/27/2012	112	Cancelled

APPENDIX III

Page 2 of 4

Possible IA (Open WO)	Work Order Number	Description*	Property Name	Date Created	# of Days Elapsed As of 6/18/12	Current Status As of 10/26/12
36	558746	Replace splintered platforms on play equipment	Carl Schurz Park-Catbird Playground	1/8/2012	162	Completed**
37	552630	Broke metal band, plgd bridge, see photos	Carl Schurz Park-Catbird Playground	12/15/2011	186	Completed**
38	577503	Repair sink hole near shower area	Seward Park	3/4/2012	106	Cancelled
39	554685	Please repair downed/damaged fencing in Playground	Union Square-Union Square	12/23/2011	178	Completed
40	519377	repair trip hazard around safety surface area	Sara D Roosevelt Park-Rivington St Plygrd	8/14/2011	309	Completed**
41	437049	Heavy Duty Crew- Fill large sink hole- see comments	Sara D Roosevelt Park-The Lion's Playground	5/1/2011	414	Cancelled
42	553452	repair sink hole near the fire box area	Sara D Roosevelt Park-Hester St Plygrd	12/18/2011	183	Cancelled
43	533977	repair sink hole in the walkway area	Sara D Roosevelt Park-Hester St Plygrd	10/9/2011	253	Completed**
44	532119	repair trip hazard near the slide area	Sara D Roosevelt Park-Hester St Plygrd	10/2/2011	260	Completed**
45	530222	repair trip hazard near the slide area	Sara D Roosevelt Park-Hester St Plygrd	9/25/2011	267	Completed**
46	572702	cut off long bolts under the cladder bridge hazard	William McCray Playground	2/20/2012	119	Completed**
47	577381	please secure wheel on k p/e	James Weldon Johnson Playground	3/3/2012	107	Completed**
48	559218	please replace broken and splintered bench slats	James Weldon Johnson Playground	1/10/2012	160	Completed**
49	419473	trip hazard due to deteriorating sidewalk	James Weldon Johnson Playground	4/16/2011	429	Completed**
50	582682	repair sink hole near the school sign area	Captain Jacob Joseph Playground	3/18/2012	92	Completed**
51	446932	Please repair sneak hole leading to 4ft drop	Bill Bojangles Robinson Playground	5/12/2011	403	Completed**
52	560821	(I)SS- Replace missing SS under K swings 5 full sections some	White Playground	1/16/2012	154	Cancelled
53	547419	Replace worn s hooks and damaged j swings	White Playground	11/27/2011	204	Completed**
54	522027	please fill 2in cracks s/w 106th st side	White Playground	8/23/2011	300	Completed**
55	560308	Repair trip Hazard w45 st sidewalk adj entrance	Matthews/Palmer Playground	1/14/2012	156	Completed
56	560310	repair trip hazard inside park	Matthews -Palmer Playground	1/14/2012	156	
57	472079	Fix trip hazard from uplifted SS	Matthews -Palmer Playground	6/5/2011	379	
58	439735	Trip hazard on ground next to BB ct hoop adj w46st	Matthews -Palmer Playground	5/4/2011	411	Completed**
59	562743	Splintered/Jagged/Rotted wood game table top	Asser Levy Playground	1/24/2012	146	Cancelled
60	531214	steel exposed on plat equipment ladder	Baruch Playground	9/29/2011	263	Completed**
61	579539	please secure wheels on k p/e	Peter Minuit Park	3/8/2012	102	Completed**
62	518684	please tighten wheel on j play equipment	Peter Minuit Park	8/11/2011	312	
63	528528	multi... trip hazards..pics attached..please repair	Marx Brothers Playground	9/18/2011	274	Cancelled
64	516613	(I)TC- 2-3in depressions center of feild(Astro -Turf)	Marx Brothers Playground	8/4/2011	319	Cancelled
65	583727	Asphalt to right of entrance gate 135st entrance-missing	Abraham Lincoln Playground	3/20/2012	90	Completed**
66	547033	please level area by checker table trip hazard	Abraham Lincoln Playground	11/25/2011	206	Completed**
67	582704	RepairTripHazardsSoccerArea_AISmith_MHMar2012	Alfred E. Smith Playground	3/18/2012	92	Cancelled
68	536906	ReplacedBrokenBridgePlank_AISmith_MHOct2011	Alfred E. Smith Playground	10/20/2011	242	Completed
69	532122	repair sink hole near gate area	Sidney Hillman Playground	10/2/2011	260	Completed**
70	526830	repair sink hole in the basket ball area	Sidney Hillman Playground	9/11/2011	281	Completed**

APPENDIX III

Page 3 of 4

Possible IA (Open WO)	Work Order Number	Description*	Property Name	Date Created	# of Days Elapsed As of 6/18/12	Current Status As of 10/26/12
71	547442	OMP ID#-52927 remove Pipe 3in on 114st in lawn	Martin Luther King Playground	11/27/2011	204	Cancelled
72	410178	asphalt is rising around jr swings causing tripping hazard	Anibal Aviles Playground	4/7/2011	438	Cancelled
73	560878	(I)SK- Full bbct behind PLGD / PS is cracked & uplifting !!	Playground one Twenty Five CXXV	1/16/2012	154	Cancelled
74	432635	brkn cement patch w hole in handballcourt @ 125th st. plgd	Ps 125 Playground-HANDBALL	4/28/2011	417	Cancelled
75	521846	RepairTripHazardsTanahey_Aug2011MH	Tanahey Playground	8/22/2011	301	Completed**
76	523129	please cover exposed metal on safety surface	Alice Kornegay Triangle	8/26/2011	297	Completed**
77	523120	please fill 2in spaces safety surface	Mae Grant Playground	8/26/2011	297	Completed**
78	579186	please fill 2in space sidewalk 104th st side	Blake Hobbs Playground	3/7/2012	103	Completed**
79	561790	please check and repair s/s 2in space multi areas	Blake Hobbs Playground	1/19/2012	151	Completed**
80	560776	12ft -2in gap open in SS / secure corner end cap/2-plugs	Blake Hobbs Playground	1/16/2012	154	Completed**
81	532697	pls fill w expansion joint 2 in. spaces sidewalk 104th st side	Blake Hobbs Playground	10/4/2011	258	Completed**
82	453191	volley ball pole sticking up 12 to 16 inch loose	Blake Hobbs Playground	5/17/2011	398	Completed**
83	512792	child swing missing bolts. caution taped off	Frederick Douglass Playground	7/23/2011	331	Cancelled
84	589259	Repair trip hazard adj. entr due to up lifted concrete flag	Gutenberg Playground	3/31/2012	79	Completed**
85	589261	Repair Trip hazard adj. brucker box/Handball ct	Gutenberg Playground	3/31/2012	79	Completed**
86	560316	remove uplifted metal around tree	Gutenberg Playground	1/14/2012	156	Completed
87	440101	plse repair trip hazard due to separating seams (Astro Turf)	Wagner Playground	5/5/2011	410	Cancelled
88	432909	please replace missing safety surface critical area	Poor Richards Playground	4/28/2011	417	Completed**
89	408737	cement slab missing trip hazard	Poor Richards Playground	4/5/2011	440	Cancelled
90	458788	child swing is broken. child can fall out.	Bloomindale Playground	5/23/2011	392	Cancelled
91	583857	OMP-ID# 54593 ADJ to PE 2in gaps in SS Please fill	P.S. 155 Playground	3/20/2012	90	Cancelled
92	571667	2in space s/s j p/e	P.S. 155 Playground	2/18/2012	121	Cancelled
93	547222	please fill 2 in cracks mppa	P.S. 155 Playground	11/26/2011	205	Cancelled
94	452857	reset 6 sections of SS floated away with heavy rains	P.S. 155 Playground	5/17/2011	398	Completed**
95	452856	Fill in gaps SS - 2in by 12 ft	P.S. 155 Playground	5/17/2011	398	Completed**
96	410215	2 and a half inch gaps in safety surface by play equipment	P.S. 155 Playground	4/7/2011	438	Completed**
97	564490	CleanGraffitiedProfanityPGdBench_MHJan2012	Nathan Straus Playground	1/29/2012	141	Cancelled
98	551692	repair sink hole near the gate	Nathan Straus Playground	12/11/2011	190	Cancelled
99	526832	repair sink hole in the baseball area	Nathan Straus Playground	9/11/2011	281	Cancelled
100	587738	pls repair 3-4 ft depression in astro turf by decorative art lady bug	Eugene McCabe Field	3/27/2012	83	Cancelled
101	575738	please level exposed metal by lady bug by fence	Eugene McCabe Field	2/28/2012	111	Completed**
102	523117	exposed metal by fence close to decorative art park ave side	Eugene McCabe Field	8/26/2011	297	Completed
103	523108	please fill cracks 2-3in space (sidewalk) 121st side	Eugene McCabe Field	8/26/2011	297	Completed**
104	516031	trip hazard flat bar sticking up (cold patch) maybe center of field inside fence	Eugene McCabe Field	8/2/2011	321	
105	516025	trip hazard	Eugene McCabe Field	8/2/2011	321	Cancelled
106	452520	please repair 3-6in depression by decorative lady bug	Eugene McCabe Field	5/17/2011	398	Cancelled
107	410196	(I)TC- 6ft +6ft/ 4 to5 inch deep depression on west side	Eugene McCabe Field	4/7/2011	438	Cancelled
108	548085	PLEASE FILL IN GAPS ON SAFETY SURFACE - 2" OR MORE	Sol Bloom Playground	11/29/2011	202	Cancelled

APPENDIX III

Page 4 of 4

Possible IA (Open WO)	Work Order Number	Description*	Property Name	Date Created	# of Days Elapsed As of 6/18/12	Current Status As of 10/26/12
109	553522	^ up lifted cement flag 5ft length in HBCTS	Renaissance Playground	12/19/2011	182	Completed
110	577658	Cover exposed metal in tree pit area adj. spiral slide	Clement Clarke Moore Park	3/4/2012	106	Completed
111	409384	Uplifted S/S with gaps that need filling	Clement Clarke Moore Park	4/6/2011	439	Cancelled
112	586768	missing wooding plank on bridge 3/23	Dry Dock Playground	3/26/2012	84	Completed**
113	531213	electric wires exposed on light along E 10 th st	Dry Dock Playground	9/29/2011	263	Completed**
114	583027	Replace damaged and up lifting cement flags # 12	Wagner Pool-Othmar Ammann Plygrnd	3/19/2012	91	Completed**
115	576864	pls repair uplifted concrete flag/ deteriorated asphalt 1st ave side	Wagner Pool-Othmar Ammann Plygrd	3/2/2012	108	Completed**
116	574697	Repair ground with exposed metal due to deterioration	Hell's Kitchen Park	2/25/2012	114	Completed**
117	550434	trip hazard due to removal of play equipment s/s	Dr. Ronald E. McNair Playground	12/7/2011	194	Completed**
118	564812	Pinch hazard on overhead steering wheel	Asphalt Green	1/30/2012	140	Completed**
119	562750	Repair pinch hazard on overhead steering wheels	Asphalt Green	1/24/2012	146	Completed**

Note: (**) represents work orders completed prior to June 18, 2012



Liam Kavanagh
First Deputy Commissioner

T 212.360.1307
F 212.360.1347

E liam.kavanagh@parks.nyc.gov

ADDENDUM
Page 1 of 4

City of New York
Parks & Recreation

The Arsenal
Central Park
New York, NY 10065
www.nyc.gov/parks

January 29, 2013

Ms. Tina Kim
Deputy Comptroller for Audit
The City of New York
Office of the Comptroller
1 Centre Street, New York, NY 10007

Re: Audit Report on the Maintenance and Repairs of the City's Playgrounds by the Department of Parks and Recreation: the Bronx (7R13-068A); Brooklyn (7R13-066A); Manhattan (7R13-120A); Queens (7R12-142A); Staten Island (7R13-167A).

Dear Deputy Comptroller Kim:

Thank you for the opportunity to review and respond to the above referenced Draft Audit Reports. The New York City Department of Parks & Recreation ("Parks") is pleased that the reports found that the Parks Maintenance & Operations Division ("M&O") resolved a vast number of complicated and diverse work orders generated. At the time the preliminary draft reports were issued for all boroughs, 87.9% of work orders issued for playgrounds were completed. As of January 24, 2013, that number has risen to 97.2%. The reports also raised some important issues regarding the maintenance and repair of the City's playgrounds, which we appreciate. However, we disagree with several findings in the reports regarding how Parks manages its maintenance program and its work orders.

Parks M&O organizes its work orders carefully and takes the necessary steps to ensure that they are resolved. All work orders are prioritized by considering factors such as the nature of the condition, the severity of the work order, the availability of material resources and skilled labor, and the weather conditions. This gives us the flexibility to address critical safety and functional issues as they emerge, while balancing seasonal maintenance requirements and valid requests that are of a lower priority. However, the reports still cited that Parks failed to properly complete some work orders within a timeframe that was arbitrarily created by the auditors. Parks does not understand why the report continues to reference a 30 day timeframe as a benchmark when we have clearly explained that the timeframe only applies to our Immediate Attention ("IAs") identified by our Parks Inspection Program ("PIP") Inspectors. We share the reports' sentiment that all work orders should be corrected as soon as possible and prioritized by importance, and believe that we have managed this important and complicated workload in a time-sensitive manner, particularly considering the magnitude of work orders generated **(22,194)** for the audit period and completed **(21,569)** as of January 24, 2013.

The reports do not acknowledge the complexity of the workload nor the decision-making processes and procedures taken to ensure that the most important or critical work orders are prioritized and completed in a timely fashion. Indeed, the wide variety of work orders may include the following: plumbing, sidewalk repair, safety surface, play equipment, forestry, fencing, paved surfaces, mason work, etc. Therefore, we disagree with the way in which the information is presented. We agree that a formal review process for all open work orders would ensure that all requests are managed appropriately. However, we strongly

disagree with the finding that Parks did not resolve work orders in a timely manner. At the time the preliminary draft reports were issued for all boroughs, 88% of work orders were completed (18,600), and 87% of those completed work orders were closed out within 90-Days (16,099).

The reports also cited some work orders that are described by the auditors as hazardous conditions. Therefore, the reports contend that Parks should have treated these work orders as IAs, and resolved them within 30 days. As discussed with the audit staff, IAs are issued by OMP inspectors through PIP inspections, are tracked closely through the Daily Immediate Attention system and are expected to be closed within 30 days. We understand that many of the work orders may sound similar to IAs as written up by M&O staff, but the Borough Supervisor of Trades and/or the Deputy Chief of Operations make the determination of the severity of the work order, the hazardous nature of the condition, and the scheduling of repair work. They are familiar with both the Agency's safety and performance standards and prioritize work requests that rise to the level of an IA. However, Parks continues to issue work orders for conditions that need repair, fixes them as soon as possible, and closes them out in the Parks' Asset Management Parks System ("AMPS"). In addition, mobile handheld devices will be further integrated into our regular inspection process to allow M&O staff to issue work orders in the field and facilitate tracking of conditions reported.

Indeed, in FY12, 92 percent of playground safety surfaces and 92 percent of playground equipment were acceptable upon inspection. This underscores the fact that our well-planned procedures for timely addressing these issues are working.

We thank the Office of the Comptroller for your audit. In addition, upon careful review of Parks operations and the recommendation in the report, we believe that current and action underway already address the issues raised. Our responses to the report recommendations are attached.

Sincerely,



Liam Kavanagh
First Deputy Commissioner

cc: Veronica M. White, Commissioner
Robert Garafola, Deputy Commissioner for Management and Budget
David Stark, Assistant Commissioner for Budget
Frank D'Ercola, Deputy Chief Fiscal Officer
David Cerron, Chief Accountant
Jun Lee, Director, Operations and Management Planning
Vincent Liguori, Director, Financial Audit

Response to Recommendations for the Bronx (7R13-068A); Brooklyn (7R13-066A); Manhattan (7R13-120A); Queens (7R12-142A); Staten Island (7R13-167A).

Response to Section Recommendation 1: Implement standards to ensure that supervisory inspections adhere to PIP standards for remediating IA conditions.

IAs are only issued by specially trained and skilled Parks Inspectors. Parks will continue to treat conditions discovered by M&O field staff supervision with the same gravity as those found by PIP Inspectors. The Borough Supervisor of Trades and/or the Deputy Chief of Operations make the determination of the severity of the work order, the hazardous nature of the condition, and the scheduling of repair work. In addition, a new mobile handheld inspection module is being implemented in AMPS to enhance inspections for M&O. This will allow Parks supervisors to conduct field inspections on their mobile hand held devices, which will enhance the management of IA conditions. Supervisors will also continue to identify conditions using the same language and standards as per the PIP program.

Response to Section Recommendation 2: Remediate all work orders with hazardous conditions within 30 days.

Parks has a system in place to manage and monitor IAs, which ensures that all IAs are properly resolved within a specified timeframe. Please see the response to Recommendation 3, below, for further details. However, Parks continuously close out any work orders within a reasonable time frame. If a work order is considered hazardous, Parks will ensure the work is done as soon as possible, and minimally, the area will be made safe for the general public.

Response to Section Recommendation 3: Ensure that IAs are resolved within 30 days.

Parks policy is to resolve all IAs within 30 days and will continue to monitor and follow-up on all conditions that are hazardous. In order to ensure IAs are resolved promptly, we currently have the Daily Immediate Attention ("DIA") System that manages and monitors the number of IAs as well as the resolution of these hazards. In order to ensure proper resolution of an IA, only authorized staff members can resolve an IA with the required upload of pictures as documentation of corrected hazards. For quality assurance, we also have in place a follow-up review process that takes a sample of IAs resolved to *further* ensure these hazards are properly corrected. In addition, IAs identified are emailed to operations managers the same day to alert them of any items identified. Lastly, there are bi-weekly reports and analyses on IAs that are reported to the Borough Chief of Operations.

Response to Section Recommendation 4: Categorize work order repair types and assign specific timeframes for remediating repairs in each category.

Parks does categorize work orders, but it is based on the Borough Supervisor of Trades and/or the Deputy Chief of Operations to prioritize work orders and schedule the repair work. Furthermore, work order timeframes may also be dependent on capital work being scheduled and may result in extended periods for completion.

Response to Section Recommendation 5: Categorize conditions identified by District Supervisors using the same criteria used by the PIP inspectors.

A new mobile handheld inspection module is being implemented in AMPS to enhance inspections for M&O. This will allow Parks supervisors to conduct field inspections on their mobile hand held devices. Further, they will use standards to conduct these inspections from the **PIP** manual. Supervisors will also continue to identify conditions using the same language and standards as per the PIP program.

Response to Section Recommendation 6: Monitor open work orders that are identified as hazardous and resolve them promptly.

All Supervisors have the ability to view work orders identified as being a hazardous condition and can ascertain the age of any work order generated. Parks will continue to resolve these issues as promptly as situations allow.

Response to Section Recommendation 7: Regularly monitor the status of open work orders and update them in AMPS.

As the auditors are aware, in a number of instances work order conditions were corrected but their status in AMPS was not updated. As a result, District Supervision will be advised to assess the state of open work on a monthly basis, and make any required updates. Furthermore, the Borough Supervisor of Trades and/or the Deputy Chief of Operations prioritize repair work orders, depending on the nature of the work order, the hazardous nature of the condition, and the scheduling of repair work.

Response to Section Recommendation 8: Follow up on work requests to ensure they have been processed.

District Supervision will be advised to assess the state of work that needs to be done on a monthly basis, and follow up with the appropriate parties in order to complete the work orders.

Response to Section Recommendation 9: Install an edit check program in AMPS to ensure that proper dates are entered.

There is no need for an edit check to ensure proper dates are entered. When a work order is created a date is entered by the system. There are times that work was completed, prior to a work order created in the AMPS system, but these work orders were closed out later. In addition, these transactions make up a very small percentage of the overall number of work orders created in the system.

Response to Section Recommendation 10: Create work orders in AMPS before the repairs are completed.

With improvements to the AMPS handheld devices currently being implemented, trades workers will have the ability to create work orders in the field as necessary. Emergency situations will occasionally arise in the field, and emergency work will continue to be done in a timely nature regardless of the creation of a formal work request/order if the severity of the work dictates.