December 14, 2011

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Councilman, District 8

Elisa Chan
Councilwoman, District 9

Carlton Soules
Councilman, District 10

SUBJECT: Audit Report of the Parks and Recreation Department's Maintenance of City Parks

Mayor and Council Members:

We are pleased to send you the audit report of the Parks and Recreation Department's Maintenance of City Parks. This audit began in April 2011 and concluded with an exit meeting with department management in November 2011. Management's verbatim response is included in Appendix B of the report. The Parks and Recreation Department should be commended for its cooperation and assistance during this audit.

The Office of the City Auditor is available to discuss this report with you individually at your convenience.

Respectfully submitted,

Kevin W. Barthold, CPA, CIA, CISA
Acting City Auditor
City of San Antonio
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Ben Gorzell, Chief Financial Officer
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CITY OF SAN ANTONIO

OFFICE OF THE CITY AUDITOR

Audit of the Parks and Recreation Department’s Maintenance of City Parks

Project No. AU11-009

December 14, 2011

Kevin Barthold, CPA, CIA, CISA
Acting City Auditor
Executive Summary

As part of our annual Audit Plan approved by City Council, we conducted an audit of the San Antonio Parks and Recreation (SAPR) Department's maintenance programs at City parks. The audit objective, conclusion, and recommendations follow:

The objective of this audit was to determine if maintenance at City Parks is consistent with the Parks and Recreation Strategic Plan and policies.

Overall, maintenance at City parks performed by the Parks and Recreation Department is consistent with its Strategic Plan and policies. Park maintenance appeared adequate based on the completeness of work orders reviewed and random physical park observations performed on several parks throughout each City sector. Additionally, inspections occurred at City playgrounds at least once annually as recommended by federal guidelines and, in some instances, were inspected multiple times throughout the year, which goes beyond the federal recommendation.

However, Parks and Recreation management does not track maintenance efforts performed by staff on a daily basis. We also identified untimely completion of park repairs, as several work orders were not completed within the Department’s servicing timetable. Finally, we noted work orders were not consistently signed off by a supervisor.

We recommend the Director of Parks and Recreation:

- Develop a process that allows management to effectively monitor maintenance crew efforts on a consistent basis.
- Develop the controls necessary to ensure work orders are initiated and performed in a timely manner and completed work orders are signed off by supervisors.

Other matters noted:

As noted above, Parks and Recreation is diligently inspecting and performing the necessary repairs to its playgrounds. We randomly tested twenty-five playgrounds to ensure they were inspected at least once on an annual basis as recommended by federal guidelines. We noted that all twenty-five playgrounds were inspected three times annually. Additionally, all repairs identified from the inspections were corrected timely and signed off by a supervisor.
We tested SAPR’s Service Level Evaluation (SLE) performance measure, which states SAPR will achieve an average score of 80% on all SLE’s combined. We concluded that SAPR did in fact achieve the 80% score; however, after reviewing the SLE’s, we identified mathematical inaccuracies and incomplete SLE’s. Although these issues did not effect the accuracy of the score reported this fiscal year, SAPR should develop a process to correct these issues to ensure accurate reporting.

Parks and Recreation Management’s verbatim response is in Appendix B on page 7.
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Background

The San Antonio Parks and Recreation (SAPR) Department operates the City’s recreations and cultural programs and maintains 236 City-owned parks including swimming pools, gymnasiums, cemeteries, sports facilities, and recreation centers along with the Botanical Garden and Conservatory. The Department is responsible for maintenance of 14,312 acres of parkland, including 118 miles of walking, hiking, and biking trails.

The City currently adheres to its Strategic Plan that addresses the needs of users in this era of accelerating growth, changing demographics, and diverse citizen needs. The Strategic Plan inventories existing SAPR facilities and programs, assesses community needs, and summarizes priorities thru the year 2015.

The mission of SAPR is to develop and maintain a balanced, safe, and easily accessible system of exceptional parks, facilities, programs, and services to improve the quality of life for all. SAPR aims to provide exceptional parks and facilities through the daily repair and maintenance of City parks.

To help accomplish its mission, SAPR employs a Clean and Green team and a Park Operations team to perform the required maintenance of City Parks. The Clean and Green team provides daily park maintenance based on utilization. Currently, each park is categorized as level A, B or C. Parks categorized level A are considered highly utilized and are maintained on a daily basis. Parks categorized B or C are not utilized as often and are maintained every other week or as needed. The Clean and Green team consists of six maintenance crews that are divided into six sectors of the City. Each team is responsible for parks within their specified sector.

The Park Operations team performs park repairs, which are initiated by calls from citizens or parks staff with knowledge of needed park maintenance. The Park Operations team then prepares a work order for each repair request. Work orders are prioritized by the risk to public safety. Teams consist of specialized crews that provide repair services to all city Parks. The teams specialize in carpentry, heavy construction, welding, HVAC, electrical, plumbing, irrigation, playgrounds, swimming pools, and painting.

The City incurred $23.9 million in park maintenance related expenditures in Fiscal Year 2010. For October thru March of Fiscal Year 2011, the City has incurred $14.3 million in maintenance related expenditures.
Audit Scope and Methodology

The audit scope included Parks and Recreation’s maintenance and repair operations for fiscal year 2010 thru March 2011.

We interviewed personnel from the San Antonio Parks and Recreation (SAPR) Department’s Operations and Facilities, Warehouse, and Supply Divisions. We observed processes and reviewed relevant documentation, such as the SAPR System Strategic Plan 2006 thru 2015, written SAPR policies and procedures, and the Public Playground Safety Handbook\(^1\), to obtain an understanding of the maintenance operations.

We reviewed computer-processed data in the Municipal Accounts Receivable and Receipts (MARR) system to determine timeliness of completed work orders. We performed direct tests on the data rather than evaluate the system’s general and application controls. We do not believe that the absence of testing general and application controls had an effect on the results of our audit.

We performed unannounced observations of the maintenance crews at various City parks throughout each sector. We also haphazardly selected twenty-five parks with playgrounds to ensure appropriate performance of inspections as recommended by the Public Playground Safety Handbook. Additionally, we followed up on work orders initiated for repairs noted during the inspection.

We reviewed all work orders initiated from Fiscal Year 2010 thru March 2011 (approximately 11,000) to determine if they were completed timely. Work orders are categorized by priority and must be completed within a certain time. In addition, we randomly selected twenty-five of these work orders to verify appropriate supervisor approval.

Finally, we reviewed and recalculated all Service Level Evaluations\(^2\) to ensure SAPR achieved its performance measure goal. SAPR strives to achieve an average score of 80% or higher on all service level evaluations combined.

We conducted this audit from April 2011 to October 2011 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 audit results and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable

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\(^1\) The handbook is published by the U.S Consumer Product Safety Commission and includes technical safety guidelines for designing, constructing, operating, and maintaining public playgrounds.
\(^2\) Service Level Evaluations are performed by Park Liaisons to evaluate minimum standards regarding parks facility maintenance. The parks are evaluated on presentation of the grounds, bathrooms, and athletic fields.
basis for our audit results and conclusions based on our audit objectives. Our audit included tests of management controls that we considered necessary under the circumstances.
Audit Results and Recommendations

A. Supervisor Monitoring of Maintenance Crews

San Antonio Parks and Recreation (SAPR) management does not track maintenance crew efforts on a daily basis. Maintenance staff is supposed to maintain and complete a daily Vehicle/Cushman Log, which documents maintenance work performed, mileage traveled between parks, and hours taken to complete park maintenance. Per SAPR Policies and Procedures, these logs are to be maintained and given to the supervisor before the close of business on Friday of every week. Beginning in January 2010, the Clean and Green team began supervising the daily park maintenance. Due to this transition, the Vehicle/Cushman log was not a priority and subsequently not maintained. The logs are an effective management tool that provides for staff accountability while monitoring their proficiency and ability to perform the operations on a daily basis.

Recommendation:
We recommend the Director of SAPR develop a process that allows management to effectively monitor maintenance crew efforts on a consistent basis.

B. Work Order Timeliness and Approval

SAPR does not complete work orders for park repairs timely. Specifically, we tested the timeliness of work orders categorized by priority\(^3\). The assignment of priorities to work orders is based on the risk to public safety. During our testing, we noted the following results:

<table>
<thead>
<tr>
<th>Priority Given</th>
<th>Number of Work Orders not Completed Timely</th>
<th>Total Work Orders by Priority</th>
<th>% not Completed Timely</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>1,122</td>
<td>1,964</td>
<td>57%</td>
</tr>
<tr>
<td>2</td>
<td>2,851</td>
<td>6,966</td>
<td>41%</td>
</tr>
<tr>
<td>3</td>
<td>253</td>
<td>805</td>
<td>31%</td>
</tr>
</tbody>
</table>

We noted an additional 454 work orders that had no completion date, therefore, timeliness could not be determined. We also noted that a supervisor did not properly sign off on sixteen out of twenty-five work orders tested. SAPR policies and procedures state that priorities should be given to work orders based on risk

\(^3\) Priorities given to work orders are defined by the number of days a repair must be completed.
Priority 1 – Next business day
Priority 2 – Within the next 5 business days
Priority 3 - Within the next 20 business days
to public safety and provide guidelines to determine priority for the different types of repairs. Additionally, based on a walkthrough of the work order process, a supervisor is required to sign off on completed work orders. After discussing these work orders with management, it was discussed that some of the work orders were completed timely but not populated into the system of record upon completion and others were not completed timely. As a result, public safety and the presentation of City parks could be compromised.

**Recommendation:**
We recommend the Director of SAPR develop the controls necessary to ensure work orders are initiated and performed in a timely manner and completed work orders are signed off by supervisors.
Appendix A – Staff Acknowledgement

Andre DeLeon, CPA, Audit Manager
Danny Zuniga, CPA, CIA, Auditor-in-Charge
Claudia Pena, Auditor
Appendix B – Management Response

December 2, 2011

Kevin W. Barthold, CPA, CIA, CISA
Acting City Auditor
San Antonio, Texas

RE: Management’s Corrective Action Plan for the Parks and Recreation Maintenance Audit

The Parks and Recreation Department has reviewed the audit report and has developed the Corrective Action Plans below corresponding to report recommendations.

<table>
<thead>
<tr>
<th>#</th>
<th>Description</th>
<th>Audit Report Page</th>
<th>Accept, Partially Accept, Decline</th>
<th>Responsible Person’s Name/Title</th>
<th>Completion Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>Supervisor Monitoring of Maintenance Crews</td>
<td>4</td>
<td>Accept</td>
<td>Krystal Strong, Parks &amp; Recreation Manager</td>
<td>01/31/12</td>
</tr>
<tr>
<td></td>
<td>Recommendation</td>
<td></td>
<td></td>
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<td>The Director of SAPR should develop a process that allows management to</td>
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<td></td>
<td>effectively monitor maintenance crew efforts on a consistent basis.</td>
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</tbody>
</table>

Action plan:
Effective January 10, 2010, the Clean and Green Division became responsible for overall park sanitation. As part of the transition from operating in silos to the current integrated approach, Clean and Green reviewed antiquated operating procedures and updated them to match current work efforts. These procedures include a work journal and reporting process that is being piloted to determine effectiveness. Prior to the completion date, the new procedures may be edited accordingly and finalized for full Division implementation. The final standard operating procedure will allow Clean and Green Supervisors expanded review of crew efforts on a consistent basis.

| B  | Work Order Timeliness and Approval                                          | 4, 5              | Accept                            | Ramon Mendez, Parks Operations Manager                          | 01/31/12        |
|    | Recommendation                                                               |                   |                                   |                                                                  |                 |
|    | The Director of SAPR should develop the controls necessary to ensure work   |                   |                                   |                                                                  |                 |
|    | orders are initiated and performed in a timely manner and completed work    |                   |                                   |                                                                  |                 |
|    | orders are signed off by supervisors.                                        |                   |                                   |                                                                  |                 |
Recommendation

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**Action plan:**

A work order management policy is in place in support of the established Service Level Agreements (SLAs) required under the City’s Customer Relationship Management (CRM) initiative. Effective September 6, 2011, the Department’s SAP Work Order Management process was incorporated within the CRM environment to provide an integrated approach to the way service requests are initiated and related work orders generated. This dynamic service delivery model efficiently and effectively facilitates these processes utilizing pre-defined criteria to automatically generate work orders and establish SLA timelines. CRM plays a critical role in establishing further controls beyond requiring supervisory signature, which the Department continues to do. Mitigating controls have already been implemented within this new environment allowing for multiple levels of managerial and Director’s Office review. Additionally, further controls are in place to ensure the integrity of the system. For example, the ability to suspend SLA timelines is a limited role and approval is given only by the Department’s Executive Team members.

Current work order process protocols will be reinforced through CRM reporting to ensure these activities are appropriate, consistent, comprehensive, and documented. Finally, the CRM system is allowing the department to work collectively toward contributing to the City’s CRM goal of 65% SLA attainment.

We are committed to addressing the recommendations in the audit report and the plan of actions presented above.

Sincerely,

Xavier Urrutia  
Director  
Parks and Recreation Department

[Signature]

12/06/14 Date

Ed Belmares  
Assistant City Manager  
City Manager’s Office

[Signature]

12/06/14 Date