



# REPORT

## THE CITY OF SAN DIEGO TO THE PARK AND RECREATION BOARD

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DATE ISSUED: November 20, 2014 REPORT NO: 203

ATTENTION: Park and Recreation Board

SUBJECT: Playground Maintenance Program

REFERENCE: City Auditor Report: Performance Audit of the Park and Recreation Department's Playground Maintenance Program (July 2013)

### SUMMARY

Issue – This report provides the Board with an update on the Department's Playground Inspection Program and Park Playground Condition Assessments.

Director's Recommendation – This is an information item.

Other Recommendations – None.

Fiscal Impact – Not applicable.

Water and Energy Conservation Status – Not applicable.

Environmental – This activity will not result in a direct or reasonably foreseeable indirect physical change in the environment, and is therefore not subject to CEQA pursuant to State CEQA Guidelines Section 15060(c) (2).

### REQUESTED ACTION:

None. This is an information item only.

### BACKGROUND:

During the City Council meeting of June 10, 2014, the Council directed staff to provide a status report on the Park and Recreation Department's Playground Maintenance Program. This report discusses efforts made by the Department to improve playground maintenance and inspection practices and provides an update of Department efforts to address various recommendations made by the Office of the City Auditor from its July 2013 report.

## DISCUSSION:

The July 2013 audit (see Attachment 1) identified three major findings related to the Department's Playground Maintenance Program. These items are:

1. Implement enhanced oversight of the playground inspection process
2. Create clearer performance standards related to playground inspection and repair to assess playground maintenance operations
3. Conduct a comprehensive and accurate assessment of playground equipment

The Office of the City Auditor provided several recommendations under each of these three broad findings. Since the June 2014 Council meeting, Department staff have made strides toward implementing each of the City Auditor's recommendations. This report provides a status update on each and defines key concepts. Playground inspections are conducted routinely (daily, biweekly, quarterly) to ensure safe maintenance practices and to identify hazards. Condition assessments are conducted every five years to evaluate age, play value, need for replacement, and accessibility.

### **Finding 1: Enhanced Oversight of the Playground Inspection Process**

To improve oversight of the playground inspection process, the Office of the City Auditor recommends that the Department: (1) train staff again on the policies and procedures for correctly completing the weekly playground safety inspection form and (2) standardize a playground inspection review process by requiring supervisors to visit playground sites and complete a written safety inspection form at least biweekly.

The Department currently inspects playgrounds on a daily basis. To implement the above two recommendations, as of October 2014, the Department has:

- Sent several employees to the California Parks and Recreation Society (CPRS) Certified Playground Safety Inspector (CPSI) training in March and May 2014 (nine [9] employees are currently CPSI's within the Department).
  - This training will be provided every three (3) years as the Department recertifies/certifies Playground Safety Inspectors
  - Staff will conduct tailgates annually
- Defined two tiers of inspections – high frequency and low frequency – as follows:
  - High frequency inspections are conducted by on-site and supervisory staff to identify and address basic safety considerations
    - High frequency inspection forms already exist and have been used by the Department for years (see Attachment 2)
  - Low frequency inspections entail a more comprehensive look at the playground equipment; this requires the supervisor and maintenance staff to inspect the equipment at the same time, providing additional opportunity for maintenance staff to be trained on technical aspects of playground inspections

- Developed new low frequency forms (see Attachment 3) and annual certified inspection forms (see Attachment 4) to be used by different classifications as recommended by CPRS, including:
  - On-site maintenance workers (visual high frequency inspection, every workday)
  - Supervisors of on-site maintenance workers (written high frequency inspection, biweekly)
  - Supervisors of on-site maintenance workers (written low frequency inspection, quarterly)
  - Department CPSI staff (written low frequency inspection, annually)
- Updated training materials based on the new playground inspection forms.
- Conducted a large-scale, lecture-style training session for all supervisors at the October 2014 supervisory meeting.
- Created a “hands-on” training course to be conducted by Department CPSI staff immediately after the October 2014 supervisory meeting to allow staff to practice playground inspections in the park system.

**Finding 2: Performance Standards Related to Playground Inspection and Repair**

To assess playground maintenance operations, the Office of the City Auditor found that the Department should create clearer performance standards associated with playground inspection and repair by (1) clearly defining a “response,” (2) determining which division staff (onsite or specialized maintenance staff) is responsible for meeting the designated timelines, (3) defining playground equipment categories for repair, and (4) developing a guideline to explain the types of repairs considered “emergency” and “non-safety.”

To implement these four recommendations, as of November 2014, the Department has:

- Defined roles as follows:
  - Onsite staff includes Grounds Maintenance Workers, Recreation Center Directors, Area Managers, and others who provide daily maintenance of a park site within any of the Department’s five operating divisions.
  - Citywide Park Maintenance staff is a specialized work unit located in the Developed Regional Parks Division that maintains and repairs certain types of items within the park system, such as trees, aquatic features, turf mowing, and playgrounds. This group has a Playground Unit as well as an Intake Unit that receives service requests via the computer module Manager Plus.
  - Asset Management manages the Department’s inventory of park assets and capital improvement projects, including playgrounds. Park designers from this unit will assist both Onsite and Citywide Park Maintenance staff to identify and remedy playground concerns.

- Separated “small/minor” vs. “major” playground categories for repair as follows:
  - Equipment hardware that is readily available (i.e. S hooks, chain links, clevis, shackles, or other connecting fasteners) to Citywide Park Maintenance staff for repair is “small/minor” in category.
  - Equipment hardware not readily available (i.e. assembly parts specific to manufacture) to Citywide Park Maintenance staff or work that would require an outside vendor to do would be considered “major” in category.
- Defined hazard priority levels “emergency” and “non-safety” based on three factors:
  1. Possibility – the likelihood that users would come in contact with the hazard (in other words, answering “yes” to any of the below questions constitutes a possibility). Is the hazard:
    - Easy to access by vulnerable users?
    - In a heavily-used area?
    - A condition that can become worse easily or quickly?
  2. Probability – the potential that a child or other park patron might have an accident as a result of the exposure.
  3. Consequence – the likelihood that the result of the accident will be an injury?

**Table 1: Definition of Hazard (Safety/Emergency and Non-Safety)**

<b>Hazard Priority Level</b>	<b>Definition</b>
Safety/Emergency	A hazard that possesses all three factors – possibility of contact, probability of an accident occurring, and high consequence of an accident
Non-Safety	A non-hazardous or non-safety related issue that is considered to be of a routine nature

- Developed performance standards based on these roles as follows, 90% of the time:

**Table 2: Playground Safety Performance Standards**

<b><u>Standard</u></b>	<b><u>Responsibility</u></b>	<b><u>Timeframe (90%)</u></b>
<b>Upon identification of safety/emergency situation:</b>		
Lock off or barricade equipment	Onsite Staff	Immediately (same workday) after identifying hazard/safety risk
Enter service request for specialized repair or modification of equipment for hazard/safety risk	Onsite Staff	Immediately (same workday) after identifying hazard/safety risk
Repair or modify play equipment to eliminate hazard/safety risk	Citywide Park Maintenance (Playground Unit)	Within 14 working days (see notes below)

<u>Standard</u>	<u>Responsibility</u>	<u>Timeframe (90%)</u>
<b>Upon identification of non-safety situation:</b>		
Enter service request for specialized repair or modification of equipment for a non-hazard/safety item	Onsite Staff	Within 2 working days
Repair or modify play equipment to eliminate a non-hazard/safety item	Citywide Park Maintenance (Playground Unit)	Within 14 working days (see notes below)

**NOTES:**

1. If parts are unavailable and require procurement, Citywide Park Maintenance (Playground Unit) and Onsite staff will collaborate to procure the necessary parts, and Citywide Park Maintenance (Playground Unit) will make the repair within 14 working days after receiving replacement equipment/parts.
  2. If Citywide Park Maintenance (Playground Unit) is technically unable to make the necessary repairs, the Intake Unit will close the service request and will notify onsite staff within the initial 14 working days. In these cases, onsite staff will lock off, barricade, or remove the playground hazard/safety risk to ensure park patron safety.
  3. If Onsite staff, Asset Management, and/or Citywide Park Maintenance (Playground Unit) determine that the necessary repair in fact requires a capital improvement project, the Intake Unit will close the service request and will advise Asset Management of the need for a future capital improvement project. In these cases, onsite staff will lock off and barricade equipment, and Citywide will remove the playground hazard/safety risk to ensure park patron safety.
- Developed specifications for an invitation to bid for playground rubberized surfacing with a goal of securing a contractor to provide surfacing repair services starting in spring 2015.
  - Worked toward implementing Manager Plus, a service request system that will be the Department’s method to track response time for service requests and to report back success on the performance measures outlined in this report. Full implementation is anticipated by winter 2015.
  - Planned to provide the strategy outlined here along with the above described performance measures to the Park and Recreation Board in fall 2014.

**Finding 3: Comprehensive Inventory and Assessment of Playground Equipment**

The Office of the City Auditor found that the Department should (1) create and maintain an inventory of playground equipment and surfacing at City playgrounds to be updated every three years or whenever equipment and/or surfacing are replaced, (2) develop a template for assessing condition of playground equipment and surfacing, (3) assess condition of all playground assets including surfacing over the course of five years, and (4) progress toward Enterprise Asset Management (EAM) compliance.

To implement these four recommendations, as of November 2014, the Department has:

- Identified Asset Management as the unit responsible for park condition assessments, including playground equipment and surfacing.
- Started to implement Manager Plus, mentioned in the response to Finding #2, to assist the Department in tracking locations where staff have replaced or repaired playground equipment and surfacing.
- Started to develop an inventory (see Attachment 5 for a sample data extract) of all playground assets in Manager Plus.
  - The annual Certified Playground Safety Inspector (CPSI) inspection was conducted in summer 2014. CPSI staff documented the condition of playground equipment and surfacing (using the form shown in Attachment 4 and described in Finding #1 above), including:
    - Type of playground equipment and surfacing
    - Condition of playground equipment and surfacing (safety)
    - Name of manufacturer and/or vendor of playground equipment and surfacing
- Initiated a program of Park Condition Assessments:
  - After a competitive request for proposals process, Kitchell Corporation was awarded the contract to conduct park condition assessments.
  - Park Condition Assessments will evaluate playgrounds, turf, certain athletic fields, parking lots, and other paved surfaces. This effort is in addition to the inspections described in the response to Finding #1.
  - The Department received initial, onetime funding for park condition assessments in Fiscal Year 2014, and additional onetime funds were allocated for Fiscal Year 2015. The Department will seek to make these allocations a recurring, permanent portion of the operating budget in Fiscal Year 2016 and beyond. Stabilization of these budget allocations is necessary in order to assess comprehensively the condition of at least 20% of all playground assets and surfacing each year, with 100% of playground assets and surfacing being inspected at least once every 5 years.
  - Kitchell Corporation began a pilot project of an initial 30 sites in June 2014 with site visits. Staff has conducted iterative meetings and feedback sessions with Kitchell Corporation thereafter, with final reports on these 30 sites due in late fall 2014. This format should become the template for future park condition assessment reporting.
  - Staff intends to brief the Infrastructure Committee in 2015 to provide a status update on park and facility condition assessments.
- Continued to move toward an Enterprise Asset Management (EAM) in accordance with Council Policy 800-16.
  - The Department is currently in Step 1 (Develop Asset Registry) and Step 2 (Assess Condition, Failure Modes) with its park condition assessments program, and the first wave of condition assessments will likely continue until Fiscal Year 2019, assuming funding availability.
  - Although the Department is not currently utilizing EAM software, Manager Plus will be implemented by January 2015 and represents the Department's primary method to

track and catalog service requests to park assets. This effort is a precursor to EAM. Once the Department is scheduled for inclusion in the EAM, the Department anticipates that detailed service history about specific park assets in Manager Plus will be converted to EAM.

SUMMARY:

Safety for park patrons is the Department's number one priority, including minimizing risk at playgrounds. While the Department has always inspected playgrounds to ensure park patron safety, the Department is committed to improving based on the Office of City Auditor recommendations.

Over the past several months, the Department has made considerable progress in the ability to inspect, inventory, and assess playgrounds, including the following initiatives:

- In spring 2014, eight (8) employees received their California Parks and Recreation Society Certified Playground Safety Inspectors accreditations
- Certified inspectors have evaluated and inspected over 256 playgrounds (defined as an area with play equipment joined together by contiguous soft surfacing such as sand, fibar, and/or rubberized surface that is not separated by a hard surface such as a sidewalk or barrier) within the park system during summer 2014
- Intake staff have inputted every park playground into Manager Plus, the newly implemented computer based program that gives the Department an ability to track all playground service requests, repairs, and evaluations
- Certified staff will train onsite staff in both classroom and field environments related to playground safety and inspections

Staff hopes to continue with professional park condition assessments and eventual inclusion in the Enterprise Asset Management system for playgrounds. These efforts to improve playground safety and monitor playground equipment conditions will continue to ensure a safe place for residents of San Diego to recreate and play.

Respectfully Submitted,

Approved:

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Andrew Field  
Assistant Director  
Park and Recreation Department

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Herman D. Parker  
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Park and Recreation Department

HP/af/mt

Attachments:

1. Performance Audit of the Park and Recreation Department's Playground Maintenance Program (July 2013)
2. High Frequency Playground Inspection Form
3. Low Frequency Playground Inspection Form
4. Certified Playground Safety Inspector Form
5. Playground Inventory Data Extract

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**Performance Audit of the  
Park and Recreation Department's  
Playground Maintenance Program**

THE PLAYGROUND MAINTENANCE PROGRAM COULD BE FURTHER  
STRENGTHENED TOWARDS PROVIDING SAFE SPACES FOR CHILDREN

JULY 2013

**Audit Report**  
Office of the City Auditor  
City of San Diego



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## THE CITY OF SAN DIEGO

July 25, 2013

Honorable Mayor, City Council, and Audit Committee Members  
City of San Diego, California

Transmitted herewith is an audit report on the Park and Recreation Department's Playground Maintenance Program. This report is in accordance with City Charter Section 39.2. The Results in Brief is presented on page 1. The Administration's response to our audit recommendations can be found after page 28 of the report.

We would like to thank Park and Recreation staff, as well as representatives from other City departments for their assistance and cooperation during this audit. All of their valuable time and efforts spent on providing us information is greatly appreciated. The audit staff responsible for this audit report is Shawneé Pickney, Luis Briseño, Danielle Knighten, and Kyle Elser.

Respectfully submitted,

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## Results in Brief

The City of San Diego's Park and Recreation Department (PRD) operates and maintains playgrounds designed to offer the greatest play value for children's recreation and parents' respite. City playgrounds enhance the play and socializing experiences of children by addressing their physical, social, and mental development while providing entertainment. PRD aims to offer safe, durable, vandal-resistant, and aesthetically-pleasing playgrounds through its park maintenance operations program.

During our assessment of playground maintenance operations within the City, we reviewed whether:

- Playground inspections and maintenance conducted by playground maintenance staff are consistent with PRD's policies related to playground safety;
- PRD has mechanisms in place for evaluating playground maintenance program goals; and
- PRD has mechanisms in place for tracking playground equipment in need of replacement.

We found that PRD has the framework for creating a preventative and ongoing playground maintenance program. PRD developed policies and procedures for formalizing routine safety inspections and repairs of all playgrounds under its purview. PRD also developed Park Maintenance Standards specific to playground inspection and repair.

However, we also found that concentrated efforts by PRD to strengthen its playground maintenance program could assist PRD in furthering its progress towards providing safe play spaces for children. PRD could benefit from improving oversight of the playground inspection process, clarifying playground maintenance performance standards, and completing a consistent playground asset inventory.

We made three recommendations intended to enhance PRD's playground maintenance efforts. PRD agrees with those three recommendations.

# Background

**Community Parks I and Community Parks II** Within the City of San Diego (City), the Park and Recreation Department (PRD) operates over 150 Community, Neighborhood, and Mini Parks through its Community Parks I (CPI) and Community Parks II (CPII) Divisions. As detailed in **Exhibit 1**, during FY2012 the Divisions oversaw a combined total of approximately 197 parks<sup>1</sup> and account for approximately \$41.7 million, or 49 percent, of PRD’s \$84.8 million budgeted General Fund expenditures.

**Exhibit 1**

**Division Profiles: Community Parks I and Community Parks II, Fiscal Year 2012**

	Community Parks I	Community Parks II	Combined Total
Number of Parks	115	82	197
General Fund Expenditures	\$20,182,236	\$21,474,739	\$41,656,975
Budgeted Full Time Equivalent Positions	153.9	219.86	373.76
Council Districts Covered	1, 2, 5, and 6	3, 4, 7, and 8	Districts 1-8

Source: Auditor-generated from information provided by the Park and Recreation Department

We note that, effective in FY2013, the geographic-based management structure for City parks was changed to reflect the addition of the Ninth Council District. Some of the changes included facility and staff reassignments between the CPI and CPII Divisions, including playgrounds. As of January 2013, the CPI and CPII Divisions oversee approximately 169 playgrounds.

**Citywide Park Maintenance Services** In addition, the Citywide Park Maintenance Services program (CMS) within the Developed Regional Parks (DRP) Division provides maintenance and support services—including playground maintenance and repair—for park and recreation facilities throughout the City. In FY2012, the DRP Division accounted for approximately \$32.4 million, or 38 percent of PRD’s budgeted General Fund expenditures.

<sup>1</sup> Not all parks contain playgrounds. As of FY2013, within the parks overseen by the CPI and CPII Divisions, there are approximately 169 playgrounds. This does not include playgrounds within the Developed Regional Parks Division or joint use sites.

**Asset Management** The Asset Management section of PRD's Administrative Services Division currently consists of three staff members and is responsible for park asset inventory of the City's park system, which, in its totality, encompasses over 40,000 acres. Asset Management also provides general planning, design, and construction support for the Department's operating divisions and liaises with other City departments for projects and other issues that impact the park system.

**Playground Expenses** City playgrounds require routine maintenance and inspections for equipment and surrounding areas to ensure the safety of children and other patrons. Between FY2010 and FY2012, PRD spent an estimated total amount of approximately \$226,000 on playground-equipment and surfacing-related repairs. Additionally, since FY2011, four playground-related claims have been filed against the City. Of those four, two occurred during calendar year 2012.

**Laws and Industry Guidelines** Playground laws, industry standards, and guidelines, provide public agencies with guidance regarding necessary elements to include in playground maintenance operations. This framework includes the:

- California Health and Safety Code Section 115725— Requires public entities designing and installing playgrounds in California to adhere to the playground-related standards set forth by the Consumer Product Safety Commission (CPSC) and the American Society for Testing and Materials (ASTM);
- United States Consumer Product Safety Commission (CPSC) Playground Safety Handbook—Presents guidelines designed to promote greater safety awareness among those who purchase, install, and maintain public playground equipment;
- American Society for Testing and Materials (ASTM) Standard Specifications—Contains technical requirements, primarily applicable to equipment manufacturers and designers; and
- American with Disabilities Act of 2010 (ADA)—Requires state or local government programs to make facilities readily accessible to individuals with disabilities.

**Department Policies  
Related to Playground  
Inspection and  
Maintenance**

The Department provides instructions to its employees on playground maintenance operations through its policies and procedures, which include the:

- Department Instruction 6.6 (DI) on Safety Inspection of Playgrounds, Facilities, Furnishing and Grounds;
- Daily Playground Inspections/Maintenance Requirements;
- Daily and Weekly Safety Inspections Flow Charts;
- Playground Inspection Tips and Training Materials; and
- Park Maintenance Standards for Conducting Playground Inspection and Repair.

According to Department policies and procedures, playground maintenance staff<sup>2</sup> must visually inspect all playgrounds on a daily basis. For daily inspections, no written report is required unless a safety hazard or defective equipment is found. If safety hazards are identified, staff must document the observations on the appropriate forms and report the deficiencies to CMS.

Additionally, Department policies and procedures require playground maintenance staff to document inspections at least weekly on an inspection form, whether or not an issue is identified at the playground. Procedures also require that staff keep playground inspection forms on file for three years.

Furthermore, the Department's FY2012 Park Maintenance Standards for Conducting Playground Inspection and Repair require staff to adhere to the response and repair timelines outlined in **Exhibit 2**.

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<sup>2</sup> Hereinafter, playground maintenance staff refers to any Park and Recreation Department personnel involved in playground maintenance operations, which includes, but is not limited to, Grounds Maintenance Workers, Area Managers, and PRD's Citywide Maintenance Repair Facility Mechanics.

**Exhibit 2**

**Park Maintenance Standards Related to Playground Inspection and Repair**

Park Maintenance Task	Standard of Care (90% of Time)
Conduct Playground Inspection And Repair	Inspect all play equipment daily in the morning
Identify Safety Hazards	Lock off hazardous play equipment upon identification of hazard
Respond To Safety Hazards–Emergency	Respond immediately
Respond To Potential Safety Hazards –Non-Emergency	Respond to potential safety hazards within two days
Respond To Non-Safety Related Issues	Respond to non-safety related issues within 14 working days
Repair Small/Minor Equipment	Fix within 14 working days of service request received by Citywide Maintenance Repair Facility Mechanics

Source: Park and Recreation Department

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**Consultant’s Guide** In order to address the guidelines outlined in the CPSC and ASTM standards and the ADA, PRD requires City staff, design consultants, and the general public to refer to PRD’s Consultant’s Guide to Park Design and Development (Consultant’s Guide) for the design and development of improvements for City parks. The Consultant’s Guide indicates that all parks shall meet the guidelines and regulations outlined in ADA, ASTM, and CPSC standards. Moreover, the Consultant’s Guide places responsibility on the Design Consultant to develop a project in compliance with current and adopted ADA access law requirements.

## Audit Results

### *Finding 1: The Park and Recreation Department Needs Enhanced Oversight of its Playground Inspection Process*

**PRD Lacks a Standardized Supervisory Process to Consistently Review Playground Maintenance Operations**

Area Managers within the Community Parks I and II Divisions each practice different methods for overseeing the playground inspection process. A standardized supervisory process could help ensure that playground maintenance tasks are completed consistently, even in the presence of rotating supervisors that result from out-of-class assignments.

We found that the playground safety inspection forms completed by playground maintenance staff had deficiencies in both completeness and accuracy. PRD's playground maintenance policies require playground maintenance staff to complete a playground safety inspections form at least weekly. Daily visual inspections require no written report unless maintenance staff identifies a safety hazard or defective equipment, which would then require maintenance staff to complete a playground safety inspection form. Additionally, PRD's policy indicates that staff must promptly report unsafe conditions not repaired immediately to Citywide Park Maintenance Services via a written Service Request form.

We reviewed a sample of 24 groups of inspection forms, categorized by playground, and found that over half of the groups had one or more of the data inaccuracies described in **Exhibit 3**. As a result, we could not determine if PRD completed inspections at the frequency rates detailed in their policies because the information present on the forms was unreliable.

**Exhibit 3**

**Data Inaccuracies in Sample of Inspection Forms**

Observations	Data Incomplete/Inaccurate
<i>Service Request Without an Accompanying Inspection Form</i>	<ul style="list-style-type: none"> <li>• A service request is completed. However, an inspection form was not completed when staff identified a safety hazard or defective equipment</li> <li>• This is indicative of having an incomplete sample because all of the forms that should be present are not included</li> </ul>
<i>Service Request Completed but Inspection Form Indicates That Equipment is in Passing Condition</i>	<ul style="list-style-type: none"> <li>• A service request is initiated as a result of an identified issue. However, the inspection form indicates equipment is in passing condition</li> <li>• This is indicative of having inaccurate data because the service request and the inspection form do not agree</li> </ul>
<i>Area Manager (AM) And Grounds Maintenance Worker (GMW) Inspection Forms Completed on the Same Day Do Not Match</i>	<ul style="list-style-type: none"> <li>• Inspection forms completed by both the AM and GMW on the same day result in different conclusions about the status of playground equipment</li> <li>• This is indicative of having inaccurate data because the inspection forms do not agree</li> </ul>
<i>Information Missing</i>	<ul style="list-style-type: none"> <li>• Data is incomplete because forms omit information required by PRD’s policies and items such as inspector signatures, dates, and park names</li> <li>• Data is incomplete because date gaps exist in the inspections forms received</li> </ul>
<i>“Time Required” Inconsistently Documented on Inspection Forms</i>	<ul style="list-style-type: none"> <li>• Data is inaccurate because for “time required” staff either enter the amount of time taken to complete the inspection, the time the inspection completed, or leave the item blank</li> <li>• Additionally, two different versions of inspections forms used where “time required” is not included on one of the versions of the forms</li> </ul>

Source: Auditor-generated based on information provided by PRD

During our review, we also interviewed 10 Area Managers from Community Parks I and II responsible for supervising the work of recreation center, playground, and grounds and facility maintenance personnel. We found that while each Area Manager has individual methods for overseeing the playgrounds in their areas, there is no standardized supervisory review process that ensures each Area Manager consistently reviews the inspection results of the Grounds Maintenance Workers.

Moreover, Area Managers indicate completing visual inspections of playgrounds as a method of reviewing the inspections completed by Ground Maintenance Workers on a whenever possible, occasional, periodic, or regular basis. In a few instances, the Area Managers report recording their visual observations on a form. Also, throughout our conversations, we

found that Area Managers have served in out-of-class assignments. Due to staff shortages, some Area Managers were assigned to cover other regional areas outside of their normal responsibilities. The lack of standardized procedures may create a lack of continuity for Area Managers in out-of-class assignments. This inconsistency may inadvertently lead to overlooking basic playground maintenance tasks, such as reviewing inspection forms and visiting sites.

PRD's playground inspection forms we reviewed were missing information recommended in industry guidelines, such as inspection times and inspection signatures. The Consumer Product Safety Commission guidelines note that, when any inspection is performed, the person performing the inspection should sign and date the form used. The California Park and Recreation Society guidelines recommend that inspectors should also include the date and time of inspections on forms.

Furthermore, while Area Managers indicate using different methods for overseeing playground maintenance operations, PRD has not established a standardized supervisory review process. The California Park and Recreation Society recommends a periodic review of inspection forms and records by managers to ensure that forms are properly completed and corrections implemented. The California Park and Recreation Society also recommends site visits to observe inspections and validate corrective actions as part of the performance expectations for managers/supervisors responsible for playgrounds.

**Recommendation #1** In order to improve oversight of its playground inspection processes, including the accurate completion of inspection forms and a consistent supervisory review process for inspection results, the Park and Recreation Department (PRD) should:

- Re-train staff on the policies and procedures for correctly completing the Weekly Playground Safety Inspection Form.
- Standardize a playground inspection review process by requiring supervisors to visit playground sites and complete a written safety inspection form at least bi-weekly. (Priority 3)

***Finding 2: The Park and Recreation Department Needs Clearer Performance Standards Related to Playground Inspection and Repair to Assess Playground Maintenance Operations***

**PRD Should Clearly Define Performance Standards Related to Playground Inspection and Repair**

The lack of clearly-defined performance standards regarding playground maintenance impacts PRD's ability to accurately evaluate its playground maintenance program. Developing clearly-defined performance standards may allow PRD to make well-informed and proactive decisions regarding the City's playground maintenance services, which will help to ensure the safety of playground patrons.

According to annual budget documents, since FY2009, PRD has been in the process of developing guidelines for measuring compliance with their own maintenance standards. However, PRD has not yet to report their results citing that standards were either in development or needing baseline measures, and vacancies and other critical projects would cause delays.

During our review of FY2012 Service Requests, we found that PRD cannot evaluate performance standards related to playground inspection and repair because it is unclear how the "response" and "repair" indicators apply to each Division involved in playground maintenance. Subsequently, the FY2013 Park Maintenance Standards present the same issues. **Exhibit 4** describes the standards that could benefit from more clearly defined language.

**Exhibit 4**

**Performance Standards that Could Benefit from Clearly Defined Language**

Standard	Performance Indicators	Area for Improvement
<b>Respond to Safety Hazards</b>	<ul style="list-style-type: none"> <li>• Emergency: Respond immediately</li> <li>• Non-Emergency: Respond to potential safety hazards within two days</li> <li>• Non-Safety: Respond to non-safety related issues within 14 working days</li> </ul>	<p>“Response” indicators do not:</p> <ul style="list-style-type: none"> <li>• Clarify which types of playground-related repairs would be identified as emergency, non-emergency, and non-safety</li> <li>• Clarify whether the response time refers to when onsite staff identifies a hazard and submits a service request to the Citywide Maintenance Services Playground Repair Crew</li> <li>• Clarify whether the response time refers to when the CMS Playground Repair Crew receives a Service Request and either completes a repair or evaluates the playground equipment</li> </ul>
<b>Repair Small/Minor Equipment</b>	<ul style="list-style-type: none"> <li>• Fix within 14-working days of service request received by Citywide Maintenance Repair Facility Mechanics</li> </ul>	<ul style="list-style-type: none"> <li>• Indicator does not clearly define “small/minor”</li> </ul>

Source: Auditor-generated based on information provided by PRD

The language in the performance standards could benefit from clarification because how an issue is categorized can influence how a repair is prioritized. Without explicit performance standards, PRD’s ability to measure performance is hampered.

For example, we saw a request for repairing the rubberized poured-in-place surfacing at a playground. The request indicated that the surfacing was especially bad under the swings. We calculated that the repair was completed in 11 working days. However, we could not determine if PRD met its performance standard goals detailed in **Exhibit 4** because the type of repair, the party for fixing the repair, and the timeframe for which this item should be repaired are unclear. As a result, PRD is not able to evaluate their efforts for repairing items similar to those that we observed during our playground observations detailed in **Appendix C**.

According to CMS Management, there are no specific instructions for classifying playground issues into categories because of the unique nature of playgrounds and particular situations that may arise. Management further asserts that all parties involved in the playground inspection and maintenance process use a “*common sense*” approach to determine how to

classify and respond to an issue at a playground.

We assert that a common sense approach without clearly defined performance indicators is not the best method for ensuring that safety hazards are appropriately addressed. For example, **Appendix C** shows one of the parks we visited where a poured-in-place rubberized surface was a potential safety hazard.<sup>3</sup> However, the Park Maintenance Standards do not provide clear guidance on which response is suitable for this issue. CMS notes that in FY2012, reported issues related to poured-in-place rubberized surfacing experienced delays because these issues are not always safety issues, but are sometimes just aesthetic concerns. Yet, the distinction between poured- in-place issues that are safety hazards, and those that are aesthetic concerns, is not clearly delineated in the Standards.

The California Park and Recreation Society recommends developing and tracking performance measures that are meaningful and easy to collect, monitor, and evaluate. Currently, PRD's Standards are subject to interpretation and would not provide PRD with a clear understanding of the successes and area for improvements within its playground maintenance operations.

**Recommendation #2** In order to improve assessment of its playground maintenance program, the Park and Recreation Department (PRD) should:

- **Clarify performance indicators in its Park Maintenance Standards related to playground inspection and repair. Specifically, PRD should:**
  - **Clearly define "response" and which division staff (on-site or Citywide Park Maintenance Services staff) is responsible for meeting the designated timelines.**
  - **Clearly define playground equipment categories for repair (i.e. "small/minor" and other categories established by the Department).**
  - **Develop a rubric for the types of repairs considered "emergency," "non-emergency," and "non-safety,"**

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<sup>3</sup> According to the Consumer Product Safety Commission, the surfacing under and around playground equipment is one of the most important factors in reducing the likelihood of life-threatening head injuries.

**and use the rating system on all inspection forms and service requests. Additionally, communicate the rubric with staff involved in playground maintenance operations.**

- **Annually evaluate Park Maintenance Standards related to playground response and repair, and report outcomes to the San Diego Park and Recreation Board. (Priority 3)**

***Finding 3: The Park and Recreation Department Needs a Comprehensive and Accurate Assessment of its Playground Equipment***

**Maintaining an Accurate Playground Equipment Inventory May Assist with Timely Repairs**

Without keeping accurate information on the status of playground equipment assets, PRD increases the risks of delaying playground repairs. Repair delays may prolong the length of time that playground equipment is inoperable and prolong the length of time that a playground hazard exists.

Asset management frameworks recommend addressing core concepts that are intended to assist management in making decisions regarding when to rehabilitate, repair, or replace assets. The Enterprise Asset Management Framework (EAM) used as a guiding principle for the City’s Enterprise Asset Management Steering Committee indicates that an entity should develop an asset registry, assess the conditions of equipment, and determine the residual life and replacement cost of equipment.

As seen in **Exhibit 5**, during our review, we found that PRD has conducted five playground inventories and site inspections between calendar years 1989 and 2012.

***Exhibit 5***

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**PRD Park and Playground Assessments between 1989 and 2012**

Year	Title
1989	Park Playground Equipment Inspection Inventory
1999	Playground Equipment Survey
2000	Playground Audit Report Site Inspection Results
2006	Existing Facility Tot-Lots Survey
2012	Park Amenities Survey Inventory

Source: Auditor-generated based on information provided by PRD

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However, as displayed in **Exhibit 6**, these efforts did not consistently inventory items suggested in the EAM framework. Each inventory and inspection was completed ad hoc and based upon different identified needs.

**Exhibit 6**

**Enterprise Asset Management Framework vs. PRD’s Playground Inventories**

	1989	1999	2000	2006	2012
<b>Develop an Asset Registry</b>	x	x	x (references 1999)	x	
<b>Assess Conditions</b>		x	x (references 1999)	x	
<b>Determine Residual Life and Life Cycle and Replacement Costs</b>					

Source: Auditor-generated based on information provided by PRD

According to Assets staff, Assets currently does not monitor or otherwise track playground equipment owned or maintained by the Department. Assets staff indicates that such an effort would require a comprehensive conditions assessment of all assets throughout the City. Assets staff expresses a willingness to conduct such an effort for City playgrounds, but notes there are simply not enough budgetary and staff resources to undertake such a task at the present time.

Assets staff indicated that PRD is currently participating in the City’s EAM program to track and maintain information about the City’s assets in a central unified database. PRD is currently requesting funds for a conditions assessment of park assets, including playgrounds. However, as of May 2013, the City’s FY2014 budget has not been finalized.

While waiting for funding to complete a comprehensive conditions assessment, PRD can still collect key information that would guide their playground maintenance efforts. For example, CMS Management explains that, in general, delays in the playground repair process pertaining to play structures, free-standing slides, spring-based equipment, etc. can be attributed to waiting for parts or misordering parts.<sup>4</sup> In FY2012, we found that, on average, CMS completed playground-related maintenance repairs within 32 working days, which equates to

<sup>4</sup> As part of the process for initiating repairs, each Division (CPI and CPII) must purchase any playground equipment, parts, or materials before CMS can complete a repair onsite.

approximately 44 calendar days.<sup>5</sup>

In these instances, PRD could benefit from keeping an accurate inventory of playground equipment assets. Currently, when playground equipment breaks, there is no central resource to easily identify the vendors and part numbers, which may contribute to longer repair times.

The City of Portland is in the process of implementing a Citywide Asset Management Work Plan which lays out general approaches and timelines for cross-bureau work to advance asset management principles. Portland's Parks and Recreation Department (PP&R) applies asset management practices to help prioritize capital projects, allocate scarce resources, and determine which assets to acquire and dispose of in order to develop a stable asset portfolio that meets service needs. As of March 2012, PP&R reports that playgrounds have been inventoried and are assessed regularly.

Additionally, PP&R also reports that for many assets, PP&R has completed the initial inventory and conditions assessments and is in the process of inspecting 20 percent of all assets each year. By 2015, PP&R plans to include all remaining assets in the annual rotating schedule, with most assets being inspected at least every five years and more often in many cases.

**Recommendation #3 In order to improve efforts to assess playground equipment, the Park and Recreation Department (PRD) should:**

- **Inventory playground equipment and surfacing at City playgrounds every three years. At minimum, the inventory should include:**
  - **The type of playground equipment and surfacing;**
  - **The condition of the playground equipment and surfacing; and**
  - **The equipment/surfacing manufacturer or substitute vendors.**
- **The inventory should be updated with new equipment as equipment is replaced.**

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<sup>5</sup> We calculated repair time by calendar days because playgrounds are open seven days per week.

- **Develop or adopt a template for assessing the condition of playground equipment and surfacing.**
- **Comprehensively assess the condition of at least 20 percent of all playground assets and surfacing each year, with 100 percent of playground assets and surfacing being inspected at least once every 5 years.**
- **Continue efforts with the Enterprise Asset Management System (EAM) and, when EAM becomes live, expand assessments to include calculating the useful life and value of playground inventory. (Priority 3)**

## Conclusion

While PRD has developed the framework for creating a preventative and ongoing playground maintenance program, we identified specific elements of current practices that could be strengthened.

First, PRD could benefit from standardizing a supervisory process for reviewing inspection results. Currently, supervisors overseeing playground maintenance each have their own methods and individual timelines for reviewing the playground inspections completed by onsite staff. However, out-of-class assignments, which are beyond the Area Manager's control, create a lack of continuity and consistency that may lead to overlooking basic playground maintenance tasks. Such variation can adversely affect the accurate completion of inspection forms, which may affect PRD's ability to address playground safety hazards in a timely manner.

Secondly, PRD has created Park Maintenance Standards related to playground inspection and repair. However, within the Standards, PRD should clarify the types of repairs for each category and timelines outlined. Additionally, unclear and unquantifiable indicators diminish PRD's ability to evaluate how well PRD manages playground hazards.

Lastly, PRD's mechanisms for assessing playground equipment need improvement. Between 1989 and 2012, PRD completed five playground inventories and/or site inspections, which, in some instances, identified information such as playground equipment and conditions. However, these assessments were ad hoc, with each having a different scope and purpose. Implementing a consistent inventory could help improve the playground maintenance program.

PRD is currently in a position to further enhance existing playground maintenance practices and develop a more robust assessment of playground equipment assets. By strengthening its playground maintenance program, PRD can prolong the life of playground assets. PRD can also continue making progress towards its goal of providing safe and aesthetically-pleasing playgrounds that offer the greatest play value for children.

# Recommendations

We made three recommendations intended to enhance PRD's playground maintenance efforts.

**Recommendation #1** In order to improve oversight of its playground inspection processes, including the accurate completion of inspection forms and a consistent supervisory review process for inspection results, the Park and Recreation Department (PRD) should:

- Re-train staff on the policies and procedures for correctly completing the Weekly Playground Safety Inspection Form.
- Standardize a playground inspection review process by requiring supervisors to visit playground sites and complete a written safety inspection form at least bi-weekly. (Priority 3)

**Recommendation #2** In order to improve assessment of its playground maintenance program, the Park and Recreation Department (PRD) should:

- Clarify performance indicators in its Park Maintenance Standards related to playground inspection and repair. Specifically, PRD should:
  - Clearly define "response" and which division staff (on-site or Citywide Park Maintenance Services staff) is responsible for meeting the designated timelines.
  - Clearly define playground equipment categories for repair (i.e. "small/minor" and other categories established by the Department).
  - Develop a rubric for the types of repairs considered "emergency," "non-emergency," and "non-safety," and use the rating system on all inspection forms and service requests. Additionally, communicate the rubric with staff involved in playground maintenance operations.
- Annually evaluate Park Maintenance Standards related to playground response and repair, and report outcomes to the San Diego Park and Recreation Board. (Priority 3)

- Recommendation #3** In order to improve efforts to assess playground equipment, the Park and Recreation Department (PRD) should:
- Inventory playground equipment and surfacing at City playgrounds every three years. At minimum, the inventory should include:
    - The type of playground equipment and surfacing;
    - The condition of the playground equipment and surfacing; and
    - The equipment/surfacing manufacturer or substitute vendors.
  - The inventory should be updated with new equipment as equipment is replaced.
  - Develop or adopt a template for assessing the condition of playground equipment and surfacing.
  - Comprehensively assess the condition of at least 20 percent of all playground assets and surfacing each year, with 100 percent of playground assets and surfacing being inspected at least once every 5 years.
  - Continue efforts with the Enterprise Asset Management System (EAM) and, when EAM becomes live, expand assessments to include calculating the useful life and value of playground inventory. (Priority 3)

# Appendix A: Definition of Audit Recommendation Priorities

## DEFINITIONS OF PRIORITY 1, 2, AND 3 AUDIT RECOMMENDATIONS

The Office of the City Auditor maintains a classification scheme applicable to audit recommendations and the appropriate corrective actions as follows:

Priority Class <sup>6</sup>	Description <sup>7</sup>	Implementation Action <sup>8</sup>
1	Fraud or serious violations are being committed, significant fiscal or equivalent non-fiscal losses are occurring.	Immediate
2	A potential for incurring significant or equivalent fiscal and/or non-fiscal losses exist.	Six months
3	Operation or administrative process will be improved.	Six months to one year

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<sup>6</sup> The City Auditor is responsible for assigning audit recommendation priority class numbers. A recommendation which clearly fits the description for more than one priority class shall be assigned the higher number.

<sup>7</sup> For an audit recommendation to be considered related to a significant fiscal loss, it will usually be necessary for an actual loss of \$50,000 or more to be involved or for a potential loss (including unrealized revenue increases) of \$100,000 to be involved. Equivalent non-fiscal losses would include, but not be limited to, omission or commission of acts by or on behalf of the City which would be likely to expose the City to adverse criticism in the eyes of its residents.

<sup>8</sup> The implementation time frame indicated for each priority class is intended as a guideline for establishing implementation target dates. While prioritizing recommendations is the responsibility of the City Auditor, determining implementation dates is the responsibility of the City Administration.

## Appendix B: Objectives, Scope, and Methodology

The purpose of this audit was to determine the efficiency and effectiveness of the City's playground maintenance program. Specifically, we reviewed the following three objectives that examined whether:

- Playground inspections and maintenance conducted by playground maintenance staff is consistent with PRD's policies related to playground safety (Objective 1);
- PRD has mechanisms in place for evaluating playground maintenance program goals (Objective 2); and
- PRD has mechanisms in place for tracking playground equipment in need of replacement (Objective 3).

To address Objective 1, we reviewed PRD's policies and procedures related to playground inspection and maintenance which included the Department Instruction on Safety Inspection of Playgrounds, Facilities, Furnishings, and Grounds, training materials for daily and weekly inspections playground maintenance; and PRD's Park Maintenance Standards related to playground inspection and repair. To determine whether PRD's established policies addressed applicable federal and state laws and industry guidelines, we also reviewed documents that included the:

- California Health and Safety Code Section 115725-115735;
- Consumer Product Safety Commission (CPSC) Public Playground Safety Handbook (2010);
- California Park and Recreation Society Creating Community with Best Practices Benchmarking Project (2001);
- Relevant sections of the American with Disabilities Act of 2010 (ADA); and
- Relevant Sections of the American Society for Testing and Materials guidelines.

Additionally, to determine if inspections occur at the frequency required by PRD policies, we randomly selected parks for review evenly split between the CPI and CPII Divisions. We interviewed Area Managers to gain insight regarding playground maintenance oversight procedures, reviewed inspection forms to determine if inspections occur at levels required by PRD policies, and conducted site visits between February-March 2013 to observe current conditions of City playground equipment and surfacing. We reviewed a sample of 24 groups of inspection forms and found that over half of the groups had data inaccuracies. The issue has been addressed within our recommendations. Lastly, we reviewed FY2012 service requests to determine the length of time taken to complete playground-related repairs.

To address Objective 2, we reviewed PRD's Park Maintenance Standards related to playground inspection and repair. We also interviewed PRD's Management in order to gain an

understanding of the performance indicators used and how the indicators are measured and communicated to staff.

To address Objective 3, we interviewed Management and Staff within the Assets and CPI and CPII Divisions to discuss PRD's efforts to track playground equipment inventory and playground equipment due for replacement. Additionally, we reviewed park and playground inventories and site inspections conducted by PRD between calendar years 1989 and 2013.

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 reasonable basis for our findings and conclusions based on our audit objectives.

## Appendix C: Playground Observations

To observe the conditions of playgrounds throughout the City, between February and March 2013, we visited 20 sites within the CPI and CPII Divisions. As displayed in **Exhibit C1**, we grouped our observations of playground equipment into categories of good, fair, and poor based on the rubric outlined in **Appendix D**. Most of the playground equipment we observed rated in good to fair condition. However, we rated a small portion of the equipment as poor. The pictures on the following pages serve as visual examples of the types of playground equipment we rated as poor.

### *Exhibit C1*

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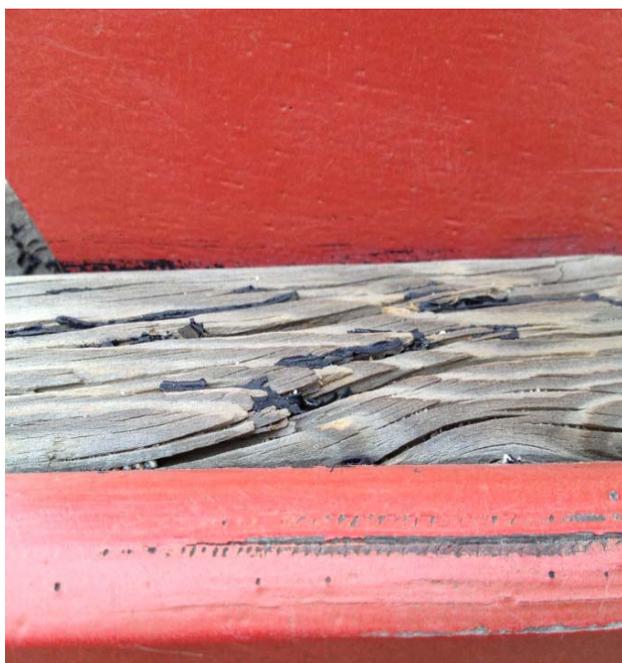
#### Playground Observations

Equipment	Good	Fair	Poor
Rubberized Poured-in-Place Surfacing	8	1	5
Sand	13	4	1
Spring-based	8	4	1
Play Structures	4	9	4
Swings	8	11	1
Totals	41	29	12
Percentage of Total	50%	35%	15%

Source: Auditor-generated based on playground visitations

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### Wooden Teeter Totter



We observed a piece of wooden playground equipment, which, according to the PRD's Consultant Guide is prohibited. We rated the equipment as poor because of the raised wooden edges that could cause cuts, scrapes, and splinters.

Source: Auditor-generated

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## Playground Structure



Source: Auditor-generated

We rated this structure as poor because the equipment is completely barricaded, the metal on the platform is extensively corroded, and the plastic panel has been burned.

### Rubberized Poured in Place Surface



We rated this surface as poor because extreme cracking, ripping, or tearing was evident and the subsurface was exposed and trenched.

Source: Auditor-generated

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## Sand



We rated the sand as poor because compaction and weeds were present.

Source: Auditor-generated

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## Appendix D: Playground Observations Rubric

	Good	Fair	Poor
Rubberized Poured-in-Place Surface (PIP)	<ul style="list-style-type: none"> <li>No cracking, ripping, or tearing</li> <li>Generally free of noticeable vandalism (e.g. graffiti, burned areas, etc.)</li> </ul>	<ul style="list-style-type: none"> <li>Some cracking, ripping, or tearing</li> <li>Some noticeable vandalism (e.g. graffiti, burned areas, etc.)</li> </ul>	<ul style="list-style-type: none"> <li>Extreme cracking, ripping, or tearing</li> <li>Subsurface exposed or trenched</li> <li>Vandalism is widespread (e.g. graffiti, burned areas, etc.)</li> </ul>
Sand	<ul style="list-style-type: none"> <li>Generally free of compaction or weeds</li> <li>Sand under swing is not trenched</li> </ul>	<ul style="list-style-type: none"> <li>Some compaction or weeds present</li> <li>Sand under swing shows signs of trenching</li> </ul>	<ul style="list-style-type: none"> <li>Compaction or weeds widespread</li> <li>Sand under swing shows extreme trenching</li> </ul>
Spring-based	<ul style="list-style-type: none"> <li>Sturdy (e.g. bolts firmly in place and seat(s) shows no signs of cracks or breakage)</li> <li>Spring(s) firmly rooted in ground</li> <li>Spring(s) not rusted or corroded</li> <li>All components present (e.g. seat, grips, etc.)</li> </ul>	<ul style="list-style-type: none"> <li>Questionable (e.g. loose bolts and/or seat(s) shows signs of cracks or breakage)</li> <li>Spring(s) show signs of rising from the ground</li> <li>Spring(s) show discoloration but are not rusted or corroded</li> <li>All components present (e.g. seat, grips, etc.) but show signs of wear and tear</li> </ul>	<ul style="list-style-type: none"> <li>Unstable (e.g. loose bolts and/or cracked or broken seat(s))</li> <li>Spring(s) rising from the ground</li> <li>Spring(s) may be rusted or corroded</li> <li>Components missing (e.g. seat, grips, etc.) or show signs of extreme wear and tear</li> </ul>
Play Structure	<ul style="list-style-type: none"> <li>Sturdy (e.g. bolts and individual structural pieces firmly in place and no signs of cracks or breakage)</li> <li>Plastic- or rubber-covered pieces are generally free of exposed metal parts</li> <li>None of the structural pieces are barricaded or missing</li> <li>Generally free of noticeable vandalism (e.g. graffiti, burned areas, etc.)</li> </ul>	<ul style="list-style-type: none"> <li>Questionable (e.g. loose bolts and/or individual structural pieces show signs of cracks or breakage)</li> <li>Metal parts of a plastic- or rubber-covered piece may be minimally exposed in multiple areas</li> <li>A structural piece may be barricaded, but other structural pieces are minimally affected</li> <li>Some noticeable vandalism (e.g. graffiti, burned areas, etc.)</li> </ul>	<ul style="list-style-type: none"> <li>Unstable (e.g. loose bolts and/or cracked or broken seat(s))</li> <li>Metal parts of a plastic- or rubber-covered piece are extensively exposed</li> <li>A structural piece is barricaded, and other structural pieces are affected</li> <li>Vandalism is widespread (e.g. graffiti, burned areas, etc.)</li> </ul>
Swing	<ul style="list-style-type: none"> <li>Chains not rusted or corroded</li> <li>Seats expose no metal and show no signs of cracks or breakage</li> <li>Frame newly or fully painted and generally free of corrosion and/or noticeable vandalism (e.g. graffiti, burned areas, etc.)</li> </ul>	<ul style="list-style-type: none"> <li>Chains show signs of rust or corrosion</li> <li>Seats may expose metal and/or show signs of cracks or breakage</li> <li>Frame paint deteriorating and/or some corrosion and/or noticeable vandalism (e.g. graffiti, burned areas, etc.)</li> </ul>	<ul style="list-style-type: none"> <li>Chains are rusted or corroded</li> <li>Seats expose metal and/or are cracked or broken</li> <li>Frame paint gone and/or widespread corrosion and/or vandalism (e.g. graffiti, burned areas, etc.)</li> </ul>

Source: Auditor-generated



THE CITY OF SAN DIEGO  
M E M O R A N D U M

DATE: July 24, 2013

TO: Eduardo Luna, City Auditor

FROM: Stacey LoMedico, Park and Recreation Director

SUBJECT: Management Response to the Performance Audit of the Playground Maintenance Program dated June 11, 2103

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The Park and Recreation Department (PRD) has reviewed the City Auditor's recommendations in the audit report for the Department's Playground Maintenance Program. Our response to each of the audit recommendations is documented below.

**Finding 1:**

**Recommendation #1**

In order to improve oversight of its playground inspection processes, including the accurate completion of inspection forms and a consistent supervisory review process for inspection results, the Park and Recreation Department (PRD) should:

- Re-train staff on the policies and procedures for correctly completing the Weekly Playground Safety Inspection Form.
- Standardize a playground inspection review process by requiring supervisors to visit playground sites and complete a written safety inspection form at least bi-weekly. (Priority 3)

Management Response: **Agreed**

The PRD has experienced a significant change in all levels of staff over the last several years, including nearly a 20% turn-over in supervisors from 2009 to 2011. During this time frame and through 2012 PRD experienced nearly a 50% turnover in the 21 budgeted Area Manager positions, one of the lead supervisory positions that has the oversight responsibility of the maintenance staff who oversee the daily maintenance of playgrounds.

**Finding 2:**

**Recommendation #2**

In order to improve assessment of its playground maintenance program, the Park and Recreation Department (PRD) should:

- Clarify performance indicators in its Park Maintenance Standards related to playground inspection and repair. Specifically, PRD should

- Clearly define “response” and which division staff (on-site or Citywide Park Maintenance Services staff) is responsible for meeting the designated timelines.
- Clearly define playground equipment categories for repair (i.e. “small/minor” and other categories established by the Department).
- Develop a rubric for the types of repairs considered “*emergency*,” “*non-emergency*,” and “*non-safety*,” and use the rating system on all inspection forms and service requests. Additionally, communicate the rubric with staff involved in playground maintenance operations.
- Annually evaluate Park Maintenance Standards related to playground response and repair, and report outcomes to the San Diego Park and Recreation Board. (Priority 3)

Management Response: **Agreed**

PRD will evaluate and consider the suggestion by the City Auditor to better define response times and playground ground categories. The PRD will develop these and other items within this recommendation for a report to the Park and Recreation Board, as recommended, in FY15.

**Finding 3:**

**Recommendation #3**

In order to improve efforts to assess playground equipment, the Park and Recreation Department (PRD) should:

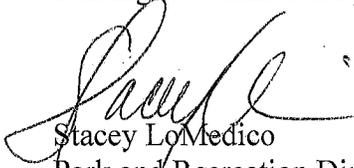
- Inventory playground equipment and surfacing at City playgrounds every three years. At minimum, the inventory should include:
  - The type of playground equipment and surfacing;
  - The condition of the playground equipment and surfacing; and
  - The equipment/surfacing manufacturer or substitute vendors.
- The inventory should be updated with new equipment as equipment is replaced.
- Develop or adopt a template for assessing the condition of playground equipment and surfacing.
- Comprehensively assess the condition of at least 20 percent of all playground assets and surfacing each year, with 100 percent of playground assets and surfacing being inspected at least once every 5 years.
- Continue efforts with the Enterprise Asset Management System (EAM) and, when EAM becomes live, expand assessments to include calculating the useful life and value of playground inventory. (Priority 3)

Management Response: **Agreed**

In FY14 the City Council provided funds for PRD to begin a process to inventory park assets, including playgrounds, and conduct limited conditions assessments on those assets. The conditions assessments will initially be conducted on those assets identified as most critical in achieving PRD’s primary mission. This is the initial step in creating an asset management

Eduardo Luna, City Auditor  
July 24, 2013

system for the city's expansive park system, known as the largest municipal park system in the nation. In addition, to ensure we comply with this and other recommendations outlined in the report, PRD will ask for additional staff in the FY15 budget process and search for additional funding to continue the park asset conditions assessments.



Stacey LoMedico  
Park and Recreation Director

- cc: Walt Ekard, Interim Chief Operating Officer
- Scott Chadwick, Assistant Chief Operating Officer
- Nelson Hernandez, Director of Policy
- Kyle Elser, Assistant City Auditor
- Park and Recreation Management Team
- Jim Winter, Project Officer II

# ATTACHMENT 2 - HIGH FREQUENCY INSPECTION FORM

## SAN DIEGO PARK AND RECREATION DEPARTMENT

### WEEKLY

# Playground

SAFETY INSPECTION  
DEPARTMENT INSTRUCTION 6.6

P = Pass

F = Fail

N/A = Not Applicable

Location Inspected \_\_\_\_\_ Date of Inspection \_\_\_\_\_

Name (print) \_\_\_\_\_

Signature of Inspector \_\_\_\_\_ Title \_\_\_\_\_ Time Req'd \_\_\_\_\_

### 1.) PLAYGROUND SURFACE

- |   | P                        | F                        | N/A                      |   | P                        | F                        | N/A                      |
|---|--------------------------|--------------------------|--------------------------|---|--------------------------|--------------------------|--------------------------|
| A. Sand & Fibar Materials are at Adequate Levels        | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | B. Materials are Raked to Eliminate Compaction – Free of Debris | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| C. No Standing Water – Drains are Free of Debris        | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | D. Accessible Surfacing is Not Tearing, Wearing or Collapsing   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| E. Accessible Surfacing is Free of Sand, Bark or Debris | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | F. Other _____  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

### 2.) PLAYGROUND EQUIPMENT

- |  | P                        | F                        | N/A                      |  | P                        | F                        | N/A                      |
|--|--------------------------|--------------------------|--------------------------|--|--------------------------|--------------------------|--------------------------|
| A. No Jagged/Exposed/Loose Screws, Bolts & Nuts      | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | B. No Broken Supports/Anchors, Rails, Steps, Rungs, Seats, Bolts and/or Nuts | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| C. Wooden Equipment Free of Splinters/Rough Surface  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | D. Footings are Stable and Buried – No Jagged Edges                          | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| E. Hooks, Hangers, Shackles, Links, Ropes and Cables | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | F. Equipment if Free of Rust, Corrosion & Chipping Paint                     | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| G. Other _____                                       | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |  |                          |                          |                          |

### 3.) CLIMBING EQUIPMENT

- |                         | P                        | F                        | N/A                      |                                       | P                        | F                        | N/A                      |
|-------------------------|--------------------------|--------------------------|--------------------------|---------------------------------------|--------------------------|--------------------------|--------------------------|
| A. Handholds are Secure | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | B. Footholds are Not Worn or Slippery | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| C. Ropes and Cables     | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | D. Other _____                        | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

### 4.) SWINGS

- |   | P                        | F                        | N/A                      |  | P                        | F                        | N/A                      |
|---|--------------------------|--------------------------|--------------------------|--|--------------------------|--------------------------|--------------------------|
| A. Seats – No Pitch Points, Protruding Wire or Cracks | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | B. S Hooks, Chain Links and Brackets                           | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| D. Cracks   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | C. Tire Swings are Not Filled with Sand, Water or Other Debris | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
|   |                          |                          |                          | E. Other _____   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

### 5.) SEASAWS (SPRING TYPE) & ROCKING EQUIPMENT

- |  | P                        | F                        | N/A                      |                    | P                        | F                        | N/A                      |
|--|--------------------------|--------------------------|--------------------------|--------------------|--------------------------|--------------------------|--------------------------|
| A. Handholds Stay in Place When Grasped, Without Turning | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | B. No Pinch Points | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| D. Other _____   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | C. Footrests       | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |



# ATTACHMENT 3 - LOW FREQUENCY INSPECTION FORM



City of San Diego

## Low-Frequency Playground Inspection Checklist

Site Location: \_\_\_\_\_ Inspected By: \_\_\_\_\_ Date: \_\_\_\_\_

<b>Playground Surface Area</b>	<b>OK</b>	<b>NR</b>	<b>NA</b>	<b>Comments/Action</b>	<b>W.R.S.</b>
No footings are exposed, cracked or loose on all equipment					
Loose-fill material					
Unitary Surface-no buckling, peeling or damage					
Unitary surface clear of debris, sand and mulch					
There are no tripping hazards					
Area is clean and free of glass, trash and foreign objects					
<b>Play Composite Structures</b>	<b>OK</b>	<b>NR</b>	<b>NA</b>	<b>Comments/Action</b>	<b>W.R.S.</b>
No broken supports or anchors					
No missing plugs, caps, pipe ends or shields					
No missing or loose rails, rungs or steps					
Protruding bolt heads, no more than 2 threads showing					
Loose, missing, rusted or worn fasteners					
No worn, cracked or chipped paint					
No pinch or crush points especially on clatter bridges					
Slides or other components not separating at joints					
No wood splintering, warping or cracking					

City of San Diego  
 Low-Frequency Playground Inspection Checklist

Site Location: \_\_\_\_\_

Date: \_\_\_\_\_

<b>Swings</b>	<b>OK</b>	<b>NR</b>	<b>NA</b>	<b>Comments/Action</b>	<b>W.R.S.</b>
No broken, twisted, worn or rusted chains or hangers					
S-hooks are not open, worn or rusted					
Swing seats are in good condition					
Swing frame is not dented, shifted or damaged					
No loose, missing or protruding bolts					
<b>Climbers (Free-Standing)</b>	<b>OK</b>	<b>NR</b>	<b>NA</b>	<b>Comments/Action</b>	<b>W.R.S.</b>
No broken/loose rails or rungs					
No missing bolts or fasteners					
No cracked, rusted or broken welds					
Frame is not dented, shifted or damaged					
<b>Slides (Free-Standing)</b>	<b>OK</b>	<b>NR</b>	<b>NA</b>	<b>Comments/Action</b>	<b>W.R.S.</b>
Slide beds are smooth and free of cracks or gaps					
Handrails are not loose, bent or missing					
Steps/rungs are not loose, missing or damaged					
Safety rail/sit down canopy in place and secure					
Safety surface at slide exit					

City of San Diego  
 Low-Frequency Playground Inspection Checklist

Site Location: \_\_\_\_\_

Date: \_\_\_\_\_

<b>Track Rides</b>	<b>OK</b>	<b>NR</b>	<b>NA</b>	<b>Comments/Action</b>	<b>W.R.S.</b>
All connectors are tight allowing no play at joints					
Platforms are secure and in good condition					
Pinch points are covered or protected					
Hand grips are secure and stops are operational					
<b>Spring/Rocker Equipment</b>	<b>OK</b>	<b>NR</b>	<b>NA</b>	<b>Comments/Action</b>	<b>W.R.S.</b>
No missing, loose bolts or fasteners					
Mounting plates/brackets					
Integrity of equipment					
<b>Other</b>	<b>OK</b>	<b>NR</b>	<b>NA</b>	<b>Comments/Action</b>	<b>W.R.S.</b>

**Additional Comments:** \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

**Inspected By Signature:** \_\_\_\_\_ **Date:** \_\_\_\_\_



## Playground Evaluation as Part of a Low Frequency Inspection Process

Date Conducted: [Click here to enter a date.](#)

Site Location: \_\_\_\_\_

Inspected By: \_\_\_\_\_

Signed By: \_\_\_\_\_ Cert #: \_\_\_\_\_ - \_\_\_\_\_

### Playground Evaluation

Playground Safety Surfacing in General			
Playground Areas Covered with Unitary Impact Attenuating Surfacing			
OK	NR	NA	
			Loose or missing tiles
			Large gaps between tiles
			Loose or curling edges
			Tears, punctures, or breaks in or wear through the top wear surface of the unitary surfacing material
			Standing water on the surfacing
			Loose aggregate, debris, or other slip hazards on the surfacing
			Significant cracks or seam separation on surfacing
			Presence of tripping hazards
			Surface containment material (mow curb, wood border, walkways)

Comments:

\_\_\_\_\_

# Playground Evaluation (continued)

Playground Safety Surfacing in General			
Playground Areas Covered with Loose-Fill Attenuating Surfacing			
OK	NR	NA	
			Containment border members not securely anchored, or are loose or missing
			Containment border material is broken, damaged, or deteriorated
			Fasteners protrude above the top of the containment border, not flush or recessed
			Surfacing material is below the maximum 4" depth adjacent to accessible surface
			Presence of broken glass, metal, or other sharp objects in the surfacing
			Presence of loose-fill particles larger than two fingers in width in the surfacing
			Surface containment material (mow curb, wood border, walkways)
			Constantly wet or water-logged surfacing
			Fungi, moss, algae, or other vegetation growing in the surfacing

Comments:

\_\_\_\_\_

Signs			
OK	NR	NA	
			Structural integrity of mountings and foundation
			Broken, damaged, or deteriorated materials
			Presence of sharp edges or protrusions
			Wording is faded, defaced, altered, or is not legible

Comments:

\_\_\_\_\_

Fencing			
OK	NR	NA	
			Structural integrity of mountings and foundation
			Presence of sharp edges or protrusions
			Fencing material is broken, damaged, or deteriorated missing parts

Comments:

\_\_\_\_\_

## Playground Evaluation (continued)

Spring Rocking Equipment (Single- or Multiple-Occupancy)			
Manufacturer: _____			
Common Maintenance Problems to Check:			
OK	NR	NA	
			Structural integrity of mountings and foundation
			Missing, loose, badly worn or deteriorated fasteners, couplings and material
			Component parts may become loose or may have been removed
			Check that footer has not been exposed or is insufficiently covered with IAS
			Perform maintenance needs assessments for metal, plastic, or wood parts

Comments:

\_\_\_\_\_

Free-Standing Climber			
Manufacturer: _____			
Common Maintenance Problems to Check:			
OK	NR	NA	
			Structural integrity of mountings and foundation
			Missing, loose, badly worn or deteriorated fasteners, couplings and material
			Check for loss or removed/missing fasteners
			Check for non-rigid component wear at points of contact with stationary structure
			Check flexible components (rope, coated cable, tires, etc.) for wear from foot/hand contact
			Check non-metal components for cracks or breakage (plastic will become brittle due to UV or thermal deterioration)
			Check for corrosion on steel fasteners, weld points or other parts
			Check that footer has not been exposed or is insufficiently covered with IAS
			Perform maintenance needs assessments for metal, plastic, or wood parts

Comments:

\_\_\_\_\_

# Playground Evaluation (continued)

Swing Frame, Assembly & Seats			
Manufacturer: _____			
Common Maintenance Problems to Check:			
OK	NR	NA	
			Structural integrity of mountings and foundation
			Missing, loose, badly worn or deteriorated fasteners, couplings and material
			Check swing seat for cracks, excessive wear, or breakage
			Check S-hook, chain links, clevis, shackles or other connecting fastener wear
			Check bushing sleeves or bolt shafts in the swing assembly for wear
			Check for corrosion for of steel fasteners, weld points or other metal parts
			Check that footer has not been exposed or is insufficiently covered with IAS
			Perform maintenance needs assessments for metal, plastic, or wood parts

Comments:

\_\_\_\_\_

Free-Standing Slides			
Manufacturer: _____			
Common Maintenance Problems to Check:			
OK	NR	NA	
			Structural integrity of mountings and foundation
			Missing, loose, badly worn or deteriorated fasteners, couplings and material
			Check non-metal slide beds for cracks or breakage
			Check for insufficient safety surfacing in the use zone, especially at the base of ascent components and in the slide exit use zone.
			Check for corrosion of steel fasteners, weld points or other metal parts
			Check that footer has not been exposed or is insufficiently covered with IAS
			Perform maintenance needs assessments for metal, plastic, or wood parts

Comments:

\_\_\_\_\_

## Playground Evaluation (continued)

Fulcrum Teeter Totter			
Manufacturer: _____			
Common Maintenance Problems to Check:			
OK	NR	NA	
			Structural integrity of mountings and foundation
			Missing, loose, badly worn or deteriorated fasteners, couplings and material
			Check for loose or removed fasteners, fulcrum bracket, or hand supports
			Check for corrosion of steel fasteners, weld points or other metal parts
			Check for cracks or breakage of non-metal seats
			Check if teeter bed has become detached from fulcrum support beam
			Check any wood components for cracks, splitting, or splintering
			Check that footer has not been exposed or is insufficiently covered with IAS
			Perform maintenance needs assessments for metal, plastic, or wood parts

Comments:

\_\_\_\_\_

Track Ride			
Manufacturer: _____			
Common Maintenance Problems to Check:			
OK	NR	NA	
			Structural integrity of mountings and foundation
			Missing, loose, badly worn or deteriorated fasteners and couplings and material
			Check for corrosion of steel fasteners, weld points or other metal parts
			Check trolley bearing assembly for wear, warp, or signs it is breaking free of the track
			Check handgrip fastener for wear or evidence it becoming unsecured
			Check if bumpers at the end of the track have loosened or been removed
			Check that footer has not been exposed or is insufficiently covered with IAS
			Perform maintenance needs assessments for metal, plastic, or wood parts

Comments:

\_\_\_\_\_

# Playground Evaluation (continued)

Sand Digger			
Manufacturer: _____			
Common Maintenance Problems to Check:			
OK	NR	NA	
			Structural integrity of mountings and foundation
			Missing, loose, badly worn or deteriorated fasteners and couplings and material
			Check that digger turns within its rotation axis
			Check for bending or other deformities in seat, control arms, or hinged bucket arm from improper use or vandalism
			Check bucket lip for sharp edges from wear
			Check that footer has not been exposed or is insufficiently covered with IAS
			Perform maintenance needs assessments for metal, plastic, or wood parts

Comments:

\_\_\_\_\_

<input type="checkbox"/> Merry-Go-Round <input type="checkbox"/> Sit & Spin <input type="checkbox"/> Stand & Spin			
Manufacturer: _____			
Common Maintenance Problems to Check:			
OK	NR	NA	
			Structural integrity of mountings and foundation
			Missing, loose, badly worn or deteriorated fasteners, couplings and material
			Check for broken or are missing handrails
			Check for excessive vertical (up and down) oscillation
			Check bearings for excessive wear or missing parts or cover plates
			Check that footer has not been exposed or is insufficiently covered with IAS
			Perform maintenance needs assessments for metal, plastic, or wood parts

Comments:

\_\_\_\_\_

# Playground Evaluation (continued)

Balance Beam			
Manufacturer: _____			
Common Maintenance Problems to Check:			
OK	NR	NA	
			Structural integrity of mountings and foundation
			Missing, loose, badly worn or deteriorated fasteners, couplings and material
			Check for corrosion of steel fasteners, weld points or other metal parts
			Check that footer has not been exposed or is insufficiently covered with IAS
			Perform maintenance needs assessments for metal, plastic, or wood parts

Comments:

\_\_\_\_\_

Activity Panel / Structure / Apparatus			
Manufacturer: _____			
Common Maintenance Problems to Check:			
OK	NR	NA	
			Structural integrity of mountings and foundation
			Missing, loose, badly worn or deteriorated fasteners, couplings and material
			Check bearings for excessively wear or they are missing
			Check for missing or broken handholds
			Check for corrosion of steel fasteners, weld points or other metal parts
			Check that footer has not been exposed or is insufficiently covered with IAS
			Perform maintenance needs assessments for metal, plastic, or wood parts

Comments:

\_\_\_\_\_

# Playground Evaluation (continued)

Composite Structure			
Manufacturer: _____			
Common Maintenance Problems to Check:			
OK	NR	NA	
			Structural integrity of mountings and foundation
			Missing, loose, badly worn or deteriorated fasteners, couplings and material
			Check for excessively worn S-hooks, chain links, clevis, shackles or other connecting fasteners
			Check all flexible access components (rope, coated cable, chain, tires, etc.) for excessive wear at points of contact with stationary structure and at points of foot contact
			Check for corrosion of steel fasteners, weld points or other metal parts
			Check wood portions for rot, cracking, splitting, or splintering
			Check non-metal components/ slide beds for cracks or breakage
			Insufficiently safety surfacing in the use zone, especially at the bottoms of ascent/descent components
			Check for missing or broken handholds
			Check that footer has not been exposed or is insufficiently covered with IAS
			Perform maintenance needs assessments for metal, plastic, or wood parts

Comments:

\_\_\_\_\_

Other: _____			
Manufacturer: _____			
Common Maintenance Problems to Check:			
OK	NR	NA	
			Structural integrity of mountings and foundation
			Missing, loose, badly worn or deteriorated fasteners, couplings and material
			Check for corrosion of steel fasteners, weld points or other metal parts
			Check that footer has not been exposed or is insufficiently covered with IAS
			Perform maintenance needs assessments for metal, plastic, or wood parts

Comments:

\_\_\_\_\_

## ATTACHMENT 5 - MANAGER PLUS REPORT EXTRACT



City of San Diego/P&R  
USER: Report  
SELECTION: Playgrounds  
SORTED BY: Category/Type

### *Council District 1*

#### **PLAYGROUNDS**

##### **AGE 5-12**

CARMEL GROVE NP PLAYGND [3799 Carmel View Road, 92130]  
CARMEL KNOLLS PLAYGROUND [4850 Carmel Knolls Drive, 92130]  
CARMEL VALLEY E PLAYGND [3751 Townsgate Drive, 92130 EAST]  
CARMEL VALLEY W PLAYGND [3751 Townsgate Drive, 92130 WEST]  
DOYLE CP W PLAYGROUND [8175 Regents Road, 92122]  
KELLOGG PARK PLAYGROUND [8300 Camino del Oro, 92037]  
LA JOLLA CP E PLAYGROUND [615 Prospect Street]  
LA JOLLA CP W PLAYGROUND [615 Prospect Street]  
MARCY NP PLAYGROUND [5504 Stresemann Street, 92122]  
NOBEL ATHLETIC N PLAYGND [8810 Judicial Drive (Swings)]  
NOBEL ATHLETIC S PLAYGND [8810 Judicial Drive (Kid City)]  
PEARLMAN MP PLAYGROUND [5404 Carmel Knolls Drive, 92130]  
TORREY HIGHLANDS PLAYGND [4450 Lansdale Drive, 92130]  
TORREY HILLS N PLAYGND [4262 Calle Mejillones, 92130]  
VIA DEL NORTE MP PLAYGND [6165 La Jolla Hermosa Avenue, 92037]  
WINDWOOD NP PLAYGROUND [12757 Carmel Creek Road, 92130]  
WM EASTGATE MALL PLAYGND [4275 Eastgate Mall, 92037 Weiss Mandell]

##### **COMBO**

41ST STREET MP PLAYGND [4105 Gamma Street, 92113]  
ASHLEY FALLS NP PLAYGND [13030 Ashley Falls Drive, 92130]  
CARMEL CREEK PLAYGROUND [4260 Carmel Center Road, 92103]  
CARMEL DEL MAR PLAYGND [12345 Carmel Park Drive, 92103]  
DEL MAR TRAILS PLAYGND [4450 Del Mar Trails Road, 92130]  
DOYLE CP E PLAYGROUND [8175 Regents Road, 92122]  
OCEAN AIR CP PLAYGROUND [4770 Fairport Avenue, 92130]  
SAGE CANYON NP PLAYGND [5252 Harvest Run Drive, 92130]  
SOLANA HIGHLANDS PLAYGND [3520 Long Run Drive, 92130]  
STANDLEY CP PLAYGROUND [3585 Governor Drive, 92122]  
STARKEY MP PLAYGROUND [6707 Draper Avenue, 92037]  
TORREY HILLS S PLAYGND [4262 Calle Mejillones, 92130]

UNIVERSITY GDNS PLAYGND [6431 Gullstrand Street, 92122 Gardens]  
VILLA LA JOLLA PLAYGND [8321 Via Mallorca, 92037]

**TOT LOT**

CARMEL KNOLLS TOT LOT [4850 Carmel Knolls Drive, 92130]  
DOYLE CP NE TOT LOT [8175 Regents Road, 92122]  
DOYLE CP SW TOT LOT [8175 Regents Road, 92122]  
LA JOLLA CP TOT LOT [615 Prospect Street]  
NOBEL ATHLETIC E TOT LOT [8810 Judicial Drive (Imagination Village)]  
NOBEL ATHLETIC W TOT LOT [8810 Judicial Drive (Toddler Town)]  
STANDLEY CP TOT LOT [3585 Governor Drive, 92122]  
TORREY HIGHLANDS TOT LOT [4450 Lansdale Drive, 92130]  
WM EASTGATE MALL TOT LOT [4275 Eastgate Mall, 92037 Weiss Mandell]

**Council District 2**

**AGE 5-12**

CLEATOR BILL PLAYGROUND [4412 Nimitz Boulevard, 92107]  
MBP E BONITA PLAYGND [Mariners Way, 92109]  
MBP S TECOLOTE NW PLAYGD [1590 East Mission Bay Drive, 92109]  
MBP SANTA CLARA PLAYGND [1008 Santa Clara Place, 92109]  
NTC PLAYGROUND [2750 Womble Road, 92106 Naval Training Center]  
SESSIONS PLAYGROUND [5115 Soledad Road, 92109 Kate]  
TECOLOTE PLAYGROUND [4675 Tecolote Road, 92110]  
WESTERN HILLS PLAYGROUND [4810 Kane Street, 92110]

**COMBO**

ALCOTT EL JU PLAYGROUND [4680 Hidalgo Avenue, 92117]  
DUSTY RHODES PLAYGROUND [2500 Sunset Cliffs Boulevard, 92107]  
MB ATHLETIC AREA PLAYGND [2639 Grand Avenue, 92109 Mission Beach]  
MBP FANUEL PLAYGROUND [End of Fanuel Street at Sail Bay, West Mssn Bay]  
MBP MISSION PT PLAYGND [2600 Bayside Lane, 92109]  
MBP N CROWN PT PLAYGND [3700 Corona Oriente Road, 92109]  
MBP N DE ANZA PLAYGND [2800 East Mission Bay Drive 92109]  
MBP N SKI BEACH PLAYGND [3700 Ingraham Street, 92109]  
MBP N TECOLOTE PLAYGND [1740 East Mission Bay Drive, 92109]  
MBP PLAYA III PLAYGND [2270 East Mission Bay Drive, 92109]  
MBP S DE ANZA PLAYGND [2699 East Mission Bay Drive 92109]  
MBP S TECOLOTE E PLAYGND [1590 East Mission Bay Drive, 92109]  
MBP W BONITA PLAYGND [900 West Mission Bay Drive, 92109]  
PACIFIC BEACH PLAYGROUND [1405 Diamond Street, 92109]  
POINT LOMA PLAYGROUND [1049 Catalina Boulevard, 92107]  
ROBB FIELD PLAYGROUND [2525 Bacon Street, 92107]  
SILVER TERRACE PLAYGND [5500 Friars Road, 92110]  
SOUTH CLAIREMONT PLAYGND [3605 Clairemont Drive, 92117]

**TOT LOT**

CADMAN TOT LOT [4280 Avati Drive, 92117]

MBP S TECOLOTE W TOT LOT [1590 East Mission Bay Drive, 92109]  
MBP SANTA CLARA TOT LOT [1008 Santa Clara Place, 92109]  
NTC TOT LOT [2750 Womble Road, 92106 Naval Training Center]  
OCEAN BEACH CP TOT LOT [4726 Santa Monica Avenue, 92107 on Ebers St.]

**Council District 3**

**PLAYGROUNDS**

**AGE 5-12**

BP BIRD PARK PLAYGROUND [28th Street & Thorn Street]  
BP CENTRAL MESA PLAYGND [Pepper Grove, off Park Blvd south of Science Ctr]  
BP WEST MESA PLAYGROUND [Thorn and 6th Avenue]  
BP WEST MESA TOT LOT [Thorn and 6th Avenue]  
CEDAR RIDGE MP PLAYGND [1702 Pentucket Avenue, 92104]  
CHILDRENS MUSEUM PLAYGND [255 West Island Avenue, 92101 (LEASED)]

**COMBO**

BP MORLEY FD CTR PLAYGND [2221 Morley Field Drive. 92104 S of Bud Kearns Pool]  
GOLDEN HILL CP PLAYGND [2600 Golf Course Drive, 92102]  
MISSION HILLS PLAYGROUND [1586 Washington Place, 92103 Pioneer]  
MONTCLAIR PLAYGROUND [2971 Nile Street, 92104]  
NORTH PARK PLAYGROUND [4044 Idaho Street, 92104]  
OLD TROLLEY BARN TOT LOT [1900 Adams Avenue, 92116]

**TOT LOT**

ADAMS TOT LOT [3491 Adams Ave., 92116]  
AMICI PARK NP TOT LOT [1789 State Street, 92101]  
BP CENTRAL MESA TOT LOT [Pepper Grove, off Park Blvd south of Science Ctr]  
BP EAST MESA PLAYGROUND [28th Street next to BP Golf Course]  
BP MORLEY FLD E PLAYGND [2221 Morley Field Drive. 92104 Upas & Pershing]  
TWEET STREET MP TOT LOT [9th & Date Street, 92101]

**Council District 4**

**PLAYGROUNDS**

**AGE 5-12**

BAY TERRACES PLAYGOUND [7373 Tooma Street, 92139]  
BOONE PLAYGROUND [7248 Bullock Drive, 92114]  
CHOLLAS LAKE NE PLAYGND [6350 College Grove Drive, 92105 NORTH EAST]  
CHOLLAS LAKE NW PLAYGND [6350 College Grove Drive, 92105 NORTH WEST]  
CHOLLAS LAKE S PLAYGND [6350 College Grove Drive, 92105 SOUTH]  
EMERALD HILLS E PLAYGND [1501 Kelton Road, 92114]  
ENCANTO PLAYGROUND [6508 Wunderlin Avenue, 92114]  
GOMPERS PLAYGROUND [4926 Hilltop Drive, 92102]  
LOMITA PLAYGROUND [8205 Leucadia Street, 92114]  
OAK PARK PLAYGROUND [5235 Maple Street, 92105]  
PARADISE HILLS PLAYGND [6610 Potomac Street, 92139]  
PARKSIDE PLAYGROUND [6240 Parkside Avenue, 92139]

SKYLINE HILLS PLAYGROUND [8285 Skyline Drive, 92114]  
SKYVIEW PLAYGROUND [7226 Skyline Drive, 92114]  
WIDMAN PLAYGROUND [6727 Imperial Avenue, 92114]  
WILLIE HENDER PLAYGND E [1035 South 45th Street, 92113]  
WILLIE HENDER PLAYGND W [1035 South 45th Street]

**COMBO**

CHOLLAS LAKE GLORIA MESA [6350 College Grove Drive, 32105]  
EMERALD HILLS W PLAYGND [1501 Kelton Road, 92114]  
KENNEDY PLAYGROUND [4825 Ocean View Boulevard, 92113]  
KING S PLAYGROUND [6401 Skyline Drive, 92114 MLK Martin Luther]

**TOT LOT**

BOONE TOT LOT [7248 Bullock Drive, 92114]  
GOMPERS TOT LOT [4926 Hilltop Drive, 92102]  
KEILLER TOT LOT [7400 Lisbon Street, 92114]  
KING N TOT LOT [6401 Skyline Drive, 92114 MLK Martin Luther]  
PARADISE HILLS TOT LOT [6610 Potomac Street, 92139]  
PARKSIDE TOT LOT [6240 Parkside Avenue, 92139]  
PENN ATHLETIC TOT LOT [2555 Dusk Drive, 92139]  
SKYVIEW TOT LOT [7226 Skyline Drive, 92114]

**Council District 5**

**PLAYGROUNDS**

**AGE 5-12**

CARMEL MTN RANCH PLAYGND [10166 Rancho Carmel Drive, 92128]  
HILLTOP CP SE PLAYGROUND [9711 Oviedo Way, 92129]  
JERABEK NP PLAYGROUND [10150 Avenida Magnifica, 92131]  
MIRAMAR OVERLOOK PLAYGND [11417 Scripps Ranch Boulevard, 92131]  
RANCHO BERNARDO PLAYGND [18448 West Bernardo Drive, 92127]  
RIDGEWOOD NP PLAYGROUND [12604 La Tortola, 92129]  
SABRE SPRINGS NP PLAYGND [12953 Sabre Springs Parkway, 92128]  
SOUTH VILLAGE NP PLAYGND [14756 Via Azul, 92127]  
SPRING CANYON PLAYGROUND [10907 Scripps Poway Parkway, 92131]  
STONEBRIDGE NP PLAYGND [15030 Sycamore Trail Road, 92131]  
SUNRIDGE VISTA PLAYGND [10305 Azuaga, 92123]  
SYCAMORE CYN PLAYGROUND [13745 Stonebridge Parkway, 92131]  
TWIN TRAILS NP PLAYGND [8900 Twin Trails Drive, 92129]  
VIEWS WEST NP PLAYGROUND [12904 La Tortola, 92129]

**COMBO**

ADOBE BLUFFS PLAYGROUND [8805 Gainsborough Avenue, 92129]  
CYPRESS CANYON PLAYGND [11470 Cypress Canyon Road, 92131]  
CYPRESS VALLEY PLAYGND [11871 Stonedale Court, 92131]  
FORESTVIEW MP PLAYGROUND [11201 Forestview Lane, 92131]  
HIGHLAND RANCH PLAYGND [12140 Eastbourne Road, 92128]  
HILLTOP CP NW PLAYGROUND [9711 Oviedo Way, 92129]

HOYT NP PLAYGROUND [10711 Canyon Lake Drive, 92131]  
LAKEVIEW EAST PLAYGROUND [10794 Mira Lago Terrace, 92131]  
LAKEVIEW WEST PLAYGROUND [10794 Mira Lago Terrace, 92131]  
ROLLING HILLS N PLAYGND [11082 Carlota, 92129]  
ROLLING HILLS S PLAYGND [11082 Carlota, 92129]  
SCRIPPS RANCH E PLAYGND [11424 Blue Cypress Drive, 92131]  
SCRIPPS RANCH W PLAYGND [11424 Blue Cypress Drive, 92131 (Swings Only)]  
SOUTH CREEK NP PLAYGND [12245 Wickerbay Cove, 92128]  
TORREY DEL MAR PLAYGND [7693 McGonigle Trail, 92130]

***TOT LOT***

CARMEL MTN RANCH TOT LOT [10166 Rancho Carmel Drive, 92128]  
JERABEK NP TOT LOT [10150 Avenida Magnifica, 92131]  
MIRAMAR OVERLOOK TOT LOT [11417 Scripps Ranch Boulevard, 92131]  
RANCHO BERNARDO TOT LOT [18448 West Bernardo Drive, 92127]  
RIDGEWOOD NP TOT LOT [12604 La Tortola, 92129]  
SABRE SPRINGS NP TOT LOT [12953 Sabre Springs Parkway, 92128]  
SEMILLON MP TOT LOT [12066 Semillon Boulevard, 92131]  
SPRING CANYON TOT LOT [10907 Scripps Poway Parkway, 92131]  
STONEBRIDGE NP TOT LOT [15030 Sycamore Trail Road, 92131]  
SYCAMORE CYN TOT LOT [13745 Stonebridge Parkway, 92131]  
VIEWS WEST NP TOT LOT [12904 La Tortola, 92129]

**Council District 6**

***AGE 5-12***

BREEN PLAYGROUND [11103 Polaris Drive, 92126]  
CANYONSIDE PLAYGROUND [12350 Black Mountain Road, 92129]  
GERSHWIN NP PLAYGROUND [3508 Conrad Avenue, 92117]  
LINDBERGH NP PLAYGROUND [4141 Ashford Street, 92111]  
MACDOWELL NP PLAYGROUND [5183 Arvinels Avenue, 92117]  
MT. ETNA NP PLAYGROUND [4741 Mt Etna Drive, 92117]  
OLIVE GROVE PLAYGROUND [6075 Printwood Way, 92117]  
PENASQUITOS CREEK PLAYGD [8021 Park Village Road, 92129]  
SANDBURG NP PLAYGROUND [11170 Avenida del Gato, 92126]  
WALKER ELEM JU PLAYGND [9225 Hillery Drive, 92126]  
WESTVIEW NP PLAYGROUND [11278 Westview Parkway, 92126]

***COMBO***

CAMINO RUIZ PLAYGROUND [11498 Camino Ruiz, 92126]  
CENTRUM PARK PLAYGROUND [4950 Central Plaza , 92123]  
E CLRMENT ATHL PLAYGND [3451 Mt. Acadia Boulevard, 92111]  
HOURGLASS PLAYGROUND [10440 Black Mountain Road, 92126]  
LOPEZ RIDGE PLAYGROUND [7245 Calle Cristobal, 92126]  
MADDOX NP PLAYGROUND [7809 Flanders Drive, 92126]  
MESA VERDE PLAYGROUND [8350 Gold Coast Drive, 92126]  
MESA VIKING PLAYGROUND [11278 Westonhill Drive, 92126]

MIRA MESA CP PLAYGROUND [8575 New Salem Street, 92126]  
MT. ACADIA NP PLAYGROUND [3865 Mt. Acadia Boulevard, 92111]  
N CLAIREMONT PLAYGROUND [4421 Bannock Avenue, 92117]  
WINTERWOOD PLAYGROUND [7540 Winterwood Lane, 92126]

**TOT LOT**

BREEN TOT LOT [11103 Polaris Drive, 92126]  
CAMINO RUIZ TOT LOT [11498 Camino Ruiz, 92126]  
PENASQUITOS CREEK TOTLOT [8021 Park Village Drive, 92129]  
SANDBURG NP TOT LOT [11170 Avenida del Gato]  
WESTVIEW NP TOT LOT [11278 Westview Parkway, 92126]

**Council District 7**

**PLAYGROUNDS**

**AGE 5-12**

CABRILLO HTS E PLAYGND [8303 Hurlbut Street, 92123]  
CABRILLO HTS W PLAYGND [8303 Hurlbut Street, 92123]  
DAILARD NP N PLAYGROUND [6391 Cibola Road, 92120]  
GRANTVILLE NP W PLAYGND [4601 Vandever Avenue, 92120]  
MURRAY RIDGE PLAYGROUND [8651 Celestine Avenue, 92123]  
RANCHO MSSN CNYN PLAYGND [7635 Margerum Avenue, 92120]  
SERRA MESA CP PLAYGROUND [9020 Village Glen Drive, 92123]  
VILLA MONSERATE PLAYGND [10283 Perez Court, 92124]  
VILLA NORTE NP E PLAYGND [6597 Antigua Boulevard, 92124]

**COMBO**

ALLIED GARDENS PLAYGND [5155 Greenbrier Ave., 92120]  
DAILARD NP S PLAYGROUND [6391 Cibola Road, 92120]  
GRANTVILLE NP E PLAYGND [4601 Vandever Avenue, 92120]  
KEARNY MESA N PLAYGROUND [3170 Armstrong Street, 92111]  
KEARNY MESA S PLAYGROUND [3170 Armstrong Street, 92111]  
KELLY STREET NP PLAYGND [6640 Kelly Street, 92111]  
LAKE MURRAY PLAYGROUND [7051 Murray Park Drive, 92119]  
LINDA VISTA PLAYGROUND [7064 Levant Street, 92111]  
MISSION HEIGHTS PLAYGND [1716 Westinghouse Street, 92111]  
PRINCESS DEL C PLAYGND [6195 Wenrich Drive, 92120 Cerro]  
ROADRUNNER NP PLAYGROUND [4779 La Cuenta Drive, 92124]  
SAN CARLOS PLAYGROUND [6445 Lake Badin Avenue, 92119]  
TIERRASANTA PLAYGROUND [11220 Clairemont Mesa Boulevard, 92124]  
TUXEDO NP PLAYGROUND [6978 Tuxedo Road, 92119]  
VILLA NORTE NP W PLAYGND [6597 Antigua Boulevard, 92124]

**TOT LOT**

CRAMER TOT LOT [5961 Linda Vista Rd., 92110 Edward Tyler]  
SERRA MESA CP TOT LOT [9020 Village Glen Drive, 92123]  
VILLA MONSERATE TOT LOT [10283 Perez Court, 92124]

**Council District 8**

**PLAYGROUNDS**

**AGE 5-12**

- CHICANO PLAYGROUND [1982 National Avenue, 92113]
- CLAY MP PLAYGROUND [3156 Clay Avenue, 92113]
- EGGER NORTH PLAYGROUND [1840 Coronado Avenue, 92154 South Bay]
- EGGER SW PLAYGROUND [1840 Coronado Avenue, 92154 South Bay]
- GRANT HILL PLAYGROUND [2632 J Street, 92102]
- HOWARD LANE PLAYGROUND [1626 Dairy Mart Road, 92173]
- MONT WALL N-COMF PLAYGND [3020 Coronado Avenue, 92154 (next to comfort stat)]
- NESTOR PLAYGROUND [2423 Grove Avenue, 92154]
- OCEAN VIEW HILLS PLAYGND [4925 Ocean View Hills Parkway, 92154]
- PALM RIDGE PLAYGROUND [751 Firethorn Street, 92154]
- SHERMAN HGHTS PLAYGROUND [2258 Island Avenue, 92102]
- SUNNYSLOPE PLAYGROUND [2600 Elm Street, 92154]
- VISTA PACIFICA PLAYGND [6066 Avenida de las Vistas, 92154]

**COMBO**

- CORAL GATE PLAYGROUND [3279 Anella Road, 92173]
- LARSEN FIELD N PLAYGND [499 Sycamore Road, 92173 San Ysidro]
- LARSEN FIELD S PLAYGND [499 Sycamore Road, 92173 San Ysidro]
- MEMORIAL N PLAYGROUND [2947 Ocean View Boulevard, 92113]
- MEMORIAL S PLAYGROUND [2947 Ocean View Boulevard, 92113]
- MONT WALL N-PALM PLAYGND [3020 Coronado Avenue, 92154 (along Palm Ave.)]
- MONT WALL SOUTH [3020 Coronado Avenue, 92154]
- SILVER WING PLAYGROUND [3737 Arey Drive, 92154]
- VISTA TERRACE PLAYGROUND [301 Athey Avenue, 92173]

**TOT LOT**

- 30TH STREET TOT LOT [702 South 30th Street, 92113]
- CHICANO TOT LOT [1982 National Avenue, 92113]
- J STREET TOT LOT [3291 J Street, 92102]
- OCEAN VIEW HILLS TOT LOT [4925 Ocean View Hills Parkway, 92154]
- SAN YSIDRO TOT LOT [247 East Park Avenue, 92173]
- SHERMAN MP JU TOT LOT [450 24th Street, 92012]
- SUNNYSLOPE TOT LOT [2600 Elm Street, 92154]
- VISTA PACIFICA TOT LOT [6066 Avenida de las Vistas, 92154]

**Council District 9**

**PLAYGROUNDS**

**AGE 5-12**

- ALLEN PLAYGROUND [800 Boundary Street, 92102 Dennis V]
- CHEROKEE POINT PLAYGND [3901 Landis Street, 92105]
- CITY HEIGHTS MP PLAYGND [3033 39th Street, 92105]
- CITY HEIGHTS PLAYGROUND [4367 Wightman Street, 92105]
- COLINA DEL SOL PLAYGND [5319 Orange Avenue, 92115]

HOLLYWOOD PLAYGROUND NE [2301 Shamrock Street, 92105]  
HOLLYWOOD PLAYGROUND SW [2301 Shamrock Street, 92105]  
KENSINGTON PLAYGROUND [4121 Adams Avenue, 92116]  
MOUNTAIN VIEW PLAYGROUND [551 South 40th Street, 92113]  
PETWAY PLAYGROUND [1375 Rigel Street, 92113 Southcrest Trails]  
TERALTA PLAYGROUND [4100 Central Avenue, 92105]  
WARD CANYON PLAYGROUND [39th Street at 39th and Adms,92116]

**COMBO**

AZALEA PLAYGROUND [2596 Violet Avenue, 92105]  
CLAY PLAYGROUND [4767 Seminole Drive, 92115]  
SOUTHCREST PLAYGROUND [4149 Newton Avenue, 92113]

**TOT LOT**

CHEROKEE POINT TOT LOT [3901 Landis Street, 92105]  
CITY HEIGHTS TOT LOT [4367 Wightman Street, 92105]  
COLINA DEL SOL TOT LOT [5319 Orange Avenue, 92115]  
PARK DE LA CRUZ TOT LOT [3901 Landis Street, 92105]  
PETWAY TOT LOT [1375 Rigel Street, 92113 Southcrest Trails]  
WARD CANYON TOT LOT [39th Street at 39th and Adams, 92116]