



NEW YORK CITY COMPTROLLER  
**BRAD LANDER**

**Maura Hayes-Chaffe**  
Deputy Comptroller for Audit

# Audit of the Department of Parks and Recreation's Oversight of Indoor Recreation Centers

**MH22-100A | February 29, 2024**





THE CITY OF NEW YORK  
OFFICE OF THE COMPTROLLER  
BRAD LANDER

February 29, 2024

To the Residents of the City of New York:

My office has audited the New York City Department of Parks and Recreation (DPR) to determine whether DPR is properly maintaining its indoor recreation centers to provide safe facilities to the public and whether these centers are equitably distributed throughout the City.

The audit found that the centers are generally well-maintained and that most of the members surveyed during the audit expressed satisfaction with the programs, amenities, and services offered at their respective centers. Although centers are generally compliant with ADA requirements for people with limited mobility, the upper floors at two multi-level centers were not accessible and the chair lifts at two sites with indoor pools were inoperable. While the audit noted no significant disparities in satisfaction based on center location, auditors found that recreation centers were not distributed equitably throughout the City, with Manhattan housing the most centers in operation, despite representing less than a fifth of the City's total population.

The audit also found that center staff did not consistently conduct and record the results of their daily inspections; not all deficiencies requiring work orders were entered in the work order system; and DPR's website contained inaccurate information about the programs offered at some of its recreation centers.

The audit makes seven recommendations. DPR should consider population distribution when planning and siting new facilities; ensure that center staff complete and submit daily maintenance checklists as required; ensure that equipment needing repairs is identified and addressed in a timely manner; relocate programs to an accessible floor at multi-level centers; conduct periodic checks of pool chair lifts to ensure they are operable; and periodically confirm with recreation centers that amenities are accurately recorded on DPR's website.

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

If you have any questions concerning this report, please email my Audit Bureau at [audit@comptroller.nyc.gov](mailto:audit@comptroller.nyc.gov).

Sincerely,

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

Brad Lander  
New York City Comptroller

# Table of Contents

<b>Audit Impact</b> .....	<b>3</b>
Summary of Findings .....	3
Intended Benefits .....	3
<b>Introduction</b> .....	<b>4</b>
Background .....	4
Objectives .....	5
Discussion of Audit Results with DPR.....	5
<b>Detailed Findings</b> .....	<b>6</b>
Recreation Centers Generally Maintained in Satisfactory Condition.....	7
Auditors Found that 90% of the Features at the Recreation Centers Were in Satisfactory Condition .....	7
Accessibility of Recreation Centers is Mixed.....	11
Recreation Centers Were Generally ADA Compliant for People with Limited Mobility, with Some Exceptions.....	11
Siting of Recreation Centers is Not Equitable Relative to Size of Population Served .....	13
Brooklyn and Queens are Underserved by Population.....	13
DPR’s Efforts to Address Siting Disparity are Not Based on Population Distribution within New York City .....	14
Most Recreation Center Members Surveyed Were Happy with Amenities and Programs Offered.....	15
Areas for Improvement.....	16
Daily Maintenance Inspections Were Not Consistently Performed and Recorded .....	16
DPR’s Website Contains Inaccurate Program Information About Certain Sites .....	16
<b>Recommendations</b> .....	<b>18</b>
Recommendations Follow-up.....	19
<b>Scope and Methodology</b> .....	<b>20</b>

<b>Appendix I .....</b>	<b>23</b>
<b>Appendix II .....</b>	<b>26</b>
<b>Appendix III .....</b>	<b>27</b>
<b>Appendix IV .....</b>	<b>29</b>
<b>Addendum</b>	

# Audit Impact

## Summary of Findings

The audit identified several positives associated with the New York City Department of Parks and Recreation's (DPR) oversight over its recreation centers. The centers are generally well maintained and the majority of members surveyed during the audit expressed satisfaction with the programs, amenities, and services offered at their respective centers. The audit found that the centers are generally compliant with ADA requirements for people with limited mobility. However, there was no accessibility to other floors at two multi-level centers and the chair lifts were inoperable at 2 of the 7 centers with indoor pools.

The audit also found that the distribution of recreational centers across the five boroughs is not equitable when measured against the size of the population served. While Manhattan accounts for only 19% of the City's population, 36% of all centers are located there. Brooklyn accounts for 31% of the City's population but contains just 22% of all centers. Queens accounts for 27% percent of the City's population but has 14% of DPR's centers. Conversely, Staten Island only accounts for 6% of the population, but it contains 11% of the centers available to New York City residents. While there are plans to open five additional centers in the outer boroughs in future, these will not fully address the disparities that currently exist.

Operationally, the audit also found that center staff did not consistently conduct and record the results of their daily inspections; not all deficiencies requiring a work order were entered in the work order system as they should have been; work orders were not always addressed in a timely manner; and DPR's website contained inaccurate information about the programs offered at some of its recreation centers.

Further information about each of the findings appears below.

## Intended Benefits

This audit identified areas in which DPR could improve its oversight of its recreation centers to help ensure that equipment is maintained in satisfactory condition.

# Introduction

## Background

DPR is the steward of more than 30,000 acres of land and is the City's principal provider of recreational and athletic facilities and programs. DPR's mission is to plan resilient and sustainable parks, public spaces, and recreational amenities, build a park system for present and future generations, and to care for parks and public spaces.

DPR provides an extensive network of recreational services throughout the City.<sup>1</sup> These include recreation centers—large facilities that offer a broad array of programs and activities available to people of all ages, through a paid membership and field houses—and smaller facilities that offer limited, more specialized programming or activities that do not require a membership. Recreation centers offer amenities such as indoor pools, weight rooms, basketball courts, and dance studios, among other things.

Between March 2020 and June 2022, during the COVID-19 emergency, DPR provided various services that were critical to pandemic response. Parks' staff acted as "Social Distance Ambassadors," whose duties included educating the public about proper social distancing and distributing more than 3 million face masks to the public. During this time, recreation centers were closed to members for recreational activities and instead were utilized for other purposes, such as childcare centers, food delivery sites, and COVID-19 testing and vaccination sites. Some recreation centers began to reopen to members in July 2021.

In accordance with Title II of the Americans with Disabilities Act (ADA), recreation centers must be readily accessible to people with disabilities, with at least one accessible route that connects each story and mezzanine in multi-story buildings and that public entities are required to make accessibility alterations to their facilities "to the maximum extent feasible."<sup>2 3</sup>

To ensure that recreation centers are maintained in satisfactory condition, DPR requires that recreation center management conduct daily inspections and determine whether any conditions need correction. Inspection results are entered directly into an electronic daily maintenance checklist maintained on DPR's SharePoint portal.

When staff members identify issues that they are unable to correct on their own, they are required to submit a work order request in DPR's Asset Management Parks System (AMPS), which is routed to the applicable borough or citywide skill trade shop. Work orders are only submitted in AMPS for issues requiring support from Parks' Maintenance and Operations teams. Examples of situations in which work orders are not needed include replacing automated external defibrillator (AED) pads, refilling soap dispensers, and locking doors.

---

<sup>1</sup> DPR also maintains Field Houses, which are smaller facilities offering limited programming with no membership fee, and Community Centers, which are operated by community-based organization through agreements with DPR. This audit only covered the 36 facilities that are designated as Recreation Centers by DPR.

<sup>2</sup> The Americans with Disabilities Act, originally enacted in 1991, and revised in 2010, protects the rights of individuals with disabilities in employment, access to State and local government service, places of public accommodation, transportation, and other important area of life.

<sup>3</sup> Section 206.2.3 of the *2010 ADA Standards for Accessible Design*.

In addition to the daily inspections performed by recreation center staff, DPR's procedures call for biannual inspections administered by the Operations and Management Planning Division (OMP), to assess the centers' overall condition.

DPR has 36 recreation centers located throughout the five boroughs. Of these, six were closed during the auditor's visits to the recreation centers (during Calendar Year 2023) due to reconstruction.

According to the Fiscal Year 2023 Mayor's Management Report (MMR), DPR reported that 79% of recreation centers were in acceptable condition overall, and 100% were rated as having acceptable cleanliness. The MMR also reported that the number of center memberships grew from 100,385 in FY2022 to 117,116 in FY2023, a 17% increase.

## Objectives

The objectives of this audit were to determine whether DPR is properly maintaining its indoor recreation centers to provide safe indoor recreational facilities to the public, and whether these centers are equitably distributed throughout the City.

## Discussion of Audit Results with DPR

The matters covered in this report were discussed with DPR officials during and at the conclusion of this audit. An Exit Conference Summary was sent to DPR and discussed with DPR officials at an exit conference held on December 15, 2023. On January 12, 2024, we submitted a Draft Report to DPR with a request for written comments. We received a written response from DPR on January 26, 2024.

In its response, DPR stated that it will be implementing the audit's recommendations. DPR's written response has been fully considered and, where relevant, changes and comments have been added to the report.

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



# Detailed Findings

The audit found that recreation centers were generally well-maintained. Auditors visited 31 sites that were in operation during February, March, and August 2023 and found that they were in satisfactory condition overall.<sup>4</sup> The primary deficiencies identified by auditors were damaged flooring, damaged and/or missing ceiling tiles, and peeling paint, which DPR officials stated were due to ongoing roof leaks sustained by the centers over several years.

The auditors found that centers were generally compliant with ADA requirements for people with limited mobility, with some exceptions—2 of the 7 centers with indoor pools did not have working chair lifts to enable people with limited mobility to fully utilize them.

A survey of recreation center members found that the vast majority of those who responded were satisfied with the programs, amenities, and services offered at their respective centers, though many of them identified areas for improvement. The most frequently cited issues included inadequate programming, hours of operation, broken fitness equipment, and cleanliness. The audit noted no significant disparities in satisfaction based on center location.

The auditors also found that recreation centers were not distributed equitably throughout the City. Manhattan houses more centers in operation (13 of 36) than any other borough even though it represents less than 20% of the total population of New York City. Only the Bronx is fairly served relative to population—the borough accounts for 17% of all New York City residents and 17% of the centers are located there. Staten Island is overserved, with 11% of all centers located there, while its population represents only 6% of the City's total.

The agency stated that it is planning to open five new recreation centers in other boroughs—two are planned in the Bronx and one each are planned in Brooklyn, Queens, and Staten Island. DPR also makes efforts to mitigate the disparity in geographic access by offering programming and activities through field houses that are distributed throughout the boroughs. However, inadequate programming was one of the areas in which survey respondents suggested improvements were needed.

The audit identified several areas where operational improvements are also warranted, including that DPR should ensure that center staff more consistently conduct and record the results of their daily inspections, that work orders are consistently entered in the system and timely actioned, and ensure that its website contains more accurate information about the programs offered at recreation centers.

---

<sup>4</sup> Flushing Meadows Recreation Center was closed for renovations during the February and March observations but was open during the August observations.

# Recreation Centers Generally Maintained in Satisfactory Condition

## Auditors Found that 90% of the Features at the Recreation Centers Were in Satisfactory Condition

DPR's *Recreation Evaluation and Center Assessment Program (RECAP)* manual requires recreation centers to be well maintained. Specifically, DPR strives to ensure that facilities have an acceptable standard of:

- Cleanliness, with criteria related to litter (i.e., accumulation of trash, inappropriately stored equipment, presence of overflowed bagged garbage etc.); dirt (i.e., spilled liquids or foods and accumulation of dirt on surfaces, presence of mold and mildew, bodily fluids outside toilets, etc.); graffiti (i.e., spray paint, markers or crayons, stickers or posters displayed on building walls); and whether the facility has sufficient amenities present (i.e., toilet paper, hand soap, paper towel, or working hand driers).
- Safety features pertaining to emergency equipment (i.e., working fire extinguishers, AED machines, smoke alarms and carbon monoxide detectors); emergency procedures (i.e., working exit doors and lights, proper signage); and unauthorized access (i.e., restriction to maintenance rooms, electrical panels, and staff only areas, etc.).
- Structural features, pertaining to floors, ceilings, walls (i.e., cracks and holes, chipped tiles, water damage, rips and tears in carpeted areas, etc.); fixtures and facility equipment (i.e., working or damaged lights, doors, lockers, toilets, sinks, showers, water fountains, etc.).

Auditors found that DPR generally maintained its recreation centers in a clean and safe manner. Auditors visited 31 of DPR's 36 recreation centers—five recreation centers were closed and undergoing extensive renovations during the auditors' visits. Currently, six centers are closed for renovations. Three of the centers are located in the Bronx and the remaining three centers are located in Manhattan, Queens and Brooklyn.

Visits conducted at the 31 recreation centers found that the physical conditions of the facilities and the available amenities at each were, for the most part, adequately maintained, with some notable exceptions.

During their visits to 31 centers, auditors observed up to 47 features at each center, covering five categories—(1) exterior and interior conditions (e.g., absence of graffiti, reasonably clean floors and surfaces); (2) locker room and bathroom (e.g., working toilets, showers, faucets and supply of toilet paper and soap); (3) equipment (e.g., fitness equipment in working condition); (4) safety (e.g., exit doors and lights and AED machines in working condition); and (5) structural integrity (e.g., intact ceiling and floor tiles, working fixtures).

Overall, auditors reviewed a total of 1,403 features at the 31 centers (not all features were applicable to all centers), of which 1,268 (90%) were found to be in satisfactory condition. Table I below shows the 135 deficiencies that were identified at 31 recreation centers during auditors' visits.

**Table I: Categories of Deficiencies Identified at 31 Recreation Centers During Observations**

Recreation Center	Borough	Exterior/Interior		Locker Room and Bathroom		Equipment		Safety		Structural		Totals	
		Reviewed	Issues	Reviewed	Issues	Reviewed	Issues	Reviewed	Issues	Reviewed	Issues	Reviewed	Issues
Hunts Point	Bronx	8	2	13	0	5	1	14	1	5	1	45	5
Kwame Ture	Bronx	8	1	13	0	5	0	14	0	5	2	45	3
Williamsbridge Oval	Bronx	8	0	13	1	5	1	14	0	5	1	45	3
Brownsville	Brooklyn	8	0	13	1	5	1	14	2	5	0	45	4
Ft. Hamilton	Brooklyn	8	0	12	0	5	1	14	0	5	0	44	1
McCarren	Brooklyn	8	0	13	1	5	1	14	1	5	0	45	3
Metropolitan Pool	Brooklyn	8	0	13	0	5	1	16	1	5	0	47	2
Red Hook	Brooklyn	8	0	13	2	5	1	14	3	5	2	45	8
St Johns	Brooklyn	8	0	13	1	5	2	16	1	5	2	47	6
Sunset	Brooklyn	8	1	13	1	5	1	14	4	5	2	45	9
Von King	Brooklyn	8	0	12	0	0	0	14	1	5	1	39	2
Al. Smith	Manhattan	8	0	13	1	5	1	14	2	5	0	45	4
Asser Levy	Manhattan	8	0	13	4	5	1	16	1	5	2	47	8
Chelsea	Manhattan	8	0	13	1	5	1	16	0	5	2	47	4
Constance Baker Motley	Manhattan	8	0	13	0	5	0	16	1	5	0	47	1
Gertrude Ederle	Manhattan	8	1	13	0	5	1	16	2	5	0	47	4
Hamilton Fish	Manhattan	8	0	13	0	5	1	14	0	5	0	45	1
Hansborough	Manhattan	8	0	13	1	5	1	14	0	5	0	45	2
Highbridge	Manhattan	8	0	13	3	5	1	14	1	5	0	45	5
J.Hood Wright	Manhattan	8	0	13	0	5	0	14	0	5	1	45	1
Jackie Robinson	Manhattan	8	0	13	1	5	0	14	0	5	0	45	1
Pelham Fritz	Manhattan	8	1	13	2	5	1	14	1	5	4	45	9
Thomas Jefferson	Manhattan	8	0	13	1	5	1	14	0	5	2	45	4
Al Oerter	Queens	8	1	13	5	5	1	14	1	5	1	45	9
Roy Wilkins	Queens	8	1	13	0	5	0	16	1	5	4	47	6
Sorrentino	Queens	8	2	13	0	5	1	14	1	5	3	45	7
Flushing Meadows Corona Pool	Queens	8	0	13	8	5	0	16	2	5	0	47	10
Faber	Staten Island	8	0	13	0	4	0	14	0	5	0	44	0
Greenbelt	Staten Island	8	0	13	1	5	1	14	1	5	1	45	4
Lyons Pool	Staten Island	8	1	13	3	5	1	14	1	5	2	45	8
Ocean Breeze	Staten Island	8	0	13	0	5	1	14	0	5	0	45	1
<b>Totals</b>	<b>31</b>	<b>248</b>	<b>11</b>	<b>401</b>	<b>38</b>	<b>149</b>	<b>24</b>	<b>450</b>	<b>29</b>	<b>155</b>	<b>33</b>	<b>1,403</b>	<b>135</b>

Some of the deficiencies found included inoperable fitness equipment, broken lockers, non-working water fountain, unlit exit lights, and missing/damaged ceiling tiles. (A detailed breakdown of the categories and issues identified can be found in Appendix I.) As shown in Table I, auditors identified nine or more issues at four recreation centers—Sunset (Brooklyn), Pelham Fritz

(Manhattan), and Al Oerter and Flushing Meadows Corona Pool (both in Queens). Conversely, auditors identified three or fewer issues at 13 of the centers—no issues were identified at Faber Park in Staten Island.

## Not all Deficiencies Requiring Work Orders Were Entered in AMPS or Actioned Timely

Of the 135 deficiencies identified, auditors found work orders in AMPS for only 59 of them—of these, 28 had been entered prior to the auditors' visits and 31 were entered within two months of the visits. One of the contributing factors for deficiencies is that center staff do not consistently perform daily inspections as required. Auditors reviewed SharePoint for a sample of 291 days in total and found that inspection results were available for only 169 (58%) of those days.

The auditors found work orders for broken equipment that were still open after many months. Deficiencies that remain uncorrected may become larger issues that could pose a danger to recreation center members. When the auditors shared the results of their observations with DPR, officials told auditors that 82 (61%) conditions have since been corrected and 53 (39%) are in the process of being corrected. For some of the corrected issues (e.g., clogged toilet, outdated fire extinguisher), DPR officials stated that the center staff resolved them.

In other instances, DPR stated that identified deficiencies will be addressed during larger capital projects that are either in progress or slated to start in the near future, such as Sunset Park Recreation Center, where conditions will be addressed during a renovation project that was scheduled to begin in September 2023. (This center was closed for renovations when auditors attempted to revisit the site in August 2023.) Additionally, DPR stated that issues related to roofing repairs for six centers will be part of larger capital projects for which funding has been secured.

DPR officials also stated that they prioritize safety concerns (e.g., repairing unlit exit signs) when addressing issues identified at the centers. Many of the recreation centers are old—some were built over a century ago—and require major repairs relating to many of the conditions that the auditors identified.<sup>5</sup>

## Auditors Found Hazards Identified During OMP Inspections Corrected or in the Process of Being Corrected

DPR's OMP staff conducts biannual inspections of the recreation centers to assess their overall condition. A report documenting the inspection results is prepared for each center stating whether deficiencies were found and whether the recreation center received an overall condition rating of "Acceptable" (A) or "Unacceptable" (U). These ratings are categorized according to cleanliness, safety, and structural, with each broken down into several ratable features.

Conditions receiving an "*Immediate Attention Hazard Priority 1*" designation are required to be corrected within 24 hours. Conditions receiving an "*Immediate Attention Hazard Priority 2*" are

---

<sup>5</sup> In its response, DPR stated that fitness equipment repairs were delayed due to COVID-19 pandemic related issues impacting the manufacturing of fitness replacement parts and delivery times, in addition to recruiting new technicians to work on the fitness equipment.

required to be corrected within two weeks of the inspection. Additionally, Priority 1 and 2 hazards are required to be monitored by OMP until the issues are resolved.

The audit found that 53 biannual inspections were conducted for 29 of the 30 centers in operation during OMP's review periods during fall 2021 and summer 2022. Of the 53 inspection reports, 24 were for inspections performed in fall 2021, and 29 were for inspections performed in summer 2022.<sup>6</sup> The Faber Park Recreation Center, located in Staten Island, received no inspection during either round. DPR officials explained that, historically, the center was never part of the OMP's inspection process because the center is very small, with only one program. Nonetheless, DPR officials stated that they have begun to conduct inspections at Faber Park and provided auditors with the summer 2023 inspection report for that center. As indicated earlier, auditors included Faber Park among the centers visited and identified no unsatisfactory conditions.

Of the 53 reports prepared by OMP during FYs 2021 and 2022, 46 (87%) centers received an overall satisfactory rating, which covered 29 recreation centers for both rounds of inspections. A breakdown by period shows that 20 (83%) of the 24 inspections in fall 2021 resulted in an overall "Acceptable" rating and 26 (90%) of the 29 inspections in summer 2022 resulted in an overall "Acceptable" rating. Seven inspections resulted in an overall "Unacceptable" rating for six recreation centers—Brownsville, Greenbelt, McCarren, Hamilton Fish, Asser Levy and Ocean Breeze. Hamilton Fish Recreation Center received an overall "Unacceptable" rating in both periods.

The six recreation centers that received an overall "Unsatisfactory" rating in either round of inspections were associated with 40 Immediate Attention (IA) hazards—six *IA Priority 1* (e.g., expired pads for the AED machine and access to unauthorized areas) and 34 *IA Priority 2* (e.g., dimly lit areas and exit doors locked from the inside). A breakdown is shown in Table II below.

Table II shows that the greatest number of hazards were found at the Brownsville and Greenbelt recreation centers; however, these were all Priority 2 hazards. The greatest number of Priority 1 hazards were found at McCarren.

Additionally, auditors learned during their observations that center staff had already corrected the conditions at four centers—including all Priority 1 hazards—and were in the process of correcting the conditions identified at Brownsville and Greenbelt.

---

<sup>6</sup> During 2021 and 2022, DPR was still in the process of reopening recreation centers that were closed for COVID-19. There were five additional centers that were open by summer 2022, for which OMP inspections were conducted during that inspection cycle.

**Table II: Summary of the Immediate Hazards Corrected at the Six Centers That Received an Overall Unsatisfactory Rating**

Center	IA Priority 1 hazards			IA Priority 2 hazards		
	# identified	# corrected	# in process of correction	# identified	# corrected	# in process of correction
<b>Brownsville</b>	0	0	0	12	0	12
<b>Greenbelt</b>	0	0	0	13	0	13
<b>McCarren</b>	2	2	0	2	2	0
<b>Hamilton Fish</b>	1	1	0	5	5	0
<b>Asser Levy</b>	0	0	0	4	4	0
<b>Ocean Breeze</b>	1	1	0	0	0	0
<b>Totals</b>	4	4	0	36	11	25

## Accessibility of Recreation Centers is Mixed

### Recreation Centers Were Generally ADA Compliant for People with Limited Mobility, with Some Exceptions

DPR’s own policy defines “accessible” recreation centers as having: (1) wheelchair accessible entrances in the front; (2) access to every floor; and (3) accessible amenities.

DPR defines “limited accessibility” recreation centers as having: (1) wheelchair accessible entrances in the back or sides of the facility; (2) an assortment of ramp systems to get to various floors; and (3) accessible amenities, such as gym equipment, computer room, and bathrooms.

Of the 30 centers visited by auditors in August 2023, 27 were classified by DPR as “accessible” and three were classified as having “limited accessibility” for people with limited mobility and using a wheelchair.<sup>78</sup> According to § 35.151 of Title II of the 2010 Americans with Disabilities Act, public entities are required to make accessibility alterations to their facilities “to the maximum extent feasible.”

<sup>7</sup> Sunset Park Recreation Center was closed for reconstruction when auditors visited in August 2023, so only 30 of the 31 recreation centers visited were reviewed for ADA compliance.

<sup>8</sup> The audit did not test compliance with ADA requirements pertaining to people who are visually impaired.

DPR's policy complies with the ADA standards by establishing easily accessible areas where feasible, for people with disabilities. In addition, DPR classifies recreation centers that do not have internal ramp access to other floors (requiring individuals to leave the building and reenter through a different door) as "limited accessibility," even though this is not a requirement by the ADA standards.

During visits to 30 recreation centers, auditors found that 28 were ADA compliant for people with limited mobility, as discussed below. Auditors found that 26 of the 27 centers designated as accessible met the DPR criteria stated above.

The remaining center, the Jackie Robinson Recreation Center in Manhattan, should have been designated as having "limited accessibility," because there was no internal ramp providing access to both floors. Both floors are accessible from different entrances from the outside, which was the same situation at Hamilton Fish Recreation Center that DPR designated as "limited accessibility." After auditors pointed this out to DPR, the agency changed the designation on its web site for Jackie Robinson to "limited accessibility." Nonetheless, these two sites meet ADA accessibility requirements.

## **No Accessibility to Other Floors at Two Multi-Level Centers**

Twenty-one of the 30 centers visited by auditors are multi-level recreation centers; three of these were designated by DPR as having limited accessibility at the time of the auditors' visits—Williamsbridge Oval in the Bronx, Metropolitan in Brooklyn, and Hamilton Fish in Manhattan.

While the entrances at these facilities have accessible entryways, amenity spaces, and public restrooms on the first floor, two did not have an elevator or ramp to provide access to an upper floor. Hamilton Fish had access to both levels through different entrances from outside. The inaccessible upper floors contained a multipurpose room (Williamsbridge Oval) and locker rooms (Metropolitan). At the Williamsbridge Oval center, DPR stated that it is in the process of placing a workstation in the first-floor multipurpose room as an alternate to the second-floor media lab. The agency shared no accessibility plans for Metropolitan.

## **Inoperable Swimming Pool Chair Lifts at Two Sites with Pools**

According to § 242.2 of the *2010 ADA Standards for Accessible Design*, "At least two accessible means of entry shall be provided for swimming pools. Accessible means of entry shall be swimming pool lifts ...; sloped entries ...; transfer walls ...; transfer systems ...; and pool stairs .... At least one accessible means of entry provided shall be located where the water level does not exceed 48 inches."

Of the 30 centers operating during the review period, nine (30%) had indoor pools and seven were observed during auditors' visits.<sup>9</sup> Of the seven, auditors found two centers—Gertrude Ederle and Metropolitan Pool—that had inoperable chair lifts.

According to center staff at both locations, the batteries on the chair lifts' mechanisms were not charged, rendering the lifts inoperable. However, the auditors were not able to determine if this was the only reason the chair lifts did not work. Staff at Gertrude Ederle stated to auditors that

---

<sup>9</sup> The indoor pools at two recreation centers were closed due to repairs being made to them.

they did not know how to operate the chair lift. They stated that the person who knew how to operate it was not at work that day.

As a result, people with limited mobility who need a chair lift to use the pools are denied access.

## Siting of Recreation Centers is Not Equitable Relative to Size of Population Served

### Brooklyn and Queens are Underserved by Population

Thirteen recreation centers, or 35% of the total, are located in Brooklyn and Queens, which together account for 58% of the total population of New York City. Conversely, 36% of all centers are located in Manhattan which accounts for only 19% of the total population, and while 11% of DPR's centers are located in Staten Island, the borough accounts for only 6% of the City's population. Only the Bronx appears to be fairly served relative to population—17% of City residents live in the Bronx which also houses 17% of all centers.

Breakdown by borough is shown in Table III below (Appendix II contains a more detailed breakdown, including the neighborhoods in which the recreation centers are located, and Appendix III contains a map showing the locations of recreation centers and field houses throughout the City).

DPR officials stated that most of the recreation centers are repurposed buildings which were not specifically sited or constructed by DPR. Many were built decades ago. DPR also argues that Manhattan is a good borough to have a large number of centers located in, because mass transit options are plentiful. However, people in many communities in the outer boroughs may not have equitable access to public transportation, which further limits their ability to use recreation centers throughout the City.

### No Socioeconomic Disparity Found

The auditors identified no adverse correlation between the socioeconomic statuses of the community districts where recreation centers were located—19 (53%) of the centers are located in community districts that are below the citywide median income level and 17 (47%) are located in community districts that are above the citywide median income level.<sup>10</sup>

---

<sup>10</sup> According to the American Community Survey performed by the US Census Bureau for 2016–2020, the citywide median income level was \$67,046 for that period.



**Table III: Breakdown Per Borough of Recreation Centers and Population**

Borough	Number of Recreation Centers	% of centers throughout the City	Population*	Population as % of Citywide population	# of centers in Communities above the median income level	% of centers within borough	# of centers in communities below the median income level	% of centers within borough
Manhattan	13	36%	1,694,251	19%	5	38%	8	62%
Brooklyn	8	22%	2,736,074	31%	6	75%	2	25%
Queens	5	14%	2,405,464	27%	2	40%	3	60%
Bronx	6	17%	1,472,654	17%	0	0	6	100%
Staten Island	4	11%	495,747	6%	4	100%	0	0
<b>Total</b>	<b>36</b>	<b>100%</b>	<b>8,804,190</b>	<b>100%</b>	<b>17</b>	<b>47%</b>	<b>19</b>	<b>53%</b>

\*As per 2020 census data.

## DPR’s Efforts to Address Siting Disparity are Not Based on Population Distribution within New York City

Officials stated that the agency is working towards greater equity in the siting of recreation centers. These do not appear to be well placed to address equity relative to the geographic distribution of residents across the five boroughs.

The most recently constructed recreation center, which opened in November 2015, is the Ocean Breeze Track and Field Athletic Complex, located on Staten Island. The borough of Staten Island is also expected to build a new recreation center in the coming years (few details were shared with auditors). However, as noted above, Staten Island is already overserved relative to population.

The agency has five new recreation centers currently planned: two in the Bronx, and one in each of the remaining outer boroughs. According to DPR officials and information posted to its website, the new center in Central Brooklyn—the Shirley Chisholm Recreation Center—is expected to be completed by the end of 2025 and will include multipurpose rooms, a gymnasium, a walking track, an indoor swimming pool, and fitness and media rooms, among other amenities.

More facilities in Brooklyn and Queens are positive developments, but more are likely needed, given that the population of New York City is now concentrated in these boroughs. DPR’s planning and siting of new facilities should consider population distribution.

## Most Recreation Center Members Surveyed Were Happy with Amenities and Programs Offered

To assess community user satisfaction, the auditors sent a survey via email to 46,202 people identified as members of recreation centers as of March 2023.<sup>11</sup> Auditors received 1,369 (3%) responses to the survey. The survey questionnaire consisted of 17 questions intended to capture member satisfaction with programs offered, amenities, and services provided at their recreation centers. (The full survey results pertaining to respondents' levels of satisfaction are presented in Appendix IV.)

The results were generally positive, as follows:

- Of the 1,614 program ratings received from 931 persons who responded that they participated in at least one instructor led program, 1,349 (83%) programs were rated either “*Good*” or “*Excellent*.”
- Of the 8,091 amenity ratings received from 1,117 persons who responded that they regularly used the amenities, 5,699 (70%) amenities were rated to be in “*Good*” or “*Excellent*” overall condition.

When asked what suggestions respondents had for improving the services at their centers, 941 comments were received. Of those:

- 445 (47%) were primarily about inadequate programming hours and overall hours of operation at the center, staffing issues and request for additional amenities;
- 390 (41%) inoperable fitness equipment and safety;
- 77 (8%) cleanliness conditions, such as roach infestations and leaky roofs; and
- 29 (3%) complained that DPR’s website was not up to date.

DPR officials stated that they are upgrading several recreation centers throughout the City. DPR is actively conducting renovations of centers that are in disrepair, to ensure the safety of its members.

---

<sup>11</sup> Approximately 11,115 emails containing the survey were undeliverable.

## Areas for Improvement

### Daily Maintenance Inspections Were Not Consistently Performed and Recorded

According to § A of DPR's *Maintenance Guidelines and Checklist*, Center Managers or their Deputies must conduct daily inspections of the interior and exterior of the recreation center's building to assess the physical conditions of the facility.

For CY2022, auditors randomly selected 10 days during the year for each of the 30 recreation centers (covering a total of 291 checklists) and attempted to retrieve the results of those inspection checklists from the provided dataset extracted from SharePoint.<sup>12</sup> Of the 291 checklists, inspection results were reported for only 169 (58%). No inspections were reported for three recreation centers—Brownsville, McCarren, and Metropolitan—accounting for 30 of the missing inspection results. The remaining 92 missing inspection results were spread out among 22 of the other 27 recreation centers in operation during the audit scope period.

Regarding the three centers where there were no recorded inspections, DPR officials stated that although these centers failed to submit inspection checklists for the period in question, center managers reported their maintenance issues by other means. DPR provided auditors with AMPS data pertaining to 338 work orders for these three centers for period of September 2021 through March 2023.

DPR officials stated centers were closed for some time due to the pandemic. Due to some centers performing emergency functions, the recreation centers temporarily shifted away from usual business practices. With attrition and staff changes, the maintenance checklist protocol was not restarted, as it should have been.

Failure to perform daily inspections has the potential to become larger issues that are more difficult to repair. Potentially hazardous conditions erroneously overlooked during the daily inspections may also go undetected, creating safety issues and liability concerns for the City.

### DPR's Website Contains Inaccurate Program Information About Certain Sites

The New York City Office of Technology and Innovation (OTI) City User Experience Design Guidelines states that an agency's website should deliver timely, reliable, official, accessible, and authoritative information.

DPR does not update its website to reflect real-time information of all the amenities offered at the recreation centers.

DPR provided us with a dataset with information that was pulled from DPR's website. It contained a listing of 202 amenities offered at the 30 recreation centers that were operating during the audit review period. Of the 202 amenities, auditors verified through visits that 168 (83%) amenities were

---

<sup>12</sup> Von King Recreation Center was closed for most of CY2022 and reopened October 2022. As a result, nine checklists for Von King were not available for our review because the center was closed on the selected dates.

present at the centers and 34 (17%) were not. These 34 included three athletic fields which auditors found did not exist. Auditors also found an additional 21 amenities available at 10 recreation centers that were not included in the dataset or listed on DPR's website.

Officials stated that the Public Programs division engages in conversations with DPR's Digital Media team, which is responsible for updating the website. However, DPR has no mechanism to periodically check with the recreation centers to obtain a listing of the most current amenities being offered at each facility and update its website accordingly. At the exit conference, DPR stated that it is prioritizing updating the amenities so they are accurately reflected on the website. Failure to regularly update DPR's website leads to inaccurate information being shared with the public and members who rely on the information posted to its website. In the member satisfaction survey conducted by auditors, 29 members had complained that DPR's website was not up to date and provided them with inaccurate information.

DPR officials stated they will work to update the discrepancies identified.

# Recommendations

To address the abovementioned findings, the auditors propose that DPR:

1. Relocate programs (or provide comparable ones) to an accessible floor at multi-level centers that are inaccessible to people with limited mobility.

**DPR Response:** DPR agreed with this recommendation.

2. Ensure that center staff conduct periodic checks of pool chair lifts to ensure they are operable; ensure that batteries are charged; provide and document regular training for staff on how to operate them and ensure adequate coverage by knowledgeable staff.

**DPR Response:** DPR agreed with this recommendation, stating that the agency “will explore adding a check of the pool chair lifts to the daily maintenance inspections at recreation centers to ensure the pool chairs are operational. Additionally, DPR will work with staff to ensure that staff at indoor pool sites received ample training on how to operate the chair lifts.”

**Auditor Comment:** The auditors also urge DPR to document such training.

3. Consider population distribution when planning and siting new facilities to ensure equitable access to services throughout the five boroughs.

**DPR Response:** DPR agreed with this recommendation.

4. Consider conducting a trend analysis to determine which programs are in high demand at their respective centers and determine whether it is feasible to adjust the times of day high-demand programs are offered to suit members and/or offering such program(s) multiple times a day.

**DPR Response:** DPR agreed with this recommendation.

5. Improve its efforts to ensure that equipment needing repairs is identified and addressed in a timely manner and that periodic checks are done to track the progression of those requests in AMPS.

**DPR Response:** DPR agreed with this recommendation.

6. Improve its monitoring of the daily maintenance checklists to ensure that center staff are completing and submitting them as required.

**DPR Response:** DPR agreed with this recommendation.

7. Periodically confirm with recreation centers that amenities are accurately recorded and establish written procedures outlining the protocols for updating of DPR’s website.

**DPR Response:** DPR agreed with this recommendation, stating that the agency “will work with the digital media team to update the amenities and other website pages to ensure accuracy.”

**Auditor Comment:** The auditors also urge DPR to establish written procedures for updating the agency’s website to ensure that it is continually updated and remains current.

## Recommendations Follow-up

Follow-up will be conducted periodically to determine the implementation status of each recommendation contained in this report. Agency reported status updates are included in the Audit Recommendations Tracker available here: <https://comptroller.nyc.gov/services/for-the-public/audit/audit-recommendations-tracker/>

# Scope and Methodology

We conducted this performance audit in accordance with Generally Accepted Government Auditing Standards (GAGAS). GAGAS requires that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions within the context of our audit objective(s). This audit was conducted in accordance with the audit responsibilities of the City Comptroller as set forth in Chapter 5, §93, of the New York City Charter.

The scope of this audit was from July 1, 2021 through December 15, 2023.

To obtain an understanding of DPR's internal controls governing its recreation centers, the following materials were reviewed and, where applicable, used as criteria:

- DPR's Public Programs Maintenance Guidelines and Checklists dated August 3, 2016;
- DPR's Perfect Mind Manual v3 dated February 11, 2022;
- DPR's Recreation Evaluation and Center Assessment Program (RECAP) manual as of 2010;
- DPR's webpage detailing the standards it uses to categorize recreation centers as ADA accessible and inaccessible;
- New York City Office of Technology and Innovation (OTI) Citywide User Experience Design Guidelines;
- New York City's Open Data;
- Mayor's Management Report for Fiscal Year 2023;
- *Title II* of the Americans with Disabilities (ADA) Act 2010;
- United States Environmental Protection Agency's website;
- 2020 Census Results for New York City;

To gain an understanding of the various roles and responsibilities of the recreation centers, the auditors met with key DPR officials who are involved with the operations at the centers. Specifically, the auditors interviewed the Assistant Commissioner and an Analyst for Public Programs; Borough Chiefs and Deputy Chiefs of Recreation for each of the five boroughs; a Center Manager representing one of the recreation centers in their respective borough; the Xplor Recreation Support team that manages the Xplor Recreation system (used by the recreation centers to maintain membership records); and the IT personnel who oversees AMPS.

To familiarize themselves with the layout and features of the Xplor system, the auditors reviewed the user manual and were provided with a walk-through of the system. During the walkthrough, DPR officials navigated through the system and shared several screens that captured various pieces of information as it pertains to DPR's recreation center members.

To obtain an understanding of the operations at the recreation centers and see examples of the type of programs, amenities and services provided to members, the auditors conducted a walkthrough of the Chelsea recreation center on February 22, 2023.

To evaluate the overall conditions at the recreation centers and ensure there were no health and safety hazards, the auditors conducted unannounced visits to 31 recreation centers throughout the boroughs from the period February 22, 2023, through March 15, 2023, and one in August 2023, to see whether amenities provided to members at the centers were in good condition. The 31 locations included 3 centers in the Bronx, 8 in Brooklyn, 12 in Manhattan, 4 in Queens and 4 in Staten Island. The observations revealed several issues, which were categorized according to exterior/interior areas, locker rooms and bathrooms, fitness equipment, safety and structural in accordance with classifications used by DPR's OMP inspection report form. Auditors provided a list of issues that were identified to DPR on May 3, 2023, June 16, 2023, and November 13, 2023.

To assess whether information listed on DPR's website had accurate and updated information, the auditors requested and received an excel file listing the names of recreation centers, along with the various types of staff led programs and amenities available at each center. According to DPR, the excel file was created using information extracted from both Xplor and DPR's website. Using this data, auditors randomly selected 15 centers and performed limited data reliability testing to determine if the sampled amenities reflected in the dataset were also reflected on DPR's website and found several discrepancies. There were 202 amenities offered at the 30 recreation centers in operation during our review period. Since discrepancies were noted, during the observation visits, auditors checked to see whether the amenities were available at the respective centers as noted in the excel document. A list of the discrepancies was provided to DPR.

To determine whether comprehensive inspections of the recreation centers were done and the number of centers that were deemed to be in satisfactory condition by DPR's Operations and Management Planning (OMP) inspectors, the auditors obtained and reviewed 53 inspection reports for the period October 2021 to June 2022 from the Recreation Evaluation and Center Assessment Program (RECAP), done biannually of each recreation center. The inspections provide a rating of acceptable or unacceptable for the overall conditions at each inspected facility. The overall rating is determined by the results of three categories: safety, cleanliness and structural, with each category broken down into several ratable features. For the centers that received an overall condition unacceptable rating, auditors conducted visits to determine whether the unsatisfactory conditions noted by the OMP inspectors were corrected by center personnel. DPR was provided with a list of the outstanding conditions that auditors could not verify during the visits.

To assess whether the recreation center staff were completing the required daily maintenance checklist, the auditors requested and were provided with an excel spreadsheet as of March 17, 2023, which contained 8,974 daily maintenance inspection checklists records that were extracted from DPR's SharePoint for the period September 2021 through to March 2023. In order to review a period that contained the maximum number of checklists for the maximum number of recreation centers that were opened, auditors focused their checklist review to calendar year 2022 which contained 5,504 checklists. To assess whether staff at each of the recreation centers completed the daily checklist as required, auditors randomly selected 10 days the centers should have been open and looked for the corresponding checklists for these days for our review. Auditors informed DPR of the missing checklists that were not found in the dataset.

To determine whether work orders were prepared by center staff for the issues identified during our observational visits of the amenities at each center, auditors requested the work order numbers for the issues identified by staff and entered in AMPS. Auditors were provided a total of



89 work orders on June 6 and 30, 2023, and November 17, 2023. Using the City's Open data, auditors determined whether these work orders were created in AMPS.

For the three recreation centers—Brownsville, McCarren, and Metropolitan Pool—that were missing checklists for the entire review period, auditors requested clarification from DPR officials. Subsequently, the agency stated that 338 work orders were prepared by these three centers for the period. Using the City's Open data, auditors verified that the work orders were submitted in AMPS.

To assess whether the facilities were readily accessible to and usable by individuals with disability, auditors conducted a second round of visits, from August 7 to 10, 2023, and completed observations at 30 recreation centers to assess whether the facilities were equipped with the accessibility features for persons with limited mobility, as listed in the 2010 ADA Standards for Accessible Design. An overall facility conditions observation was not done at Flushing Meadows Corona Pool during the March 2023 visits since it was closed at that time. The center subsequently reopened, therefore auditors conducted observations for both the overall conditions and ADA accessibility at the center during the second round of visits in August 2023. Auditors provided DPR with the discrepancies identified.

To assess whether recreation center members were satisfied with the services provided at their respective centers, auditors developed a survey questionnaire soliciting their feedback on their level of satisfaction and asked for recommendation for improvements. Auditors received an excel file from DPR containing 92,530 email addresses associate to potential recreation center members. The data was cleaned to remove duplicates, email addresses that had email handles that appear to be erroneous. For the remaining 46,202 email addresses remaining, auditors emailed a survey questionnaire consisting of 17 questions intended to capture member satisfaction regarding the programs, amenities, and services provided at their recreation centers.

To assess the distribution of centers throughout the city, auditors obtained and reviewed economic data for 59 community districts and median household income from NYC Planning website. Auditors compared the community district median household income levels for each center against the citywide median household income of \$67,046, as reported by the American Community Survey performed by the US Census Bureau for 2016–2020, and the respective population and center memberships throughout the City.

The results of the audit's sample tests, while not projectable to their respective populations, provide a reasonable basis for the auditors to determine whether DPR is operating recreation centers in a safe manner.

# Appendix I

## Categories of Deficiencies Identified at 31 Recreation Centers During Observations

Category	Feature	Hunts Point	Kwame Ture	Williamsbridge	Brownsville	Ft. Hamilton	McCarren	Metropolitan Pool	Red Hook	St Johns	Sunset	Von King	Al. Smith	Asser Levy	Chelsea	Constance Baker Motley	Gertrude Ederle	Hamilton Fish	Hansborough	Highbridge	J.Hood Wright	Jackie Robinson	Pelham Fritz	Thomas	Al Oerter	Roy Wilkins	Sorrentino	Flushing Meadows	Faber	Greenbelt	Lyons Pool	Ocean Breeze	Total	
Exterior/ Interior	Graffiti																																0	
	litter																																	0
	Entryway Lit	X																															1	
	hallway/floors clean																																0	
	mirrors/walls clean																																0	
	doors open/close easily																										X						1	
	area free from clutter																																0	
	water fountain clean and in working order	X	X								X						X							X	X	X	X				X		9	
<b>Total Exterior/ Interior</b>	<b>8</b>	<b>2</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>11</b>	
Locker room and bathroom	floors reasonably clean and dry																						X					X					2	
	lights working																																0	
	lockers in good condition			X	X			X	X	X		X	X						X	X				X				X	X				12	
	toilets in female bathrooms clean and operable													X					X		X			X				X		X			6	
	Female showers and faucets working							X						X										X	X	X		X					6	
	female bathroom stalls stocked with toilet paper																											X					1	
	soap dispenser in female bathroom working/filled																											X					1	
garbage cans in female bathroom not overflowing																																0		

Category	Feature																					Total													
		Hunts Point	Kwame Ture	Williamsbridge	Brownsville	Ft. Hamilton	McCarran	Metropolitan Pool	Red Hook	St Johns	Sunset	Von King	Al. Smith	Asser Levy	Chelsea	Constance Baker Motley	Gertrude Ederle	Hamilton Fish	Hansborough	Highbridge	J.Hood Wright		Jackie Robinson	Pelham Fritz	Thomas	Al Oerter	Roy Wilkins	Sorrentino	Flushing Meadows	Faber	Greenbelt	Lyons Pool	Ocean Breeze		
	toilets/urinals male bathroom clean and operable					X							X						X				X		X										5
	Male showers and faucets working												X										X		X					X					4
	Male bathroom stalls stocked with toilet paper																																		0
	soap dispenser in male bathroom working/filled																									X									1
	garbage cans in male bathrooms not overflowing																																		0
<b>Total Locker Room and Bathroom</b>	<b>13</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>4</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>3</b>	<b>0</b>	<b>1</b>	<b>2</b>	<b>1</b>	<b>5</b>	<b>0</b>	<b>0</b>	<b>8</b>	<b>0</b>	<b>1</b>	<b>3</b>	<b>0</b>	<b>38</b>		
<b>Fitness equipment</b>	equipment in good condition	X	X	X	X	X	X	X	X	X	X	X	X	X			X	X	X	X			X	X	X	X			X	X	X				23
	unused dumbbells properly stored																																		0
	spray bottle/paper towel available to clean equipment																																		0
	floors reasonably clean and dry									X																									1
	lights working																																		0
<b>Total Equipment</b>	<b>5</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>24</b>		
<b>Safety</b>	Automated External Defibrillators (AEDs) on premises																																		0
	AEDs operable																X																		1
	battery on AED not expired																																		0
	AED spare battery available							X																											1
	Pad for AED machine not expired																																		0
	spare pad for AED available									X		X		X	X												X								5
	fast response kit present																																		0
	AED sign posted next to AED machine																																		0

Category	Feature	Hunts Point	Kwame Ture	Williamsbridge	Brownsville	Ft. Hamilton	McCarren	Metropolitan Pool	Red Hook	St Johns	Sunset	Von King	Al. Smith	Asser Levy	Chelsea	Constance Baker Motley	Gertrude Ederle	Hamilton Fish	Hansborough	Highbridge	J.Hood Wright	Jackie Robinson	Pelham Fritz	Thomas	Al Oerter	Roy Wilkins	Sorrentino	Flushing Meadows	Faber	Greenbelt	Lyons Pool	Ocean Breeze	Total	
	site response plan next to AED machine							X				X																						2
	exits clear (no blockage)																						X											1
	exit lights lit	X		X			X	X	X	X										X							X							8
	fire extinguishers inspected within the year																							X		X			X					3
	doors locked to prevent access to electrical panels and maintenance room				X		X				X	X		X												X								6
	exit doors opened from inside										X																			X				2
	unprotected electrical outlets and wiring within 10 ft of pool																																	0
	overhead electrical wires within 20 ft of pool																																	0
<b>Total Safety</b>	<b>16</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>0</b>	<b>1</b>	<b>1</b>	<b>3</b>	<b>1</b>	<b>4</b>	<b>1</b>	<b>2</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>0</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>29</b>	
<b>Structural</b>	ceiling tiles intact and not falling out	X	X					X	X	X				X	X						X		X			X					X			11
	floor tiles not loose, no floorboard warping									X		X			X								X	X	X	X								7
	paint peeling on wall or ceiling, doorways intact and not damaged	X									X			X									X	X		X	X				X			8
	broken fixtures																						X	X		X	X							4
	lights in amenity space operating		X					X																						X				3
<b>Total Structural</b>	<b>5</b>	<b>1</b>	<b>2</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>1</b>	<b>0</b>	<b>2</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>4</b>	<b>2</b>	<b>1</b>	<b>4</b>	<b>3</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>2</b>	<b>0</b>	<b>33</b>	
<b>Grand Total</b>	<b>47</b>	<b>5</b>	<b>3</b>	<b>3</b>	<b>4</b>	<b>1</b>	<b>3</b>	<b>2</b>	<b>8</b>	<b>6</b>	<b>9</b>	<b>2</b>	<b>4</b>	<b>8</b>	<b>4</b>	<b>1</b>	<b>4</b>	<b>1</b>	<b>2</b>	<b>5</b>	<b>1</b>	<b>1</b>	<b>9</b>	<b>4</b>	<b>9</b>	<b>6</b>	<b>7</b>	<b>10</b>	<b>0</b>	<b>4</b>	<b>8</b>	<b>1</b>	<b>135</b>	

# Appendix II

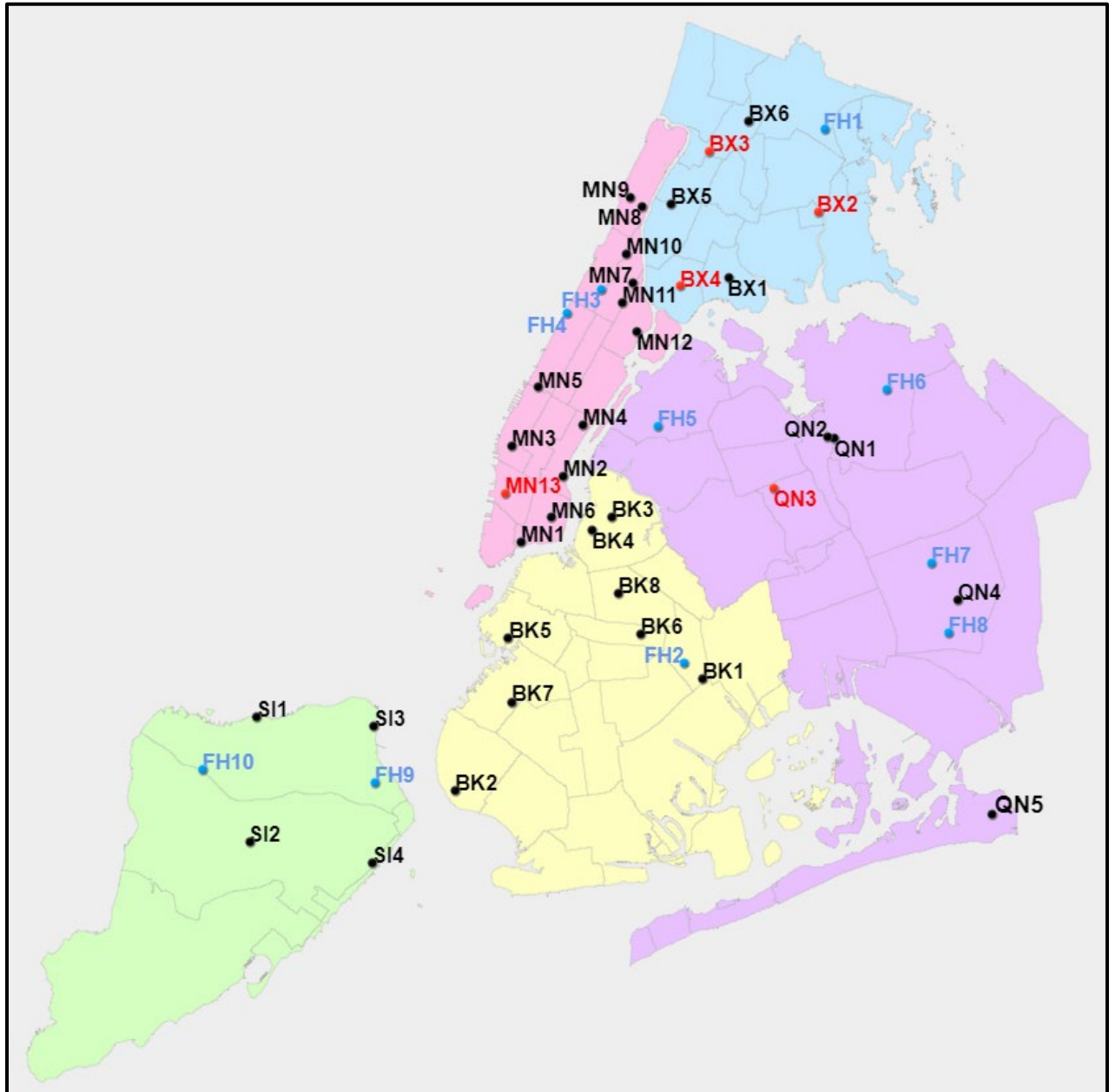
## List of Recreation Centers

Recreation Center	Borough	Zip Code	Address	Neighborhood	Visited by Auditors	Status as of November 2023	2022 Membership totals
Hunts Point	Bronx	10474	765 Manida St.	Hunts Point	Yes	Open	1,802
Owen Dolen	Bronx	10461	2551 Westchester Ave.	Schulyerville	No	Closed for renovations	N/A
St. James	Bronx	10468	2530 Jerome Ave.	Fordham	No	Closed for renovations	N/A
St. Mary's	Bronx	10455	450 St. Ann's Ave.	Mott Haven	No	Closed for renovations	2,010
Kwame Ture	Bronx	10452	1527 Jesup Ave.	Morris Heights	Yes	Open	1,203
Williamsbridge Oval	Bronx	10467	3225 Reservoir Oval East	Norwood	Yes	Open	2,998
Bronx Sub Totals	<b>6</b>						
Brownsville	Brooklyn	11212	1555 Linden Blvd.	Brownsville	Yes	Open	3,459
Ft. Hamilton	Brooklyn	11209	9941 Fort Hamilton Pkwy.	Dyker Heights	Yes	Open	1,127
McCarren	Brooklyn	11222	(776 Lorimer St.)	Williamsburg	Yes	Open	3,848
Metropolitan Pool	Brooklyn	11211	261 Bedford Ave.	Williamsburg	Yes	Open	5,546
Red Hook	Brooklyn	11231	155 Bay St.	Red Hook	Yes	Open	2,163
St Johns	Brooklyn	11213	1251 Prospect Place	Crown Heights	Yes	Open	8,931
Sunset	Brooklyn	11232	4200 7th Ave.	Sunset Park	Yes	Closed for renovations	4,230
Von King	Brooklyn	11216	670 Lafayette Ave.	Bedford Stuyvesant	Yes	Open	
Brooklyn Sub Totals	<b>8</b>						
Al. Smith	Manhattan	10038	80 Catherine St.	Two Bridges	Yes	Open	2,627
Asser Levy	Manhattan	10010	392 Asser Levy Pl.	Kipps Bay	Yes	Open	4,228
Chelsea	Manhattan	10001	430 West 25th St.	Chelsea	Yes	Open	7,947
Constance Baker Motley	Manhattan	10022	348 East 54th St.	Midtown East	Yes	Open	4,088
Gertrude Ederle	Manhattan	10023	232 West 60th St.	Upper West Side	Yes	Open	5,301
Hamilton Fish	Manhattan	10002	128 Pitt St.	Lower East Side	Yes	Open	1,307
Hansborough	Manhattan	10037	35 West 134th St.	Harlem	Yes	Open	3,399
Highbridge	Manhattan	10033	2301 Amsterdam Ave.	Washington Heights	Yes	Open	2,157
J.Hood Wright	Manhattan	10033	351 Fort Washington Ave.	Washington Heights	Yes	Open	401
Jackie Robinson	Manhattan	10039	85 Bradhurst Ave.	Harlem	Yes	Open	1,598
Pelham Fritz	Manhattan	10027	18 Mount Morris Park West	Harlem	Yes	Open	407
Thomas Jefferson	Manhattan	10029	2180 1st Ave.	East Harlem	Yes	Open	1,610
Tony Dapolito	Manhattan	10014	3 Clarkson St.	West Village	No	Closed for renovations	N/A
Manhattan Sub Totals	<b>13</b>						
Al Oerter	Queens	11355	131-40 Fowler Ave.	Flushing	Yes	Open	13,716
Flushing Meadows Corona Pool	Queens	11368	131-04 Meridian Rd	Flushing	Yes	Open	N/A
Lost Battalion Hall	Queens	11374	93-29 Queens Blvd.	Rego Park	No	Closed for renovations	4,263
Roy Wilkins	Queens	11434	177th St & Baisley Blvd.	St Albans	Yes	Open	2,290
Sorrentino	Queens	11691	18-48 Cornaga Ave.	Far Rockaway	Yes	Open	373
Queens Sub Totals	<b>5</b>						
Faber	Staten Island	10301	2175 Richmond Terrace	Elm Park	Yes	Open	411
Greenbelt	Staten Island	10314	501 Brielle Ave.	Manor Heights	Yes	Open	3,899
Lyons Pool	Staten Island	10301	6 Victory Blvd	Tompkinsville	Yes	Open	1,242
Ocean Breeze	Staten Island	10305	625 Father Capodanno Blvd	South Beach	Yes	Open	6,801
Staten Island Sub Totals	<b>4</b>						
<b>Grand Totals</b>	<b>36</b>			<b>Closed</b>		<b>6</b>	
				<b>Open</b>		<b>30</b>	

N/A – Not Available

# Appendix III

Map of Recreation Centers and Field Houses in New York City



**Legend:**

**Open Recreation Centers**

<b>Bronx</b>	
<b>BX1</b>	Hunts Point
<b>BX5</b>	Kwame Ture
<b>BX6</b>	Williamsbridge Oval
<b>Brooklyn</b>	
<b>BK1</b>	Brownsville
<b>BK2</b>	Ft. Hamilton
<b>BK3</b>	McCarren
<b>BK4</b>	Metropolitan Pool
<b>BK5</b>	Red Hook
<b>BK6</b>	St Johns
<b>BK8</b>	Von King
<b>Manhattan</b>	
<b>MN1</b>	Al. Smith
<b>MN2</b>	Asser Levy
<b>MN3</b>	Chelsea
<b>MN4</b>	Constance Baker Motley
<b>MN5</b>	Gertrude Ederle
<b>MN6</b>	Hamilton Fish
<b>MN7</b>	Hansborough
<b>MN8</b>	Highbridge
<b>MN9</b>	J.Hood Wright
<b>MN10</b>	Jackie Robinson
<b>MN11</b>	Pelham Fritz
<b>MN12</b>	Thomas Jefferson
<b>Queens</b>	
<b>QN1</b>	Al Oerter
<b>QN2</b>	Flushing Meadows Corona Pool
<b>QN4</b>	Roy Wilkins
<b>QN5</b>	Sorrentino
<b>Staten Island</b>	
<b>SI1</b>	Faber
<b>SI2</b>	Greenbelt
<b>SI3</b>	Lyons Pool
<b>SI4</b>	Ocean Breeze

**Closed Recreation Centers  
as of November 2023**

<b>Bronx</b>	
<b>BX2</b>	Owen Dolen
<b>BX3</b>	St. James
<b>BX4</b>	St. Mary's
<b>Brooklyn</b>	
<b>BK7</b>	Sunset
<b>Manhattan</b>	
<b>MN13</b>	Tony Dapolito
<b>Queens</b>	
<b>QN3</b>	Lost Battalion Hall

**Field Houses**

<b>Bronx</b>	
<b>FH1</b>	Haffen Park Field House
<b>Brooklyn</b>	
<b>FH2</b>	Betsy Head Field House
<b>Manhattan</b>	
<b>FH3</b>	Morningside Field House
<b>FH4</b>	Riverside Park/102nd Street Field House
<b>Queens</b>	
<b>FH5</b>	A.R.R.O.W. Field House
<b>FH6</b>	Bowne Park Field House
<b>FH7</b>	Detective Keith L. Williams Field House
<b>FH8</b>	Rochdale Park/Vic Hanson Field House
<b>Staten Island</b>	
<b>FH9</b>	De Matti Playground Field House
<b>FH10</b>	Jennifer's Playground

# Appendix IV

The following is a breakdown of recreation center member survey questions/topics and results.

## Borough in which you reside:

Bronx	40	3%
Brooklyn	380	28%
Manhattan	482	35%
Queens	221	16%
Staten Island	231	17%
Prefer not to say	8	1%
<b>Total</b>	<b>1,362</b>	<b>100%</b>

## Reason for joining (select all that apply):

Close to home	965	47%
Close to work	98	5%
Easily accessible by car/ public transportation	327	16%
Type of programs/ activities offered	642	32%
<b>Total</b>	<b>2,032</b>	<b>100%</b>

## Frequently visit recreation center originally joined or frequently visit other locations:

Location originally joined	1,053	79%
Split (equally visit location originally joined and other locations)	184	14%
Location different that one originally joined	102	7%
<b>Total</b>	<b>1,339</b>	<b>100%</b>

## On average, how frequently do you visit recreation center during the year

Daily	131	10%
One or more times a week	730	54%
Several times a month	270	20%
Several times a year	152	11%
Other	70	5%
<b>Total</b>	<b>1,353</b>	<b>100%</b>



**Programs/ Amenities**

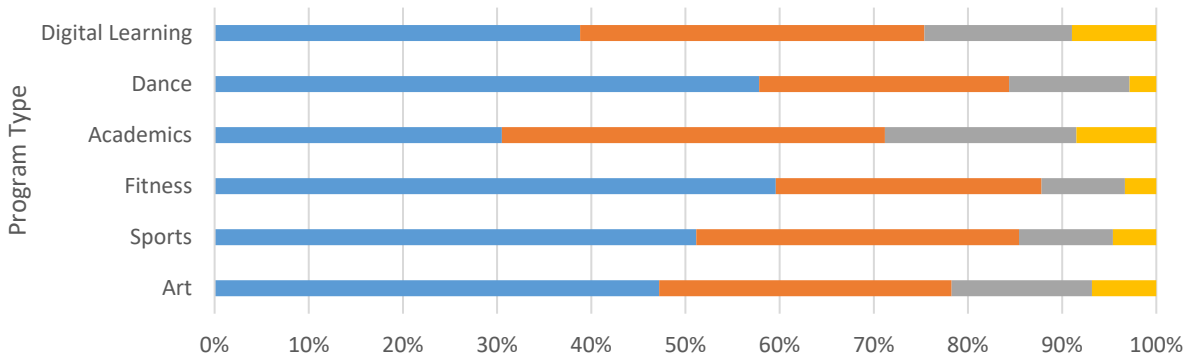
**What programs or amenities are you interested in that are not offered at your recreation center (select all that apply)?**

Art	118	11%
Sport	163	15%
Fitness	275	25%
Academics	57	5%
Dance	166	15%
Digital Learning	94	8%
Aquatics	245	22%
<b>Total</b>	<b>1,118</b>	<b>100%</b>

**Overall quality of services received from six instructor led program providers**

Excellent	843	52%
Good	506	31%
Fair	188	12%
Poor	77	5%
<b>Total</b>	<b>1,614</b>	<b>100%</b>

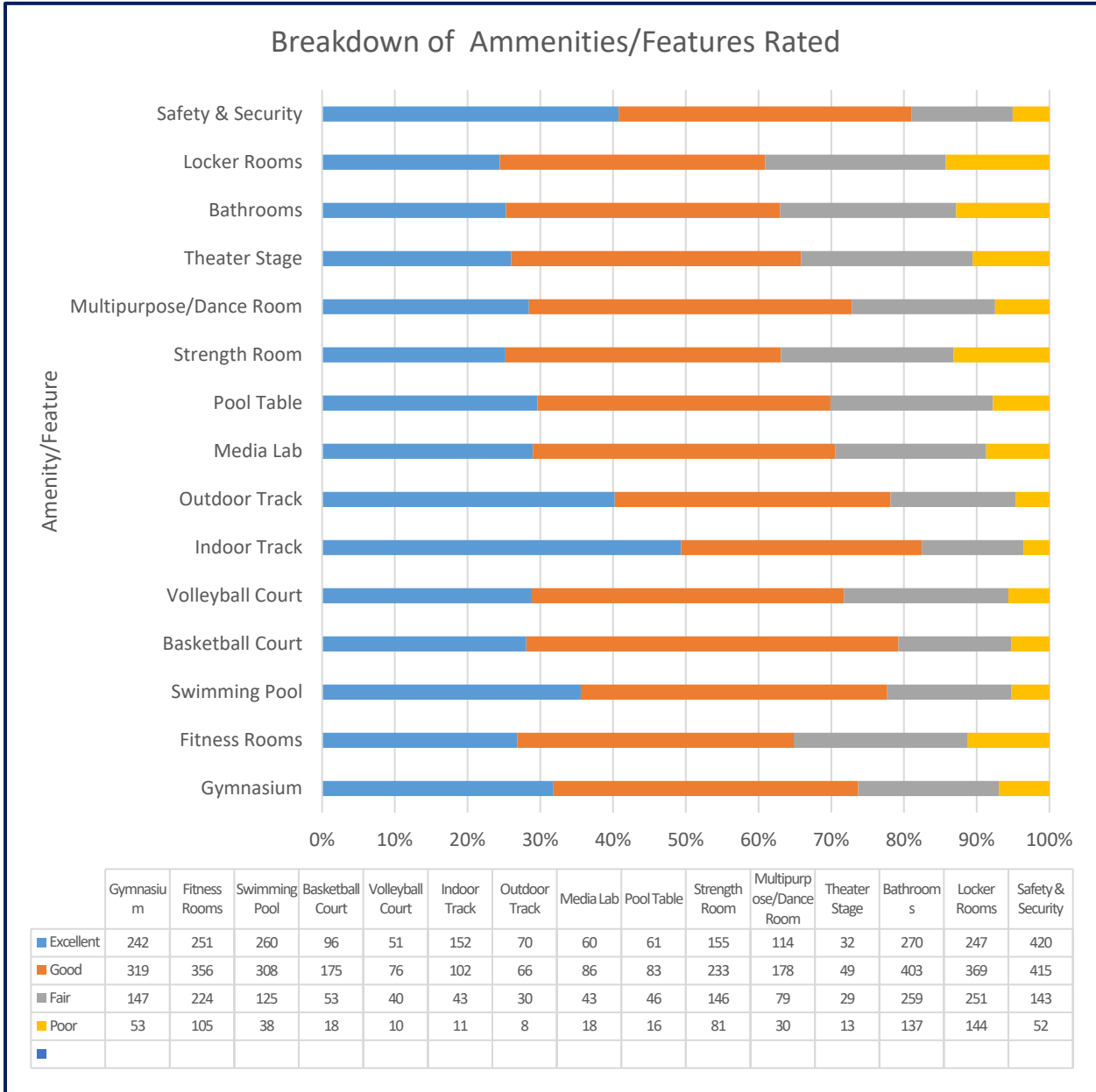
**Breakdown of Six Instructor Led Programs Rated**



	Art	Sports	Fitness	Academics	Dance	Digital Learning
Excellent	76	200	357	36	122	52
Good	50	134	169	48	56	49
Fair	24	39	53	24	27	21
Poor	11	18	20	10	6	12

**Satisfaction Levels for Overall Conditions of 15 Amenities/Features at Facilities**

Excellent	2,481	31%
Good	3,218	40%
Fair	1,658	20%
Poor	734	9%
<b>Total</b>	<b>8,091</b>	<b>100%</b>



### Assessment of services

How likely are you to recommend your recreation center to others?		
Likely or very likely	864	65%
Somewhat likely	361	27%
Not likely	109	8%
<b>Total</b>	<b>1,334</b>	<b>100%</b>

### Responsiveness of Staff

Based on YOUR experience at the recreation center, how would you rate the responsiveness of staff in addressing any concerns brought to their attention?		
Excellent	601	45%
Good	444	33%
Fair	192	14%
Poor	96	7%
<b>Total</b>	<b>1,333</b>	<b>100%</b>

### Suggestions for Improvements

Please provide any suggestions you might have for improving your recreation center.		
Expand programming hours and overall hours of operation, staffing issue & request for additional amenities	445	47%
Improve operability of fitness equipment and safety	390	42%
Improve cleanliness conditions	77	8%
Improve accuracy of information reported on DPR's website	29	3%
<b>Total</b>	<b>941</b>	<b>100%</b>

## Demographic information

Ethnicity		
White/ Caucasian	631	49%
Black/ African American	200	16%
Hispanic	109	9%
Asian	115	9%
Native American	6	<1%
Prefer not to say	193	15%
Other	21	2%
<b>Total</b>	<b>1,275</b>	<b>100%</b>

Gender		
Male	500	38%
Female	693	53%
Prefer not to say	99	8%
Other	7	1%
<b>Total</b>	<b>1,299</b>	<b>100%</b>

Age range		
18 – 35	182	14%
36 - 50	191	15%
51 – 65	324	25%
Over 65	543	42%
Prefer not to say	64	5%
<b>Total</b>	<b>1,304</b>	<b>100%</b>



David Cerron  
Assistant Commissioner  
Business Development & Special  
Events

T 212.360.3457

E david.cerron@parks.nyc.gov

**ADDENDUM**  
**Page 1 of 4**

City of New York  
Parks & Recreation

The Arsenal  
Central Park  
New York, NY 10065  
[www.nyc.gov/parks](http://www.nyc.gov/parks)

January 26, 2024

Ms. Maura Hayes-Chaffe  
Deputy Comptroller for Audit  
Office of The Comptroller  
1 Centre Street, Room 1100  
New York, NY 10007

RE: Draft Audit Report on the Department of Parks and Recreation's Oversight of  
Indoor Recreation Centers/ Audit MH22-100A

Dear Deputy Comptroller Hayes-Chaffe:

I am writing in response to the New York City Comptroller's ("Comptroller's") Draft Audit Report ("Report") referenced above. We appreciate your team's efforts on our behalf and will be implementing your recommendations, as outlined in our response. We appreciate that the auditors found that 90% of the features of the Recreation Centers were in Satisfactory Condition and that most Recreation Center members surveyed were happy with amenities and programs.

The New York City Department of Parks & Recreation ("Parks") strives to maintain its indoor recreation centers in a safe manner, providing the care required to ensure optimal health, safety, cleanliness, and maintenance standards. The mission of Recreation is to enable New Yorkers to lead physically active and intellectually stimulating lives through sports, fitness, outdoor adventure, technology, education and the arts.

The Audit comes at a time when Parks was transitioning from emergency response to COVID-19 back to offering regular service to the public. Recreation Centers were closed to the public beginning in March 2020, only began to slowly reopen to existing members in July 2021, and finally fully reopened to the public in September 2021. Emergency response continued at limited sites during this reopening with the last vaccination site at a Recreation Center closing in April 2022, and the last testing sites closing in June 2022.

Parks strives to provide diverse programming throughout New York City for all New Yorkers. As for recreation centers being equitably distributed throughout the City, many of Parks' buildings are decades old and have been repurposed from their original usage. In order to serve as many New Yorkers as possible, Parks also offers programming and activities through field houses that are distributed throughout the boroughs. Parks is also planning to open five new recreation centers in other



boroughs—two are planned in the Bronx and one each are planned in Brooklyn, Queens, and Staten Island.

Our response to the Report Recommendations is attached. Going forward, Parks will continue to provide a multitude of programming and services for all New Yorkers, improving and putting in place corrective practices to ensure our Recreation Centers are open, functional, safe, and clean for public enjoyment.

Sincerely yours,

**David Cerron**  
**Assistant Commissioner, Business Development & Special Events**

- cc: Sue Donoghue, Commissioner
- Iris Rodriguez-Rosa, First Deputy Commissioner
- Margaret Nelson, Deputy Commissioner, UPS/Public Programs
- Emily Chase, Assistant Commissioner, Public Programs
- Paul Fontana, Chief, Programming & Strategic Management, Public Programs
- Natalie DiRocco, Chief of Staff to Assistant Commissioner, Public Programs
- Katie Kubis, Public Programs Special Project Coordinator
- Ricardo Pierre-Louis, Director of Data, UPS/Public Programs
- Julie Zuckerbraun, Chief, Inspection and Audit
- Ramrattie Munaswar, Director, Internal Audit
- Jan Mo, Auditor



## RESPONSE TO RECOMMENDATIONS AND IMPLEMENTATION PLAN FOR PARKS AND RECREATION AUDIT MH22-100A

**RECOMMENDATION 1:** Relocate programs (or provide comparable ones) to an accessible floor at multi-level centers that are inaccessible to people with mobility issues.

**DPR RESPONSE:** DPR strives to make all our programs inclusive and accessible. When feasible, DPR will relocate programs to an accessible floor or space to reasonably accommodate people with disabilities.

**RECOMMENDATION 2:** Ensure that center staff conduct periodic checks of pool chair lifts to ensure they are operable; ensure that batteries are charged; provide and document regular training for staff on how to operate them and ensure adequate coverage by knowledgeable staff.

**DPR RESPONSE:** DPR will explore adding a check of the pool chair lifts to the daily maintenance inspections at recreation centers to ensure the pool chairs are operational. Additionally, DPR will work with staff to ensure that staff at indoor pool sites receive ample training on how to operate the chair lifts.

**RECOMMENDATION 3:** Consider population distribution when planning and siting new facilities to ensure equitable access to services throughout the five boroughs.

**DPR RESPONSE:** We agree, and already consider a wide range of factors, including population distribution, when planning and siting new recreation centers to ensure equitable access to services throughout the five boroughs.

**RECOMMENDATION 4:** Consider conducting a trend analysis to determine which programs are in high demand at their respective centers and determine whether it is feasible to adjust the times of day high-demand programs are offered to suit members and/or offering such program(s) multiple times a day.

**DPR RESPONSE:** DPR recently conducted a survey and asked members what programs they wish to see at recreation centers. DPR will use these survey responses to assist in the development of future recreation center schedules. Recreation centers have four programming sessions during the calendar year. Prior to a new programming session, Recreation staff review the programming schedules and make changes incorporating member feedback and suggestions. Members share feedback through in-person conversations and via the City's official correspondence system (311, web forms, etc.). Finally, certain limitations impact our ability to offer more programs at specific times of day. These limitations include recreation center space availability, staffing, and time of day.



NYC Parks

**RECOMMENDATION 5:** Improve its efforts to ensure that equipment needing repairs is identified and addressed in a timely manner and that periodic checks are done to track the progression of those requests in AMPS.

**DPR RESPONSE:** When Recreation staff identify a piece of fitness equipment that is inoperable, they submit a work order in AMPS. By utilizing this internal process, a complete list of out-of-service equipment can be maintained. It is then the responsibility of DPR to report the defective fitness equipment to the contractors Life Fitness or Precor, who are responsible for repairing it. We have binding contracts with Life Fitness and Precor, and we have a bond with them which requires that only they can maintain fitness equipment at DPR. The pandemic adversely impacted the fitness equipment industry. Manufacturing of fitness replacement parts and lead delivery times were affected, as has recruiting new technicians who must undergo rigorous training to be certified to work on the fitness equipment. Consequently, as a result of this combination, fitness equipment repairs are delayed.

**RECOMMENDATION 6:** Improve its monitoring of the daily maintenance checklists to ensure that center staff are completing and submitting them as required.

**DPR RESPONSE:** DPR will review and work to improve its process for monitoring the daily maintenance checklists. These checklists are a valuable tool that help us maintain our buildings.

**RECOMMENDATION 7:** Periodically confirm with recreation centers that amenities are accurately recorded.

**DPR RESPONSE:** DPR will work with the digital media team to update the amenities and other website pages to ensure accuracy.







NEW YORK CITY COMPTROLLER  
**BRAD LANDER**

---

1 Centre Street, New York, NY 10007

[www.comptroller.nyc.gov](http://www.comptroller.nyc.gov)

 @NYCComptroller

(212) 669-3916