



# **City of Madison Parks Division**

# **INTERNAL AUDIT REPORT**

**Audited Entity: City of Madison – Parks Division (PA-2023-02)**

**Fieldwork Completion Date: June 28, 2024**

**Date of Report: November 18, 2024**

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## EXECUTIVE SUMMARY

### BACKGROUND

This audit was selected based on recommendations included in a risk assessment completed for the City of Madison by Baker Tilly LLC as part of the 2023 approved plan moved into 2024. The audit was conducted in accordance with Generally Accepted Government Auditing Standards (“GAGAS”).

The City of Madison Parks Division serves Madison's residents by providing a quality system of parks, natural resources, and recreational opportunities, improving connectivity, and ensuring equitable access to quality park amenities while investing in our natural environment.

The City of Madison Parks Division manages 280+ parks totaling nearly 6,000 acres of parkland. The Parks Division is also responsible for operating and maintaining special facilities such as Olbrich Botanical Gardens, the Warner Park Community and Recreation Center, the Goodman Pool, four public golf courses, the Forest Hill public cemetery, and the State Street and Capitol Mall Concourse.

In recent years, the role of public parks has become far more prevalent in natural disaster and public health emergency response efforts. Climate change events, such as historic flooding (2018) and air quality concerns due to wildfires (2023), brought the role of parks and greenspaces to the forefront of the public conversation on climate resiliency. In 2020 and throughout the pandemic, parks provided safe spaces where residents could safely be with others to find respite and address their physical, mental, social, and overall well-being, as evidenced by record numbers of park visitors and golf rounds played.

In 2023, the agency’s total adopted budget of \$40 million was divided into \$16.7 million for operating the different services (community recreation, botanical gardens, park maintenance and planning, and development,) and \$23.3 million for the capital improvement plan budget across 17 projects and programs. The Golf Enterprise Program’s overall operating budget for 2023 was \$3.76 million and is accounted for separately from the Parks Division. Parks hosted several programs in 2023, ranging from an All-City Swim Meet at the Goodman Pool with over 6,000 attendees to 152,884 rounds of golf at the four City of Madison courses. These are more than 19% and 14% increases over the 2022 records.

### OBJECTIVES

This engagement aims to assure management that records are reliable, activities are effective, programs are conducted as approved by the Common Council, and actions follow laws and regulations.

The key objectives of the audit were to evaluate the effectiveness of operations in the following areas:

- Hourly employee timecard approvals
- Reimbursement of expenses and claims
- Reporting and recording of cash collected on behalf of the city.
- Award of contracts
- Parks employee’s mandatory training
- General maintenance service at the parks
- Parks applications access provisioning and termination
- Resolution of visitor’s complaints
- General review of the Park’s internal control system

## SCOPE

The audit scope includes operational and administrative activities for which the Parks Division is responsible from January 1 through December 31, 2023.

## FINDINGS

Reference	Finding	Risk Rating
F1	Terminated/Exited employees were reported active on the Parks application platform	Moderate
F2	Non-deposit of collected cash for more than 45 days	Moderate
F3	Need to improve existing protocol for resolving visitors' complaints or how resolutions were communicated to the complainants.	Moderate
F4	Improved monitoring and documentation of employees' mandatory training	Moderate
F5	There is a need for improvement in the recording of maintenance repairs at the Parks.	Low

## RECOMMENDATIONS

- Parks Division management should ensure that all transferred and terminated/exited employees still active on its application are terminated immediately. Subsequently, they should have a protocol for continuous access monitoring to ensure that deactivations are completed on time per the city's protocol.
- Parks Division management should ensure that the undeposited cash collected at golf courses are deposited immediately while they develop a process of reconciling collected cash to remitted/deposited amount daily outside of the established deposit process [one instance was identified during a site visit].
- Parks Division management should consider developing a process for resolving customer complaints (how the complaints were received, treated/resolved, and communicated to the customer) to reduce risks to the the city.
- Parks Division management should develop a process to ensure that mandatory training records/information are accurately documented, with copies of licenses or certifications (where necessary) saved where they can be easily tracked or retrieved. Parks Division management should develop a process that ensures that completed work orders for all repairs and routine maintenance at the parks are documented with sufficient documentation (pictures of the repair works—before-and-after situations, receipts of materials purchased where repairs are executed internally) to ascertain and assess the level of maintenance work done.

*Note: See findings and recommendations beginning on page seven (7) for more detail.*

## INTRODUCTION

Pursuant to the City of Madison Code of Ordinance Chapter 4.02 (3) and recommendations included in the risk assessment completed by Baker Tilly LLC, the Internal Audit has conducted an internal review of the City of Madison Parks Division (Parks). The audit was conducted in accordance with the Generally Accepted Government Auditing Standards (GAGAS). These standards require the Internal Audit to plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for the findings and conclusions based on the audit objectives. The control and procedural deficiencies considered to be significant are also disclosed herein. This report does not disclose any perceived weaknesses or findings from external agencies.

## BACKGROUND

The City of Madison Parks Division serves the Madison community by providing a quality system of parks, natural resources, and recreational opportunities, improving connectivity, and ensuring equitable access to quality park amenities while investing in our natural environment.

The City of Madison Parks Division provides various leisure and recreational opportunities for over 280+ parks, totaling nearly 6,000 acres of parkland. The Parks Division is also responsible for operating and maintaining special facilities such as Olbrich Botanical Gardens, the Warner Park Community and Recreation Center, the Goodman Pool, four public golf courses, the Forest Hill public cemetery, and the State Street and the Capitol Mall Concourse.

Parks Division services include the following:

- Park Operations – Responsible for the sustainable stewardship of the Division’s assets, including facility maintenance, land, forest & wildlife management, equipment, and vehicles.
- Community Services — Responsible for activating parks and park facilities. This includes reservations, events, permits, Park Rangers, Aquatics, programming, partnerships, Parks Alive, volunteers, and Warner Park Community Recreation Center.
- Olbrich Botanical Gardens – Full operational responsibility for Olbrich Botanical Gardens in partnership with Olbrich Botanical Society.
- Public Information—Responsible for public communications, including websites, traditional media, social media, and marketing/branding.
- Planning and Development – Responsible for reviewing, planning, and developing park properties, amenities, and facilities.
- Golf Operations – Full operational responsibility for golf enterprise properties, including maintenance, programming, and guest experience.

The Board of Park Commissioners (BPC) is the policymaking and recommending body for the Parks Division and consists of seven members: five appointed residents and two Alders. The BPC governs, manages, controls, improves, and cares for all public parks, parkways, greenways, planning and construction, ice rinks, golf courses, conservation, cemetery, mausoleum, boat landings, Warner Park Community Recreation Center, the Irwin and Robert Goodman Pool, Mall/Concourse special events, beaches, general recreation, and Olbrich Botanical Gardens. The BPC meets once a month, and all meetings are held virtually. When a quorum is not formed, the meeting reconvenes on another agreed date within the month. The monthly meeting agenda and minutes for 2023 can be found at: <https://www.cityofmadison.com/city-hall/committees/board-of-park-commissioners?meeting=past>.

In 2023, the Parks Division had 158 permanent employees and up to 193 hourly employees on a seasonal basis. In addition, the Division received a sizeable number of annual volunteer hours (14,447 hours for Madison Parks and 21,158 hours at Olbrich Botanical Gardens).

**Please see the 2023 Organizational Chart in Appendix A below (Pg 22).**

In recent years, the role of parks has become far more prevalent in natural disaster and public health emergency response efforts. Climate change events, such as historic flooding (2018) and air quality concerns due to wildfires (2023), brought the role of parks and greenspaces to the forefront of the public conversation on climate resiliency. In 2020 and throughout the pandemic, parks provided safe spaces where residents could safely be with others to find respite and address their physical, mental, social, and overall well-being, as evidenced by record numbers of park visitors and golf rounds played.

With more than 280 parks within Madison, the parks play a significant role in making Madison one of the best places to live in the country. Park Rangers are a resource to the community and take pride in safeguarding these parks by providing a safe and enjoyable experience for everyone. The Park Rangers can be seen at the City’s different parks, e.g., Parks Alive, cleaning up the disc golf courses, visiting significant community events, or maintaining dog parks. The Rangers are usually on the front lines of providing access to all park visitors in a variety of community engagement roles, such as park patrol – ensuring that parks are clean and safe for everyone to

enjoy, ordinance enforcers (parking, all forms of the Parks permit, or other ordinance violations), interacting with the community, and maintaining the three Disc Golf courses. In 2023, ranger staff made 12,809 visits to the parks.

In 2023, the division's total adopted budget of \$40 million was broken into \$16.7 million in the operating budget for services (community recreation, botanical gardens, park maintenance, planning, and development, etc.) and \$23.3 million in the capital improvement plan budget across 17 projects and programs.

The Parks Division is a "General Fund" agency, meaning its operations are primarily funded by the City's levy. To meet its operation and capital improvement budget, the agency's budget includes other funding sources—charges for services and special charges. In 2023, the Parks Division anticipated revenue from all sources to be \$23.9 million.

The Golf Enterprise Program's overall operating budget for 2023 was \$3.76 million and is accounted for separately from the Parks Division.

The Parks Division's work is guided by the five-year strategic plan known as the "Park and Open Space Plan (POSP)." The City of Madison Board of Park Commissioners and Common Council adopted the plan on October 30, 2018. The purpose of the POSP is to serve as a long-range planning guide for decisions made by City Boards and Commissions, City agencies, and staff. It is a tool to guide decisions for various Park and Open Space issues such as city policies, park acquisitions, facility development, and park funding. The POSP is also a necessary component to be eligible for Federal and State grants.

This plan is the culmination of an intensive planning and public input process, which began in May 2016 and was guided by the Long-Range Planning Subcommittee of the Park Commission, the advisory committee to this plan. The Park and Open Space Plan engagement process incorporated various methods to increase opportunities for public participation. These included hosting community visioning sessions, workshops, surveys, focus group discussions, and requests for input through comment cards distributed at various park events, community centers, libraries, and public meetings. Results from the Imagine Madison Comprehensive Plan engagement process explicitly related to park and open space improvements are incorporated into this plan. These unprecedented planning and public input-gathering efforts have provided an extensive inventory and analysis of the existing and future City of Madison Park system.

Parks staff worked with a consultant planning team led by MSA Professional Services, Inc. This organization hosted a series of open house meetings in April and May to introduce the project and gather input from attendees. The open houses are drop-in sessions held at various locations throughout the city.

One of the challenges faced by the Parks Division in the year 2023 was poor air quality, resulting in the cancellation of many outdoor activities and a mild winter, which also resulted in the Parks having fewer traditional winter recreation opportunities. Using the 2018-2023 Park and Open Space Plan, the Division developed four guiding lenses of equity, public health, sustainability, and adaptability to illustrate further their work and commitment to the Madison community and the world beyond.

The summer of 2023 in Madison saw the air quality index (AQI) reach levels of more than 150, and several days reached levels skirting 200 AQI—anything more than 151 AQI is deemed unhealthy for prolonged outdoor activities. Days and weeks of hazy, milky skies blanketed the Madison area. As such, Madison Parks, in guidance and consultation from Public Health Madison & Dane County, modified or canceled numerous outdoor activities and events (433 athletic reservation hours were canceled, the Goodman pool was closed for seven days, and nine Parks Alive events were canceled). A beloved winter recreation activity saw a significant change. The City's ice-skating locations saw a drastic reduction in the number of skateable days. The average number of skateable days

decreased by nearly 80% from the previous winter, seeing just eight days in the 2022-2023 winter season compared to 38 days in 2021-22 and 40 days in 2020-21.

Despite the air quality challenges, Park hosted a couple of programs, ranging from an All-City Swim at the Goodman Pool with over 6,000 attendees, the opening of 2 accessible playgrounds, 24 new youth referees through the WPCRC KNOW Referee Apprenticeship Program (with about 1,055 KNOW programming hours), and 152, 884 rounds of golf at the four City of Madison courses. These are over 19%, 71%, and 14% increase over the 2022 records.

Each year, the City of Madison Parks Division bids a maintenance contract through Public Works for crack filling, resurfacing, and re-striping of color (generally green) sports courts, including basketball, pickleball, and tennis, at various locations throughout the parks system.

In 2023, the following works were completed at the following locations:

- **Bordner Park tennis courts** (received pickleball striping): Power washing began on 5/4, and resurfacing began the week of 5/23 and was completed on 5/29.
- **Brittingham Park tennis courts** (received pickleball striping): Power washing began the week of 5/12; resurfacing began on 6/12 and was completed on 6/17.
- **Door Creek Park's north tennis courts (received pickleball striping)**: Work began the week of 8/21 with power washing and removal of old crack fill/repair material; resurfacing work began on 9/1 and was completed on 9/13.
- **Heritage Heights tennis courts** (received pickleball striping): Work began with power washing on 9/18 and was completed by 10/1.
- **Nakoma Park tennis court** (striping-only for tennis and pickleball) – completed on 10/1.
- **Norman Clayton Park tennis courts** (received pickleball striping): Power washing began the week of 7/24; resurfacing began on 7/31 and was completed on 8/7.
- **Olbrich Park tennis courts** (received pickleball striping): Power washing began on 10/1, and resurfacing began on 10/5 and was completed by 10/20.
- **Warner Park basketball courts & tennis courts** (striping-only for pickleball) - work began the week of 7/7 with power-washing; resurfacing work began 7/10 and completed on 7/14/23 (basketball) and completed on 7/17 (pickleball striping)

These are pictures of the tennis courts at Bordner Park before (2022 Spring) and after (2023 Summer) the maintenance contracts, which involved resurfacing the courts.





## SCOPE

The City of Madison Parks Division audit scope covers the Division's activities from January 1 through December 31, 2023.

## AUDIT OBJECTIVES AND METHODOLOGY

This engagement aims to assure management that the activities reviewed are effective, programs are conducted as approved by the Common Council, and to evaluate whether the activities comply with the City of Madison policies, established procedures, and applicable laws and regulations.

The key objectives of the audit were to evaluate the effectiveness of operations in the following areas:

1. Hourly employee timecard approvals
2. Reimbursement of expenses and claims
3. Reporting and recording of cash collected on behalf of the city.
4. Award of contracts
5. Parks employee mandatory training
6. Reimbursement and timely reconciliation of P-card expenses
7. General maintenance service at the parks
8. Parks applications access provisioning and termination
9. Resolution of visitor complaints
10. General review of the Park Division's internal control system.

The Internal Audit conducted interviews with stakeholders and relevant third-party vendors, as well as reviews of requested documents to determine if:

1. The Park Division has controls in place to prevent and detect inaccurate recording or overstating of the number of hours worked:
  - a. The Parks Division documented policies or procedures for timecard submission and approval workflows of hourly employees' timecards.
  - b. Timecards for the review period were downloaded from the system and assessed for completeness.
  - c. Samples covering all units where hourly employees served during the review period were selected.
  - d. Samples were tested to verify the accuracy of timecard entries by comparing the timecards to supporting documentation, such as sign-in sheets or project records, and by recalculating the approved timecards to verify accuracy independently.
  - e. Samples were reviewed to verify that supervisors or managers were reviewing and approving timecards on time. The segregation of duties process was assessed by ensuring that the individual responsible for timecard approval was not the same person responsible for payroll processing.
  - f. Samples were reviewed to ensure unauthorized changes to timecard data could be easily detected and prevented.
2. The Parks Division has controls in place to prevent and detect unauthorized claims of reimbursements or expenses:
  - a. Expenses/Reimbursements paid during the review period were downloaded from Munis and assessed for completeness.
  - b. Samples were selected and analyzed to confirm that each reimbursement was supported with sufficient documentation and was duly approved by authorized personnel.
  - c. Samples were analyzed for red flags or indicators of potential fraud in requesting claims reimbursement.

- d. Samples were analyzed to verify the accuracy and authenticity of supporting documentation (receipts and invoices).
3. The Parks Division has controls in place to detect or prevent inaccurate recording or non-remittance of cash collected on behalf of the city:
  - a. Reviewed various policies and procedures relating to cash handling (cash collection and remittance).
  - b. Visited the Parks Division cash collecting locations and observed the process for compliance with the policies and procedures.
  - c. Conducted on-the-spot cash count to verify the accuracy of cash and records, ensuring that the city's cash collection and remittance policies were complied with.
  - d. Reviewed the office arrangement at the cash collecting locations to ensure that there is a safe with a lock to keep collected cash and that only authorized personnel have access to the safe.
  - e. Reviewed the process to ensure that there is a segregation of duties, which includes verification of cash collected by someone other than the collector, existence of the authorization workflow for authorizing refunds, and verified adherence to the City's appropriate approval levels.
  - f. Assess the segregation of duties in place to prevent the same individual collecting/recording cash from being the same person responsible for depositing the cash.
4. The Parks Division has controls in place to prevent and detect the award of contracts without compliance with the city's procurement policies or paying for uncompleted/unsupervised contracts:
  - a. Collected and reviewed all contracts awarded (relating to the Parks) for the review period.
  - b. Samples were selected and analyzed to verify that the vendor selection process was fair, open, and followed predetermined criteria (avoiding any indication of bias or favoritism).
  - c. Verified the existence of a contractual agreement issued by the Parks Division and signed by personnel with job functionality to authorize or approve contracts. Ensuring that the contractual agreement clearly states the contract details and the parties' responsibilities.
  - d. Selected sample documentation (approval forms, contract performance review checklist, and other contract execution correspondence) were reviewed to ensure proper supervision and execution.
  - e. Evaluated the approval workflows for contract execution and payment, i.e., ensuring that executed contracts were signed off by responsible personnel with appropriate authority before payment.
5. The Parks Division has controls in place to ensure that Parks employees participate in mandatory training for their development:
  - a. Requested for the approved staff training and personal development outline and budget for the period under review.
  - b. We selected samples of Parks employees from the approved training outline, which included lists of the mandatory training programs that should have been completed by 2023.
  - c. Reviewed the training records to ensure employees comply with the approved training outline and training was completed on time.
  - d. Reviewed the Park Division's process of communicating non-compliance to its employees and the consequences for non-compliance (this must be communicated and enforced within the Parks Division).
6. The Parks Division adheres to the City's policies and procedures for the reimbursement and timely reconciliation of P-card expenses:
  - a. The P-cards report for the review period was downloaded from Munis and assessed.
  - b. Samples were reviewed to verify that the P-card transactions were accurately recorded, categorized, and matched with receipts or invoices.
  - c. Samples were reviewed to verify that the appropriate personnel had approved P-card reimbursement.
  - d. Samples were reviewed to ensure that P-card reconciliation was done on time.

7. The Parks Division has sufficient safeguards in place to monitor application access (provisioning) and termination, thereby ensuring data protection and access security (including data storage) -
  - a. Requested all users to the Parks applications for the review period and selected a sample from the user's list.
  - b. Reviewed the selected samples to confirm their access to each application is within their job function.
  - c. Reviewed to ensure that their managers approved all application access for the provisioning.
  - d. Reviewed all existing access to check for employees who are no longer in the Park's services or whose job function does not require access to the applications.
8. The Parks Division has control in place to ensure that there is a maintenance service level or standard for each park:
  - a. Requested and reviewed the maintenance logs and documentation to ensure that a systematic record of maintenance activities is kept for all locations.
  - b. Requested and reviewed if a regular condition assessment is done for each location to identify areas requiring maintenance or repairs.
  - c. Reviewed work orders, inspection records, and repair logs to ensure necessary repairs are executed promptly.
  - d. Evaluated the existence and effectiveness of a preventive maintenance program for key park infrastructures, including playgrounds, sports facilities, pathways, and buildings. Ensuring that the preventive maintenance schedule exists and is followed.
9. The Parks Division has a protocol in place to resolve visitors' complaints and communicate such resolutions to them within the expected period:
  - a. Requested a record of all the Parks Division's visitor complaints received for the period under review and selected a sample to be tested.
  - b. Reviewed to confirm that the complaints are timely and adequately resolved/closed out in line with best practices.
  - c. Reviewed to ensure that the Parks Division has an established protocol to communicate resolutions to the complainants promptly. For the selected sample, review that resolutions were communicated to complainants.
  - d. Reviewed to ensure that the Parks Division has a feedback mechanism to gather input from visitors regarding their satisfaction with the complaint's resolutions.
10. The Parks Division has a sufficient internal control system in place around its operations – Segregation of duties:
  - a. Assignments of roles and responsibilities to individuals were evaluated to prevent the concentration of approval authority.
  - b. Analyzed access controls to systems, databases, and applications to ensure access rights were appropriately restricted based on job roles and responsibilities.
  - c. Samples of transactions or processes were tested to verify that the principle of segregation of duties exists within the Parks Division's operations.

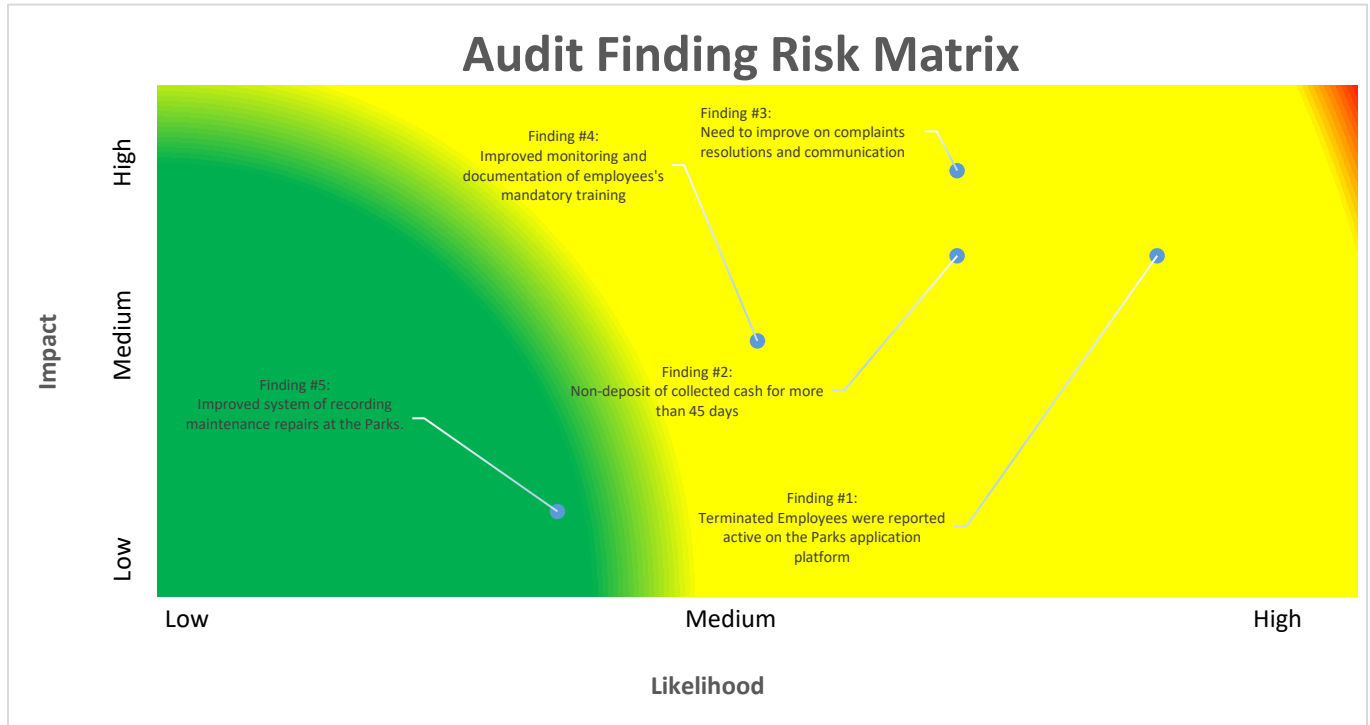
**FINDINGS RISK RATING**

<b>Finding Risk Rating</b>	
Audit findings identified in this report were assigned a risk rating based on the potential impact and likelihood of occurrence. Risk likelihood is the probability that the risk will materialize if no action is taken. Risk impact is the degree of expected loss resulting from a materialized risk. The finding risk matrix below reflects the potential risk related to each finding identified in this report.	
<b>High Impact + High Likelihood</b>	
High	Sufficient policies and procedures, preventative, detective, and mitigating controls do not exist; reputation or financial status is at risk when the business unit is not in compliance with established policies, laws, and regulations.
<b>High Impact + Low Likelihood or Low Impact + High Likelihood</b>	
Moderate	Policies and procedures exist, but adherence is inconsistent. Preventative and detective controls do not exist, but some level of mitigating controls exists within the business unit. Compliance with laws and regulations are inconsistent.
<b>Low Impact + Low Likelihood</b>	
Low	Policies and procedures exist but were not adhered to on an exception basis. Preventative controls do not exist, but detective and mitigating controls exist. The possibility of inappropriate activity is remote.

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### FINDINGS RISK MATRIX

The Findings Risk Matrix rates the potential impact and likelihood of risk associated with each identified audit finding. Impact and likelihood are rated on a scale of one to five for each finding and then plotted on the matrix. Green areas represent a relatively low risk, while red areas represent a relatively high risk.



The following section contains a detailed listing of each audit finding, applicable internal audit recommendations, and audit observations.

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## FINDINGS AND RECOMMENDATIONS

### Reference 1: Terminated/Exited or transferred employees were reported as active on the Parks application platforms.

#### ***Finding***

Our review of the Parks Division protocol to ensure that sufficient safeguards are in place to monitor application access (provisioning) and termination, thereby ensuring data protection and access security (including data storage), revealed that:

- Employee's access to the application does not exceed their job function.
- Supervisors or managers approve employee's application access before the provisioning.
- There is no existing protocol to monitor the termination of access to the Parks applications, as we observed the non-Parks employees were still active on the application platforms many years after their services ended with the Division.
- The internal audit observed from the selected samples that two of the employees (who exited over 6 years and transferred about 5 years to another unit) were reported as active users on the Park's application while they left the Division's services. A further review showed that although they were reported as active, their access to the City's network had been deactivated, and hence, they could not access the network.
- After discussing this with management, the City's IT unit was contacted, and they removed these employees from the list of the Parks Division's active users.

#### ***Criteria***

The City's IT protocol and best practice require that exited or transferred employees' access to the City's application be terminated upon their last working day in the unit or division where they have such access.

#### ***Recommendation***

- The Parks Division Management should develop a protocol to safeguard application access by continuously monitoring and reviewing employees' access and ensuring that IT removes exited/terminated employees from the list of active users in addition to deactivating their network access.
- The Parks Division Management should ensure that all identified transferred and terminated/exited employee access to the Parks applications are terminated per the city's IT protocol.

#### ***Management Response***

The Parks Division has discussed this finding with representatives from City IT. City IT has recently created a new Ticket Request System for processing requests to terminate employees to remove network access. Parks Division's authorized IT Contacts will submit requests to terminate network access when they receive notice of employees being terminated. Parks will include an item in the annual work plan to request a report from IT in fourth quarter of each year for to confirm active users and ensure terminated users are no longer active. In addition, Parks Division representatives have been part of a multi-agency planning team that is assisting Human Resources with procuring a software that will help track onboarding, training and documentation processes for all employees. Parks will advocate for IT Access to be included as part of these components to systematize the processes, rather than rely on individuals or agency-specific checklists administered by individuals to track this. Regarding regular audit of active permissions to specific applications, Parks is evaluating options with IT representatives. It is necessary to note that there is not a simple comprehensive method for determining access to applications for all employees as access to applications must be evaluated on an individual enterprise software level, and reporting at this level on a regular basis will require additional resources for both IT and Parks Divisions.

***Implementation Date***

September 10, 2024, annual reminder for IT report has been scheduled.

City-wide software is dependent on selection and contract process. Timeline TBD.

***Risk Rating***

Moderate

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**Reference 2: Non-deposit of cash for more than 45 days.****Finding**

We visited the Parks Division cash collecting locations to conduct an on-the-spot cash count. We also reviewed the cash handling protocols to ensure compliance with the City's policy and procedure of cash collection and weekly bank deposit of cash collected. We observed the following during our visit:

- The existing protocol ensures the accuracy of cash collected and the recording system, as all daily collections were recorded in the Parks system using both the RecTrac, TeeSnap for the golf program and the Tyler Cashiering applications.

**Note: RecTrac is used for documenting the daily cash collected for the Parks Division and TeeSnap is used for documenting the daily cash collected for the Golf Program. W and Tyler Cashiering is used to report the collection in MUNIS (the city's financial reporting application)**

- Cash collected daily is reviewed at the end of each day and kept in the locked safe inside the office at the cash-collecting locations.
- Daily reconciliations were performed to ensure there were no discrepancies between the cash at hand and the amount recorded in the system at the end of the day.
- There is a segregation of duties between the person who collects the cash and a supervisor who reviews the cash daily and remits it weekly to the Finance Department—Treasury unit or the bank (as the case may be).
- When the internal audit team visited the Odana Hills Golf Course, they observed that \$86.05 collected on 02/29/2024 had yet to be deposited as of 04/16/2024 (47 days after the cash had been collected).
- In addition to existing controls, the internal audit is of the view that the Parks Division, specifically the golf program, needs to increase its protocols surrounding the existing process of reconciling collected and remitted/deposited cash to ensure that instance(s) of cash overage/underage situations are resolved and discovered in a timely manner.

**Criteria**

Cash collected on behalf of the city is expected to be remitted to either the Finance Department Treasury unit or deposited at the city's designated bank within a specified period, usually not more than a week after it is collected.

**Recommendation**

- Parks Division management should ensure continuous cash monitoring by reconciling collected cash to remitted cash/ bank deposits after each remittance or deposit.

**Management Response**

The undeposited cash from February 2024 was an oversight and was deposited immediately upon its discovery. Parks Management recognizes that while this was a very small amount of cash compared to typical deposits, it is still an issue that must be regularly monitored. Parks Management will work with leadership within the golf program to develop an improved system for daily reconciliation of the cash at each of the courses. Management will explore options with the TeeSnap software provider which will allow for daily reports for authorized frontline staff that does not unnecessarily relinquish controls over the application to perform this task.

**Implementation Date**

April 1, 2025

**Risk Rating**

Moderate



### **Reference 3: Improve the existing protocol for resolving visitors' complaints or how resolutions were communicated to the complainants.**

#### ***Finding***

To avoid the risks associated with customer complaints about the Parks Division facilities, the internal audit reviewed the Parks protocol to resolve them and communicate such resolutions within the expected period. Below are some of the outcomes of our analysis:

- There is no specific protocol for resolving complaints. The internal audit (IA) team observed that the complaints were treated on a case-by-case basis. While some were resolved on the same day, some were resolved after four weeks or more.
- A complaint about the old stone bridge on Vilas Park Drive along Lake Wingra possibly collapsing, submitted on 6th March 2023 (over 365 days), had yet to be resolved as of the report date. However, IA received documentation showing that Parks management is aware of the situation and is working with the Engineering team to fix it.
- A complaint about the snow removal on Gorham and Brearly streets was submitted on January 4, 2023, but it was resolved on January 23, 2023 (19 days later). Upon inquiry, IA discovered that the resolution was delayed because the employee handling the issue was away from the office for several days, and the case was not handed over to another employee to address while away.
- We observed that neither of the above customers were contacted to discuss the resolution or update them about the steps taken to resolve their complaints.

#### ***Criteria***

- Protocols are expected to be set for responding to customer complaints per best practices. Complaint receipts are expected to be acknowledged within 24 – 48 hours, while resolutions are expected to be completed and communicated within 7 – 14 days.<sup>1</sup>
- Detailed records stating the status (resolved, unresolved, ongoing investigation, etc.) of all customer complaints are expected to be kept with the Parks Division as public records.

#### ***Recommendation***

- Parks Division management should develop and document protocols for resolving customer complaints (how the complaints are received, treated/resolved, and communicated to the customer) to reduce risk for the city.
- Parks Division management should develop a complaint management system that can track complaints from receipt to resolution by ensuring the system can generate reports for monitoring performance and identifying trends.
- The City's leadership should develop a centralized process for handling and communicating complaints resolutions by all the City's public-facing Agencies and Divisions.

#### ***Management Response***

The Parks Division receives feedback, comments, and complaints from the public in a myriad of ways and on a wide range of topics. In a given day, a complaint may come to the Parks Division from a resident speaking with a Parks Worker about a restroom issue, to the front desk of the Warner Park Community and Recreation Center about the furniture in a meeting room, an email coming to the [parks@cityofmadison.com](mailto:parks@cityofmadison.com) email address about a tree that looks unhealthy, via the Ranger-On-Duty line regarding an off-leash dog, or a phone call to any one of

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<sup>1</sup> <https://agencyanalytics.com/kpi-definitions/customer-service-response-time>  
<https://www.emailmeter.com/blog/why-your-business-needs-a-standard-email-response-time-policy#:~:text=Urgent%20Matters%3A%20Within%201%20to,and%20urgency%20of%20the%20task.>

the Managers or Supervisors that the resident may be familiar with about any topic from snow removal to park planning.

Though not centralized, it should be noted that some tracking does exist for complaints that come to the Parks Division. Some communications come to the Parks Division through the Report A Problem line, which is tracked centrally. All communications with the Parks Division via the Ranger-On-Duty phone line are logged by the Rangers in their communication and duties log. And, when an email comes to the [parks@cityofmadison.com](mailto:parks@cityofmadison.com) email address, the Customer Services staff have a protocol to forward the email to the appropriate section, and request that a reply comes back to that email address with acknowledgement that the issue is being taken care of.

While these systems are in place, the Parks Division recognizes that none of the present systems capture all the customer service interactions that occur, and it is unable to create comprehensive reports for performance management. To implement a centralized customer service system with these capabilities, the Parks Division would require a significant budget increase that includes a staff person to purchase and implement the software system, to train staff on the use of the system, and to continuously train staff throughout the year. The Parks Division would also need a budget increase to purchase an enterprise-level software solution that would have such capabilities. Thus far, and prospectively, the Parks Division does not believe that this type of software or system would be a wise use of public funds and believes it would decrease the efficiency of the Division as it would add an administrative burden to hundreds of employees.

The Parks Division will continue to provide customer service trainings to its staff, with the key elements of respect, friendliness, responsiveness, and follow-through as core to our communications with internal and external customers. The Division will examine the system of tracking that is currently being used for the parks@ email address and will assess if there is a mechanism to efficiently track and report on requests that come in through this mode of communication.

### ***Implementation Date***

### ***Risk Rating***

**Moderate**

**Reference 4: Improved monitoring and documentation of employees' mandatory training.*****Finding***

Our review of the Parks Division's existing control to ensure that employees participated in mandatory training for their development revealed that:

- APM 3-5 (the City's Prohibited Harassment & Discrimination training) is mandatory for all Parks employees. All permanent employees must sign up for the training within 45 days of their employment or promotion, while all new hourly employees must complete the training during their orientation. The training must be taken once every three years.
- In 2023, 269 employees were expected to take the APM 3-5 training. From our review, there were no sufficient training records or tracking logs to ascertain that all these employees complied with the training. There needed to be documented evidence that those who were supposed to complete the training completed it on time (i.e., they signed up for it within 45 days of their employment or promotion).
- The internal audit reviewed the Park's existing process for monitoring compliance, communicating non-compliance to its employees, and determining the consequences of non-compliance. It was observed that the current process needs to be improved to bridge some of the gaps observed during the review.
- We also observed the need to ensure that the record of required licenses and certifications for individual staff positions and the status of the licenses and certifications for the employees in those positions are regularly updated and easily retrievable.

***Criteria***

- All newly employed or promoted employees must complete the APM 3-5 training within 45 days of their employment or promotion.
- All newly employed or promoted employees should be accurately tracked in terms of the completed training, including training completion dates.
- Where required, a log of required licenses and certifications for individual staff positions should be kept and regularly updated. The status of the licenses and certifications for the employees in those positions should evidence this.

***Recommendation***

- The Parks Division management should develop a process to ensure compliance with all the city's mandatory training.
- The Parks Division management should develop a process to ensure that training records/information are accurately documented and tracked, with copies of licenses or certifications (where necessary) being easily tracked or retrieved.

***Management Response***

The Parks Division has been utilizing an agency-specific APM 3-5 Mandatory Training workbook to track employees' completion of the APM 3-5 training. This workbook is maintained by the Customer Services Supervisor, with each supervisor in the Division responsible to complete the information for their employees. As part of her role, the Customer Services Supervisor regularly emails supervisors with the link to the spreadsheet reminding them to schedule their staff for the trainings, and to complete the workbook with the dates completed. This documentation was provided to the auditors and follow-up questions were addressed throughout the audit process. As the Auditor observed, this spreadsheet did not contain the start date of the employees and therefore this tool was not equipped to document that the trainings had been taken within 45 days of their employment or promotion. Supervisors are aware of and have been reminded of this requirement.

Regarding position specific training and certification, the Parks Division will work to implement a centralized tracking system within available applications and resources. As previously stated, Parks Division representatives have been part of a multi-agency planning team that is assisting Human Resources with procuring a software that will help track onboarding, training and documentation processes for all employees. Parks will continue to advocate for training and certification tracking throughout the selection process to ensure a systematic approach rather than relying on individuals within the agency to track this. One key area of focus will be identifying a solution that can assist with tracking such requirements large volumes of hourly staff who turnover frequently.

***Implementation Date***

As of September 2024, the APM 3-5 Mandatory Training workbook will contain the employees start date so that it can be ascertained if the employee completed the required training within 45 days of their start date.

By March 1, 2025, the Parks Division will have a draft certification tracking system utilizing current resources available.

Timeline for enterprise software is TBD based upon factors outside of the Parks Division's control.

***Risk Rating***

**Moderate**

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**Reference 5: There is a need for improvement in recording maintenance repairs at the Parks.*****Finding***

We reviewed the Park Division's process of ensuring that there is a maintenance service level or standard for each of the parks and that submitted work orders for repairs are completed on time, and noted the following:

- A record needs to show that each location is subject to a regular condition assessment to identify areas requiring maintenance or repairs.
- In addition, the internal audit observed that an improvement could be made in the documentation of repairs made at the parks to show that these repairs were executed promptly. 15 work orders were selected as samples and reviewed. From the reviewed samples, we observed that 12 do not have any information regarding the date the repairs were requested or completed, while 14 samples do not provide documentation that the repairs were completed.
- The Parks maintenance procedures indicated some checklists that should be maintained for certain activities, e.g., shredding topsoil, the beach breakdown, or the Goodman pool maintenance. During the review period, internal audit could not find evidence that these maintenance checklists were used.
- Although a preventive maintenance program appears to be in place, its effectiveness could not be ascertained as much of the information needed to establish its effectiveness was not available to be reviewed.

***Criteria***

All approved work orders must be completed on time, and the repair completion dates and evidence that the repairs were completed must be included. Where a checklist is required as part of the evidence of completion, the checklist must be filled out and submitted with other documentation (pictures of the repair works—before-and-after situations, receipts of materials purchased where repairs are executed internally) to show repair completion.

***Recommendation***

- Parks Division management should develop a process that ensures that completed work orders for all repairs and routine maintenance at the parks are documented with sufficient documentation (pictures of the repair works—before-and-after situations, receipts of materials purchased where repairs are executed internally) to ascertain and assess the level of maintenance work done.
- The Parks Division management should establish necessary maintenance protocols to ensure the timely completion of repairs and routine maintenance at the parks.
- The Park Division management should enforce the use of the prescribed checklist for all activities within the parks that the SOP requires.

***Management Response***

The Parks Division recognizes that it has an opportunity to improve its documentation of work orders, maintenance, and repairs. In 2021, the Parks Division identified that the utilization of CityWorks would be a solution to the work order system. Since then, the Parks Division has been working with IT to onboard and implement CityWorks, though this project has faced significant delays as both the Parks Division and IT have had staff turnover. Until CityWorks is in place, the Parks Division will implement a short-term work order tracking system via Excel to document the date the repairs are requested, who is assigned to the repairs, the date the repairs are completed, and any other relevant information and status reports. With the use of OneDrive, this work order status database will be accessible to internal customers to get information about the status of their work order. It must also be noted that the level of detail requested in documentation of these repairs and routine tasks will require additional administrative support that is not available or would need to be reallocated from existing resources.

As the Auditor observed, several checklists are available and many of our Parks Division maintenance activities utilize checklists to ensure thorough and complete assessment and maintenance is occurring. The Parks Division will evaluate and prioritize where checklists are necessary and establish SOPs for the storage and filing of the completed checklists, along with supportive documentation of the work completed.

***Implementation Date***

The short-term Microsoft Excel work order database has been launched and is utilized by the Operations Section, with a plan to expand the work order database to the rest of the Division by January 2025. The Parks Division will work with IT on establishing a timeline for CityWorks implementation.

***Risk Rating***

Low

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## OBSERVATIONS AND DISCUSSION ITEMS

This section is designed to identify areas requiring management's (auditee) attention that have not risen to the level of an audit finding; the observation owner is a different business unit, department, agency, or external party than the auditee. The internal audit unit recommends that Parks Division management consider enhancing its internal control processes in the areas of responsibility to avoid potential audit findings in the future associated with the specific internal control objectives outlined below:

### 1. Invoice Payment Before its Expected Due Dates.

While testing the controls in place to prevent and detect unauthorized claims of reimbursements or expenses and timely reconciliation of P-Card expenses, we observed from the samples selected that several invoices were paid before their expected net due date without taking advantage of the many benefits that can accrue to the city's cash flow management, which includes maintaining an optimal level of working capital, i.e., ensuring that funds are available for other essential operational needs.

Considering the many benefits that the city could enjoy from adhering to the invoice payment terms, we recommend that the Park Division develop a protocol that helps monitor payments and ensures that invoices are paid closer to their due dates rather than too early.

### 2. No Evidence of Supervisor's Approval on Refund of Collected Cash

We reviewed the cash-collecting process at the parks, including the golf courses. At the Yahara Hill Golf Course, no supervisor's approval or corresponding control was available to check reasons for cash refunds or reversals. The best practice is that a supervisor (other than the person collecting the cash) should sign off or document his/her approval of all refunds or reversals before they are made. The reasons for the reversal or refund should also be documented in the copies of the initial receipts for audit trail purposes.

We recommend that the Parks Division implement a process to ensure that the supervisor approves refunds or reversals, documents reasons for reversals, and keeps such documentation in the file for audit reviews.

### 3. Improved Documentation at the Odana Hills

At the Odana Hills Golf Course, we observed that no system-generated record/documentation regarding daily cash collections was found. The employee at the location only has the cash taken each day batched in an envelope, awaiting the weekly remittance to the Treasury unit. This makes reconciling the cash on hand to the expected cash generated from the City's application (system of record) difficult. Inquiries from the employee at the location showed that they do not have access to any of the city's applications for recording.

In addition to the existing controls, we recommend that a system-generated report be made available to all employees who do not have access to run this report by themselves by the next business day to reconcile the cash on hand with the cash information recorded in the system. This will assist in timely correcting any error that may arise when documenting on the system.

### 4. Delay in the P-Card Approval

Our review of the P-card reimbursement and reconciliation process showed that approval of one expense out of the 30 samples selected was delayed for over 12 days. IA inquiries revealed that the delay was due to system (MUNIS Application) approval issues relating to the specific organization/object codes needed to allocate the expenses properly.

To ensure that the P-Cards were approved and processed on time, we recommend that the P-Card approvals always work with the MUNIS team to resolve any technical glitches that may be encountered in the approval process on time.

## CONCLUSION

Opportunities were identified to improve the effectiveness and efficiency of the City of Madison Parks Division operations regarding improving the Park's process for application access and termination, particularly for exited or transferred employees, ensuring timely deposits are made for all cash collected, as prescribed in the division's SOP, document all protocols for resolving and communicating resolutions to customer complaints, ensuring that newly employed and promoted employees attends the city's mandatory training, , documenting regular maintenance and all other repairs at the park with sufficient evidence to substantiate the work done, ensuring that refunds and reversals of cash at all cash collecting locations were approved by a supervisor i.e., someone other than the person who collects the cash, payments are not made before their due dates, so as to take advantage of the cash flow management, and ensuring that employees at all Golf courses can generating reports of daily cash collection for daily reconciliation, as noted above.

The City of Madison Finance Department, Internal Audit Unit, commends the Parks Division staff and other individuals who assisted with completing this audit for the courtesies extended to us and their cooperation throughout the audit.

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**ACKNOWLEDGEMENT**

The Parks Division Audit

Compiled by | Brandon Reinders, Internal Auditor  
| Kolawole Akintola, Internal Audit and Grant Manager

Reviewed by | David Schmiedicke, Finance Director

Signing below certifies that you have received, read, and acknowledge the audit report prepared above.

*David Schmiedicke*  
\_\_\_\_\_  
David Schmiedicke, Director Finance

11/19/2024  
\_\_\_\_\_  
Date

*Eric M. Knepp*  
\_\_\_\_\_  
Eric Knepp, Parks Superintendent  
City of Madison Parks Division

11/19/2024  
\_\_\_\_\_  
Date

APPENDIX A

2023 Parks Division Organizational Chart

