

**Recreation and Park Commission Presentation
November 17, 2005
Controller's Office – City Services Auditor**

BACKGROUND

City Charter, Appendix F

The City Services Auditor (“CSA”) Charter amendment¹ requires:

- Regular maintenance schedules for parks to be established and made available to the public and on the Department’s website.
- Compliance reports to be published regularly showing extent to which Department has met its published schedules.
- Quantifiable, measurable, objective standards for park maintenance to be developed in cooperation and consultation with the Recreation and Park Department (“Rec & Park”).
- An annual audit report of the City’s performance to those standards, with geographic detail. To the extent standards are not met, assess causes of such failure and make recommendations of actions that will enhance the achievement of those standards in the future.

¹ Passed in November 2003 and went into effect July 1, 2004

Purpose of this presentation

To update the Commission on CSA's work with the Department since the January 20th presentation.

Overview of the presentation

- **Assessments and Goals:** what we found and what we set out to accomplish.
- **Getting to Schedules and Standards:** what we did to accomplish our goals (methodology).
- **Results:** what we accomplished in implementing schedules and standards for parks.
- **Next Steps – Year Two:** implementation, independent evaluations, and improvements.

Assessments

- Rec & Park did not have published schedules, standards, data systems or reporting on performance of maintenance services.

Goals

- In the first year of implementation, to establish schedules for park maintenance staff such as gardeners and custodians.
- To develop maintenance standards working with the city staff expertise, learning from other cities and including the public's feedback.
- To create standard evaluation tools and databases to track our compliance with the newly established schedules and standards.
- To provide the results for the Department's management, the City's leadership and the public at large so that management improvements could be made.

GETTING TO SCHEDULES

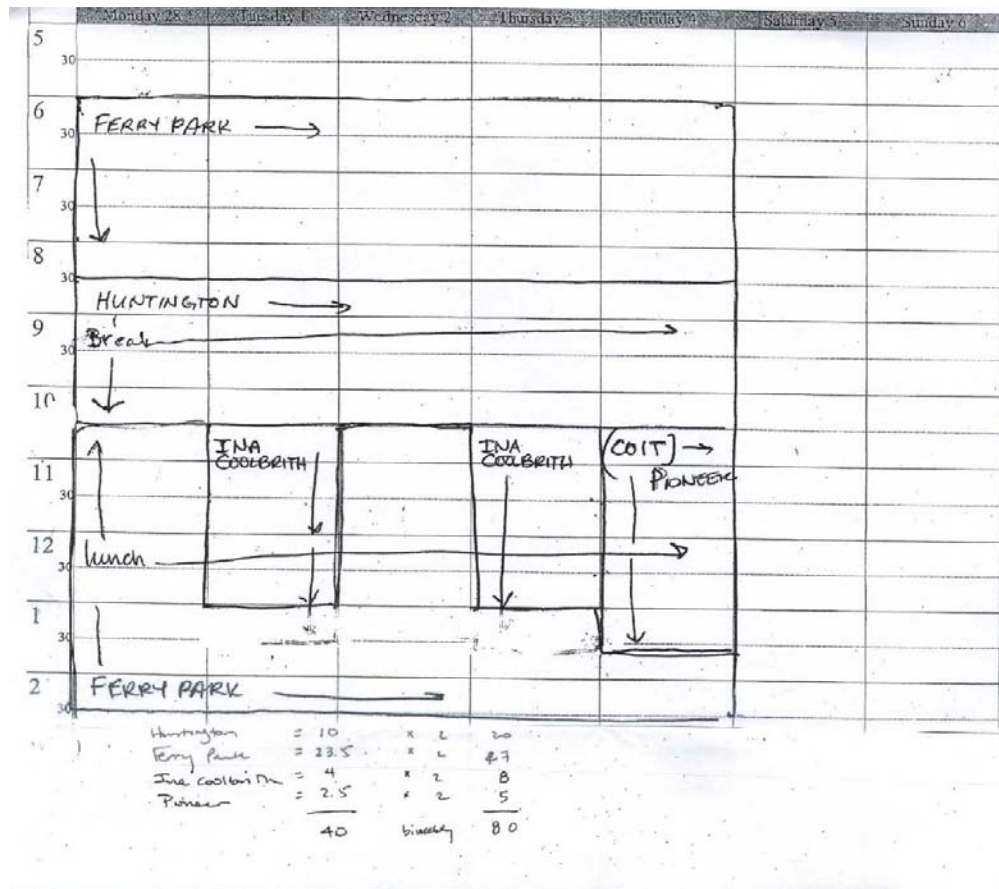
Schedules

- ✓ Reviewed existing Department reports
- ✓ Interviewed park section supervisors twice once in the winter and once in the summer
- ✓ Collected information regarding parks staffing by park locations
- ✓ Created new database for staffing at park level
- ✓ Developed and launched Prop C webpage on RPD's website, including schedules
- ✓ Developed an intranet version of schedules for management purposes

Sample Report

Facilities Detail by Supervisor by Employee by Facility

	Roster Job	Biweekly	Supervisor Total FTE: 4.000
2708 CUSTODIAN		80.00 Hrs B/W	
FTE: 2.000			
	10430	80.00	
Chinese Playground Clubhouse		30.00	
Joe Dimaggio Clubhouse		10.00	
Pioneer Park Landscaped Areas		30.00	
Washington Square Landscaping		10.00	
Woh Hei Yuen Rec Center		80.00	
	10430	80.00	
Chinese Rec Center		74.00	
Woh Hei Yuen Rec Center		6.00	
3417 GARDENER		80.00 Hrs B/W	
FTE: 2.000			
	10430	80.00	
Collins Huntington Landscaped Areas		16.00	corrected to 20.00
Ferry Park Landscaped Areas		48.00	corrected to 47.00
Ina Coolbrith Park Landscaped Areas		10.00	corrected to 8.00
Pioneer Park Landscaped Areas		6.00	corrected to 5.00
	10430	80.00	
Joseph Conrad Landscaped Areas		15.00	
Pioneer Park Landscaped Areas		40.00	
Washington/Hyde Landscaped Areas		10.00	
Woh Hei Yuen Park Landscaped Areas		15.00	



Sample Schedule

Results: Maintenance Schedules on the internet

http://www.parks.sfgov.org/wcm_recpark/PropC/Property_Staffing.pdf

GETTING TO STANDARDS

Learning from Other Cities

- From April 2004 until December 2004, CSA staff conducted research into the best practices and benchmarking for park maintenance standards. Reviewed information from other jurisdictions and conducted follow-up interviews.
- San Francisco's Neighborhood Parks Council's ParkScan's standards were also reviewed.
- Research results were presented to the Department for their review and consideration in developing the San Francisco maintenance standards.

Working With City Staff Expertise

- CSA met with Department staff to develop and test standards, including executive managers, assistant superintendents, and park supervisors. This included a focus group and field testing in February.

Including Public Feedback

From January through May 2005, CSA made multiple presentations to public entities. We also invited the general public to review the draft standards and to submit written comments from January through February.

Board of Supervisors' City Services Committee	January 6
Mailing to 500+ Groups & Citizens	January 19
Recreation and Park Commission	January 20
Park/Rec/Open Space Adv. Comm.	February 1 and May 3
Public Comment end date	February 11
SFStat Discussion	March 1 and May 16

Field Testing:

- In February, CSA and Rec & Park management initiated field test of standards manual and evaluation tools. Preliminary results of the 55 parks were obtained and reported. Standards manual, evaluation tools and database development were revised based on results.
- The initial results from these inspections are included in the latter half of this presentation. Maps are provided to show results geographically in the City.

Results: Standards

- ✓ Solicited and incorporated suggestions from Department management and the public
 - Cleanliness standards are too tolerant – include feces and cigarette butts
 - Playing fields and dog play areas standards were too tolerant
- ✓ Developed the first ever San Francisco park standards manual and evaluation tools and launched on RPD's webpage in May 2005.

Table A – 14 Park Features covered in Standards Manual

Landscaped and Hardscaped Areas	Recreational Areas*	Amenities and Structures
1. Lawns	6. Turf Athletic Fields (E.g., Soccer pitches)	10. Restrooms
2. Ornamental Gardens, Shrubs, and Ground Covers	7. Outdoor Athletic Courts (E.g., Tennis & Basketball Courts)	11. Parking Lots & Roads
3. Trees	8. Children's Play Areas	12. Waste and Recycling Receptacles
4. Hardscapes and Trails	9. Dog Play Areas	13. Benches, Tables, and Grills
5. Open Space		14. Amenities & Structures

Park Feature: Ornamental Gardens, Shrubs, and Ground Covers

PASS



The ornamental garden is clean and free of weeds.
Plants are pruned and shows no signs of death or damage.

FAIL



The plant is not pruned and shows signs of death and damage.

What is inspected: All planted areas, including ornamental gardens, perennial and annual beds, shrubs, and ground covers. Ornamental gardens or planted areas located in children's play areas or other areas of the park are covered here.

Note: Community gardens, planted areas primarily maintained by the public and devoted to the community's cooperative agricultural or horticultural practices, are not evaluated.

PF: Ornamental Gardens, Shrubs, and Ground Covers

(If this park feature is not applicable, mark here ☐ and go to the next one.)

No.	Measured element	Standard description with unit of measure (if applicable)	Meet standard? Yes/No/NA
2.1	Cleanliness	<p>2.1.a Ornamental gardens, shrubs, and ground covers are free of litter.</p> <p>2.1.b Ornamental gardens, shrubs, and ground covers are free of debris.</p> <p>Notes: The standard is met if no more than 10 pieces of litter or debris, lightly scattered, are visible in a 25' by 25' planted area or along a 100' line.</p> <p>Examples of litter include cigarette butts, tissue paper, food wrappings, newspapers, and larger items like abandoned appliances. Examples of debris include limbs and rocks. Leaves are excluded.</p> <p>The standard 2.1.a is <u>not</u> met if needles, condoms, broken glass, and/or feces are present.</p> <p>Cleanliness under trees that are part of lawns area is covered in the lawns standard 1.1.a. Cleanliness under trees that are part of ornamental gardens or shrubbery/planted areas is covered in standard 2.1.a.</p>	<p>2.1.a</p> <p>2.1.b</p>
2.2	Plant health	90% or more of each ornamental gardens, shrubs, and ground covers shows no signs of death or damage (e.g., broken or uprooted shrubs and flowers).	
2.3	Pruned	<p>100% of ornamental gardens, shrubs, and ground covers has appropriate size and shape for their location.</p> <p>Note: The size and shape should be common to species and should <u>not</u> impede pathway nor block sight lines and landmarks, unless they are deliberately designated barriers.</p>	
2.4	Weediness	90% or more of each ornamental gardens, shrubs, and ground covers is free of weeds and 100% free of vines overtaking ornamental plantings.	
Comments:			
Check <input type="checkbox"/> if a work order will be submitted as part of this inspection. Check <input type="checkbox"/> if a work order has been submitted within the last 4 months, but work has not been done.			

Park Feature: Dog Play Areas

PASS



Dog play area is free of litter, debris and standing water.
The turf has been mowed and the surface is smooth and free of holes.

FAIL



The turf is not at uniform height and surface quality is not smooth.

What is inspected: Any designated off-leash areas.

Note: Users of dog play areas are responsible for picking up and disposing of feces, supplying bags for dog waste bag dispensers, and filling holes dug by their dogs before leaving the dog play areas. (For more information, see the Recreation and Park Department's Dog Policy - Resolution No. 0205-001 of May 8, 2002.)

PF: Dog Play Areas

(If this park feature is not applicable, mark here ☐ and go to the next one.)

No.	Measured element	Standard description with unit of measure (if applicable)	Meet standard? Yes/No/ NA
9.1	Bag dispenser	Bag dispensers are available, free of graffiti, and fully operational.	
9.2	Cleanliness	9.2.a Dog play area is free of litter and debris.	9.2.a
		9.2.b Dog play area is free of feces. Notes: The standard 9.2.a is met if no more than 15 pieces of litter or debris, lightly scattered, are visible in a 100' by 100' area or along a 200' line. Examples of litter include cigarette butts, tissue paper, food wrappings, newspapers, and larger items like abandoned appliances. Examples of debris include limbs, rocks, and other items that impede the use of the dog play area. Leaves are excluded. The standard is <u>not</u> met if needles, condoms, and/or broken glass are present.	9.2.b
9.3	Drainage/ flooded area	80% of dog play area is free of standing water two days after rain or two hours after irrigation. Note: Standard applies all year.	
9.4	Height/ mowed	Where applicable, turf in dog play area is mowed and kept at a uniform height of less than ankle height.	
9.5	Signage	Park signs for designated off-leash areas are legible, free of graffiti, and properly installed in noticeable locations.	
9.6	Surface quality	Surface is smooth and free of holes greater than six (6) inches in diameter and/or depth.	
9.7	Waste receptacle	Waste receptacles are available and not overflowing.	
Comments:			
Check <input type="checkbox"/> if a work order will be submitted as part of this inspection. Check <input type="checkbox"/> if a work order has been submitted within the last 4 months, but work has not been done.			

Park Feature: Restrooms

PASS



The restroom is clean and free of graffiti.
Toilet is functional and supplies are stocked.

FAIL



The restroom is not clean of litter or graffiti.
Toilet is not functional.

What is inspected: Entryway and interior of all restrooms, including standalone or part of buildings restrooms, with entrances from inside or outside of a building.

PF: Restrooms

(If this park feature is not applicable, mark here ☐ and go to the next one.)

No.	Measured element	Standard description with unit of measure (if applicable)		Male	Female	Male	Female	Unisex
				Was the restroom open? (Yes/No)				
				Meet standard? Yes/No/ NA				
10.1	Cleanliness	10.1.a Entryway and interior of restrooms are free of litter, debris, and feces.	10.1.a					
		10.1.b. Toilets, urinals, sinks, and diaper-changing stations are clean.	10.1.b					
		Notes: The standard 10.1.a is met if no more than three (3) pieces of litter or debris are visible on the floor, wall or ceiling of restroom. The standard 10.1.a is <u>not</u> met if feces, needles, condoms, or broken glass are present in the interior or entryway of restrooms within a 25' perimeter.						
10.2	Graffiti	Restrooms are free of graffiti. Note: If graffiti is observed, it has to be reported to the department to be abated within 48 hours.						
10.3	Functionality of structures	All toilets, urinals, partitions, stall walls and doors, diaper-changing stations, water faucets, and sink drains are operational and free of leaks, where applicable.						
10.4	Lighting	90% of lights are operational, where applicable.						
10.5	Odor	Restroom is free of offensive odor.						
10.6	Painting	Painting has uniform coat and is not peeling.						
10.7	Signage	Restroom signs are legible, free of graffiti, and properly installed near entrances.						
10.8	Supply inventory	Restrooms are stocked with toilet paper, paper towel, and soap.						
10.9	Waste receptacles	Waste receptacles are clean and not overflowing.						
Comments:								
Check <input type="checkbox"/> if a work order will be submitted as part of this inspection. Check <input type="checkbox"/> if a work order has been submitted within the last 4 months, but work has not been done.								

- ✓ Developed monitoring database and reporting of park evaluation results

Table B – Field Test Results of all park features by park type and supervisorial district

District	District Average	Mini Park	Civic Plaza or Square	Neighborhood Park or Playground	Regional Park
5	96	100	--	93	--
1	93	--	--	94	91
3	85	74	83	92	--
4	83	--	--	83	81
9	80	85	--	78	--
6	78	75	87	76	--
2	76	--	--	76	--
8	75	51	--	77	89
11	72	72	--	--	--
7	68	67	--	68	--
10	67	--	--	67	--
Citywide	81	76	84	77	87

- Evaluations were conducted in four park types: mini park, civic plaza or square, neighborhood park or playground, and regional park. The results are shown by these park types and by supervisorial districts.
- Overall districts 1 and 5 reported excellent conditions while districts 7 and 10 scored significantly worse.

Map 1 – Citywide map with all parks and all features - % compliance

- The citywide average of compliance with standards is 81%.
- Districts 1 (Richmond) and 5 (Haight, Panhandle, Western Addition) met over 90% of the standards.
- Districts 7 (Park Merced/ West of Twin Peaks) and 10 (Bayview, Hunters Point, Potrero) met 68% and 67% of the standards, respectively.

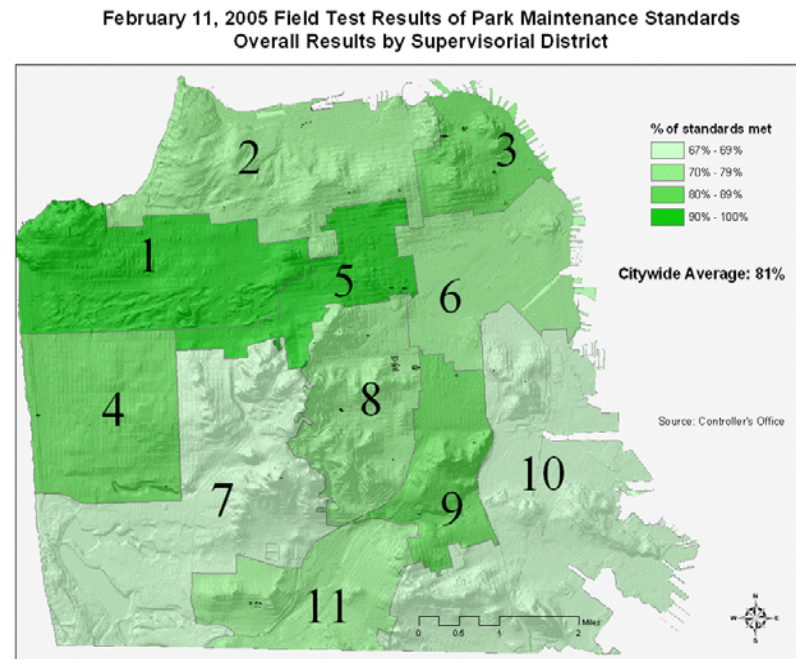


Table C – Field Test Results of all park features citywide

Park Feature	% standards met
Waste Management	92
Parking Areas and Roads	90
Trees	90
Restrooms	82
Childrens Play Areas	81
Turf Athletic Fields	80
Buildings and Structures	79
Outdoor Athletic Courts	79
Dog Play Areas	78
Paths, Sidewalks, and Trails	77
Benches, Tables, and Grills	76
Open Space (not Natural Areas)	75
Lawns	74
Ground Covers and Shrubs	70
All features	81

- Citywide, waste management, parking areas and roads, and trees did extremely well. Conversely, lawns, ground covers and shrubs, the Department's basic horticultural duties scored poorly with less than 75% compliance.
- Citywide, restrooms fared relatively well at 82% and dog play areas at 78%. To illustrate how the standards results can be shown not only citywide, but by districts, please see maps 2, 3, and 4.

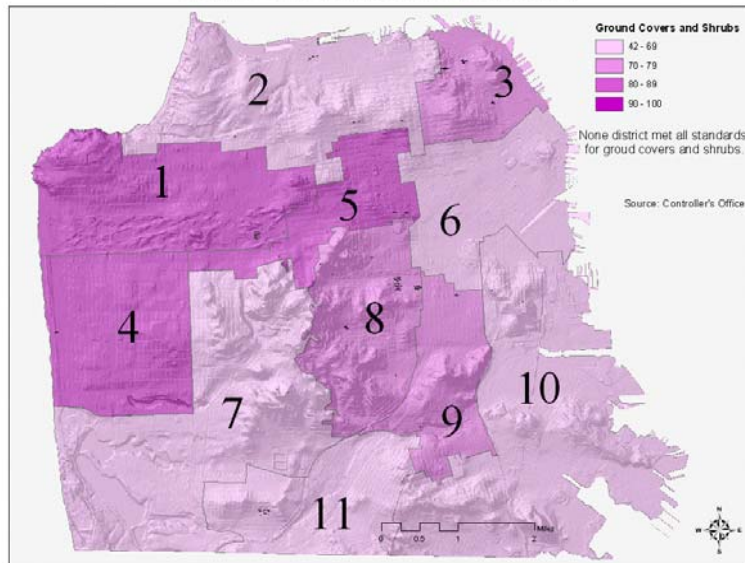
Table D. Field Test Results of all park features in a supervisorial district 10

Park Feature	% of standards met	# of parks with applicable feature
Parking Areas and Roads	89	1
Paths, Sidewalks, and Trails	82	3
Trees	78	3
Waste Management	77	4
Outdoor Athletic Courts	72	2
Buildings and Structures	68	3
Turf Athletic Fields	64	2
Lawns	63	5
Benches, Tables, and Grills	62	4
Ground Covers and Shrubs	61	6
Childrens Play Areas	60	4
Restrooms	0	1
Dog Play Areas	-	-
Citywide (all features)*	81	

- Six parks were evaluated in district 10 (Bayview, Hunters Point, and Potrero). It is interesting to note that not all parks have all features, so % of standards met should be assessed with the number of parks with applicable features.
- The park features with best compliance scores were Parking Areas and Roads, and Path, Sidewalks, and Trails.
- The park features with the worst compliance scores were Restrooms*, Children's Play Areas, and Ground Covers & Shrubs. No dog play areas were evaluated in district 10.

* The 0% of standards met was due to a single portable restroom that failed all conditions in one park.

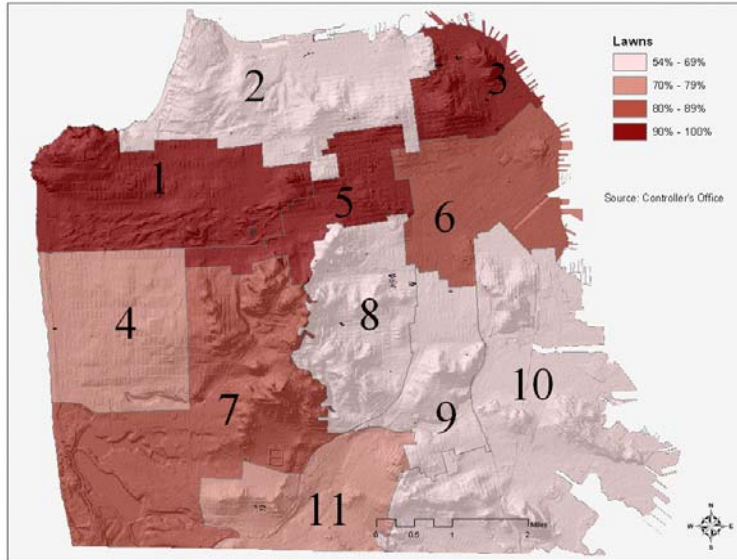
February 11, 2005 Field Test Results of Park Maintenance Standards
Ground Covers & Shrubs Results by District



Map 2 – Citywide map of compliance on ground covers

As noted above in Table C, citywide compliance with ground covers and shrubs standards is 70%. Map 2 provides a breakdown of ground covers and shrubs conditions by district. Districts 1, 4 and 5 showed the best compliance.

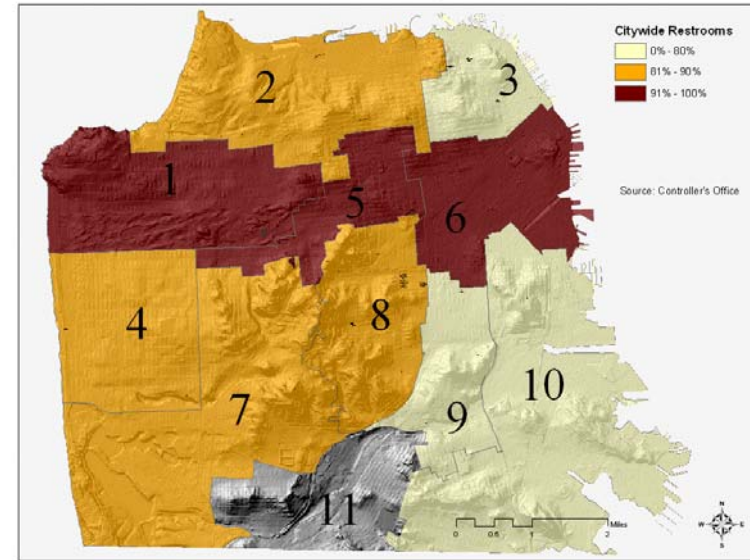
February 11, 2005 Field Test Results of Park Maintenance Standards
Lawns Results by District



Map 3 – Citywide map of compliance on lawns

While citywide result for lawns was 74%, districts 1, 3, and 5 were higher than 90%, while four districts 2, 8, 9, and 10 were lower than 70%.

February 11, 2005 Field Test Results of Park Maintenance Standards
Restrooms Results by District



Map 4 – Citywide map of compliance on restrooms

While citywide results for restrooms was 82%, districts 3, 9 and 10 fared poorly at below 80% compliance. In contrast, districts 1, 5 and 6 scored above 91%. Parks in district 11 did not have any evaluation of restrooms.

NEXT STEPS – YEAR TWO

1. **IMPLEMENTATION:** Rec & Park has agreed to implement both the maintenance schedules and standards and to make the information available to the public. Rec & Park supervisors and managers will conduct such evaluations in unannounced visits and all parks will be evaluated twice a year. Results will be tracked so that Department management can make informed changes to maintenance schedules and to reallocate resources to produce better results.
2. **INDEPENDENT EVALUATIONS:** CSA evaluations will be compared to departments' evaluations and analysis will be provided to the public.
3. **IMPROVEMENTS:** CSA is committed to improving the standards and will provide management assistance again after implementation. Where standards are not met, CSA will provide recommendations to Rec & Park on how to achieve standards in the future.

APPENDIX – LEGEND FOR TABLES AND MAPS

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² Tables are noted alphabetically and maps numerically. For example, Table A through D and Maps 1 through 4.
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