

Controller's Office – City Services Auditor Report on Street, Sidewalk, and Park Maintenance
September 2005

Acknowledgements:

Department of Public Works

Recreation and Park Department

Controller's Office – City Services Auditor Division

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OVERVIEW

City Charter, Appendix F

The City Services Auditor Charter amendment requires:

- Regular maintenance schedules for street and park maintenance to be established, implemented, and made available
 to the public
- Schedule compliance reports to be posted on the departments' websites
- Quantifiable, measurable, objective standards for street and park maintenance to be developed in cooperation and consultation with the Department of Public Works ("DPW") and the Recreation and Park Department ("Rec & Park")
- An annual audit report of the City's performance to those standards, with geographic detail.

Purpose of this report

As CSA wraps up the first year of Prop C implementation, we wanted to inform the public about what we found a year ago and what we've accomplished with the Departments of Recreation & Park and Public Works. The report contains the following sections:

- July 2004 Assessments and Goals: what we found and what we set out to accomplish.
- **Getting to Standards**: what we did to accomplish our goals (methodology) learning from other cities, working with city staff expertise, incorporating the public's feedback, and testing the standards in the field.
- June 2005 Results: what we accomplished in implementing schedules and standards for parks and streets. In
 this report, we featured examples of park standards (ornamental gardens, dog play areas and restrooms) and
 street features (cleanliness, graffiti and trash receptacles). See pages 11-16, and 24. Parks and street
 compliance results are shown both citywide and district-wide in geographic detail. See tables and maps on
 pages 17-22 and 25-26.
- **Next Steps Year Two**: what we will accomplish in implementation, independent evaluations, and improvements.

JULY 2004 ASSESSMENTS AND GOALS

1. Assessments and Goals

Prior to the first-year implementation of the CSA charter amendment, DPW and Rec & Park did not have published schedules, standards of performance, data systems or reporting on performance of maintenance services. The development of defined performance standards, evaluation tools, and reporting mechanisms provide citywide standards and a monitoring system that did not exist previously.

Specifically, established maintenance standards were not in place in either department. In its best practices research, the CSA unit found numerous jurisdictions with established parks standards, but few jurisdictions with established standards for performance for street maintenance. Many cities or counties had performance <u>measures</u>, but did not have defined conditions or target levels of performance (<u>standards</u>) that the measures were used against. In its benchmarking effort, the CSA unit reviewed and utilized performance measures and standards, when found.

Our goals were simple – to establish and monitor both maintenance schedules and standards in year one of implementation for both parks and street maintenance. We wanted to work with the city staff expertise, to learn from other cities and to include the public's feedback in the standards development. Our newly created standard evaluation tools and databases had to be simple to use so that the City could track our compliance with the newly established standards. And most importantly, such results were to be made available for the Department's management, the City's leadership and the public at large so that management improvements could be made. After the launching of the standards, CSA remain committed to working with the Departments and will make appropriate standards improvements after implementation.

2. About Rec & Park

Mission: The San Francisco Recreation and Park Department's mission is to provide enriching recreational activities, maintain beautiful parks and preserve the environment for the well-being of our diverse community.

Department Description: The Recreation and Parks Department administers and maintains more than 200 parks, playgrounds, and open spaces throughout the city. The system also includes 15 large, full-complex recreation centers, nine swimming pools, five golf courses and hundreds of tennis courts, ball diamonds, athletic fields and basketball courts. Also included in the Department's responsibilities are the Marina Yacht Harbor, Candlestick Park, the San Francisco Zoo, and the Lake Merced Complex. The department administers and maintains two facilities outside of the city limits - Sharp Park in Pacifica and Camp Mather in the High Sierras.

3. About DPW

Mission: DPW provides for the safe operation and maintenance of the city's infrastructure, including streets and city-owned facilities.

Department Description: The Department of Public Works cleans, repairs, and maintains city streets. It also builds and maintains plazas, stairways, and other public areas; coordinates street excavation work; looks after the city's urban forest; enforces litter laws; and removes graffiti and illegal signs. It regulates street and sidewalk use while enhancing and protecting the public right-of-way; and provides architectural, civil, structural, and mechanical engineering services, including project and construction management.

GETTING TO STANDARDS

Learning from Other Cities:

From April 2004 until December 2004, CSA staff conducted research into the best practices and benchmarking for street and park maintenance. Information from jurisdictions across the United States, Canada and United Kingdom was reviewed, including ICMA (International City Managers Association) adopted performance measures and data. Follow-up interviews were conducted with cities or counties that have measures and standards or attempted standards in these areas.

The results of this research were shared with each department for their review and consideration in developing the San Francisco performance standards.

Parks & Community Efforts: Early on, the Controller's Office reviewed and followed the progress of several community groups involved in a similar process. ParkScan/Neighborhood Parks Council (NPC) and Park Recreation Open Space Advisory Committee (PROSAC) had begun to develop data collection processes for citizens to monitor the quality of the City's parks and maintenance functions. These efforts were reviewed and the City's standards development was coordinated with it, where possible. As of the end of the first year, the developed standards and evaluation tools reflect the information collected and analyzed from ParkScan, PROSAC, and the Recreation and Parks Commission. Communication and coordination between the efforts will continue as needed during the second year of implementation.

Streets & Community Efforts: From the beginning, the Controller's Office followed the progress of the San Francisco Clean City Coalition (SFCCC), a community-based group working to develop citizen inspection of street conditions, similar to the intention of the ParkScan effort for parks. At the end of the development process for street maintenance standards, SFCCC did not yet have a data collection program or standards that could be reviewed. Communication and coordination between DPW and community groups will continue during the second year of implementation.

Working With City Staff Expertise:

Beginning in April 2004, the Controller's CSA staff initiated the Prop C development process, meeting with department staff to design and implement Proposition C's requirement for schedules, standards, testing, and reporting. For Rec & Park, this included meeting with executive management, assistant superintendents, and park supervisors, including a focus group. For DPW, CSA staff worked initially with executive management and then DPW assistant superintendents.

Including Public Feedback:

From January through April 2005, CSA invited the general public to review draft standards manuals and to submit written comments.

Rec & Park

Board City Services Committee January 6
Mailing to 500+ Groups & Citizens January 19
Rec/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

DPW

Mailing to 600+ Groups & Citizens March 24
Public Comment End Date April 3
SFStat Discussion April 25

Field Testing:

- In February, CSA and Rec & Park management initiated field test of standards manual and evaluation tools. Preliminary results were obtained and reported. Standards manual, evaluation tools and database development were revised based on results.
- In April and June, CSA and DPW management initiated field test of standards manual and evaluation tools, noting before and after conditions of street sweeping and trash pick up. Preliminary results were obtained and reported. Again, 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 report. Maps are provided to show results geographically in the City.

JUNE 2005 RESULTS

Schedules

Parks

- ✓ Developed and launched Prop C webpage on RPD's website
- ✓ Helped department create citywide park mowing schedule
- ✓ Developed schedule of key park maintenance activities by property type
- ✓ Surveyed parks staffing by park locations
- ✓ Created new monitoring and reporting database for staffing at park level

Streets

- ✓ Developed and launched Prop C webpage on DPW's website
- ✓ Updated department's schedules for street cleaning
- ✓ Helped department create schedules for public areas such as plazas, bridges, tunnels, and tree maintenance

Standards

Parks

- ✓ Surveyed multiple jurisdictions for park standards
 - o College Station, Texas
 - o New York, New York
 - o Portland, Oregon
 - o Seattle, Washington
 - o Sunnyvale, California
- ✓ Solicited and incorporated suggestions from department management and the public
 - o Cleanliness standards are too tolerant include feces and cigarette butts
 - o 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
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.

<u>What is inspected</u>: 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 \Box 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	2.1.a Ornamental gardens, shrubs, and ground covers are free of litter.	2.1.a
		2.1.b Ornamental gardens, shrubs, and ground covers are free of debris.	
		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.	
		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.	2.1.b
		The standard 2.1.a is <u>not</u> met if needles, condoms, broken glass, and/or feces are present.	
		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.	
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	100% of ornamental gardens, shrubs, and ground covers has appropriate size and shape for their location.	
		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.	
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.	
Comr	ments:		
Check	c □ if a work o	rder will be submitted as part of this inspection. Check \square if a work order has been submitted within the last 4 months, but work has a	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 \square and go to the ne	ext one.
---	----------

Meet standard? Yes/No/ NA
9.2.a
9.2.b
t

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.

PF: Restrooms

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

				Male	Female	Male	Female	Unisex
No.	Measured element	Standard description with unit of measure (if applicable)			Was the res	troom ope	n? (Yes/No))
	eiement				Meet star	ndard? Ye	s/No/ NA	
10.1	Cleanliness	10.1.a Entryway and interior of restrooms are free of litter, debris, and feces.	10.1.a		l l l l l l l l l l l l l l l l l l l		5/1(0/1(12	
		10.1.b. Toilets, urinals, sinks, and diaper-changing stations are clean.						
		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.	10.1.b					
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.						
Comi	ments:							

✓ 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		Civic Plaza	Neighborhood Park	Regional
District	Average	Mini Park	or Square	or Playground	Park
5	96	100		93	
1	93			94	91
3	85	74	83	92	
4	83			83	81
9	80	85		78	
6	7 8	<i>7</i> 5	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.

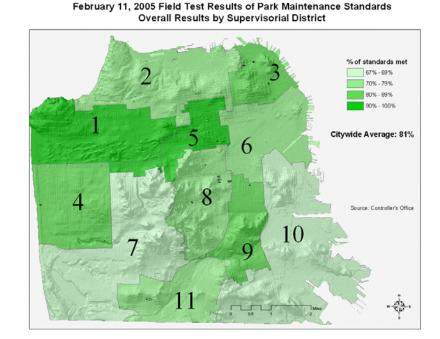


Table C – Field Test Results of all park features citywide

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

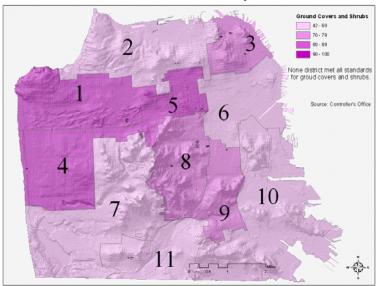
Table D. Field Test Results of all park features in a supervisorial district 10

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, Ground Covers & Shrubs, Benches, Tables and Grills, and Lawns. 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.

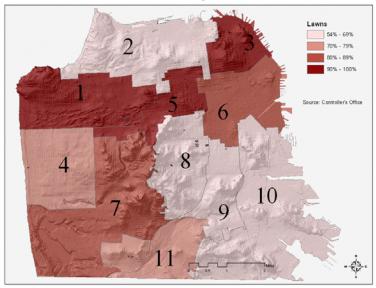
February 11, 2005 Field Test Results of Park Maintenance Standards Ground Covers & Shrubs Results by District



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.

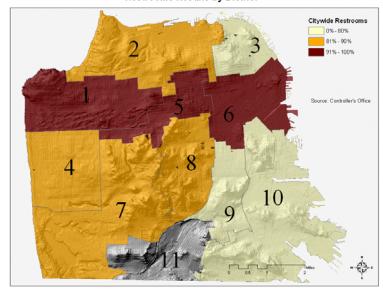
February 11, 2005 Field Test Results of Park Maintenance Standards Lawns Results by District



Map 3 - Citywide map of compliance on lawns

were higher than 90%, while four districts 2, 8, 9, and 10 and 10 fared poorly at below 80% compliance. In contrast, 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 result for lawns was 74%, districts 1, 3, and 5 While citywide results for restrooms was 82%, districts 3, 9 districts 1, 5 and 6 scored above 91%. Parks in district 11 did not have any evaluation of restrooms.

Streets

- ✓ Surveyed multiple jurisdictions for standards, most significantly New York
- ✓ Solicited and incorporated suggestions from department management and the public
 - o Cleanliness standards are too tolerant include feces and sidewalk cleanliness around trash receptacles
 - o Graffiti conditions should be noted for public and private properties
- ✓ Developed the first ever San Francisco standards manual and evaluation tools and launched on DPW's webpage in May 2005
- ✓ Developed monitoring database and reporting of evaluation results

Table E – First 11 Street Sweeping Routes/Assignments to be inspected in FY05-06 by supervisoral district

Sup.		Route		
District	Routes	No.	Day	Time
1	Richmond	1	Tuesday	7 am to 8 am
2	Marina	19	Tuesday	12 pm to 2 pm
3	Western Addition	11	Friday	6 am to 8 am
4	Sunset	7	Friday	1 pm to 3 pm
5	Haight/Anza	15	Friday	6 am to 8 am
6	Chinatown	20	Friday	4 am to 6 am
7	Lakeview	12	Friday	7 am to 8 am
8	Eureka	14	Tuesday	6 am to 8 am
9	Glen Park	18	Tuesday	7 am to 8 am
10	Bayview	10	Friday	7 am to 8 am
11	Excelsior	5	Tuesday	6 am to 8 am

Table F – The Three Features in Street Maintenance Standards

	Feature	Standard
1	Street Cleaning	 Streets shall be free of litter and will be rated on a scale of 1.0 to 3.0. A final rating under 2.0 must be attained to meet the standard for the route.
		 1.0 – Acceptably clean is less than 5 pieces of litter per 100 curb feet examined.
		 2.0 – Not acceptably clean is 5-15 pieces of litter per 100 curb feet examined.
		 3.0 – Filthy is over 15 pieces of litter per 100 curb feet examined.
2	Graffiti	100% of the street surface, public and private structures/buildings and sidewalks must be free of graffiti. Public property will include both DPW and non-DPW properties.
3	Trash Receptacles	 Trash receptacle is clean and not overflowing.
		 The area around the receptacles must be free of 5 pieces of litter.
		 The structure must have a uniform coat of paint.
		 The structure must be free of large cracks or damage that affects its use.
		 The door must be closed.

Map 5 – Citywide map shows 1/3, 2/3 or 3/3 features in compliance with the 3 features.

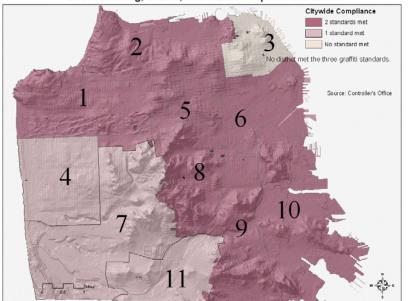
In April 2005, field tests were conducted <u>after</u> the streets had been swept and trash receptacles picked up. The results of the Street Maintenance Standards show that not a single district met the standards of the three maintenance features: street cleanliness, graffiti, and trash receptacle standards. While districts 1, 2, 5, 6, 8, 9, and 10 met standards for two of the three standards (street cleanliness and trash receptacles), district 3 did not meet any standards.

Map 6 - Citywide map shows first feature - street cleaning and compliance

Most of the districts met street cleanliness standards and scored lower than 2.0 points. District 3 was the only district to fail the standard.

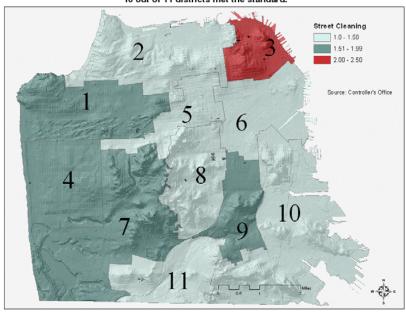
Map 5 Citywide map of compliance with all routes & features

April 2005 Field Test Results of Streets Maintenance Standards Overall Citywide Compliance with Street Cleaning, Graffiti, and Trash Receptacle Standards



Map 6 Citywide map of compliance on street cleaning

April 2005 Field Test Results of Streets Maintenance Standards
Street Cleaning Results by District
10 out of 11 districts met the standard.



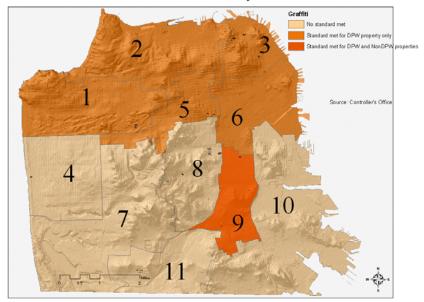
Map 7 – Citywide map with second feature - graffiti – shows compliance with 1/3, 2/3 or 3/3 types of properties

- Graffiti may be observed on private property, DPW public property or non-DPW public property.
- Only one district (No. 9) met the standard for zero graffiti on both DPW and non-DPW public properties.
- Five other districts (1, 2, 3, 5, and 6) met the standard for graffiti on DPW property, but failed on non-DPW public and private properties.

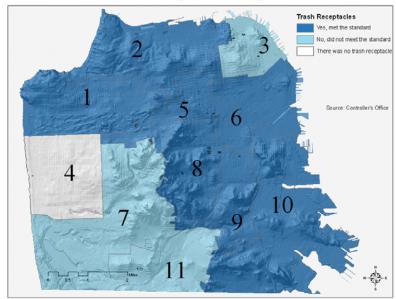
Map 8 – Citywide map with third feature – trash receptacles and compliance

- Five out of 6 elements must be met if this feature is in compliance.
- Seven out of ten evaluated districts met the overall standard for trash receptacles. The inspected blocks in district 4 did not have trash receptacles.

April 2005 Field Test Results of Streets Maintenance Standards Overall Graffiti Results by District



April 2005 Field Test Results of Streets Maintenance Standards Overall Trash Receptacles Results by District



NEXT STEPS – YEAR TWO

- 1. **IMPLEMENTATION**: Rec & Park and DPW have 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. Similarly, DPW managers will evaluate eleven routes monthly and such routes will be changed periodically to cover more areas of the City. 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 in both departments. Where standards are not met, CSA will provide recommendations to Rec & Park and DPW on how to achieve standards in the future.

APPENDIX A – LEGEND FOR TABLES AND MAPS

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¹ Tables are noted alphabetically and maps numerically. For example, Table A through F and Maps 1 through 8.