



Edwin M. Lee, Mayor  
Philip A. Ginsburg, General Manager

**Date:** September 20, 2018  
**To:** Recreation and Park Commission  
**Through:** Philip A. Ginsburg, General Manager  
Derek Chu, Deputy Director, Finance and Administration  
**From:** Taylor Emerson  
**Subject:** Equity Analysis and Metrics FY18

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### **Agenda Wording**

Discussion and possible action to approve Equity Analysis and Metrics for FY18.

### **Background**

With the approval of Proposition B in June 2016, there was a revision to Section 16.107 Park, Recreation and Open Space Fund of the Charter. The new Charter language dedicates a baseline of General Fund support and new revenue for capital and operating needs; requires additional planning processes and documents; and mandates the Department to formally consider and measure equity in allocation of resources. Specifically, the Charter directs the Department to:

- Define and measure data on the allocation of recreational and park services and resources in “disadvantaged communities” *compared* to the City as a whole,
- Develop metrics to quantify equity, identify any inequities, and set targets to increase equity where inequity is found,
- Integrate the equity metrics into the Strategic Plan and Capital Plan, linking specific strategies and/or initiatives designed to mitigate any equity deficiencies that are identified, and
- Report assessments using the Equity Metrics in the annual Capital and Operating Plans, and in subsequent updates to the Strategic Plan.

### **Defining Disadvantaged**

In 2012, the California State Legislature passed SB535, which directed a portion of proceeds from the State’s carbon trading program be allocated to disadvantaged communities and gave the California Environmental Protection Agency responsibility to define and identify such disadvantaged communities. The outcome and methodology they developed, known as CalEnviroScreen (CES), provides a standard definition of “disadvantaged” and allows policymakers open data access to inform related regulatory goals and mandates.



Using Census data supplemented and updated with sources from other government agencies, CES scores every census tract in the state using two sets of criteria: Population Characteristics and Pollution Burden. These factors are combined and ranked to show comparison statewide. Many jurisdictions across the State are using this data to inform resource allocation priorities.

With approval from the Commission, the Mayor, and the Board of Supervisors, staff adopted use of the Population Characteristics as source data to designate disadvantaged communities. These characteristics were updated in CES 3.0 (released in 2017) with 2015 population data, the addition of a factor for housing burden, and removal of two factors previously included: age (density of youth and seniors, which are more vulnerable populations) and cardiovascular disease. Staff believe that age and cardiovascular health are important links to parks and recreation, so these factors were added back. Additionally, staff augmented the characteristics to include a factor for non-white residents in recognition of the long-term and systemic disadvantage suffered by non-white peoples. In sum, the FY18 equity analysis now has 10 equally-weighted factors:

- Age
- Asthma
- Low-birth weight
- Cardiovascular disease
- Non-white
- Linguistic isolation
- Poverty
- Unemployment
- Educational Attainment
- Housing Burden

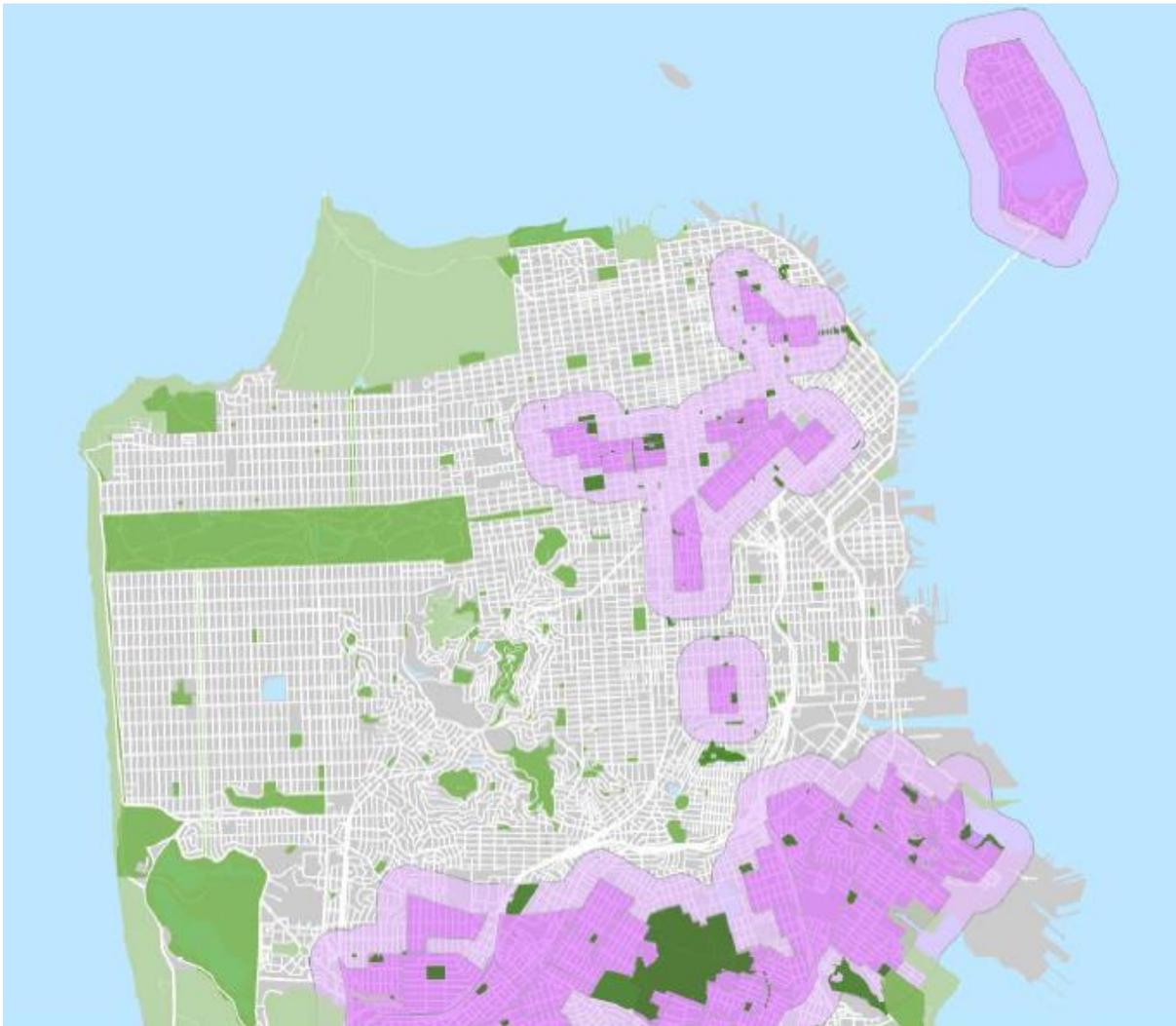
The data accumulates the rate, or frequency, of these factors, which are additive. Staff extracted these factors for census tracts in San Francisco only, which allows a comparison of disadvantaged communities to the City as a whole. The threshold is set at the highest 20%, meaning the highest frequency of the combined factors. In total, these 20% most disadvantaged census tracts are designated as Equity Zones.

The equity zone map on the next page also shows an adjacent buffer area indicating a five - minute walk (equal to one-quarter mile) from the perimeter of the Equity Zone. Including parks within the buffer recognizes that residents living near the perimeter may in fact be closer to a park outside the zone. This standard is common in evaluating park access and was used in the methodology embedded in the Recreation and Open Space Element (ROSE) of the City's General Plan.

### **Equity Analysis**

Measuring the allocation of recreation and park services and resources for residents of Equity Zones compared to the City as a whole starts with defining access, or the number of park sites and park acreage in relation to the population. Data to evaluate recreational services were counted in terms of hours of structured recreation provided by staff, volunteers, and our recreation partners, that are provided in clubhouses, recreation centers, pools, playfields, and mobile destinations. Another data set to assess equitable access to recreation is the number of scholarship recipients in the Equity Zones.

## Equity Zones FY18



See Attachment A for parks by name in the service area of residents in the Equity Zones.

The metrics calculate investment in park sites using two data sets: capital investment, calculated as a three-year average of Annual Appropriation Ordinance allocations and the investment of time and energy as shown by volunteer hours. Two data sets are used to compare the allocation of maintenance resources: Park Evaluation scores, which serve as a proxy for structural integrity and achievement of maintenance standards, and TMA closure rates, which calculates the number of requests for maintenance and repair work at specific park sites and the percentage of those that are closed. The metrics also include data showing SF Police Department “incidents,” (defined as all infractions with a record *except* parking and traffic) as a proxy for park safety. Finally, there is a measurement of success in connecting children to nature by mapping the address file of Outdoor Recreation registrants under 18.

### **Milestones Ahead**

While the City Services Auditor (CSA) of the Controller's Office announced that it would perform two analytical projects in FY18: 1) a review and recommendation of the data source and criteria used to define disadvantaged, and 2) a reformulation of the "share of use" method to evaluate how, for example, a park is used by residents from within and outside the five-minute walk standard. CSA recently released a similar analysis of whether public restrooms are equitable located and operated. RPD staff intends to adopt and implement all of CSA's recommendation. As such, the FY18 Equity Analysis and Metrics may be significantly different than prior years.

The Commission must approve a Capital Plan and an Operating Plan by January 2018, and both shall include this equity analysis. The Department's budget for FY18-19 and FY19-20 will also integrate and reflect this analysis, and be brought to Commission in February 2018.

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## Equity Metrics

The data analysis and comparison of recreation and park services and resources allocated to facilities within equity zones and compared to the city as a whole, based on data from FY18, is below.

Equity Metrics with FY18 Data				
Demographics		Equity Zone	Non Equity Zone	City as a Whole
	Population	176,873	707,490	884,363
	% Population	20%	80%	100%
Metrics				
<b>Park Access</b>	Number of Parks	89	130	219
	% of Parks	41%	59%	100%
	Number of parks/1,000 people	0.50	0.18	0.25
	Park Acreage	671	2,603	3,274
	% of Park Acreage	20%	80%	100%
	Acres of park/1,000 people	3.79	3.68	3.70
<b>Safety</b>	SFPD Incidents within 500' of Parks/1,000 people	140	41	61
	% of Incidents within 500' of Parks	46%	54%	100%
<b>Maintenance</b>	Park Evaluation Scores	88.2%	89.7%	88.9%
	Maintenance and repair requests completed	76.4%	74.6%	74.7%
<b>Investment</b>	Capital Investment/1,000 people	\$239,040	\$38,490	\$78,600
	% of Capital Investment	61%	39%	100%
<b>Volunteers</b>	Recreation Volunteers Hours/1,000 people	71	47	52
	Park Volunteers Hours/acre	61	31	37
	% of Total Volunteer hours	32%	68%	100%
<b>Recreation</b>	Hours of Recreational Resources/1,000 people	TBD	TBD	TBD
	% of Recreational Resources	TBD	TBD	TBD
	Scholarships Granted/1,000 people	8.3	1.0	2.4
	% of Scholarships	68%	32%	100%
<b>Kids &amp; Nature</b>	Outdoor Recreation registrants 18 and under	773	2,496	3,269
		24%	76%	100%

## **Outreach Process**

In pursuit of the Department's Strategic goal to Inspire Investment, specifically Initiative a) Pursue an external engagement process to better understand the needs and interests of park users in equity zones, staff engaged Civic Edge, a San Francisco consulting firm. The firm collected 742 in-person and digital surveys from Equity Zone residents to amplify community voices (plus another 638 surveys from residents who do not live in equity zones or who did not identify as such). The insights and findings amplified community voices and provided the department with community priorities for future investment, solvable issues, and short-term action items to improve park access and enjoyment. Finally, the report identified steps for further outreach.

Additionally, the Department's internal equity work has significantly progressed. There is now a Diversity and Inclusion Committee on Equity, or DICE, comprised of 25 staff from across the department reflecting a range of job types and organizational levels voluntarily (on paid time) working to develop a Racial Equity Action Plan for SFRPD. The Action Plan will ultimately define a scope, schedule and leaders for various Phase 1 projects to improve the internal equity of our workforce and policies, and in phase 2 the external policies and procedures affecting park visitors and recreation participants. DICE also offers bi-monthly Equity Workshops, held in different geographic areas to facilitate participation. All department employees are invited to participate in workshop learning on paid time, pending supervisor approval.

SFRPD Human Resources continues to provide training on Implicit Bias and other related subjects, and recruitment for the largest classifications has broadened into a partnership with the Human Rights Commission, Human Services Agency, Mayor's Office of Economic and Workforce Development, and the Airport collaborating to invite and support historically underrepresented communities to apply.

Finally, staff will present the Equity Analysis and Metrics with FY18 data and gather feedback from the Parks, Recreation, and Open Space Advisory Committee (PROSAC) at their September 2018 meeting. Development of the metrics in FY16 was improved by the questions, insights, and requests from these important park advocates and resulted in a more refined and accessible presentation of data. Our productive collaboration continues.

**Recommendation:** Approve FY18 Equity Analysis and Metrics

**Supported By:** PROSAC

**Opposed By:** None known

**Attachment A:** List of Equity Zone Parks by

**Attachment A**  
**List of Parks by Name in the Equity Zone Service Areas**

<b>FY18 Equity Zone Parks</b>		
24th & York Mini Park	Head & Brotherhood Mini Park	Palega Playground
Adam Rodgers Park	Herz Playground	Palou & Phelps Park
Alamo Square	Hilltop Park	Parque Ninos Unidos
Alice Chalmers Playground	Hooker Alley Community Garden	Patricia's Green in Hayes Valley
Balboa Park	Howard & Langton Mini Park	Portsmouth Square
Bay View Park	In Chan Kaajal Park	Precita Park
Bay View Playground	Ina Coolbrith Park	Ralph D. House Community Park
Beideman & O'Farrell Mini Park	India Basin - Shoreline Park	Randolph & Bright Mini Park
Bernal Heights Park	Japantown Peace Plaza	Raymond Kimball Playground
Betty Ann Ong Chinese Rec Center	Jefferson Square	Selby & Palou Mini Park
Brooks Park	Joe DiMaggio Playground	Sgt. John Macaulay Park
Buchanan Street Mall	John McLaren Park	Shoreview Park
Bush & Broderick Mini Park	Jose Coronado Playground	Silver Terrace Playground
Cayuga & Lamartine Mini Park	Joseph L. Alioto Performing Arts Piaza	SOMA West Dog Park
Cayuga Playground	Joseph Lee Rec Center	SOMA West Skate Park
Collis P. Huntington Park	Kelloch & Velasco Mini Park	South Park
Coso & Precita Mini Park	Kid Power Park	St. Mary's Square
Cottage Row Mini Park	Koshland Park	Sue Bierman Park
Crocker Amazon Playground	Lakeview & Ashton Mini Park	Telegraph Hill - Pioneer Park
Embarcadero Plaza	Lessing & Sears Mini Park	Tenderloin Recreation Center
Eugene Friend Rec Center	Little Hollywood Park	Turk & Hyde Mini Park
Excelsior Playground	Louis Sutter Playground	Union Square
Father Alfred E. Boeddeker Park	Margaret S. Hayward Playground	Victoria Manalo Draves Park
Fillmore & Turk Mini Park	Maritime Plaza	Visitacion Valley Greenway
Garfield Square	Merced Heights Playground	Visitacion Valley Playground
Geneva Community Garden	Michelangelo Playground	Washington Square
Gilman Playground	Minnie and Lovie Rec Center	Willie "Woo Woo" Wong Playground
Golden Gate & Steiner Mini Park	Mission Playground	Woh Hei Yuen
Hamilton Playground	Mullen & Peralta Mini Park	Youngblood-Coleman Playground
Hayes Valley Playground	Page & Laguna Mini Park	