



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

Date: November 19, 2020
To: Recreation and Park Commission
Through: Philip A. Ginsburg, General Manager
Derek Chu, Director, Finance and Administration
From: Taylor Emerson, Manager, Strategic Planning
Subject: Equity Analysis and Metrics FY20

Agenda Wording

Equity Analysis and Metrics FY20 - Discussion and possible action to approve the Equity Metrics with FY20 Data.

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 for the department's data source. 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 FY20 equity analysis 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.

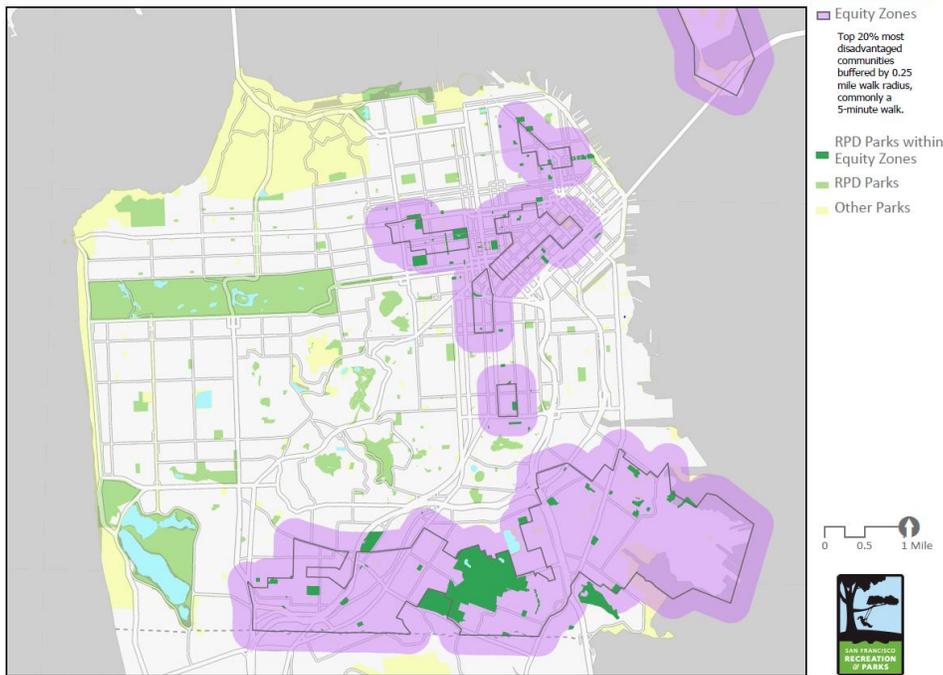
Equity Analysis

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 FY20

Equity Zones

2019 Update



See Attachment A for parks by name in Equity Zones

There are seven categories of metrics. The first is access to parks, which is measured by the number of parks and park acreage in Equity Zones. As a proxy for park safety, there is a metric showing SF Police Department "incidents," (defined as all infractions with a record *except* parking and traffic). Allocation of park maintenance resources is measured with two metrics: Park Evaluation scores, which serve as a proxy for structural integrity and achievement of maintenance standards, and workorder closure rates, which the percentage of requests for maintenance and repair work at specific park sites that are opened and closed within the year. 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. Four data sets are used to compare the allocation of recreation resources: hours of structured recreation programs, percent of all children's play areas (new), percent of all dog play areas (new), and scholarships. Finally, there is a measurement of success in connecting children to nature by mapping the address file of Outdoor Recreation registrants under 18.

The FY20 data analysis and comparison of recreation and park services and resources allocated to sites within equity zones and compared to the city as a whole, is below.

Commented [SA(1)]: Please edit

Equity Metrics with FY20 Data

Demographics		Equity Zone	Non Equity Zone	City as a Whole
	Population ¹	178,000	712,000	890,000
	% Population	20%	80%	100%
Metrics				
Park Access	Number of Parks	89	130	219
	% of Parks	41%	59%	100%
	Park Acreage ²	671	2,603	3,274
	% of Park Acreage	20%	80%	100%
Safety	SFPD Incidents ³ within 500' of Parks/1,000 people	28,067	21,774	49,841
	% of Incidents within 500' of Parks	56%	44%	100%
Maintenance	Park Evaluation Scores ⁴	92.4%	91.6%	91.6%
	Maintenance and repair requests completed ⁵	95.4%	96.2%	96%
Investment	Capital Investment ⁶ /1,000 people	\$244,756	\$17,450	\$62,911
	% of Capital Investment	78%	22%	100%
Volunteers	Recreation Volunteers Hours ⁷ /1,000 people	131	33	52
	Park Volunteers Hours/acre	55	19	26
	% of Total Volunteer hours	46%	54%	100%
Recreation	Hours of Recreational Resources ⁸ /1,000 people	TBD	TBD	TBD
	% of Recreational Resources	TBD	TBD	TBD
	% of all Children's Play Areas	46%	54%	100%
	% of Dog Play Areas	22%	78%	100%
	% of Scholarships ⁹	69%	31%	100%
Kids & Nature	Outdoor Recreation ¹⁰ registrants 18 and under	1,610	5,331	6,941
		23%	77%	100%

Notes:

- 1 Population data is based on 2019 American Community Survey, estimated by the US Census Bureau.; unchanged from FY19.
- 2 The acreage of parks excludes Camp Mather, Sharp Park, SF Zoo, RPD properties not serving as parks, and new parks in development.
- 3 Source is OpenDataSF, FY20 SFPD incidents within 500 ft of SFRPD parks.
- 4 Source data is Average Annual Park Evaluation Scores for FY20 published by the Controller's Office; parks evaluated twice (not four times as usual); the average park evaluation score represents the percent of features that passed standards.
- 5 Source is TMA, Total Managed Assets, an internal workorder management system and reflects how many new workorders came in during the year divided by how many were completed, by site.
- 6 Capital investment is calculated using the three-year average Annual Appropriation Ordinance (AAO) Capital Budgets FY20, FY21, and FY22 budgets. The calculation uses only site-specific allocations of capital funds. In this reporting period, approx 31% of the AAO capital budget is site specific. The AAO typically includes General Fund, Open Space, Enterprise revenues, bond funds, and developer fees allocated through IPIC, the Interagency Plan Implementation Committee. Grants and gifts are not included.
- 7 Source is RPD Volunteer Database, FY20 site-specific data only (87% of all volunteer hours were site specific) where Recreation volunteer refers to a volunteer coach, for example, and Park volunteer refers to landscape work such as weed abatement.
- 8 Includes hours of structured programs provided by RPD staff and recreation partners that are offered at RPD park sites and mobile programs.
- 9 Data reflects all scholarships active in FY20.
- 10 Annual FY20 registration in Outdoor Recreation, under 18 only, and addresses able to be geocoded; Camp Mather reduced by half in order to estimate number of participants 18 and under.

Beyond the Metrics

In the five years since passage of Proposition B established the mandate for an annual equity analysis and set of metrics, the Department has gone far beyond the Charter. Inside the Department, staff have voluntarily formed DICE, the Diversity and Inclusion Committee on Equity, which directs Equity Workshops to learn about and explore issues around two primary categories: 1) the way RPD recruits, hires, and promotes staff, and staff interactions with each other; and 2) the allocation of resources which may include recreational hours, content, budget for staff or materials) or park access (to nearby quality landscapes and amenities).

Among other accomplishments, DICE produced seven Equity Workshops in FY19 and has engaged hundreds of staff in FY20 with a series of Race Conscious Workshops open to all staff as training (on paid time) and offered via digital platform to facilitate participation during COVID.

The City's Human Resources Department and RPD's Human Resources division continue to provide training on implicit bias, understanding privilege, and other related subjects. In total, more than 200 staff received education and training through these formal programs. Also, the City program to de-identify job applicants was successfully implemented in FY20. RPD's Human Resources division also developed dashboards to show hiring managers the racial, gender, and age breakdown of current staff to seek balance with new hires.

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, Airport, and Public Works collaborating to invite and support historically underrepresented communities to apply.

In FY20, the Department implemented Requity, a program that brings free dynamic, engaging, and culturally relevant recreation to youth living in shelters, foster care, public housing, and housing developments through the Mayor's Office of Housing and Community Development. Through a combination of onsite and hyper-local programs coupled with extensive outreach, Requity increases access to and participation in our existing programs and scholarships. Despite interruptions by COVID, there were 27 outreach events, hundreds of attendees for drop in and mobile play, and 530 program registrants, of which 451 took more than one program!

From workforce development opportunities to expanding language access, scholarships and free programming, pit stops and partnerships with City agencies, the Department is working harder than ever to engage and expand access to residents who can most benefit from the health and happiness that comes with being physically active in parks.

Milestones Ahead

An updated five-year Strategic Plan for FY21-25 will be a discussion item before the Commission in November, as usual, and the Commission must approve a two-year Capital Plan and a two-year Operational Plan by January 2020; both the latter shall include an equity analysis based on these metrics. The Department's budget for FY21-22 and FY22-23 will integrate and reflect these plans and be brought to Commission in February 2021.

In the coming years, there will be significant expansion of San Francisco's effort to build a more equitable City and public sector workplace with the advent of a new Office of Racial Equity (ORE) within the Human Rights Commission, <https://www.racialequitysf.org/>. The legislation to create ORE was unanimously approved by the Board of Supervisors and recently signed into law by the Mayor in October 2019. Their mission, which we share, is, "transforming systems to support the collective liberation of Black, Indigenous, and People of Color in San Francisco." ORE staff also analyze and report on ordinances introduced at the Board of Supervisors in the areas of housing/land use, employment, economic security, public health and public safety that

may have an impact on racial equity or racial disparities. ORE issued a template to guide Departments in the development of a Racial Equity Action Plan. Phase 1 focuses on metrics and measures to address racial disparities within the department's workforce.

Deadlines associated with ORE's work are summarized below.

Office of Racial Equity (ORE), Human Rights Commission	
Legislation becomes law	October 1, 2019
Issue framework for Racial Equity Action Plan	June 30, 2020
Departments submit Racial Equity Action Plans	December 31,2020
Updates to Departments' Racial Equity Action Plans	Every three years
ORE - Budget Equity Assessment tool to BOS	December 31, 2021
ORE - Racial Equity Report Card to BOS, annually	December 31, 2021
Departments' annual report on progress toward equity goals	March 1, 2022

While racial equity is a specific mandate, distinct from RPD's charter mandate to pursue equity for disadvantaged communities, there are overlapping and complementary issues in the work. As a department, a city, and park professionals, we are committed to this urgent, vital, and timely work to identify and disrupt systems of inequity (at the personal or organizational level), and to amplify the voices of those affected in seeking mitigation and resolution.

Recommendation: Approve FY20 Equity Analysis and Metrics

Supported By: None known

Opposed By: None known

Attachment: A List of Equity Zone Parks by Name

Attachment A

List of Parks by Name in Equity Zones

FY20 Equity Zone Parks		
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 Pi	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 Playgrou
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	89