



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

**Date:** September 1, 2016

**To:** Recreation and Park Commission  
Operations Committee

**Through:** Philip A. Ginsburg, General Manager  
Katharine Petrucione, Deputy Director, Finance and Administration

**From:** Taylor Emerson

**Subject:** Equity Metrics

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### **Agenda Wording**

Discussion and possible action to approve a set of equity metrics and targets as required by the new Charter language approved by voters as Proposition B in June 2016.

### **Strategic Plan**

Strategy 3 Inspire our Team  
Objective 5.1 Strengthen organizational efficiency and support innovation  
Initiative A Develop process, structure, and schedule for implementation and reporting of Strategic Plan progress, and

Strategy 3 Inspire Investment  
Objective 3.1 Increase public investment to better align with infrastructure needs and service expectations  
Initiative A Pursue public investment strategies in partnership with Mayor, Board of Supervisors, PROSAC, SF Parks Alliance, and the parks community

### **Background**

With the approval of Proposition B by 60% of the electorate in June 2016, there is 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. In Section 16.107(a), new language states, “The Department embraces socio-economic and geographic equity as a guiding principle and commits to expending the funds across its open space and recreational programs to provide park and recreational access to all of San Francisco’s diverse neighborhoods and communities.” 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,
- 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.

To meet this new mandate, staff conducted research on best practices to define disadvantaged communities, map and analyze San Francisco demographic data, and measure equity in government service. They also consulted with the Controller’s Office, SFMTA’s Equity Strategy, and the DCYF Equity Strategy. Although “equity” and “disadvantaged communities” are terms used in laws at the local, state, and federal level, the underlying criteria used to identify and measure these terms are inconsistent.

### **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, provides the potential to standardize the definition of “disadvantaged” and allows policymakers open data access to inform related regulatory goals and mandates.

Using 2010 Census data supplemented and updated with sources from other government agencies, the CalEnviroScreen<sup>1</sup> (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. Several jurisdictions, from the City of San Diego to Caltrans and the Bay Area Air Quality Management District, have adopted legislation that links resource allocation priorities to CES data.

Staff recommend adoption of the Population Characteristics as source data to designate disadvantaged communities per the new Charter language. These characteristics are:

- age (children and seniors are considered more vulnerable populations)
- asthma
- low-birth weight
- low education
- linguistic isolation (defined as no household member over age 14 speaks English well)
- poverty (defined as 200% of the federal poverty level), and
- unemployment

The data shows the rate, or frequency, of these factors, which are equally weighted and cumulative. Staff was able to extract the data for census tracts in San Francisco only, and to build a comparison of disadvantaged communities to the City as a whole (rather than to the State as a whole as in CES).

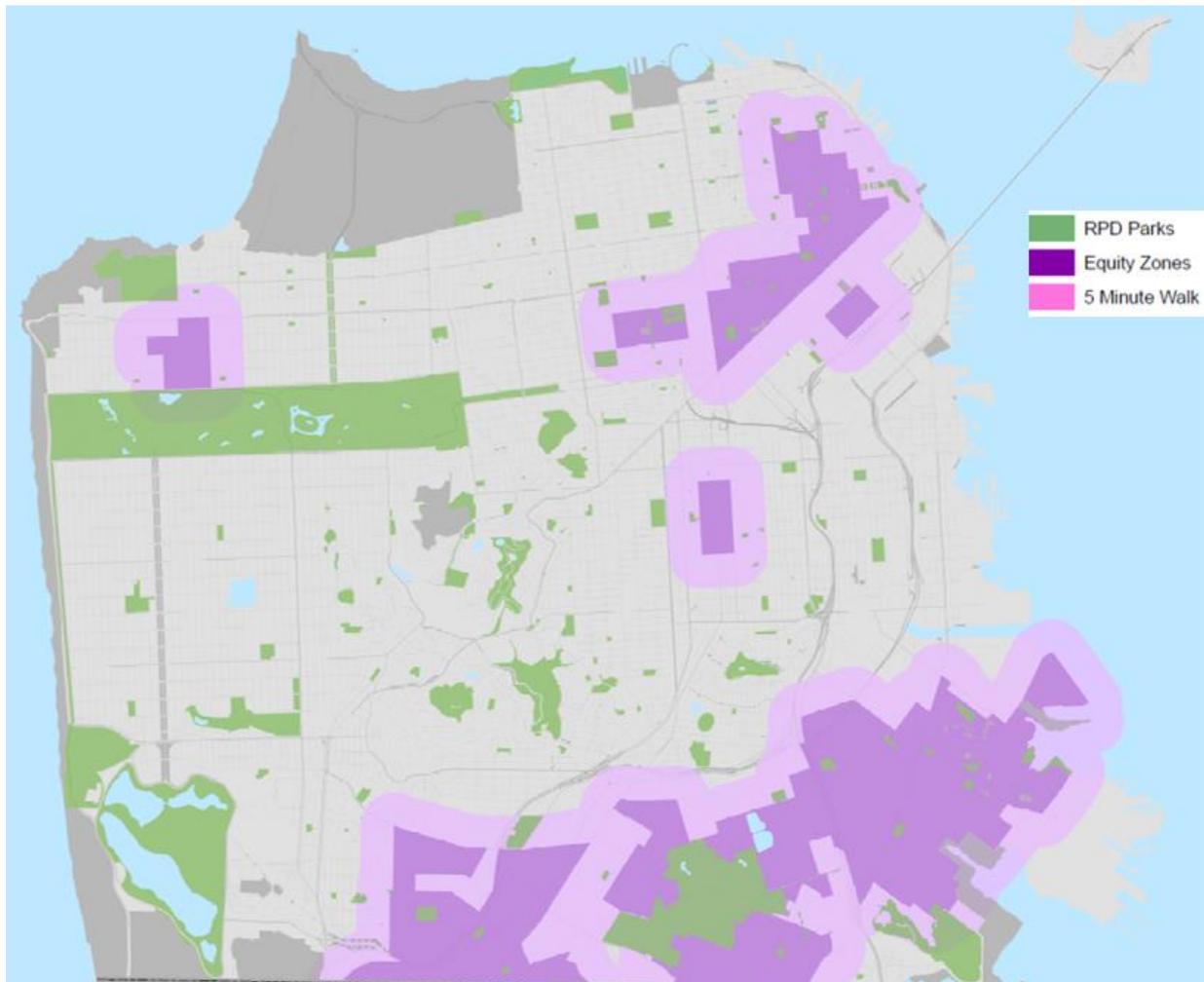
The map below illustrates this methodology and the proposed designation of disadvantaged communities as Equity Zones. Setting the threshold at the highest 20%, there are 39 census tracts meeting this definition with a population of approximately 163,900 residents.

The map 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 of an Equity Zone 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.

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<sup>1</sup> At this time, CalEnviroScreen offers the only standard data set adopted by state and local agencies for the designation of disadvantaged communities. However, there are critics of CalEnviroScreen and new legislation was recently introduced (AB2292) proposing an alternative methodology and definition.

## Proposed Equity Zones



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

### Measuring Recreational and Park Resources and Services

Measuring the allocation of park and recreation 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 resources is the number of scholarship recipients in the Equity Zones. Staff propose to count investment in park sites using two metrics: capital investment, as specified in the Department's FY16-17 Annual Appropriation Ordinance and the Volunteer Hours, both calculated in relation to the population. The final measure proposed for Equity comparisons is the allocation of maintenance resources. For this, two data sets are relevant: 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.

## Proposed Equity Metrics

| Data               |   | Equity Zone | City-wide |
|--------------------|---|-------------|-----------|
|                    | Population <sup>1</sup>                                       | 163,906     | 805,235   |
|                    | % of Population   | 20%         | 100%      |
| Metrics            |   |             |           |
| <b>Access</b>      | Acres of park <sup>2</sup> /1,000 people                      | 4.44        | 4.01      |
|                    | Number of parks/1,000 people                                  | 0.49        | 0.26      |
| <b>Safety</b>      | SFPD Incidents <sup>3</sup> within 500' of Parks/1,000 people | 65          | 23        |
| <b>Maintenance</b> | Park Evaluation Scores  | 84.1        | 85.6      |
|                    | Maintenance and repair requests <sup>5</sup> completed        | 83.5%       | 83.0%     |
| <b>Investment</b>  | \$ Capital Investment <sup>6</sup> /1,000 people              | \$64,003    | \$24,333  |
|                    | Hours of Volunteer Service <sup>7</sup>                       | TBD         | TBD       |
| <b>Recreation</b>  | Hours of Recreational Resources <sup>8</sup> /1,000 people    | 530         | 284       |
|                    | Scholarships Granted <sup>9</sup> /1,000                      | 4.9         | 2.8       |

1 Population data based on 2010 Census

2 The acreage of parks excludes SF Zoo and the parks in development at 17th & Folsom, Noe Valley Town Square, 900 Innes, Geneva Car Barn, and Francisco Reservoir

3 Source: SF Open Data, FY16 incidents within geographic boundary of EZ and CW

4 Source: FY16 Park Evaluation Scores

5 Maintenance and repair workorders in TMA FY16

6 Capital investment is three-year average AAO Capital Budgets FY15, FY16, FY17 and sums site-specific allocations only. In FY17, approx 72% of the capital budget is from developer fees, with the remainder from General Fund, OS,

7 Volunteer Database is currently being upgraded; FY16 data to be available by Sept 2016

8 Includes hours of structured programs provided by RPD staff and recreation partners that are offered at pools, recreation centers, clubhouses, playfields, and mobile programs.

9 Data reflects all scholarships active in FY16

## Milestones Ahead

The new Charter language included in Proposition B sets forth a timeline for future planning processes and reporting requirements. Following approval and adoption of a set of Equity Metrics by the Commission, the Department must integrate the metrics into a five-year Strategic Plan for approval by the Commission. This Strategic Plan Update will cover the five-year period FY17-21 and is tentatively scheduled for the October Commission agenda.

Similarly, the Commission must approve a Capital Plan and an Operating Plan by January 2017, and both shall include an equity analysis of proposed expenditures for the FY17-18 budget submission and strategies to mitigate any equity deficiencies. The Department's Budget for FY17-18 should integrate and reflect the Strategic, Capital, and Operating Plans, and will be brought to Commission in February 2017. These future documents will set targets for metrics and define specific initiatives to improve the equitable allocation of resources and address any identified equity deficiencies.

The FY17-21 Strategic Plan Update, along with the annual Capital Plan and Operating Plan, will be developed in consultation with the Parks, Recreation, and Open Space Advisory Committee, PROSAC, and with public participation at noticed meetings.

### **Ongoing Process**

The management of the Recreation and Park Department, and the allocation of its resources for recreational and park services, has long been guided by principles of equity and fairness. The Department remains committed to further improve and refine the proxies used to measure equity, and to change or expand the underlying data source used to designate disadvantaged communities. It is critical to ensure the investments made - whether in capital funds, staffing of gardeners and maintenance crews, or allocating volunteers - maximize benefits to disadvantaged communities while meeting Charter requirements. Recreation and open space provide transformative impact on all communities, and especially on those with the highest need.

### **Recommendation**

Staff recommends the Committee forward this proposed Equity Analysis and Metrics to Commission without recommendation.

### **Supported By**

None known

### **Opposed By**

None known

### **Attachment A**

Parks by Name in the Equity Zone service area

## Attachment A

### List of Parks Serving the Equity Zone

| Equity Zone Parks               |   |                                  |
|---------------------------------|---|----------------------------------|
| Adam Rodgers Park               | Hamilton Playground                     | Mission Playground               |
| Alamo Square                    | Hayes Valley Playground                 | Mission Recreation Center        |
| Alice Chalmers Playground       | Head & Brotherhood Mini Park            | Palega Playground                |
| Alioto Mini Park                | Herz Playground                         | Palou & Phelps Park              |
| Balboa Park                     | Hilltop Park                            | Parque Ninos Unidos              |
| Bay View Park                   | Hooker Alley Community Garden           | Patricia's Green in Hayes Valley |
| Bay View Playground             | Ina Coolbrith Park                      | Portsmouth Square                |
| Broadway Tunnel East Mini Park  | India Basin/Shoreline Park              | Randolph & Bright Mini Park      |
| Brooks Park                     | Japantown Peace Plaza                   | Raymond Kimball Playground       |
| Brotherhood & Chester Mini Park | Jefferson Square                        | Ridgetop Plaza                   |
| Buchanan Street Mall            | Joe DiMaggio Playground                 | Selby & Palou Mini Park          |
| Cabrillo Playground             | John McLaren Park                       | Sgt. John Macaulay Park          |
| Cayuga & Lamartine Mini Park    | Jose Coronado Playground                | Silver Terrace Playground        |
| Cayuga Playground               | Joseph L. Alioto Performing Arts Piazza | SOMA Rec Center                  |
| Chestnut & Kearny Open Space    | Joseph Lee Recreation Center            | South Park                       |
| Chinese Recreation Center       | Justin Herman/Embarcadero Plaza         | St. Mary's Square                |
| Collins P. Huntington Park      | Kelloch & Velasco Mini Park             | Telegraph Hill/Pioneer Park      |
| Crocker Amazon Playground       | Kidpower Park                           | Tenderloin Recreation Center     |
| Dearborn Community Garden       | Lakeview & Ashton Mini Park             | Turk & Hyde Mini Park            |
| DuPont Tennis Courts            | LeConte Mini Park                       | Union Square                     |
| Excelsior Playground            | Lessing & Sears Mini Park               | Victoria Manalo Draves Park      |
| Father Alfred E. Boeddeker Park | Lincoln Park                            | Visitacion Valley Greenway       |
| Ferry Park                      | Louis Sutter Playground                 | Visitacion Valley Playground     |
| Fillmore & Turk Mini Park       | Margaret S. Hayward Playground          | Washington Square                |
| Fulton Playground               | Maritime Plaza                          | Willie "Woo Woo" Wong Playground |
| Gilman Playground               | Michelangelo Playground                 | Woh Hei Yuen                     |
| Golden Gate & Steiner Mini Park | Minnie Lovie Ward Recreation Center     | Youngblood-Coleman Playground    |