

File No. 230214

Committee Item No. 4

Board Item No. _____

COMMITTEE/BOARD OF SUPERVISORS

AGENDA PACKET CONTENTS LIST

Committee: Budget and Appropriations Committee Date March 15, 2023

Board of Supervisors Meeting Date _____

Cmte Board

- Motion
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- Legislative Digest
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- Youth Commission Report
- Introduction Form
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- Application
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OTHER (Use back side if additional space is needed)

- Presidential Action Memo – 30-Day Rule Waiver 3/7/2023
- _____
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- _____
- _____

Completed by: Brent Jalipa Date March 9, 2023

Completed by: Brent Jalipa Date _____

1 [Public Employment - Amendment to the Salary Ordinance for the Department of Public Works
2 - Street Cleaning and Graffiti Abatement - FY2022-2023]

3 **Ordinance amending Ordinance No. 162-22 (Annual Salary Ordinance Fiscal Years (FY)**
4 **2022-2023 and 2023-2024) to reflect the addition of 56 off-budget positions (18.67 FTEs)**
5 **in the Department of Public Works to support street cleaning and graffiti abatement in**
6 **FY2022-2023.**

7
8 Note: Additions are *single-underline italics Times New Roman*;
9 deletions are ~~*strikethrough italics Times New Roman*~~.
10 Board amendment additions are double underlined.
11 Board amendment deletions are ~~strikethrough normal~~.

12 Be it ordained by the People of the City and County of San Francisco:

13 Section 1. The hereinafter designated section and item of Ordinance No. 162-22
14 (Salary Ordinance Fiscal Years 2022-2023 and 2023-2024) in Fiscal Year 2022-2023 FTE is
15 hereby amended as follows:

16
17 **Department of Public Works:**

18 Division ID: 207956 DPW SES Budgetary

19 Fund ID: 10020 GF Continuing Authority Ctrl

20 Project/Activity ID: 10034422/0009 PW-Operating – PW Street Cleaning

21 Authority ID: 20680 PW – SES Street Env Services
22

Amendment # of FTE	Class and Item No	Compensation Schedule		
<u>Add 14.00</u>	<u>7514 General Laborer</u>	<u>\$2,663</u>	<u>B</u>	<u>\$3,238</u>

Amendment # of FTE	Class and Item No	Compensation Schedule		
<u>Add 1.66</u>	<u>7215 General Laborer Supervisor</u>	<u>\$3,008</u>	<u>B</u>	<u>\$3,655</u>
<u>Add 0.33</u>	<u>7281 Street Environmental Svcs</u>	<u>\$4,054</u>	<u>B</u>	<u>\$4,925</u>
	<u>Operations Supervisor</u>			
<u>Add 2.00</u>	<u>7355 Truck Driver</u>	<u>\$3,264</u>	<u>B</u>	<u>\$4,155</u>
<u>Add 0.67</u>	<u>6230 Street Inspector</u>	<u>\$3,334</u>	<u>B</u>	<u>\$4,054</u>
Total – Department of Public Works FTEs				<u>18.67</u>

APPROVED AS TO CLASSIFICATION
DEPARTMENT OF HUMAN RESOURCES

APPROVED AS TO FORM
DAVID CHIU, City Attorney

By: _____/s/_____
CAROL ISEN
Human Resources Director

By: _____/s/_____
JONATHAN GIVNER
Deputy City Attorney

Items 3 & 4 Files 23-0214 and 23-0215	Department: Public Works
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EXECUTIVE SUMMARY

Legislative Objectives

- The proposed ordinances would: (a) appropriate \$25 million from the General Fund General Reserve for street cleaning and graffiti abatement performed by Public Works in FY 2022-23 (File 23-0215); and (b) amend the Annual Salary Ordinance for FY 2022-23 and FY 2023-24 to add 56 off-budget positions (18.67 FTEs) in Public Works in FY 2022-23 (File 23-0214).

Key Points

- San Francisco Public Works’ Street Environmental Services bureau cleans the City’s streets, certain sidewalks, and other public spaces through mechanical and manual street sweeping, roadway flushing, graffiti abatement, and power washing. According to City data on street and sidewalk cleaning, the share of street and sidewalk cleaning service requests closed within 48 hours has declined since 2021 due to a significant increase in service requests.
- Public Works is proposing to expand street cleaning and graffiti abatement services citywide for 18 months to improve street conditions. The expansion would provide enhanced services across all supervisorial districts but would provide additional services in Districts 5, 6, and 9 due to greater need in those districts.
- The proposed appropriation would fund 56 off-budget positions for 12 months, as well as temporary salaries to support 39.0 FTE 9916 Public Service Aides for 12 months, department and bureau overhead, materials and supplies, equipment, and a \$2 million professional and specialized services contract for graffiti abatement. Due to delays in hiring and procurement, the Department expects the program funding to provide 18 months of services.

Fiscal Impact

- Approval of the proposed ordinance would appropriate \$25.0 million from the General Fund General Reserve to Public Works. This would reduce the General Reserve balance to \$83.2 million at the end of FY 2022-23. Any uses of the reserve during the current year (FY 2022-23) will increase the required deposit in the budget year (FY 2023-24) by a like amount.

Policy Consideration

- Because the enhancement is for an 18-month period and the positions are not supported by an on-going funding source, we recommend that the Board of Supervisors consider amending File 23-0214 to make the positions three-year limited duration.

Recommendations

- Consider amending File 23-0214 to make the 56 off-budget positions three-year limited duration.
- Approval of the proposed ordinances is a policy matter for the Board of Supervisors.

MANDATE STATEMENT

City Charter Section 9.105 states that amendments to the Annual Appropriations Ordinance, after the Controller certifies the availability of funds, are subject to Board of Supervisors approval by ordinance.

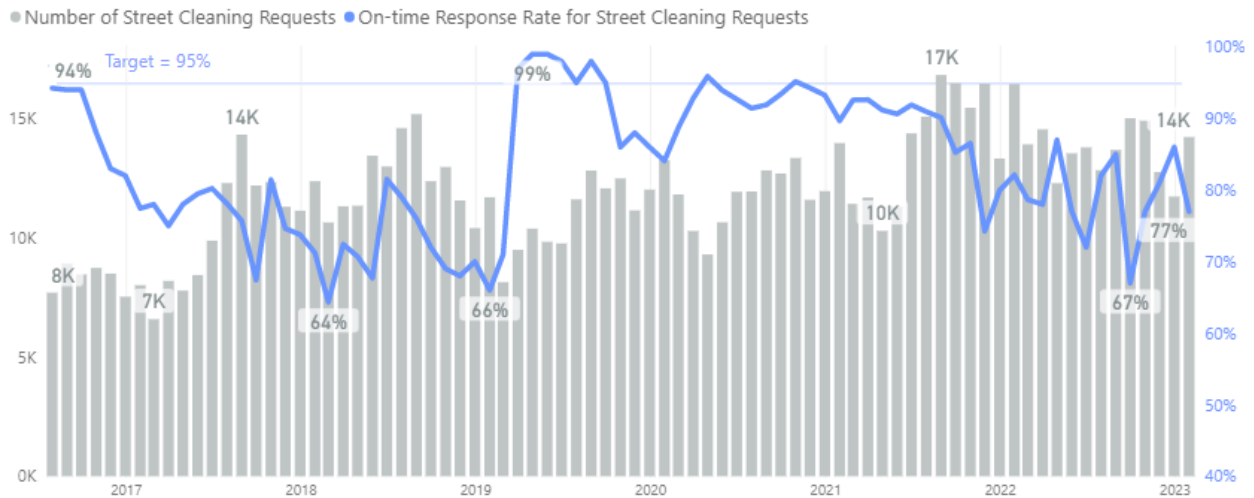
Administrative Code Section 2.1-1 states that the Board of Supervisors shall determine the maximum number of each class of employment in each of the various departments and offices of the City and County, and shall fix rates and schedules of compensation.

BACKGROUND

Street Cleaning and Graffiti Abatement

San Francisco Public Works’ Street Environmental Services bureau cleans the City’s streets, certain sidewalks, and other public spaces through mechanical and manual street sweeping, roadway flushing, graffiti abatement, and power washing. According to City data on street and sidewalk cleaning, there were 14,223 street and sidewalk cleaning service requests in January 2023, and 77 percent of those service requests were closed by Public Works within 48 hours, compared to the department’s goal of closing 95 percent of service requests within 48 hours. The share of street and sidewalk cleaning service requests closed within 48 hours has declined since 2021 due to a significant increase in service requests, as shown in Exhibit 1 below.

Exhibit 1: Street and Sidewalk Cleaning Response Performance



Source: City Performance Scorecards produced by the Controller’s Office

The Street Environmental Services bureau's FY 2022-23 General Fund budget includes 345 FTEs, including temporary staff. Public Works uses temporary staff to off-set vacancies in the bureau and as a pathway¹ for staff to enter the Public Works apprenticeship program.

Graffiti Abatement Pilot

Public Works is responsible for painting over or otherwise removing graffiti on public property, and in July 2022, the Board of Supervisors approved a 27-month pilot program that allows property owners in designated commercial areas to opt into graffiti abatement by Public Works at no cost to the property owner (File 22-0538). The Board of Supervisors added \$2 million in FY 2022-23 and in FY 2023-24 during the Budget and Appropriations Committee phase of the budget for the pilot program. According to Public Works staff, the pilot program began at the end of November 2022 and remains active. To date, 329 property and business owners have opted in, with 78 abatements completed. Public Works cannot do the work when it is raining and anticipates the number of abatements will accelerate after the rainy season.

DETAILS OF PROPOSED LEGISLATION

The proposed ordinances would:

- appropriate \$25 million from the General Fund General Reserve for street cleaning and graffiti abatement performed by Public Works in FY 2022-23 (File 23-0215); and
- amend the Annual Salary Ordinance for FY 2022-23 and FY 2023-24 to add 56 off-budget positions (18.67 FTEs) in Public Works in FY 2022-23 (File 23-0214).

Public Works is proposing to expand street cleaning and graffiti abatement services citywide for 18 months to improve street conditions. The expansion would provide enhanced services across all supervisorial districts but would provide additional services in Districts 5, 6, and 9 due to greater need in those districts, as demonstrated by the volume of service requests and proactive operations according to Public Works staff.

56 Proposed New Positions for Street Cleaning (File 23-0214)

The proposed ordinance adds 56 off-budget positions effective March 1, 2023, for 18.67 FTEs in FY 2022-23, annualizing to 56.00 FTEs in FY 2023-24. As discussed below, the proposed appropriation adds funding for these positions for 12 months. Exhibit 2 shows the proposed additions as well as existing staffing levels in the same job classifications within the Street Environmental Services bureau. Public Works is proposing to increase staffing levels by 24 percent within these job classifications in the bureau.

¹ Public Works has a pre-apprenticeship program using the 9916 Public Service Aide job classification, which serves as a pathway for staff to enter the department's apprenticeship program. According to Public Works staff, 81 Public Service Aides are currently employed and salary costs for these positions are budgeted within temporary salaries.

Exhibit 2: Proposed New Positions and Existing Staffing for Select Job Classifications in Street Environmental Services Bureau, General Fund, FY 2023-24

Job Classification	FY 2022-23	FY 2023-24			Percent Change
	Proposed Increase	Proposed Increase	Existing	Total	
7514 General Laborer	14.00	42.00	167.50	209.50	25%
7215 General Laborer Supervisor	1.66	5.00	31.00	36.00	16%
7281 Street Environmental Svcs. Operations Supervisor	0.33	1.00	14.00	15.00	7%
7355 Truck Driver	2.00	6.00	22.00	28.00	27%
6230 Street Inspector ^a	0.67	2.00	1.00	3.00	200%
Total	18.66	56.00	235.50	291.50	24%

Source: Proposed Ordinance (Annual Salary Amendment)

^a Additional 6230 Street Inspectors from other bureaus assist the Street Environmental Services bureau depending on operational needs.

According to Bruce Robertson, Deputy Director of Financial Management and Administration, Public Works expects to fill the 56 positions by the end of the fiscal year. Public Works is actively filling many of these positions in some of the same job classifications and the additional positions can be added to the recruitment to streamline the hiring process according to Deputy Director Robertson.

Department Vacancies

According to Public Works' Hiring and Vacancy Update to the Public Works Commission on March 1, 2023, Public Works had a functional vacancy rate of 20.8 percent, after adjusting for positions that are about to be filled and positions that are expected to be deleted due to the passage of Proposition B in November 2022, which eliminated the Department of Sanitation and Streets and transferred its duties back to DPW. Public Works' FY 2022-23 budget included funding for a new Human Resources section, and the Human Resources section has a goal to fill 250 positions department-wide by the end of the fiscal year.

According to DPW staff, the 9916 classification is posted continuously and the time to hire is 45-60 days.

\$25 Million Appropriation (File 23-0215)

The proposed ordinance appropriates \$25 million from the General Fund General Reserve, including funding for the 56 off-budget positions described above for 12 months, as well as temporary salaries to support 39.0 FTE 9916 Public Service Aides for 12 months, department and bureau overhead, materials and supplies, equipment, and a \$2 million professional and specialized services contract² for graffiti abatement. Due to delays in hiring and procurement,

² According to Public Works staff, these services would be put out to bid under a request for proposals.

the Department expects the program funding to provide 18 months of services. Sources and uses for the proposed appropriation are shown in Exhibit 3 below.

Exhibit 3: Proposed FY 2022-23 General Fund General Reserve Appropriation

Sources & Uses	Amount
Sources	
General Reserve	\$25,000,000
Total Sources	\$25,000,000
Uses	
Salaries	6,976,974
Mandatory Fringe Benefits	3,323,319
Department Overhead	4,429,861
Division Overhead	2,380,846
Professional & Specialized Services for Graffiti Abatement	2,000,000
Equipment Purchase ^a	4,800,000
Equipment Rental ^b	470,000
Materials and Supplies ^c	619,000
Total Uses	\$25,000,000

Source: Proposed Appropriation Ordinance

^a \$4.8 million equipment purchase budget includes \$3.0 million for six garbage truckers (\$500,000 each) and \$1.2 million for six power washers (\$200,000 each)

^b Equipment rental for steamers while six power washers to be purchased are being procured

^c Materials and supplies include cleaning materials, personal, protective, equipment (PPE), barricades, etc.

These funds are being added to a continuing authority fund. Therefore, any funding not spent in FY 2022-23 will roll-over into the following fiscal year.

FISCAL IMPACT

General Reserve

Administrative Code Section 10.60 requires the City to budget a General Reserve of at least 3.0 percent of General Fund revenues to address revenue weakness, excess spending, or other needs not anticipated during the annual budget process. The balance requirement is reduced to 1.5 percent of General Fund revenues if the City withdraws from the Rainy Day Reserve and then increases 0.25 percent per year until the 3.0 percent balance requirement is fully restored. The General Reserve balance is required to be 1.75 percent of budgeted regular General Fund revenues in FY 2022-23 and 2.00 percent of budgeted General Fund Revenues in FY 2023-24.

According to the Controller's Office FY 2022-23 Six-Month Budget Status Report, the FY 2021-22 ending balance of the General Reserve was \$43.8 million, and the FY 2022-23 approved budget includes a \$64.4 million deposit, resulting in a projected year-end balance of \$108.2 million. In FY 2023-24, the required deposit is projected to be \$18.5 million, resulting in a \$126.7 million balance at the end of FY 2023-24.

If the Board of Supervisors approves the appropriation from the General Reserve to fund street cleaning and graffiti abatement in Public Works, the General Reserve balance would be reduced by \$25.0 million to \$83.2 million at the end of FY 2022-23. In addition, pending before the Board of Supervisors is an appropriation from the General Reserve of \$27,640,247 for police overtime (File 23-0158), \$5,500,000 for wellness hubs to provide drug and alcohol treatment (File 22-1272), and \$199,286 to fund new positions in the Office of the District Attorney to address open-air drug dealing (File 23-0157), which if approved would reduce the General Reserve balance further to \$49.9 million. Any uses of the reserve during the current year (FY 2022-23) will increase the required deposit in the budget year (FY 2023-24) by a like amount.

POLICY CONSIDERATION

Because the enhancement is for an 18-month period and the positions are not supported by an ongoing funding source, we recommend that the Board of Supervisors consider amending the proposed ordinance that would add the 56 off-budget positions (File 23-0214) to make the positions three-year limited duration. According to Deputy Director Robertson, adding the positions as an 18-month limited duration rather than as regular, on-going positions, could make the positions less attractive to potential applicants, resulting in fewer applications and longer hiring timelines. Deputy Director Roberts also notes that because the positions are coded as off-budget, they only can be filled if sufficient funding becomes available. We note that adding the positions as three-year limited duration, rather than 18-month limited duration would provide the department with sufficient flexibility in case hiring takes longer than anticipated and funding from the proposed General Reserve appropriation is still available after 18 months.

RECOMMENDATIONS

1. Consider amending File 23-0214 to make the 56 off-budget positions three-year limited duration.
2. Approval of the proposed ordinances is a policy matter for the Board of Supervisors.

President, District 3
BOARD of SUPERVISORS



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Aaron Peskin

PRESIDENTIAL ACTION

Date: 3/7/2023

To: Angela Calvillo, Clerk of the Board of Supervisors

Madam Clerk,

Pursuant to Board Rules, I am hereby:

Waiving 30-Day Rule (Board Rule No. 3.23)

File No. 230214 Peskin
(Primary Sponsor)

Title. Public Employment - Amendment to the Salary Ordinance for the Department of Public Works - Street Cleaning and Graffiti Abatement

Transferring (Board Rule No 3.3)

File No. _____
(Primary Sponsor)

Title. _____

From: _____ Committee

To: _____ Committee

Assigning Temporary Committee Appointment (Board Rule No. 3.1)

Supervisor: _____ Replacing Supervisor: _____

For: _____ Meeting
(Date) (Committee)

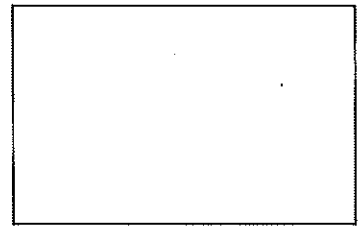
Start Time: _____ End Time: _____

Temporary Assignment: Partial Full Meeting

Aaron Peskin, President
Board of Supervisors

Introduction Form

(by a Member of the Board of Supervisors or the Mayor)



I hereby submit the following item for introduction (select only one):

- 1. For reference to Committee (Ordinance, Resolution, Motion or Charter Amendment)
- 2. Request for next printed agenda (For Adoption Without Committee Reference)
(Routine, non-controversial and/or commendatory matters only)
- 3. Request for Hearing on a subject matter at Committee
- 4. Request for Letter beginning with "Supervisor [] inquires..."
- 5. City Attorney Request
- 6. Call File No. [] from Committee.
- 7. Budget and Legislative Analyst Request (attached written Motion)
- 8. Substitute Legislation File No. []
- 9. Reactivate File No. []
- 10. Topic submitted for Mayoral Appearance before the Board on []

The proposed legislation should be forwarded to the following (please check all appropriate boxes):

- Small Business Commission Youth Commission Ethics Commission
- Planning Commission Building Inspection Commission Human Resources Department

General Plan Referral sent to the Planning Department (proposed legislation subject to Charter 4.105 & Admin 2A.53):

- Yes No

(Note: For Imperative Agenda items (a Resolution not on the printed agenda), use the Imperative Agenda Form.)

Sponsor(s):

Supervisor Peskin; Safai, Chan, Preston, Ronen

Subject:

[Public Employment - Amendment to the Salary Ordinance for the Department of Public Works – Street Cleaning and Graffiti Abatement - FY2022-2023]

Long Title or text listed:

Ordinance amending Ordinance No 162-22 (Salary Ordinance Fiscal Years 2022-2023 and 2023-2024) to reflect the addition of fifty-six off-budget positions (18.67 FTEs) in the Department of Public Works to support street cleaning and graffiti abatement in Fiscal Year (FY) 2022-2023.

Signature of Sponsoring Supervisor: