

CITY AND COUNTY OF SAN FRANCISCO
BOARD OF SUPERVISORS
BUDGET AND LEGISLATIVE ANALYST

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April 6, 2018

TO: Budget and Finance Committee

FROM: Budget and Legislative Analyst



SUBJECT: April 12, 2018 Budget and Finance Committee Meeting

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Budget Priority Report

To: Budget and Finance Committee
From: Budget and Legislative Analyst's Office
Re: Clean Streets
Date: April 6, 2018

Executive Summary

- Street and sidewalk cleanliness has received increasing public awareness and media attention in recent months. In the Controller's 2017 survey of City residents, 14 percent of respondents ranked infrastructure and cleanliness as the top issue facing the City, the fourth most mentioned issue after homelessness, housing, and cost of living/displacement. Particular concern has been given to hazards, such as human waste, needles, and broken glass. Residents and business owners often complain about the filthiness of streets and its impact on quality of life and economic vitality.
- The Department of Public Works' Street Environmental Services (SES) Bureau has several crews tasked with manual and motorized street and sidewalk cleaning, litter and hazard removal, graffiti abatement, illegal dumping removal, and encampment resolution. Teams work across the City and around the clock on predetermined routes and respond to service requests. SES also operates the Pit Stop program, which provides 18 staffed public restrooms equipped with needle receptacles and dog waste stations. Community Benefit Districts also provide supplemental street cleaning in commercial areas, which is funded by local property owners. Several non-profits also provide street cleaning as a workforce development program, some of which receive City grants.
- The FY 2017-18 budget for Street Environmental Services is \$65.3 million, which is an increase over five years of 47 percent compared to the FY 2013-14 budget of \$44.3 million. Major sources of funds for Street Environmental Services consist of General Fund, Cigarette Litter Abatement fees, Garbage Rate revenues, and Gas Tax revenues. The largest expenditures in FY 2017-18 are for manual cleaning, which make up 55 percent of budget. Manual cleaning expenditures increased by 62 percent in the five-year period between FY 2013-14 and FY 2017-18.
- The Controller's Office City Services Auditor produces annual reports on street and sidewalk cleanliness. Over the past three years, evaluations have generally shown improving cleanliness scores. However, SF311 cleaning service requests have significantly increased each year. Due to this expanding discrepancy, the Controller's Office has decided not to issue an annual report for FY 2016-17 and will work with Public Works to reconsider methodology for measuring performance.
- There are several options for the Board of Supervisors to request the Mayor to make one-time budget enhancements, including hiring additional temporary cleaning positions (\$1,676,078 for 40 temporary positions and \$100,000 for materials and supplies), adding weekend days to the TL Clean program in the Tenderloin (\$230,000), and purchasing RAVO street sweepers (\$560,000 for two additional sweepers).

Street Cleanliness in San Francisco

Street and sidewalk cleanliness in San Francisco is a top concern for City residents and has recently received significant media attention. 14 percent of respondents to the 2017 survey¹ of City residents named infrastructure and cleanliness as the top issue facing the City. This was the fourth most cited issue by respondents after homelessness, housing, and cost of living/displacement. While certain performance measures show street cleanliness improving in recent years or staying about the same, the volume of service requests through SF311 has increased considerably. Public awareness has particularly increased in regards to the prevalence of human waste, needles, broken glass, and graffiti. While the Department of Public Works has crews assigned to street cleaning routes and service requests, staffing has thus far been unable to fully eradicate the problem of litter, grime, and hazards on streets and sidewalks.

Established Programs

Street Environmental Services

The Street Environmental Services (SES) Bureau of the Department of Public Works provides street and sidewalk cleaning services citywide. According to Mr. Peter Lau, SES Superintendent, SES has zone teams that provide scheduled street sweeping, steam cleaning, manual cleaning, and litter removal on predetermined routes, as well as response to service requests. There are also crews that focus on hot spots, encampments, alleys, and swing and night shift operations.

Zone Teams

There are six street cleaning zones in the City, each approximately corresponding with two supervisorial districts, with the exception of one zone that approximately covers District 6. Zone Crews provide cleaning on predetermined routes. There are approximately 15 members in each zone team, consisting predominantly of General Laborers and General Laborer Supervisors.

Dispatch

The Dispatch unit provides motorized street sweeping and use of other heavy trucks, such as flushers and front end loaders. The team consists of Drivers, Packers, Dispatchers, and Supervisors. There is also a Radio Room, which employs Dispatchers to relay SF311 calls, internal requests, and service orders to Supervisors.

Hot Spot Crews

There are five Hot Spot Crews, all of which work with the Police Department to clean homeless encampments. Two are harm reduction crews that clean areas marred by drug use and behavioral issues primarily in the Civic Center area. Each

¹ 2017 San Francisco City Survey, Office of the Controller, released May 9, 2017, page 5.

crew has about three Laborers, and there are two Supervisors who oversee all five crews.

Encampment Resolution Crew

The Encampment Resolution Crew cleans alleys with known encampments and heavy drug use. The crew works the night shift, which is from 10:30 pm to 7:00 am. There are four crews, with three Laborers and one Driver in each crew. Two Supervisors oversee the four crews.

Special Projects

The Special Projects team coordinates event set-up and cleaning services with special event organizers, and maintains all City-owned trash receptacles. It also works with the Police Department to collect and document property evidence from encampments. There is one crew with about 12 Laborers and two Supervisors.

Graffiti Crew

The Graffiti Crew responds to service requests for graffiti abatement on public and private property. On public property, the crew performs graffiti abatement and completes service orders from other City departments. On private property, inspectors issue graffiti abatement notifications to property owners. There are 15 Laborers and two supervisors for graffiti on public property. There is one Inspector per zone for graffiti on private property.

Community Corridors Program

The Community Corridors Program provides manual street cleaning on commercial corridors throughout the City. There are over 100 employees in the program, all of which are Temporary Public Service Aide positions. There are also two Supervisors and about six Lead Laborers overseeing the program.

Swing and Night Shifts

The swing and night shifts focus on cleaning service requests in the afternoons, evenings, and nights. Each shift has about 20 Laborers, including Apprentices, and three Supervisors. The night shift also has 18 Drivers to operate heavy trucks, including sweepers and flushers.

Pit Stop Program

SES's Pit Stop program provides staffed public restrooms equipped with used needle receptacles and dog waste stations. The program began in 2014 with three locations in the Tenderloin and has since expanded to 18 locations and into the Bayview, Castro, Civic Center, Haight-Ashbury, Lower Polk, Mid-Market, Mission, and South of Market areas. Pit Stops, along with other self-cleaning public restrooms operated by JC Decaux, help to reduce incidence of human waste on streets and sidewalks. SES contracts with the non-profit Hunters Point Family to staff the restrooms and either rents facilities or uses existing public restrooms. SES uses street cleaning data to identify locations for the Pit Stop stations. Each facility

costs approximately \$200,000 per year, including for staffing and renting the portable restroom. Buying a new ADA compliant Pit Stop toilet costs approximately \$80,000.

Community Clean Team

Community Clean Team is a volunteer program coordinated by Public Works to engage community members in landscaping, graffiti removal, and litter cleanup in neighborhoods. There is one event per month in a different supervisorial district, except in December.

Fix-It Team

The Fix-It Team, started by the late Mayor Ed Lee in 2016, coordinates with City departments to address cleanliness and safety issues. According to Ms. Sandra Zuniga, Fix-It Director, the Fix-It Team works with residents to develop action plans in 25 zones throughout the City, which are determined through surveys of residents and analysis of San Francisco Police Department and SF311 data. Issues for the team include cleanliness, street repair, and foliage trimming. The Fix-It Team has a four-person crew that works with Public Works to identify area that need cleaning up graffiti and litter and broken and overflowing garbage cans. The Fix-It Team staff reports broken street lights to San Francisco Public Utilities Commission, and reports other maintenance issues, such as tree trimming, which Public Works handles. The team has also initiated Fix-It Labs to experiment with low cost interventions, such as solar powered LED motion detection lights and peer-to-peer homeless outreach and street cleanup.

Community Benefit Districts

Community Benefit Districts (CBDs) are established through elections of local property owners to fund quality of life improvements in neighborhoods. The property owners in CBDs pay an assessment into funds administered by a non-profit organization, which are used to contract with private vendors to provide services, such as street manual sidewalk sweeping, graffiti abatement, steam cleaning, and human and dog waste removal within the district. Services provided by CBDs are supplemental to street cleaning routes and service requests provided by SES. Zone supervisors coordinate with CBDs to ensure that they do not duplicate efforts. There are currently 13 neighborhood-based² and two sector based³ CBDs in San Francisco. Collectively, the CBDs have combined annual budgets of approximately \$15,584,833.⁴

Non-Profits

Several non-profit organizations provide street cleaning services as part of workforce development programs. These include:

² These include: Castro/Upper Market, Central Market, Civic Center, Fisherman's Wharf, Greater Rincon Hill, Japantown, Lower Polk, Noe Valley, Tenderloin, Ocean Avenue, Top of Broadway, Union Square, and Yerba Buena.

³ Moscone Expansion District and Tourism Improvement District

⁴ Budget information not provided for Japantown, Moscone Expansion District, or Tourism Improvement District.

- The Downtown Streets Team, which recruits homeless or low-income residents to clean the sidewalks in the Civic Center and Union Square areas;
- Hunters Point Family, which provides paid monitors to ensure cleanliness and safety of the Pit Stop restrooms;
- A. Phillip Randolph Institute, which provides sweeping and power washing in the Tenderloin on weekends;
- Taking It To The Streets, which provides housing to homeless young adults who volunteer to perform street cleaning in Haight-Ashbury;
- Mission Neighborhood Center, which provides litter reduction services and other cleaning services;
- Chinese Youth Centers, which offers power washing of litter receptacles citywide; and
- San Francisco Clean City Coalition, which offers four-month transitional workforce programs to low-income people in street sweeping and graffiti abatement.

Some of these non-profits, including Downtown Streets Team and Hunters Point Family, receive City grants.

Historical Budgets and Spending

The FY 2017-18 budget for Street Environmental Services is \$65.3 million, which is an increase over five years of 47 percent compared to the FY 2013-14 budget of \$44.3 million. Sources of funds for Street Environmental Services consist of General Fund, Cigarette Litter Abatement fees, Garbage Rate revenues, Gas Tax revenues, and interdepartmental sources, shown in Table 1 below.

Table 1: Street Environmental Services Revenues FY 2013-14 to FY 2017-18

| Revenue | FY 2013-14 | FY 2014-15 | FY 2015-16 | FY 2016-17 | FY 2017-18 Budget | Percent Increase |
|----------------------------|---------------------|---------------------|---------------------|---------------------|---------------------|------------------|
| General Fund | \$15,448,961 | \$14,035,909 | \$23,601,454 | \$29,332,234 | \$31,513,421 | 104% |
| Cigarette Litter Abatement | 2,211,400 | 2,211,400 | 2,211,400 | 3,156,614 | 4,788,977 | 117% |
| Garbage Rate Funds | 5,687,646 | 5,800,646 | 6,064,764 | 6,064,764 | 7,841,877 | 38% |
| Gas Tax | 12,304,224 | 15,773,916 | 12,386,173 | 12,875,966 | 12,449,757 | 1% |
| Inter-department Sources | 8,660,952 | 8,312,760 | 8,665,347 | 8,691,000 | 8,758,074 | 1% |
| TOTAL | \$44,313,183 | \$46,134,631 | \$52,929,138 | \$60,120,578 | \$65,352,106 | 47% |

Source: Public Works

The largest Street Environmental Services expenditures in FY 2017-18 are for manual cleaning, which make up 55 percent of budget. Manual cleaning expenditures increased by 62 percent in the five-year period between FY 2013-14 and FY 2017-18, as shown in Table 2 below.

Table 2: Street Environmental Services Expenditures FY 2013-14 to FY 2017-18^{5, 6}

| Expenditures | FY 2013-14 Actual | FY 2014-15 Actual | FY 2015-16 Actual | FY 2016-17 Actual | FY 2017-18 Budget | Percent Change |
|-------------------------------|----------------------|----------------------|----------------------|----------------------|----------------------|-------------------|
| Manual Cleaning | \$22,340,811 | \$26,696,335 | \$29,179,034 | \$33,422,491 | \$36,145,705 | 62% |
| Mechanical Cleaning | 10,365,960 | 9,737,794 | 10,232,057 | 10,659,114 | 10,783,204 | 4% |
| Enhanced Residential Cleaning | - | - | 4,285,765 | 5,030,198 | 5,549,762 | n/a |
| Graffiti Abatement | 4,306,082 | 4,839,676 | 3,996,230 | 4,345,309 | 4,727,937 | 10% |
| Illegal Dumping Pickup | 2,753,330 | 328,895 | 496,550 | 1,189,579 | 1,986,702 | -28% |
| Steam Cleaning | 2,079,736 | 2,708,118 | 2,832,104 | 3,539,887 | 4,157,723 | 100% |
| Other | 1,813,168 | 2,989,855 | 3,894,420 | 2,538,130 | 2,001,073 | 10% |
| Total Uses | \$43,659,087 | \$47,300,673 | \$54,916,160 | \$60,724,708 | \$65,352,106 | 50% |

Source: Public Works

Performance Measures

Official Performance Measures

City Services Auditor Data Shows Continuing Improvement, but Methodology is Being Revisited Due to Increase in Service Requests

The Controller's Office City Services Auditor published annual reports of Street and Sidewalk Maintenance Standards each October or November following FY 2013-14, FY 2014-15, and FY 2015-16, using several performance measures to assess various aspects of street cleanliness. The Controller's Office bases these annual reports on data from evaluations of the same 183 selected routes⁷ throughout the City, inspected by JBR Partners at least twice annually, as well as SF311 service requests. Routes are evaluated and scored in 100 foot segments, which are then averaged for an overall block score, and block scores are averaged for overall route scores. Due to the increasing discrepancy between evaluation scores and the growing volume of SF311 requests, the Controller's Office has decided not to issue a report for FY 2016-17 and revisit its methodology, although the data is available and posted in DataSF.

A summary table of all performance measures can be found in the Appendix.

A map of the evaluated routes can be found at <http://arcg.is/1KPfq4>.

⁵ Note: due to the City's accounting system, it is not possible to match actual expenditures precisely to the list of programs managed by the Street Environmental Services Bureau.

⁶ Street Environmental Services actual expenditures vary from budgeted revenues and expenditures due to funds that are encumbered and carried forward.

⁷ 184 routes were inspected in the FY 2013-14 and FY 2014-15 reports.

Street and sidewalk cleanliness is scored in a range of 1.00 to 3.00, with a score of 1 as “very clean,” a score below 2 as “acceptably clean,” and a score of 3 as “very dirty.” Overall, as shown in Table 4 below, scores improved in FY 2015-16 for commercial streets (1.46 in FY 2015-16, compared to 2.24 in FY 2014-15 and 2.00 in FY 2013-14), residential streets (1.23 in FY 2015-16, compared to 1.82 in FY 2015-16 and 1.67 in FY 2013-14), commercial sidewalks (1.71 in FY 2015-16, compared to 2.10 in FY 2014-15 and 1.64 in FY 2013-14), and residential sidewalks (1.26 in FY 2015-16, compared to 1.72 in FY 2014-15 and 1.39 in FY 2013-14). In the FY 2016-17 evaluation, which will not be formally released in an annual report, street and sidewalk cleanliness improved further, with scores of 1.19 for commercial street cleanliness, 1.07 for residential street cleanliness, 1.16 for commercial sidewalk cleanliness, and 1.05 for residential sidewalk cleanliness.

**Table 4: Street and Sidewalk Cleanliness Scores from FY 2013-14 to FY 2016-17
Scores from 1.0 (very clean) to 3.0 (Very Dirty)**

| Performance Measure | FY 2013-14 | FY 2014-15 | FY 2015-16 | FY 2016-17 ⁸ |
|-----------------------------|------------|------------|------------|-------------------------|
| Street Cleanliness | | | | |
| Commercial | 2.00 | 2.24 | 1.46 | 1.19 |
| Residential | 1.67 | 1.82 | 1.23 | 1.07 |
| Sidewalk Cleanliness | | | | |
| Commercial | 1.64 | 2.10 | 1.71 | 1.16 |
| Residential | 1.39 | 1.72 | 1.26 | 1.05 |

Source: FY 2013-14, FY 2014-15, and FY 2015-16 City Services Auditor *Street and Sidewalk Maintenance Standards Annual Reports*; For FY 2016-17, data collected by JBR Partners and posted at DataSF

Despite these apparent improvements, the Department of Public Works has seen a significant increase in overall service requests in recent years. Through February 2018, Public Works has received 96,485 street cleaning requests from SF311 in FY 2017-18, which puts it on pace for approximately 145,000 requests in the fiscal year. This would be about a 47 percent increase from the 98,738 street cleaning requests in FY 2016-17 and a 213 percent increase from the 46,167 requests in FY 2014-15. It is not known how much of this increase is due to greater awareness of SF311 vs. a deterioration in street cleanliness.

Illegal Dumping

Route evaluations by JBR Partners for the City Services Auditor show mixed results in the frequency of illegal dumping, with a general decrease in the percentage of routes free of illegal dumping (the entire route must be 100 percent free of illegal dumping to pass inspection). In FY 2016-17, 78 percent of commercial routes were free of illegal dumping (compared to 61 percent in FY 2015-16 and 55 percent in FY 2014-15), and 77 percent of residential routes were free of illegal dumping (compared to 59 percent in FY 2015-16 and 69 percent in FY 2014-15). In FY 2016-

⁸ Note: The Controller’s Office has decided to not release FY 2016-17 data in an annual report due to the increasing discrepancy between cleanliness scores and the growing volume of SF311 requests.

17, there were 76,862 SF311 reports of illegal dumping⁹, an increase of 29 percent above the 59,774 reports in FY 2014-15, and a two-year increase of 106 percent above the 37,239 reports in FY 2014-15. The largest concentrations of reports of illegal dumping in FY 2016-17 were in District 3 (12,016), District 9 (11,661), District 10 (9,638), District 6 (8,873), and District 5 (8,139).

Hazards

Incidence of hazards, such as feces, needles, and condoms (FNC) and broken glass, has generally decreased in route evaluations (the entire route must be 100 percent free of hazards to pass inspection). As shown in Table 5 below, in FY 2015-16, 65 percent of commercial routes and 62 percent of residential routes were free of FNC. This improved in FY 2016-17, when 77 percent of commercial routes and 72 percent of residential routes were free of FNC. In FY 2015-16, 76 percent of commercial routes and 84 percent of residential routes were free of broken glass. In FY 2016-17, this improved to 97 percent of commercial and 98 percent of residential routes being free of broken glass.

Table 5: Performance Measures for Hazards from FY 2013-14 to FY 2016-17

| Performance Measure | FY 2013-14 | FY 2014-15 | FY 2015-16 | FY 2016-17 ¹⁰ |
|---|------------|------------|------------|--------------------------|
| Commercial routes free of FNC | 55% | 62% | 65% | 77% |
| Residential routes free of FNC | 58% | 69% | 62% | 72% |
| SF311 reports of human waste | 10,489 | 11,058 | 15,332 | 19,619 |
| SF311 reports of needles/syringes | 1,138 | 2,527 | 3,551 | 4,734 |
| Commercial routes free of broken glass | 68% | 65% | 76% | 97% |
| Residential routes free of broken glass | 70% | 78% | 84% | 98% |
| SF311 reports of broken glass | 1,332 | 1,577 | 1,950 | 6,038 |

Source: FY 2013-14, FY 2014-15, and FY 2015-16 City Services Auditor *Street and Sidewalk Maintenance Standards Annual Reports*; For FY 2016-17, data collected by JBR Partners and SF311 and posted at DataSF

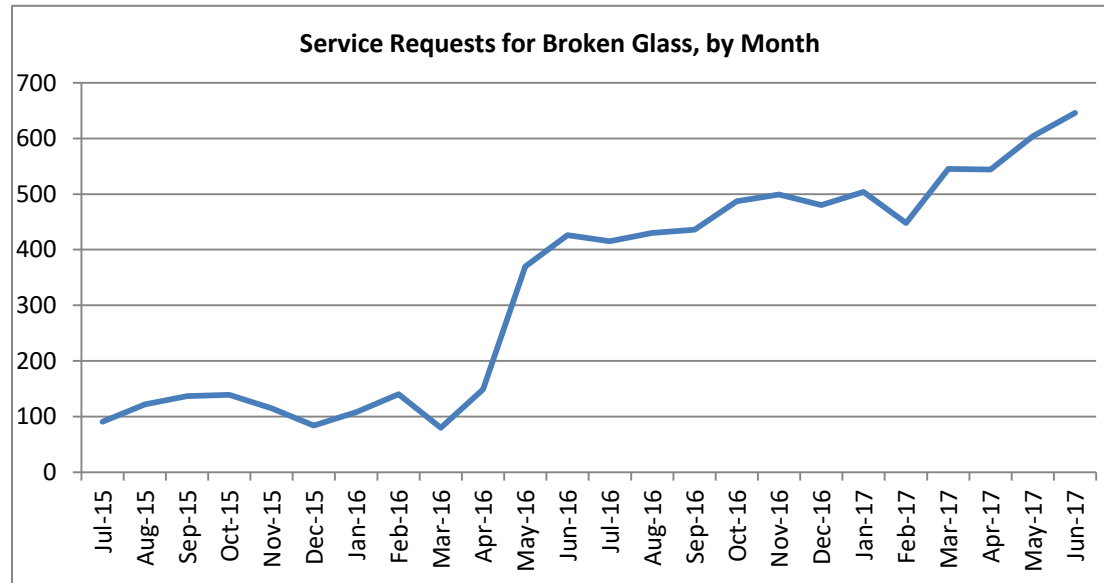
Despite performance data that seemingly shows improvement, SF311 reports of hazards significantly increased in 2015-16 and 2016-17 as shown in Table 5 above. There were 19,619 reports of human waste in FY 2016-17, an increase of 26 percent above the 15,332 reports in FY 2015-16 and an increase of 77 percent above the 11,058 reports in FY 2014-15. The largest concentrations of reports in FY 2016-17 were in District 6 (8,434), District 9 (2,973), and District 3 (2,373). In FY 2016-17, there were 4,734 reports of needles and syringes, an increase of 33 percent above the 3,551 reports in FY 2015-16 and an increase of 87 percent above the 2,527 reports in FY 2014-15. The largest concentrations of reports in FY 2016-17 were in District 6 (2,054), District 9 (756), and District 10 (489). There were also 6,038 reports of broken glass in FY 2016-17, an increase of 208 percent above the 1,950 reports in FY 2015-16 and an increase of 283 percent above the

⁹ Different methodology was used in the FY 2015-16 annual report showing only 1,133 SF311 requests for illegal dumping. This figure uses all SF311 requests with the request type labeled as “bulky items.”

¹⁰ Note: The Controller’s Office has decided to not release FY 2016-17 data in an annual report due to the increasing discrepancy between cleanliness scores and the growing volume of SF311 requests.

1,577 reports in FY 2014-15 as illustrated by Table 6 below. The Controller's Office noted a large increase in SF311 reports of broken glass towards the end of FY 2015-16, increasing from 149 reports in April 2016 to 428 reports in June 2016, may be due to several news articles highlighting property crime starting around April 24, 2016. This trend continued through FY 2016-17. The largest concentrations of reports in FY 2016-17 were in District 6 (1255), District 3 (910), District 5 (908), District 10 (615), District 9 (555) and District 8 (526).

Table 6: SF311 Service Requests for Broken Glass by Month from July 2015 to July 2017



Source: DataSF

Graffiti

Incidence of graffiti increased significantly in route evaluations in FY 2015-16, but declined in FY 2016-17. As shown in Table 7 below, in FY 2016-17, there was an average of 2.7 counts of graffiti on public property in commercial routes (compared to 5.1 in FY 2015-16 and 1.7 in FY 2014-15), 0.9 counts per block on public property in residential areas (compared to 1.8 in FY 2015-16 and 0.7 in FY 2014-15), 0.4 counts per block on private property in commercial routes (compared to 1.8 in FY 2015-16 and 0.7 in FY 2014-15), and 0.0 counts per block on private property in residential routes (compared to 0.1 in FY 2015-16 and 0.2 in FY 2014-15). Conversely, in FY 2016-17, there were 72,960 SF311 reports of graffiti, an increase of 11 percent above the 65,978 reports in FY 2015-16 and an increase of 34 percent above the 54,527 reports in FY 2014-15. The largest concentrations of reports in FY 2016-17 were in District 9 (12,954), District 5 (11,724), District 3 (11,121), District 8 (9,902) and District 6 (9,007).

Table 7: Performance Measures Regarding Graffiti FY 2013-14 to FY 2016-17

| Performance Measure | FY 2013-14 | FY 2014-15 | FY 2015-16 | FY 2016-17 ¹¹ |
|---|------------|------------|------------|--------------------------|
| Average Counts of Graffiti per Block | | | | |
| Public property, commercial | 0.7 | 1.7 | 5.1 | 2.7 |
| Public property, residential | 0.4 | 0.7 | 1.8 | 0.9 |
| Private property, commercial | 0.6 | 1.0 | 1.8 | 0.4 |
| Private property, residential | 0.1 | 0.2 | 0.1 | 0.0 |
| SF311 reports of graffiti | 39,611 | 54,527 | 65,978 | 72,960 |

Source: FY 2013-14, FY 2014-15, and FY 2015-16 City Services Auditor *Street and Sidewalk Maintenance Standards Annual Reports*; For FY 2016-17, data collected by JBR Partners and SF311 and posted at DataSF

Street Trees and Landscaping

Cleanliness of trees and landscaping has improved according to the City Services Auditor's performance data. In FY 2016-17, 93 percent of trees and planters were adequately clean in commercial routes (compared to 66 percent in FY 2015-16 and 34 percent in FY 2014-15) and 97 percent were adequately clean in residential routes (compared to 85 percent in FY 2015-16 and 62 percent in FY 2014-15). However, the number of tree and landscaping SF311 service requests has increased to 8,021 in FY 2016-17, a 15 percent increase from the 6,957 requests in FY 2015-16. The largest concentrations of reports in FY 2016-17 were in District 8 (1,253), District 5 (1,014), District 9 (970), and District 7 (879).

Other Measures of Progress to Address Street Cleanliness

The Controller's Office has provided data for the first four months of FY 2017-18 on additional performance measures. In this period, SES responded to 76 percent of street and sidewalk cleaning within 48 hours, falling short of its targeted 95 percent. SES last met this target for a full month in July 2016, and it has been below 90 percent since October 2016.

SES has a goal of responding to graffiti service requests on public property within 48 hours and on private property within 72 hours. Response on public property usually involves painting or graffiti removal, while response on private property requires an inspection and notification to the property owner. Over the first four months of FY 2017-18, SES met the goal 94 percent of the time, but performance has fluctuated dramatically in recent years. The on-time rate reached a high of 99.9 percent in August 2013, but a low of 43 percent in June 2015.

Hot Spot Crews have collected increasing volumes of debris, although the amount is down slightly so far in FY 2017-18. Through February 2018, Hot Spot Crews are on pace to collect approximately 603 tons of debris which would be a 14 percent decrease from the 698 tons collected in FY 2016-17. In previous years, the volume of debris increased from 169 in 2013-14 to 419 in FY 2014-15 and 584 in FY 2015-16. However, Public Works staff notes that the actual tonnage may be greater, as

¹¹ Note: The Controller's Office has decided to not release FY 2016-17 data in an annual report due to the increasing discrepancy between cleanliness scores and the growing volume of SF311 requests.

sometimes trucks cannot hold the amount of debris at a site and additional packer trucks are needed, but may not always record the debris as Hot Spot Crews measures.

The City Services Auditor commissions a biennial survey of residents regarding use and satisfaction of City services. In the 2017 survey, residents rated street and sidewalk cleanliness a grade of “B-.” 51 percent of respondents provided grades of “A” or “B.” Grades were highest by residents in District 2 (66 percent with “A” or “B” grades) and District 7 (61 percent with “A” or “B” grades) and lowest by residents in District 10 (36 percent “A” or “B” grades) and District 6 (38 percent “A” or “B” grades).

Options for Budget Enhancements

Street cleanliness was a major concern of San Francisco residents, ranking fourth among top concerns in the 2017 survey of City residents. In FY 2017-18, SF311 had received more than 96,000 requests for street cleaning services, projected by equal 145,000 requests by year-end, an increase of 47 percent from FY 2016-17. Members of the Board of Supervisors also consider street and sidewalk cleanliness to be a budget priority. The Board of Supervisors should consider requesting the Mayor to include the following budget enhancements in the FY 2018-19 budget in order to address street and sidewalk cleanliness:

| Option | FY 2017-18 Amount |
|--|--------------------|
| Hire 40 Public Service Aides (temporary positions, 6-month terms) <i>The Public Service Aide is a temporary position that is typically not budgeted by SES. It is an entry level position that provides as-needed support to street cleaning crews (particularly the Community Corridors program) and job training for possible permanent employment with SES. Temporary positions are limited to 6 months or 1,040 hours. Each position cost includes a base hourly wage of \$18.24 and 120.89% overhead costs. The indicated amount shows the cost of hiring 40 temporary positions to 6-month terms, or 20 FTE employees for one year (approximately 41,600 hours).</i> | \$1,676,078 |
| Expand TL Clean Program <i>The Tenderloin Neighborhood Litter Reduction and Workforce Development Grant (TL Clean) provides street cleaning in the Tenderloin neighborhood. TL Clean currently operates five days per week, but the \$230,000 in funding would allow it to operate seven days per week. This amount would fund additional service for one year, a total of approximately 104 additional days of service.</i> | \$230,000 |
| Materials and Supplies <i>This would be used to purchase brooms, shovels, pickers, bags, cleaning chemicals, uniforms, and personal protective equipment.</i> | \$100,000 |
| RAVO Street Sweepers <i>This would be used to purchase two RAVO sweepers. Public Works currently owns four RAVO sweepers, each with a useful life of about ten years.</i> | \$560,000 |
| Total (One Time Expenditure) | \$2,566,078 |

Appendix: Summary of All Performance Measures

| Performance Measure | FY 2013-14 | FY 2014-15 | FY 2015-16 | FY 2016-17 ¹² |
|---|------------|------------|------------|--------------------------|
| <i>Street and Sidewalk Cleanliness</i> | | | | |
| Street cleanliness, commercial | 2.00 | 2.24 | 1.46 | 1.19 |
| Street cleanliness, residential | 1.67 | 1.82 | 1.23 | 1.07 |
| Sidewalk cleanliness, commercial | 1.64 | 2.10 | 1.71 | 1.16 |
| Sidewalk cleanliness, residential | 1.39 | 1.72 | 1.26 | 1.05 |
| <i>Overflowing Trash Bins</i> | | | | |
| Service orders | 2,463 | 3,429 | 4,610 | 7,150 |
| <i>Illegal Dumping</i> | | | | |
| Routes free of illegal dumping, commercial | 71% | 55% | 61% | 78% |
| Routes free of illegal dumping, residential | 74% | 69% | 62% | 77% |
| SF311 Reports of illegal dumping | 29,269 | 37,239 | 59,774 | 76,862 |
| <i>Hazards</i> | | | | |
| Routes free of FNC, commercial | 55% | 62% | 65% | 77% |
| Routes free of FNC, residential | 58% | 69% | 62% | 72% |
| SF311 reports of human waste | 10,489 | 11,058 | 15,332 | 19,619 |
| SF311 reports of needles/syringes | 1,138 | 2,527 | 3,551 | 4,734 |
| Routes free of broken glass, commercial | 68% | 65% | 76% | 97% |
| Routes free of broken glass, residential | 70% | 78% | 84% | 98% |
| SF311 reports of broken glass | 1,332 | 1,577 | 1,950 | 6,038 |
| <i>Graffiti</i> | | | | |
| Avg. counts of graffiti per block, public property, commercial | 0.7 | 1.7 | 5.1 | 2.7 |
| Avg. counts of graffiti per block, public property, residential | 0.4 | 0.7 | 1.8 | 0.9 |
| Avg. counts of graffiti per block, private property, commercial | 0.6 | 1.0 | 1.8 | 0.4 |
| Avg. counts of graffiti per block, private property, residential | 0.1 | 0.2 | 0.1 | 0.0 |
| SF311 reports of graffiti | 39,611 | 54,527 | 65,978 | 72,960 |
| <i>Trees and Landscaping</i> | | | | |
| Avg. percentage of trees and planters adequately clean, commercial | 52% | 34% | 66% | 93% |
| Avg. percentage of trees and planters adequately clean, residential | 72% | 62% | 85% | 97% |
| Average days to close tree service requests | 76 | 53 | 24 | N/A |
| Median days to close tree service requests | 13 | 8 | 5 | N/A |
| SF311 tree service requests | 4,986 | 6,117 | 6,957 | 8,021 |

Source: FY 2013-14, FY 2014-15, and FY 2015-16 City Services Auditor *Street and Sidewalk Maintenance Standards Annual Reports*; For FY 2016-17, data collected by JBR Partners and SF311 and posted at DataSF

¹² Due to the disparity between improving evaluation scores and increasing numbers of SF311 requests, the Controller's Office City Services Auditor decided not to issue a Street and Sidewalks Maintenance Standards FY 2016-17 Annual Report. Staff from the Controller's Office and Public Works are planning to meet to discuss performance measures for future reports. The data for FY 2016-17 is available through Data SF.