

TREASURE ISLAND PARK MAINTENANCE AND STAFFING PLAN



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Proposed Parks and Development of Treasure Island/Yerba Buena Island (TI/YBI)



TREASURE AND YERBA BUENA ISLAND PARK TYPOLOGY

- | | | |
|------------------------------|---|--|
| 1 SHORELINE PARK | 4 NORTHERN SHORELINE AND WILDS | 7 YERBA BUENA ISLAND HMP AREAS |
| 2 SPORTS AND RECREATION PARK | 5 URBAN CORE | 8 YERBA BUENA ISLAND HILLTOP PARK |
| 3 URBAN AGRICULTURAL PARK | 6 PEDESTRIAN NETWORK & NEIGHBORHOOD PARKS | 9 SENIOR OFFICERS QUARTERS HISTORIC DISTRICT |

Scope of This Report

- To Determine the Best Staffing Model for All Parks and Open Spaces
- Prepare a Draft Maintenance Handbook
- Prepare Metrics, Standards, and Evaluation Criteria

Tools Used

- Regional Practices Review: interviews with SF and adjacent agencies
- Literature Review: both theoretical and empirical studies

STAFFING MODEL

Key Alternatives

1. Search for a private firm to work as contractors
2. Establish a partnership with a TI/YBI Conservancy
3. Hire landscapers and custodians within TIDA

Key Question: Centralization

- Williamson's analysis on transaction costs in contracting:
 - Transferable tasks: easy for new firms to learn and provide services; use arm's-length contracting (agency is largely hands-off)
 - Idiosyncratic tasks: complex, or unique to the agency issuing contract; use relational contracting (agency staff are among the decision makers)
 - Friedman's discussion on trust and service provision: if the outcome is hard to measure, non-profits are the most trustworthy and responsive service provider

Two Major Park Categories

**Designed Spaces: planned assets,
proactive maintenance goals**



**Natural Spaces: unplanned assets,
reactive maintenance goals**



Four Evaluative Criteria

- Effectiveness
 - Will this alternative be able to maintain the parks to TIDA's standards
- Economy/Costliness
 - Will this alternative cost TIDA more or less than others
- Popular Support
 - What popular support could organize to support this alternative
- Administrative Ease
 - How much additional burden will this alternative impose on TIDA

Assessing Alternatives in Designed Parks

Alternative	Effectiveness	Economy	Administrative Ease	Vocal Popular Support
Contract Out	High-Medium	Medium	Medium	Low
Conservancy	High	Low	Medium	High
TIDA Staff	High	Low	Low	Low

Assessing Alternative in Natural Spaces

Alternative	Effectiveness	Economy	Administrative Ease	Vocal Popular Support
Contract Out	Medium-Low	Medium	Medium	Low
Conservancy	High	Low	Medium	High
TIDA Staff	High	Low	Low	Low

Recommendation: A Hybrid Model

In designed spaces: search for private contractors



In natural spaces: partner with a conservancy



MAINTENANCE GUIDE

Principles for a Handbook

- Handbooks should be prepared for each individual park space, drawing on general guidelines but tailoring the work for the space.
- These should divide tasks into daily, weekly, monthly, seasonal, and yearly work schedules.
- Staff should have access to a site's entire work for a day
- Preferably, a mobile app is adopted that can facilitate both scheduling and reporting.

Example Section for Turf in Sports Park

- Weekly:
 - Remove litter and debris;
 - mow to 2.5" – 3.5" in height;
 - Ensure blades are sharp before mowing; blade replacements may need to be done throughout a week between fields
 - edge to keep grass blades away from curbs, sidewalks, planter beds, and trees;
 - blow clippings back into the turf;
 - inspect for major holes or dead patches;
 - Inspect for crabgrass or other weeds; spot treat if applicable
- Seasonal: aerate twice, in spring and autumn
- As needed: reseed; fertilize

EVALUATION STANDARDS

Recommended Baseline Standards

- Use City of San Francisco's inspection manual as template
 - These standards were used by the National Parks Service (NPS) in a best practices review
 - They continue to be used by SF RPD and the Controller's Office
- Inspections should be done in a two-step process:
 - Field inspection: field and crew supervisors should inspect the day's work.
 - Weekly inspection: TIDA staff should randomly visit sites once per week.
- Allow for public input and communication

Example from *Parks Maintenance Standards* (SF Controller)

No.	Measured element	Standard Description with unit of measure (if applicable)	Meet standard? Y/N
1.1	Cleanliness	<p>1.1.a Turf is free of litter. (Examples of litter include tissue paper, food wrappings, newspapers, and larger items like abandoned appliances.)</p> <p>1.1.b Turf is free of organic debris that impedes mowing. (Examples of debris include limbs, rocks, and any other item that impedes mowing.)</p> <p>Notes: At a small park/civic plaza, the standard is met if fewer than 10 pieces of litter or debris, lightly scattered, are visible in a 25' by 25' area or along a 100' line.</p> <p>At a neighborhood or regional park, the standard is met if fewer than 15 pieces of litter are visible in a 100' by 100' area or along a 200' line.</p>	
1.2	Color	<p>8075% of turf area is fairly green.</p> <p>Note: Some grasses, like Kikuya grass, are of light green/yellow color during the winter period.</p>	
1.3	Density and spots	80% of turf area is free of bare spots.	
1.4	Drainage/ Flooded area	80% of turf area is free of standing water.	
1.5	Edged	Edges are clearly defined and have less than four (4) inches of growth over adjoining landscape.	
1.6	Height/ mowed	Lawns are mowed and kept at a uniform height of less than ankle height.	
1.7	Holes	<p>Noticeable from a close distance, lawns are free of visible holes greater than one foot in diameter and depth.</p> <p>Note: Holes greater than one foot (in diameter and depth) that are observed during the inspection process should be reported so they can be filled in.</p>	

Sources

- Regional practices review:
 - California State Parks
 - Golden Gate Conservancy
 - Mt. Sutro Stewards
 - National Parks Service
 - Port of San Francisco
 - Presidio Trust
 - San Bruno Mountain Watch
 - San Francisco Dept. of the Environment
 - San Francisco Rec and Parks Dept.
- Literature Review:
 - Haeil Jung, Deanna Malatesta, and Robert J. LaLonde, "Should Government Go It Alone or With a Partner? A Comparison of Outcomes from a Work Release Program Using Different Policy Tools," *Public Administration Review* 78, issue 4 (July/August 2018): 545-555.
 - Lee S. Friedman, *The Microeconomics of Public Policy Analysis*, Princeton University Press, May 2002.
 - National Recreation and Park Association, "NRPA Agency Performance Review," April 2022. <https://www.nrpa.org/publications-research/research-papers/agency-performance-review/>.
 - Oliver E. Williamson, "Transaction-Cost Economics: The Governance of Contractual Relations," *Journal of Law & Economics* 22, no. 2 (October 1979): 233-262.
 - San Francisco Department of Human Resources, "Classification & Compensation Database," 2002. <https://sfdhr.org/classification-compensation-database>.
 - San Francisco Office of Contract Administration, "OCA TC Log 4-1-2022." April 2022.
 - San Francisco Office of the Controller, "San Francisco Park Maintenance Standards: The Manual," 2005. <https://www.sfcontroller.org/ftp/uploadedfiles/controller/csa/ParkStd012005.pdf>.

THANK YOU
