



A Community Report Card on the State of Oakland Parks

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Attached to this Report:

- Sample Survey
- District Ratings

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Introduction

The Oakland Parks Coalition is presenting this annual report to help inform Council's budget decisions about our parks. Oakland maintains approximately 130 parks, 25 recreation centers and countless medians and plazas. Keeping all these areas suitable for public use is a never ending job for the Public Works Agency.

We have good news to report and a major concern about the future. Our annual survey found that many parks are showing improvement since last year's survey. We think this is due primarily to the increased efficiency of the PWA and to investment in specific park projects by City Council members and non-profit organizations. Our long term concern is that as new parks come online and as the City courts new development, there may not be enough resources to maintain all of our parks. This document provides details about our annual survey, our analysis of the results and our thoughts about preserving our park network.

Background

With over 3000 acres of regional and city land Oakland offers a diverse array of active and passive recreation opportunities to Oakland residents and regional visitors. Approximately 8.6% of Oakland is parks and open space which puts Oakland 4th in acreage among intermediate high density cities, behind Minneapolis, San Jose and Seattle.¹ Oakland is home to:

- 130 public parks
- 25 recreation centers
- 1600 acres of resource conservation areas
- 15 creeks
- 19 miles of shoreline
- the country's first Wildlife Refuge at Lake Merritt, established in 1870.

Of the 3000 acres, about a third is regionally owned and maintained. The City of Oakland owns 2,067 acres which amounts to 5.23 acres/1000 people (the same ratio as San Francisco). These spaces include wilderness parks such as Joaquin Miller, whose trails systems are minimally maintained by city staff. Essentially 750 acres of city owned land is on a regular maintenance schedule.

While our parks, recreation centers and playing fields are prized resources, providing opportunities and venues for youth to play and develop social networks, for families to enrich their lives and friends to pass leisure hours together, the challenge of maintaining them remains one we must consider carefully as we continue to court new development and added capital for new parks. ***Can we keep our parks clean, attractive and functional without expanding the system that maintains them?***

Since 2001, the Oakland Parks Coalition has been surveying parks, sometimes several times a year, to assess their condition and the consequent conclusions about management and maintenance. Taking into consideration the effects of seasonal changes on park conditions we decided, in 2006, to limit our surveys to one per year to provide more constant conditions for comparison from year to year. This year was OPC's second *annual fall survey* of Oakland parks.

¹ Trust for Public Land 2006 Center for City Park Excellence, www.tpl.org/ccpc

The survey event, which we call Love Your Parks Day, fell on a sunny Saturday morning on October 13th, a day after the season's first substantial rainfall which produced a carpet of green early in the rainy season. On that day over 40 volunteers fanned out into Oakland's seven districts to survey parks. We also extended the survey window to allow faithful park stewards who could not make it to the event to survey their own parks and mail in the survey. The total number of parks surveyed was **75**. Lakeside Park has been treated as a separate district, divided into 8 separate "parklettes".

In this document we will discuss survey findings and compare them to last year's results. We will also review changes in our park system and in park maintenance that may impact on the condition of our parks. We should be able to give a reliable answer to the important question, "Has park maintenance improved or declined since fall of 2006?" and identify some of the reasons for the change in conditions.

Survey Results

Our surveys are conducted by park stewards or by teams of people who may never have visited their assigned parks. A park steward is a generally self appointed individual who has taken ownership of his/her neighborhood park and commits to doing any of a range of tasks, from litter pick-up to organizing work days at the park. Although park stewards and teams receive training, surveying a park can be somewhat subjective, and results may vary depending on who is doing the survey. However, the results do reflect a park visitor's experience and provide valuable information to park maintenance staff.

2007 Results (*see attached document for complete list*)

While there are many variables that can influence the survey ratings from year to year—the weather, the exigencies of the surveyor(s), the maintenance schedule—comparison with 2006 reveals a trend toward improvement in park conditions, the causes of which will be discussed in this document. Also attached to this report are the surveyors' comments for each rating category. We urge the reader to look at those comments since the surveyor's remarks reveal details the ratings cannot.

OPC surveyed **75** parks out of the 130 official Oakland Parks within our system. These **75** are spread evenly throughout the seven council districts and vary from pocket parks to expansive recreation sites. Surveyors use the OPC survey form which divides the assessment into 8 categories: *litter, picnic areas, restrooms, hardscape & signage, greenery, irrigation, recreation centers and outdoor recreation*. Each category is given a surveyor's rating from 1-4, 1 being the best condition, and surveyors are encouraged to write comments and send photos to better illustrate the conditions they are judging. In many cases, parks were surveyed by the same person both years, which provides a better opportunity for accurate comparison between surveys of a park's condition from year to year.

While we do not purport to provide a scientific evaluation of our parks we do consider the surveys a valuable tool in determining their general level of maintenance. In this report we will explore the role played by both city employees and by volunteers in the upkeep and eventual viability of our parks.

Comparing 2007 to 2006

Our surveys have a rating system of 1 (the best) to 4 (the worst). *See the sample survey attached to this report.*

- **Overall** average ratings improved from 2006 to 2007 for every single district and ranged from a modest **.09/point** improvement for District 4 to a significant **.72/point** improvement for District 7.
- Ratings also improved for all **categories** but one—Recreation Center- where the average tied with 2006.

The complete survey results are appended to this report but let's examine the ratings in a couple of categories, *litter* and *greenery*. Any changes over **.5/point** should be considered significant.

Litter is rated on these questions:

- *Are the grounds free of litter?*
- *Are trash cans available?*
- *Are trash cans in good condition?*
- *Are trash cans emptied?*

Litter ratings improved in all districts from a slight to a significant margin: District 3/Lakeside Park had the same rating as 2006 and District 1 had a small improvement of just **.2/point**. District 7 had the best improvement rate of **.8/point**

Greenery is rated on these questions:

Lawns & Ground Cover:

- *Is the ground/lawn free of leaves and clippings?*
- *Is the lawn mowed?*
- *Is the lawn edged?*
- *Is the lawn free of dog poop?*
- *Is the ground free of water puddles?*
- *Is the grass free of bare spots?*

Trees:

- *Are trees in good condition?*
- *Are trees pruned?*
- *Are sidewalks free of tree roots?*

Flowers & Shrubs:

- *Are flowerbeds watered?*
- *Are flowerbeds weeded?*
- *Are shrubs weeded?*
- *Are shrubs pruned?*
- *Is area apparently free of rats (burrows in ground near walls)?*

Greenery ratings in districts 1 and 6 ratings did not change from 2006 and 2007. District 2 and District 5 improved in this category by **.7/point**.

Ongoing Problems

Graffiti vandalism and theft wreak havoc on our parks. No sooner is graffiti cleaned up than it reappears. It is frequently the work of gangs, a fact which does not escape the attention of park users. Theft is rampant at city buildings and parks. Irrigation systems are torn apart by thieves who harvest their metal, especially copper and brass. In Mandela Parkway the same backflow preventor

has been stolen four times. These are problems that cost us heavily and finding ways to prevent these acts is of utmost importance.

Variables Affecting Ratings

Park Upgrades

Seven (10%) of our surveyed parks were refurbished or benefited from capital improvements since last year's survey. Those were: Peralta Hacienda Park Phase II, Rockridge Greenbelt Phase II, Bushrod (the Shattuck Avenue side), Bertha Port, Willow Park, Clinton Tot-Lot and Lincoln Tot-lot. Of those that were also surveyed in 2006, as expected, each was rated better in 2007, though Bushrod showed only modest improvement. Bertha Port was completely renovated but not surveyed last year.

Weather



As mentioned above the rains started early this year. Consequently, most surveyors reported that grass was green and gave good marks to the irrigation category; however, many commented in the *greenery* category that there were too many leaves on the ground, another consequence of the storm.

Steward Standards

Since dozens of people participate in our survey event and because each comes with his/her own set of standards, park assessment can vary depending on who is conducting the survey. Regardless, our surveyors as a whole acted nearly in sync this year in that they gave better ratings to almost every park in almost every category.

Parks on Both Extremes of the Scale

In the survey ratings attachment you will see that District 2 had the best/lowest overall average, and District 7 had the poorest/highest average. The extremes for each district were determined by the average of all the ratings and are highlighted in green and orange. In District 4 another park was only a few hundredths of a point behind so second place is highlighted in aqua.

Council District 1 Commendable: Rockridge 6090 N. Rockridge Blvd	Council District 1 Needs Improvement: Driver Plaza 5650 Adeline St
	
<p>"We spoke with a resident who said the neighbors are very active with park and work with Clinton Pugh."</p>	<p>"There are many empty drug packages on the ground."</p>

Council District 2
Commendable: Mandana
600 Mandana Blvd



"Nice park for small children and seniors."

Council District 2
Needs Improvement: Garfield
2260 Foothill Boulevard



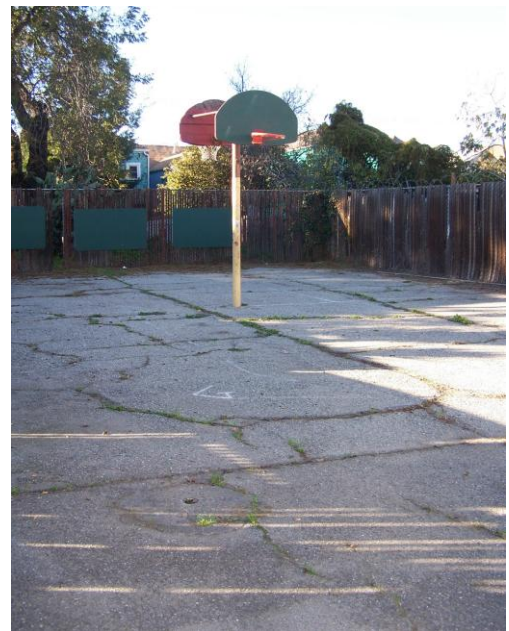
Baseball field only—standing water on diamond.
 "Signs are misleading. Trash cans knocked over."

Council District 3
Commendable: Bertha Port
Goss/Wood & 8th St





New park on quiet residential street next to port.
 Looks well cared for.

Council District 3
Needs Improvement: Chester Park
Chester 319 Chester Street




"This mini park is less than a block from the "new"
 Chester park. Neighbors say it is used to shoot
 baskets but it is in terrible shape. "

Council District 4 Commendable: William Wood 2920 McKillop Road	Council District 4 Needs Improvement: Montclair 6300 Moraga Ave
	
<p>Newly asphalted path; lawn is in good shape.</p>	<p>"Walkways are in deplorable condition. All entrances prove challenging due to lack of drainage and grading."</p>

District 5 Commendable: Union Point Embarcadero btwn Kennedy & Dennisor	District 5 Needs Improvement: Nicol Coolidge Ave/Nicol St
	
<p>"Nice landscapes, nice structures and designs."</p>	<p>"Graffiti on play surface and surrounding wall."</p>

District 6 Commendable: Burckhalter 4062 Edwards Ave	District 6 Needs Improvement: Arroyo Viejo 7701 Krause Ave
	
<p>"Nicely maintained and improved from a few years ago."</p>	<p>"Lots of broken glass. Some graffiti."</p>

District 7 Commendable: Verdese Carter 9600 Sunnyside St	District 7 Needs Improvement: Columbian Gardens 9920 Empire Rd
	
<p>One bench is missing its seat; otherwise picnic and sports areas in good condition.</p>	<p>"This park needs help. It is directly under large power transmitters."</p>

Persistent Problems

Many parks had equipment or maintenance problems that need attention. Some of these problems have persisted since 2006 and before.

		
<p>District 7/Ira Jenkins/Brookfield: broken bleacher.</p>	<p>District 7/Columbia Gardens: broken table</p>	<p>District 6/Burkhalter: no trash can in rest room</p>
		
<p>District 3/Madison Square: stuffed toilet</p>	<p>District 3/Grove Shafter: graffiti and litter</p>	<p>District 3/South Prescott Park: grass clippings</p>
		
<p>District 3: Lafayette Square Graffiti and paint peeling</p>	<p>District 4: Montclair graffiti</p>	<p>District 1: Temescal Creek Bench missing back.</p>

Survey Comments

Comments, as opposed to ratings, can give a clearer picture of actual conditions. The complete record of comments can be sent electronically upon request but here is a sampling:

District 1	
<u>Bushrod</u> : Given how well it's used it's in good shape. The City has made an effort to improve this park in the last 2 years and it shows.	<u>Linden Street</u> : Good signage. One tag on the wall. New sign at Linden St side. More no-dog signs are needed.
District 2	
<u>Clinton Square</u> : Park is attractive, clean, green and mowed. Few bare spots. Some shrubs need pruning.	<u>Garfield</u> : Field is in good shape, yet could use weeding and cleaning. Bleachers are OK but need paint and new railings. More trash cans needed.
District 3	
<u>Oak Park</u> : Water pressure in fountain is good but drain was clogged with gravel and tree debris.	<u>Lafayette Square</u> : Play area surface needs sweeping, otherwise in good shape. Equipment needs cleaning due to bird droppings.
District 4	
<u>Central Reservoir</u> : graffiti on side-walk and on new bench. Walkway cracked and uneven. In lower part one guardrail post fallen down.	<u>Avenue Terrace</u> : Basketball half-court and hoop are in good condition. Drinking fountain barely working. Some sand around edge of tarmac along sandbox area. Play structure and swings in great shape.
District 5	
<u>Manzanita</u> : Standing water in fenced area rear of rec center. Sand has weeds sprouting.	<u>Peralta Hacienda</u> : Play area in good condition. Sand is spreading along play surface.
District 6	
<u>Concordia</u> : Grass good. New landscape great!	<u>Rainbow</u> : No nets on tennis court. Need to clean up glass in and near tot lot
District 7	
<u>Holly</u> : Graffiti on ground, tables, sign and play structure. Not a large amount, but a little everywhere. Did not see sign with contact information.	<u>85th Avenue, Eula Brinson</u> : Litter-free. Many trash cans available.

Caring for our Parks

In light of this year's overall improved ratings we should investigate the changes that have taken place since the last survey that may have impacted on the current condition of our parks. We have already noted that a number of parks were renovated in the last year, contributing to better ratings. In addition, the following factors—organizational changes in park maintenance, new hires to gardening staff and the work of citizen volunteers—all add to the success of our parks.

Public Works Agency Maintenance Program

All park programming and maintenance were once housed in Oakland Parks & Recreation department. However, in 2004, in the wake of increasing costs and a diminishing stream of revenue, a fiscal analysis determined that placing park maintenance under the Public Works Agency would result in savings. Thus, on July 1, 2004, park maintenance became the responsibility of the Public Works Agency. By 2006 the maintenance program was overhauled and reorganized into a hub system, which grouped the entire collection of parks, median strips and landscaped buildings into geographic networks. Each network, or *hub*, was assigned to a crew leader who reported to his or her supervisor and the maintenance schedule for basic services such as mowing and litter pick-up became totally transparent when it was posted on the PWA website.

According to Brooke Levin, Assistant Director of Public Works in Facilities and Environment, the hub system and the seasonal and yearlong maintenance schedule have provided a baseline of services (mowing, litter pick-up, edging, etc.) that the public can expect. This system makes it easy for anyone to understand where maintenance resources are allocated and how requests for special projects impact on baseline services. With a fixed resource of staffing any request from constituents or city officials for work outside of the established maintenance schedule results in a diminution of basic maintenance and any reduction in staffing means a loss of basic maintenance services.

The success of the hub system is testified to by Park Supervisor II Brian Carthan who says that putting crew leaders in charge of their own hubs has given them a sense of ownership and satisfaction. Ms. Levin explains that, in the past, crew leaders were just another member of the crew; now they have responsibility for their hub and this has been good for morale. While the maintenance schedule is not always fully achieved crew members are seeing to it that their staff does a better job. Even part-timers, who previously had no one to report to, are held accountable by their crew leader. When a supervisor receives a complaint about a park, that crew leader will hear about it. The same goes for the positive feedback from the public.

Another important boost to maintenance came in the summer of 2006 when a long list of standing vacancies (due to a hiring freeze during the reorganization period) was filled with hires of about 30 Gardener IIs and Gardener Crews, some from the outside, and some from the inside who were promoted. In addition, a few more part-time positions and Gardener Crew Leader positions were added to the budget at that time. Since then there have been a number of retirements and more people from the outside have been hired. Ms. Levin seems to feel that these outside hires have injected new energy into the system which inspires others. Both the Gardener Crew Leader and Gardener II lists have now expired so new hiring will be taking place in December. Ms. Levin goes on to explain that her department has looked for talent and interest on the part of their new hires. "In the past", she said, "they over-hired part-timers with few skills to backfill for vacancies. We want our part-timers today to have the interest and skill sets that, with the proper training, will move them up through the ranks." To illustrate her point she said that at least one part-timer has been hired as a crew leader.

Special Gardeners

Park stewards often come in contact with or work with gardeners and we ask them to let us know when they run across a "special gardener". Wendy Jung, steward of San Antonio has this to say about her gardeners:

Our gardener, Kashmir Bali, has done a very good job of repairing irrigation and tending to the greenery throughout the park. The mowing crew comes faithfully and does an excellent job.

Clinton Pugh, who was promoted from a part-time position, is crew leader of the North Oakland /Bushrod Hub. Here is an account given by Carol Bieri, the steward of Rockridge Park, located between Rockridge Boulevards North and South.

*Since Mr. Pugh took over maintenance of the 'Parkette' surrounded by Rockridge Boulevards South, North, and Place, the improvements were immediate and far-reaching. Mr. Pugh kept an aging sprinkler clock working and when it broke, kept the plantings (some of which were baby trees and newly planted flowers in a perennial bed) watered during several heat waves, by turning the sprinkler system on and off **by hand**. He got the clock replaced after much effort. He has installed a new planting area for a second perennial bed (an area impossible for the lawnmower to mow), another major task. Mr. Pugh installed a border to prevent erosion, removed previously overgrown shrubs, including their stumps, amended the soil, and added a sprinkler head. All the while, Mr. Pugh has kept the existing trees trimmed and pruned. He regularly and frequently trims the invasive lawn away from the trees and planting beds, signs and structures in the parkette, and away from the curb (it used to grow over the curb and out into the street, at times completely obliterating the curb). He keeps the gutters swept and the storm drain clean. Everyone in the neighborhood has remarked that they have never seen the Parkette looking this good, ever.*

Such high praise is no doubt well-earned and seems to validate the observations made by Ms. Levin and Mr. Carthan, that the crew-leader driven system is bringing higher standards of care to Oakland parks.

Stewardship

Oakland is fortunate to have many citizens who care enough about their parks that they invest their own time and energy to improve them. Oakland Parks Coalition lists over 80 park stewards on its roster and the city counts on 81 volunteer groups to lend a hand in protecting and enhancing its parks. Volunteers may come in different packaging but the bottom line is their work in all kinds of neighborhoods has helped to resuscitate dying parks, bring new life to teetering parks, and make jewels out of average parks.

Some parks have the benefit of oversight and hands on work by neighborhood groups. A prime example is Bella Vista, District 2, which, for years was a failed park, plagued by vandalism. After a seven-year long arduous process its renovation was achieved in 2005 in a collaboration of Friends of Bella Vista Park with Trust for Public Land. Friends continues as the watchdog of the park and works with the school as well as other non-profit agencies to encourage neighborhood parents and children to become involved in their park in positive ways.

Wendy Jung lives across from San Antonio Park in District 2 and she has taken ownership of the park. She is a good example of a steward who brings people together to bring needed care and amenities to her park. Here's what she wrote in her survey of the park.

Given the heavy usage of San Antonio Park and constant cutbacks in staff and resources, I think the park is in good shape. I have been working with Pat Kernighan's office to develop some volunteer clean-up efforts with one of the major Chinatown Civic Groups. I would also like to request some help from the adult soccer players, but need someone to translate in Spanish. When I have requested help from them in the past they have been forthcoming.

Then there are individuals like Don Hamilton at District 4's Allendale Park. He's been observing and reporting park conditions, picking up litter and covering up graffiti ever since he moved to a street that borders the park in 1971. He lobbied for and achieved the opening of the park gates that back on the elementary school during the day so the school kids could play in the park. He helped facilitate the cleaning out of an alley way that had become a hideaway for drug dealing. Allendale Recreation Director Elena Bermeo says, "he provides an extra pair of eyes on the park." Above all, Mr. Hamilton, who hails from pristine Canada, hates litter so he walks through the park four times a week bagging litter. In 2003, he adopted his own street through Keep Oakland Clean. He is also a weekly volunteer in an Allendale Elementary School kindergarten class. And that's not all. Soon to turn 81, Mr. Hamilton would like to brighten up the park with plantings and has contacted the Laurel Village Association to see if he can enlist them in this project.

Putting aside these rosy scenarios of volunteers in our parks some parks fall to ruin after groups abandon them. One such park is Columbian Gardens, in District 7, located amidst a neighborhood of small, one-family homes, just off the 880 freeway. More than 20 years ago a nearby senior center group led efforts to establish this park and help to maintain it. That support has apparently fallen off and this park has taken on the aspect of a dumping ground.

Volunteerism in Oakland

We cannot leave this topic without noting that it is not always easy to do volunteer work in our park system. Citizens who wish to do anything beyond litter pick-up and weeding must go through many hoops. We have heard of individuals and groups who tire of waiting for repairs that take months or even years, who wish to move forward on their own to make those repairs but are stymied by bureaucracy and the union work rules. Groups and businesses wishing to contribute to projects are often reluctant because of the financial requirements that the city imposes on them. Instead of encouraging partnerships our system appears to discourage many of them.

Help from park users is not always rejected; officials look the other way when ball leagues help maintain the fields, especially during the soccer season. The full schedule of play during the soccer season leaves practically no time for city maintenance between uses: the soccer leagues often do clean-ups and pre game field prepping themselves. Since city resources alone cannot possibly bring our parks up to the standards we would all like to see it is imperative that the obstacles to financial and work investment by individuals, groups and businesses in our parks be removed.

Park Snapshots

		
Wilkins Memorial	Clinton Square	Verdese Carter-Basketball
		
Arroyo Viejo	Montclair	Wilkins Memorial
		
William Wood--Seeding	San Antonio--Community Garden	San Antonio-Soccer

Conclusions

The improvements in park maintenance that are in evidence with this year's survey are to be celebrated. There is no question that more efficient management has made the best possible use of limited resources and we look forward to further innovations that will produce even better productivity. Technological upgrades for lighting and irrigation, which are being installed in new projects, will save labor hours. The new work management program that has just been approved for Public Works will certainly improve productivity. But understaffing remains the major impediment to reaching higher standards of maintenance. Currently about six gardener positions are frozen and more retirements are expected.

In the past, parks have been the first victims of budget cutting. We cannot afford to go down that road again. New parks in development right now and those in the planning stages will require additional gardener positions. Facing ever-increasing lighting, hardware and material costs, flat

earnings from the Landscaping and Lighting District and a General Fund that is overcommitted, the challenge will be to find funding to open up the frozen positions and increase staffing. Cutting positions is not an option.

In the last budget cycle Councilmembers could not fully fund park maintenance for the two year cycle; a hybrid of funding sources was used to make up the gap between the LLAD revenues (a constant \$17M since 1993) and actual maintenance costs for only one year and vacant positions were frozen to make up the difference. Come July 1st Council is facing a \$7M shortfall and the likelihood this time around of a surprise windfall is slim. Also funded from the LLAD are lighting and tree maintenance (which has a tiny budget of \$3M), neither of which can be cut, leaving the dismal option of closing parks. We cannot afford to let this happen. Closed parks bring down the value of a neighborhood and lead to vandalism and crime.

For the first time in years we have a maintenance plan that is producing good results. We must find a way to support PWA in their initiatives and reward their progress with adequate staffing. Adequate for our purposes means retaining the number of gardeners we currently have and unfreezing positions. Adequate in normal circumstances, where the city were not facing budget deficits, would mean increasing the number of gardeners to their 1989/90 levels of 82 FTEs from their current levels of 63 FTEs. Funding must be found to bring our parks back to their former glory!