

# **Performance Audit of the Management of Street Cleaning by San Francisco Public Works**

**Prepared for the**

**Board of Supervisors  
of the City and County of San Francisco**

**by the**

**Budget and Legislative Analyst's Office**

**October 29, 2025**

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

1390 Market Street, Suite 1150, San Francisco, CA 94102 | (415) 552-9292

October 29, 2025

Supervisor Jackie Fielder, Chair, Government Audit and Oversight Committee  
and Members of the San Francisco Board of Supervisors  
Room 244, City Hall  
1 Dr. Carlton B. Goodlett Place  
San Francisco, CA 94102-4689

Dear Supervisor Fielder and Members of the Board of Supervisors:

The Budget and Legislative Analyst is pleased to submit this *Performance Audit of the Management of Street Cleaning by San Francisco Public Works*. In response to a motion adopted by the Board of Supervisors in November 2023 (Motion M23-140), the Budget and Legislative Analyst conducted this performance audit, pursuant to the Board of Supervisors powers of inquiry as defined in Charter Section 16.114 and in accordance with U.S. Government Accountability Office (GAO) standards, as detailed in the Introduction to the report.

The performance audit contains seven findings and 26 recommendations (in addition two recommendations include subcomponents). Of these recommendations, 22 are directed to San Francisco Public Works, two are directed to the Board of Supervisors, one is directed to 311 (under the City Administrator), and one is directed to the Controller's Office. The Executive Summary, which follows this transmittal letter, summarizes the Budget and Legislative Analyst's findings and recommendations. The recommendations are designed to improve the provision of street cleaning services by San Francisco Public Works.

San Francisco Public Works has provided a written response to our performance audit, attached to this report on page A-1, in which it agrees with 11 of our recommendations, partially agrees with nine of our recommendations, and disagrees with five of our recommendations (this count includes subcomponents of two recommendations). We took the rare step of providing a response to the Public Works Director, which rebuts many of the assertions and comments made in the Director's response to our audit report. As noted in our response, attached to the end of this report on page B-1, Section 9.52 of the US GAO performance audit standards notes that auditors should provide an explanation for disagreements we have with comments that are inconsistent or in conflict with our findings, conclusions, or recommendations.

In addition, the Director of 311 and Deputy Controller have provided written responses to our performance audit, which are attached to this report on pages C-1 and D-1, respectively. The Director of 311 disagrees with the one recommendation directed to 311 and the Deputy Controller agrees with the one recommendation directed to the Controller's Office.

Supervisor Fielder and Members of the Board of Supervisors

October 29, 2025

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We would like to thank the staff at San Francisco Public Works for the assistance they provided during the audit, albeit with significant qualifications as detailed in our response to the Director of Public Works attached to this report. We would also like to thank the staff of 311, the Controller's Office, as well as staff at the Port of San Francisco and the Department of Recreation and Parks for their assistance during this audit.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Dan Goncher". The signature is fluid and cursive, with a long horizontal stroke at the end.

Dan Goncher

Principal

cc: President Mandelman  
Supervisor Chan  
Supervisor Chen  
Supervisor Dorsey  
Supervisor Mahmood  
Supervisor Melgar  
Supervisor Sauter  
Supervisor Sherrill  
Supervisor Walton

Mayor Lurie  
Director, San Francisco Public Works  
Clerk of the Board  
Mayor's Budget Director  
Controller  
City Administrator

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## Executive Summary

The Board of Supervisors directed the Budget and Legislative Analyst to conduct a performance audit of San Francisco Public Works' (Public Works or the Department) management of street cleaning through a motion (M23-140) passed on November 28, 2023. The scope of this performance audit covers San Francisco Public Works' provision and management of street cleaning services, including but not limited to: (i) the deployment of resources; (ii) measurement and management of performance; and (iii) provision of services across different neighborhoods. The primary organizational unit within Public Works responsible for these services is the Bureau of Street Environmental Services within the Operations Division. The scope of this performance audit primarily covers activity from FY 2018-19 through FY 2024-25. The time period of this audit includes both the COVID-19 pandemic, which affected Public Works' operations, and the implementation and subsequent repeal of Proposition B, in which voters approved creating a separate Department of Sanitation and Streets in November 2020 and then subsequently voted to repeal it in November 2022.

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## Section 1: Budget Practices

Public Works does not track or report on street cleaning spending in a meaningful way for the public to understand how the allocation and expenditure of funds translates to programmatic operations despite increased investment and consistent underspending on these services. The City has increased its investment in street cleaning from FY 2018-19 to FY 2023-24 by 63 percent, from \$73.7 million to \$120.1 million, but has underspent on average by 11 percent each year. In FY 2023-24, \$15.2 million was unspent, of which over \$11 million was reappropriated to purposes other than street cleaning. Further, street cleaning is funded mostly with General Fund monies, which have been invested at a rate higher than peer jurisdictions, and the services consistently rank as a top priority for residents and elected officials. Current practices for budget reporting and monitoring might be useful for internal purposes, but they do not enable the Department to respond nimbly to requests for information, which is essential to ensuring transparency and accountability.

### Recommendations

The Director of Public Works should:

- 1.1 Direct the Public Works Finance Division to provide monthly budget to actual spending reports (including year-end projections) by Fund, Category, and Account to identify opportunities to increase operational efficiency and effectiveness. Such

reports should be easily accessible by the Director of Public Works no later than March 31, 2026.

- 1.2 Direct the Planning and Performance team to incorporate the spending data (as prepared in accordance with Recommendation 1.1) in PublicWorksStat meetings.

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## **Section 2: Strategic Planning and Performance Monitoring**

The strategic planning process at Public Works has had limited monitoring or public reporting of progress towards goals. For street cleaning in particular, the goals and milestones set forth in these plans have grown increasingly vague since 2015, lacking meaningful targets or milestones that could improve performance and service delivery. In addition to the strategic plans, the Department's Planning and Performance Team manages PublicWorksStat, which documents performance across specific metrics through dashboards that are intended to be used to improve operations. These metrics were expanded in April 2025 to capture proactive street cleaning activities, but there is no clear plan for how they will be used.

### **Recommendations**

The Director of Public Works should:

- 2.1 Expand the actions in the 2025-2028 Strategic Plan related to improving street cleaning services and evaluate the usefulness of the recently adopted "internally generated service orders" metric as a measurement tool. This should include ensuring that staff track performance towards these goals monthly and report on progress on such goals at least semi-annually to the Director.
- 2.2 No later than March 31, 2026, report on the progress of implementing the 2025-2028 Strategic Plan, including specific and actionable goals related to street cleaning, with associated performance targets and timelines, to the Sanitation and Streets Commission. These reports should be provided regularly thereafter to the SAS Commission at least semi-annually.
- 2.3 Direct the Planning and Performance Team to continue refining the operational street cleaning measures currently tracked on the PublicWorksStat dashboards, including further progress in measuring the proactive work of Street Environmental Services, as identified in the 2025-2028 Strategic Plan, and to include the Cleanliness Standards adopted by the Sanitation and Streets Commission in October 2024, including respective performance targets for relevant measures.

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## Section 3: Operational Efficiency and Effectiveness

Public Works could improve its measures of the efficiency and effectiveness of its many street cleaning operations. The Department primarily tracks the outputs of its cleaning services and could improve its measurements by also assessing cleaning service outcomes. The Department should build upon the findings of the Controller's Office FY 2023-24 Street and Sidewalk Maintenance Standards Report, which included a before and after program evaluation of a Public Works cleaning service, to conduct similar evaluations. We also found that some of the Department's operational plans for its cleaning services have not been updated since between 2019 and 2022. Further, our audit fieldwork identified inefficiencies in the day-to-day operations of street cleaning crews related to 311 service request prioritization and duplicative paperwork.

### Recommendations

The Director of 311 should:

- 3.1 Update the 311 app to require at least one photograph be uploaded alongside a request for any street cleaning-related service, including graffiti, litter pickup, illegal dumping, steam cleaning, and any other service area that SES responds to no later than March 31, 2026.

The Public Works Director of Operations should:

- 3.2 Update the Street Environmental Services operational plans at least annually and ensure that every cleaning service and/or program has an operational plan.
- 3.3 Measure the efficiencies provided by the use of tablets by street cleaning crew members and determine if any further efficiencies could be gained by the digitization or consolidation of paper-based systems.
- 3.4 Work with the Public Works Planning and Performance Manager and the Controller's City Performance Unit to conduct more evaluations of the outcomes of Street Environmental Services programs. These evaluations could include:
  - a. The steps that could be taken to improve the efficiency of the execution of both the Department's proactive cleaning services and service order-based cleaning services.
  - b. The outcomes of cleaning services, including how well streets and sidewalks are cleaned, incorporating measures of cleanliness established by the Controller's Office into Public Works' Standards of Cleanliness, and routine reporting on how well those standards of cleanliness are maintained.

- c. Regular reporting to the Sanitation and Streets Commission about how the information learned from the evaluations of outcomes is being incorporated into Street Environmental Services operations.
- 3.5 In accordance with Recommendation 2.1 from Section 2 of this report, include in the final version of the 2025-2028 Strategic Plan a specific goal, objective, and/or method to improve operational efficiency, including implementing a goal to reduce the cost per service order and cost per ton of debris. The methods could include:
  - a. Training all crew members on the most efficient methods for completing their work, including prioritizing their work geographically.
  - b. Reviewing all workflows and processes and eliminating redundant or unnecessary ones, including outdated paper-based processes.

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## Section 4: Street Sweeping Management

Mechanical street sweeping in San Francisco is not evaluated on a regular basis to determine optimized route scheduling, frequency, and labor needs. Further, current street cleanliness monitoring is insufficient to effectively identify problems with current sweeping operations. Without a focused sweeping operational plan and improved performance metrics, routine monitoring of performance metrics as established by Public Works and the City Services Auditor are insufficient to identify problems with current operations.

### Recommendations

The Deputy Director for Operations should:

- 4.1 Direct the Public Works Performance Team to conduct routine monitoring of street sweeping-specific performance indicators based on industry best practices including debris collected per route, debris collected per curb mile swept, and route completion rates.
- 4.2 Coordinate with the Sanitation and Streets (SAS) Commission to adopt the performance indicators identified in Recommendation 4.1 within the next publication of SAS street cleanliness standards, which require all City streets to be cleared of debris within 10 feet of the curb, as established by the most recent report in September 2024.
- 4.3 Use the performance metrics included in Recommendation 4.1 to optimize street sweeping routes by implementing a sweeping operational plan that is updated every 10 years.

The Board of Supervisors should:

- 4.4 Consider amending Charter Section 4.140 or the Public Works Code to require that the Department of Public Works perform a comprehensive citywide evaluation of street cleaning routes every 10 years and indicate the year by which the first evaluation must be completed.

The Controller's Office Director of Audits should:

- 4.5 Consider optimizing the timing of City Services Auditor street cleanliness inspections based on scheduled street sweeping services.

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## **Section 5: Equipment and Infrastructure Challenges**

San Francisco's street sweeping program is hindered by challenges related to bike lane maintenance and widespread noncompliance with parking restrictions. Bike lane sweeping is unreliable due to costly, frequently broken equipment and inconsistent deployment, leaving hazardous debris in high traffic cycling areas. Similarly, illegally parked vehicles block mechanical sweepers from reaching curbs, resulting in hundreds of miles of unswept streets each year. These issues stem from poor equipment reliability, staffing shortages, and inadequate enforcement mechanisms. The effects are increased danger for cyclists, diminished street cleanliness, and increased pollutants flowing into the bay and ocean.

### **Recommendations**

The Director of Public Works should:

- 5.1 Work with the San Francisco Municipal Transportation Agency to establish a new Memorandum of Understanding that agrees to service levels adequate for standards set by NACTO and the SAS Commission, is adaptive to the City's growing protected bike lane infrastructure, and sets forth clear, realistic cost-sharing and procurement responsibilities between the two Departments. The MOU should (a) define cleaning frequencies and service standards for protected bicycle lanes; (b) establish an agreed-upon process for planning maintenance capacity before new bike infrastructure is installed; (c) specify equipment and staffing levels as a ratio relative to the total mileage of new and existing protected bike lanes, ensuring operational capacity grows in step with infrastructure expansions; and (d) include a cost-sharing agreement reflective of each department's role in purchasing compact sweepers.

The Public Works Deputy Director of Operations should:

- 5.2 Evaluate and identify alternative replacements for the Department's three compact Johnston mechanical street sweepers based on relative maintenance costs per mile.
- 5.3 Hire or promote additional laborers who can operate the Department's sweeping fleet to ensure a minimum baseline of scheduled bike lane maintenance as established in the MOU referenced in Recommendation 5.1.
- 5.4 Consider establishing debris clearing from around and under parked cars as an expectation for broom support on controlled sweeping routes, especially when conditions warrant stricter debris clearance, such as after the autumn leaf drop or prior to heavy rainfall.

The Board of Supervisors should:

- 5.5 Consider passing a resolution urging the SFMTA Board of Directors to adopt a progressive fee schedule for street sweeping violations to disincentivize repeat violations.

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## **Section 6: Illegal Dumping**

The City's efforts to combat illegal dumping are hindered by ineffective tracking, inconsistent enforcement, and a lack of written internal procedures. Public Works relies on 311 data to quantify the scale of illegal dumping, yet the system does not explicitly track these incidents, making it difficult to accurately assess their location and frequency. Proactive cleanup efforts by litter patrol teams lack a formal methodology, leading to an inconsistent deployment of resources. Enforcement remains weak, with citations declining since 2020 and an estimated \$3 million in unpaid fines left uncollected due to the absence of a formal collection process. Additionally, the Department has pursued two surveillance pilot programs to support enforcement efforts. These programs – one of which was announced in 2019 – have not been launched and there are no staff designated to review footage once implemented.

### **Recommendations**

The Public Works Deputy Director of Operations should:

- 6.1 Incorporate an illegal dumping identifier into the tablet form submitted by Department staff when responding to a 311 service request no later than June 30, 2026.

- 6.2 Ensure SES staff are trained to recognize illegal dumping criteria based on the City's most recent Illegal Dumping Ordinance from 2020.
- 6.3 Establish written procedures for proactively identifying illegal dumping hotspots for litter patrol deployment, in line with City Service Auditor standards, no later than March 31, 2026.
- 6.4 Complete the establishment of formal collection procedures for illegal dumping fines, in cooperation with the City Attorney's Office, no later than March 31, 2026.
- 6.5 Allocate sufficient staffing resources to implement illegal dumping enforcement activities, including OnE team enforcement and the surveillance pilot program once surveillance cameras have been installed.

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## Section 7: Pit Stop Program

The City's Pit Stop Program, which started as a pilot in 2014, has dramatically reduced in size since the public health mandates related to the COVID-19 pandemic began to ease in 2021. However, no City department has determined the appropriate number of Pit Stop facilities that should be maintained and the City has not established clear criteria for determining this number since the pandemic-era emergency ordinances expired. The purpose of the Pit Stop Program has been to provide clean and safe public restrooms and handwashing facilities, needle disposal, and free dog waste bags in an effort to bring public bathroom access to visitors and residents of San Francisco, including the unsheltered population and alleviate the burden of street and sidewalk cleaning on Public Works.

### Recommendations

The Director of Public Works should:

- 7.1 Collaborate with the Department of Public Health and the Department of Homelessness and Supportive Housing to expand the criteria for establishing the need for public restrooms in the City (including a process for identifying locations and hours of operation) beyond the current metrics of service order requests and usage data, and report on the results of that assessment to the Board of Supervisors by March 31, 2026.

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## Section 8: Cleanliness Observational Survey

We conducted a non-statistically significant observational survey of the cleanliness of the City's streets as part of our audit fieldwork. We selected a sample of two commercial blocks in each of

the 11 supervisorial districts, and two residential blocks adjacent to the commercial blocks, and observed conditions found on the streets and sidewalks on four Wednesdays throughout the year. We observed conditions on sidewalks, in streets and gutters, on the sides of buildings, and on fixtures including streetlights, poles, parklets, and other street furniture. As discussed in the Introduction to this report, many of these elements are not the cleaning responsibility of Public Works. However, the goal of this observational survey is to provide a small snapshot of overall cleanliness in the City, not only cleanliness in the Public Works right-of-way, so we include observations and photos of elements that are not the legal responsibility of Public Works to maintain.

Our overall impressions are that the City's streets are relatively clean in most residential areas and in many of the commercial corridors we observed. Most cleanliness problems we observed were on major commercial blocks, while residential streets tended to be without more than one to two pieces of litter, debris build up in gutters, any graffiti, or spills on sidewalks. We also observed that the presence of food service establishments tended to increase the presence of litter on sidewalks and in gutters, and that blocks with trees were more likely to have significant piles of leaves accumulating than blocks with no trees which, logically, had no leaf accumulation. Throughout the entire observation we only noticed one needle, but we did observe several instances of feces on the sidewalk or in tree wells. Drains located on the corners were almost universally clear of debris.

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## **Section 9: Peer Survey**

To understand how other cities plan, manage, and evaluate street and sidewalk cleaning, we administered an online survey to peer jurisdictions across the country. We received responses from a total of nine cities, five of which are located in California.

We found that San Francisco provides more street and sidewalk cleaning services to the public than any of the other responding cities. We also found that San Francisco is budgeting significantly more money, both per capita and per square mile, than a subset of the surveyed peer jurisdictions on street and sidewalk cleaning services. Notably, in FY 2024-25 San Francisco budgeted nearly \$47.8 million, or \$59.08 per capita/\$1 million per square mile, on street and sidewalk cleaning while Los Angeles (the next closest peer in spending) budgeted \$74.7 million, or \$19.54 per capita/\$159,205 per square mile. San Francisco provides a similar number of services in-house (versus by contractors or property owners) as other cities except for sidewalk steam cleaning, which in most other cities is done by property owners and not by the city. We also found that most other cities report on street and sidewalk cleaning performance more often than San Francisco does, with nearly half of respondents reporting weekly whereas San Francisco reports every other month.



## Introduction

The Board of Supervisors directed the Budget and Legislative Analyst to conduct a performance audit of San Francisco Public Works' management of street cleaning through a motion (M23-140) passed on November 28, 2023.

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## Scope

The scope of this performance audit covers San Francisco Public Works' provision and management of street cleaning services, including but not limited to: (i) the deployment of resources; (ii) measurement and management of performance; and (iii) provision of services across different neighborhoods. The primary organizational unit within Public Works responsible for these services is the Bureau of Street Environmental Services under the Operations Division. The scope of this performance audit primarily covers activity from FY 2018-19 through FY 2024-25. The time period of this audit includes both the COVID-19 pandemic, which affected Public Works' operations, and the implementation and subsequent repeal of Proposition B, in which voters approved creating a separate Department of Sanitation and Streets in November 2020 and then subsequently voted to repeal it in November 2022.

## Methodology

We conducted this performance audit in accordance with Generally Accepted Government Auditing Standards (GAGAS), 2018 Revision, issued by the Comptroller General of the United States, U.S. Government Accountability Office. In accordance with these requirements and standard performance audit practices, we performed the following performance audit procedures:

- Held an entrance conference with representatives from San Francisco Public Works on February 9, 2024.
- Conducted interviews with staff at San Francisco Public Works involved in the provision of street cleaning at all levels, the monitoring of performance, and the management of the Department.
- Conducted interviews with additional stakeholders, including staff from the Controller's Office, Community Benefit Districts, and the Board of Supervisors.
- Reviewed the Department's policies and procedures, internal organizational structure, budgeted and actual expenditures, budgeted personnel, annual reports, and strategic plans, as they relate to street cleaning services.

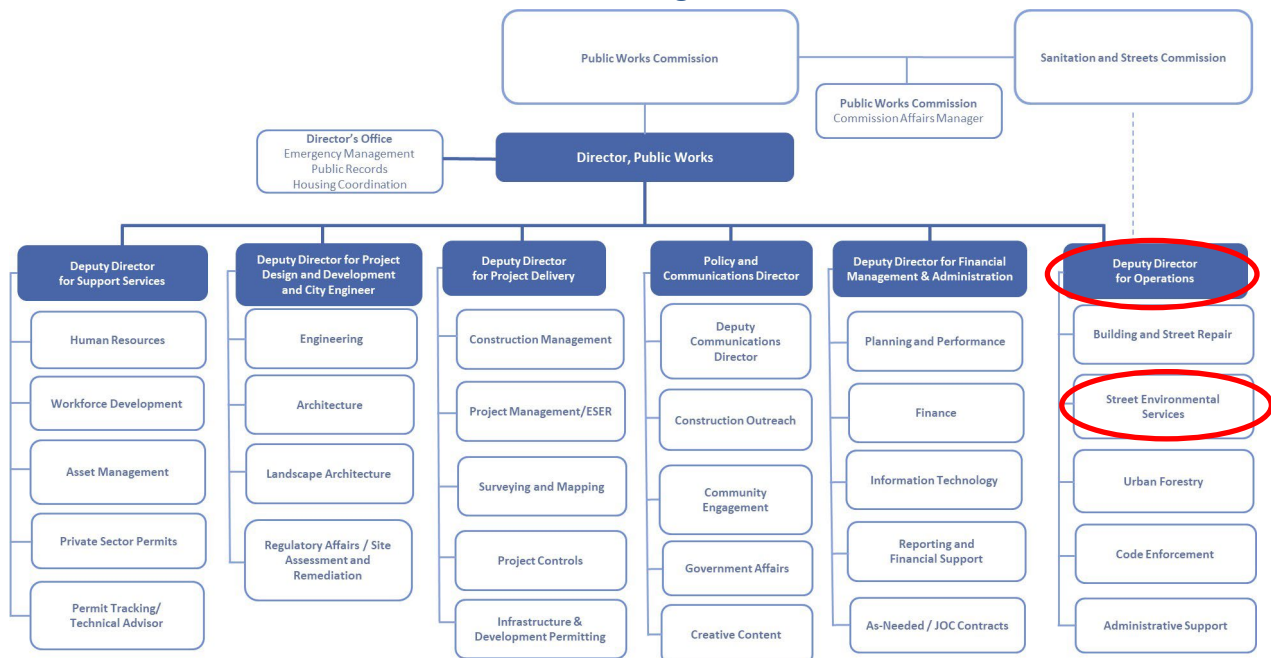
- Conducted a review of street cleaning best practices and reviewed audits and reports on street cleaning from other jurisdictions.
- Evaluated and analyzed service request data from 311.
- Conducted ride-alongs with San Francisco Public Works crews responsible for street cleaning activities, including litter patrol, mechanical sweeping, public graffiti abatement, private graffiti abatement, and night crew; and observed routine operations at the Public Works Operations Yard.
- Conducted a survey of street cleaning operations in peer jurisdictions.
- Observed and analyzed a sample of 44 City blocks for sidewalk cleanliness, gutter cleanliness, graffiti presence, and other markers of cleanliness, including documenting our observations with photographs and writing up our observational conclusions for inclusion in this report.
- Submitted a draft report with findings and recommendations to San Francisco Public Works on April 25, 2025 and conducted an exit conference with representatives from the Department on May 16, 2025 and May 28, 2025.
- Submitted the final draft report, incorporating comments and information provided at and following the exit conference, to San Francisco Public Works on August 27, 2025.

## Public Works and Cleanliness in the Public Right-of-Way

Multiple entities are responsible for maintaining cleanliness in the public right-of-way in San Francisco, but San Francisco Public Works (Public Works or the Department) is responsible for maintaining the cleanliness of the majority of City streets and some other public spaces in accordance with agreements with other City departments. The cleanliness and maintenance of sidewalks is the responsibility of adjacent property owners, per San Francisco Public Works Code 174, although Public Works provides many sidewalk cleaning services as a courtesy to property owners and has done so as a practice for many years.

As shown in Exhibit I.1 below, Public Works is organized into six divisions: (a) Project Design and Development; (b) Project Delivery; (c) Policy and Communications; (d) Financial Management and Administration; (e) Support Services; and (f) Operations. The Operations Division contains five bureaus: (1) Building and Street Repair; (2) Urban Forestry; (3) Code Enforcement; (4) Admin Support; and (5) Street Environmental Services. This organization structure is reflective of a reorganization that took effect in December 2024.

Exhibit I.1: San Francisco Public Works Organizational Chart, December 2024



Source: Public Works

The Bureau of Street Environmental Services (SES), located within the Operations Division, manages all street and sidewalk cleaning services. The Operations Division and the Bureau of Street Environmental Services are shown above in Exhibit I.1 in the red circles.

The following sections outline the different cleaning categories and services in SES.

## Mechanical Street Sweeping

SES keeps the City's gutters free of litter and leaves through its mechanical street sweeping program. Depending on location, curbsides are swept biweekly, weekly, several times per week, or overnight using large mechanical sweeping trucks, pictured in Exhibit I.2 below, that vacuum debris from the road and gutter into the truck. The majority of these routes are controlled, meaning that the route is designated by specific parking restrictions enforced by the San Francisco Municipal Transportation Agency (SFMTA) that aim to keep cars from parking along the curb at specific times and allows the sweepers to pass through, but some are uncontrolled and sweepers can pass through at any point during the no parking period (i.e., between midnight and 6:00 a.m.). The routes have primarily been in place since 2008 with minimal deviation from the set routes. In addition to mechanical sweepers, SES also deploys staff called "broom support" to these routes. Broom support drives in pickup trucks ahead of controlled routes and pick up large

debris and other items from the gutters that the mechanical sweepers are unable to collect. The mechanical sweepers and broom support vehicles dump the collected waste at the transfer station, operated by Recology and located on Tunnel Avenue at the border of San Francisco and the City of Brisbane. A map of street sweeping locations and frequencies is included in Section 4 of this report. The Department also has a fleet of smaller mechanical sweepers designed to clear debris from protected bike lanes.

**Exhibit I.2: Photo of Typical SF Mechanical Street Sweeper**



Source: BLA observation

## Litter Patrol, Sidewalks, Large Debris, and Illegal Dumping

SES manages several programs to address litter, encompassing both small instances of litter and more pervasive instances of illegal dumping and large objects. Public Works provides courtesy sidewalk cleaning by responding to 311 requests regarding litter and feces, and by proactively

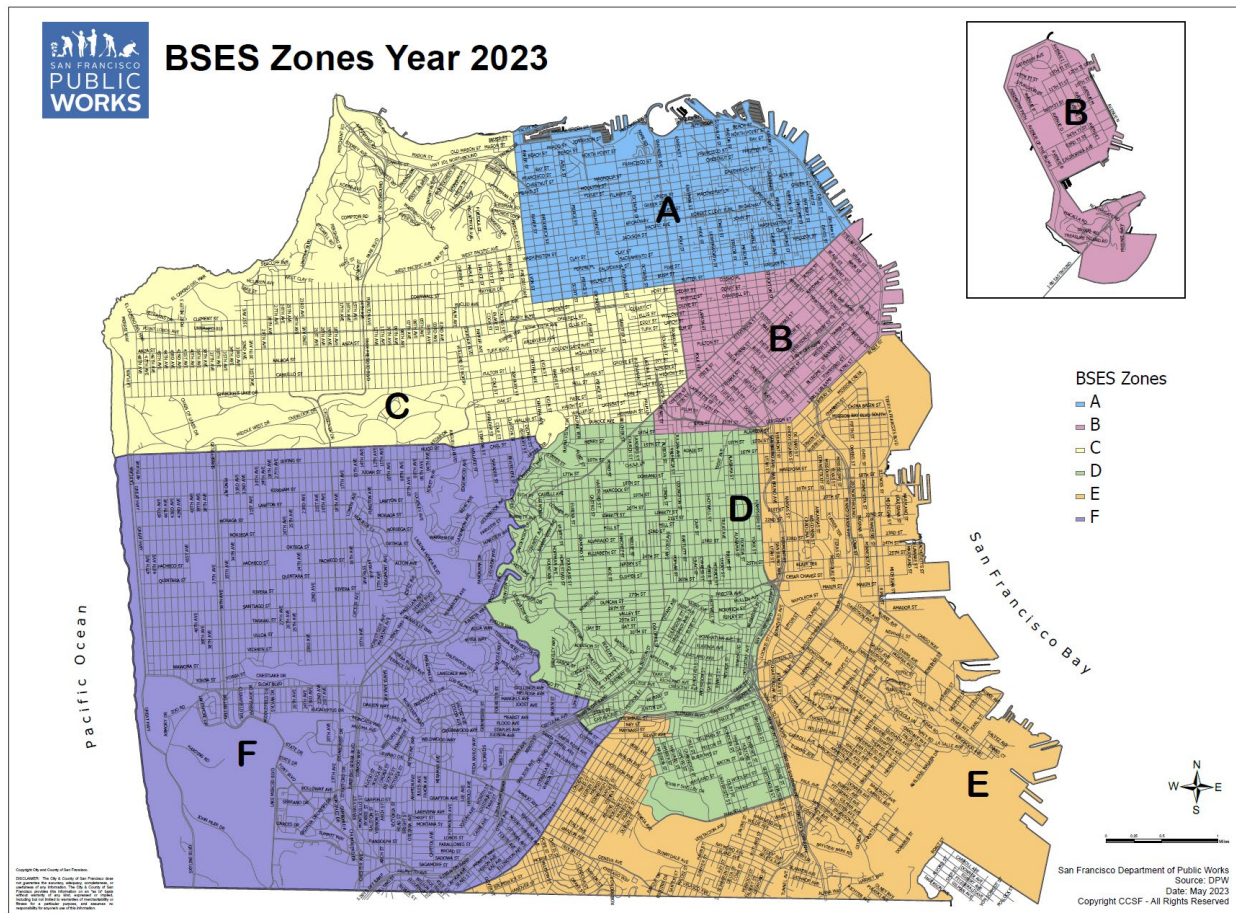
cleaning, although the responsibility for maintaining sidewalk cleanliness under City law (Public Works Code 174) is with property owners.

### *Litter Patrol*

To manage day-to-day litter, courtesy sidewalk cleaning, and larger pieces of debris, SES divides the City into six geographic zones and assigns staff, called Litter Patrol, to each zone. Litter Patrol staff respond to 311 requests and address other problems in their zones as they see them. They begin their shifts addressing known hotspot areas where litter and larger debris are known to be dumped and then shift to responding to their queue of 311 requests once the hotspots have all been cleaned. In addition to picking up litter, zone crews include steamers, which are staff who are trained and equipped with sidewalk pressure steamers. Steamers address spills or messes on sidewalks, including hazardous materials such as feces. At the end of each shift, and as needed throughout a shift due to equipment capacity, crews dump the waste, collected in the back of their pickup trucks, at the Recology facility on Tunnel Avenue. Exhibit I.3 below shows the boundaries of each zone since 2023, when they were most recently updated.



Exhibit I.3: Map of SES Litter Patrol Zones



Source: Public Works

The six zones shown in Exhibit I.3 encompass the following neighborhoods, generally:

- Zone A: Marina, North Beach, Chinatown, Financial District, Pacific Heights
- Zone B: Downtown, Soma, Tenderloin, Union Square, Treasure Island
- Zone C: Hayes Valley, Alamo Square, Inner Richmond, Outer Richmond, Haight
- Zone D: Castro, Twin Peaks, Mission, Noe Valley, Glen Park, Bernal Heights, Portola
- Zone E: Bayview, Hunter's Point, Dogpatch, Potrero Hill, Visitacion Valley
- Zone F: Inner Sunset, Outer Sunset, West Portal, Ingleside, Oceanview

Public Works responds to 311 requests pertaining to sidewalk cleanliness and conducts proactive sidewalk cleaning work even though maintaining sidewalks is legally the responsibility of property owners. According to both California state law and the San Francisco Public Works Code, property owners are responsible for maintaining the sidewalks adjacent to their property line. The

California Street and Highway Code requires that property owners must “maintain [sidewalks] in a condition which will not interfere with the public convenience,” and the San Francisco Public Works Code requires that property owners ensure that no “nuisance detrimental to health” (PWC 174) or accumulation of filth, litter, garbage, or many other types of debris, occurs on sidewalks. The City has, for many years, made at least an implied policy choice to provide a higher level of service than required by law.

### *Illegal Dumping*

SES also addresses the issue of illegal dumping in San Francisco, both smaller-scale residential illegal dumping and larger-scale commercial and industrial illegal dumping. San Francisco’s Public Works Code defines illegal dumping as debris and waste, construction and demolition debris, electronic waste, hazardous waste, refuse, powered scooters or bicycles, or more than five pounds of any other waste or debris on any public property without express written permission of the City. Zone crews address illegal dumping when it occurs in their zone, either through 311 requests or by witnessing it in the field. Illegal dumping enforcement activity is conducted by the Outreach and Enforcement (OnE) team within the Department. The OnE team is comprised of outreach coordinators and public information officers who respond to community requests as well as proactively patrol dumping hotspots to coordinate with residents and businesses, ensure they are subscribed to sufficient trash services, inspect abandoned waste for evidence to identify the illegal dumping offenders, and issue administrative actions when warranted.

Additionally, Recology – the City’s refuse service contractor – provides many illegal dumping mitigation services. Recology is responsible for addressing overflowing trashcans and collecting anything that requires special equipment, such as mattresses or other very bulky items. Recology is part of the 311 service request system and bulky item requests will get routed to them. Further, Recology works with the Department on a proactive effort to address illegal dumping issues in District 10. Crews comprised of both Recology and Public Works proactively go to known illegal dumping hotspots in the Bayview neighborhood to remove debris five days per week.

### **Graffiti Abatement**

SES manages two separate streams of graffiti abatement work depending on where the graffiti is located. If the graffiti is on property in the Public Works right-of-way, which includes streets and some City property, then SES crews will abate it directly using the correct City-approved paint colors. Crews primarily abate graffiti based on 311 requests but will also abate graffiti in the Public Works right-of-way as they see it throughout the City or based on special requests. Crews occasionally abate graffiti that is not in the Public Works right-of-way, such as on Port of San

Francisco or Recreation and Parks Department property, if the graffiti is overtly offensive, vulgar, contains hate speech, or otherwise warrants immediate abatement.

If the graffiti is on private property, then it is the responsibility of the property owner to remove it. Code enforcement staff will provide courtesy outreach to property owners, letting them know that they are required to abate the graffiti on their property. If necessary, code enforcement staff can issue a citation if the property owner has not properly abated the graffiti within the required timeframe. From March 2021 to April 2022, the Board of Supervisors directed Public Works, via ordinance, to stop enforcing the City's graffiti abatement codes on private property due to the COVID-19 pandemic.

Additionally, SES manages the Graffiti Opt-In Program, which was started in FY 2022-23 as a two-year pilot program and has since been operationalized. The Opt-In Program allows property owners along certain designated commercial corridors, as determined by the San Francisco Planning Code, to opt-in to having Public Works crews abate graffiti on their property for them, free of charge. If Public Works crews must paint over the graffiti, they use paint color-matching technology to cover the graffiti in as close a color as possible to the original property paint color.

## Special Services and Teams

There are many special services and crews that clean City streets in addition to the ones listed above. These include the broad categories of Homelessness Response, Swing Shift and Night Crew, as well as Special Programs and Operations, as described in more detail below.

### *Homelessness Response*

There are several crews and operations in SES dedicated to responding to the impact of homelessness on street cleanliness. Hotspot Crews attend planned encampment resolutions with staff from other City departments, comprising part of the cross-departmental Encampment Resolution Team, which participates in Healthy Streets Operations Center (HSOC) activities, and the Joint Force Operations (JFO) in the Tenderloin. Hotspot Crew members are responsible for bagging and tagging belongings, disposing of unwanted and abandoned belongings, and cleaning the street and sidewalk once the encampment residents have vacated the encampment as required by Encampment Resolution Team leadership (mainly the Department of Emergency Management and the San Francisco Police Department). SES staff store bagged and tagged belongings at the Public Works Operations Yard for up to 90 days, maintain records of all bagged and tagged items, and manage the return of bagged and tagged items to property owners who come to the Operations Yard to retrieve their personal property (more information on the Bag and Tag program can be found below).



As of March 2025, the Hotspot Crews primarily conduct their work through the Neighborhood Street Teams, announced by Mayor Lurie in March 2025 and which now encompass HSOC, as well as the Tenderloin JFO. According to Department staff, the Neighborhood Street Teams are geographically based and comprised of representatives of several City departments, including Public Works Hotspot Crew members. They conduct focused street outreach to target individuals with high acuity needs and/or experience chronic homelessness. Additionally, Alley Crews target the City's alleyways, conducting focused cleaning in certain highly impacted alleys with the presence of encampments, including steam cleaning, litter pickup, and large debris disposal.

Additionally, Public Works manages the Pit Stop Program, which provides staffed public toilets in locations throughout the City. The City launched the Pit Stop Program as a pilot program in 2014, providing three public toilets in areas of the City where community groups advocated for clean sidewalks to be free of human waste. By 2019, the program had expanded to 24 toilets, and in 2020, expanded further to 55 toilets. In the aftermath of the City's recovery from the COVID-19 pandemic, the number of Pit Stop toilets declined to 31 in May 2024. The toilets are a mix of privately-operated semi-permanent public toilet facilities and portable toilets owned by Public Works. Pit Stop toilet users are not limited to people experiencing homelessness, but include many other residents and visitors to San Francisco such as tourists and people with fieldwork-based jobs.

#### *Swing Shift and Night Crew*

SES is a 24/7 operation and has cleaning crews that operate outside of the regular day shift. Swing Shift crews conduct cleaning activities (litter patrol, steam cleaning, and other cleaning as needed, including responding to 311 requests that the day crews were unable to address) from approximately 1:00pm to 10:00pm at night. The Night Crew cleans from 10:00pm to 6:00am the next morning. Night Crew staff do not respond to any 311 requests and, unless an emergency or other unexpected event occurs, conduct the same cleaning operations on the same schedule each night. Night crews begin cleaning in United Nations Plaza and travel east down Market Street, cleaning Market Street by steaming some sidewalks and plazas (some are steamed by Business Improvement Districts, Community Benefit Districts, or property owners), picking up litter, addressing illegal dumping if relevant, and mechanically sweeping the gutters. If staff availability and time allow, the Night Crew also cleans Mission Street in the same manner.

#### *Special Programs and Operations*

SES manages several additional targeted cleaning programs. CleanCorridorsSF is a program that proactively deep cleans a predetermined commercial corridor every Thursday. For each CleanCorridorsSF event, existing SES crews focus their attention on the pre-selected corridor,

picking up litter, steam cleaning the sidewalks, flushing the roadway of debris, abating graffiti on public property, conducting outreach to private property owners about their responsibilities regarding graffiti on their properties, trimming weeds in catch basins and tree wells, and providing other cleaning as needed. The corridors are selected with input from SES supervisors, Public Works leadership, and members of the Board of Supervisors, and rotate weekly through different neighborhoods in the City.

The Corridors Program is a workforce development program that dispatches over 100 temporary entry-level workers to major corridors citywide each day to pick up litter. The temporary workers do not respond to 311 requests but instead proactively walk up and down their corridors, maintaining cleanliness throughout by picking up litter and reporting larger issues, such as illegal dumping and graffiti, to 311.

Lastly, Special Operations crews handle cleaning and maintenance of all special events in San Francisco, including parades, festivals, sporting events, and other large gatherings. According to the Department, SES services 65-70 special events annually as well as an additional 100-115 Chase Center events annually. The Department also manages and supports volunteer-based special events, including Neighborhood Beautification Day and Love Our City cleanups.

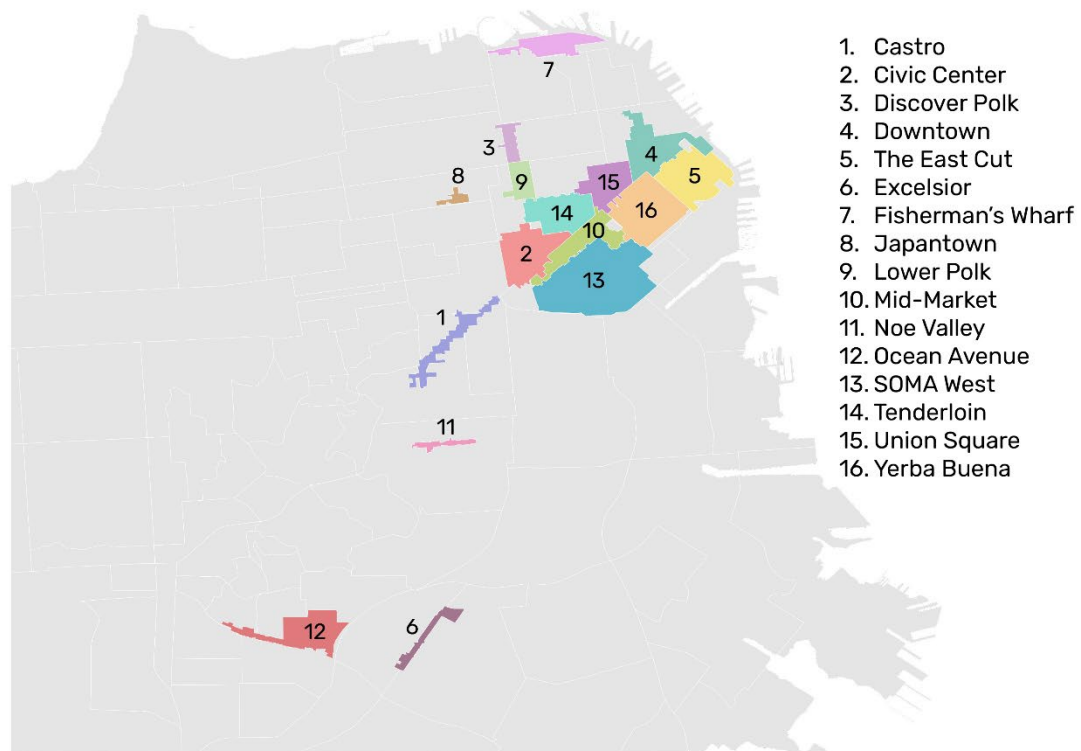
## Other Jurisdictions & Entities with Cleaning Responsibilities

Public Works is not the only entity responsible for maintaining cleanliness in San Francisco. The **Port of San Francisco** is responsible for maintaining cleanliness in the Port's waterfront right-of-way, and the **Recreation and Park Department** is responsible for maintaining cleanliness in all the City's parks, including mechanically sweeping roadways within park property. The maintenance of cleanliness in these jurisdictions includes litter pickup, sidewalk steaming, mechanical street sweeping (if relevant), maintenance and management of trash cans located within Port or Rec and Park property, and landscaping/tree maintenance (if relevant).

Other entities with public facilities in the City are responsible for maintaining the cleanliness of any facilities within their jurisdiction, such as utility boxes owned by utility companies like **PG&E** and transit shelters owned by the **San Francisco Municipal Transportation Agency (SFMTA)**. Public Works has MOUs and agreements with some of these entities, including the SFMTA and the **San Francisco Public Utilities Commission**, to abate graffiti on their properties on their behalf. However, keeping bus shelters clean and tidy, for example, is the responsibility of the SFMTA. Further, Public Works is not responsible for cleaning state or federal land, including Land's End, Aquatic Park, and the Presidio.

Additionally, property owners in some neighborhoods vote to form special assessment districts, primarily called **Community Benefit Districts (CBDs)** in San Francisco. As shown in Exhibit I.4 below, as of 2025 there are 16 CBDs in San Francisco, which are mostly concentrated in the downtown area. There are also two sector-specific districts that are funded by assessments on hotel room revenues.

**Exhibit I.4: Map and List of Community Benefit Districts in San Francisco (2025)**



Source: SF.gov (<https://www.sf.gov/community-benefit-districts>)

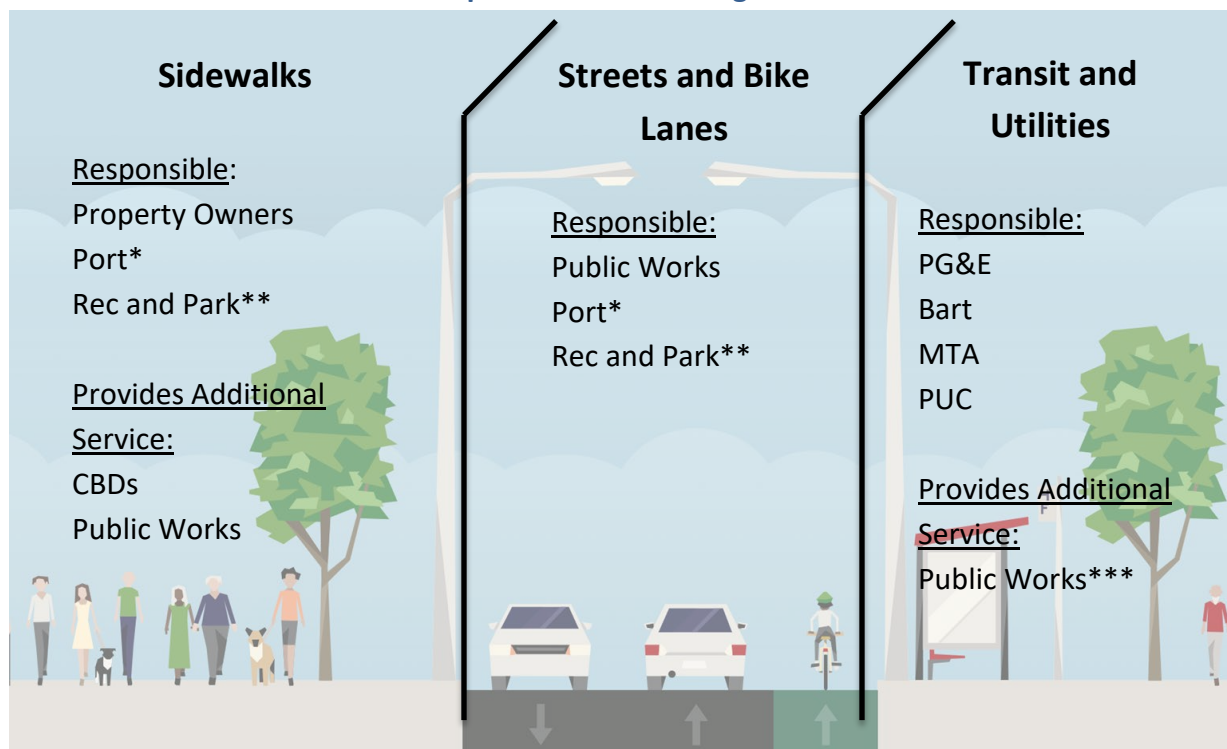
Each CBD provides additional targeted cleaning services in their neighborhoods and commercial corridors that property owners pay for through an additional tax assessment. Public Works and the CBDs coordinate on the cleaning services they provide through standing meetings as well as daily communication: SES staff know which areas of the City are part of CBDs and therefore receive CBD services, and CBDs have contact information for their respective zone crew members and can call them when an issue arises that is outside of their jurisdiction (primarily large/bulky

item pickup, which only Public Works can resolve). However, duplication of efforts can occur, especially if a problem is reported to 311 within a CBD's jurisdiction.

Further, per Public Works Code Section 174 and Section 706, **property owners** are responsible for cleaning and maintaining the sidewalks adjacent to their property, so Public Works is responsible for maintaining sidewalks outside of City-owned buildings, but otherwise private property owners are responsible for maintaining their sidewalks, including parklets. As mentioned above, Public Works provides certain sidewalk cleaning services, including responding to 311 requests, as a courtesy.

Exhibit I.5 below shows an example of the many different jurisdictions responsible for cleaning the City's streets and sidewalks. Depending on where in the City, any combination of City departments, other public jurisdictions like PG&E or BART, CBDs, or private property owners could hold cleaning responsibilities.

**Exhibit I.5: Who is Responsible for Cleaning San Francisco's Streets?**



Source: BLA rendering using Streetmix.

\* If the sidewalk or street is owned or managed by the Port of San Francisco. Primarily encompasses the Embarcadero.

\*\* If the sidewalk or street is within a public park in San Francisco that is owned or managed by Recreation and Parks. Streets are primarily within Golden Gate Park.

\*\*\* Public Works will service other jurisdictions' property (i.e., remove graffiti from a PUC light pole or wash a BART Plaza) as a courtesy or through prior, agreed-upon arrangements like workorders and MOUs.

## Street Environmental Services Budget and FTEs

The total Street Environmental Services (SES) budget has grown (63 percent overall or an average of 12.6 percent per year) over the past six fiscal years, from \$73.7 million in FY 2018-19 to \$120.1 million in FY 2023-24. Exhibit I.6 below shows the total budget for Street Environmental Services from FY 2018-19 to FY 2023-24 by fund type.

**Exhibit I.6: Street Environmental Services Budget by Fund Type, FY 2018-19 to FY 2023-24**

| Fiscal Year           | General Fund        | Special Revenue Funds | Total               | % General Fund |
|-----------------------|---------------------|-----------------------|---------------------|----------------|
| 2018-19               | \$63,493,324        | \$10,245,584          | \$73,738,908        | 86%            |
| 2019-20               | 79,302,654          | 15,074,592            | 94,377,246          | 84%            |
| 2020-21               | 90,363,100          | 19,035,967            | 109,399,067         | 83%            |
| 2021-22               | 84,005,805          | 18,570,154            | 102,575,959         | 82%            |
| 2022-23               | 92,875,638          | 18,978,701            | 111,854,339         | 83%            |
| 2023-24               | 95,840,227          | 24,262,170            | 120,102,397         | 80%            |
| <b>Total Change</b>   | <b>\$32,346,903</b> | <b>\$14,016,586</b>   | <b>\$46,363,489</b> |                |
| <b>Percent Change</b> | <b>50.9%</b>        | <b>136.8%</b>         | <b>62.9%</b>        |                |

Source: Public Works

Note: The numbers reported here represent the Original Budget for each fiscal year and do not include any revisions, including transfers, carryforwards, and supplemental appropriations.

Exhibit I.6 above shows that over 80 percent of SES's budget comes from the General Fund, although the share attributable to the General Fund contribution has been slowly decreasing over time. SES's budget was 25 percent of Public Works' total annual budget of \$446.7 million in FY 2022-23, and 51 percent of the Department's total General Fund budget.

Staffing (salaries and benefits) makes up most of SES's costs. Exhibit I.7 below shows the number of full-time equivalent (FTE) authorized positions in SES from FY 2018-19 to FY 2023-24. Note that the actual number of staff in any given year will be less than the authorized FTE due to vacancies and budgeted attrition. According to Public Works staff, due to the COVID-19 pandemic, the number of regular hours worked dropped between FY 2018-19 and FY 2021-22, indicating workers were on leave or deployed to emergency Covid operations.

**Exhibit I.7: SES Authorized FTEs, FY 2018-19 to FY 2023-24**

|                | <b>FY 2018-19</b> | <b>FY 2019-20</b> | <b>FY 2020-21</b> | <b>FY 2021-22</b> | <b>FY 2022-23</b> | <b>FY 2023-24</b> |
|----------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|
| Number of FTEs | 336               | 346               | 350               | 345               | 382               | 415               |

Source: Public Works; Controller's budget documents

Note: Numbers are rounded to the nearest 1.00 FTE.

The number of authorized FTE positions in SES has increased by approximately 79 positions since FY 2018-19, from 336 to 415 FTEs. These positions include all full-time permanent civil service positions, full-time permanent and temporary exempt positions, and temporary or part-time positions. The increase in FTEs can be attributed primarily to an increase in General Laborers and Temporary workers, as shown in Exhibit I.8 below, which was funded by a supplemental appropriation passed by the Board of Supervisors in FY 2022-23. This supplemental appropriation provided Public Works with \$16.9 million in additional funds compared to the Department's original budget. The supplemental budget enabled the Department to increase the number of General Laborers and Temporary workers to clean streets and sidewalks, as shown below in Exhibit I.8:

Exhibit I.8: SES FTEs by Job Classification, FY 2018-19 to FY 2023-24

| Job Classification                      | FY 2018-19 | FY 2019-20 | FY 2020-21 | FY 2021-22 | FY 2022-23 <sup>a</sup> | FY 2023-24 |
|-----------------------------------------|------------|------------|------------|------------|-------------------------|------------|
| Manager I                               | 1          | 2          | 2          | 2          | 2                       | 2          |
| Manager IV                              | 4          | 3          | 3          | 3          | 3                       | 3          |
| Manager V                               | 0          | 1          | 1          | 1          | 1                       | 1          |
| Manager VII                             | 1          | 1          | 1          | 1          | 1                       | 1          |
| Public Relations Assistant              | 1          | 1          | 1          | 1          | 1                       | 1          |
| Public Information Officer              | 8          | 8          | 8          | 8          | 8                       | 8          |
| Public Relations Officer                | 1          | 1          | 1          | 1          | 1                       | 1          |
| Senior Clerk                            | 1          | 1          | 1          | 1          | 1                       | 1          |
| Principal Account Clerk                 | 1          | 1          | 1          | 1          | 1                       | 1          |
| Communications<br>Dispatcher I          | 9          | 10         | 10         | 10         | 10                      | 10         |
| Jr. Administrative Analyst              | 1          | 1          | 1          | 1          | 1                       | 1          |
| Administrative Analyst                  | 1          | 1          | 1          | 1          | 1                       | 1          |
| Sr. Administrative Analyst              | 1          | 1          | 1          | 1          | 1                       | 1          |
| Principal Administrative<br>Analyst     | 0          | 0          | 0          | 0          | 0                       | 1          |
| Jr. Management Assistant                | 1          | 0          | 0          | 0          | 0                       | 0          |
| Management Assistant                    | 2          | 2          | 2          | 2          | 2                       | 2          |
| Program Support Analyst                 | 7          | 7          | 7          | 7          | 7                       | 7          |
| Street Inspector                        | 0          | 0          | 0          | 0          | 1                       | 3          |
| General Laborer<br>Supervisor I         | 35         | 35         | 35         | 36         | 37                      | 39         |
| SES Operations Supervisor               | 14         | 14         | 14         | 15         | 15                      | 16         |
| Truck Driver                            | 44         | 47         | 50         | 50         | 51                      | 51         |
| Environmental Svcs.<br>Worker           | 19         | 19         | 7          | 7          | 7                       | 7          |
| General Laborer                         | 176        | 176        | 188        | 190        | 196                     | 213        |
| Public Service Aide to<br>Professionals | 0          | 0          | 1          | 1          | 1                       | 1          |
| Attrition Adjustments                   | (15)       | (16)       | (16)       | (23)       | (16)                    | (17)       |
| Temporary Misc.                         | 25         | 30         | 30         | 28         | 50                      | 61         |
| <b>Total</b>                            | <b>336</b> | <b>346</b> | <b>350</b> | <b>345</b> | <b>382</b>              | <b>415</b> |

Source: Public Works; Controller's budget documents

a: In FY 2022-23, SES FTEs were divided between Public Works and the then-newly formed Department of Streets and Sanitation through Proposition B, mentioned above. The Department of Streets and Sanitation was never



operationalized, and all FTEs were folded back into Public Works, so for simplicity we present them here under one Department.

## Street Environmental Services Performance

The primary measures of performance for SES crews are the number of 311 requests completed, including how many are completed within 48 hours, and the number of tons of waste collected and dumped at the Recology facility on Tunnel Avenue.

Exhibit I.9 below reports the number of 311 requests for street and sidewalk cleaning, excluding graffiti abatement, that SES crews received from FY 2017-18 through FY 2022-23.

**Exhibit I.9: SES 311 Requests for Street and Sidewalk Cleaning by Status,  
FY 2017-18 through FY 2022-23**

| Fiscal Year    | Work Completed | Work Completed via Integration <sup>a</sup> | Admin Closed | In Progress | Total          |
|----------------|----------------|---------------------------------------------|--------------|-------------|----------------|
| <b>2017-18</b> | 139,024        | 7,501                                       | 8            | 0           | 146,533        |
| <b>2018-19</b> | 127,426        | 9,625                                       | 15           | 0           | 137,066        |
| <b>2019-20</b> | 131,343        | 8,325                                       | 30           | 13          | 139,711        |
| <b>2020-21</b> | 137,697        | 9,959                                       | 10           | 4           | 147,670        |
| <b>2021-22</b> | 167,503        | 10,647                                      | 22           | 56          | 178,228        |
| <b>2022-23</b> | 147,583        | 4,863                                       | 47           | 16          | 152,509        |
| <b>Total</b>   | <b>850,576</b> | <b>50,920</b>                               | <b>132</b>   | <b>89</b>   | <b>901,717</b> |

Source: Public Works

a: Work Completed via Integration means that the 311 request was closed out in Public Works' internal system. This is an IT process that is automated by the system that connects 311 to Public Works' system.

Exhibit I.9 above shows that most requests are completed by SES crews and closed out in the field. A small amount of requests – less than 10 percent – are closed out in the 311 system, which means they were completed (not necessarily by Public Works) or no longer needed. 311 requests decreased from 146,533 in FY 2017-18 to 137,066 in FY 2018-19 and then steadily increased to 178,228 in FY 2021-22 until they dropped to 152,509 in FY 2022-23. The total number of requests across the six fiscal years is over 900,000.

Exhibit I.10 below shows the 311 requests received by SES by the type of request.

**Exhibit I.10: SES 311 Requests for Street and Sidewalk Cleaning by Type of Request,  
FY 2017-18 through FY 2022-23**

| Request Type           | FY 2017-18     | FY 2018-19     | FY 2019-20     | FY 2020-21     | FY 2021-22     | FY 2022-23     |
|------------------------|----------------|----------------|----------------|----------------|----------------|----------------|
| <b>Street Cleaning</b> | 88,343         | 93,617         | 102,990        | 102,137        | 123,820        | 116,089        |
| <b>Steamer - Feces</b> | 18,754         | 26,608         | 28,394         | 21,579         | 26,941         | 26,570         |
| <b>Steamer</b>         | 4,781          | 4,520          | 2,932          | 3,250          | 3,571          | 4,207          |
| <b>Packer Truck</b>    | 1,571          | 2,214          | 2,094          | 3,023          | 3,824          | 2,859          |
| <b>Encampment</b>      | 31,998         | 8,877          | 2,785          | 17,332         | 19,663         | 2,409          |
| <b>Steamer - Urine</b> | 1,111          | 1,343          | 620            | 453            | 500            | 424            |
| <b>Total</b>           | <b>146,558</b> | <b>137,179</b> | <b>139,815</b> | <b>147,774</b> | <b>178,319</b> | <b>152,558</b> |

Source: Public Works

As Exhibit I.10 shows, the most common request across all six fiscal years is for “street cleaning,” a broad category that could encompass a number of different services that SES provides. Requests for “encampments” and “Steamer – feces” are also common.

Exhibit I.11 below shows the number of 311 requests received by SES by cleaning zone. (See Exhibit I.3 above for a map of the SES cleaning zones.)

**Exhibit I.11: SES 311 Requests for Street and Sidewalk Cleaning by Zone,  
FY 2017-18 through FY 2022-23**

| SES Zone                 | FY 2017-18     | FY 2018-19     | FY 2019-20     | FY 2020-21     | FY 2021-22     | FY 2022-23     |
|--------------------------|----------------|----------------|----------------|----------------|----------------|----------------|
| <b>Zone A</b>            | 18,530         | 18,179         | 19,185         | 21,342         | 23,276         | 20,516         |
| <b>Zone B</b>            | 44,866         | 37,840         | 31,087         | 28,867         | 38,276         | 24,581         |
| <b>Zone C</b>            | 18,634         | 20,258         | 25,395         | 26,753         | 29,462         | 27,837         |
| <b>Zone D</b>            | 36,487         | 32,853         | 34,599         | 34,864         | 49,874         | 42,768         |
| <b>Zone E</b>            | 19,077         | 18,117         | 17,995         | 22,245         | 23,359         | 20,667         |
| <b>Zone F</b>            | 8,754          | 9,661          | 11,250         | 13,316         | 13,649         | 15,951         |
| <b>Other<sup>a</sup></b> | 185            | 158            | 200            | 283            | 332            | 189            |
| <b>Total</b>             | <b>146,533</b> | <b>137,066</b> | <b>139,711</b> | <b>147,670</b> | <b>178,228</b> | <b>152,509</b> |

Source: Public Works

a: Other includes the Presidio, and values that are missing or blank.

As shown in Exhibit I.11, Zone B (Downtown, SoMa, Tenderloin) and Zone D (Mission, Castro, Noe Valley, Bernal Heights, Portola) consistently see the highest volume of 311 requests across the six fiscal years, except for FY 2022-23 when Zone C (Hayes Valley, Alamo Square, Richmond, Haight) had a higher number of requests than Zone B. Zone F consistently sees the fewest requests.

The volume of 311 requests per zone does not necessarily indicate the actual cleaning needs of each zone. 311 request volume could be driven by several factors, including cleaning needs, population, and civic motivation. More highly engaged residents are more likely to utilize the City's 311 system to report a cleaning problem, and if a cleaning problem is not reported, then it does not show up in the 311 request data.

Service requests for graffiti abatement are also tracked. Exhibit I.12 below shows the total number of 311 requests made to SES for graffiti abatement from FY 2017-18 through FY 2022-23, by SES zone.

**Exhibit I.12: SES 311 Requests for Graffiti Abatement, FY 2017-18 through FY 2022-23**

| Fiscal Year    | Zone A        | Zone B        | Zone C        | Zone D        | Zone E        | Zone F        | Unknown    | Total          |
|----------------|---------------|---------------|---------------|---------------|---------------|---------------|------------|----------------|
| <b>2017-18</b> | 2,895         | 3,714         | 4,613         | 5,111         | 1,334         | 3,675         | 34         | <b>21,376</b>  |
| <b>2018-19</b> | 1,743         | 3,684         | 4,173         | 3,994         | 1,372         | 3,415         | 28         | <b>18,409</b>  |
| <b>2019-20</b> | 3,007         | 3,423         | 6,847         | 5,350         | 1,745         | 6,345         | 23         | <b>26,740</b>  |
| <b>2020-21</b> | 5,573         | 6,018         | 12,014        | 7,029         | 2,106         | 6,267         | 21         | <b>39,028</b>  |
| <b>2021-22</b> | 4,855         | 4,545         | 10,543        | 7,980         | 2,070         | 4,065         | 60         | <b>34,118</b>  |
| <b>2022-23</b> | 4,876         | 4,375         | 12,745        | 7,821         | 1,853         | 3,595         | 158        | <b>35,423</b>  |
| <b>Total</b>   | <b>22,949</b> | <b>25,759</b> | <b>50,935</b> | <b>37,285</b> | <b>10,480</b> | <b>27,362</b> | <b>324</b> | <b>175,094</b> |

Source: Public Works

As shown in Exhibit I.12, SES received just over 175,000 311 requests for graffiti abatement across the City across six fiscal years. Requests have increased from over 21,000 in FY 2017-18 to over 35,000 in FY 2022-23.

In addition to measuring performance using 311 requests, SES also measures its performance in tons of debris disposed. Exhibit I.13 below shows the combined tonnage, or weight, of debris collected and disposed of by SES crews from FY 2018-19 to FY 2022-23.

**Exhibit I.13: Debris Collected by SES in Tons, FY 2018-19 to FY 2022-23**

|                | FY 2018-19 | FY 2019-20 | FY 2020-21 | FY 2021-22 | FY 2022-23 |
|----------------|------------|------------|------------|------------|------------|
| Debris in Tons | 27,778     | 27,888     | 23,127     | 20,853     | 26,133     |

Source: Public Works

Exhibit I.13 shows that SES crews' tonnage decreased in FY 2020-21 and FY 2021-22 and then increased again closer to pre-pandemic levels in FY 2022-23. Tonnage is a useful but imperfect measure of SES crews' productivity, because different types of debris have different weights, and a low-tonnage day does not necessarily mean that the crew collected very little waste and debris. It could mean that the crew collected very light-weighting waste and debris.

## Homelessness and Street Cleaning

The large population of people experiencing homelessness in San Francisco affects both the cleanliness of the City's streets and the approach the City takes to clean them. According to data analyzed by the Brookings Institution from the 2022 nationwide Point-in-Time Count and the 2023 American Community Survey, San Francisco has the highest rate of homelessness per capita out of any major metropolitan "Continuum of Care," which is how the U.S. Department of Housing and Urban Development measures regions for the purposes of addressing homelessness. Exhibit I.14 below shows homelessness per capita for the Continua of Care with the 10 highest rates in 2022.

**Exhibit I.14: Homelessness Per 100,000 Residents, 2022**

| Continuum of Care                                  | People Experiencing Homelessness per 100k | Unsheltered <sup>a</sup> Homelessness per 100k | Percent Unsheltered |
|----------------------------------------------------|-------------------------------------------|------------------------------------------------|---------------------|
| San Francisco                                      | 959                                       | 544                                            | 57%                 |
| New York City                                      | 742                                       | 41                                             | 6%                  |
| Long Beach                                         | 730                                       | 507                                            | 69%                 |
| Boston                                             | 683                                       | 18                                             | 3%                  |
| Los Angeles, City and County                       | 670                                       | 472                                            | 70%                 |
| City of Portland, Gresham County, Multnomah County | 658                                       | 384                                            | 58%                 |
| Washington, D.C.                                   | 656                                       | 103                                            | 16%                 |
| City of Oakland, City of Berkeley, Alameda County  | 598                                       | 438                                            | 73%                 |
| City of Seattle, King County                       | 590                                       | 339                                            | 57%                 |
| Sacramento, City and County                        | 586                                       | 421                                            | 72%                 |

Source: The Brookings Institute analysis of 2022 PIT data and 2023 ACS data.

a: The Department of Housing and Urban Development defines "unsheltered homelessness" as people experiencing homelessness without any form of shelter, living in public spaces such as sidewalks, parks, and subway stations, as opposed to having access to temporary shelters or other temporary forms of housing.

In addition to having the highest rate of homelessness per capita, at 959 people experiencing homelessness for every 100,000 residents, San Francisco also has a relatively high rate of unsheltered homelessness. The high instance of unsheltered homelessness in San Francisco could lead to decreased street conditions and cleanliness, as people living on the street likely have nowhere to dispose of their debris, store their belongings, or use the bathroom.

Public Works' Bureau of Street Environmental Services interacts directly with San Francisco's homeless population in several ways. The first is through the **Pit Stop Program**, which provides public toilets to many residents of San Francisco, including people experiencing homelessness, and is discussed in more depth in Section 7 of this report. The next is through its operational support and participation in the citywide Encampment Resolution Team and the Joint Force Operation. Street Environmental Services, primarily through its **Hotspot Crew**, participates in encampment resolutions and joint force operations by cleaning encampment areas after all residents of an encampment have moved. Cleaning includes disposing of all litter and large/bulky items left behind at the encampment, and steam cleaning the sidewalk and street. This cleaning is done at pre-scheduled times at predetermined encampment locations citywide.

Additionally, Street Environmental Services manages the **Bag and Tag program**. Through the Bag and Tag program, Public Works stores people's belongings while they live in homeless shelters (and cannot have more than two bags of personal belongings in the shelter) or after they get arrested. SES staff bag up personal property and tag the bags with the property owner's information. Bags are stored at the Public Works Operations Yard for a maximum of 90 days, after which they are discarded if not claimed.

In 2022, the Coalition on Homelessness filed a lawsuit, which is ongoing, against Public Works regarding the Bag and Tag program. As part of this lawsuit, in August 2024, a federal judge ordered Public Works to improve training to crews involved in bag and tag operations because evidence was presented to the Court that crews were not consistently following the Department's bag and tag policy. The judge found that Public Works management needed to better train crews responsible for bagging and tagging belongings on how to implement the details of the policy, including training on challenges such as identifying abandoned versus unattended items and providing individuals adequate time to collect their belongings to keep before bagging and tagging them. SES's training materials, frequency of training, and documentation of training, were found to be inadequate by the Court. In December 2024, Public Works filed a response to the judge's orders declaring that SES had added the required improvements to the Bag and Tag trainings and stating that they were carefully tracking attendance to ensure that all staff who work on the Bag and Tag program (including Hotspot and Zone crews) receive the updated training.

## Street Cleanliness Observations

Our audit team conducted a non-statistically significant observational study of the cleanliness of the City's streets by selecting a sample of residential and commercial blocks in each of the 11

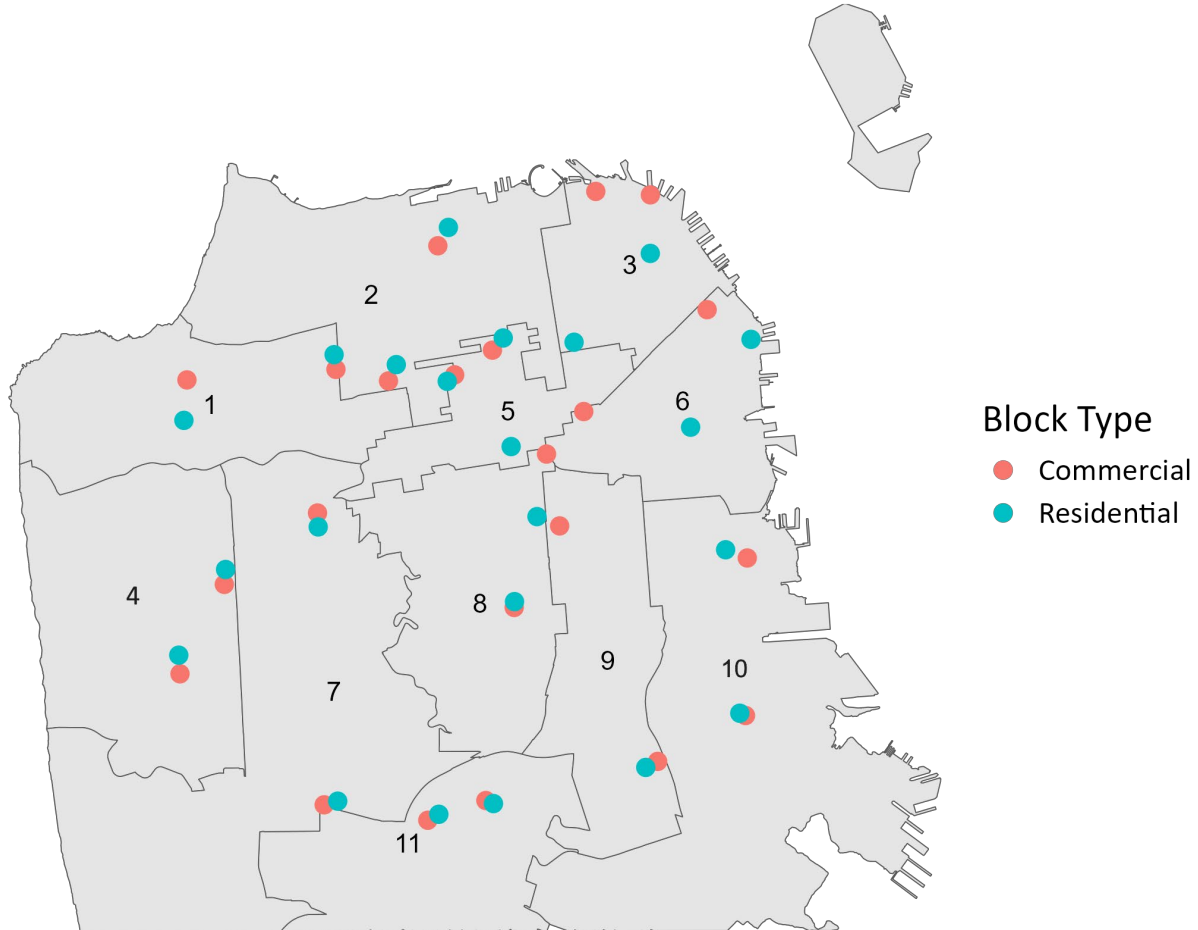
supervisory districts and observing the conditions found on the streets and sidewalks. When conducting observations, the team looked at a broad range of conditions, including those that are not in the Public Works right-of-way and are therefore not the responsibility of Public Works to maintain, although Public Works provides some cleaning services in these areas as a courtesy. Our observations included:

- Debris in the gutters and roadways, and how recently the roadways had been mechanically swept;
- Litter, large/bulky objects, illegal dumping, and hazardous items (including feces and needles) on the sidewalk;
- Encampments;
- Graffiti, stickers, posters, and any other illegal postings on public or private property; and
- Unique street conditions or street furniture, including but not limited to bike lanes, bike racks, parklets, bus shelters, train platforms, and center-running medians.

Our overall impression from these observations is that the City's streets are relatively clean in most residential areas. Most of the cleanliness problems we observed were in major commercial districts, while residential streets tended to be without more than 1-2 pieces of litter, debris build-up in gutters, any graffiti, or spills on sidewalks. We also observed that the presence of food service establishments tended to increase the presence of litter on sidewalks and in gutters, and that blocks with trees were more likely to have significant piles of leaves accumulating than blocks with no trees which, logically, had no leaf accumulation. Throughout the entire observation we only noticed one needle, but we did observe several instances of feces on the sidewalk or in tree wells. Drains located on the corners were almost universally clear of debris.

For more detailed descriptions and images (beyond those shown below) from our street cleanliness observations, please see Section 8 of this report.

Exhibit I.15 below shows a map of the locations of our observations, which includes a mix of judgmentally and randomly selected commercial (shown in orange) and residential (shown in blue) blocks in each of the 11 supervisory districts. For more information on how we selected blocks to observe and how we conducted our observations, please see Section 8 of this report.

**Exhibit I.15: Map of BLA Cleanliness Observation Locations by Supervisor District**

Source: BLA

Exhibit I.16 below shows a small selection of photos from our observations. This selection includes three photos of commercial blocks and three photos of residential blocks. See Section 8 of this report for additional photos from our observational survey of street cleanliness.



### **Exhibit I.16: BLA Cleanliness Observations Photo Sample**

#### **Commercial blocks**

Fillmore Street (D5) – This photo represents the presence of litter and organic debris in the gutter, despite this block being scheduled for street sweeping the morning of our observations. The litter could have been dumped in the gutter before or after the sweeper came by the block.



24<sup>th</sup> Street (D8) – This photo represents the absence of any litter, organic debris, or hazardous materials (e.g., needles or feces) on the sidewalk or in the gutter of this block. This was a clean commercial block relative to other observations in our sample.



Noriega St. (D7) – This shows litter on the sidewalk and litter and leaves in the gutter. The block had additional litter beyond what is pictured below, mostly papers scattered across the sidewalk, as well as graffiti on several storefronts and a newspaper stand with graffiti and accumulated litter on it.



### **Residential blocks**

Wood St. (D2) – This photo shows a pristine block that hadn't been swept in nearly two weeks with virtually no debris in the gutters or on the sidewalks.



Southwood Dr. (D7) – This photo shows a clean sidewalk and a gutter with some leaf accumulation, but not an amount that could cause a nuisance, and no litter or graffiti.



Meda Ave. (D11) – This photo shows a clean sidewalk and gutter, free of litter, debris, or graffiti.





## Acknowledgements

We would like to thank the senior management of San Francisco Public Works, the management and staff of the Bureau of Street Environmental Services, and the staff of the Office of Financial Management and Administration, for their time, cooperation, and assistance during this audit. We would especially like to thank the frontline staff in Street Environmental Services who gave their time and expertise during our ride-along fieldwork.

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## 1. Budget Practices

Public Works does not track or report on street cleaning spending in a meaningful way for the public to understand how the allocation and expenditure of funds translates to programmatic operations despite increased investment and consistent underspending on these services. The City has increased its investment in street cleaning from FY 2018-19 to FY 2023-24 by 63 percent, from \$73.7 million to \$120.1 million, but has underspent on average by 11 percent each year. In FY 2023-24, \$15.2 million was unspent, of which over \$11 million was reappropriated to purposes other than street cleaning. Further, street cleaning is funded mostly with General Fund monies, which have been invested at a rate higher than peer jurisdictions, and the services consistently rank as a top priority for residents and elected officials.

Current practices for budget reporting and monitoring might be useful for internal purposes, but they do not enable the Department to respond nimbly to requests for information, which is essential to ensuring transparency and accountability. We recommend that the Director of Public Works require monthly budget to actual spending reports (including year-end projections) for SES operations from the Finance Division by Fund, Category, and Account to identify opportunities to increase operational efficiency, effectiveness, and transparency, and require the Planning and Performance team to incorporate this spending data in PublicWorksStat meetings.

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### Need for Enhanced Budget Reporting and Transparency

As reflected in the motion (M23-140) directing this audit, the Board of Supervisors seeks to understand the “deployment of [street cleaning] resources [and] the provision of services across different neighborhoods.” To answer this question, we began requesting budget and actual spending data from Public Works in February 2024. The first response, received six weeks later, provided a high-level summary table reflecting SES’s budget and actual spending at the fund level. In response, our office began sending a series of requests for “a more detailed breakdown [...] to understand how much each SES service costs – how much mechanical sweeping costs, how much zone cleaning costs, etc.” Public Works staff responded that this information had not been updated since FY 2021-22 due to the passage of Proposition B, and it was going to take them time to collect it for us. As shown in Exhibit 1.2 below, in response to these requests, Public Works provided budgeted expenditures across the following categories: manual cleaning, mechanical cleaning, enhance residential cleaning, graffiti abatement, illegal dumping pickup, steam cleaning and community programs. In alignment with the motion from the Board of Supervisors and as requested in our original request for information six months earlier, we then asked the

Department to provide actual spending across these same categories, to which the Department responded that they do not track actual expenditures using those categories. This information has not been provided to us as of August 2025.

*Internal Budget Reports Do Not Offer Meaningful Information to the Public*

Following the distribution of our draft audit report, Department staff provided samples of budget summary reports which are reviewed internally at biweekly meetings with senior management. These reports show actual spending for each SES fund at the account level (i.e., labor, non-personnel services, material and supplies, etc.), as well as projected year-end balances, which could help management identify areas of over- or under-spending and flag opportunities for more efficient resource allocation. However, as presented, these reports do not answer basic questions about street cleaning that a policymaker or resident might want to know, such as how much money the Department is spending to clean graffiti citywide.

As a critical public service, funded mostly with General Fund monies, which have been invested increasingly and at a rate higher than peer jurisdictions, street cleaning consistently ranks as a top priority for residents and elected officials and the Department should be able to provide basic budget data on this spending. While the Department may prefer to use the data differently for internal management purposes, they should be able to translate this information in meaningful ways to an external audience. Public agencies are responsible for ensuring transparency that allows the public to hold them accountable for service provision. We recommend that the Director of Public Works direct budget staff to incorporate a breakdown of its budget data (including actual spending and year-end projections) across the street cleaning categories provided.

## **San Francisco Continues to Spend more than Peer Cities on Street Cleaning**

San Francisco spends significantly more on street and sidewalk cleaning services per capita than several peer jurisdictions. Exhibit 1.1 below summarizes peers' and San Francisco's spending on street cleaning services.

**Exhibit 1.1: Street and Sidewalk Cleaning Annual Budgets of Peer Cities, FY 2024-25**

| City                                                     | FY 2024-25<br>Cleaning Budget* | Budget per<br>Capita | Budget per<br>Square Mile |
|----------------------------------------------------------|--------------------------------|----------------------|---------------------------|
| Los Angeles                                              | \$74,667,318                   | \$19.54              | \$159,205                 |
| Minneapolis                                              | 6,461,926                      | 15.20                | 119,665                   |
| San Jose                                                 | 31,979,521                     | 32.98                | 179,660                   |
| San Francisco Bureau of<br>Street Environmental Services | \$47,797,929                   | \$59.08              | \$1,016,977               |

Source: BLA survey of peer jurisdictions; BLA review of peer budget documents; Public Works

Note: Budget per capita was calculated using the American Community Survey 2023 population estimates. Square mileage was calculated using American Community Survey data from 2020.

\* All budgets are presented without overhead.

As part of this audit we issued a survey to peer jurisdictions that included a question about their FY 2024-25 budget for street and sidewalk cleaning. More information about our peer survey methodology can be found in Section 9 of this report. We conducted additional follow-up interviews as well as reviewed publicly available budget data to ensure we captured as many street and sidewalk cleaning services in peer jurisdictions as possible.

As Exhibit 1.1. demonstrates, San Francisco is spending significantly more on street and sidewalk cleaning, both per capita and per square mile, relative to some peer cities. A review of peer cities' budgets revealed several notable differences between San Francisco Public Works' delivery of street cleaning services compared to other cities.

First, no other cities seem to provide litter abatement or sidewalk cleaning services at the same level San Francisco does. When litter pick-up services are offered, they are primarily focused on encampment activities. Los Angeles and San Jose both offer encampment resolution programs that seem similar to San Francisco's, but they do not provide any program that is comparable to San Francisco's litter patrol. Los Angeles Bureau of Street Services staff reported that litter abatement is no longer an option in LA's 311 service request system, and staff from the Minneapolis Department of Public Works confirmed that they do not address litter at all. This is significant because, as shown below in Exhibit 1.2 below, "Manual Cleaning," which includes Litter Patrol, has historically comprised nearly 50 percent of San Francisco's street and sidewalk cleaning costs.

Further, San Francisco is unique in housing all street and sidewalk cleaning services in a single division within a single department (Public Works' Bureau of Street Environmental Services). To accurately capture the cost in other cities of all services that Public Works provides in San Francisco, it was necessary to review budgets across multiple departments or bureaus within departments. In Los Angeles, for example, street cleaning activities are spread between three



separate bureaus/offices under the Los Angeles Department of Public Works. In San Jose, street cleaning is spread between two separate departments: the Transportation Department and the Department of Parks, Recreation, and Neighborhood Services.

San Francisco Public Works has historically invested more resources (both financial and staff) into street cleaning efforts than 11 comparison cities.<sup>1</sup> As our office reported in a 2018 analysis of street cleaning costs,

*San Francisco is spending more on street cleaning and has more employees dedicated to this function than the 11 cities that responded to our survey. San Francisco Public Works (SF Public Works) spent approximately \$35 million on street cleaning in FY 2016-17 compared to a median of approximately \$8 million in the eleven respondent cities.*

The 2018 report further noted, “Adjusted for population, San Francisco has higher per capita street cleaning costs than the other cities: \$40.46 vs. a median of \$8.76 for the comparison cities.” The higher level of spending was further reflected in a comparison of staffing levels for street cleaning services at these 11 comparison cities: “SF Public Works had 302 positions allocated to this function compared to a median of 40 in the comparison cities.” As noted in this 2018 study, factors contributing to the higher spending on street cleaning in San Francisco include: (1) the provision of more services, more frequently (five categories of cleaning services provided multiple times a week); (2) a higher volume of service order requests for cleaning; and (3) a higher number of unhoused people relative to the population.

As shown in Exhibit 1.1 above, San Francisco is now spending \$59.08 per capita on street cleaning (as of FY 2024-25) compared to \$40.46 in 2018, which is still significantly higher than comparable peer jurisdictions.

## **Street Cleaning Investments Grew Over 50 Percent in Past Five Years**

From FY 2018-19 to FY 2022-23, the City has increased its total investment (including all funds) in street cleaning services at the Bureau of Street Environmental Services (SES) within Public Works by slightly more than 50 percent. During this same period the citywide total General Fund grew by 23 percent and the total City budget grew by about 27 percent.

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<sup>1</sup> The 11 cities surveyed include Baltimore, Chicago, Long Beach, Los Angeles, Minneapolis, Oakland, Portland, Sacramento, San Diego, San Jose and Seattle.

The three cleaning categories that grew the most over these years were Manual Cleaning (which increased by \$11.3 million, or 28 percent), Illegal Dumping Pickup (which increased by \$9.4 million, or 434 percent), and Community Programs (which increased by \$13.6 million, or 425 percent). Exhibit 1.2, below, shows the budgeted allocations for SES cleaning categories across five fiscal years and all funding sources.

**Exhibit 1.2: SES Budget by Cleaning Category (All Funds), FY 2018-19 to FY 2022-23**

| Uses                | FY 2018-19          | FY 2019-20          | FY 2020-21           | FY 2021-22           | FY 2022-23           | 4-Yr Chg \$         | % Chg        |
|---------------------|---------------------|---------------------|----------------------|----------------------|----------------------|---------------------|--------------|
| Manual Cleaning     | \$39,905,317        | \$49,153,949        | \$46,235,699         | \$48,082,537         | \$51,219,142         | \$11,313,824        | 28.4%        |
| Mechanical Cleaning | 12,678,324          | 14,666,687          | 12,017,210           | 12,556,449           | 12,271,202           | (407,122)           | -3.2%        |
| Enh. Res. Cleaning  | 6,094,706           | 6,172,205           | 6,183,043            | 5,439,274            | 4,844,882            | (1,249,824)         | -20.5%       |
| Graffiti Abatement  | 4,959,814           | 5,043,546           | 4,484,031            | 4,581,518            | 7,280,942            | 2,321,128           | 46.8%        |
| Illegal Dumping     | 2,153,823           | 5,975,838           | 6,742,424            | 7,075,012            | 11,514,267           | 9,360,444           | 434.6%       |
| Steam Cleaning      | 4,758,675           | 7,606,609           | 6,869,950            | 7,351,725            | 7,973,602            | 3,214,927           | 67.6%        |
| Community Prog.     | 3,188,249           | 5,758,412           | 26,926,710           | 17,489,443           | 16,750,302           | 13,562,053          | 425.4%       |
| <b>TOTAL</b>        | <b>\$73,738,908</b> | <b>\$94,377,246</b> | <b>\$109,399,067</b> | <b>\$102,575,959</b> | <b>\$111,854,338</b> | <b>\$38,115,430</b> | <b>51.7%</b> |

Source: Public Works data

Exhibit 1.2 above shows that the City's total annual investment in street cleaning increased annually in all but one of the five years we reviewed, FY 2021-22.

As shown below in Exhibit 1.3 below, the General Fund provides the majority of funding for street cleaning.

**Exhibit 1.3: SES Original Budget by Fund Type, FY 2018-19 to FY 2023-24**

| <b>Fiscal Year</b> | <b>General Fund</b> | <b>Special Revenue Funds</b> | <b>Total</b> | <b>% General Fund</b> |
|--------------------|---------------------|------------------------------|--------------|-----------------------|
| 2018-19            | \$63,493,324        | \$10,245,584                 | \$73,738,908 | 86%                   |
| 2019-20            | 79,302,654          | 15,074,592                   | 94,377,246   | 84%                   |
| 2020-21            | 90,363,100          | 19,035,967                   | 109,399,067  | 83%                   |
| 2021-22            | 84,005,805          | 18,570,154                   | 102,575,959  | 82%                   |
| 2022-23            | 92,875,638          | 18,978,701                   | 111,854,339  | 83%                   |
| 2023-24            | 95,840,227          | 24,262,170                   | 120,102,397  | 80%                   |

Source: Public Works 2019-2024 SES Budget vs. Actuals report

Over the past six fiscal years, the General Fund provided at least 80 percent of the total funding for street cleaning, from \$63.5 million in FY 2018-19 to \$95.8 million in FY 2023-24. This represents significant General Fund investment in street cleaning services in San Francisco.

As noted above and shown in Exhibits 1.2 and 1.3, the City has increased its investment in street cleaning annually in all but one of the past six fiscal years, with an overall increase of 63 percent, and an average increase of 12.6 percent per year. However, in each of the past six years, the Department underspent its street cleaning budget, particularly in the General Fund, the primary and most flexible source of funding. Within the General Fund, there are annual funds, in an annual account, that are generally intended to be spent within the fiscal year and continuing funds with multi-year spending plans. Within the annual account, some funds may be carried forward for spending in the subsequent year, subject to approval by the Controller and the Mayor. Exhibit 1.4 below shows the budgeted versus actual spending in the General Fund Annual Account from FY 2018-19 through FY 2023-24.

**Exhibit 1.4: SES General Fund Annual Account, Budgeted vs. Actual Spending,  
FY 2018-19 to FY 2023-24<sup>2</sup>**

| Fiscal Year | Original Budget | Revised Budget | Actual Spending | Revised Budget versus Actual Variance | % Variance |
|-------------|-----------------|----------------|-----------------|---------------------------------------|------------|
| FY 2018-19  | \$60,305,075    | \$63,397,904   | \$57,680,327    | \$5,717,577                           | 9.0%       |
| FY 2019-20  | 66,884,395      | 71,173,859     | 61,166,379      | 10,007,479                            | 14.1%      |
| FY 2020-21  | 65,596,341      | 70,063,200     | 65,713,912      | 4,349,288                             | 6.2%       |
| FY 2021-22  | 69,394,329      | 72,669,763     | 67,241,981      | 5,427,782                             | 7.5%       |
| FY 2022-23  | 85,324,681      | 82,479,927     | 71,524,729      | 10,955,197                            | 13.3%      |
| FY 2023-24  | 86,504,205      | 91,140,877     | 75,931,422      | 15,209,455                            | 16.7%      |

Source: Public Works data

\*Note: Budgets can be revised for multiple reasons, including supplemental appropriations to address funding shortages for service needs or unspent funds carried forward from the prior year.

As shown above in Exhibit 1.4, SES underspent its street cleaning budget in each of the past six fiscal years, on average by 11 percent, and in FY 2023-24, it underspent its annual General Fund budget by \$15.2 million, or 16.7 percent.

Within the City's budget system, City departments allocate funding (within a specific fund type, such as the General Fund) to specific accounts that indicate how funds will be spent. These include, for example, accounts for salaries, fringe benefits, and materials and supplies.

The SES accounts with the most underspending in FY 2023-24 were City Grants, Programmatic Projects, and Salaries and associated fringe benefits, as shown below in Exhibit 1.5<sup>3</sup>.

<sup>2</sup> This table does not reflect funds the Department may have encumbered or carried forward to the next fiscal year. Encumbrances are created through purchase orders or contracts to ensure funds are available for future obligations. They are, in and of themselves, not future obligations to expend, only the authority to do so. Carryforwards are a discretionary assignment of funds for future use and must be approved by the Mayor and Controller to be included in the revised budget for the following fiscal year. Ultimately, not all encumbered funds or carryforward funds are spent on such anticipated expenditures.

<sup>3</sup> This table does not reflect funds the Department may have encumbered or carried forward to the next fiscal year. Encumbrances are created through purchase orders or contracts to ensure funds are available for future obligations. They are, in and of themselves, not future obligations to expend, only the authority to do so. Carryforwards are a discretionary assignment of funds for future use and must be approved by the Mayor and Controller to be included in the revised budget for the following fiscal year. Ultimately, not all encumbered funds or carryforward funds are spent on such anticipated expenditures.

**Exhibit 1.5: SES General Fund Budget by Account, FY 2023-24**

| Account Description     | Original Budget     | Revised Budget      | Actual Spending     | \$ Variance         | % Variance |
|-------------------------|---------------------|---------------------|---------------------|---------------------|------------|
| Capital Outlay          | \$2,700,000         | \$5,952,551         | \$2,581,773         | \$3,370,778         | 57%        |
| City Grant Program      | 6,865,357           | 6,457,428           | 5,530,253           | 927,175             | 14%        |
| Mand. Fringe Benefits   | 9,925,178           | 9,272,252           | 8,532,988           | 739,264             | 8%         |
| Materials & Supplies    | 1,313,558           | 1,921,990           | 1,468,779           | 453,211             | 24%        |
| Non-Personnel Services  | 1,799,674           | 2,164,828           | 683,812             | 1,481,016           | 68%        |
| Overhead & Allocations  | 36,543,707          | 34,002,945          | 29,919,859          | 4,083,086           | 12%        |
| Salaries                | 26,608,028          | 27,348,389          | 23,215,019          | 4,133,370           | 15%        |
| Services Of Other Depts | 748,703             | 4,020,496           | 3,998,940           | 21,556              | 1%         |
| <b>Total</b>            | <b>\$86,504,205</b> | <b>\$91,140,877</b> | <b>\$75,931,422</b> | <b>\$15,209,455</b> | <b>17%</b> |

Source: Department data

As shown above in Exhibit 1.5, of the \$15.2 million in unspent funds, the majority were allocated to salaries/fringe benefits, capital outlay, overhead, and non-personnel services. Department staff reported that \$11.8 million of that surplus was reappropriated to “FY 24 High Priority Mandates,” as shown in Exhibit 1.6 below.

**Exhibit 1.6: Reappropriation of SES General Fund Surplus, FY 2023-24**

| Reappropriation Use                   | Amount              |
|---------------------------------------|---------------------|
| Illegal Vending Enforcement           | \$3,963,710         |
| Emergency Response<br>(Winter Storms) | 1,648,185           |
| APEC                                  | 994,979             |
| MBO Directed Mid-Year<br>Savings      | 1,510,000           |
| Balance to Offset Revenue<br>Deficit  | 3,656,829           |
| <b>Total Reappropriations</b>         | <b>\$11,773,703</b> |

Source: Public Works data

Illegal vending enforcement is conducted by another bureau (Street Use and Mapping) at Public Works, and the winter storms identified as FY 2023-24 emergency response costs occurred in FY 2022-23, according to Department data. That data indicates that actual spending attributed to SES for those mandates totaled \$430,147, approximately four percent of the total reappropriation. While the Department can reallocate funding across different accounts within the same fund (in this case, the General Fund), the increased budget allocations for street cleaning reflect the importance of this service to policymakers, and ongoing underspending of these funds (or reappropriation of the funds for purposes other than street cleaning) should be transparent.

As noted above, we recommend that the Director of Public Works require monthly budget-to-actual spending reports from the Finance Department by Division, Program, and Account to identify opportunities to increase operational efficiency and effectiveness. We also recommend that the Director of Public Works require that the Planning and Performance team incorporate this spending data (as prepared in accordance with Recommendation 1.1) in PublicWorksStat<sup>4</sup> meetings.

## Conclusion

Public Works does not track or report on street cleaning spending in a meaningful way for the public to understand how the allocation and expenditure of funds translates to programmatic operations despite increased investment and consistent underspending on these services. The City has increased its investment in street cleaning from FY 2018-19 to FY 2023-24 by 63 percent, from \$73.7 million to \$120.1 million, but has underspent on average by 11 percent each year. In FY 2023-24, \$15.2 million was unspent, of which over \$11 million was reappropriated to purposes other than street cleaning. Further, street cleaning is funded mostly with General Fund monies, which have been invested at a rate higher than peer jurisdictions, and the services consistently rank as a top priority for residents and elected officials. Current practices for budget reporting and monitoring might be useful for internal purposes, but they do not enable the Department to respond nimbly to requests for information, which is essential to ensuring transparency and accountability.

## Recommendations

The Director of Public Works should:

- 1.1 Direct the Public Works Finance Division to provide monthly budget to actual spending reports (including year-end projections) by Fund, Category, and Account to identify opportunities to increase operational efficiency and effectiveness. Such reports should be easily accessible by the Director of Public Works no later than March 31, 2026.
- 1.2 Direct the Planning and Performance team to incorporate the spending data (as prepared in accordance with Recommendation 1.1) in PublicWorksStat meetings.

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<sup>4</sup> As discussed in more detail in Section 2 of this report, PublicWorksStat is a performance management program that seeks to monitor and improve the performance of core operational activities.

## Benefits and Costs

Implementation of the proposed recommendations would require use of a moderate amount of staff time, particularly during the process of setting up the reporting structure, but can be accomplished within existing resources over a six-month period. These recommendations will enable the Department to more effectively budget for street cleaning programs and allocate General Fund resources more efficiently to limit underspending and maximize service delivery.



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## 2. Strategic Planning and Performance Monitoring

The strategic planning process at San Francisco Public Works (Public Works or the Department) has had limited monitoring or public reporting of progress towards goals. For street cleaning in particular, the goals and milestones set forth in these plans have grown increasingly vague since 2015, lacking meaningful targets or milestones that could improve performance and service delivery.

In addition to the strategic plans, the Department’s Planning and Performance Team manages PublicWorksStat, which documents performance across specific metrics through dashboards that are intended to be used to improve operations. These metrics were expanded in April 2025 to capture proactive street cleaning activities, but there is no clear plan for how they will be used. We recommend that the Department expand the actions in the Strategic Plan related to improving street cleaning services and evaluate the usefulness of the recently adopted “internally generated service orders” metric as a measurement tool. The Department should report at least semi-annually to the Sanitation and Streets Commission on the progress of implementing the 2025-2028 Strategic Plan, including the development of specific and actionable goals, with associated performance targets and timelines, consistent with Department’s own procedure manual and best practices. The specific and actionable goals should include goals related to street cleaning programs and services. We also recommend that the Department’s Planning and Performance Team continue to refine the operational street cleaning measures currently tracked on the PublicWorksStat dashboards, including further progress in measuring the proactive work of the Bureau of Street Environmental Services, as identified in the 2025-2028 Strategic Plan, and to include the Cleanliness Standards adopted by the Sanitation and Streets Commission in October 2024, including respective performance targets for relevant measures.

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### Strategic Planning Process at Public Works

According to San Francisco Public Works (Public Works or the Department) management, since 2009 the Department has developed and implemented four strategic plans, “which include the department's vision, mission, values, goals, objectives and initiatives/actions.” For this audit, we reviewed the three most recent plans covering FY 2015-2019, FY 2018-2022, and FY 2025-2028, the latter of which was published in October 2024. Like the previous two plans, the FY 2025-2028

plan<sup>1</sup> (which was in initial phases of deployment as of December 2024) has three primary goals, which have ostensibly remained the same since FY 2014-15, focused on: the workplace, project/service delivery, and public spaces. Exhibit 2.1, below, summarizes the three main goals of each of the three strategic plans we reviewed.

**Exhibit 2.1: Strategic Plan Goals, 2015-2019, 2018-2022, and 2025-2028**

| FY 2015-2019 Strategic Plan |                                                                                                              |
|-----------------------------|--------------------------------------------------------------------------------------------------------------|
| Goal 1                      | Ensure safe, clean, sustainable and inviting public spaces                                                   |
| Goal 2                      | Be the service provider of choice for design, construction, maintenance and management                       |
| Goal 3                      | Foster a culture of opportunity, continuous improvement and excellence to deliver world-class public service |
| FY 2018-2022 Strategic Plan |                                                                                                              |
| Goal 1                      | Be the Best Place to Work                                                                                    |
| Goal 2                      | Drive Innovation and Exceptional Service                                                                     |
| Goal 3                      | Improve and Inspire Stewardship of Public Spaces                                                             |
| FY 2025-2028 Strategic Plan |                                                                                                              |
| Goal 1                      | Valuing Our People                                                                                           |
| Goal 2                      | Delivering Impactful Projects and Services                                                                   |
| Goal 3                      | Revitalizing the City                                                                                        |

Sources: 2015-2018, 2019-2022, and 2025-2028 Public Works Strategic Plans

The 2015-2019 Strategic Plan set forth three goals and 10 objectives, with one objective relevant to street cleaning as follows:

*Goal 1: Ensure safe, clean, sustainable and inviting public spaces*

*Objective: Enhance the cleanliness and livability of the City*

The 2018-2022 Strategic Plan, which remained in effect until October 2024, set forth three goals and nine objectives, again with one objective directly relevant to street cleaning as follows:

*Goal 3: Improve and inspire stewardship of public spaces*

*Objective: Maintain clean and safe public spaces*

- 1. Look for and implement new ways to efficiently and effectively clean and maintain our public spaces, while adapting to changing environments*

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<sup>1</sup> According to the Department, as of December 2024, the 2018-2022 strategic plan “is still in effect” until the new plan has been completed.

The 2025-2028 Strategic Plan sets forth three goals and 10 objectives, with again only one objective directly related to street cleaning. Under Goal 2 “Delivering Impactful Projects and Services,” the plan identifies “optimize our core services” as part of Objective 2A.

Keeping the streets of San Francisco clean has been a priority<sup>2</sup> of the three most recent Mayoral administrations, reflected in the creation of new initiatives and increased budget allocations, as discussed throughout this report. The support and passage of Proposition B<sup>3</sup> (which reorganized the Department to enhance accountability and oversight of street cleaning programs), is an indication that the Board of Supervisors and voters also place importance on street cleaning. The Bureau of Street Environmental Services, which manages street cleaning at Public Works, comprises 25 percent of Public Works’ budget and over 50 percent of the Department’s General Fund budget,<sup>4</sup> and yet strategic planning objectives related to street cleaning represent only one-tenth of all departmental strategic objectives. A programmatic area of that importance within the Department should have greater representation in the four-year strategic plan.

### Street Cleaning Performance Objectives and Metrics Have Become Less Specific Over Past 10 Years in Strategic Plans

The objectives and metrics for street cleaning in the Department’s strategic plans have become less specific and meaningful over time. As noted above, the 2015-2019 Strategic Plan established one street cleaning objective (of the 10 objectives in the Plan), which was to “enhance the cleanliness and livability of the City.” To measure performance towards that objective, the Plan defined two measurements:

- a. *Street cleaning service requests responded to within 48 hours (target: 95%)*
- b. *Graffiti on public property service requests responded to within 48 hours (target: 95%)*

The 2015-2019 Strategic Plan further set forth three “key initiatives” to achieve its objective to enhance the cleanliness of the City as shown in Exhibit 2.2 below.

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<sup>2</sup> <https://sfmayor.org/priorities/clean-and-safe-streets>; <https://www.sf.gov/news--mayor-london-breed-announces-new-investments-keep-san-franciscos-streets-clean>; <https://www.sf.gov/news-mayor-lurie-announces-new-partnership-to-keep-san-francisco-streets-clean-revitalize-commercial-corridors>;

<sup>3</sup> Proposition B was passed by the voters in 2020, to create a new Department of Sanitation and Streets as well as a separation Sanitation and Streets (SAS) Commission. In 2022, the voters passed a second Proposition B, which transferred the sanitation and street cleaning functions back to Public Works but retained the SAS Commission to provide ongoing oversight.

<sup>4</sup> Based on FY 2022-23 budget, as reported by the department and in the Mayor’s Budget Book.

**Exhibit 2.2: Street Cleaning Objectives and Initiatives, FY 2015-2019 Strategic Plan**

**Strategic Goal 1: Ensure safe, clean, sustainable and inviting public spaces**

**Objective 1B Enhance the cleanliness and livability of the City**

| Key Performance Measurements                                                 | Fiscal Year Target |       |                 |       |       |
|------------------------------------------------------------------------------|--------------------|-------|-----------------|-------|-------|
|                                                                              | 14-15              | 15-16 | 16-17           | 17-18 | 18-19 |
| a. Street cleaning service requests responded to within 48 hours             |                    |       | 95% (each year) |       |       |
| b. Graffiti on public property service requests responded to within 48 hours |                    |       | 95% (each year) |       |       |

**Key initiatives**

1. Coordinate resources to improve blighted areas
  - Increase Public Works' resources in the Mid-Market area to enhance the quality in the public realm and to make the area more attractive, clean, active and pedestrian-friendly
  - Deploy the Outreach and Enforcement Team in the Mid-Market corridor
  - Partner with the Mayor's Invest in Neighborhoods initiative to increase our resources in targeted commercial corridors
2. Optimize and expand internal and external resources
  - Increase number of volunteer hours on Public Works community projects each fiscal year
  - Increase overall public engagement with the Giant Sweep anti-litter campaign by increasing pledges signed each fiscal year
  - Increase educational component of Giant Sweep by conducting school presentations
  - Develop and improve expanded Urban Harvesting Program
  - Expand the Computerized Maintenance Management System (CMMS) to the right of way, implement use of tablets for field workers and upgrade CMMS system
3. Strengthen education and enforcement with neighborhood groups, merchants and Community Benefit Districts
  - Data collection: implement tablet system for inspection activity
  - Outreach: attend community meetings and have direct interaction with the public to disseminate program materials and information
  - Enforcement: increase enforcement of City codes with focus on five specific areas: toters out 24/7, sidewalk cleanliness, City trash can abuse, overflowing personal trash, and refuse collection service
  - Analysis: analyze information to develop and implement strategic enforcement and create measurable goals



Source: 5 Year San Francisco Public Works Strategic Plan FY 2015-2019

Although the Department did not specify targets to achieve for these milestones, the milestones themselves are specific and reflective of operational needs and goals—for example, implementing the use of tablets in the field, deploying specific teams to specific parts of the City,

and attending community meetings. These milestones are measurable and specific enough that the Department could track whether they have been achieved, which are important components of good milestones.

As noted above and shown below in Exhibit 2.3, the 2018-2022 Strategic Plan, which was still in effect through October 2024, also provided only one objective (of nine total) directly relevant to street cleaning:

### Exhibit 2.3: Street Cleaning Objective from 2018-2022 Strategic Plan

#### Goal 3: Improve and inspire stewardship of public spaces

##### **Objective 3A: Build and strengthen partnerships**

Executive Sponsor: Larry Stringer | Champion: Kelli Rudnick

###### *Key Initiatives:*

1. Catalogue and describe our partnerships
2. Develop guiding principles for our partnerships that clarify and set expectations tailored to types of partnerships, and improve accountability
3. Promote and develop targeted partnership opportunities

##### **Objective 3B: Reimagine and activate public spaces**

Executive Sponsor: Edgar Lopez | Champion: Greta Jones

###### *Key Initiatives:*

1. Work with our partners to identify locations and opportunities to meet the objective
2. Create maintenance standards to be incorporated into the design of capital projects
3. Identify viable spaces to shelter homeless people and develop design standards to expedite their implementation

##### **Objective 3C: Maintain clean and safe public spaces**

Executive Sponsor: John Thomas | Champion: Matt Naclerio

###### *Key Initiatives:*

1. Look for and implement new ways to efficiently and effectively clean and maintain our public spaces, while adapting to changing environments
2. Create and support mechanisms to improve and fund ongoing maintenance for new capital projects as part of capital program budget process and prior to construction
3. Identify and formalize shared maintenance responsibilities between Public Works and government agencies and nonprofit organizations
4. Coordinate and collaborate with other City departments to address homeless-related issues

Source: San Francisco Public Works 2018-2022 Strategic Plan (highlight added)

Targets and milestones were not included in the text of the published Strategic Plan, but instead were included in Progress Reports submitted to directors' meetings, which according to Department records were held monthly from June 2018 to November 2019 to report on progress towards strategic plan objectives. From the FY 2018-19 Progress Report of 2018-2022 Strategic Plan Implementation, as recorded at a meeting on June 15, 2018, the following targets and milestones related to the street cleaning objective were identified:

#### *1. Year 1: 2017-18 Key Targets/Milestones*

- *October 2017: identify current cleaning, maintenance, and safety practices and equipment used: 50% complete*
- *December 2017: complete above to 100%. Contact other Public Works Department/Agencies in comparable Cities to understand their*



*cleaning and safety practices and any successes with implementing new practices; share the research.*

- *February 2018: assess effectiveness of safety, cleaning, and maintenance practices, utilize frequency of 311 calls for service as factor for assessing effectiveness.*
- *May 2018: update the above for reporting out.*

### 2. Year 5: 2021-22 Key Targets/Milestones

- *June 2022: Analyze the results since FY 17/18 and set goals for continuing in the future.*
- *Continue to utilize frequency of 311 calls for service as factor for assessing effectiveness*

Other than reinforcing the role of 311 calls for service “as a factor for assessing effectiveness,” noted above, there are virtually no other specific criteria or targets established in the 2018-2022 Strategic Plan for improving street cleaning services. While the Department noted the need to identify current cleaning practices and equipment (see Year 1 Key Targets/Milestones above), there is no goal for how to use that information to evaluate performance or effectiveness. Similarly, the goal to contact peer departments to learn about their practices does not include any plans for assessment. Both targets focus on creating inventories with no actionable steps towards improvement.

According to Department staff, the 2018-2022 Strategic Plan remained in effect through 2024, due to delays created by the pandemic, the temporary splitting of the Department into two agencies, and the absence of a permanent Executive Director for several years. In the Strategic Plan 2025-2028, which was released in October 2024, the Department presents 23 “draft actions” identified to achieve the primary goals and objectives. Of these, there is only one that relates to street cleaning. Under Goal 2: Delivering Impactful Projects and Services, Objective 2A: Improve key partnerships and optimize our core services the plan states:

*Draft Actions: 1. Define and implement an approach for improving the efficiency and quality of our core services, with a focus on those that are high priority for the department and the City:*

- a. Street cleaning, with a focus on capturing and tracking proactive work.*

### *Adoption of the Baldrige Framework*

Department staff report that in FY 2015-16, senior leadership initiated a process to adopt a new framework—the Baldrige Excellence Framework—to inform the strategic plan and shift away from an “operational plan” to focus on “process improvement.” The Baldrige Framework uses seven categories to guide organizations in establishing their criteria for performance excellence: (1) leadership; (2) strategy; (3) customers; (4) measurement, analysis and knowledge management; (5) workforce; (6) operations; and (7) results.

Below is the Department’s description of how the Department’s Planning and Performance Team uses the Baldrige Framework to guide its work:

*The Planning and Performance Team conducts internal Process Improvement, Benchmarking and Baldrige (PIBB) meetings to internally review and discuss improvements to PublicWorksStat program, dashboards and metrics; Baldrige Excellence Framework questions and gaps; benchmarking strategies (process-focused and metrics-focused); strategic planning and other lessons learned. These sessions support Category 4 – Measurement, Analysis and Knowledge Management.*

As the Department itself points out in its Public Work Procedures Manual,<sup>5</sup> “The strategic goals define what major areas our department will focus on to achieve our vision. The strategic objectives identify how we will achieve our goals, typically in a SMART format – specific, measurable, attainable, relevant, time-bound.”

Establishing specific objectives and actions to measure progress towards achieving the goals of a strategic plan aligns with the Department’s strategic planning process procedures, best practices identified by the Government Finance Officers Association (detailed below), and categories 4, 6 and 7 (measurement, operations, and results, respectively) of the Baldrige Framework.

In April 2025, the Department took initial steps to capture the proactive street cleaning activities, through “internally generated” service orders, which are tracked in an internal weekly dashboard, shared with and reviewed by Bureau of Street Environmental Services (SES) Supervisors. While the new dashboards show the counts of accepted and completed internally generated service orders by service type (street cleaning, steamer, or encampment) and zone, the Department has not clearly defined how staff will use the information to evaluate and enhance operations.

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<sup>5</sup> Procedure Number 01-01-01 Department’s Strategic Planning Process (created in 2017 and last modified in 2023)



We recommend that the Department expand the actions in the Strategic Plan related to improving street cleaning services and evaluate the usefulness of the recently adopted “internally generated service orders” metric as a measurement tool.

### Public Works Paused the Tracking of Progress Towards Strategic Goals In 2019

To ensure implementation of the 2018-2022 Strategic Plan, the Department identified “champions” for each objective who would “not only help shape the direction of the organization, but ensure that Public Works is accountable in executing its Strategic Plan.” In its Guidelines for Objective Champions, the Department defined the responsibilities for this assignment, which included:

*Every other month, collect information and report on progress made in the execution of initiatives under his/her strategic objective at the managers’ big monthly meetings. Information includes: actual results and indicators and comments on status of each initiative. Submit progress reports and requested information by email by Wednesday prior to managers’ big monthly meeting, which are scheduled to the 3<sup>rd</sup> Friday of each month.*

According to Department staff, monitoring of strategic plan objectives ceased in May 2019 due to “major disruptions that directly impacted the ability to implement” the 2018-2022 Strategic Plan. From June 2018 to May 2019, the Department monitored and reported on its progress towards meeting strategic goals in monthly directors’ meetings, records of which were maintained in a SharePoint folder. With the appointment of a permanent Director in November 2023, the Department began actively working on the adoption of a new Strategic Plan that was launched in October 2024.

To ensure the most effective strategic planning process, we recommend that the Director of Public Works track monthly and report on at least semi-annually the progress towards implementing the 2025-2028 Strategic Plan, including specific and actionable goals, with associated performance targets and timelines, to the Sanitation and Streets Commission, including specific and actionable goals related to street cleaning.

### Best Practices Recommend Development of Strategic Plans and Monitoring of Performance

The importance of developing strategic plans and monitoring performance towards goals has been established as a best practice for government agencies by the Government Finance Officers Association (GFOA), a leading governmental industry professional organization. In its best

practice guidelines on strategic planning, approved in March 2023, the GFOA specifically recommends that:

*Governments engage in strategic planning to provide a vision for the future that can be used to align budgeting with organizational priorities. Governments engaging in strategic planning should:*

- *Analyze and assess the environment*
- *Define the problem(s)*
- *Develop a vision to address each problem*
- *Develop strategies to realize your visions and implement strategies using tactics*
- *Execute and monitor tactics*

In its best practice guidelines on performance measurement, approved in March 2018, the GFOA highlights the use of performance data to inform operational decisions:

*The use of performance data should be integral to an organization's decision-making processes and leaders within an organization should set expectations that key decisions are supported by evidence.*

*When identifying performance measurements, governments should focus on making sure that measures meet the following conditions:*

- *Useful*
- *Relevant*
- *Reliable*
- *Adequate*
- *Collectible*
- *Consistent*

As stated in this best practice guide, the GFOA recommends that government agencies identify and track performance measures to monitor financial and budgetary status, service delivery, and program outcomes most effectively.

While we recognize that the Department has chosen to adopt the Baldrige Excellence Framework, which focuses on high-level goals to guide its strategic planning process, instead of GFOA best practices (which are specific to government agencies), those goals should nevertheless be supported by specific operational strategies. As noted in Section 1 and the

Introduction of this report, over 80 percent of the budget for street cleaning is supported by the City's discretionary General Fund and it is incumbent on the Department to ensure effective spending and good stewardship of these taxpayer resources.

### Performance Data Used to Improve Street Cleaning Operations Should be Expanded Beyond 311 Metrics

At Public Works, performance is primarily monitored through PublicWorksStat, which was launched in 2010 as a performance management program to track key departmental activities and improve service delivery. The Planning and Performance Team leads the PublicWorksStat Program, which, as of December 2024, is comprised of hosting meetings every two months to monitor service delivery results through data dashboards, and monthly conversations with bureau managers.

The street cleaning measures currently tracked in PublicWorksStat focus on cleaning and graffiti service requests to 311, including:

- Number of street & sidewalk cleaning requests (311)
- Percentage of street & sidewalk cleaning requests responded within the service level agreement, which is within 48 hours per the 2015-2019 Strategic Plan
- Tons of debris collected
- Number of graffiti service requests (on public property) (311)
- Percentage of graffiti service requests abated within the 48-hour service level agreement (on public property)
- Number of graffiti service requests (on private property) (311)
- Percentage of graffiti service requests on private property inspected within three calendar days
- Labor availability data

On the tonnage collected, the dashboard identifies the volume collected annually by work category (i.e. Mechanical Sweeper, Swing Shift crew, Hot Spot crew, etc.). For service orders and response rates, the dashboard also includes a map detailing these metrics by work zone. PublicWorksStat also tracks the number of outreach attempts and notices of violation and citations issued for code violations including graffiti, and internal staff labor charges (reporting regular hours worked, overtime hours, and time off).

As shown in Exhibit 2.4 below, the PublicWorksStat dashboards show that Street Environmental Services has not achieved the service order response rate goal of 95 percent response within 48 hours (measured monthly and annually) in the intervals measured in the last seven fiscal years,

although the Bureau did come close to achieving the target response rate in FY 2019-20 and FY 2020-21.

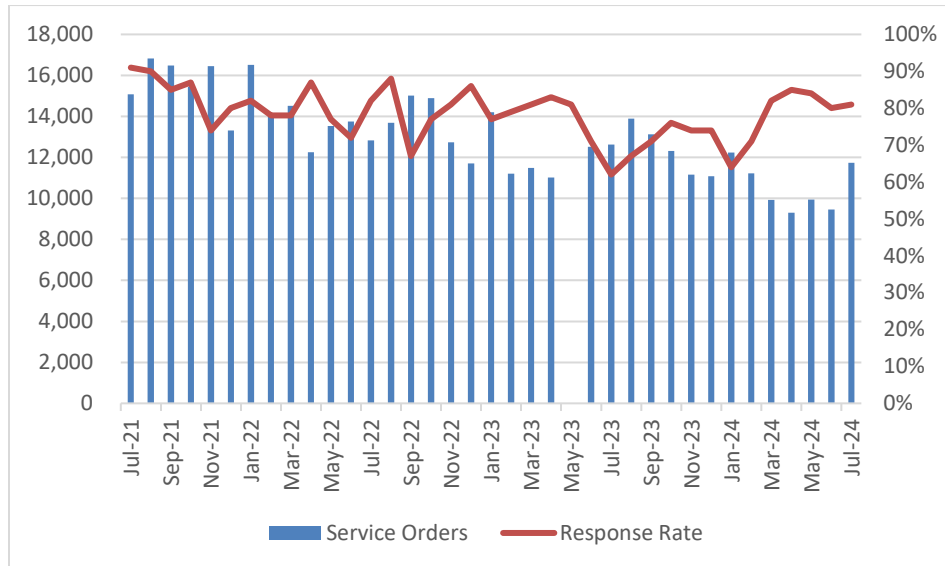
**Exhibit 2.4: Annual Response Rates to Service Orders for Street/Sidewalk Cleaning**

| Fiscal Year | Service Orders | Response Rate |
|-------------|----------------|---------------|
| FY 2017-18  | 146,568        | 73%           |
| FY 2018-19  | 137,066        | 79%           |
| FY 2019-20  | 139,711        | 91%           |
| FY 2020-21  | 147,671        | 92%           |
| FY 2021-22  | 178,228        | 82%           |
| FY 2022-23  | 152,509        | 79%           |
| FY 2023-24  | 136,289        | 73%           |

Source: SES Street Cleaning Performance Dashboard (2024-08-20)

Since the creation of the Sanitation and Streets (SAS) Commission in 2022 from the passage of Proposition B in 2020, SES has presented performance updates quarterly. These updates include monthly and annual performance related to service order response rates, graffiti abatement response rates, and tonnage collected. SES has presented monthly performance data in these presentations dating back to July 2021. As shown in Exhibit 2.5 below, SES has not achieved the 95 percent response rate goal in any month over the past three fiscal years.

**Exhibit 2.5: Monthly Response Rate to Service Orders, July 2021 to July 2024**



Source: Presentations to SAS Commission

A variation of these same data points has also been tracked and published by the Controller's Office in its Performance Scorecards, which are updated monthly as part of the San Francisco Performance Program.<sup>6</sup> The relevant metrics tracked are:

- Street & Sidewalk Cleaning Response: percent of cleaning requests responded to within 48 hours
- Graffiti Service Requests Response: percent of graffiti requests abated within 48 hours (public property)

Despite a 95 percent target, the Controller's performance scorecards report 79 percent and 48 percent monthly averages from July 2024 to November 2024, respectively.

Starting in April 2025, as part of its implementation the 2025-2028 Strategic Plan, the Department took initial steps to also capture its proactive street cleaning activities, through "internally generated" service orders, which are tracked in an internal weekly dashboard and shared with SES Supervisors.

While the new dashboards show counts of accepted and completed internally generated service orders by service type (street cleaning, steamer, or encampment) and zone, the Department has not clearly defined how it will use the information to evaluate and enhance operations. Other than providing additional data points, there is no clear plan for how tracking the proactive work of the Department itself will improve services and produce cleaner streets.

### New Cleanliness Standards Should be Incorporated into PublicWorksStat

In October 2024, the Sanitation and Streets Commission adopted Standards of Cleanliness for the Bureau, in accordance with Charter Section 4.139(c)(2), which states that the Sanitation and Streets Commission has a duty to, "establish minimum standards of cleanliness for the public right of way and set baselines for services to be administered by the Department to maintain cleanliness of the public right of way."

The adopted standards of cleanliness include:

- 50 feet in both directions on the same side of the block of the service request must be clear of trash
- 10 feet around public trash can is clear of litter and debris
- Sidewalk within 10 feet of City can or corner is thoroughly cleaned

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<sup>6</sup> The San Francisco Performance Program, a function of the Controller's Office, works with City departments to collect and report performance results. These are presented in an annual report, as well as in "scorecards" dashboards, which are published on the City's website: <https://www.sf.gov/resource/2024/san-francisco-performance-scorecards>.

- Graffiti is removed
  - If painted, color is closely matched to existing paint
  - No stickers or fliers remain under paint

The resolution passed by the Commission does not establish how SES should track or report on its performance related to maintaining these standards of cleanliness. Instead, the resolution simply concludes that, “the standards of cleanliness will be displayed on its website and may be amended from time to time in consultation with Public Works staff.”

To enhance the Bureau’s tracking and reporting on performance to ensure the most useful information to drive operational decisions, the Director of Public Works should direct the Planning and Performance Team to continue to refine the operational street cleaning measures currently tracked on the PublicWorksStat dashboards, including further progress in measuring the proactive work of SES, as identified in the 2025-2028 Strategic Plan, and to include the Cleanliness Standards adopted by the Sanitation and Streets Commission in October 2024, including respective performance targets for relevant measures.

## Conclusion

The Public Works strategic plan (which is an agency-wide plan, covering all department functions) does not include specific objectives and metrics related to street cleaning that enable the Department to track progress and improve delivery of this critical service. This is particularly significant given the importance placed on clean streets by the voters and elected officials of San Francisco. Without specific strategic planning goals, the Department lacks the essential and transparent tools necessary for measuring and monitoring effectiveness and holding itself accountable. Enhancing street cleaning metrics would enable the Department to ensure the proper allocation and deployment of resources to maximize street cleaning services and invest public dollars most effectively.

## Recommendations

The Director of Public Works should:

- 2.1 Expand the actions in the 2025-2028 Strategic Plan related to improving street cleaning services and evaluate the usefulness of the recently adopted “internally generated service orders” metric as a measurement tool. This should include ensuring that staff track performance towards these goals monthly and report on progress on such goals at least semi-annually to the Director.

- 2.2 No later than March 31, 2026, report on the progress of implementing the 2025-2028 Strategic Plan, including specific and actionable goals related to street cleaning, with associated performance targets and timelines, to the Sanitation and Streets Commission. These reports should be provided regularly thereafter to the SAS Commission at least semi-annually.
- 2.3 Direct the Planning and Performance Team to continue refining the operational street cleaning measures currently tracked on the PublicWorksStat dashboards, including further progress in measuring the proactive work of Street Environmental Services, as identified in the 2025-2028 Strategic Plan, and to include the Cleanliness Standards adopted by the Sanitation and Streets Commission in October 2024, including respective performance targets for relevant measures.

### Benefits and Costs

Implementation of the proposed recommendations would require staff time to review and refine the street cleaning measures tracked by PublicWorksStat but can be accomplished with existing resources. The implementation of these recommendations would enable the Department to more effectively monitor performance of its street cleaning programs to identify opportunities for operational improvements and maximization of service delivery.



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### 3. Operational Efficiency and Effectiveness

San Francisco Public Works (Public Works or the Department) could improve its measures of the efficiency and effectiveness of its many street cleaning operations. The Department primarily tracks the outputs of its cleaning services and could improve its measurements by also assessing cleaning service outcomes. The Department should build upon the findings of the Controller's Office FY 2023-24 Street and Sidewalk Maintenance Standards Report, which included a before and after program evaluation of a Public Works cleaning service, to conduct similar evaluations. We also found that some of the Department's operational plans for its cleaning services have not been updated since between 2019 and 2022. Further, our audit fieldwork identified inefficiencies in the day-to-day operations of street cleaning crews related to 311 service request prioritization and duplicative paperwork. We recommend that the Public Works Deputy Director of Operations work with the Public Works Planning and Performance team and the Controller's City Performance Unit to conduct more evaluations of the outcomes of Street Environmental Services programs, assess the efficiency of tablet use to determine if persisting paper-based systems can be digitized or eliminated, and update its street and sidewalk cleaning operational plans. In addition, we recommend that the Director of 311 update the 311 app to require that photos be included in all street cleaning service requests to assist street cleaning crews with identifying problem areas.

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#### Street Cleaning Operations Management and Performance Evaluation Could be Improved

San Francisco Public Works (Public Works or the Department) could improve its measures of the efficiency and effectiveness of its many street cleaning operations. The Bureau of Street Environmental Services (SES) within the Operations Division manages multiple street and sidewalk cleaning operations that combine proactive and reactive measures to advance Public Works' goal of delivering impactful services and revitalizing the City. These operations include litter patrol, graffiti abatement, hotspot and encampment resolution crews, mechanical street sweeping,<sup>1</sup> and specialized programs including alley crews and the CleanCorridorsSF program.

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<sup>1</sup> More information on SES's mechanical street sweeping effectiveness and efficiency can be found in Section 4 of this report.

#### Effectiveness and Efficiency

SES and the Planning and Performance team could improve their monitoring of efficiency and effectiveness of cleaning services, including more frequent evaluation of the *outcomes*, as opposed to predominately focusing on the outputs, of their work. As discussed in Section 2 of this report, the Public Works Planning and Performance team leads SES performance monitoring efforts primarily by tracking the Bureau's response to 311 service orders, as well as through a recently implemented initiative that tracks instances of proactive cleaning services.

The Planning and Performance team primarily tracks *outputs* of SES's work, which includes the number of 311 service order requests they respond to and the location and type of those service orders, the number of tons of debris they collect, the number of citations for abandoned waste and graffiti, and other measurements of the services SES crews provide. The Planning and Performance team provided evidence showing us that they use the output data to inform analysis about trends, such as locations and times of day when service orders are more likely. However, this analysis is primarily focused on managing the outputs of SES's work and not on measuring the actual cleanliness outcomes of SES's many cleaning services. Tracking outcomes would be beneficial because it would enable decision-makers to better understand the impact that SES's work has on the City's cleanliness and how effectively the significant investment that SES makes in cleaning the streets is actually working.

#### *Controller's Office Street and Sidewalk Maintenance Report*

The Controller's City Performance Unit is required by City Charter to measure the maintenance of the City's streets and sidewalks through its Street and Sidewalk Maintenance Standards Report. The report summarizes the results of over 2,600 in-person evaluations of City blocks to report on cleanliness standards including litter, graffiti, health hazards, and illegal dumping.

In the FY 2023-24 Report, released in December 2024, the Controller's Office partnered with Public Works for a program evaluation of CleanCorridorsSF, one of SES's newer, proactive cleaning programs. This program evaluation, called the Maintenance of Cleanliness Study, was a new component included in the FY 2023-24 report. The Controller's Office conducted a before and after study of five of the corridors cleaned through the CleanCorridorsSF program to evaluate the level of cleanliness achieved immediately after the corridors were cleaned as well as how long that cleanliness was able to be maintained.

The evaluation found that litter levels decreased immediately after the CleanCorridorsSF cleaning for all but one of the five corridors evaluated. It also found that litter levels returned to pre-cleaning levels within 24 hours for one corridor, but took a week or longer to return to pre-cleaning levels for other corridors. The evaluation also included findings on graffiti, illegal

dumping, and feces instances throughout the five evaluated corridors. This evaluation of the effectiveness and longevity of the cleaning services provided by SES staff through CleanCorridorsSF provides important information to the public and decision-makers about how the service provides value, and the Department would benefit from similar evaluations of more of its cleaning services.

SES management should utilize the Controller's Street and Sidewalk Maintenance Standards reporting, including additional evaluations of SES cleaning programs such as the one included in the FY 2023-24 Report, to better understand the impact of their cleaning and where to allocate resources in the City. Additional evaluations of the outcomes of cleaning services would help Public Works staff determine the most effective and efficient use of their cleaning resources.

## Street Cleaning Operational Efficiency Could be Improved

SES should increase its emphasis on efficiency in street cleaning operations. Some of the Department's street cleaning operational plans have not been updated in several years and therefore cannot reflect the most efficient or effective methods of providing the current day-to-day cleaning services. Additionally, we identified inefficiencies in crews' workflows related to 311 service request prioritization and duplicative paperwork that should be addressed to improve productivity. Up-to-date operational plans that inform SES crews of the most efficient methods to complete their cleaning services, as well as addressing several workflow inefficiencies, would help improve SES's day-to-day operational efficiency. Further, the Department should include as a specific goal, objective, and/or method in its 2025-2028 Strategic Plan (discussed in detail in Section 2) the improvement of operational efficiency.

## Operational Plans

Some of the Department's street cleaning operational plans have not been updated in several years and therefore cannot sufficiently inform current needs or cleaning expectations to staff. The Department provided us with evidence of cleaning operational plans for special events, of which SES completes over 100 annually, as well as operational plans for each cleaning Zone (of which there are six in the City that staff clean daily). The Special Events operational plans are updated annually as needed for the event(s), but the Zone operational plans were last updated between 2019 and 2022. The Zone operational plans contain maps, lists of routes and hotspots for crews to provide service to in certain orders, and some provided contact lists and specific item cleaning instructions (such as which public right-of-way staircases to clean and how often to steam clean certain areas).

These operational plans should be updated more frequently – at least annually – so that they can serve as the most useful guidance for SES crews to provide the best, most efficient cleaning services for the City.

## 311 Service Response Prioritization

The Department's approach to responding to 311 service requests, often due to the current 311 service request system, frequently results in inefficient deployment of street cleaning crews. Responding to 311 requests is a significant portion of SES crews' work, particularly workers assigned to specific zones (e.g., Litter Patrol, steamers) and graffiti crews. When responding to 311 requests, zone and graffiti crews often spend time on service requests that are nonexistent, already resolved, or very minor in nature. These inefficiencies are often caused by the lack of photos or sufficiently descriptive information in the service requests by the 311 users.

### *Inconsistent Availability of Photographs in 311 Service Requests*

Zone and graffiti crews are unable to see photographs of the problem for all service requests because photographs are not required by the 311 system. As a result, it can sometimes take crews significant time to locate the problem, especially when the location and/or description of the problem is vague. This is time spent hunting for the location of litter, or a piece of graffiti, that could otherwise be used collecting litter or abating graffiti elsewhere. Further, sometimes the time required to travel to a service request location and complete the required data entry and documentation far exceeds the amount of time to complete the service request because the request is for a minor issue, such as a single small tag on a light pole or one single bottle on the sidewalk. However, crews are not always able to understand the severity of the request before they arrive because not all requests have photos and sometimes the requester does not provide adequate information to 311. The content of 311 requests can vary significantly and some are descriptive, include photographs of the problem, and enable SES crews to clearly understand the nature of the problem they need to address, while others provide very little information about the service request.

Requiring the inclusion of a photograph or requiring more thorough descriptions of issues on the requester's end in the 311 system would help SES crews more efficiently complete their work. Crews could better plan the work and make more informed decisions regarding priority and effectiveness if they had access to more information regarding the service order(s) they were addressing.

### *Inefficient Response Approach to 311 Service Requests*

Zone and graffiti crews are not always required to complete their work in geographic order, meaning that a crew could theoretically crisscross the City several times throughout the day

chasing down a few service requests rather than completing their requests for the day in geographic order, or focusing on one area and thoroughly completing all of the requests in that area. This is less efficient and results in fewer requests being completed by a crew during their shift. Zone and graffiti crews use slightly varied versions of the same software application to view and complete the 311 service requests, and the version that the zone crews use does not include an easy-to-use map tool, although it is possible to view 311 requests geographically. Graffiti crews, however, have access to a more usable map tool that allows them to view 311 requests geographically and therefore allows them to resolve them geographically, if they choose to.

Some zone and graffiti supervisors have started training their specific crews on how to use the service requests map to guide their work by instructing their crew members to complete their service requests geographically rather than chronologically, for efficiency. However, this is not an SES-wide policy, in writing or practice, nor is it trained division-wide. This means that some SES crew members may not be completing service orders in the most geographically efficient manner.

#### Duplicative Paperwork Requirements

Duplicative street cleaning service request documentation is another inefficiency that is limiting optimal productivity in the field. All SES crew members who respond to 311 service requests have access to tablets that contain information about service requests in the queue and which guide crews' daily work. According to SES staff, the tablets were implemented starting in 2016 to improve crews' work and serve as a log of 311 requests completed per crew member per day, because crew members use the tablets to close out 311 requests and document their completion. However, crew members are also still required to complete many paper-based forms as part of their daily routines, including some forms that contain duplicative information that could already be captured by the tablets. Staff must complete "blue sheets" after every shift that detail the work they performed that day, including a summary of responses to 311 requests, as well as any work completed that was not in response to a 311 request. They also complete paper pre-trip vehicle inspections, for safety, and their daily attendance sign-in sheets are paper-based.

Some systems in SES have been digitized while others remain paper-based, and SES managers should evaluate whether the digitized systems have improved efficiency and effectiveness as well as whether any paper-based systems can be eliminated or digitized. SES currently collects a significant amount of data through paper-based systems that is challenging to compile and analyze because it is not digital and is not being utilized. Requiring crew members to fill out information that does not get used results in wasted time that could be spent completing service orders or otherwise increasing the amount of time spent in the field. Further, the tablets have

been used by field staff for nearly 10 years, and Public Works should measure the efficiencies they provide as well as identify any opportunities for further improvements to make to them.

## Conclusion

Public Works could improve its performance monitoring of SES programs, including evaluating the efficiency and effectiveness of its many street cleaning operations, particularly the *outcomes* of its services as opposed to predominately measuring service outputs, to determine which of its services are the most effective at providing cleaning and/or the most efficient use of the Department's resources. Further, some of the Department's street cleaning operational plans have not been updated since between 2019 and 2022 to reflect the most up to date approaches. Additionally, our audit fieldwork revealed some inefficiencies in the day-to-day operations of street cleaning crews such as inefficient service response prioritization and duplicative paperwork.

## Recommendations

The Director of 311 should:

- 3.1 Update the 311 app to require at least one photograph be uploaded alongside a request for any street cleaning-related service, including graffiti, litter pickup, illegal dumping, steam cleaning, and any other service area that SES responds to no later than March 31, 2026.

The Public Works Deputy Director of Operations should:

- 3.2 Update the Street Environmental Services operational plans at least annually and ensure that every cleaning service and/or program has an operational plan.
- 3.3 Measure the efficiencies provided by the use of tablets by street cleaning crew members and determine if any further efficiencies could be gained by the digitization or consolidation of paper-based systems.
- 3.4 Work with the Public Works Planning and Performance Manager and the Controller's City Performance Unit to conduct more evaluations of the outcomes of Street Environmental Services programs. These evaluations could include:
  - a. The steps that could be taken to improve the efficiency of the execution of both the Department's proactive cleaning services and service order-based cleaning services.

- b. The outcomes of cleaning services, including how well streets and sidewalks are cleaned, incorporating measures of cleanliness established by the Controller's Office into Public Works' Standards of Cleanliness, and routine reporting on how well those standards of cleanliness are maintained.
  - c. Regular reporting to the Sanitation and Streets Commission about how the information learned from the evaluations of outcomes is being incorporated into Street Environmental Services operations.
- 3.5 In accordance with Recommendation 2.1 from Section 2 of this report, include in the final version of the 2025-2028 Strategic Plan a specific goal, objective, and/or method to improve operational efficiency, including implementing a goal to reduce the cost per service order and cost per ton of debris. The methods could include:
  - a. Training all crew members on the most efficient methods for completing their work, including prioritizing their work geographically.
  - b. Reviewing all workflows and processes and eliminating redundant or unnecessary ones, including outdated paper-based processes.

## Benefits and Costs

Implementation of the proposed recommendations to routinely evaluate cleaning outcomes would have associated costs, including the costs of additional staff time to perform evaluations and/or the cost of hiring a contractor to perform inspections like the Controller's Office does for the Street and Sidewalk Maintenance Standards Report. Additionally, implementing the proposed recommendation to update the 311 app would have costs associated with the necessary application programming changes. The benefits to the proposed recommendations are increased efficiency, including potentially increasing the number of service orders completed per shift and reducing the cost per service order or cost per ton of debris collected, which could lead to cost savings long-term.



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## 4. Street Sweeping Management

**Mechanical street sweeping in San Francisco is not evaluated on a regular basis to determine optimized route scheduling, frequency, and labor needs. Further, current street cleanliness monitoring is insufficient to effectively identify problems with current sweeping operations. Without a focused sweeping operational plan and improved performance metrics, routine monitoring of performance metrics as established by San Francisco Public Works (Public Works or the Department) and the City Services Auditor are insufficient to identify problems with current operations. To address these gaps, Public Works should improve its performance metrics by tracking route-specific performance indicators and conducting street cleanliness inspections timed against street sweeping routes. The Department should also incorporate specific and routine street sweeping optimization efforts into its operational planning so that the Department is better equipped to respond to changing street conditions over time.**

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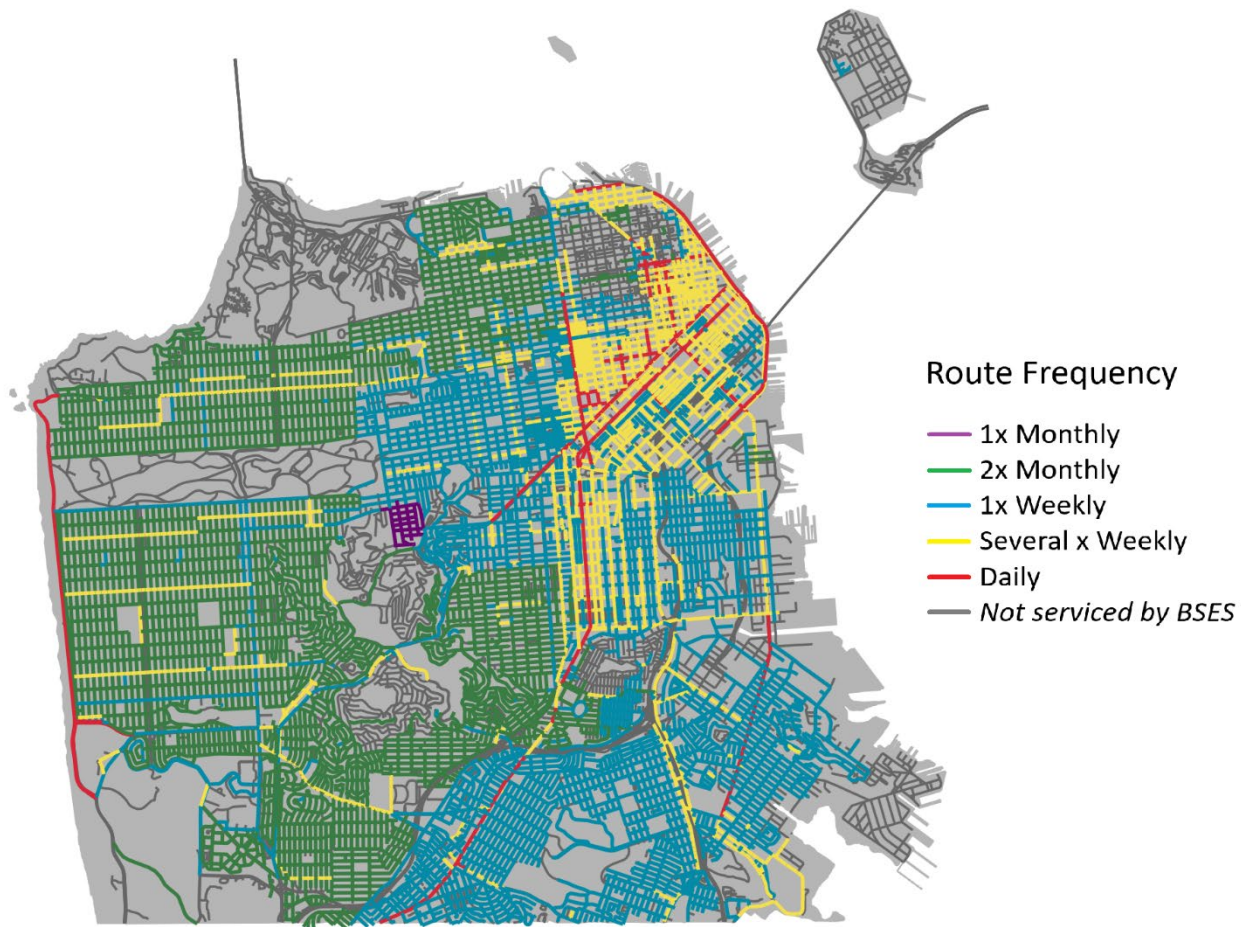
### Mechanical Street Sweeping in San Francisco

San Francisco Public Works (Public Works or the Department) provides mechanical street sweeping services for the public right of way in San Francisco, as authorized by Charter Section 4.140(a). The Department's street sweeping operations are managed by the Bureau of Street Environmental Services (SES) and cover approximately 90 percent of the City's public roadways. Exceptions to SES's street sweeping coverage include federally-managed areas such as the Presidio, roadways within Recreation and Park Department properties, and neighborhoods where residents have chosen to opt out of mechanical sweeping.<sup>1</sup> Almost all of the Department's mechanical street sweeping operations take place along controlled routes, which sweep streets according to a fixed schedule year-round. In contrast, uncontrolled routes do not have scheduled sweeping services and are swept on an as-needed basis, typically in industrial areas where spills and debris accumulation require intermittent attention. Service frequencies for controlled routes range from once per month to daily, as shown in Exhibit 4.1 below.

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<sup>1</sup> Since the City's mechanical street sweeping operations began in 1985, residents from neighborhoods across San Francisco including North Beach, Telegraph Hill, and Russian Hill successfully petitioned to forego sweeping services and associated parking restrictions. These areas still receive intermittent hand sweeping and 311 service request responses from the Department. Residents have the option to request mechanical sweeping services at any point through a formal petition process pursuant to Public Works internal procedure (No. 16-03-11), which is discussed in greater detail later in this report section.

Exhibit 4.1: Public Works Mechanical Street Sweeping Frequency in San Francisco



Source: SF Open Data, Public Works Street Sweeping Schedule

Note: The frequencies shown above are sweeping schedules for the righthand side of the street only. Opposing curbs on the same street have similar, but not identical sweeping schedules. For example, Public Works might sweep the righthand side of a block every Monday, Wednesday, and Friday while sweeping the opposite side every Tuesday and Thursday.

Exhibit 4.1 above shows how frequently Public Works sweeps each serviced street over the course of a month. The Department concentrates its most frequent mechanical sweeping operations in the City's downtown area and along major commercial corridors. These routes, shown in red and yellow, are swept multiple times per week with some segments receiving daily services. The Department sweeps lower-density, residential neighborhoods on the City's eastern side weekly, while neighborhoods further west and north are swept twice per month. A small section of Cole Valley is swept once per month.

For each of the controlled routes serviced daily, the additional staff from Public Works and the San Francisco Municipal Transportation Agency (SFMTA) drive the routes 5-10 minutes ahead of the mechanical sweepers to prepare the roadways. This includes “broom support,” which is provided by a 7514 General Laborer in a pickup truck who removes large debris from the road, as the mechanical sweepers cannot handle debris larger than 12 inches. Broom support also clears stormwater catch basins and sweeps debris from the sidewalk into the curb so the sweeper can collect it. Each route is accompanied by one broom support unit, except for the Mission and Bayview routes which require two broom support units due to the higher volume of debris. Additionally, SFMTA parking control officers preemptively patrol the routes to issue citations to vehicles that fail to move for scheduled sweeping. Their role is to deter illegal parking through enforcement; they do not tow vehicles or direct drivers to move.

The purpose of street sweeping, as identified by the United States Environmental Protection Agency (EPA) and the American Public Works Association (APWA) is to reduce material and chemical pollutants that would otherwise be washed into municipal storm drains and ultimately discharged into local waterbodies. Mechanical sweeping also keeps debris from accumulating around storm drains and helps minimize localized flooding when it rains. In addition to its environmental benefits, street sweeping helps remove litter and organic debris buildup, which can improve the overall cleanliness and aesthetics of local jurisdictions.

### Route Planning at Public Works is Mostly Static

Mechanical street sweeping routes and schedules today have not fundamentally changed since route optimization efforts in September 2008, following the release of a series of studies and reports by other City agencies and an external consultant in the years prior. The reports, summarized below in Exhibit 4.2, concluded that certain residential areas of the City, including the Richmond, Lakeside, and Marina, amongst others, were receiving sweeping services too frequently while others such as the Western Addition, Glen Park, Chinatown, and Mission were failing cleanliness standards even shortly after street sweeping took place.

Exhibit 4.2: Pre-2008 Study Summaries

| Reporting Body                              | Finding(s)                                                                                                                                                                                                                                                      | Recommendation(s)                                                                                                                                                                                                                                                                  |
|---------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>City Services Auditor<br/>2006, 2007</b> | <ul style="list-style-type: none"> <li>Public Works' sweeping fleet is efficient and is deployed according to posted schedules.</li> <li>Public Works is not using the data from street inspections to evaluate and reallocate resources.</li> </ul>            | <ul style="list-style-type: none"> <li>Reallocate Department resources away from routes that score well before street sweepings, towards high-need streets.</li> <li>Hire a professional consultant to determine if changes need to be made to the frequency of sweeps.</li> </ul> |
| <b>Budget Analyst<br/>2007</b>              | <ul style="list-style-type: none"> <li>Proposition C* inspection data shows certain neighborhoods are regularly not passing cleanliness standards.</li> <li>Public Works is not using Proposition C evaluations to shift resources.</li> </ul>                  | <ul style="list-style-type: none"> <li>Reallocate street cleaning resources and the frequency of street cleaning operations based on City Services Auditor inspection data.</li> <li>Contract consulting services to perform and report on street inspections.</li> </ul>          |
| <b>Short Elliot Hendrickson<br/>2007</b>    | <ul style="list-style-type: none"> <li>Certain residential areas are much cleaner between scheduled sweeps than other, more commercial neighborhoods.</li> <li>Public Works is sweeping residential streets more frequently than peer jurisdictions.</li> </ul> | <ul style="list-style-type: none"> <li>Reduce street sweeping frequency to residential service areas.</li> </ul>                                                                                                                                                                   |

Sources: San Francisco Controller, Budget and Legislative Analyst's Office

\*In 2004, Proposition C established street and sidewalk cleanliness standards and appropriated funds to the City Services Auditor and Public Works to perform these evaluations.

In response to the recommendations summarized above and the economic downturn in 2008, Public Works consolidated 10 of its street sweeping routes in residential areas of the City into five larger routes and reduced services in these neighborhoods from weekly to bimonthly sweeping. Public Works also reduced its mechanical street sweeping fleet by 17 percent, generating ongoing General Fund savings of \$1 million in 2008 dollars.

This optimization effort, with the goal to reduce the Department's General Fund budget, was the last of its scale since 2008. As of 2025, the Department's written internal procedure for modifying mechanical street sweeping routes is to make adjustments on an incremental, block-by-block basis in response to public requests. SES requires that petitions to add new or change existing route schedules include a stated reason for the request and as many signatures from residents, merchants, and people who work on the affected street as possible. If the Director of Public Works approves the request, SES Mapping and Routing staff will survey the requested location

and make route schedule recommendations to the Director of Public Works for approval. While not included in the Department's written procedures, route modifications also follow changes to public roadway infrastructure. According to Department staff, recent route modifications include incorporating Treasure Island roadways into the street sweeping schedule as new housing developments are created, Hyde Street residents in North Beach petitioning for street cleaning services after having opted out of the program for decades, and schools requesting sweeping schedule changes due to conflicts with student pickup and drop-off times.

While the Department continues to make incremental route adjustments, the absence of a comprehensive citywide evaluation means that outdated service patterns may persist, leading to inefficiencies related to cleanliness and cost.

### Current Monitoring Efforts are not Effectively Evaluating Sweeping

Public Works and the City Services Auditor perform periodic monitoring of street cleanliness and street sweeping operations, as directed by Section 4.139 of the City Charter.<sup>2</sup> However, current monitoring and performance standards shown in Exhibit 4.3 below are nonspecific to mechanical street sweeping performance and do not provide meaningful insights into street sweeping efficiency.

**Exhibit 4.3: Performance Measures Relevant to Street Sweeping for FY 2024-25**

| Reporting Body        | Performance Measure              | Description                                                                                                                                  |
|-----------------------|----------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------|
| Public Works          | Curb Miles Swept                 | Target as of FY 2024-25: 160,000 miles per year                                                                                              |
|                       | Debris collected (tons)          | Tonnage offloaded by Bureau of Street Environmental Services vehicles at the Tunnel Road transfer facility                                   |
|                       | Street cleaning service requests | Count of 311 service requests for street and sidewalk debris                                                                                 |
| City Services Auditor | Street litter levels             | Average litter levels per neighborhood and corridor based on City Services Auditor evaluations of street conditions along a five-point scale |

Source: City performance scorecards, City Services Auditor Annual Street and Sidewalk Report

These metrics, as currently implemented, do not effectively measure street sweeping efficiency and cannot effectively inform decisions made by Public Works to adjust route schedules. *Curb*

<sup>2</sup> Subsection (c) of Section 4.139, as revised by November 2022 Proposition B, dictates that the Sanitation and Streets Commission shall: (1) Review and evaluate data regarding the condition of the public right of way, including but not limited to data collected by the Department and annual reports generated by the Controller; and (2) establish minimum standards of cleanliness of the public right of way, and set baselines for services to be administered by the Department to maintain cleanliness of the public right of way.

*miles swept* reflects scheduled mileage rather than actual completed sweeps, meaning efficiencies or missed routes go unnoticed. *Debris collection* data, while tracked by vehicle ID, is not tracked by route, preventing any assessment of whether certain neighborhoods are over- or under-serviced. Additionally, *street litter inspections* are conducted without accounting for when a street was last swept, making it impossible to determine how quickly streets accumulate debris. Earlier optimization studies and City Services Auditor reports (before 2012) emphasized the importance of midpoint evaluations—assessing cleanliness relative to the last sweep—but this methodology was abandoned after the FY 2012-13 Annual Street and Sidewalk Cleaning Report, further disconnecting monitoring efforts from operational effectiveness.

Neither Public Works nor the City Services Auditor evaluate routes or sweeping schedules according to EPA best management practices. Those best practices indicate that a successful program should be flexible to accommodate climate conditions and areas of concern. Municipalities should base their identification of areas of concern on traffic volume, land use, field observations of sediment and trash accumulation, and proximity to bodies of water. The EPA recommends that these areas should be mapped and routes should be amended when concerns are identified.

The EPA also recommends that sweeper efficacy be monitored based on debris collected per district, road, season, or mile. According to the EPA, this information should inform a written plan, schedule, and periodic re-evaluation to target roadways with high industrial activity and roadways that have consistently accumulated more materials between sweeps.

Without clearer and more relevant performance metrics, the Department lacks the tools to assess whether resources are allocated effectively or if sweeping frequencies match actual needs. Several key performance indicators recognized as best practices remain untracked, including:

##### *Debris Collected Per Curb Mile*

Public Works officially reports on curb miles swept, which is included in the City Services Auditor's performance dashboard. However, this metric only reflects the Department's scheduled sweeping mileage rather than the actual mileage swept and therefore does not measure sweeping performance. Tracking actual mileage is possible given the Department's available vehicle GPS data and would provide a clearer picture of service coverage. Further, Public Works does not report on the volume of debris collected relative to the amount of curb miles swept, which the EPA recognizes as an important evaluation tool of a street sweeping program's effectiveness. The Department's performance team noted that this type of monitoring would be difficult and imprecise given the cooperative work of litter patrol and mechanical sweeping along the City's street sweeping routes, and because the Department cannot accurately trace the debris volume reported by Recology to specific routes and locations. Despite these limitations,



tracking citywide debris volume relating to work performed by day, week, or month remains important for identifying trends in street cleanliness and flagging potential inefficiencies.

##### *Completion of Scheduled Routes*

Public Works does not monitor or report on whether street sweeping routes are completed as scheduled, so it is unclear how often established sweeping routes are missed. According to our discussions with Public Works supervisors, Public Works mechanical sweeping vehicles are assigned to different routes and drivers each day based on availability, but controlled routes frequently go unswept due to employee absences or staff vacancies. The City's mechanical street sweepers are equipped with GPS tracking systems that make it possible to monitor route completion, however the Department does not currently do this. Without systemic monitoring, the Department lacks a reliable understanding of which routes and neighborhoods are impacted by staffing shortages and how often this occurs.

##### *Lack of Mid-Point Evaluations*

Neither Public Works nor the City Services Auditor conducts qualitative mid-point evaluations between scheduled sweepings to assess whether modifications to the sweeping schedule are necessary. Such evaluations could provide valuable data on street conditions and help optimize service frequency based on real-world observations rather than static schedules.

Despite having the technical capacity to monitor these metrics, Public Works has not integrated route evaluation into its operational planning. The Department has access to vehicle-linked tonnage data through Recology and operates a GIS program with digitized routes. Recent digitization efforts<sup>3</sup> suggest that Public Works is well-positioned to implement a more data-driven approach to street sweeping, yet route evaluation has not been included as a priority in any of its strategic plans over the last decade. Establishing and tracking improved performance indicators would enable more efficient resource allocation, improved service delivery, and a better overall standard of cleanliness in San Francisco's streets.

## Evidence of Poor Optimization

Despite past efforts to reallocate resources, our observations suggest that the current street sweeping routes remain suboptimal. Between March and October 2024, we evaluated the street conditions of 44 randomly selected City blocks, including two residential and two commercially zoned blocks within each of the City's 11 Supervisor districts. Through this sampling, several inefficiencies became apparent:

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<sup>3</sup> Since 2018, Public Works has implemented the following technological updates through in-house and contracted efforts: inclusion of street sweeping routes in the SF Open Gov database, and live GPS and speed monitoring of all Department vehicles.



- **Less dense residential neighborhoods, particularly those farther from main thoroughfares, remained clean even when they had not been swept for nearly two weeks.** This indicates that certain areas may be overserved, with sweeping schedules exceeding actual need.
- **The type of debris varied significantly by location.** Organic debris accumulation was largely dependent on tree cover, whereas commercial districts exhibited higher concentrations of litter. In both residential and commercial areas, parked cars that had remained stationary for long periods contributed to visible debris buildup along curbs, limiting the effectiveness of sweeping operations.

These observations align with the findings of the route optimization studies conducted by the City between 2006 and 2008, further reinforcing the need for more regular reassessments of sweeping schedules.

Our interviews with Public Works staff further underscore ongoing operational challenges with the current sweeping routes. Many staff members expressed frustration with persistent under swept areas, noting that certain neighborhoods receive inadequate service despite clear evidence of debris buildup. Additionally, staff noted that seasonal fluctuations in the volume of debris collected create logistical inefficiencies. Operators frequently find themselves forced to unload sweepers at the Tunnel Road dump in the middle of their shifts due to unexpectedly high accumulation, disrupting their assigned routes and reducing overall productivity. Further, staff asserted that underserved areas generate constituent complaints, reflecting public dissatisfaction with inconsistent street sweeping coverage. These challenges identified by Public Works staff highlight the need for a more strategic and data-driven approach to optimizing street sweeping routes.

### Public Works Needs a Street Sweeping Operational Plan

While the Department occasionally adjusts street sweeping routes on a block-by-block basis in response to localized needs, there has been no citywide route optimization effort since 2008. The Department's strategic plan broadly identifies clean streets as a goal (see Section 2 of this report) but does not require tracking of route-specific performance indicators nor does it account for long-term changes such as shifts in land use, population density, environmental factors, or other variables that influence street cleanliness over time. As a result, street sweeping operations continue to follow a schedule that may not be efficient for current street conditions or best practices. Given that mechanical street sweeping and broom support are the bulk of proactive street cleaning work performed by Public Works, the Department should have a clear, data-driven methodology regarding where and how often to deliver its limited resources.

As shown in Exhibit 4.4 below, some peer jurisdictions such as Los Angeles, San Diego, and San Jose have taken a more proactive approach by integrating street sweeping optimization into their strategic planning efforts. These cities have implemented periodic route reviews that leverage GPS tracking, seasonal debris monitoring, and pollutant data to refine sweeping schedules. For example, San Diego's Stormwater Strategic Plan calls for evaluating and adjusting routes based on high-pollutant areas, while Los Angeles has funded ongoing research into optimizing sweeping routes using street condition data and controlled testing. San Jose's Department of Transportation has similarly incorporated real-time cleanliness data into its sweeping schedules, changing its routes to ensure that service levels align with actual need and evaluating these changes on a regular basis.

**Exhibit 4.4: Mechanical Street Sweeping Route Optimization Efforts of Peer Jurisdictions**

| Peer Jurisdiction       | Last Optimized | Key Findings & Changes                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
|-------------------------|----------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| City of San Diego, CA   | 2022 & Ongoing | <ul style="list-style-type: none"> <li>Between 2010 and 2015, San Diego conducted a series of street sweeping optimization studies to reduce water pollutants, improve technological integration, and optimize debris collection.</li> <li>The FY 2022-23 to FY 2026-27 San Diego Stormwater Strategic Plan, based on previous optimization studies, calls on the Department to study and adjust the frequency of 40-80 of its street sweeping routes based on high pollutant and debris monitoring.</li> </ul>                                                                                                                                                          |
| City of Los Angeles, CA | Ongoing        | <ul style="list-style-type: none"> <li>A 2017 Los Angeles City Controller audit established the need to optimize street sweeping routes based on available technologies and cleanliness standards.</li> <li>In FY 2020-21, the City awarded \$1 million to StreetsLA to hire a route optimization consultant.</li> <li>In FY 2023-24, Safe Clean Water LA initiated an ongoing optimization study to use GPS, debris, traffic volume, street conditions, and controlled testing to propose changes to Los Angeles street sweeping routes.</li> <li>Enhancing street sweeping operations is a stated goal of StreetsLA's FY 2021-22 to 2026-27 strategic plan.</li> </ul> |
| City of San Jose, CA    | 2016 & Ongoing | <ul style="list-style-type: none"> <li>A 2016 street sweeping audit by the City Auditor identified the need for San Jose's Department of Transportation (SJDOT) to implement street inspection results in sweeping schedules and to optimize sweeping frequency based on seasonality.</li> <li>Since publication, SJ DOT implemented a route evaluation schedule, deployed GPS tracking for city sweepers, and increased targeted sweeping in areas with more debris.</li> </ul>                                                                                                                                                                                         |

Sources: BLA Survey of Peer Jurisdictions, Safe Clean Water LA, San Diego Stormwater, San Jose City Auditor.

Public Works should follow these examples by establishing a formal 10-year optimization cycle into its operational planning. This would enable the Department to assess and respond to how the City's mechanical sweeping needs evolve over time in addition to the small-scale changes the Department already makes. Organizations such as the EPA, APWA, and other street sweeping advisory bodies do not establish ideal evaluation intervals beyond periodic evaluations that effectively account for variables such as traffic patterns, community needs and expectations, infrastructure, equipment loads, and labor availability. A 10-year cycle provides a reasonable balance between responsiveness and cost-effectiveness. A decade is enough time for significant

neighborhood changes—such as zoning adjustments, new developments, and population shifts—to materially impact street debris accumulation patterns, necessitating route modifications. At the same time, reviewing and adjusting sweeping schedules at this interval ensures that changes are not so frequent that they create excessive costs associated with widespread parking signage updates, enforcement adjustments, and public outreach. By adopting a structured 10-year review process, the City can optimize its street sweeping program in a way that remains both adaptive and fiscally responsible.

## Conclusion

Mechanical street sweeping is not comprehensively evaluated on a regular basis to determine optimized route scheduling, frequency, and labor needs. Further, current street cleanliness monitoring is insufficient to effectively identify problems with current sweeping operations. To address these gaps, Public Works should improve its performance metrics by tracking route-specific performance indicators and the City Services Auditor should conduct street cleanliness inspections timed against street sweeping schedules. Public Works should also incorporate specific and routine street sweeping optimization efforts into its operational planning so that it is better equipped to respond to changing street conditions over time.

## Recommendations

The Deputy Director for Operations should:

- 4.1 Direct the Public Works Planning and Performance Team to conduct routine monitoring of street sweeping-specific performance indicators based on industry best practices including debris collected per route, debris collected per curb mile swept, and route completion rates.
- 4.2 Coordinate with the Sanitation and Streets (SAS) Commission to adopt the performance indicators identified in Recommendation 4.1 within the next publication of SAS street cleanliness standards, which require all City streets to be cleared of debris within 10 feet of the curb, as established by the most recent report in September 2024.
- 4.3 Use the performance metrics included in Recommendation 4.1 to optimize street sweeping routes by implementing a sweeping operational plan that is updated every 10 years.

The Board of Supervisors should:

- 4.4 Consider amending Charter Section 4.140 or the Public Works Code to require that San Francisco Public Works perform a comprehensive citywide evaluation of street cleaning routes every 10 years and indicate the year by which the first evaluation must be completed.

The Controller's Office Director of Audits should:

- 4.5 Consider optimizing the timing of City Services Auditor street cleanliness inspections based on scheduled street sweeping services.

## Benefits and Costs

Implementation of the proposed recommendations will primarily require additional staff time to develop new tracking processes, update protocols, and coordinate across departments and commissions. However, these efforts can be accomplished using existing staffing and resources without requiring significant new expenditures. For example, the Planning and Performance Team can integrate the recommended performance indicators into its existing monitoring systems, and route evaluations can build upon data already collected through regular operations and the Controller's street and sidewalk inspections. Similarly, the City Services Auditor can incorporate slightly altered timed inspections into its existing audit schedule without having to adjust their selection criteria or process.

By formalizing performance-based monitoring and aligning it with citywide street cleanliness standards, the Department can better assess how well mechanical sweeping is meeting service goals and make data-driven decisions about where and how to deploy its resources. Establishing a decennial route evaluation process would ensure that the street cleaning program remains responsive to changes in land use, traffic, and dumping patterns over time, reducing inefficiencies and service gaps. More strategically timed inspections by the City Services Auditor would improve the independent check on how well routes are being maintained between sweeps, offering early warning when areas are deteriorating and allowing Public Works to intervene before problems become entrenched. Collectively, these changes would improve service quality, reduce unnecessary costs associated with reactive cleanups, and increase public trust in the City's ability to maintain clean and healthy streets.

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## 5. Equipment and Infrastructure Challenges

San Francisco's street sweeping program is hindered by challenges related to bike lane maintenance and widespread noncompliance with parking restrictions. Bike lane sweeping is unreliable due to costly, frequently broken equipment and inconsistent deployment, leaving hazardous debris in high traffic cycling areas. Similarly, illegally parked vehicles block mechanical sweepers from reaching curbs, resulting in hundreds of miles of unswept streets each year. These issues stem from poor equipment reliability, staffing shortages, and inadequate enforcement mechanisms. The effects are increased danger for cyclists, diminished street cleanliness, and increased pollutants flowing into the bay and ocean.

To address these challenges, San Francisco Public Works should pursue more reliable bike lane sweepers, establish a consistent bike lane sweeping schedule, and work with the San Francisco Municipal Transportation Agency (SFMTA) to establish a bike lane-specific Memorandum of Understanding for assigned costs and responsibilities that works for existing and expanded lane infrastructure. In addition, the Board of Supervisors should consider a resolution urging SFMTA to adopt a progressive fee schedule for street sweeping violations to disincentivize repeat violations. These actions would enhance public safety, improve street cleanliness, and promote a more effective and equitable street sweeping program.

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### Bike Lane Maintenance

San Francisco's bike lane sweeping program is ineffective due to unreliable equipment and inconsistent staffing, leaving debris in protected bike lanes, which poses a safety hazard to cyclists and diminishes overall street cleanliness.

The failure to regularly sweep bicycle lanes is inconsistent with National Association of City Transportation Officials (NACTO) guidelines for urban bikeway design, which the City formally adopted through San Francisco Municipal Transportation Agency (SFMTA) Board resolution (No. 14-020) in 2014. The NACTO guidelines state that protected bicycle lanes should be maintained in order to be free of broken glass and other debris and that sweeping may need to be done more frequently than on vehicle-exclusive roadways because of the safety hazards to cyclists when traversing across bikeways with trapped debris. During our fieldwork we observed accumulated trash and organic debris inside the protected bike lanes along sampled streets. Exhibit 5.1 below shows one such instance of debris accumulation in a bike lane on Market Street between Octavia Boulevard and Laguna Street.



**Exhibit 5.1: Photo of Bike Lane Debris on Market Street**



Source: BLA

As shown in Exhibit 5.2 below, 80 percent of the 24.7 miles of protected bike lanes that require a specialized compact sweeper to clear are located along roadways with extreme traffic stress classifications wherein swerving to avoid debris, or colliding due to debris, would be especially dangerous to the cyclist's life and safety. Without reliable maintenance, these routes are less safe, and may discourage cycling as a mode of transportation, which would weaken the City's green transportation efforts.

### 5.2 SFMTA Bicycle Lanes by Traffic Classification

| Traffic Classification           | Low         | Moderate     | High        | Extreme      |
|----------------------------------|-------------|--------------|-------------|--------------|
| <b>Dedicated Miles</b>           | 0.00        | 4.32         | 0.66        | 19.76        |
| <i>Proportion of SF bikeways</i> | <i>0.0%</i> | <i>17.5%</i> | <i>2.7%</i> | <i>79.8%</i> |

Source: SFMTA Bike Network Linear Features, SF Open Data.

Note: National Bikeway Functional Classification corresponds to the anticipated stress a cyclist would experience navigating an otherwise unprotected roadway. An Extreme traffic stress classification indicates that traffic stress that is not comfortable for most bicyclists to use, while a Low traffic stress classification is defined as appropriate for all ages and cycling abilities.



## Bike Lane Equipment Challenges

In 2018, SFMTA purchased three Johnston c-201 bike lane sweepers for San Francisco Public Works (Public Works or the Department) for a total of \$536,000. These compact sweepers maintain protected bike lanes which traditional mechanical sweepers cannot access due to raised concrete curbs and non-collapsible bollards. However, these vehicles have proven costly and unreliable, with frequent mechanical failures and limited available use. Maintenance costs have reached \$373,852 as of FY 2023-24, amounting to 70 percent of their original purchase price within five years. As shown in Exhibit 5.3 below, the overall maintenance costs for Johnston bike lane sweepers when accounting for mileage are nearly seven times higher than for standard mechanical street sweepers purchased in the same year. Public Works' fleet of standard mechanical street sweepers incur an average of \$2.72 in maintenance costs per mile, while the same distance generates \$19.15 in maintenance costs for dedicated bicycle lane maintenance.

**Exhibit 5.3: Maintenance Cost for Mechanical Sweeping Equipment,  
FY 2018-19 through FY 2022-23**

| Sweeper Type              | Total Maintenance<br>Spent | Odometer | Maintenance Cost<br>per Mile |
|---------------------------|----------------------------|----------|------------------------------|
| <b>Johnston Bike Lane</b> | \$373,852                  | 19,518   | \$19.15                      |
| <b>Street</b>             | \$1,119,011                | 411,762  | \$2.72                       |

Source: Public Works FY 2024-26 Equipment and Vehicle Report.

Note: Odometer readings listed above are cumulative from July 2018 through December 2023, five months past the collected range of maintenance cost data. Maintenance cost per mile is therefore a conservative estimate.

Note: Standard street sweeper information shown above includes data from the eight Tymco-600 regenerative street sweepers that were purchased during the 2017-18 Fiscal Year. These eight sweepers are included in the Department's total fleet of 31 street sweepers acquired between 2016 and 2024.

According to Department staff, the three Johnston compact sweepers are maintenance-intensive because of excessive wear and tear of the sweeper's vacuum head. When the machines are in use, their poor suction power requires drivers to make multiple passes to fully clear debris. However, as the sweepers are highly prone to clogging and mechanical breakdowns, they are frequently out of service until the Department's equipment team can diagnose and make repairs. Equipment maintenance logs provided by the Department show that between April 2018 and April 2025, each of the three Johnson sweepers spent approximately 2,000 days out of service due to unscheduled maintenance and repairs. As shown in Exhibit 5.4 below, each sweeper was inoperable for 73 to 80 percent of their seven-year usable lifespan due to mechanical breakdowns.

**Exhibit 5.4: Frequency of Inoperable Days for Department Bike Lane Sweepers,  
April 2018 through April 2025**

|                  | <b>Total Days Out of Service</b> | <b>Days as Proportion of Usable Life</b> |
|------------------|----------------------------------|------------------------------------------|
| <b>Sweeper 1</b> | 2,033                            | 79.6%                                    |
| <b>Sweeper 2</b> | 1,981                            | 77.5%                                    |
| <b>Sweeper 3</b> | 1,875                            | 73.3%                                    |

Source: Public Works.

Note 1: For the minority of maintenance log entries missing a beginning and ending timestamp, the median observable time spent in the repair shop of 7 days was used for the above calculations.

Note 2: The data above excludes time spent in the repair shop for scheduled maintenance and days where the machine was in the repair shop for 12 hours or less.

The equipment maintenance logs further show that the bike lane sweepers stay in the Department's service shop for a median of seven days, but 14 entries were for service periods exceeding 90 days. The Department reported that these longer maintenance periods are because the Johnston sweepers are manufactured out of the country and use expensive, difficult to source components that the service shop cannot quickly or easily install themselves.

The limited availability of the City's dedicated bike lane sweepers contributes to unsightly and unsafe debris buildup along the City's protected bicycle lanes. The Department should evaluate alternative vendors when replacing its Johnston c-201 sweepers as the existing fleet becomes obsolete, ensuring that future equipment is cost-effective and reliable. According to Public Works staff, an internal recommendation to update the bike lane fleet was made to management and SFMTA in 2022 and 2023, respectively. However, according to Department staff, competing budget priorities within both Departments and growing fleet replacement cost estimates has prohibited replacement efforts so far.

### **Bike Sweeping Routes and Staffing**

Staffing limitations are a barrier to consistent bicycle lane maintenance in San Francisco. The Department does not have personnel assigned specifically to bike lane sweeping. Instead, laborers that are authorized to operate the Department's fleet are part of a general laborer pool deployed daily by dispatch based on operational priorities. When determining routes and assignments each morning, dispatch managers prioritize other core street sweeping operations such as controlled routes, broom control, and litter patrol over bicycle lane maintenance. Consequently, bicycle lanes do not get swept on days when the Operations Division is short staffed, even when a functioning bike lane sweeper is available.

Due to inconsistent staffing, the Bureau of Street Environmental Services (SES) does not have a regular bike lane sweeping schedule, though it is the Department staff's stated intention to have

at least one bike lane sweeper running continuously through the night shift and all three daytime shifts. When a laborer is available, SES mapping staff use GPS tracking data from the sweepers to visually identify which areas of the City have not been serviced recently and will assign the sweeper accordingly. This reactive and ad hoc deployment process risks major service gaps and limits the Department's ability to provide the cleaning required for protected lanes to remain safe and functional.

### Misalignment with SFMTA

The impact of frequent equipment malfunctions and staffing shortages on bike lane cleanliness is compounded by insufficient coordination with SFMTA. A 2018 Memorandum of Understanding (MOU) between Public Works and SFMTA set forth responsibilities between the two Departments for maintenance and repair of public right-of-way facilities, inclusive of the City's bicycle lanes. According to the agreement, while SFMTA is ultimately responsible for maintaining the bicycle lane infrastructure it installs, Public Works is tasked with performing the routine cleaning and maintenance work. In turn, SFMTA is responsible for procuring and funding an adequate number of small mechanical street sweepers as agreed upon by SFMTA and Public Works every September. Despite this language, SFMTA has not procured additional machines for Public Works since the three Johnston c-201 sweepers in 2018 nor does SFMTA review the bike lane fleet during its annual budget review process. Though Public Works has requested new machines from SFMTA, written communication between the two agencies revealed that Public Works is facilitating quotes and procurement themselves, SFMTA does not have a consistent funding source for bike lane maintenance equipment, and the two agencies have not agreed to a work order allocation to purchase any machines as of June 2024.<sup>1</sup>

Public Works staff also report that they are not consulted or involved in SFMTA's decisions to install protected bicycle lanes throughout the City.<sup>2</sup> SFMTA Board resolutions to install new protective or separated bicycle lanes do not require approval from Public Works, even though each installation introduces unique operational needs. Each bicycle lane has a unique set of variables that require intentional planning; some are wider and allow for the use of SES's CITY-CAT alley sweepers while others require the narrowness of the Johnston c-201s. Further, some bike lanes are located in heavily trafficked areas and must be swept at night while others

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<sup>1</sup> Communication between the Departments showed that SFMTA provided a one-time adjustment to their annual work order with Public Works in FY 2024-25 in the amount of \$336,800 to purchase 1-2 new machines. However, the quote Public Works received from the sweeper supplier for a single compact sweeper was in the amount of \$630,000 and no new machines were purchased.

<sup>2</sup> Per correspondence from SFMTA, however, Public Works is a member of the Transportation Advisory Staff Committee (TASC) that reviews SFMTA projects in advance of Public Hearing and SFMTA Board meetings.

accumulate heavy debris quickly and must be swept frequently enough to not clog the vacuum. Although Department staff have noted that they have learned which variables are important when adjusting to new infrastructure development, SES still does not have a written plan to staff and maintain its existing lanes which meets the standards set by NACTO or the Sanitation and Streets (SAS) Commission.

The demand on Public Works' limited bike lane cleaning resources is expected to increase in the coming years. SFMTA finalized its 2025 Biking and Rolling Plan in February 2025, which includes plans to expand the City's network of protected, specially-serviced bike lanes over the next 10-15 years. Without improved coordination and planning, this expansion will further strain Public Works' already limited resources and undermine the cleanliness and usability of new infrastructure. To address these gaps, The Director of Public Works and the SFMTA Director of Transportation should negotiate a separate, additional Memorandum of Understanding specific to bike lane planning and maintenance. This new MOU should:

- Define cleaning frequencies and service standards for protected bicycle lanes.
- Establish an agreed-upon process for planning maintenance capacity before new bike infrastructure is installed.
- Specify equipment and staffing levels as a ratio relative to the total mileage of new and existing protected bike lanes, ensuring operational capacity grows in step with infrastructure expansions.
- Include a cost-sharing agreement reflective of each department's role in purchasing compact sweepers.

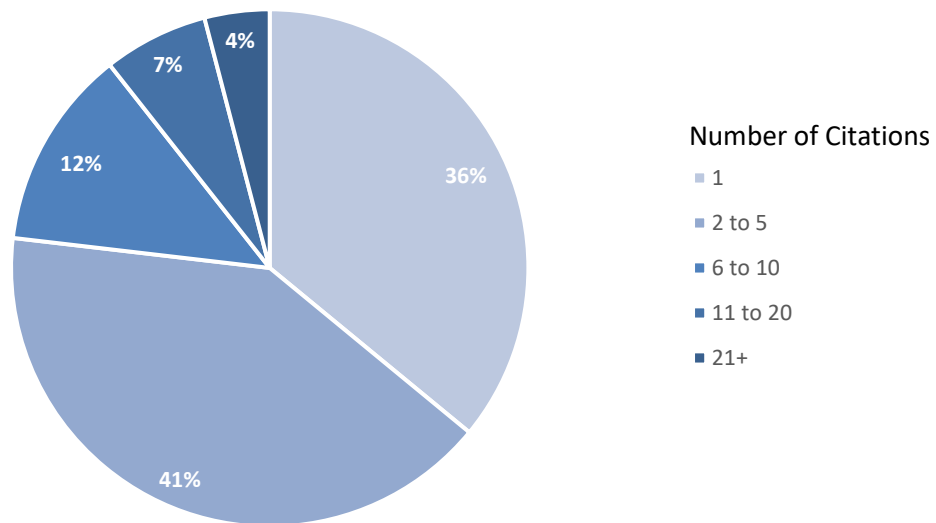
Additionally, the Public Works Deputy Director of Operations should use this agreement to adjust staffing levels and align operational capacity with infrastructure growth. Given consistent annual savings of 21 to 25 percent in SES's General Fund budget as reported in Section 1 of this report, the Department has the means to address this recommendation with existing budgeted resources.

## Parked Vehicles Cause Widespread Obstructions to Sweeping

Noncompliance with street sweeping parking prohibitions is widespread, which causes obstructions that frequently limit the effectiveness of street sweeping and the amount of curb miles swept. As discussed in greater detail in Section 4 of this report, the City enforces street sweeping restrictions by posting prohibited parking signage along controlled sweeping routes. SFMTA 8214 Parking Control Officers drive street sweeping routes ahead of mechanical sweepers and issue parking tickets to vehicles that fail to clear the curb for sweeping during the posted time. Despite this process, parking compliance remains low.

Over the six years between FY 2018-19 and FY 2023-24, SFMTA issued 2.9 million citations, approximately 40,000 per month, to vehicles parked on active street cleaning routes. Notably, most of these violations are repeat offenses. Exhibit 5.5 below shows the SFMTA street sweeping tickets issued to individual vehicles by a count of how many times the license plate receiving the citation received at least one other street sweeping violation within 12 months. Between July 2023 and June 2024, only 36 percent of the 502,986 citations that year were issued to license plates receiving just one violation within the previous year. Most citations were given to vehicles with multiple violations, with some license plates accumulating over 20 citations in a year.

**5.5: Citation Counts by Individual Vehicle, FY 2023-24**



Source: SFMTA Parking Citations, SF Data.

Vehicles that are parked along street sweeping routes during scheduled mechanical sweeping services diminish the effectiveness of street sweeping and limit the amount of curb miles swept. In FY 2023-24 alone, SFMTA issued approximately 500,000 citations to vehicles parked on active street cleaning routes, which amounted to an estimated 1,876 miles that the Department was not able to sweep between July 2023 and June 2024.<sup>3</sup> When a vehicle blocks the curb during a scheduled sweep, that section of the street remains dirty until the next service cycle—effectively doubling the time between cleanings. For example, on a street with biweekly sweeping, a single parked car can leave debris and litter untouched for an entire month.

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<sup>3</sup> The figure of 1,876 miles assumes an average vehicle length of 14.9 feet with an additional clearance rate between the vehicle and the mechanical sweeper of five feet in both the front and rear of the parked car.



During our field observations of street conditions, our audit team recorded several instances of debris build up under and around vehicles that did not move for the most recent sweeper pass-through. Exhibit 5.6 below shows a comparison of two curb segments along the same side of Brussels Street between Silliman and Felton that had been swept within the previous 12 hours. The photo on the left shows a curb segment that had been swept that morning while the photo on the right depicts a span of curb with accumulated litter and organic debris buildup that clearly had not been cleaned since at least the last sweeping day two weeks prior.

**Exhibit 5.6: Field Observation Photos of Missed Sweeping**



Source: BLA

While SFMTA sets and collects the fee revenue for street sweeping citations under the Transportation Code,<sup>4</sup> Public Works remains responsible for adhering to the SAS Commission performance standard to keep the curb and innermost 10 feet of all public rights of way clear of debris. Public Works is also responsible for responding to 311 service requests for accumulated trash and missed street sweeping, which takes up valuable time and incurs labor and equipment

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<sup>4</sup> Section 301 of Division II of the San Francisco Transportation Code authorizes the SFMTA Board to set fines and fees through resolution. Transportation Code 7.2.22 establishes unpermitted parking during active street cleaning as a fineable offense.

costs to the Department. To improve enforcement efforts and street cleanliness, the Board of Supervisors should consider passing a resolution urging the SFMTA Board of Directors to implement a progressive fee schedule in which repeat violations result in higher administrative fines. This would help disincentivize individuals who can afford to move their vehicles but choose not to.<sup>5</sup>

As of a 2023 California Court of Appeals ruling<sup>6</sup> that rendered towing safely parked vehicles solely for traffic violations illegal, SFMTA no longer tows vehicles that remain parked during scheduled sweeps, limiting enforcement options and Public Works' ability to clean obstructed areas. Given this constraint, Public Works could instead deploy the broom support staff on assigned routes to mitigate debris accumulation under and around parked cars. During times of the year when debris accumulation is especially high, such as after the leaves drop in the Fall, broom support staff could be required to use provided equipment to push out accumulated leaves and litter into the roadway so that mechanical sweepers can effectively collect the debris.

## Conclusion

San Francisco's street sweeping program is hindered by challenges related to bike lane maintenance and widespread noncompliance with parking restrictions. Bike lane sweeping is unreliable due to costly, frequently broken equipment and inconsistent deployment, leaving hazardous debris in high traffic cycling areas. Similarly, illegally parked vehicles block mechanical sweepers from reaching curbs, resulting in an estimated 1,800 miles of unswept curbs each year. These issues stem from poor equipment reliability, staffing shortages, and inadequate enforcement mechanisms, and can lead to dangerous conditions for cyclists, diminished street cleanliness, and increased pollutants flowing into the bay and ocean. To address these challenges, Public Works should invest in more reliable bike lane sweepers, establish a consistent sweeping schedule, and work with SFMTA to improve street sweeping compliance through progressive fines. SES should additionally pursue debris mitigation strategies such as enhanced broom support. Further, the Board of Supervisors should consider passing a resolution urging the SFMTA Board of Directors to adopt a progressive fee schedule for parking citations. These actions

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<sup>5</sup> In 2018, SFMTA partnered with the San Francisco Financial Justice Project to establish fee caps, waivers, and payment plans for low-income citation recipients. The implementation of a progressive fee structure under this program would target progressive citations towards vehicle owners with repeat offenses without disproportionately penalizing low-income households or unhoused vehicle owners.

<sup>6</sup> Coalition on Homelessness v. City and County of San Francisco, 93 Cal.App.5th 928 (2023).



would enhance public safety, improve street cleanliness, and ensure a more effective and equitable street sweeping program.

## Recommendations

The Director of Public Works should:

- 5.1 Work with SFMTA to establish a new Memorandum of Understanding that agrees to service levels adequate for standards set by NACTO and the SAS Commission, is adaptive to the City's growing protected bike lane infrastructure, and sets forth clear, realistic cost-sharing and procurement responsibilities between the two Departments. The MOU should (a) define cleaning frequencies and service standards for protected bicycle lanes; (b) establish an agreed-upon process for planning maintenance capacity before new bike infrastructure is installed; (c) specify equipment and staffing levels as a ratio relative to the total mileage of new and existing protected bike lanes, ensuring operational capacity grows in step with infrastructure expansions; and (d) include a cost-sharing agreement reflective of each department's role in purchasing compact sweepers.

The Public Works Deputy Director of Operations should:

- 5.2 Evaluate and identify alternative replacements for the Department's three compact Johnston mechanical street sweepers based on relative maintenance costs per mile.
- 5.3 Hire or promote additional laborers who can operate the Department's sweeping fleet to ensure a minimum baseline of scheduled bike lane maintenance as established in the MOU referenced in Recommendation 5.1.
- 5.4 Consider establishing debris clearing from around and under parked cars as an expectation for broom support on controlled sweeping routes, especially when conditions warrant stricter debris clearance, such as after the autumn leaf drop or prior to heavy rainfall.

The Board of Supervisors should:

- 5.5 Consider passing a resolution urging the SFMTA Board of Directors to adopt a progressive fee schedule for street sweeping violations to disincentivize repeat violations.

## Benefits and Costs

Implementing these recommendations would improve street cleanliness, enhance cyclist safety, and reduce pollutants entering local waterways. Investing in more reliable bike lane sweepers and establishing a scheduled maintenance program would reduce long-term repair costs and ensure more consistent service. Hiring or promoting additional laborers to operate bike lane sweepers would help the City meet the cleanliness standards set by NACTO and internally by the SAS Commission. Costs will depend on the route scheduling and frequency determined by the bike lane sweeping plan and will be expected to increase as SFMTA expands the City's protected bike lane network. Expanding broom support services would require additional staffing resources to support controlled residential routes where parked cars limit curb access. If the Department were to deploy enhanced broom support seasonally or on an as-needed basis, this expense would come from SES's temporary salary budget. Historical annual SES General Fund savings are sufficient to support these one-time and ongoing costs.

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## 6. Illegal Dumping

The City's efforts to combat illegal dumping are hindered by ineffective tracking, inconsistent enforcement, and a lack of written internal procedures. San Francisco Public Works (Public Works or the Department) relies on 311 data to quantify the scale of illegal dumping, yet the system does not explicitly track these incidents, making it difficult to accurately assess their location and frequency. Proactive cleanup efforts by litter patrol teams lack a formal methodology, leading to an inconsistent deployment of resources. Enforcement remains weak, with citations declining since 2020 and an estimated \$3 million in unpaid fines left uncollected due to the absence of a formal collection process. Additionally, the Department has pursued two surveillance pilot programs to support enforcement efforts. These programs – one of which was announced in 2019 – have not been launched and there are no staff designated to review footage once implemented.

To address these challenges, Public Works should prioritize the development of clear enforcement procedures, improve the accuracy of illegal dumping tracking, and allocate appropriate staff resources to support both enforcement and cleanup efforts. Strengthening these areas will enable the City to take a more data-driven and effective approach to reducing illegal dumping.

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### Illegal Dumping Efforts and Interagency Coordination

Public Works is the primary City agency responsible for addressing illegal dumping<sup>1</sup> and administers a range of programs, contracts, and operations to prevent, abate, and monitor dumped materials. The City's 311 system receives an average of 175,000 calls for service for abandoned or inappropriately discarded materials each year. The Department responds to approximately 50 percent of these calls and must do so within 48 hours, as directed by the Sanitation and Streets (SAS) Commission's standards for cleanliness. The remaining 311 service orders are directed to Recology, the City's waste services contractor, based on the type of debris and whether specialized equipment is needed for clean-up. Proactively, the Department deploys daily cleanup operations in known illegal dumping hot spots and hosts volunteer clean-up events throughout the year.

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<sup>1</sup> Article 26, Section 1604 of the San Francisco Public Works Code directs the Director of Public Works to take any necessary abatement or enforcement action to clean dumped materials on public property citywide and may ask any other City department for assistance as needed and appropriate.

Recology bears certain responsibilities for illegal dumping abatement as defined in the Refuse Rate Order issued annually by the Refuse Rate Administrator. Per the Service Level Agreements, Recology is responsible for:

1. Conducting proactive sweeps for abandoned material along routes and hotspots mutually agreed upon by Recology and the Department. Three Recology vehicles are to be assigned to the Bayview and a zone encompassing the area within Broadway, Gough, Embarcadero, and Market Street while three additional vehicles may be deployed for afternoon sweeps across the rest of the City as needed and agreed upon between the two parties.
2. Providing two collection vehicles to collect abandoned cardboard in the public right of way along routes and hotspots mutually agreed upon between Recology and the Department.
3. Responding to 311 service calls for abandoned materials within a timely manner, for calls received during service hours agreed upon between Recology and the Department. Recology is not obligated to respond in a timely manner if it has exceeded certain daily, monthly, or annual service volume thresholds of 326, 10,000, and 120,000 calls, respectively.
4. Responding to supplemental direction from Public Works to collect materials. However, these calls are to count against Recology's daily, monthly, and annual service volume thresholds described in item (3) above.

Recology is responsible for conducting each of these activities on a timely basis each weekday, exclusive of City holidays. Per the agreements, Public Works is solely responsible for monitoring Recology's illegal dumping mitigation efforts in the context of citywide dumping trends. If the Department identifies changes to routes or service levels beyond what it has the discretionary authority to adjust on its own, it may request those changes at its quarterly meetings with the Office of the Refuse Rate Administrator.

## Illegal Dumping is Not Adequately Monitored

The extent, frequency, and distribution of illegal dumping is not appropriately measured or monitored by Public Works, despite actions from the Board of Supervisors in 2011 and 2020 to adopt a comprehensive definition of illegal dumping and expand the Department's authority to address the problem. The Board passed an illegal dumping ordinance in 2011<sup>2</sup> that amended the

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<sup>2</sup> San Francisco Board of Supervisors file no. 11-0222, ordinance no. 73-11.

Public Works Code to declare illegal dumping a nuisance and authorized Public Works to investigate, abate, and seek damages for illegal dumping violations. The ordinance identified illegal dumping as debris and waste, construction material, industrial materials, or more than 100 pounds total of any other waste, refuse, or debris on any public property without express written permission of the City. In 2020, the Board passed another ordinance, which further expanded the definition to include electronic and hazardous waste, and any waste exceeding five pounds or one cubic foot.<sup>3</sup> This ordinance also added powered scooters and bicycles from share programs to the illegal dumping category and introduced procedures for assessing and collecting administrative penalties.

### 311 System is Not Accurately Monitoring Illegal Dumping Activity

The 311 system does not track illegal dumping as a service category, which limits the City's ability to quantify the extent of illegal dumping. When the public submits a 311 service request for street and sidewalk waste, 311 dispatch staff review the request code and assign the request to the appropriate agency or entity. If the request is related to an overflowing City trash bin or an abandoned bulky item (mattresses, appliances, etc.) the system will place the request in Recology's operations queue.<sup>4</sup> All other requests are then filtered to the Bureau of Street Environmental Services (SES) for abatement. According to both publicly available data and internal data provided by Public Works to our audit team, 311's service request categorization system does not differentiate illegal dumping from other street conditions. For example:

- A service request for "Overflowing Trash" could indicate that a City trash can is at capacity, which is not considered illegal dumping. However, "Overflowing Trash" could also be reporting private trash bags improperly piled on the sidewalk next to a City trash receptacle, which is an illegal dumping violation.
- A service request for "Other loose garbage" may be for scattered curb litter that has accumulated between street sweeping services, which is *not* considered illegal dumping, or the service request could be in response to discarded lumber left in an empty City lot by a contractor, which *is* considered illegal dumping.

The absence of an illegal dumping service category in the 311 system makes tracking and quantifying illegal dumping challenging because service requests made to 311 are Public Works' main input used to identify and quantify the scale and occurrence of illegal dumping across the City. This issue has been recognized since at least 2020, but the 311 service request system has

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<sup>3</sup> San Francisco Board of Supervisors file no. 19-1283, ordinance no. 132-20.

<sup>4</sup> Recology's Service Level Agreements with the Refuse Rates Administrator requires the organization to coordinate with Public Works and other City agencies to provide a suite of illegal dumping and general waste mitigation efforts.

not been updated to reflect true illegal dumping incidents in the City. Public Works' ability to isolate illegal dumping activity from 311 data is limited to performing a keyword search of "illegal dumping" from the request description field of the service request, which relies on private residents correctly identifying illegal dumping concerns and categorizing their requests accordingly. As a result, Public Works is not able to accurately monitor the location and volume of illegal dumping activity. Accurate tracking is important because illegal dumping is not evenly distributed across the City; different neighborhoods experience significantly different levels and types of dumping, requiring localized strategies and targeted resource allocation.

Our analysis of 311 service requests from FY 2023-24, shown in Exhibit 6.1 below, highlights the scale and distribution of service requests for abatement of waste that could reasonably be considered illegal dumping across supervisorial districts.<sup>5</sup> In seven of the 11 districts, the most common illegal dumping-related request involved overflowing trash receptacles, suggesting a need for increased waste management capacity in those areas. In three districts, loose trash and debris were the most frequently reported issues, indicating potential gaps in street cleaning services or enforcement against unauthorized waste disposal. Meanwhile, bulky item dumping was most prevalent in Districts 3 and 9, which may either point to a lack of accessible or affordable disposal options for large waste items for residents, or that these areas have accessible disposal sites for illicit industrial waste. Without accurate data, it will be challenging for the City to effectively tailor its monitoring and enforcement strategies to address the nature of illegal dumping in different neighborhoods.

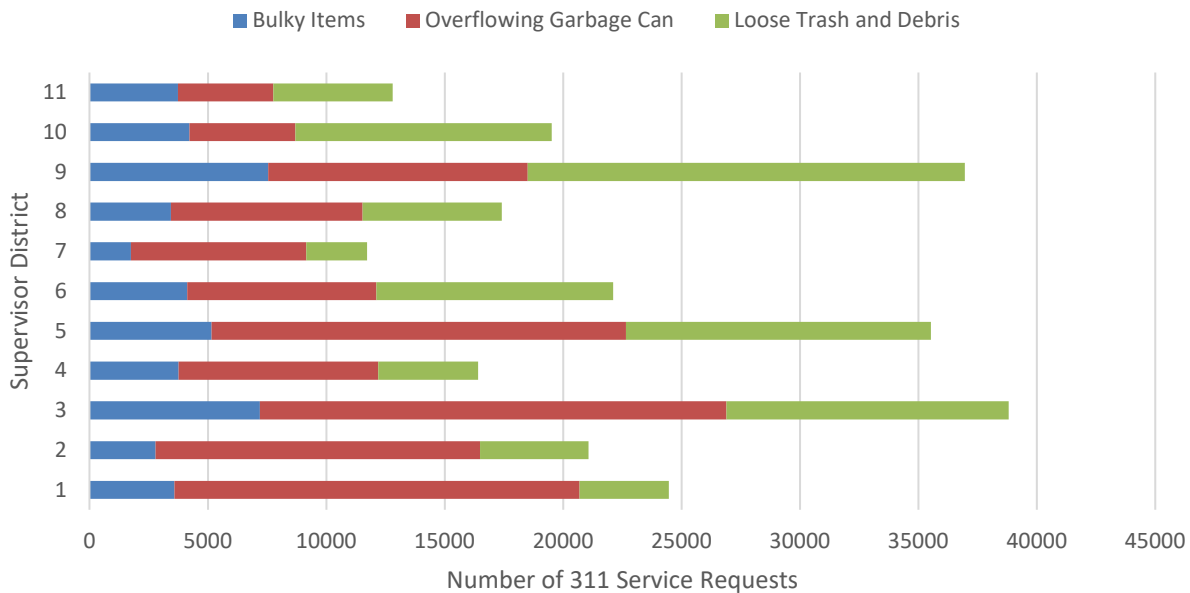
*Potential Inherent Flaws with 311 Service Request Data*

311 service request data could inherently over- or under-state illegal dumping activity based on the usage of 311 by members of the public, and/or the visibility of illegal dumping activity, in different districts. For instance, illegal dumping could be more prevalent in District 10 than it appears to be in 311 data if residents of that district use 311 less frequently than residents of other districts and/or if illegal dumping in that district tends to occur in locations where the dumped materials are less visible to the public. Regardless, as described in more detail below, 311 requests are one key source of data on illegal dumping that could be combined with other data sources, which themselves could be improved, to better understand the impact of illegal dumping across the City.

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<sup>5</sup> To capture possible illegal dumping-specific requests, 311 resolved calls for service were limited to cases deferred to Public Works or Recology for: (1) bulky items, (2) overflowing trash cans, and (3) Loose, boxed, or bagged garbage and debris.

**Exhibit 6.1: Proportion and Count of Illegal Dumping Service Request Types  
by Supervisor District, FY 2023-24**



Source: 311 Service Requests

Notes: (1) Bolded percentages indicate the most frequent illegal dumping service request for that District. (2) The responsibility for addressing these service requests is split between Public Works and Recology.

To resolve the issue of unreliable data and the lack of distinction between illegal dumping and other waste-related service requests, the Public Works Deputy Director of Operations should consider enhancing the reporting capabilities of staff who respond to service requests by adding additional structured fields to their tablets when addressing service requests, such as:

- Illegal Dumping Verification:** Staff could use criteria from the 2020 illegal dumping ordinance to identify the service request as an illegal dumping incident. To improve data quality and inform tailored interventions, the Department could further consider establishing subcategories that distinguish between different sources of illegal dumping. In particular, separating commercial or contractor-related dumping—such as discarded construction materials or industrial waste—from residential dumping, like improperly disposed household trash or furniture, would help the City better understand the nature and scale of these very different problems so that resources may be allocated more effectively.
- Special Equipment Needed:** Staff could mark whether additional equipment, such as heavy machinery or additional laborers beyond a standard service request response, was



needed to mitigate the request. This metric would be especially useful when measuring the impact of illegal dumping on City resources.

In implementing these changes, the Department should ensure that all responding staff between the Department and Recology are trained on the individual criteria for each field. These recommendations are directed to the service staff side of the service request and would not require a change to the overall 311 categorization system, reducing costs and administrative burden to their team while also preserving existing data for future analysis.

### **Proactive Efforts to Combat Illegal Dumping Need Refinement**

The Department's proactive efforts to address illegal dumping with the Hotspot Team need refinement to ensure resources are deployed effectively. In addition to responding to 311-generated service requests, each morning Public Works dispatches litter patrol crews to pre-designated "hotspots," areas known to accumulate debris regularly, such as alleys, frequent dumping sites, or locations near encampments. These hotspots are identified through a combination of operations supervisors' observations and service request data. However, there is no written criteria guiding the selection of these areas or the decision-making process for shifting focus to more pressing locations. Further, the Department notes that the last major review of hot spot areas using service request data and staff input was conducted over five years ago. Establishing simple and clear written criteria for hotspot designation would improve consistency and accountability in the program. In particular, the Department should consider refining the role of observational input, ensuring that supervisor assessments follow a standardized methodology rather than ad hoc determinations.

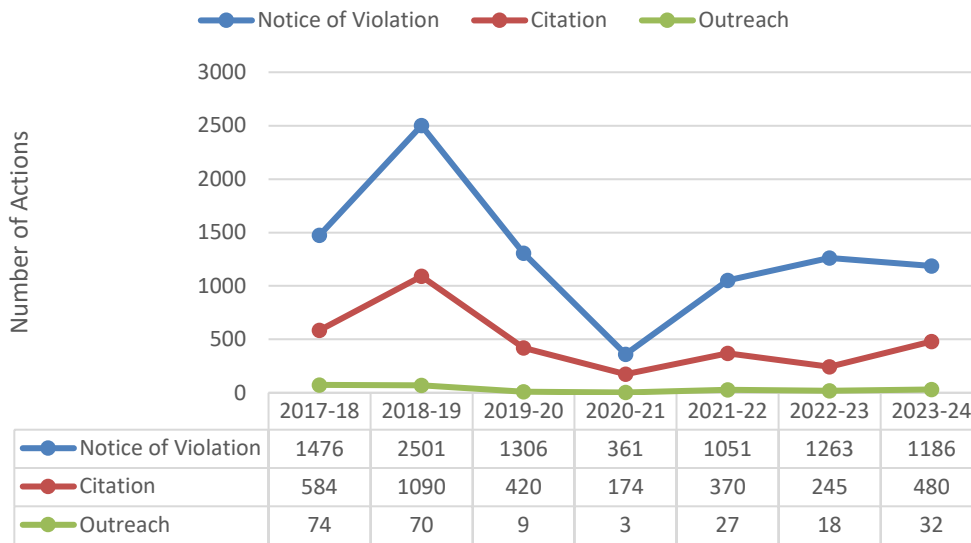
One of the most reliable existing tools for proactively identifying illegal dumping locations is the Controller's biennial Street and Sidewalk Maintenance Standards Report, in which thousands of randomly selected routes are inspected by City Services Auditor (CSA) staff to assess conditions, including the presence of illegal dumping activity. This approach is particularly valuable given the limitations of 311 data in capturing illegal dumping trends. According to Department staff, many hotspots are in low-traffic areas (such as alleyways, vacant lots, dead ends, and underutilized parcels) where illegal dumping is unlikely to be observed by the public and therefore reported. Further, illegal dumping tends to be highly repetitive; staff have noted that residents often stop submitting 311 requests when a site remains unaddressed or repeatedly accumulates waste, further masking the scale of the issue. This is evidenced in Exhibit 6.1 above, which shows low 311 service requests for abandoned waste in District 10 even though it is generally accepted by Public Works staff that the Bayview neighborhood, which is in District 10, is the City's most problematic area for industrial dumping activity.

To address this blind spot, the Department should consider adopting CSA's inspection methodology. Conducting structured, periodic surveys of known low-traffic areas between biennial reports would help Public Works capture emerging dumping patterns, reassess hotspot designations, and respond to shifts in dumping behavior over time. Regular surveying of hard-to-monitor environments would also help to more proactively intervene in locations where dumping may be intensifying out of the public view, rather than waiting for service requests that may never come.

## Efforts to Enforce Illegal Dumping are Insufficient

In August 2020, the Board of Supervisors passed Ordinance #132-20 which amended the Public Works Code to expand the definition of illegal dumping, impose additional administrative penalties for illegal dumping violations, allow each individual act of illegal dumping to constitute a separate and distinct violation of the ordinance, and permit inspection staff from Public Works to issue citations for illegal dumping. Despite this expansion of authority, and the additional resources the Department has dedicated to illegal dumping efforts in the past five years, the Department's documented actions against illegal dumping activity is below what it was before the ordinance passed.

Illegal dumping enforcement activity is conducted by the Department's Outreach and Enforcement (OnE) team. The OnE team is comprised of six street inspectors who respond to community requests as well as patrol dumping hotspots to coordinate with residents and businesses, ensure there are proper trash disposal services in areas, inspect abandoned waste for identifying information about the unknown dumping party, and issue administrative actions when warranted. The Department does not routinely monitor but keeps documentation of all compliance activity performed by the OnE team. As seen in Exhibit 6.2 below, enforcement actions have sharply fallen for issued outreach attempts, notices of violation, and citations since FY 2018-19. While compliance actions have started to increase again, efforts remain at less than half of what they were prior to the ordinance expansion. The OnE manager has only been with the Division since 2023, and the Department was not otherwise able to confirm why enforcement efforts have not returned to pre-pandemic levels.

**Exhibit 6.2: Administrative Actions for Illegal Dumping, FY 2017-18 through FY 2023-24**

Source: Public Works

### Damages for Illegal Dumping Citations are Not Pursued

Public Works has not actively pursued unpaid illegal dumping citations since 2014, leaving an estimated \$3 million in outstanding fines uncollected. SES has clear authority under the Public Works code to issue and enforce such citations<sup>6</sup> and seek damages in the form of a property lien or civil action from the City Attorney, as is true for other illegal activity such as graffiti. This process was further clarified by the 2020 Board of Supervisors illegal dumping ordinance which amended the Police Code to specifically include illegal dumping violations under its pursuable authority. OnE team staff, however, have not been able to pursue violations past the issuance stage for at least 10 years. Additionally, the City Attorney's Office reported to our audit team that in the last three years, their office has only pursued a single case related to Article 26 enforcement, which was a high-profile illegal dumping case that sought damages in the amount of \$200,000. The case was investigated by the Treasure Island Development Authority and the Police Department without any involvement from OnE team investigators.

OnE team staff have suggested to our audit team that historical staffing gaps and limited bandwidth prevented the Department from prioritizing enforcement and collection efforts. As of

<sup>6</sup> Public Works is authorized to pursue collection of unpaid illegal dumping fines through Article 26 of the Public Works Code, Section 39-1 of Article 1 of the Police Code, and Chapter 10 of the Administrative Code. These ordinances permit Public Works to collect administrative fines and associated legal fees from unpaid illegal dumping violations by posting a property tax lien against the offender.

October 2024, the team is working with the City Attorney's Office to establish formal collection procedures. During this process, an internal random sampling analysis conducted by OnE team staff of past citations revealed significant issues, including incomplete or incorrect information, which would complicate enforcement efforts. As a result, Public Works staff have determined that only outstanding citations issued during or after FY 2023-24 will be pursued through official collection avenues moving forward.

Without predictable and consistent enforcement protocols, the City does not have an effective deterrent against repeat offenders of illegal dumping. Additionally, as the illegal dumping ordinance dictates that revenues from SES administrative citations must be returned to SES operations for illegal dumping abatement, the Department is missing out on resources that could support the OnE team by not pursuing unpaid citations. The Department should ensure that these internal procedures for enforcement and damages collections are in place no later than March 31, 2026.

### **Weak Enforcement Tools**

In a March 2019 presentation to the Board of Supervisors on the status of illegal dumping in San Francisco, Public Works staff announced a pilot program to install surveillance cameras in illegal dumping hotspots. However, several years have passed with minimal progress in implementing this effort. In November 2023, the Department awarded a sole source \$200,000 contract to a vendor to pilot a citywide illegal dumping surveillance program. This initiative involves deploying 10 license plate reader (LPR) cameras to known illegal dumping hotspots, primarily in the Bayview neighborhood. According to the contract, the pilot program must assess the advantages, disadvantages, and feasibility of such a program while also establishing data criteria to guide future competitive bidding for a long-term vendor. The program is scheduled to run for no more than two years.

Despite this investment, as of mid-2025, the program has procured nine of the 10 cameras and has not assigned or trained staff to review footage. Further, the Department reports that it is working to issue a Request for Proposals for an additional pilot program to surveil hotspots with drone cameras though there are no documented timeframes or budget schedules available for this initiative. These incomplete interventions, coupled with the Department's lack of enforcement procedures for unpaid citations, demonstrates that Public Works has yet to establish clear internal processes and allocate sufficient resources for illegal dumping enforcement. Without dedicated staff and structured enforcement mechanisms, even the most well-intended pilot programs risk stagnation. To effectively combat illegal dumping, the Department should prioritize developing enforcement protocols, ensuring staffing capacity for

reviewing evidence, and creating sustainable workflows that allow these initiatives to translate into meaningful action.

## Conclusion

The City's efforts to combat illegal dumping are hindered by ineffective tracking, inconsistent enforcement, and a lack of written internal procedures. San Francisco Public Works relies on 311 data to quantify the scale of illegal dumping, yet the system does not explicitly track these incidents, making it difficult to accurately assess their location and frequency. Proactive cleanup efforts through the Hotspot Team also lack a formal methodology, leading to inconsistent deployment of resources. Enforcement of illegal dumping laws remains weak, with citations declining since the 2020 ordinance expansion and an estimated \$3 million in unpaid fines left uncollected due to the absence of a formal collection process. Further, a long-planned surveillance pilot program has faced delays, with no staff designated to review footage once implemented.

To address these challenges, Public Works should prioritize the development of clear written internal enforcement procedures, improve the accuracy of illegal dumping tracking, and allocate appropriate staff resources to support both enforcement and cleanup efforts. Strengthening these areas will enable the City to take a more data-driven and effective approach to reducing illegal dumping.

## Recommendations

The Public Works Deputy Director of Operations should:

- 6.1 Incorporate an illegal dumping identifier into the tablet form submitted by Department staff when responding to a 311 service request no later than June 30, 2026.
- 6.2 Ensure SES staff are trained to recognize illegal dumping criteria based on the City's most recent Illegal Dumping Ordinance from 2020.
- 6.3 Establish written procedures for proactively identifying illegal dumping hotspots for litter patrol deployment, in line with City Service Auditor standards, no later than March 31, 2026.
- 6.4 Complete the establishment of formal collection procedures for illegal dumping fines, in cooperation with the City Attorney's Office, no later than March 31, 2026.

- 6.5 Allocate sufficient staffing resources to implement illegal dumping enforcement activities, including OnE team enforcement and the surveillance pilot program once surveillance cameras have been installed.

## Benefits and Costs

Implementation of the proposed recommendations would enable the City to more accurately track and address illegal dumping activity within San Francisco. Implementing illegal dumping markers into the 311 system can be accomplished with existing resources, including time spent by the Deputy Director of Operations and performance team staff to establish criteria and prepare user trainings once implemented. Completing the formal collection procedures, including for tracking specialized equipment used to abate illegal dumping, could support efforts to recover damages when abating illegal dumping throughout the City, which could return monetary value beyond the expected \$300,000 in recovered administrative fines that go unpaid every year.

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## 7. Pit Stop Program

The City's Pit Stop Program, which started as a pilot in 2014, has dramatically reduced in size since the public health mandates related to the COVID-19 pandemic began to ease in 2021. However, no City department has determined the appropriate number of Pit Stop facilities that should be maintained and the City has not established clear criteria for determining this number since the pandemic-era emergency ordinances expired. The purpose of the Pit Stop Program has been to provide clean and safe public restrooms and handwashing facilities, needle disposal, and free dog waste bags in an effort to bring public bathroom access to visitors and residents of San Francisco, including the unsheltered population and alleviate the burden of street and sidewalk cleaning on San Francisco Public Works.

We recommend that the Director of Public Works, in collaboration with the Department of Public Health and the Department of Homelessness and Supportive Housing, expand the criteria for establishing the need for public restrooms in the City (including a process for identifying locations and hours of operation) beyond the current metrics of service order requests and usage data, and report on the results of that assessment to the Board of Supervisors by March 31, 2026.

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### Public Works Has Maintained Public Toilets Since 2014

The City launched the Pit Stop Program through San Francisco Public Works (Public Works or Department) as a pilot effort in 2014. The program provided three public toilets in areas of the City where community groups advocated for clean sidewalks to be free of human waste. By 2019, the program had expanded from three to 24 toilets across the City, and in 2020 in response to the public health mandates associated with the COVID-19 pandemic, increased to 55 toilets. In the aftermath of the City's recovery from the COVID-19 pandemic, the number of Pit Stop toilets has declined due to budget constraints.

The toilets are a mix of privately-operated semi-permanent<sup>1</sup> public toilet facilities and portable toilets owned by Public Works, with monitoring provided by community-based organizations. In May 2020, the City provided 55 total Pit Stop toilets. By May 2024, the total number of Pit Stop toilets declined to 31, of which five were operated 24 hours a day, seven days a week. This was

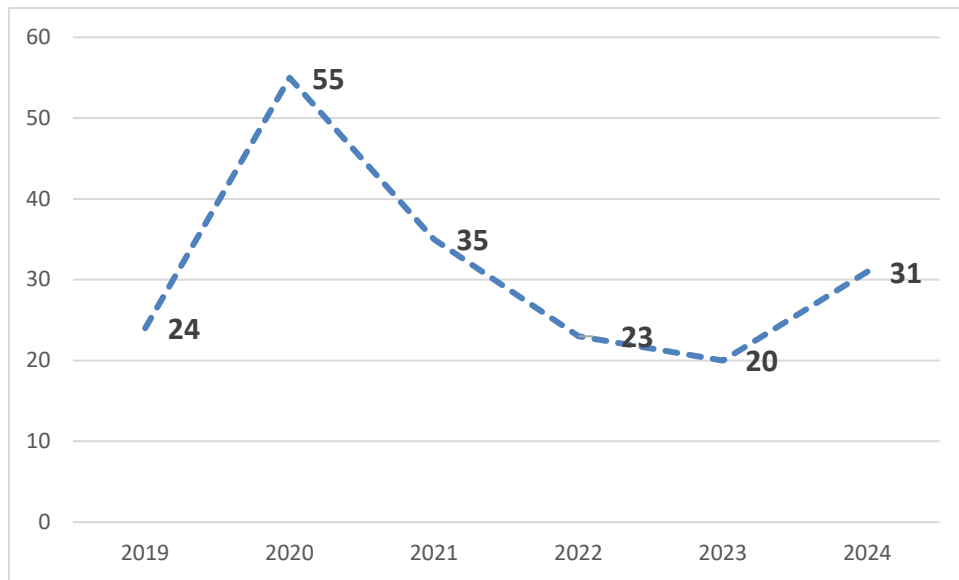
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<sup>1</sup> These facilities have been installed and operated by a private company, JCDecaux, as part of the "automatic public toilet program," launched in 1997 to provide self-cleaning public restroom facilities around the City.



a 44 percent reduction in the number of toilets since May 2020, but a 29 percent increase compared to May 2019.

**Exhibit 7.1: Number of Pit Stop Toilets in San Francisco, 2019 to 2024**



Source: Public Works data

According to Public Works staff, the change in the number of sites has been the result of contract adjustments, site evaluations, input from other City departments including the Department of Public Health and the Department of Homelessness and Supportive Housing, and overall usage at each of the locations.

The Recreation and Parks Department also maintains public toilets located within parks across the City. According to the Director of Operations, as of October 2024, there were 192 public restroom buildings. This count reflects each distinct building that has a restroom; however, since buildings may contain multiple restrooms (e.g., separate rooms for males and females), the 192 count does not reflect the total number of toilets maintained by the Recreation and Parks Department. These toilets have restricted operating hours and are not open 24/7.

### Pit Stops Expanded During the Pandemic in Response to Public Health Mandates

During the COVID-19 pandemic, the Board of Supervisors passed Emergency Ordinance 20-0373, which required the City to increase bathroom and hand washing station access to achieve a ratio

of one toilet per 50 unsheltered persons, in alignment with a standard set by the United Nations.<sup>2</sup> The ordinance was passed in response to Interim Guidance: “Responding to Coronavirus Disease 2019 COVID-19 among People Experiencing Unsheltered Homelessness” from the Centers for Disease Control and Prevention (CDC). This CDC guidance stated that government agencies should provide restroom and hand washing and hand sanitation facilities to persons who are unsheltered. In 2020, this translated to a need for 104 toilets based on an estimated unsheltered population in San Francisco of 5,180, the most recent estimate available. At the time, the City was operating 136 toilets during daytime hours, or 32 more toilets than required to meet the standard. However, during the evening hours, the number of toilets operating dropped to 41, or 63 less than needed to meet the U.N. standard.

### The City Continues to Invest in Pit Stops as Needs Change

The City continues to invest resources to support a reduced pit stop program, but without criteria or an overall strategy to determine the appropriate ongoing service level for public restrooms following the end of the public health mandates related to COVID-19. Since FY 2021-22, the Board of Supervisors has included \$6.4 million in add-back funding<sup>3</sup> to expand the hours and locations of Pit Stop facilities compared to what has been included in the Mayor’s proposed annual budgets. According to Public Works staff, the total annual budget for the Pit Stop Program in FY 2024-25 was approximately \$14 million. However, this amount was reduced significantly for FY 2025-26. While Public Works collects usage data on the toilets, this data is primarily used to determine whether existing toilets should be relocated. The City continues to invest in the program, without any evaluation of need or effectiveness, and it is unclear whether the current investment is adequate.

The Department cites that one service goal of the Pit Stop Program is to “reduce 311 calls for street use (on sidewalk) of fecal matter, urination, and syringe abandonment in the public right of way.” As shown in Exhibit 7.2 below, according to this data, annual calls for waste<sup>4</sup> cleaning increased 26 percent from approximately 20,000 in FY 2017-18 to nearly 27,000 in FY 2022-23.

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<sup>2</sup> United Nations High Commissioner for Refugees Emergency Handbook

<sup>3</sup> Add-back funding refers to funds identified by the Board of Supervisors during its review of the Mayor’s annual proposed budget for reallocation.

<sup>4</sup> Calls for feces and urine waste removal do not specify whether the waste is human or animal/dog. These numbers may include non-human waste that would not be addressed by Pit Stop toilets.

**Exhibit 7.2: 311 Service Orders for Waste, FY 2017-18 to FY 2022-23**

| <b>Fiscal Year</b> | <b>Total Service Orders</b> |
|--------------------|-----------------------------|
| FY 2017-18         | 19,865                      |
| FY 2018-19         | 27,951                      |
| FY 2019-20         | 29,014                      |
| FY 2020-21         | 22,032                      |
| FY 2021-22         | 27,441                      |
| FY 2022-23         | 26,994                      |

Source: 311 Service Order data

Notably, the number of annual calls peaked in FY 2019-20, then declined 24 percent in the next year, possibly due to the Pit Stop program expansion under the Emergency Ordinances. Subsequently, calls have increased since the number of Pit Stop toilets declined 44 percent following the end of the COVID-19 state of emergency. However, service requests to 311 do not offer a precise tool to assess need. As the Controller’s Office noted in a recent report on street and sidewalk maintenance:<sup>5</sup> “because 311 data is entirely based on resident and visitor reports, the data are subject to bias if people in certain neighborhoods are more or less likely to report, or if specific issues are always reported while others are not.” Given the fluctuation in service order requests shown in Exhibit 7.2 above, call volume alone does not offer an adequate metric on which to assess need, although it is currently the primary metric used by Public Works.

### Observed Waste on Sidewalks Has Increased, Despite Investments in Pit Stop Locations and Deep Cleaning Programs

In November 2024, the Controller’s Office released the “FY24 Street and Sidewalk Maintenance Standards Annual Report,” which reported on the evaluations of the occurrence of feces on City sidewalks on selected routes. The report found an increase in the average number of instances of feces, with 30 percent of evaluated routes having at least one instance of feces. As noted in the report, “Feces levels remained high between July 2023-June 2024; 30 percent of routes evaluated had feces present.” The study found the highest percentage of routes with at least one instance of feces in the South of Market, Tenderloin, Castro/Upper Market, and Mission neighborhoods.

As shown in Exhibit 7.3 below, according to data presented on the Controller’s Office dashboard on “Street and Sidewalk Maintenance Standards,” this percentage has fluctuated between 19 and 36 percent since January 2022, with the most significant reduction during the six-month period between January and June 2023.

<sup>5</sup> San Francisco Controller’s Office “FY 24 Street & Sidewalk Maintenance Standards Annual Report”

**Exhibit 7.3: Percent of Routes Having Instance of Feces, January 2022 to June 2024**

| Six-Month Period          | Percent of Routes |
|---------------------------|-------------------|
| January 2022 - June 2022  | 33.8%             |
| July 2022 - December 2022 | 27.9%             |
| January 2023 - June 2023  | 18.7%             |
| July 2023 - December 2023 | 36.2%             |
| January 2024 - June 2024  | 24.7%             |

Source: Controller's Office Dashboard

The 2024 study also included results of a more focused assessment conducted by the Controller's Office and Public Works, called the Maintenance of Cleanliness Study which sought to answer how long improvements in cleanliness last after deep cleaning services. To answer this, the study focused on the impact of the CleanCorridorsSF program (discussed in the Introduction of this report). Regarding feces removal in particular, the study found that even after deep cleaning, lowering feces levels remains challenging in some locations and noted that:

- Feces levels remained mostly unchanged directly after cleaning in four of five CleanCorridorsSF sites.
- Feces decreased directly after cleaning only in the Mission Street corridor and returned to original levels quickly.
- In the Haight Street and 16th/Church/Sanchez corridors, feces remained high the day of cleaning and decreased the next day, likely unattributed to the CleanCorridorsSF cleaning.
- It's possible that the cleanings either had no impact on feces levels, or that the increase happened too quickly to be captured by evaluations the same afternoon as a cleaning.

The study suggests that cleaning alone is insufficient to manage the problem of human waste on City sidewalks.

The findings from the Controller's study may indicate that there is a continued need for pit stops. We recommend that the Director of Public Works, in collaboration with the Department of Public Health and the Department of Homelessness and Supportive Housing, expand the criteria for establishing the need for public restrooms in the City (including a process for identifying locations and hours of operation) beyond the current metrics of service order requests and usage data, and report on the results of that assessment to the Board of Supervisors by March 31, 2026. If an ongoing need for public restrooms is established following our recommendation regarding determining appropriate criteria to define the need, we recommend that directors of Public Works, Public Health and Homelessness and Supportive Housing present to the Mayor a recommendation on which City department should maintain ongoing responsibility for providing this service.

## Conclusion

The Pit Stop Program, which began in 2014, has dramatically reduced in size since the public health mandates related to the COVID-19 pandemic began to ease in 2021. The purpose of the Pit Stop Program has been to provide public restrooms and handwashing facilities, needle disposal, and free dog waste bags in an effort to provide public bathroom access to visitors and residents of San Francisco, including the unsheltered population, and alleviate the burden of street and sidewalk cleaning on Public Works. However, no City department has determined the appropriate number of Pit Stop facilities that should be maintained and the City has not established clear criteria for determining this number since the pandemic-era emergency ordinances expired.

## Recommendations

The Director of Public Works should:

- 7.1 Collaborate with the Department of Public Health and the Department of Homelessness and Supportive Housing to expand the criteria for establishing the need for public restrooms in the City (including a process for identifying locations and hours of operation) beyond the current metrics of service order requests and usage data, and report on the results of that assessment to the Board of Supervisors by March 31, 2026.

## Benefits and Costs

Implementation of the proposed recommendation would require use of staff time but can be accomplished with existing resources, including time spent by the Director and designated senior analytical staff to consider expanding criteria and assessment processes to be used to determine the need for public restrooms. This recommendation will enable the City to ensure that adequate public restroom facilities are being provided, with criteria to allow for ongoing monitoring of the need for such services. If following the implementation of these recommendations, City officials determine a need to increase the number of public restrooms, that expansion would result in additional ongoing costs to the City (ranging from approximately \$350,000 for a temporary toilet to approximately \$550,000 for a 24/7 monitored restroom per year), with the benefit of ensuring access to facilities.

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## 8. Cleanliness Observational Survey

We conducted a non-statistically significant observational survey of the cleanliness of the City's streets as part of our audit fieldwork. We selected a sample of two commercial blocks in each of the 11 supervisorial districts, and two residential blocks adjacent to the commercial blocks, and observed conditions found on the streets and sidewalks on four Wednesdays throughout the year. We observed conditions on sidewalks, in streets and gutters, on the sides of buildings, and on fixtures including streetlights, poles, parklets, and other street furniture. As discussed in the Introduction to this report, many of these elements are not the cleaning responsibility of San Francisco Public Works (Public Works or the Department). However, the goal of this observational survey is to provide a small snapshot of overall cleanliness in the City, not only cleanliness in the Public Works right-of-way, so we include observations and photos of elements that are not the legal responsibility of Public Works to maintain.

Our overall impressions are that the City's streets are relatively clean in most residential areas and in many of the commercial corridors we observed. Most cleanliness problems we observed were on major commercial blocks, while residential streets tended to be without more than one to two pieces of litter, debris build up in gutters, any graffiti, or spills on sidewalks. We also observed that the presence of food service establishments tended to increase the presence of litter on sidewalks and in gutters, and that blocks with trees were more likely to have significant piles of leaves accumulating than blocks with no trees which, logically, had no leaf accumulation. Throughout the entire observation we only noticed one needle, but we did observe several instances of feces on the sidewalk or in tree wells. Drains located on the corners were almost universally clear of debris.

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## Methodology

To select the blocks to be surveyed in Districts 1-2, 4-5, and 7-11, the team first compiled a judgmental selection of the major commercial corridors in each supervisorial district, using the San Francisco Planning Code as a guide to select commercial blocks only, and randomly selected two commercial blocks in each district from our list. Then, we selected a residential block adjacent<sup>1</sup> to the randomly selected commercial block to sample. For Districts 3 and 6, we

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<sup>1</sup> In two cases the "adjacent" residential block is in a separate supervisorial district. In one case, the "adjacent" residential block is in a separate supervisorial district (District 5) from the commercial block (District 8) as there were mixed zoned blocks directly adjacent to the selected commercial block. In another case, the adjacent residential

randomly selected four blocks out of all blocks in each district because both of those districts contain very high proportions of commercially zoned streets relative to residential streets.

We surveyed the selected blocks by walking down both sides of the block and taking photographs of our observations on Wednesday, August 28, 2024; Wednesday September 4, 2024; Wednesday September 11, 2024; and Wednesday March 19, 2025.

This observational survey is intended to provide a snapshot of conditions on a small number of City streets in each supervisorial district in the middle of a weekday, but is not meant to be a statistically significant representation. The conditions we observed encompass much more than the responsibilities of Public Works and include sidewalks, streets and gutters, the sides of buildings, and street fixtures including streetlights, poles, and parklets – much of which is, as discussed in the Introduction of this report, not the legal responsibility of Public Works to maintain. Therefore, this section is an overall observation of how clean some of the City’s streets and sidewalks actually are.

### Observation Summary and Images

Exhibit 8.1 below summarizes our observations and Exhibit 8.2 below displays photographs taken during our observations that reflect the overall observed conditions of each supervisorial district.

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block is in a separate supervisorial district (District 8) than the commercial block (District 9) because the selected commercial block is next to the district boundary. Both anomalies are noted in Exhibit 8.1.



Exhibit 8.1: Summary of Cleanliness Observations

| Supervisor District | Location                                                          | Date of Observation       | Time Since Last Street Sweep                                     | Summary of Conditions                                                                                                                                                                                                                                                                          |
|---------------------|-------------------------------------------------------------------|---------------------------|------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1                   | Geary Blvd. between 25 <sup>th</sup> Ave. & 26 <sup>th</sup> Ave. | Wednesday August 28, 2024 | Swept within 24 hours                                            | <ul style="list-style-type: none"> <li>• Very little debris in gutters</li> <li>• Some litter (3-4 pieces) on sidewalks</li> <li>• Small pile of illegally dumped belongings in tree well</li> <li>• A tag on a garage door</li> </ul>                                                         |
| 1                   | Balboa St. between 25 <sup>th</sup> Ave. & 26 <sup>th</sup> Ave.  | Wednesday August 28, 2024 | One side swept within 24 hours; other side swept five days prior | <ul style="list-style-type: none"> <li>• No debris on side swept 24 hours prior; debris piling in gutter on side swept five days prior</li> <li>• Clean transit shelter and garbage can</li> <li>• 1-2 pieces of litter amongst piles of leaves</li> <li>• No graffiti</li> </ul>              |
| 1                   | Clement St. between 2 <sup>nd</sup> Ave. & Arguello Blvd.         | Wednesday August 28, 2024 | Swept within 24 hours                                            | <ul style="list-style-type: none"> <li>• Virtually no debris in gutters</li> <li>• A few tags (3-4) on sidewalk and buildings</li> <li>• Some scattered litter on sidewalks (3-4 pieces) plus litter scattered around garbage can</li> <li>• Parklet with no debris in or around it</li> </ul> |

| Supervisor District | Location                                                   | Date of Observation         | Time Since Last Street Sweep | Summary of Conditions                                                                                                                                                                                                                                                                                                                                                          |
|---------------------|------------------------------------------------------------|-----------------------------|------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1                   | Cornwall St. between 2 <sup>nd</sup> Ave. & Arguello Blvd. | Wednesday August 28, 2024   | Last swept 2 days prior      | <ul style="list-style-type: none"> <li>• Some scattered leaves on sidewalk and in gutter, but no major piles</li> <li>• Only 1-2 pieces of litter on both sidewalks</li> <li>• No graffiti</li> </ul>                                                                                                                                                                          |
| 2                   | Chestnut St. between Divisadero & Scott                    | Wednesday September 4, 2024 | Swept within 24 hours        | <ul style="list-style-type: none"> <li>• Some scattered leaves in gutters and around parklets, but not accumulating</li> <li>• One garbage can with no spills or graffiti and one garbage can with illegally dumped personal trash bag on top</li> <li>• No graffiti</li> <li>• No litter on sidewalk</li> <li>• Public Works posted signage: "Warning Do Not Dump"</li> </ul> |
| 2                   | Avila St. between Francisco & Capra Way                    | Wednesday September 4, 2024 | Last swept 13 days prior     | <ul style="list-style-type: none"> <li>• No litter in gutters or on sidewalks</li> <li>• No graffiti</li> <li>• Some small piles of leaves accumulating in gutters under trees, otherwise no debris in gutters</li> </ul>                                                                                                                                                      |

| Supervisor District | Location                               | Date of Observation       | Time Since Last Street Sweep | Summary of Conditions                                                                                                                                                                                                                                              |
|---------------------|----------------------------------------|---------------------------|------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 2                   | Geary Blvd. between Blake & Collins    | Wednesday August 28, 2024 | Last swept 7 days prior      | <ul style="list-style-type: none"> <li>• Little to no debris in gutters or on sidewalk</li> <li>• A few overgrown bushes in tree wells</li> <li>• No litter on sidewalk or in gutters</li> <li>• No feces, no graffiti</li> </ul>                                  |
| 2                   | Wood St. between Lupine & Dicha Alley  | Wednesday August 28, 2024 | Swept within 24 hours        | <ul style="list-style-type: none"> <li>• No leaf buildup or litter in any gutters or on sidewalks</li> <li>• No graffiti or feces</li> <li>• Street and sidewalks appear spotless</li> </ul>                                                                       |
| 3                   | Post St. between Polk St. & Larkin St. | Wednesday August 28, 2024 | Swept within 24 hours        | <ul style="list-style-type: none"> <li>• Very little debris in gutter</li> <li>• Feces on sidewalk in two places</li> <li>• Occasional graffiti on sidewalk and walls</li> <li>• Overgrown plant in tree well</li> <li>• Overflowing trashcan on corner</li> </ul> |

| Supervisor District | Location                                    | Date of Observation          | Time Since Last Street Sweep                        | Summary of Conditions                                                                                                                                                                                                                                                                          |
|---------------------|---------------------------------------------|------------------------------|-----------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 3                   | Montgomery St. between Francisco & Chestnut | Wednesday September 11, 2024 | Swept within 24 hours                               | <ul style="list-style-type: none"> <li>• Debris accumulating in gutters, including some piles beneath trees, on side of street swept prior day</li> <li>• Very little debris on side of street swept the day of observation</li> <li>• No litter on sidewalk</li> <li>• No graffiti</li> </ul> |
| 3                   | Vallejo St. between Pollard & Kearny        | Wednesday September 11, 2024 | No mechanical street sweeping services are provided | <ul style="list-style-type: none"> <li>• Debris accumulating in piles in gutters, including litter</li> <li>• Some leaves accumulating on drains</li> <li>• No litter on sidewalks</li> <li>• No graffiti</li> </ul>                                                                           |
| 3                   | North Point St. between Taylor & Jones      | Wednesday September 11, 2024 | Swept within 24 hours                               | <ul style="list-style-type: none"> <li>• Very few leaves in gutters</li> <li>• Overflowing private dumpster partially on sidewalk</li> <li>• Two large pieces of graffiti on building</li> <li>• Scattered litter (1-5 pieces) on sidewalks</li> </ul>                                         |

| Supervisor District | Location                                                           | Date of Observation         | Time Since Last Street Sweep | Summary of Conditions                                                                                                                                                                                                                                                                                                                                                                                                                   |
|---------------------|--------------------------------------------------------------------|-----------------------------|------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 4                   | Taraval St. between 28 <sup>th</sup> Ave. & 29 <sup>th</sup> Ave.  | Wednesday September 4, 2024 | Swept within 1-2 days        | <ul style="list-style-type: none"> <li>• Very little debris in gutters</li> <li>• A piece of large graffiti on a building</li> <li>• Very little litter (1-2 pieces) on sidewalks</li> <li>• Transit island under construction, some litter in the construction materials</li> <li>• Large pile of dumped materials on curb next to a blighted, recently-burned down building (materials included wood, a tarp, and plastic)</li> </ul> |
| 4                   | Santiago St. between 28 <sup>th</sup> Ave. & 29 <sup>th</sup> Ave. | Wednesday September 4, 2024 | Last swept 6-8 days prior    | <ul style="list-style-type: none"> <li>• Virtually no litter or debris in gutters or on sidewalks</li> <li>• No graffiti</li> </ul>                                                                                                                                                                                                                                                                                                     |
| 4                   | Noriega St. between 20 <sup>th</sup> Ave. & 21 <sup>st</sup> Ave.  | Wednesday August 28, 2024   | Swept within 24 hours        | <ul style="list-style-type: none"> <li>• Litter and graffiti on top of newspaper stands</li> <li>• Some litter (20 or more pieces) and leaves scattered across sidewalks</li> <li>• Litter on top of corner drain</li> <li>• Some debris in gutters, but not piling</li> <li>• Small tags and stickers on one wall</li> </ul>                                                                                                           |

| Supervisor District | Location                                                         | Date of Observation       | Time Since Last Street Sweep | Summary of Conditions                                                                                                                                                                                                                                                                                                                                                                  |
|---------------------|------------------------------------------------------------------|---------------------------|------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 4                   | Moraga St. between 20 <sup>th</sup> Ave. & 21 <sup>st</sup> Ave. | Wednesday August 28, 2024 | Last swept 6-8 days prior    | <ul style="list-style-type: none"> <li>• Some litter (10-15 pieces) on sidewalk and in gutters</li> <li>• Some debris in gutters, but not piling up</li> </ul>                                                                                                                                                                                                                         |
| 5                   | Divisadero St. between O'Farrell & Ellis                         | Wednesday August 28, 2024 | Swept within 24 hours        | <ul style="list-style-type: none"> <li>• Some small piling of leaves and organic matter in gutters on one side of street only, particularly underneath trees</li> <li>• Litter scattered throughout gutters and sidewalk (approximately 20 pieces) on one side of street only</li> <li>• Feces in tree well</li> <li>• Other side of street, no debris in gutter, no litter</li> </ul> |
| 5                   | Broderick St. between O'Farrell & Ellis                          | Wednesday August 28, 2024 | Last swept 5-7 days prior    | <ul style="list-style-type: none"> <li>• Some small piling of leaves and organic matter in gutters, particularly underneath trees</li> <li>• Two tags on no parking signs</li> <li>• Leaves and litter (8-10 pieces) comingling in piles in tree wells and on sidewalk</li> </ul>                                                                                                      |

| Supervisor District | Location                                                                                                                                                              | Date of Observation             | Time Since Last Street Sweep                                                        | Summary of Conditions                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
|---------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------|-------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 5                   | Fillmore St.<br>between Sutter<br>& Post                                                                                                                              | Wednesday<br>August 28,<br>2024 | Swept within<br>24 hours                                                            | <ul style="list-style-type: none"> <li>One garbage bag sitting on corner next to a clean city garbage can</li> <li>Many leaves piling in gutters, particularly underneath trees, and comingling with scattered litter (8-10 pieces) in gutters and on sidewalks outside commercial food establishment; sidewalks otherwise free of litter</li> <li>Small tags on light pole and garbage can</li> <li>Bus shelter with stained, sticky sidewalk underneath</li> </ul>  |
| 5                   | Page St.<br>between<br>Webster &<br>Fillmore<br><br><i>(residential-zoned block<br/>adjacent to Market<br/>Street between Octavia<br/>&amp; Laguna in District 8)</i> | Wednesday<br>March 19,<br>2025  | One side<br>swept within<br>24 hours;<br>other side<br>last swept six<br>days prior | <ul style="list-style-type: none"> <li>Some leaf accumulation around Slow Streets signs</li> <li>Significant piles of leaves in gutters and on sidewalk below trees on side swept six days prior</li> <li>Some litter comingling with debris in gutters and sidewalks (scattered pieces)</li> <li>Illegally dumped piece of furniture on sidewalk</li> <li>One piece of feces</li> <li>Very little debris in gutter swept the day prior to the observation</li> </ul> |



| Supervisor District | Location                                   | Date of Observation          | Time Since Last Street Sweep | Summary of Conditions                                                                                                                                                                                                                                                                                                                                                                                                         |
|---------------------|--------------------------------------------|------------------------------|------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 5                   | Bush St. between Webster & Buchanan        | Wednesday August 28, 2024    | Last sweep 6-8 days prior    | <ul style="list-style-type: none"> <li>• Some small piling of leaves and organic matter in gutters, particularly underneath trees</li> <li>• Some scattered litter (8-10 pieces) on sidewalks across both blocks, as well as some litter comingling with piles of organic debris under trees</li> <li>• One large piece of cardboard dumped on sidewalk</li> <li>• No feces</li> <li>• One small tag on light pole</li> </ul> |
| 6                   | Bryant St. between Beale & the Embarcadero | Wednesday September 11, 2024 | Last swept within 24 hours   | <ul style="list-style-type: none"> <li>• Litter scattered on top of stone wall adjacent to sidewalk</li> <li>• Overflowing private garbage cans in parking lot adjacent to sidewalk</li> <li>• One medium-sized tag on building</li> <li>• Virtually no litter or leaves on sidewalks or in gutters</li> </ul>                                                                                                                |
| 6                   | Mission St. between Fremont & Beale        | Wednesday September 11, 2024 | Last swept within 24 hours   | <ul style="list-style-type: none"> <li>• Virtually no leaves or litter in gutters or sidewalks</li> <li>• No graffiti</li> <li>• Bus shelter and garbage can with no spills or graffiti</li> </ul>                                                                                                                                                                                                                            |

| Supervisor District | Location                                                      | Date of Observation          | Time Since Last Street Sweep                                               | Summary of Conditions                                                                                                                                                                                                                                                      |
|---------------------|---------------------------------------------------------------|------------------------------|----------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 6                   | Market St. between 9 <sup>th</sup> St. & 10 <sup>th</sup> St. | Wednesday September 11, 2024 | Last swept within 24 hours                                                 | <ul style="list-style-type: none"> <li>• Very little debris in gutters, including in bike lane</li> <li>• One piece of feces on sidewalk</li> <li>• Some scattered litter (4-5 pieces) on sidewalks</li> <li>• Some leaves on sidewalks</li> </ul>                         |
| 6                   | Bluxome St. between 5 <sup>th</sup> St. & 6 <sup>th</sup> St. | Wednesday September 11, 2024 | Last swept six days prior                                                  | <ul style="list-style-type: none"> <li>• Illegally dumped bulky objects on corner, including a mattress</li> <li>• Virtually no leaves, litter, or other debris on sidewalk or in gutters</li> <li>• No graffiti</li> </ul>                                                |
| 7                   | Ocean Ave. between Dorado Terrace & Faxon Ave.                | Wednesday September 4, 2024  | One side swept on date of observation; the other side swept two days prior | <ul style="list-style-type: none"> <li>• Some litter on sidewalk and in gutters</li> <li>• Some debris in gutters, including on the side of the street that had been swept within 12 hours</li> <li>• Graffiti on transit boarding island, light pole, and tree</li> </ul> |

| Supervisor District | Location                                                       | Date of Observation         | Time Since Last Street Sweep                                            | Summary of Conditions                                                                                                                                                                                                                                                                                                                                                                                                                     |
|---------------------|----------------------------------------------------------------|-----------------------------|-------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 7                   | Southwood Dr. between Miramar Ave. & Faxon Ave.                | Wednesday September 4, 2024 | Last swept 6-7 days prior                                               | <ul style="list-style-type: none"> <li>No litter on sidewalk or in gutters</li> <li>Some significant leaf accumulation in gutter on one side only</li> </ul>                                                                                                                                                                                                                                                                              |
| 7                   | Irving St. between 5 <sup>th</sup> Ave. & 6 <sup>th</sup> Ave. | Wednesday August 28, 2024   | One side last swept within 24 hours; one side last swept six days prior | <ul style="list-style-type: none"> <li>Large transit boarding island, including ramp and public benches, with a few piles of leaves and litter accumulated around it, but still useable</li> <li>A few tags and stickers on light poles, signs, and transit facilities</li> <li>Very little litter on sidewalk</li> <li>Unidentifiable stain on sidewalk corner</li> <li>Gutters mostly free of debris on both sides of street</li> </ul> |
| 7                   | Judah St. between 5 <sup>th</sup> Ave. & 6 <sup>th</sup> Ave.  | Wednesday August 28, 2024   | Last swept within 24 hours                                              | <ul style="list-style-type: none"> <li>Very little accumulated debris in gutters</li> <li>Semi-abated graffiti on side of building</li> <li>Bus shelter and garbage can with no graffiti, litter, or spills</li> <li>No litter on sidewalks</li> </ul>                                                                                                                                                                                    |

| Supervisor District | Location                                                                                                                                                                | Date of Observation            | Time Since Last Street Sweep | Summary of Conditions                                                                                                                                                                                                                                                                                                                                           |
|---------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------|------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 8                   | Market St.<br>between<br>Octavia Blvd. &<br>Laguna<br><br><i>(the "adjacent" residential block sampled is Page Street between Webster &amp; Fillmore in District 5)</i> | Wednesday<br>March 19,<br>2025 | Last swept within 24 hours   | <ul style="list-style-type: none"> <li>Protected bike lane with some leaves and litter in gutter but no large accumulation or piles</li> <li>A few pieces of litter (4-5 pieces) on sidewalk</li> <li>One mattress on sidewalk</li> <li>One large tag on fence being abated by a CBD crew, some smaller tags on sidewalk</li> <li>One piece of feces</li> </ul> |
| 8                   | 17th St.<br>between<br>Dolores &<br>Guerrero<br><br><i>(this block is adjacent to Valencia St. between 17<sup>th</sup> &amp; 18<sup>th</sup> in District 9)</i>         | Wednesday<br>March 19,<br>2025 | Last swept 2-6 days prior    | <ul style="list-style-type: none"> <li>Virtually no leaves or litter in gutters or on sidewalks</li> <li>No graffiti</li> <li>No spills</li> </ul>                                                                                                                                                                                                              |

| Supervisor District | Location                                                                                                                                                                                                  | Date of Observation            | Time Since Last Street Sweep     | Summary of Conditions                                                                                                                                                                                                                                                         |
|---------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------|----------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 8                   | 24 <sup>th</sup> St.<br>between<br>Sanchez & Noe                                                                                                                                                          | Wednesday<br>March 19,<br>2025 | Last swept<br>within 24<br>hours | <ul style="list-style-type: none"> <li>• Virtually no leaves or litter in gutters or on sidewalk</li> <li>• Garbage can with no spills or overflow</li> <li>• A shopping cart full of blankets sitting next to a garbage can</li> <li>• No graffiti</li> </ul>                |
| 8                   | Elizabeth St.<br>between<br>Sanchez &<br>Vicksburg                                                                                                                                                        | Wednesday<br>March 19,<br>2025 | Last swept<br>five days<br>prior | <ul style="list-style-type: none"> <li>• Some debris in gutter, but no significant accumulation (mostly scattered)</li> <li>• A few (4-5) pieces of litter on sidewalk and in tree wells</li> <li>• No graffiti</li> </ul>                                                    |
| 9                   | Valencia St.<br>between 17 <sup>th</sup><br>St. & 18 <sup>th</sup> St.<br><br><i>(the adjacent residential<br/>block sampled is 17<sup>th</sup><br/>between Dolores &amp;<br/>Guerrero in District 8)</i> | Wednesday<br>March 19,<br>2025 | Last swept<br>within 24<br>hours | <ul style="list-style-type: none"> <li>• Two overflowing trash cans with spills</li> <li>• Virtually no debris in gutters</li> <li>• One piece of feces in tree well</li> <li>• 5-10 pieces of litter scattered on sidewalks</li> <li>• 2-3 small tags on sidewalk</li> </ul> |

| Supervisor District | Location                                 | Date of Observation         | Time Since Last Street Sweep                                         | Summary of Conditions                                                                                                                                                                                                                                                                                                                                         |
|---------------------|------------------------------------------|-----------------------------|----------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 9                   | San Bruno Ave. between Silliman & Felton | Wednesday September 4, 2024 | Last swept within 24 hours                                           | <ul style="list-style-type: none"> <li>• Very few leaves in gutters</li> <li>• Litter accumulated in tree wells, gutters, and along sidewalk</li> <li>• Some medium-sized tags on a garbage can, a window, and a wall</li> <li>• Odor of urine along sidewalk</li> <li>• Two shopping carts piled with blankets and other belongings on the corner</li> </ul> |
| 9                   | Brussels St. between Silliman & Felton   | Wednesday September 4, 2024 | One side swept within 24 hours; other side last swept six days prior | <ul style="list-style-type: none"> <li>• Piles of litter in gutters, scattered litter on sidewalk</li> <li>• Some leaves in gutters</li> <li>• One large box dumped on curb</li> <li>• One piece of feces on sidewalk</li> <li>• No graffiti</li> </ul>                                                                                                       |

| Supervisor District | Location                                                              | Date of Observation         | Time Since Last Street Sweep                                    | Summary of Conditions                                                                                                                                                                                                                                                                           |
|---------------------|-----------------------------------------------------------------------|-----------------------------|-----------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 10                  | 22 <sup>nd</sup> St. between Minnesota & Tennessee                    | Wednesday September 4, 2024 | One side swept within 24 hours; other side swept six days prior | <ul style="list-style-type: none"> <li>• Some litter in tree wells and gutters</li> <li>• No leaves in gutters</li> <li>• Overflowing garbage can</li> <li>• Two pieces of feces</li> <li>• No debris around the Slow Streets signs</li> <li>• No graffiti</li> </ul>                           |
| 10                  | Pennsylvania Ave. between 20 <sup>th</sup> St. & 22 <sup>nd</sup> St. | Wednesday September 4, 2024 | Last swept within 24 hours                                      | <ul style="list-style-type: none"> <li>• Virtually no leaves, litter, or debris in gutters or on sidewalks, except for an accumulated pile of leaves with one piece of litter on the corner</li> <li>• No graffiti</li> </ul>                                                                   |
| 10                  | 3 <sup>rd</sup> St. between La Salle & McKinnon                       | Wednesday September 4, 2024 | Last swept within 24 hours                                      | <ul style="list-style-type: none"> <li>• Garbage can with scattered litter around it, but no spills or graffiti</li> <li>• Some litter (5-10 pieces) scattered in gutters, but no leaves or other organic debris</li> <li>• Litter scattered across sidewalks</li> <li>• No graffiti</li> </ul> |



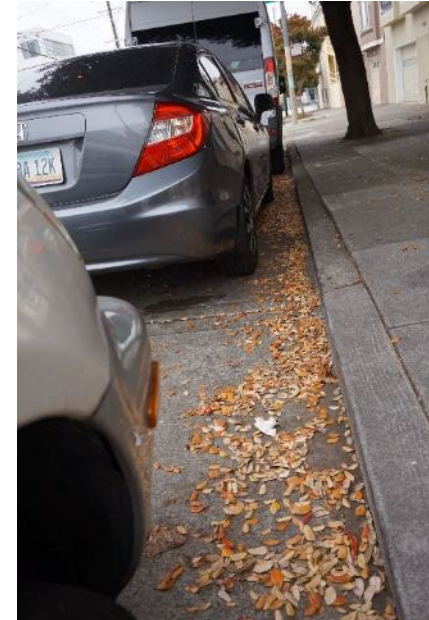
| Supervisor District | Location                                | Date of Observation         | Time Since Last Street Sweep                                    | Summary of Conditions                                                                                                                                                                                                                                                                                                                                               |
|---------------------|-----------------------------------------|-----------------------------|-----------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 10                  | Newhall St. between La Salle & McKinnon | Wednesday September 4, 2024 | One side swept within 24 hours; other side swept six days prior | <ul style="list-style-type: none"> <li>• Some debris accumulating in the gutters</li> <li>• Litter accumulating in piles in tree wells, overgrown bushes, and around an illegally parked vehicle on the sidewalk</li> <li>• A drain blocked by debris</li> <li>• Approximately a dozen illegally dumped objects blocking a corner</li> <li>• No graffiti</li> </ul> |
| 11                  | Mission St. between Excelsior & Brazil  | Wednesday September 4, 2024 | Last swept within 24 hours                                      | <ul style="list-style-type: none"> <li>• Several tags on walls, windows, and sidewalk</li> <li>• Some scattered litter (15-20 pieces)</li> <li>• Some debris in gutter, but not piling up</li> <li>• Garbage can with broken door</li> <li>• Unidentifiable spill on sidewalk</li> <li>• Feces in gutter</li> </ul>                                                 |

| Supervisor District | Location                             | Date of Observation         | Time Since Last Street Sweep                                       | Summary of Conditions                                                                                                                                                                                                                                                                   |
|---------------------|--------------------------------------|-----------------------------|--------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 11                  | Paris St. between Excelsior & Brazil | Wednesday September 4, 2024 | Last swept within 1-3 days                                         | <ul style="list-style-type: none"> <li>• Virtually no debris in gutters or on sidewalks</li> <li>• No graffiti</li> </ul>                                                                                                                                                               |
| 11                  | Ocean Ave. between San Jose & Delano | Wednesday September 4, 2024 | One side swept within 24 hours; other side swept six days prior    | <ul style="list-style-type: none"> <li>• Several large pieces of graffiti on walls</li> <li>• Some scattered litter (15-20 pieces)</li> <li>• Some debris in gutter, but not piling up</li> <li>• Garbage can with missing door and spills</li> <li>• Graffiti on light pole</li> </ul> |
| 11                  | Meda Ave. between Delano & Otsego    | Wednesday September 4, 2024 | One side swept day of observation; other side swept two days prior | <ul style="list-style-type: none"> <li>• Virtually no litter or leaves in gutters or on sidewalks on both sides</li> <li>• No graffiti</li> </ul>                                                                                                                                       |

Note: "Debris" refers to organic matter, such as leaves, or inorganic matter, such as litter. The majority of debris found in gutters is organic matter. Litter is anything that is meant to be in a trashcan and not on the sidewalk/street, including but not limited to: plastic, cardboard, takeout cups/containers, paper flyers/posters, cigarettes/cigarette packs, paper napkins, bottles and cans, etc. If it looked like trash, we categorized it as litter.

Exhibit 8.2: Cleanliness Observation Photographs

District 1



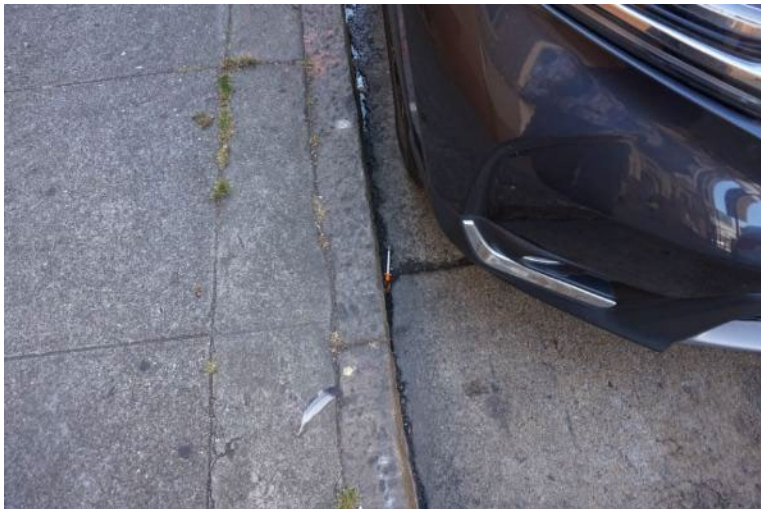
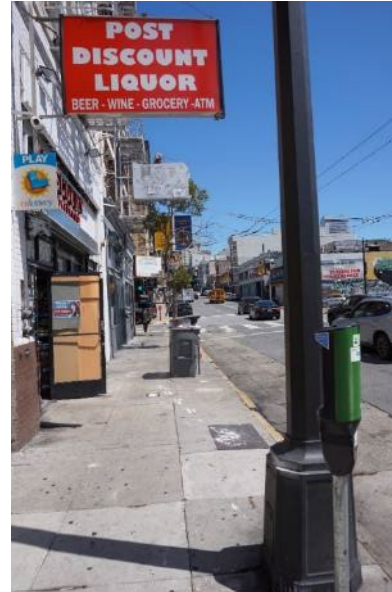


District 2



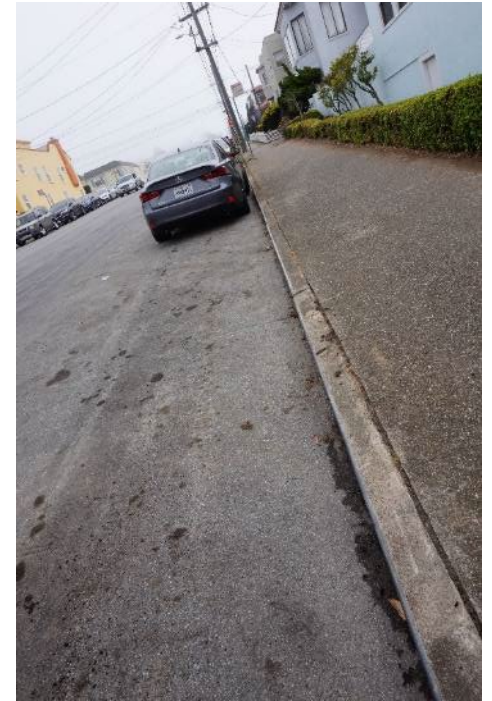


District 3





District 4



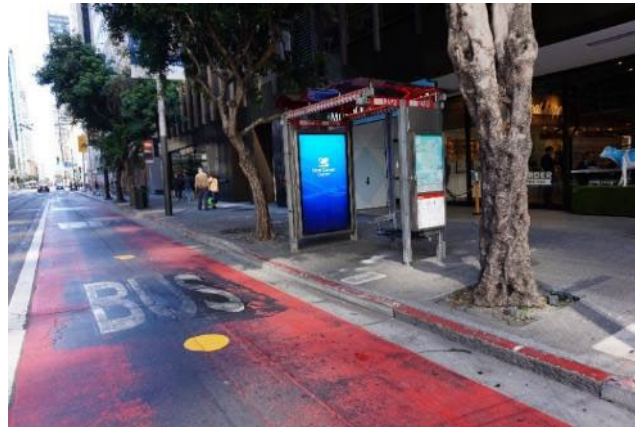
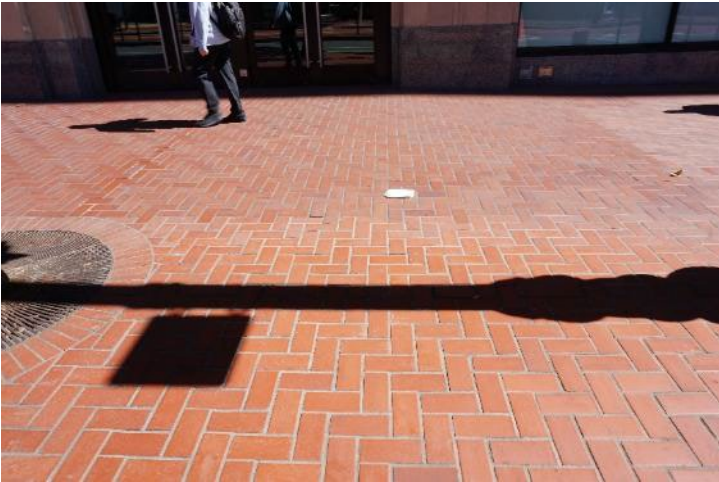


District 5





District 6

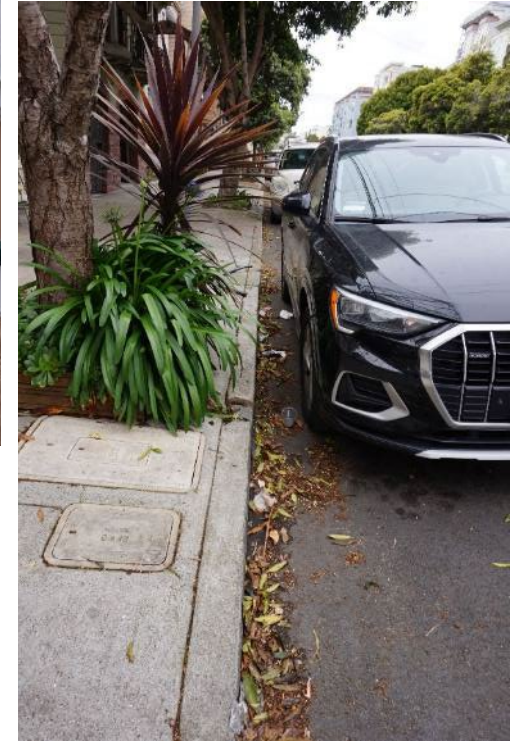


District 7



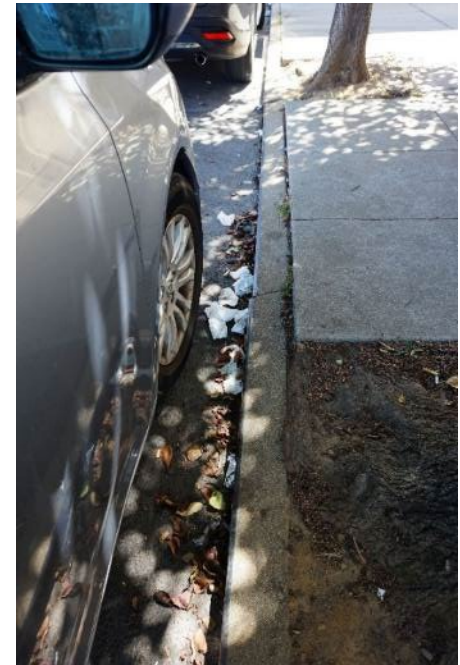


District 8





District 9



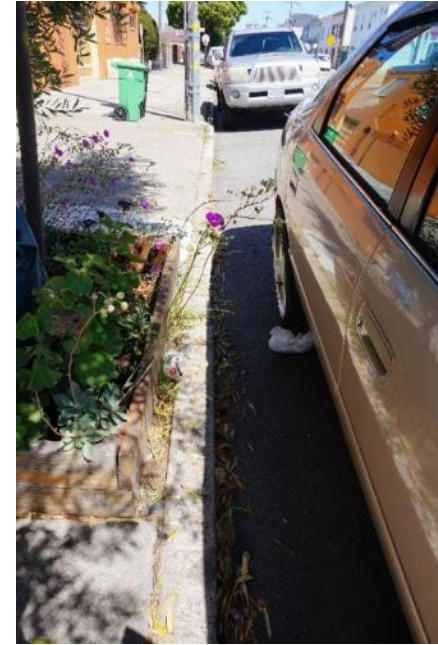


District 10





District 11



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## 9. Peer Survey

To understand how other cities plan, manage, and evaluate street and sidewalk cleaning, we administered an online survey to peer jurisdictions across the country. We received responses from a total of nine cities, five of which are located in California.

We found that San Francisco provides more street and sidewalk cleaning services to the public than any of the other responding cities. We also found that San Francisco is budgeting significantly more money, both per capita and per square mile, than a subset of the surveyed peer jurisdictions on street and sidewalk cleaning services. Notably, in FY 2024-25 San Francisco budgeted nearly \$47.8 million, or \$59.08 per capita/\$1 million per square mile, on street and sidewalk cleaning while Los Angeles (the next closest peer in spending) budgeted \$74.7 million, or \$19.54 per capita/\$159,205 per square mile. San Francisco provides a similar number of services in-house (versus by contractors or property owners) as other cities except for sidewalk steam cleaning, which in most other cities is done by property owners and not by the city. We also found that most other cities report on street and sidewalk cleaning performance more often than San Francisco does, with nearly half of respondents reporting weekly whereas San Francisco reports every other month.

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## Methodology

The target population for the survey included two groups: (1) cities in California and (2) cities outside of California. The peer jurisdictions for each group were stratified according to the following criteria<sup>1</sup>: (1) largest cities in California with a minimum 50 percent of San Francisco's population size<sup>2</sup> and (2) cities outside of California with a population density of approximately 8,000 people per square mile<sup>3</sup> and minimum 50 percent of San Francisco's population size. The following 15 cities nationwide fit the criteria and were surveyed: Los Angeles, San Diego, San Jose, Fresno, Sacramento, Long Beach, Oakland, New York City, Chicago, Philadelphia, Seattle, Washington, DC, Boston, Miami, and Minneapolis. Of the 15 cities, we received responses from the following nine city departments:

- San Jose Department of Transportation, Infrastructure Maintenance Division
- Los Angeles Department of Public Works, Bureau of Street Services

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<sup>1</sup> Source of population estimates: 2023 U.S. Census Bureau, Population Division

<sup>2</sup> San Francisco's estimated population size in 2023 is 808,988. Source: U.S. Census Bureau, Population Division

<sup>3</sup> San Francisco's approximate population density per square mile in 2023 is 17,249 based on U.S. Census Bureau, Population Division estimates.



- San Diego Stormwater Department
- Fresno Public Works Department, Street and Landscape Maintenance Division
- Long Beach Public Works Department, Street Sweeping Division
- Chicago Department of Streets and Sanitation
- Washington, DC Department of Public Works, Solid Waste Management Division
- Miami Department of Solid Waste
- Minneapolis Department of Public Works, Transportation Maintenance and Repair Division

We found that, unlike in San Francisco, street and sidewalk cleaning services in most of the peer cities are spread across multiple divisions within a department or even across multiple departments. The responses to the peer survey represented one division/department per jurisdiction, so to supplement the responses we also conducted additional follow-up outreach via email and phone call, and conducted additional research, to determine the scope of cleaning services provided in these peer cities.

Our collection of peer budgetary data was limited to a subset of the group of peer jurisdictions due to challenges obtaining accurate data on all street and sidewalk cleaning-related costs. We requested street cleaning budgetary data from peers' FY 2024-25 approved budgets and conducted follow-up work, including interviews and reviews of publicly available information. Ultimately, we were able to collect budget data from three peer cities: Los Angeles, Minneapolis, and San Jose.

## Survey Results

### Budgeted Expenditures

As shown in Exhibit 9.1 below, San Francisco budgets significantly more on street and sidewalk cleaning, both per capita and per square mile, relative to three peer cities. Our review found that San Francisco budgeted nearly \$47.8 million in FY 2024-25 (equating to \$59.08 per capita or \$1 million per square mile) not including overhead costs. The peer city with the next closest level of budgeted street cleaning expenditures per capita in FY 2024-25 was Los Angeles with \$19.54 spent per capita or \$159,205 per square mile (equal to \$74.7 million total).

**Exhibit 9.1: Street and Sidewalk Cleaning Annual Budgets of Peer Cities, FY 2024-25**

| City                                                     | FY 2024-25<br>Cleaning Budget* | Budget per<br>Capita | Budget per<br>Square Mile |
|----------------------------------------------------------|--------------------------------|----------------------|---------------------------|
| Los Angeles                                              | \$74,667,318                   | \$19.54              | \$159,205                 |
| Minneapolis                                              | 6,461,926                      | 15.20                | 119,665                   |
| San Jose                                                 | 31,979,521                     | 32.98                | 179,660                   |
| San Francisco Bureau of<br>Street Environmental Services | \$47,797,929                   | \$59.08              | \$1,016,977               |

Source: BLA survey of peer jurisdictions; BLA review of peer budget documents; Public Works

Note: Budget per capita was calculated using the American Community Survey 2023 population estimates. Square mileage was calculated using American Community Survey data from 2020.

\* All budgets are presented without overhead.

As described in more detail in Section 1 of this report, there are several notable differences between San Francisco Public Works' delivery of street cleaning services compared to peer cities that may contribute to the significant difference in the amount budgeted for such services. These include:

- Few, if any, other cities appear to provide litter abatement at the same level San Francisco does, which is significant as manual cleaning has historically comprised nearly half of the City's street and sidewalk cleaning costs.
- Most cities reported that sidewalk cleaning was the responsibility of the property owner in their jurisdiction and do not steam clean their sidewalks, unlike San Francisco which provides sidewalk steam cleaning as a courtesy to property owners.
- San Francisco spends over \$50 million (inclusive of overhead and ongoing funds) on litter pick-up and sidewalk steam cleaning services for residents in response to 311 requests and through targeted corridor cleaning programs, and we were unable to identify any similar programs, or sums of money, in any other peer cities.
- Of the three peer cities where we were able to collect sufficient budgetary data, only Los Angeles oversees public toilets.
- Minneapolis is the only city of the three for this analysis that provides street flushing services. Street flushing involves flushing a roadway of debris by driving a truck with a large water tank down the center of the road and flushing water into the gutters. The purpose is to aid mechanical street sweepers' effectiveness. In San Francisco it is a component of the CleanCorridorsSF program and the mechanical sweeping program.

There may be other factors that contribute to the difference in budgeted amounts such as the salary and benefit costs in San Francisco, which is in a metropolitan area with one of the highest-

if not the highest- costs of living in the nation. Further, bargaining agreements in San Francisco may be more generous to City staff than in other jurisdictions.

## **Operations and Service Requests**

Exhibit 9.2 below shows the scope of street and sidewalk cleaning maintenance and operations provided by the respondent cities across various departments.

As shown in Exhibit 9.2, all of the responding city departments reported that their respective department performs mechanical street sweeping as part of their street and sidewalk cleaning maintenance and operations. Additionally, most responding cities provide graffiti removal/citations and/or illegal dumping management services, either through the same department that provides mechanical street sweeping or through a different department/division. The San Francisco Public Works services least likely to be provided by peer cities include public toilet management, sidewalk steam cleaning, and street flushing.

Exhibit 9.2: Scope of Street and Sidewalk Cleaning Maintenance and Operations

| City          | Mechanical Street Sweeping | Graffiti Removal/Citations | Illegal Dumping Mgmt | Litter Pick-up | Public Trash Receptacle Mgmt | Residential/Commercial Trash and Recycling Pick-up <sup>4</sup> | Large Debris Pick-up | Public Toilet Mgmt | Sidewalk Steam Cleaning | Street Flushing | Other <sup>5</sup> |
|---------------|----------------------------|----------------------------|----------------------|----------------|------------------------------|-----------------------------------------------------------------|----------------------|--------------------|-------------------------|-----------------|--------------------|
| Chicago       | ✓                          | ✓                          | ✓                    | ✓              | ✓                            | ✓                                                               | ✓                    |                    | ✓                       |                 |                    |
| Fresno        | ✓                          | ✓                          |                      |                |                              |                                                                 |                      |                    |                         |                 |                    |
| Long Beach    | ✓                          |                            |                      |                |                              |                                                                 |                      |                    |                         |                 | ✓                  |
| Los Angeles   | ✓                          | ✓                          | ✓                    | ✓              |                              |                                                                 |                      | ✓                  | ✓                       |                 |                    |
| Miami         | ✓                          | ✓                          | ✓                    | ✓              | ✓                            | ✓                                                               | ✓                    |                    |                         | ✓               |                    |
| Minneapolis   | ✓                          | ✓                          | ✓                    | ✓              |                              |                                                                 | ✓                    |                    |                         | ✓               | ✓                  |
| San Diego     | ✓                          |                            |                      |                |                              |                                                                 |                      |                    |                         |                 |                    |
| San Jose      | ✓                          | ✓                          | ✓                    | ✓              |                              |                                                                 |                      |                    |                         |                 | ✓                  |
| Washington DC | ✓                          | ✓                          | ✓                    |                | ✓                            |                                                                 |                      |                    |                         |                 |                    |
| San Francisco | ✓                          | ✓                          | ✓                    | ✓              | ✓                            |                                                                 | ✓                    | ✓                  | ✓                       | ✓               | ✓                  |

Source: BLA Survey Results and follow-up responses from peers.

#### *Functions Managed In-House vs. by Contractors or Property Owners*

Respondent cities reported that in-house city staff were responsible for performing the majority of street and sidewalk cleaning maintenance and operations services versus outside contractors or private entities, except for sidewalk steam cleaning which is performed by property owners in most cities but by Public Works staff in San Francisco. Additionally:

- Residential and commercial trash and recycling pick up is done in-house in seven of the seven responding cities with two of the seven additionally contracting out some pick up services. In San Francisco, these services are contracted out to Recology.<sup>6</sup>
- Mechanical street sweeping and illegal dumping management is done in-house by most of the responding cities. In San Francisco these are done in-house by Street Environmental Services.

<sup>4</sup> As described below Exhibit 9.2, at least seven of the respondent jurisdictions provide these services, but that is not reflected in their self-reported responses as shown in Exhibit 9.2.

<sup>5</sup> Responses identified as “other” include beach, alley, facilities and special projects sweeping, street cleaning encampment clean-up, debris pick-up when needed and bike lane obstruction

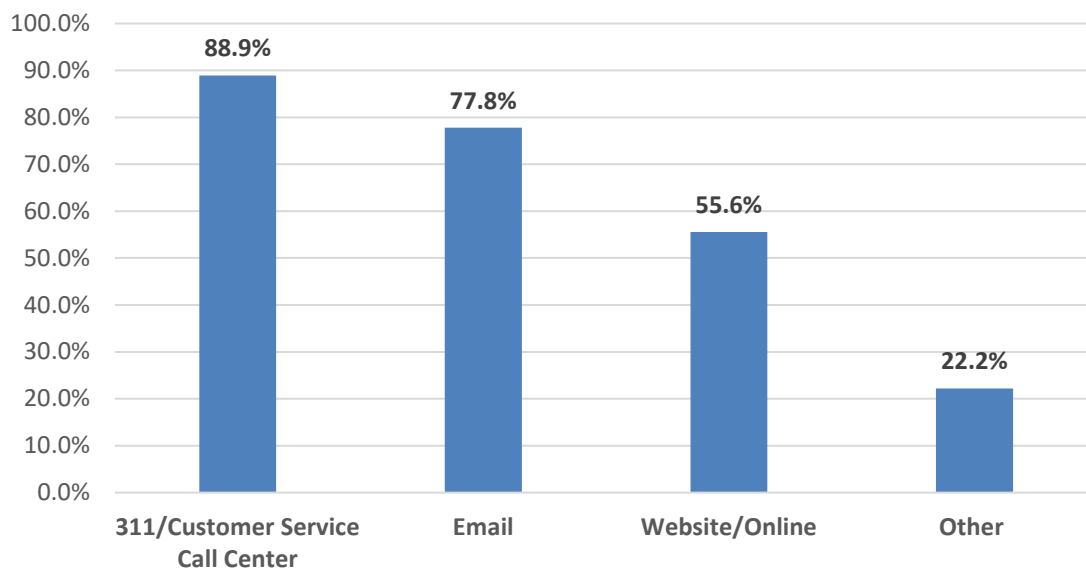
<sup>6</sup> These numbers don’t match the self-reported information in Exhibit 9.2 due to interpretation by respondents to survey questions.

- Litter pick-up is the responsibility of the city in five of the seven responding departments, a contractor in one of the seven, and the property owner in one of the seven. In San Francisco, Street Environmental Services does litter pick up in-house.

### *Service Requests*

San Francisco accepts service requests from the public for street and sidewalk cleaning services through the 311 system. As shown in Exhibit 9.3 below, most cities (77.8 percent or seven of nine respondents) answered “yes” when asked whether their department accepts service requests from the public for street and sidewalk cleaning. For cities that accept service requests, the majority (77.8 percent) respond to service requests “as requested,” while one city has scheduled cleanings, though additional requests may occur for various reasons. As shown in Exhibit 9.3 below, most service requests for street and sidewalk cleaning come to the peer city departments through the 311/Customer Service Call Center (88.9 percent or 8 cities) and email (77.8 percent). Responses identified as “other” include direct calls and requests from residents through interactions with parking staff.

**Exhibit 9.3: How Service Requests for Street and Sidewalk Cleaning Come to City Departments**



Source: BLA Survey Results

In San Francisco, Public Works prioritizes service requests for street and sidewalk cleaning by the urgency of the request as marked in the 311 system (i.e., certain requests, including litter that poses a health hazard and graffiti containing obscenities, are marked as high priority) and by the service level agreement. When asked how service requests for street and sidewalk cleaning are prioritized, respondent cities provided the following responses:

- Prioritizing by the service level agreement;
- Reviewing all requests to determine priority;
- Having no formal priority levels but informally prioritizing glass in bike lanes and clogged drains;
- Prioritizing all requests for service calls as high priority;
- Noting an injury (highest priority) and whether any passages are blocked (second highest priority) and then first come, first serve depending on other activities of the day;
- Prioritizing service requests usually within 24 hours; and
- Prioritizing by specific ward (legislative district).

## Performance Measures and Strategic Planning

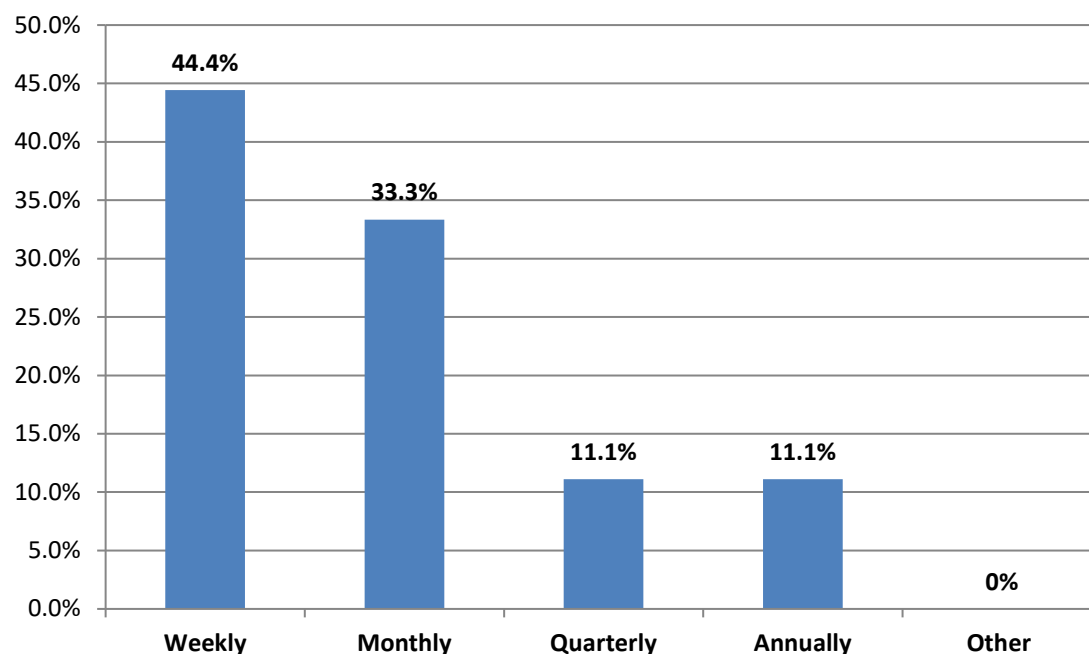
San Francisco Public Works tracks curb miles swept as a performance measure related to mechanical street sweeping and service requests completed and debris tonnage as performance measures related to street and sidewalk cleaning. Similarly, all the respondent cities track performance measures related to street and sidewalk cleaning. Specific measures reported by cities regarding mechanical street sweeping include the following:

- Weekly audits of assigned routes, internal and external complaints of cleanliness and thoroughness of assignments, and on-time performance of street sweeping operators;
- Monthly on-time schedule of street sweeping;
- Mileage swept and tonnage collected;
- Adherence to schedule (street sweeping) and service level agreements;
- Street sweeping mileage and cubic yards of debris collected;
- Completed number of routes, curb miles and cubic yards removed;
- Service level goal of seven working days of street sweeping; and
- Percentage of route completion.

San Francisco Public Works staff present reports on performance every other month to senior management at PublicWorksStat meetings. As shown in Exhibit 9.4 below, almost half of respondent cities (44.4 percent or four cities) reported on a weekly basis externally or internally to senior management on performance measures related to street and sidewalk cleaning, while 33.3 percent (three cities) reported on a monthly basis.



**Exhibit 9.4: Frequency of Reporting on Performance Measures Related to Street and Sidewalk Cleaning**

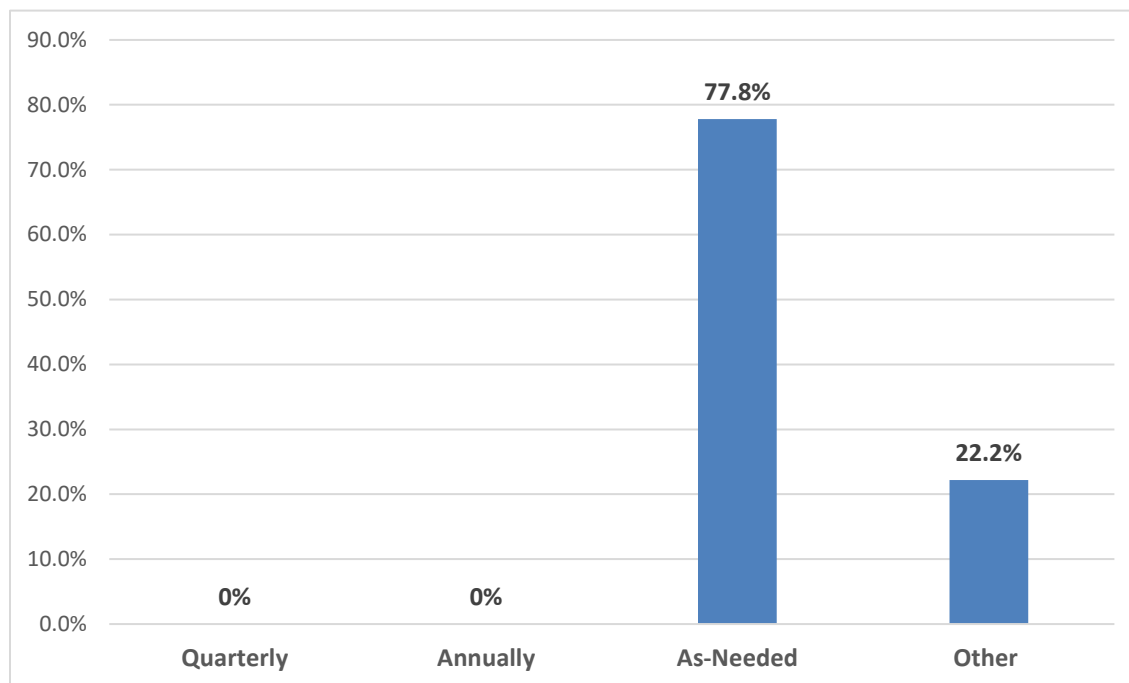


Source: BLA Survey Results

As described in Section 2 of this report, San Francisco Public Works last conducted strategic planning for street cleaning services as part of its overall departmental strategic plan in 2018 through its 2018-2022 Strategic Plan, and as of April 2025 is preparing a draft 2025-2028 Strategic Plan. When asked the last time their department conducted strategic planning of street cleaning services, respondent cities provided a range of responses. Three cities conduct strategic planning efforts on an annual basis, and two cities have done so in the past two or three years. However, one city reported their department conducted strategic planning efforts 10 years ago, while another city reported efforts were conducted approximately 20 years ago.

## Mechanical Street Sweeping

As described in Section 4 of this report, San Francisco Public Works last evaluated its mechanical street sweeping routes for changes, efficiency or other purposes in 2008. As shown in Exhibit 9.5 below, almost all respondent cities (77.8 percent or seven cities) evaluate mechanical street sweeping routes for route changes, route efficiency or other changes on an as-needed basis. Responses identified as “other” include evaluating routes in the spring, summer and fall, as well as evaluating every 10 years based on ward (legislative district) boundaries.

**Exhibit 9.5: Frequency of Evaluation of Mechanical Street Sweeping Routes**

Source: BLA Survey Results

When asked what data is used to evaluate mechanical street sweeping routes for efficiency and effectiveness, respondent cities provided the following responses:

- Route completion rates and percentages, length of routes, and cleanliness;
- Mileage, tonnage collected and litter index;
- Street sweeping mileage and cubic yards of debris collected;
- Results from sweeping optimization studies; and
- Time on route and changes to the street configuration because of reconstruction, modifications, etc.

### *Equipment*

As described in Section 4 of this report, San Francisco Public Works last updated its mechanical street sweeping routes in 2008. Respondent cities provided a wide range of timeframes when asked the last time mechanical street sweeping routes were changed. Four cities reported changes were made within the last five years (Fall 2024, October 2024, 2023, and May 2022). However, three cities reported changes were made over five years ago, with one city stating that changes were made approximately 40 years ago and another reporting 10 years ago.

San Francisco Public Works uses Johnston c-201 bike lane sweepers to clean bike lanes. Most respondent cities (75 percent or six cities) have supplementary equipment/machines to sweep any non-standard streets, such as bike lanes, parklets, permanent bike racks, etc., while two cities reported not having supplementary equipment/machines.<sup>7</sup> Cities reported using the following supplementary equipment/machines to sweep non-standard streets:

- RAVO sweepers;
- Bike lane sweepers, such as regenerative air sweepers;
- Small-scale sweepers, rakes, and blowers; and
- Vacuum sweepers, brooms, and backpack blowers.

*Approaches to Clearing Vehicles for Street Sweeping*

San Francisco posts signage detailing parking restrictions and issues street sweeping citations to vehicles that fail to move for street sweeping. To ensure that streets are clear of vehicles and other obstacles prior to mechanical street sweeping, respondent cities implement the following practices:

- Issuing street sweeping citations for vehicles that fail to move for street sweeping;
- Relying on voluntary compliance;
- Initiating a pilot program in the downtown area to enforce parking limitations in specific time slots once a week to facilitate access to curbsides;
- Collaborating with parking enforcement for signage;
- Deploying 50 sign hangers at least two days prior to street sweeping; some areas have permanent signage, which is enforced by issuing \$60 parking tickets; and
- Establishing parking restrictions during certain days/times to meet community needs.

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<sup>7</sup> One city did not provide a response to this question.

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## Appendix A: Written Response from Public Works



**Carla Short, Director** | Director's Office

carla.short@sfdpw.org | T. 628.271.3078 | 49 South Van Ness Ave. Suite 1600, San Francisco, CA 94103

September 18, 2025

Dan Goncher  
Budget and Legislative Analyst  
San Francisco Board of Supervisors

Dear Mr. Goncher:

I received your report, *Performance audit of the management of street cleaning by Public Works*. San Francisco Public Works shares your goal of delivering clean streets and sidewalks to the public. As you worked toward a final report, thank you for meeting with our staff and sharing multiple drafts.

The word “audit” can have negative connotations to some, but not us. We rely on outside perspectives and expertise to improve our department and better serve the public. When audits are collaborative and constructive, based on fact, and undertaken in good faith, their actionable recommendations and best practices research are invaluable.

As a high-impact, public-facing City department, we work with many oversight and auditing bodies. Public Works has collaborated on at least 42 audits conducted by the Controller City Services Auditor, the Civil Grand Jury, the General Obligation Bond Oversight Committee, the Budget and Legislative Analyst and others since 2010. Multiple times per month, we also receive input and oversight in public meetings of two voter-approved commissions. Last, we participate in the annual budget process, which requires oversight by the Public Works Commission, the Mayor, the Controller and numerous public hearings before the Board of Supervisors.

We welcome the scrutiny that comes with oversight and examination because we are proud of our mission, our workforce, our accomplishments and our city.

Here, however, we struggle to find usefulness in this final report, or in the process of preparing it. While some findings and recommendations are constructive, the final report is too inaccurate – lacking in evidence, devoid of context and woefully short on substance – to provide specific and actionable feedback that improves service delivery to the public. In an audit littered with inaccuracies, misrepresentations and errors – which Public Works devoted significant staff

resources to correct – one of the most egregious, and indeed reckless, examples is the false accusation that Public Works underspent \$15.2 million in street cleaning funds *and* diverted them toward other uses.

To clear that up at the outset, the \$15.2 million in available budget is incorrect. Approximately \$4.1 million of that is in encumbrance carryforwards, which were not deducted and therefore exaggerates the perception of underspending. Encumbrances are reserved for commitments and are not available balance. Additionally, due to the economic crisis facing San Francisco, all departments were directed to hold back on spending until the Mayor and Board found solutions to the unprecedented budget deficit. That is, both Mayors Breed and Lurie directed *all* departments to *stop spending mid-year*, even funds that were already allocated. \$1.5 million of Public Works General Fund was placed on Controller’s reserve to ensure that savings threshold, and another \$3.7 million was held to uphold our promise to the Controller to offset the department’s General Fund revenue shortfall. We cannot spend money that we are not allowed to, nor are we permitted to unilaterally reappropriate or divert funds.

As directed by the Controller and the Department of Emergency Management, another \$2.6 million was applied to continued emergency response cleanup of extensive citywide damage from the Fiscal Year 2023 winter storms, and APEC event costs. In the BLA report detailing costs related to the APEC Leaders Summit (File 240032), net costs by City departments were primarily funded by the General Fund, and only three departments – Police, Sheriff, and Emergency Management – were reimbursed for expenditures beyond typical operations. The BLA also neglected to acknowledge the \$4.0 million that Public Works spent combatting illegal vending as part of our street and sidewalk cleaning expenditures. As demonstrated above, and despite repeated attempts to clarify by our budget team during the audit-drafting process, the final document still does not capture the full extent of our budget expenditures and paints an inaccurate picture.

Additional observations:

### **1. The audit is flawed in its methodology and accuracy**

Public Works strongly challenges the **methodological rigor** and **factual accuracy** of the Budget and Legislative Analyst (BLA) audit.

- The audit lacks cohesion and contains mischaracterizations.
- Metrics used (e.g., cost of sweeping per square mile) are misleading or arbitrary.
- The department should not have to correct and contextualize so many findings.



- Throughout, the audit focuses on outcomes over outputs. Public Works is responsible for the output of our cleaning efforts, the direct and immediate, tangible result from our cleaning activities. The outcome is the broader change, or longer-term impact that happens as a result of those outputs. Many factors are beyond the reach of Public Works. Public Works does not control all of the impacts of street behavior.
- A “non-statistically significant observational study” is included in the report. The BLA conducted walks on Wednesdays during the pandemic, covering a tiny geographic sample of streets; these are of limited usefulness to department leadership, policymakers and the public. The visited areas represent *less than one third of one percent* of all city streets.
- Elements are cherry-picked from sources to fit the BLA’s narrative. For example, the BLA cites the GFOA as an authority on best practices for strategic planning. Public Works was unable to locate the BLA’s GFOA best practice guidelines for strategic planning (dated March 2023). Further research by Public Works found on GFOA’s website best practices for strategic planning contradict the “best practices” cited by the BLA. Public Works strongly believes that our Strategic Plan is mostly consistent with GFOA “best practices,” even though this is not the National Institute of Standards and Technology’s Baldrige Excellence Framework, our chosen framework.

## **2. The audit misinterprets and misrepresents basic budget and financial information**

As noted above, there are **significant flaws in how the audit interprets financial data**, including:

- Inconsistent conclusions: The initial draft claimed Public Works does not track actual spending; the final draft acknowledged that actuals are tracked, but mainly for internal use. This reversal appears to indicate that conclusions were drawn before sufficient evidence was gathered, contrary to Government Auditing Standards.
- Encumbrances and carryforwards: The analysis counts prior-year encumbrances when they increase the revised budget but ignores current-year encumbrances that roll forward. This exaggerates underspending by treating committed funds as if they were idle.
- Ignoring citywide financial context and operational details from internal systems like Infor Computerized Maintenance Management System (CMMS).

**3. The audit ignores the department's adherence to industry standards and best practices of nationally-recognized bodies, only focusing on GFOA.**

The department benchmarks its work and strategic planning to numerous professional organizations, including:

- The National Institute of Standards and Technology's **Baldrige Excellence Framework**.
- The American Public Works Association (APWA).

**4. Public Works relies on up-to-the-second real-time feedback and communication to drive our daily operations.**

Public Works fulfills its mission only through **data-informed decision-making**, especially through **PublicWorksStat**:

- Metrics such as response rate led to an improvement from reactive to proactive cleaning.
- Productivity per FTE has increased despite staffing challenges.
- The audit overlooks operational contexts (e.g., pandemic-era patterns and major annual and one-time events, such as Bay to Breakers, Carnaval, APEC; regular events such as Pride, Giants and Warriors victory parades, other celebrations and large-scale protests).

**5. Accurate information on illegal dumping is limited by how 311 tracks calls for service**

Public Works disputes the audit's conclusions about illegal dumping, noting:

- Public Works focuses on cleaning up swiftly, not on making sure that 311, our department and the public share a precise definition of "illegal dumping".
- 311 data is incomplete and inconsistent. Therefore, we augment it with multiple internal data sources and real-time field observations to understand challenges and patterns in illegal dumping.

**6. The Pit Stop program and public restroom access are intended to serve *everyone*.**

- The Pit Stop program is a citywide public infrastructure initiative meant to serve everyone, it is not specifically a homelessness intervention.
- Owners of the City's estimated 232,000 dogs appreciate that Pit Stops offer free dog waste bags (no treats though).
- Restroom sites are selected based on data, sanitation demand, proximity to other toilets and input from key stakeholders, such as members of the Board of Supervisors, Mayor's Office, HSH, DPH, DEM, Community Benefit Districts, BART and others.
- Pandemic-era changes were necessary and temporary and should not be held up as the threshold for number of locations.

**7. Peer city comparisons and cleanliness metrics did not select actual peer cities.**

- The audit used flawed and non-equivalent service level and services provided.
- There are material contextual differences (e.g., climate, density, topography) with cited cities.
- There is a lack of performance metrics or output-based measures.

San Francisco Public Works street cleaning operations are core, high-profile services that we provide to all neighborhoods, around the clock. It is a responsibility that Public Works pursues with skill, responsiveness and pride. Driven by data to meet evolving demands, the department optimizes available resources to run its street cleaning operations effectively.

Among the statistics that demonstrate the impact of our crews are these: in Fiscal Year 2023-24, for example, the last year covered by the audit, the team responded to at least 136,441 street cleaning requests, abated 45,507 graffiti tags, swept 148,590 miles of road with mechanical sweepers and removed 29,413 tons of debris from the public right of way. Put another way, we remove graffiti tags at a rate of one every 12 minutes, 24 hours a day, 365 days a year. If we gathered up all of the debris we clear in a year, it would fill a half city block 20 stories tall.

While Public Works agrees or partially agrees with some recommendations, we still have serious concerns about others and the methodology used to drive assertions and analysis. As we will be working with your office during the annual budget process and future audits, I want to assure you that our team is committed to collaboration and transparency with a shared goal of improving government services.

Please find our responses to specific recommendations in the attached document.

Sincerely,



Carla Short  
Director

| Performance audit of the management of street cleaning by Public Works |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
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| No.                                                                    | Budget and Legislative Analyst Recommendation                                                                                                                                                                                                                                                                                                                                                                                                                                                                          | Public Works Response                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
| 1.1                                                                    | The Director of Public Works should direct the Public Works Finance Division to provide monthly budget to actual spending reports (including year-end projections) by fund, category, and account to identify opportunities to increase operational efficiency and effectiveness. Such reports should be easily accessible by the Director of Public Works no later than March 31, 2026.                                                                                                                               | Disagree. As detailed in documents we provided to the Budget and Legislative Analyst, the long-standing practice of over 20 years is to report budgets at a more granular level of detail and frequency (after each two-week pay period). This detailed reporting drives our decision-making for allocating budget and resources.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| 1.2                                                                    | The Director of Public Works should direct the Planning and Performance team to incorporate the spending data (as prepared in accordance with Recommendation 1.1) in Public Works Stat meetings.                                                                                                                                                                                                                                                                                                                       | Agree. Public Works can expand the use of financial data for PublicWorksStat above what we currently do.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| 2.1                                                                    | Expand the actions in the 2025-2028 Strategic Plan related to improving street cleaning services and evaluate the usefulness of the recently adopted “internally generated service orders” metric as a measurement tool. This should include ensuring that staff track performance towards these goals monthly and report on progress on such goals at least semi-annually to the Director.                                                                                                                            | Disagree. Public Works already evaluated and implemented this metric as a measurement tool, and associated reporting. The Public Works Planning and Performance Team evaluates the usefulness of internally generated service orders. The Bureau of Street Environmental Services (SES) has been using this metric to track progress in a number of ways: (1) in weekly Supervisor meetings, (2) in bimonthly PublicWorksStat meetings, and (3) in Director's Strategic Plan Reports. The Director is part of the latter two.                                                                                                                                                                                                                                                                                                                                                      |
| 2.2                                                                    | The Director of Public Works should no later than March 31, 2026, report on the progress of implementing the 2025-2028 Strategic Plan, including specific and actionable goals related to street cleaning, with associated performance targets and timelines, to the Sanitation and Streets Commission. These reports should be provided regularly thereafter to the SAS Commission at least semi-annually.                                                                                                            | <p>Partially agree. Public Works will provide a Strategic Plan update to the Sanitation and Streets Commission. Commissioners determine the requests, the level of detail and the timing and the department response. Since the department's Strategic Plan is less than a year old, the Commission has not yet called for a presentation.</p> <p>Aside from including performance targets and timelines in a Strategic Plan, Public Works has already implemented these recommendations, prior to this audit, as detailed in documents provided to the Budget and Legislative Analyst (BLA).</p> <p>The BLA cites the GFOA as an authority on best practices for strategic planning. But according to the GFOA itself, operational performance data and targets do not belong in a strategic plan, but rather in operational plans, long-term financial plans, and/or budget.</p> |
| 2.3                                                                    | The Director of Public Works should Direct the Planning and Performance Team to continue refining the operational street cleaning measures currently tracked on the PublicWorksStat dashboards, including further progress in measuring the proactive work of Street Environmental Services, as identified in the 2025-2028 Strategic Plan, and to include the Cleanliness Standards adopted by the Sanitation and Streets Commission in October 2024, including respective performance targets for relevant measures. | Agree. This practice is currently in place, as documented in materials provided to the Budget and Legislative Analyst. Performance targets for relevant measures, where feasible, can be included for Cleanliness Standards adopted by the Sanitation and Streets Commission.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |

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| <b>Performance audit of the management of street cleaning by Public Works</b> |                                                                                                                                                                                                                                                                                  |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
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| <b>No.</b>                                                                    | <b>Budget and Legislative Analyst Recommendation</b>                                                                                                                                                                                                                             | <b>Public Works Response</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| 3.1                                                                           | Update the 311 app to require at least one photograph be uploaded alongside a request for any street cleaning-related service, including graffiti, litter pickup, illegal dumping, steam cleaning, and any other service area that SES responds to no later than March 31, 2026. | Recommendation 3.1 is directed to the Director of 311, not Public Works.                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| 3.2                                                                           | Update the Street Environmental Services operational plans at least annually and ensure that every cleaning service and/or program has an operational plan.                                                                                                                      | Partially agree. Public Works already has operational plans, referred to as playbooks, for all aspects of our street cleaning operations. Updates to SES Operational Plans are in process. As mentioned elsewhere here, advances in street cleaning and graffiti abatement are not as frequent as, say, the rapid progress in the technology sector. So it is unlikely that it is useful, efficient or necessary to update operational plans annually.                                                                                            |
| 3.3                                                                           | Measure the efficiencies provided by the use of tablets by street cleaning crew members and determine if any further efficiencies could be gained by the digitization or consolidation of paper-based systems.                                                                   | Partially agree. Tablets are already in widespread use. Where useful and affordable, many paper-based systems have been phased out and replaced with technology. The department digitizes processes when it serves core functions, is affordable and efficient. Eliminating paper is not an end to itself. Digitization is an ongoing process and eventually the department is likely to retire paper-based systems when feasible. Some operations may require paper – when, for example, there are problems with power or a cybersecurity issue. |



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| No.                                                                    | Budget and Legislative Analyst Recommendation                                                                                                                                                                                                                                                          | Public Works Response                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| 3.4                                                                    | Work with the Public Works Planning and Performance Manager and the Controller’s City Performance Unit to conduct more evaluations of the outcomes of Street Environmental Services programs. These evaluations could include                                                                          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
|                                                                        | a. The steps that could be taken to improve the efficiency of the execution of both the Department’s proactive cleaning services and service order-based cleaning services.                                                                                                                            | <p>Partially agree. There is already strong collaboration between Public Works and the Controller's City Performance Unit for the Charter-mandated evaluation. Recommending more evaluations is at odds with budget constraints. The number of street evaluations has been reduced by 73% due to budget constraints in FY2025-26.</p> <p>Even before this audit, we developed PublicWorksStat dashboards to analyze the efficiency of the proactive cleaning services and service order-based cleaning services. We continue to refine these dashboards to inform our street cleaning processes.</p> |
|                                                                        | b. The outcomes of cleaning services, including how well streets and sidewalks are cleaned, incorporating measures of cleanliness established by the Controller’s Office into Public Works’ Standards of Cleanliness, and routine reporting on how well those standards of cleanliness are maintained. | <p>Disagree. The recommendation does not examine <i>how well</i> Public Works cleans streets, it examines <i>how long</i> streets stay clean. This is an outcome outside of Public Works' control. Other departments, including DPH, HSH and SFPD, have more direct jurisdiction over the challenges with street behavior and homelessness in San Francisco. As those issues are resolved, the City's streets will remain cleaner for longer periods of time.</p>                                                                                                                                    |
|                                                                        | c. Regular reporting to the Sanitation and Streets Commission about how the information learned from the evaluations of outcomes is being incorporated into Street Environmental Services operations.                                                                                                  | <p>Partially agree. Public Works will provide a Strategic Plan update to the SAS Commission upon request. Commissioners define requests, the level of detail and the timing and the department response.</p> <p>The department's Strategic Plan is less than a year old and the commissions have not yet called for a presentation.</p>                                                                                                                                                                                                                                                              |

| Performance audit of the management of street cleaning by Public Works |                                                                                                                                                                                                                                                                                                                                                  |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
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| No.                                                                    | Budget and Legislative Analyst Recommendation                                                                                                                                                                                                                                                                                                    | Public Works Response                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
| 3.5                                                                    | In accordance with Recommendation 2.1 from Section 2 of this report, include in the final version of the 2025-2028 Strategic Plan a specific goal, objective, and/or method to improve operational efficiency, including implementing a goal to reduce the cost per service order and cost per ton of debris. The methods could include:         |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
|                                                                        | a. Training all crew members on the most efficient methods for completing their work, including prioritizing their work geographically.                                                                                                                                                                                                          | <p>Partially agree. As detailed in documents provided to the Budget and Legislative Analyst, Public Works implemented these recommendations before this audit was received. Once onboarded, new hires are trained on how to use tablets to group requests by geographic proximity. Additional training is provided as needed to ensure the tablets are used properly to identify the most efficient routes.</p> <p>Note that there are factors other than geographic efficiency that influence how routes are adjusted.</p> <p>As mentioned elsewhere in this response, Public Works continuously adopts better technologies to improve efficiencies.</p> |
|                                                                        | b. Reviewing all workflows and processes and eliminating redundant or unnecessary ones, including outdated paper-based processes.                                                                                                                                                                                                                | Agree. An evaluation of our processes and workflows is complete. Adaptations and modifications are ongoing. Improvement and alterations to routes, for example, are an ongoing process. However, we recognize the need to better codify our processes. In addition, as has been said above, we recognize the need to phase out our paper-based systems where appropriate and feasible.                                                                                                                                                                                                                                                                    |
| 4.1                                                                    | The Deputy Director for Operations should direct the Public Works Performance Team to conduct routine monitoring of street sweeping-specific performance indicators based on industry best practices including debris collected per route, debris collected per curb mile swept, and route completion rates.                                     | <p>Partially agree. We already track and analyze debris collected per route. We could explore the benefits of collecting data on debris collected per curb mile swept and route completion rate.</p> <p>We are already working to improve our capacity to track additional information. For example, we are identifying the front-end loaders shared in a few routes to estimate debris collected per route and we are exploring GPS reports that will help determine route completion rates. Also, we are exploring debris from broom support operations and their frequency to dump.</p>                                                                |
| 4.2                                                                    | Coordinate with the Sanitation and Streets (SAS) Commission to adopt the performance indicators identified in Recommendation 4.1 within the next publication of SAS street cleanliness standards, which require all City streets to be cleared of debris within 10 feet of the curb, as established by the most recent report in September 2024. | Agree.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| 4.3                                                                    | Use the performance metrics included in Recommendation 4.1 to optimize street sweeping routes by implementing a sweeping operational plan that is updated every 10 years.                                                                                                                                                                        | Agree. We already regularly update mechanical sweeping in coordination with MTA parking control officers. Considering the new metrics from recommendation 4.1 will be a good addition when reviewing and updating our mechanical sweeping operational plan.                                                                                                                                                                                                                                                                                                                                                                                               |

| Performance audit of the management of street cleaning by Public Works |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
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| No.                                                                    | Budget and Legislative Analyst Recommendation                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | Public Works Response                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| 4.4                                                                    | BOS should consider amending Charter Section 4.140 or the Public Works Code to require that the Department of Public Works perform a comprehensive citywide evaluation of street cleaning routes every 10 years and indicate the year by which the first evaluation must be completed.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | Recommendation 4.4 is directed to the Board of Supervisors, not Public Works.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
| 4.5                                                                    | The Controller's Office Director of Audits should: Consider optimizing the timing of City Services Auditor street cleanliness inspections based on scheduled street sweeping services                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   | Recommendation 4.5 is directed to the Controller, not Public Works.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| 5.1                                                                    | The Director of Public Works should: Work with the San Francisco Municipal Transportation Agency to establish a new Memorandum of Understanding that agrees to service levels adequate for standards set by NACTO and the SAS Commission, is adaptive to the City's growing protected bike lane infrastructure, and sets forth clear, realistic cost-sharing and procurement responsibilities between the two Departments. The MOU should (a) define cleaning frequencies and service standards for protected bicycle lanes; (b) establish an agreed-upon process for planning maintenance capacity before new bike infrastructure is installed; (c) specify equipment and staffing levels as a ratio relative to the total mileage of new and existing protected bike lanes, ensuring operational capacity grows in step with infrastructure expansions; and (d) include a cost-sharing agreement reflective of each department's role in purchasing compact sweepers. | <p>Agree. There is an existing MOU between Public Works and the MTA; we are open to revising it for increased accountability.</p> <p>As part of this agreement, the MTA was to provide funding for the procurement of bike lane sweepers. The MTA provided funding for only three bike lane sweepers and we are in the process of procuring two more.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                            |
| 5.2                                                                    | The Public Works Deputy Director of Operations should: Evaluate and identify alternative replacements for the Department's three compact Johnston mechanical street sweepers based on relative maintenance costs per mile.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              | Agree. We are in the process of procuring additional bike lane sweepers manufactured by another supplier.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
| 5.3                                                                    | Hire or promote additional laborers who can operate the Department's sweeping fleet to ensure a minimum baseline of scheduled bike lane maintenance as established in the MOU referenced in Recommendation 5.1.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         | Disagree. We recommend hiring additional <i>truck drivers</i> . We look forward to the Budget and Legislative Analyst supporting these new 7355 Truck Driver positions in our upcoming FY2026-27 budget submittal.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
| 5.4                                                                    | Consider establishing debris clearing from around and under parked cars as an expectation for broom support on controlled sweeping routes, especially when conditions warrant stricter debris clearance, such as after the autumn leaf drop or prior to heavy rainfall                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | Partially agree. Public Works is open to working with the SFMTA on procedures that make it easier to deliver core functions, such as street cleaning. Public Works also would support getting a share of the revenue from street sweeping citations to help fund street cleaning operations. Cleaning practices do change with conditions. For example, storm or heavy rain preparation requires cleaning catch basins. As for attempting to have Public Works clean under/around parked vehicles, it is reasonable to expect the public to move private vehicles during posted street cleaning hours to allow crews to efficiently clean the curb lanes. Public Works is reluctant to clean around/under private vehicles because of the risks of damaging vehicles and to avoid associated claims. |

| Performance audit of the management of street cleaning by Public Works |                                                                                                                                                                                                              |                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
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| No.                                                                    | Budget and Legislative Analyst Recommendation                                                                                                                                                                | Public Works Response                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
| 5.5                                                                    | The Board of Supervisors should Consider passing a resolution urging the SFMTA Board of Directors to adopt a progressive fee schedule for street sweeping violations to disincentivize repeat violations.    | Recommendation 5.5 is directed to the Board of Supervisors, not Public Works.                                                                                                                                                                                                                                                                                                                                                                                             |
| 6.1                                                                    | The Deputy Director of Operations should incorporate an illegal dumping identifier into the tablet form submitted by Department staff when responding to a 311 service request no later than June 30, 2026.  | Agree. System changes and staff training would be needed, which should be able to take place in calendar year 2026.                                                                                                                                                                                                                                                                                                                                                       |
| 6.2                                                                    | Ensure SES staff are trained to recognize illegal dumping criteria based on the City's most recent Illegal Dumping Ordinance from 2020.                                                                      | Already implemented. Current Public Works procedures and trainings are inclusive of requirements of the Illegal Dumping ordinance, as well as other factors and practical considerations such as coordination with Recology, how 311 shares service requests, and input from other stakeholders.                                                                                                                                                                          |
| 6.3                                                                    | Establish written procedures for proactively identifying illegal dumping hotspots for litter patrol deployment, in line with City Services Auditor standards, no later than March 31, 2026.                  | Partially agree. All Zone Playbooks list hot spot locations. The definition of hot spot is determined by Public Works procedures.<br><br>As always, Public Works is open to input from the City Services Auditor to refine department procedures and operations. When that input is received and able to be incorporated into our procedures and training determines when Public Works will be able to revise our standards. We cannot commit to complying by March 2026. |
| 6.4                                                                    | Complete the establishment of formal collection procedures for illegal dumping fines, in cooperation with the City Attorney's Office, no later than March 31, 2026.                                          | Ongoing implementation. Public Works has been working with the City Attorney, elected officials, the District Attorney and SFPD on elevating enforcement against illegal dumping culprits, with the goal of confiscating vehicles or placing liens on properties.<br><br>This is an interdepartmental endeavor so the timing of implementation will depend on capacity of multiple parties.                                                                               |
| 6.5                                                                    | Allocate sufficient staffing resources to implement illegal dumping enforcement activities, including OnE team enforcement and the surveillance pilot program once surveillance cameras have been installed. | Partially implemented. Public Works is actively working to fill budgeted positions to bring the Outreach and Enforcement Team to full staffing. In addition, we are working through legislative approval(s) to deploy new enforcement technologies to catch illegal dumping culprits in the act.                                                                                                                                                                          |

| Performance audit of the management of street cleaning by Public Works |                                                                                                                                                                                                                                                                                                                                                                                                                                                          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
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| No.                                                                    | Budget and Legislative Analyst Recommendation                                                                                                                                                                                                                                                                                                                                                                                                            | Public Works Response                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| 7.1                                                                    | The Director should collaborate with the Department of Public Health and the Department of Homelessness and Supportive Housing to expand the criteria for establishing the need for public restrooms in the City (including a process for identifying locations and hours of operation) beyond the current metrics of service order requests and usage data, and report on the results of that assessment to the Board of Supervisors by March 31, 2026. | <p>Disagree. The Pit Stop public restroom program is a Citywide program that provides safe, clean and accessible restroom facilities for all members of the public. Pit Stops also provide a place for people to wash hands and get dog waste bags. While the program may benefit people who are unhoused, its core function is to serve the entire public. It is not a homelessness intervention.</p> <p>Public Works determines Pit Stop sites based on demand, 311 service requests and documented reports of public urination and defecation, as well as proximity to other public toilets and input from stakeholders, including MYR, BART, BOS, DEM, HSH, community benefit districts, and DPH. Those are reliable and actionable measures for identifying where restrooms are needed. Expanding placement criteria beyond these metrics risks diverting resources to areas that do not reflect actual public need, undermining program effectiveness and creating inequities in restroom access.</p> <p>DPH and HSH are not involved in siting decisions. Public Works collaborates with these departments to communicate how placement decisions are made and to confirm the public-serving purpose of the program, but restroom siting must remain the responsibility of the agency that manages sanitation and public infrastructure.</p> |
| 8                                                                      | No recommendation was included with this section.                                                                                                                                                                                                                                                                                                                                                                                                        | There are no recommendations attached to this section. However, snapshot visits on a Wednesday, combined with a tiny geographic sample, limit the usefulness of this section to department leadership, policymakers and the public. The visited areas represent less than one third of one percent of all streets in San Francisco.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |

| Performance audit of the management of street cleaning by Public Works |                                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
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| No.                                                                    | Budget and Legislative Analyst Recommendation     | Public Works Response                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| 9                                                                      | No recommendation was included with this section. | <p>There are no recommendations attached to this section. However, there are some issues with the peer survey that call its usefulness into question:</p> <p>Performance measures are not industry standards - Per capita and per square mile expense are not accepted metrics to measure effectiveness or quality of street cleaning.</p> <p>Inappropriate comparison set - The selected peer jurisdictions differ substantially from San Francisco in climate, precipitation, population density, topography and operational conditions, factors that are critical to any valid cost or service-level comparison. These differences undermine the authority of the findings. For example, is it useful to compare San Francisco to Minneapolis, a city with snowfall from November through March?</p> <p>Service scope mismatch - The audit compares San Francisco’s total cleaning budget, which includes nine distinct services, to the total cleaning budgets of other cities – cities that provide fewer and less comprehensive services. A more useful analysis would break down costs by service type.</p> <p>Lack of performance context - The audit does not establish that cited cities use similar street cleaning practices or what performance metrics they hold themselves to. There is no way to determine whether San Francisco is relatively underperforming or overperforming.</p> |



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## Appendix B: Response from the Budget and Legislative Analyst

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

1390 Market Street, Suite 1150, San Francisco, CA 94102 | (415) 552-9292

October 29, 2025

Carla Short  
San Francisco Public Works  
49 South Van Ness Avenue, Suite 1600  
San Francisco, CA 94103

Dear Ms. Short:

Thank you for providing a formal response to our report on the *Performance Audit of the Management of Street Cleaning by San Francisco Public Works*. As you know, we conducted this performance audit using Generally Accepted Government Auditing Standards (GAGAS) 2018 Revision, also known as the Yellow Book. GAGAS states that when the audited entity's comments on the audit report are inconsistent or in conflict with the findings, conclusions, or recommendations in the draft report, the auditors should evaluate the validity of the auditee's comments, and if the auditors disagree with the comments, they should explain in the report their reasons for disagreement (GAGAS 9.52, 2018 Revision). We strongly disagree with many of the comments contained in your response letter and this letter contains explanations for our disagreements.

We have concerns with the Department's assertion that you find audits invaluable when they are "collaborative and constructive" because we encountered significant challenges working with Public Works administrative staff over the past 18 months on this audit. Below are observations on this point and responses to additional comments made in your response dated September 18, 2025 that we strongly disagree with:

- We encountered significant challenges working with Public Works management in this audit, including delays obtaining information, limited responses when information was provided, and pushback on our inquiries. This included requests for budget information and strategic planning information. Specifically, budgeted and actual expenditures at a detailed level, budgeting practices, and performance monitoring.
- Throughout the course of this audit, the Department was often very slow to respond to requests for information.
  - As we note in the report, we began requesting budget and actual spending data from Public Works in February 2024. After receiving superficial high-level information from Public Works, we sent a follow up request in April 2024 for more information. The follow-up response, received one month later, provided a high-level summary table reflecting SES's budget and actual spending at the

fund level. In response, we began sending a series of requests for “a more detailed breakdown [...] to understand how much each SES service costs – how much mechanical sweeping costs, how much zone cleaning costs, etc.” Our follow up requests were sent on: July 9, 2024, July 18, 2024, and July 29, 2024.

- Finally, on July 30, 2024, Department staff *acknowledged* the request and responded that this information had not been updated since FY 2021-22 due to the passage of Proposition B, and it was going to take them time to collect it for us. The *budgeted* expenditures by category was provided on August 13, 2024, but without data on actual expenditures by category.
  - We then *again* asked Department staff to provide actual spending across these same categories, to which Department staff responded that they do not track actual expenditures using those categories.
  - Instead, and in response to the draft report, which was shared with Public Works staff in April 2025, Department staff shared selected *screenshots* of Computerized Maintenance Management System<sup>1</sup> (CMMS) reports, which had never been mentioned or made available throughout our months of fieldwork, despite our questions about the Department’s budget practices. We understand that these CMMS reports provide a granular level of information related to service orders that might be useful for internal purposes. However, that information does not change our conclusions or recommendations on the Department’s budgeting practices. The Department’s current budgeting practices do not allow for nimble responses to common and reasonable requests for information related to street cleaning services, which is essential to ensuring transparency and accountability. As a critical public service, funded mostly with General Fund monies, which have been invested in increasingly larger amounts and at a rate higher than peer jurisdictions, street cleaning consistently ranks as a top priority for residents and elected officials, and the Department should be able to provide basic budget data on this spending by service category.
- You should know from participating in over 42 audits that auditees are responsible for responding to audit requests in a timely manner. We understand that requests can be burdensome, especially when staff receive many emails daily; however, GAGAS notes that written communication with auditees is preferred (GAGAS Yellow Book 8.23, 2018 Revision). We therefore expect that auditees will respond to our written requests for information via email.
  - It is a normal (and, in fact, required by GAGAS standards) part of the audit process to solicit feedback from the audited entity on a draft of the audit report. We appreciate that the Department provided corrections and additional context upon receipt of the draft report; however, this would not have been as time-consuming as it was for this

audit if the Department had been responsive and responsible throughout the entire audit process.

- Further, we question whether you truly “struggle to find usefulness” in the final report, given that you agree with, partially agree with, or have already implemented 20 out of the 25 recommendations directed to Public Works staff (the count of 25 recommendations include subcomponents of recommendations 3.4 and 3.5).
- Our initial draft report claimed Public Works does not track actual spending because, at the time we issued the initial draft, that was the evidence we were provided via email from Public Works finance staff. As mentioned above, upon receipt of the draft report in April 2025, Department staff provided us with additional evidence – some of which we had requested in our Initial Request for Information in February 2024 – that led us to adjust the conclusions regarding tracking of spending. Again, this is an appropriate and normal part of the audit process, but would not have been necessary if Public Works staff had been more responsive from the outset.
- Additionally, we did not ignore details from internal systems like Infor Computerized Maintenance Management System (CMMS) when interpreting financial data. In response to the initial draft report, Department staff shared selected *screenshots* of CMMS reports, which had never been mentioned or made available throughout our months of fieldwork reviewing and analyzing how the Department manages its street cleaning budget. We understand that these provide a granular level of budget monitoring of service orders. That information does not change our conclusions or recommendations on the Department’s budgeting practices.
- The \$15.2 million in underspending of street cleaning funds in FY 2023-24, as discussed in Section 1 of our report, is not an inaccurate interpretation.
  - As we note in the audit report, we made a valid analytical choice to not include encumbered funds when analyzing actual spending. Encumbered funds are not always spent; indeed, at the end of FY 2024-25, our office identified nearly \$10.7 million in unspent encumbrances citywide. We believe that including encumbrances in an actual spending report would be an inaccurate reflection of monies that have not been expended and will not necessarily be spent.
  - We did not present the \$15.2 million as “available,” but rather the “variance” between the revised budget and actual spending. We understand that funds get encumbered each year for contracts or services that may be spent in the future. It is an explicit part of our annual review of the Mayor’s proposed budget to ask departments to identify which prior year encumbrances can be closed out for savings. Meaning, these funds were encumbered, but are no longer needed to meet previously anticipated obligations. In addition, the Mayor’s Budget Office has a similar process to identify budget savings.

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<sup>1</sup> Computerized Maintenance Management System (CMMS) is an enterprise asset management database primarily used for consolidating asset inventories, managing maintenance operations through service orders, as well as supporting the requisition and procurement processes.

- Further, we included in Section 1 of our report how the unspent FY 2023-24 funds were reallocated, exactly as was reported to our office by yours: illegal vending enforcement, emergency storm response, APEC, the Mayor's directed mid-year savings requirement, and additional savings balance to offset deficits. We report on this to demonstrate that funds budgeted for one purpose were directed elsewhere but our reporting is transparent on where those funds were directed, and why.
- The audit does not lack cohesion or contain mischaracterizations; the audit contains findings that are based on evidence we collected over approximately nine months of fieldwork and several additional months of drafting and report revisions. We conducted over 20 interviews, spent 48 total combined hours on ride-alongs with front line staff, and reviewed dozens of documents. There is evidence to support all our statements and conclusions, which is a requirement of GAGAS.
- The metric "cost of sweeping per square mile," which you assert is "misleading or arbitrary" is not used to describe or compare anything in the report. We report on total street and sidewalk cleaning budgets per square mile when comparing costs to other cities to normalize the budgets of differently sized cities.
- You noted that "throughout, the audit focuses on outcomes over outputs." We focus on outcomes over outputs because it is our professional judgement as performance auditors that government programs should consider the outcomes of their work, not just the outputs. Further, residents, business owners, and policymakers – all stakeholders of our performance audits – care about programmatic outcomes in San Francisco, which is why so many of our recommendations urge Public Works to consider the outcomes of their street cleaning work.
- We acknowledge up front in the report that our observational analysis of cleanliness is non-statistically significant and observational only. We nevertheless found these observations, across all 11 supervisorial districts and on numerous commercial and residential blocks, valuable for providing context for the street cleaning services we were directed to audit.
  - We conducted walks on Wednesdays in August and September 2024 and March 2025. You asserted that these observations took place during the pandemic. However, San Francisco's COVID-19 Public Health Emergency Declaration and Health Orders ended on February 28, 2023, over a year before we conducted our observational analyses. The observations were intended to provide context, albeit a small slice of context, to the cleaning services we were auditing for this report, as we felt it would be doing a disservice to the Department and the report's stakeholders to not conduct real-world observations when auditing such an impactful, front-line service.
  - We would also like to note that we observed generally good conditions and cleanliness in many of the streets we observed, but as you noted many times throughout your response to the audit report, Public Works is not responsible for cleanliness outcomes and therefore cannot take credit for the clean streets we observed in our study.

- The Government Finance Officers Association's (GFOA's) [best practice recommendations for strategic planning](#), dated March 2023, are included as an attachment to this response for your reference as you noted in your response that you were unable to locate these recommendations. It is our professional judgement that the GFOA is the most appropriate best practices framework for a government agency.
- Our audit does not ignore the Department's adherence to industry standards. We discuss the Department's use of the Baldrige Excellence Framework in Section 2, and we discuss American Public Works Association (APWA) standards in Section 4.
- The audit does not overlook the operational context of the pandemic or major annual or one-time events; we acknowledge and mention the pandemic as well as the Department's response to special events operations throughout the final audit report, including in the Introduction and Section 3. The Department's own primary performance metrics of 311 service order response time and tonnage do not spotlight special events; our audit focuses on what the Department focuses on.
- We do not claim in the audit report that the Pit Stop Program is specifically a homelessness intervention. The report states: "The purpose of the Pit Stop Program has been to provide clean and safe public restrooms and handwashing facilities, needle disposal, and free dog waste bags in an effort to bring public bathroom access to visitors and residents of San Francisco, including the unsheltered population." The program was started in 2014 to clean human waste from the sidewalks of the Tenderloin.
- We understand that the City and County of San Francisco is a unique jurisdiction, and we encounter challenges selecting "peer" cities in many of our audits due to this. However, learning about how other cities manage programs and handle their most pressing issues is an invaluable part of the audit process, even if there are material differences in those cities' geography and governance.
- We state our methodology for selecting our peer cities up front in the audit report and never claim that our peers were selected based on climate or topography, and we acknowledge that some of our peers differ from San Francisco in those ways. Further, some cities in our initial survey request are in fact very similar to San Francisco's climate and topography, but they unfortunately did not respond to our multiple attempts to reach them. We did consider population density when selecting peers.

Respectfully submitted,



Dan Goncher

Principal, Budget and Legislative Analyst's Office



CITY AND COUNTY OF SAN FRANCISCO

BOARD OF SUPERVISORS

BUDGET AND LEGISLATIVE ANALYST

1390 Market Street, Suite 1150, San Francisco, CA 94102 | (415) 552-9292

| Performance Audit of the Management of Street Cleaning by Public Works |                                                                                                                                                                                                                                                                                                                                                                                                             |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
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| No.                                                                    | Budget and Legislative Analyst Recommendation                                                                                                                                                                                                                                                                                                                                                               | Public Works Response                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              | BLA Response to Public Works Response                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
| 1.1                                                                    | The Director of Public Works should direct the Public Works Finance Division to provide monthly budget to actual spending reports (including year-end projections) by fund, category, and account to identify opportunities to increase operational efficiency and effectiveness. Such reports should be easily accessible by the Director of Public Works no later than March 31, 2026.                    | Disagree. As detailed in documents we provided to the Budget and Legislative Analyst, the long-standing practice of over 20 years is to report budgets at a more granular level of detail and frequency (after each two-week pay period). This detailed reporting drives our decision-making for allocating budget and resources.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | As we note in more detail above, the Department was very slow to respond to requests for information and was ultimately unable to provide budget data at the level of detail we were requesting. Instead, and in response to the draft report, Department staff shared selected <i>screenshots</i> of CMMS reports, which had never been mentioned or made available throughout our months of fieldwork, despite our questions about the Department’s budget practices. We understand that these CMMS reports provide a granular level of information related to service orders that might be useful for internal purposes. That information does not change our conclusions or recommendations.                                                                                                        |
| 1.2                                                                    | The Director of Public Works should direct the Planning and Performance team to incorporate the spending data (as prepared in accordance with Recommendation 1.1) in Public Works Stat meetings.                                                                                                                                                                                                            | Agree. Public Works can expand the use of financial data for PublicWorksStat above what we currently do.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | We appreciate the Department’s agreement on this matter.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| 2.1                                                                    | Expand the actions in the 2025-2028 Strategic Plan related to improving street cleaning services and evaluate the usefulness of the recently adopted “internally generated service orders” metric as a measurement tool. This should include ensuring that staff track performance towards these goals monthly and report on progress on such goals at least semi-annually to the Director.                 | Disagree. Public Works already evaluated and implemented this metric as a measurement tool, and associated reporting. The Public Works Planning and Performance Team evaluates the usefulness of internally generated service orders. The Bureau of Street Environmental Services (SES) has been using this metric to track progress in a number of ways: (1) in weekly Supervisor meetings, (2) in bimonthly PublicWorksStat meetings, and (3) in Director's Strategic Plan Reports. The Director is part of the latter two.                                                                                                                                                                                                                                                                                                                                                      | <p>This response states that the Planning and Performance Team is already “evaluat[ing] the usefulness of internally generated service orders,” and the performance is being tracked and reported to the Director bimonthly, so it seems a more accurate response would be “Agreed. Already implemented.” We have not been provided any information regarding the “Director’s Strategic Plan Reports,” another example of information the Department withheld from us during this audit process.</p> <p>Since these new proactive metrics have only been implemented since April 2025, we have not seen evidence of the implementation of this evaluation and reporting. However, we are encouraged to see in their response that the Department agrees with the importance of this recommendation.</p> |
| 2.2                                                                    | The Director of Public Works should no later than March 31, 2026, report on the progress of implementing the 2025-2028 Strategic Plan, including specific and actionable goals related to street cleaning, with associated performance targets and timelines, to the Sanitation and Streets Commission. These reports should be provided regularly thereafter to the SAS Commission at least semi-annually. | <p>Partially agree. Public Works will provide a Strategic Plan update to the Sanitation and Streets Commission. Commissioners determine the requests, the level of detail and the timing and the department response. Since the department's Strategic Plan is less than a year old, the Commission has not yet called for a presentation.</p> <p>Aside from including performance targets and timelines in a Strategic Plan, Public Works has already implemented these recommendations, prior to this audit, as detailed in documents provided to the Budget and Legislative Analyst (BLA).</p> <p>The BLA cites the GFOA as an authority on best practices for strategic planning. But according to the GFOA itself, operational performance data and targets do not belong in a strategic plan, but rather in operational plans, long-term financial plans, and/or budget.</p> | We are pleased to see that the Department agrees with the spirit of this recommendation, and we recommend that the Director take the initiative to suggest to the SAS Commission that a presentation be made on the status of the implementation of the Strategic Plan, given the amount of work that the staff have invested in its development and the important ways that it will reflect the “visionary and strategic direction” of the Department over the next five years. That should be of great interest to the Commissioners.                                                                                                                                                                                                                                                                 |

| No. | Budget and Legislative Analyst Recommendation                                                                                                                                                                                                                                                                                                                                                                                                                                                                          | Public Works Response                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             | BLA Response to Public Works Response                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
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| 2.3 | The Director of Public Works should Direct the Planning and Performance Team to continue refining the operational street cleaning measures currently tracked on the PublicWorksStat dashboards, including further progress in measuring the proactive work of Street Environmental Services, as identified in the 2025-2028 Strategic Plan, and to include the Cleanliness Standards adopted by the Sanitation and Streets Commission in October 2024, including respective performance targets for relevant measures. | Agree. This practice is currently in place, as documented in materials provided to the Budget and Legislative Analyst. Performance targets for relevant measures, where feasible, can be included for Cleanliness Standards adopted by the Sanitation and Streets Commission.                                                                                                                                                                                                                                                                     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
| 3.1 | Update the 311 app to require at least one photograph be uploaded alongside a request for any street cleaning-related service, including graffiti, litter pickup, illegal dumping, steam cleaning, and any other service area that SES responds to no later than March 31, 2026.                                                                                                                                                                                                                                       | Recommendation 3.1 is directed to the Director of 311, not Public Works.                                                                                                                                                                                                                                                                                                                                                                                                                                                                          | Not applicable.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
| 3.2 | Update the Street Environmental Services operational plans at least annually and ensure that every cleaning service and/or program has an operational plan.                                                                                                                                                                                                                                                                                                                                                            | Partially agree. Public Works already has operational plans, referred to as playbooks, for all aspects of our street cleaning operations. Updates to SES Operational Plans are in process. As mentioned elsewhere here, advances in street cleaning and graffiti abatement are not as frequent as, say, the rapid progress in the technology sector. So it is unlikely that it is useful, efficient or necessary to update operational plans annually.                                                                                            | We are glad to hear that updates to the Street Environmental Services Operational Plans are in progress. The operational plans submitted to us for review for this audit do not only delineate the techniques and equipment that should be used for street cleaning and graffiti abatement, but also include the locations and frequency of cleaning, including hotspots, and key contact information. Given that this is information that changes frequently, and that the Department prides itself on data-informed decision-making, we believe that it should be feasible, and useful, to update operational plans with the most accurate information at least annually. |
| 3.3 | Measure the efficiencies provided by the use of tablets by street cleaning crew members and determine if any further efficiencies could be gained by the digitization or consolidation of paper- based systems.                                                                                                                                                                                                                                                                                                        | Partially agree. Tablets are already in widespread use. Where useful and affordable, many paper-based systems have been phased out and replaced with technology. The department digitizes processes when it serves core functions, is affordable and efficient. Eliminating paper is not an end to itself. Digitization is an ongoing process and eventually the department is likely to retire paper-based systems when feasible. Some operations may require paper – when, for example, there are problems with power or a cybersecurity issue. | We are aware that the tablets are already in widespread use; we recommend <i>evaluating</i> what the benefits and costs, if any, are of the existing tablets for further process improvements.<br><br>We appreciate that the Department recognizes the benefits of digitizing some services where it makes the most sense, and we understand that not all processes can or should be digitized.                                                                                                                                                                                                                                                                             |

| No. | Budget and Legislative Analyst Recommendation                                                                                                                                                                                                                                                          | Public Works Response                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                | BLA Response to Public Works Response                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
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| 3.4 | Work with the Public Works Planning and Performance Manager and the Controller’s City Performance Unit to conduct more evaluations of the outcomes of Street Environmental Services programs. These evaluations could include:                                                                         |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
|     | a. The steps that could be taken to improve the efficiency of the execution of both the Department’s proactive cleaning services and service order-based cleaning services.                                                                                                                            | <p>Partially agree. There is already strong collaboration between Public Works and the Controller's City Performance Unit for the Charter-mandated evaluation. Recommending more evaluations is at odds with budget constraints. The number of street evaluations has been reduced by 73% due to budget constraints in FY2025-26.</p> <p>Even before this audit, we developed PublicWorksStat dashboards to analyze the efficiency of the proactive cleaning services and service order-based cleaning services. We continue to refine these dashboards to inform our street cleaning processes.</p> | The PublicWorksStat dashboards on proactive cleaning services were unveiled in April 2025, the same month we completed and shared the initial draft of this audit report. We agree that further refinement of these new dashboards is necessary.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
|     | b. The outcomes of cleaning services, including how well streets and sidewalks are cleaned, incorporating measures of cleanliness established by the Controller’s Office into Public Works’ Standards of Cleanliness, and routine reporting on how well those standards of cleanliness are maintained. | Disagree. The recommendation does not examine <i>how well</i> Public Works cleans streets, it examines <i>how long</i> streets stay clean. This is an outcome outside of Public Works' control. Other departments, including DPH, HSH and SFPD, have more direct jurisdiction over the challenges with street behavior and homelessness in San Francisco. As those issues are resolved, the City's streets will remain cleaner for longer periods of time.                                                                                                                                           | Recommendation 3.4.b recommends that Public Works Street Environmental Services work with the Public Works Planning and Performance Manager and the Controller’s Office to evaluate more outcomes of their work, building off the evaluation the Controller’s Office completed in 2024. The outcomes of cleaning work include <i>how well</i> the streets are cleaned as well as <i>how long</i> that cleanliness is maintained. We understand that maintenance of cleanliness is not the sole responsibility of Public Works, much like cleaning is not the sole responsibility of Public Works but is a shared responsibility between Public Works, property owners, residents, other City departments, CBOs, and other public agencies. Further, the causes of any lack of cleanliness in San Francisco are not solely street behavior and people experiencing homelessness. |
|     | c. Regular reporting to the Sanitation and Streets Commission about how the information learned from the evaluations of outcomes is being incorporated into Street Environmental Services operations.                                                                                                  | <p>Partially agree. Public Works will provide a Strategic Plan update to the SAS Commission upon request. Commissioners define requests, the level of detail and the timing and the department response.</p> <p>The department's Strategic Plan is less than a year old and the commissions have not yet called for a presentation.</p>                                                                                                                                                                                                                                                              | We appreciate that the Department will provide updates to the Sanitation and Streets Commission, and would like to note that Department staff are permitted to suggest agenda items to the Commission at any time.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |

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| 3.5 | In accordance with Recommendation 2.1 from Section 2 of this report, include in the final version of the 2025-2028 Strategic Plan a specific goal, objective, and/or method to improve operational efficiency, including implementing a goal to reduce the cost per service order and cost per ton of debris. The methods could include:         |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |                                                                                                                                                                                                                                                                                                                                                                                                                                         |
|     | a. Training all crew members on the most efficient methods for completing their work, including prioritizing their work geographically.                                                                                                                                                                                                          | <p>Partially agree. As detailed in documents provided to the Budget and Legislative Analyst, Public Works implemented these recommendations before this audit was received. Once onboarded, new hires are trained on how to use tablets to group requests by geographic proximity. Additional training is provided as needed to ensure the tablets are used properly to identify the most efficient routes.</p> <p>Note that there are factors other than geographic efficiency that influence how routes are adjusted.</p> <p>As mentioned elsewhere in this response, Public Works continuously adopts better technologies to improve efficiencies.</p> |                                                                                                                                                                                                                                                                                                                                                                                                                                         |
|     | b. Reviewing all workflows and processes and eliminating redundant or unnecessary ones, including outdated paper-based processes.                                                                                                                                                                                                                | <p>Agree. An evaluation of our processes and workflows is complete. Adaptations and modifications are ongoing. Improvement and alterations to routes, for example, are an ongoing process. However, we recognize the need to better codify our processes. In addition, as has been said above, we recognize the need to phase out our paper-based systems where appropriate and feasible.</p>                                                                                                                                                                                                                                                             |                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| 4.1 | The Deputy Director for Operations should direct the Public Works Performance Team to conduct routine monitoring of street sweeping-specific performance indicators based on industry best practices including debris collected per route, debris collected per curb mile swept, and route completion rates.                                     | <p>Partially agree. We already track and analyze debris collected per route. We could explore the benefits of collecting data on debris collected per curb mile swept and route completion rate.</p> <p>We are already working to improve our capacity to track additional information. For example, we are identifying the front-end loaders shared in a few routes to estimate debris collected per route and we are exploring GPS reports that will help determine route completion rates. Also, we are exploring debris from broom support operations and their frequency to dump.</p>                                                                | <p>We appreciate the Department’s openness to adopting best management practices established by the Environmental Protection Agency and the American Public Works Association. We maintain that the recommended metrics are fundamental measures of productivity and accountability for one of the City’s most visible public services. It is therefore paramount that the Department give serious consideration to their adoption.</p> |
| 4.2 | Coordinate with the Sanitation and Streets (SAS) Commission to adopt the performance indicators identified in Recommendation 4.1 within the next publication of SAS street cleanliness standards, which require all City streets to be cleared of debris within 10 feet of the curb, as established by the most recent report in September 2024. | <p>Agree.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| 4.3 | Use the performance metrics included in Recommendation 4.1 to optimize street sweeping routes by implementing a sweeping operational plan that is updated every 10 years.                                                                                                                                                                        | <p>Agree. We already regularly update mechanical sweeping in coordination with MTA parking control officers. Considering the new metrics from recommendation 4.1 will be a good addition when reviewing and updating our mechanical sweeping operational plan.</p>                                                                                                                                                                                                                                                                                                                                                                                        |                                                                                                                                                                                                                                                                                                                                                                                                                                         |

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| 4.4 | BOS should consider amending Charter Section 4.140 or the Public Works Code to require that the Department of Public Works perform a comprehensive citywide evaluation of street cleaning routes every 10 years and indicate the year by which the first evaluation must be completed.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   | Recommendation 4.4 is directed to the Board of Supervisors, not Public Works.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| 4.5 | The Controller’s Office Director of Audits should: Consider optimizing the timing of City Services Auditor street cleanliness inspections based on scheduled street sweeping services                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | Recommendation 4.5 is directed to the Controller, not Public Works.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| 5.1 | The Director of Public Works should: Work with the San Francisco Municipal Transportation Agency to establish a new Memorandum of Understanding that agrees to service levels adequate for standards set by NACTO and the SAS Commission, is adaptive to the City’s growing protected bike lane infrastructure, and sets forth clear, realistic cost-sharing and procurement responsibilities between the two Departments. The MOU should (a) define cleaning frequencies and service standards for protected bicycle lanes; (b) establish an agreed-upon process for planning maintenance capacity before new bike infrastructure is installed; (c) specify equipment and staffing levels as a ratio relative to the total mileage of new and existing protected bike lanes, ensuring operational capacity grows in step with infrastructure expansions; and (d) include a cost- sharing agreement reflective of each department’s role in purchasing compact sweepers. | <p>Agree. There is an existing MOU between Public Works and the MTA; we are open to revising it for increased accountability.</p> <p>As part of this agreement, the MTA was to provide funding for the procurement of bike lane sweepers. The MTA provided funding for only three bike lane sweepers and we are in the process of procuring two more.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                            |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| 5.2 | The Public Works Deputy Director of Operations should: Evaluate and identify alternative replacements for the Department’s three compact Johnston mechanical street sweepers based on relative maintenance costs per mile.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | Agree. We are in the process of procuring additional bike lane sweepers manufactured by another supplier.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| 5.3 | Hire or promote additional laborers who can operate the Department’s sweeping fleet to ensure a minimum baseline of scheduled bike lane maintenance as established in the MOU referenced in Recommendation 5.1.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          | Disagree. We recommend hiring additional <i>truck drivers</i> . We look forward to the Budget and Legislative Analyst supporting these new 7355 Truck Driver positions in our upcoming FY2026-27 budget submittal.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   | We appreciate that the Department agrees that additional staff are needed to ensure a baseline level of bike lane maintenance. Our office is committed to reviewing any proposed personnel changes in the context of a reasonable Department-wide budget, supported by the relevant MOU requirements and sufficient documentation, during the City’s annual budget process.                                                                                                                                                                                                                                                                                                                                                                                                              |
| 5.4 | Consider establishing debris clearing from around and under parked cars as an expectation for broom support on controlled sweeping routes, especially when conditions warrant stricter debris clearance, such as after the autumn leaf drop or prior to heavy rainfall                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   | Partially agree. Public Works is open to working with the SFMTA on procedures that make it easier to deliver core functions, such as street cleaning. Public Works also would support getting a share of the revenue from street sweeping citations to help fund street cleaning operations. Cleaning practices do change with conditions. For example, storm or heavy rain preparation requires cleaning catch basins. As for attempting to have Public Works clean under/around parked vehicles, it is reasonable to expect the public to move private vehicles during posted street cleaning hours to allow crews to efficiently clean the curb lanes. Public Works is reluctant to clean around/under private vehicles because of the risks of damaging vehicles and to avoid associated claims. | <p>We acknowledge that enforcement of street sweeping regulations is a policy tradeoff for the Department and SFMTA. While it is reasonable to expect the public to move vehicles, widespread noncompliance is persistent and limits full curb-to-curb sweeping. The Department must balance what level of incomplete cleaning is acceptable with its obligation to maintain public right-of-way cleanliness. Vehicles parked in posted sweeping areas accumulate debris that contributes to poor public perception of service delivery and poses environmental risks</p> <p>Regarding revenue sharing, we note that street sweeping fees are designed primarily as a deterrent and to support SFMTA enforcement. Routine street cleaning operations should not rely on revenue from</p> |

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|     |                                                                                                                                                                                                             |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | noncompliance, which remains a separate policy consideration.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| 5.5 | The Board of Supervisors should Consider passing a resolution urging the SFMTA Board of Directors to adopt a progressive fee schedule for street sweeping violations to disincentivize repeat violations.   | Recommendation 5.5 is directed to the Board of Supervisors, not Public Works.                                                                                                                                                                                                                                                                                                                                                                                                    |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
| 6.1 | The Deputy Director of Operations should incorporate an illegal dumping identifier into the tablet form submitted by Department staff when responding to a 311 service request no later than June 30, 2026. | Agree. System changes and staff training would be needed, which should be able to take place in calendar year 2026.                                                                                                                                                                                                                                                                                                                                                              |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
| 6.2 | Ensure SES staff are trained to recognize illegal dumping criteria based on the City’s most recent Illegal Dumping Ordinance from 2020.                                                                     | Already implemented. Current Public Works procedures and trainings are inclusive of requirements of the Illegal Dumping ordinance, as well as other factors and practical considerations such as coordination with Recology, how 311 shares service requests, and input from other stakeholders.                                                                                                                                                                                 | <p>Our fieldwork did not find evidence that the Department’s procedures and trainings are inclusive of the 2020 illegal dumping ordinance. Within the Department’s published policies and procedures that were shared with this audit team, “illegal dumping” is mentioned solely as a shared function of litter patrol and Recology (Procedure #16-09-16). A separate procedure (#16-04-08) briefly outlines the administrative steps to issuing an illegal dumping citation, but also fails to provide a definition for dumped refuse and cites a 2013 ordinance as a footnote reference.</p> <p>We suggest that the Department refer to its published procedure on abating graffiti and blight (#16-06-08) which provides clear and specific guidelines for how staff should identify the presence and extent of the concern, as explicitly authorized by the current municipal code.</p> |
| 6.3 | Establish written procedures for proactively identifying illegal dumping hotspots for litter patrol deployment, in line with City Services Auditor standards, no later than March 31, 2026.                 | <p>Partially agree. All Zone Playbooks list hot spot locations. The definition of hot spot is determined by Public Works procedures.</p> <p>As always, Public Works is open to input from the City Services Auditor to refine department procedures and operations. When that input is received and able to be incorporated into our procedures and training determines when Public Works will be able to revise our standards. We cannot commit to complying by March 2026.</p> | <p>The Zone Playbooks, or operational plans, that list hotspot locations that the Department provided us were last updated between 2019 and 2022. Further, there are no written procedures provided indicating how hotspots are chosen. In order to establish such procedures, we maintain that Public Works will need to adopt an internal methodology they can use consistently, which they are able to initiate on their own. If March 2026 is not a feasible timeline, the Department should establish a more realistic one and commit to that goal.</p>                                                                                                                                                                                                                                                                                                                                 |
| 6.4 | Complete the establishment of formal collection procedures for illegal dumping fines, in cooperation with the City Attorney’s Office, no later than March 31, 2026.                                         | <p>Ongoing implementation. Public Works has been working with the City Attorney, elected officials, the District Attorney and SFPD on elevating enforcement against illegal dumping culprits, with the goal of confiscating vehicles or placing liens on properties.</p> <p>This is an interdepartmental endeavor so the timing of implementation will depend on capacity of multiple parties.</p>                                                                               | We confirm that Department staff have been coordinating with other City officials to establish official collection procedures for illegal dumping citations. However, we maintain that Department leadership should prioritize supporting this effort and commit to a revised administrative citation published procedure under a realistic timeframe.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |



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| 6.5 | Allocate sufficient staffing resources to implement illegal dumping enforcement activities, including OnE team enforcement and the surveillance pilot program once surveillance cameras have been installed.                                                                                                                                                                                                                                             | Partially implemented. Public Works is actively working to fill budgeted positions to bring the Outreach and Enforcement Team to full staffing. In addition, we are working through legislative approval(s) to deploy new enforcement technologies to catch illegal dumping culprits in the act.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| 7.1 | The Director should collaborate with the Department of Public Health and the Department of Homelessness and Supportive Housing to expand the criteria for establishing the need for public restrooms in the City (including a process for identifying locations and hours of operation) beyond the current metrics of service order requests and usage data, and report on the results of that assessment to the Board of Supervisors by March 31, 2026. | <p>Disagree. The Pit Stop public restroom program is a Citywide program that provides safe, clean and accessible restroom facilities for all members of the public. Pit Stops also provide a place for people to wash hands and get dog waste bags. While the program may benefit people who are unhoused, its core function is to serve the entire public. It is not a homelessness intervention.</p> <p>Public Works determines Pit Stop sites based on demand, 311 service requests and documented reports of public urination and defecation, as well as proximity to other public toilets and input from stakeholders, including MYR, BART, BOS, DEM, HSH, community benefit districts, and DPH. Those are reliable and actionable measures for identifying where restrooms are needed. Expanding placement criteria beyond these metrics risks diverting resources to areas that do not reflect actual public need, undermining program effectiveness and creating inequities in restroom access.</p> <p>DPH and HSH are not involved in siting decisions. Public Works collaborates with these departments to communicate how placement decisions are made and to confirm the public-serving purpose of the program, but restroom siting must remain the responsibility of the agency that manages sanitation and public infrastructure.</p> | <p>We never referred to the Pit Stop program as a homelessness intervention. The audit states: “The purpose of the Pit Stop Program has been to provide clean and safe public restrooms and handwashing facilities, needle disposal, and free dog waste bags in an effort to bring public bathroom access to visitors and residents of San Francisco, including the unsheltered population.” The Department’s own website references that “the program began in San Francisco’s Tenderloin in 2014 at three sites, sparked by a plea from neighborhood middle schoolers who were fed up with having to carefully navigate around human waste on their walk to school.”</p> <p>We do believe that having established criteria to determine the need (both in number and by location) for Pit Stop facilities would enable the Department to ensure that community needs have been met and public dollars have been effectively invested. Given the historic collaboration with DPH and HSH on this program, we simply support the ongoing partnership to bring their expertise to the table for this important evaluation.</p> |
| 8   | No recommendation was included with this section.                                                                                                                                                                                                                                                                                                                                                                                                        | <p>There are no recommendations attached to this section. However, snapshot visits on a Wednesday, combined with a tiny geographic sample, limit the usefulness of this section to department leadership, policymakers and the public.</p> <p>The visited areas represent less than one third of one percent of all streets in San Francisco.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   | We respectfully disagree. The observations across all 11 supervisorial districts and covering numerous commercial and residential blocks provide valuable context for the audit report.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |



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| 9 | No recommendation was included with this section. | <p>There are no recommendations attached to this section. However, there are some issues with the peer survey that call its usefulness into question:</p> <p>Performance measures are not industry standards - Per capita and per square mile expense are not accepted metrics to measure effectiveness or quality of street cleaning.</p> <p>Inappropriate comparison set - The selected peer jurisdictions differ substantially from San Francisco in climate, precipitation, population density, topography and operational conditions, factors that are critical to any valid cost or service-level comparison. These differences undermine the authority of the findings. For example, is it useful to compare San Francisco to Minneapolis, a city with snowfall from November through March?</p> <p>Service scope mismatch - The audit compares San Francisco’s total cleaning budget, which includes nine distinct services, to the total cleaning budgets of other cities – cities that provide fewer and less comprehensive services. A more useful analysis would break down costs by service type.</p> <p>Lack of performance context - The audit does not establish that cited cities use similar street cleaning practices or what performance metrics they hold themselves to. There is no way to determine whether San Francisco is relatively underperforming or overperforming.</p> | <p>As mentioned above, we state our methodology for selecting our peer cities up front in the audit report and never claim that our peers were selected based on climate or topography, and we acknowledge that some of our peers differ from San Francisco in those ways. Further, some cities in our initial survey request are in fact very similar to San Francisco’s climate and topography, but they unfortunately did not respond to our multiple attempts to reach them. We did consider population density when selecting peers.</p> <p>Additionally, the report states that San Francisco Public Works provides a much higher level of street and sidewalk cleaning services than all of the peer jurisdictions surveyed for the audit. We are well aware of this and in the report we indicate that this could be a driver of the higher costs.</p> |
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## BUDGETING AND FORECASTING

# Strategic Planning

GFOA recommends that governments engage in strategic planning to provide a vision for the future that can be used to align budgeting with organizational priorities.

Strategic planning is the act of articulating where or what an organization wants to be in the future and includes the design of a vision and identification of goals and objectives. It relates to long-term financial planning, developing financial policies, capital improvement planning, and budgeting, but is inherently different. Each process fulfills a different combination of planning purposes. As such, strategic planning is most valuable when accompanied by these other planning processes.

**GFOA recommends that governments engage in strategic planning to provide a vision for the future that can be used to align budgeting with organizational priorities.**

Governments engaging in strategic planning should:

1. **Initiate strategic planning:** It is essential that strategic planning be initiated and conducted under the authorization of the organization's chief executive (CEO), either appointed or elected. As stated in the design principles, the inclusion of other stakeholders is critical, but a strategic plan that is not supported by the CEO has little chance of influencing an organization's future.
2. **Analyze and assess the environment:** A thorough analysis of the government's internal and external environment sets the stage for an effective strategic plan. A frequently used methodology for conducting an environmental assessment is a "SWOT" (Strengths, Weaknesses, Opportunities, Threats) analysis. Strengths and weaknesses relate to the internal environment, while analysis of opportunities and threats focuses on the environment external to the organization. Local, regional, national, and global factors affecting the community should be analyzed, including (a) economic and financial factors, (b) demographic trends, (c) legal or regulatory issues, (d) social and cultural trends, (e) physical (e.g., community development), (f) intergovernmental issues, and (g) technological change.
3. **Define the problem(s):** Once the environmental analysis has been completed, the next step is to use the information to identify the most critical problems facing the organization and the community.

4. Develop a vision to address each problem: A vision (which might also be called a goal or a priority) is an aspirational state for the community; a strategic plan could outline different visions to address different areas of the community's cares and concerns. For example, a strategic plan might include a vision for high-school graduation rates, as well as a vision for providing broadband access and another for decreasing violent crime.
5. Develop strategies to realize your visions and implement strategies using tactics: After an organization has defined its visions, it can then focus on developing strategies, which define how the organization will achieve the vision, and tactics, which put a strategy into action.
6. Obtain approval of the plan: Policymakers (i.e., the governing body) should formally approve the strategic plan so it can guide policy and budget decisions.
7. Execute and monitor tactics: The budget development process is an opportunity for governments to execute specific tactics and to monitor the success of those tactics as they relate to strategy implementation. Governments can execute their strategic plans by allocating funding for specific tactics during the budget development process. The budget development process can also be used to monitor and measure whether or not the tactics are working well to implement the strategies put in place to achieve the visions. If they are not working well, new tactics can be considered during the next budget development process.
8. Evaluate and reassess: Governments should utilize a rolling plan process to continually evaluate and reassess the vision and strategies. This could mean conducting interim reviews every one to three years, and more comprehensive strategic planning processes every five to ten years, depending on how quickly conditions change.

**Committees:** Governmental Budgeting and Fiscal Policy (BUDGET)

**Board approval date:** Friday, March 3, 2023

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## Related Resources



## **GFR: Rethinking Strategic Planning**

**MORE INFO** →

## **Planning and Budgeting Overview**

**MORE INFO** →

## **Planning Resource Center**

**MORE INFO** →

## **Capital Planning**

**MORE INFO** →

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## Appendix C: Written Response from 311



Nancy Alfaro  
Director

# 311 Customer Service Center City and County of San Francisco

September 15, 2025

Ms. Anna Garfink  
Senior Analyst  
Budget and Legislative Analyst Office  
San Francisco Board of Supervisors

Subject: Response to Final Street Cleaning Performance Audit - Section 3.1

Dear Ms. Garfink:

Thank you for providing the opportunity to review and respond to Section 3.1 of the Final Street Cleaning Performance Audit, which states the following:

*"The Director of 311 should...[u]pdate the 311 app to require at least one photograph be uploaded alongside a request for any street cleaning-related service, including graffiti, litter pickup, illegal dumping, steam cleaning, and any other service area that SES responds to no later than March 31, 2026."*

311 disagrees with this recommendation for three reasons.

First, this recommendation should be directed to the Director of Public Works, and not 311; as it is the Director of Public Works who determines what information must be collected on forms to ensure that they are able to quickly and effectively respond to service requests. Therefore, 311 does not unilaterally make any changes to forms, processes, requirements, or changes on information we collect via phone, web or app unless we receive a directive from the department(s) involved in responding to the services. You will note, for example, that illegal dumping is not provided as a service request option on the app or web, because Public Works requires 311 to collect caller's contact information and have caller agree to provide a written statement; 311 would not be able to unilaterally implement the audit recommendation for that service request category as proposed.

Second, 311 disagrees with this recommendation from a practical standpoint. The report shown below covers requests that get routed to BSES via the app from the period of 03/01/25-08/31/25. As indicated, Street and Sidewalk Cleaning and Graffiti (public) requests represent the vast majority of requests going to BSES and the percentage of requests that include a picture are 90% and 98%, respectively. On average, nearly 92% of all requests that get routed to BSES already include a picture. Therefore, it does not seem to be a real need for this requirement, particularly given that we want to try to encourage the public to use self-service options over calling 311 and we want to allow people to report issues in the manner that is most convenient to them.



## Requests Routed to BSES - 03/01/25-08/31/25

| Service Type                  | Has photo | No photo |
|-------------------------------|-----------|----------|
| Blocked Street and Sidewalk   | 218       | 24       |
| Damage Property               | 153       | 6        |
| Graffiti Private              | 5504      | 458      |
| Graffiti Public               | 18020     | 364      |
| Illegal Postings              | 2977      | 376      |
| Litter Receptacle Maintenance | 1244      | 261      |
| Sewer                         | 228       | 68       |
| Sidewalk and Curb             | 310       | 34       |
| Street and Sidewalk Cleaning  | 51207     | 5409     |
| Grand Total                   | 79861     | 7000     |

| Service Type                  | Has photo | No photo |
|-------------------------------|-----------|----------|
| Blocked Street and Sidewalk   | 90.08%    | 9.92%    |
| Damage Property               | 96.23%    | 3.77%    |
| Graffiti Private              | 92.32%    | 7.68%    |
| Graffiti Public               | 98.02%    | 1.98%    |
| Illegal Postings              | 88.79%    | 11.21%   |
| Litter Receptacle Maintenance | 82.66%    | 17.34%   |
| Sewer                         | 77.03%    | 22.97%   |
| Sidewalk and Curb             | 90.12%    | 9.88%    |
| Street and Sidewalk Cleaning  | 90.45%    | 9.55%    |
| Grand Total                   | 91.94%    | 8.06%    |

Finally, we believe this proposed change is inadvisable from a policy (equity and inclusion) perspective. Specifically, it could serve as a barrier to individuals who may not have the technological capability to upload and send messages on their phones and/or who may not be able to do so without having to pay additional carrier rates and fees. We also see problems from an accessibility lens, as someone with hearing impairment or language limitations, may find it easier to submit requests using the app, since it is also available in Spanish, Filipino or Chinese.

Although we disagree with the recommendation for the above-stated reasons, we do plan to implement a few changes to the SF311 app by the end of October, which may encourage pictures even further. Currently, when a user selects "Submit a New Report" from the SF311 app, the heading reads "Describe the Issue". We will change this heading to read "Describe the Issue/Include a Photo". There is also section below the description that says: Photo tip: You can include up to 3 photos, it really helps, which will be changed to: Photo tip: Photos really help field workers locate the issue! You can include up to 3 photos.

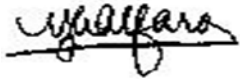


September 15, 2025

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Thank you again for the opportunity to respond to this audit. You can submit any questions to me at [Nancy.Alfaro@sfgov.org](mailto:Nancy.Alfaro@sfgov.org); or to Acting 311 Director Kevin Dyer on or after September 22<sup>nd</sup> at [Kevin.Dyer@sfgov.org](mailto:Kevin.Dyer@sfgov.org).

Respectfully,

A handwritten signature in black ink, appearing to read "Nancy Alfaro", written over a horizontal line.

Nancy Alfaro  
Director

Cc: Carmen Chu, City Administrator  
Katharine Petruccione, Deputy City Administrator  
Jennifer Johnston, Deputy City Administrator  
Kevin Dyer, SF311 Call Center Manager

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## Appendix D: Written Response from the Controller's Office



**OFFICE OF THE CONTROLLER**  
CITY AND COUNTY OF SAN FRANCISCO

Greg Wagner  
Controller

ChiaYu Ma  
Deputy Controller

## MEMORANDUM

**TO:** Anna Garfink  
San Francisco Board of Supervisors  
Budget and Legislative Analyst's Office

**DATE:** September 26, 2025

**SUBJECT:** **Street Cleaning Performance Audit Recommendation 4.5**

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Dear Ms. Garfink,

The Controller's Office recognizes and appreciates the work of the Budget and Legislative Analyst's Office in conducting the Performance Audit of Street Cleaning as directed by the Board of Supervisors through Motion M23-140 passed on November 28, 2023.

Recommendation 4.5 states that the Controller's Office Director of Audits should consider optimizing the timing of the City Services Auditor street cleanliness inspections based on scheduled street sweeping services.

The Controller's Office's Street and Sidewalk Standards Evaluations define and evaluate objective measures of the cleanliness and condition of San Francisco's streets and sidewalks. Evaluations are generally selected and allocated to represent what a San Francisco resident or visitor would experience at any given time in the City. Evaluations as part of the general sample are purposefully spread throughout the year, week, and day to avoid skewing results.

The Controller's Office agrees with recommendation 4.5 to consider when it may be appropriate to evaluate scheduled street sweeping services instead of the outcome-based approach that is currently employed.

Sincerely,

ChiaYu Ma, Deputy Controller