



CITY OF  
OAKLAND

CITYWIDE PARKS CONDITION ASSESSMENT - APPENDIX D

# MEASURE Q EQUITABLE PARK MAINTENANCE IMPACT ASSESSMENT AND ROADMAP





## Executive Summary and Key Takeaways

In 2020 Oakland Voters Passed the Measure Q parcel tax to that raised additional funds to improve parks, homelessness, and stormwater quality services. Per the legislation, 64% of those funds were dedicated to parks services including:

- 1. Support the equitable distribution of maintenance services to parks and recreational facilities throughout Oakland in order to decrease disparities in life outcomes of marginalized communities and to facilitate equity of opportunity in Oakland;**
2. Provide ongoing maintenance and facilitate the use and operation of parks and recreational facilities for Oakland residents and visitors;
3. Improve and increase maintenance, tree, and landscape services for parks and recreational facilities throughout Oakland; and
4. Maintain fixed assets within parks and recreational facilities to avoid more costly repair.

Oakland's department of Public Works (OPW), responsible for citywide park maintenance through its Bureau of Environment and Bureau of Maintenance and Internal Services, is charged through Measure Q to perform Measure Q's chief objectives. The Parks and Recreation Advisory Commission has been named as the City's oversight body for Measure Q. The Measure Q Parks Assessment (Parks Assessment) was undertaken to develop measurable tools for assessing how the city is achieving the objectives in the legislation. This report, a component of the Parks Assessment, is focused on the first of Measure Q's Objectives, to, "Support the equitable distribution of maintenance services to parks and recreational facilities throughout Oakland in order to decrease disparities in life outcomes of marginalized communities and to facilitate equity of opportunity in Oakland."

## PROPOSED MEASURE Q EQUITABLE PARK MAINTENANCE GOAL

*(to be refined by the Working Group)*

Every Oakland resident, regardless of race, neighborhood, age, ability, and income, can access a park that is clean, safe, functional, and equipped with the amenities appropriate to its intended use. Measure Q's equity mandate is fulfilled when all parks meet adopted condition and amenity standards for their classification. Inequities in park conditions are identified and corrected through a transparent, community-informed process, funded by Measure Q investment resources.

## WHAT WE FOUND

- **The new investment voters funded has not fully materialized.** Of the 64 percent of Measure Q revenue dedicated to parks, 28.8 percent of total revenue was reserved for new service above baseline. Repeated Maintenance of Effort suspensions and chronic underspending cut actual new investment to roughly 20.5 percent. During the fiscal crisis, about 16 positions were shifted onto Measure Q without adding new services.
- **Current metrics track overall activity, not targeted outcomes.** In OPRF's 2020 survey of 1,334 residents, clean, working restrooms were the most requested feature. In Q3 FY2025, none of five equity-priority parks met the restroom cleaning baseline, while 13 of 24 non-priority parks did. Aggregate numbers can improve while the neighborhoods Measure Q specifies are not targeted.
- **Staffing is the binding constraint, and it is not an OPW performance problem.** Public Works has 71 of 133 recommended park-maintenance positions filled, a 47 percent shortfall that leaves roughly 77,000 hours of maintenance undone each year. What Measure Q Can and Cannot Fund



Measure Q funding is specifically dedicated for maintenance services within parks and minor repair or replacement of assets that can serve to avoid more costly repair in the long run, a service that is often referred to as “minor capital improvement.” This is distinguished from normal capital improvement work which includes larger and/or more significant addition or replacement of assets and facilities. It does not pay for capital replacement or citywide planning, or legal compliance. Every recommendation in this report carries an explicit funding source. Oakland Public Works’ separate Lifecycle Plan documents \$395 million in capital need that Measure Q cannot cover, and the City’s Department of Race and Equity (DRE) has concluded the plan’s condition scores should not drive capital prioritization. That work belongs to the City’s Capital Improvement Program, not to a maintenance tax.

## Recommendations to Advance Equity Planning (full set in Section XI)

1. Establish the Equitable Park Maintenance Working Group (Working Group) to bring together the three named departments in the ballot to consistently and strategically plan equitable maintenance work.
2. Adopt minimum standards by park type and outcome metrics that track what a park user encounters in terms of the conditions of assets within a park.

## Where the Maintenance Dollars Should Go

1. Restrooms and drinking water. These make a park usable, they are what residents ask for first, and repairing plumbing for one is often the moment to restore the other.
2. Maintenance needs that pose (or are at risk of posing) safety hazards, addressed first in equity-priority parks.
3. Repairs that grow far more expensive if delayed. Fixing these now, before they force full replacement, protects both safety and the budget.

The framework, shown in Section I, links what a park is, what it should be, where it falls short, and where resources go. This report focuses on park maintenance equity. It is not an evaluation of capital improvement equity, parks access equity, or programming equity - though all are related and cross-referenced where relevant. This report provides information to inform discussions about how to build additional metrics to measure equitable distribution of Measure Q resources.



88th Avenue Mini Park



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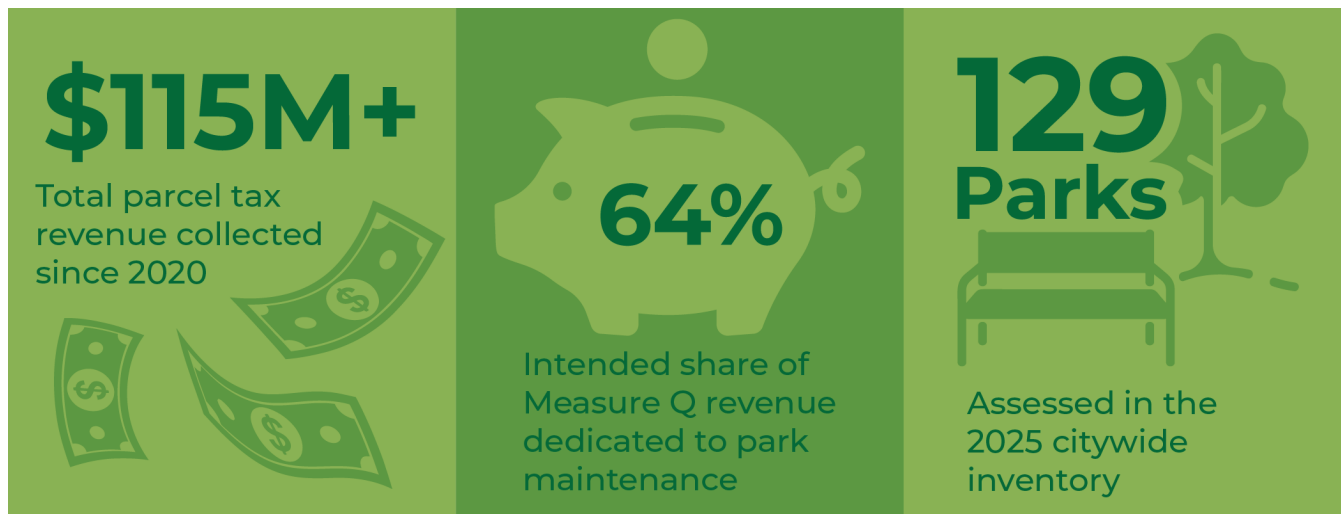
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# I. Introduction and Purpose

## MEASURE Q AT A GLANCE<sup>1</sup>



Oakland voters passed Measure Q in March 2020, authorizing a parcel tax to fund parks maintenance, unhoused services, and water quality improvements. Sixty-four percent of Measure Q revenues are dedicated to parks, landscape maintenance, and recreational services. Under the Maintenance of Effort (MOE) provision, up to 55% of the parks' allocation can be used to preserve baseline service levels, and 45% is available for new investment above pre-Measure Q levels of service, which equates to 28.8% of total Measure Q revenue for new investment. Due to the City Council's declaring an extreme fiscal necessity over the last several years, the MOE provision has been allowed to be suspended and the percentage of revenue dedicated to new investments has dropped below the 28.8% to 20.5%. Additionally, the OPW staff position previously tasked with reporting metrics to the Parks and Recreation Advisory Commission (PRAC), has been vacant for the past two years, leading to lower capacity to deliver assessments of metrics and data analysis.

The City currently tracks the following outputs - restroom cleaning frequency, sports field (ballfield) mowing counts, litter container emptying, and staffing levels, however, it is recommended that a shift is made to outcome-based metrics and a consistent equity framework. Should future funding become available, it would also be beneficial to develop a methodology for evaluating whether maintenance investment is reducing inequities across Oakland neighborhoods and improving their park experience.

The Measure Q Equitable Park Maintenance Impact Assessment and Roadmap was prepared as part of a broader parks assessment effort that includes a comprehensive citywide park conditions inventory, a maintenance staffing assessment, and a park lifecycle replacement and investment plan. Together, these form the foundation needed to operationalize equitable maintenance. This report recommends:

<sup>1</sup> Note: 64% reflects the Measure Q allocation category for parks. Under the Maintenance of Effort provision, up to 55% of that allocation can be used to preserve existing baseline service levels, leaving 28.8% of total Measure Q revenue for new investment above the FY 2019-2020 baseline. Due to MOE suspensions, actual new investment has been approximately 20.5% of total revenue.



- A framework for defining equitable park maintenance in Oakland
- Outcome-based maintenance metrics that center user experience
- A prioritization approach grounded in equity, geography and park demand
- Structural and process changes needed to sustain equitable outcomes over time
- An Equitable Park Maintenance Working Group to implement and refine these recommendations
- Methodology improvements to make the park conditions assessment equity-informed

This report also responds to the 2023 report: [Performance Audit of Measure Q: Parks, Recreation and Oakland Violence Prevention Act, FY 2020–21 and FY 2021–22](#) Recommendation #6, which called for establishing “a baseline for parks maintenance conditions”. The parks conditions inventory completed as part of this project provides that baseline; this report recommends how to use it.

Community voices are loud and clear on what matters most. The Oakland Parks and Recreation Foundation’s (OPRF) 2020 equity survey (1,334 participants) found that the most frequently selected physical feature to maintain, improve, or add was clean, open, functional bathrooms - cited by 51% of respondents. When asked about park maintenance service priorities, participants resoundingly ranked grounds free of drug paraphernalia, safe parks free of illicit activity, clean and unlocked bathrooms, and grounds free of litter as their top four priorities, all scoring 4.7 or higher out of 5. Adequate lighting, maintained trees and landscaping, and uncluttered pathways followed. There were no significant differences by race, gender, income, age, or neighborhood. OPRF’s research also found that poorly maintained grounds, deplorable bathroom conditions, safety concerns, encampments, and unsafe routes to parks deterred residents from visiting or fully enjoying their parks.

## HOW TO READ THIS REPORT

This report documents five years of Measure Q implementation, assesses Oakland’s current parks maintenance system against its equity mandate, and recommends a path forward.

| SECTION                                                                     | CONTENT                                                                                                                                                                                                                  |
|-----------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| I. Introduction and Purpose                                                 | How to read this report and framework.                                                                                                                                                                                   |
| II. Methodology                                                             | How this report was developed: project team meetings, data and document review, stakeholder interviews, and interdepartmental collaboration.                                                                             |
| III. Background: Measure Q and Park Maintenance                             | The departments responsible for park maintenance, Measure Q's objectives, revenue and spending history, and its five-year accountability record.                                                                         |
| IV. Defining Equitable Park Maintenance                                     | What equitable park maintenance means, why user experience is the test, a proposed goal for the Working Group to refine, and the equity measurement approaches available to the City.                                    |
| V. Structural Barriers to Equitable Park Maintenance                        | What has prevented equitable outcomes: fiscal crisis, staffing shortfalls, contracting constraints, deferred maintenance, fragmented cross-division responsibility, encampment impacts, and the restroom equity problem. |
| VI. Parks Conditions Assessment: Findings, Methodology, and Recommendations | Condition scores across 129 parks, who depends on these parks, OPW quarterly performance data, and how the assessment methodology can improve.                                                                           |
| VII. Prioritizing Park Maintenance: A Potential Approach                    | A recommended prioritization approach: D-range parks first, then a multi-factor framework and minimum standards by park type that the Working Group and PRAC refine over time.                                           |



| SECTION                                 | CONTENT                                                                                                                                          |
|-----------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------|
| VIII. Outcome-Based Maintenance Metrics | A framework for measuring whether Measure Q's added maintenance is actually improving park usability, especially in equity-priority communities. |
| X. Summary of Recommendations           | Every recommendation organized by urgency, responsibility, and accountability, plus a summary of what Measure Q can and cannot fund.             |
| Appendix A: Recommended Equity Analyses | A work plan of equity analyses for the Working Group, both those feasible now and those that need more data.                                     |





## II. Methodology

This report was developed through a multi-method process conducted between mid-2025 and early 2026.

### PROJECT TEAM MEETINGS

BAM Consulting regularly met with the “project team” which included the prime consultant – Kimley-Horn and staff from OPW and Oakland’s Parks Recreation and Youth Development department (OPRYD) to understand the history and status of Measure Q and to keep abreast of the Parks Conditions Assessment and Maintenance Assessment efforts by other members of the consultant team.

### REVIEW OF DATA AND DOCUMENTS

The report draws on the comprehensive parks conditions inventory and maintenance staffing assessment conducted as part of this project, OPW quarterly Measure Q reports, Oakland’s Department of Transportation’s (OakDOT) Geographic Equity Toolbox, Measure Q ballot language and financials, the 2018 Oakland Equity Indicators Report, the 2024–2025 Alameda County Grand Jury Final Report, the 2023 City Auditor’s Performance Audit of Measure Q, and the Open Space, Conservation, and Recreation (OSCAR) General Plan Element park classifications.

Additionally, BAM reviewed relevant research, park equity measurement methodologies, case studies/peer city practices, and white papers including those from the Oakland Parks and Recreation Foundation. A full list of sources is included at the end of this document.

### STAKEHOLDER INTERVIEWS

BAM Consulting conducted six stakeholder interviews with individuals who bring direct knowledge of park maintenance, equity, and community advocacy in Oakland:

- Mandolin Kadera-Redmond, Executive Director, Oakland Parks and Recreation Foundation (OPRF)
- Brooke Levin, Former OPW Director and founder of the Measure Q campaign
- Rachel Bennett, Director of Health Equity at MIG and former Park Equity Lead at Prevention Institute
- Marc Barach, Current PRAC Chair
- Thomas Omolo, Current PRAC Vice Chair and staff at Hayward Area Recreation and Parks District
- Tam Tran, Former PRAC Chair and current PRAC member

Key themes from interviews are woven throughout this report and inform the recommendations.

### INTERDEPARTMENTAL COLLABORATION

Later in the process, BAM engaged with staff from DRE to align this report with existing City equity approaches, review data, and assess structural barriers. DRE conducted independent field visits to a sample of parks to cross-check assessment scoring and identify inconsistencies. Their findings informed both the conditions assessment and the methodological recommendations in this report.



## III. Background: Measure Q and Park Maintenance

### MEASURE Q ALLOCATIONS

| ALLOCATION                                | PERCENT | PURPOSE                                                                               |
|-------------------------------------------|---------|---------------------------------------------------------------------------------------|
| Parks, Landscape Maintenance & Recreation | 64%     | Maintaining, protecting, and improving parks, open space, and recreational facilities |
| Homelessness Services                     | 30%     | Alleviating homelessness and its impacts within Oakland                               |
| Water Quality & Litter Reduction          | 5%      | Meeting the City's water quality objectives                                           |
| Administration                            | 1%      | Costs associated with Measure Q administration                                        |

### MEASURE Q OBJECTIVES

Measure Q was designed to address historic under-investment in Oakland parks. Its stated objectives related to parks include:

1. Support the equitable distribution of maintenance services to parks and recreational facilities throughout Oakland in order to decrease disparities in life outcomes of marginalized communities and to facilitate equity of opportunity throughout Oakland;
2. Provide ongoing maintenance and facilitate the use and operation of parks and recreational facilities for Oakland residents and visitors;
3. Improve and increase maintenance, tree, and landscape services for parks and recreational facilities throughout Oakland;
4. Maintain fixed assets within parks and recreational facilities to avoid more costly repairs;

The first objective explicitly names that Measure Q should help improve the equity of maintenance services to “decrease disparities in life outcomes of marginalized communities and to facilitate equity of opportunity throughout Oakland.” There is a rich body of literature that shows the correlation between park usage and community and mental health, reduced violence, improved resilience toward climate impacts, improved economic development, and improved social interactions.

The Oakland Parks and Recreation Foundation's 2018 study (conducted just before Measure Q passed) assessed 51 community and neighborhood parks. It documents a clear correlation between neighborhood income and park condition. Parks in higher-income neighborhoods were more likely to receive A and B ratings; parks in lower-income and economically disadvantaged neighborhoods were concentrated in the D and F range. The disparities worsen when looking at the amenity level: children's play equipment in Council District 3 parks received an average score of 1.80 (D+), compared to 3.86 (A-) in Council District 4. The system-wide average was C+, a rating the Foundation described as a “continuing crisis” and below the standard Oaklanders had historically expected from their parks. Measure Q is intended to reverse this trajectory.



## WHO DOES WHAT FOR OAKLAND'S PARKS?

Responsibility for Oakland's parks is split across several City departments.

**OPW** - OPW implements all maintenance activities within Oakland's parks. Measure Q's parks funding is exclusively dedicated to park maintenance work (rather than park programming or capital improvement). Park maintenance is conducted by two divisions:

- Parks and Tree Services within the Bureau of Environment provides the core work that keeps parks safe and usable, including landscaping, tree maintenance, lawn and ballfield mowing, and irrigation maintenance, installation, and repair, along with maintenance support for programming and special events.
- Facilities Services within the Bureau of Maintenance and Internal Services maintains park buildings and structures including recreation center custodial services, outdoor restrooms, tot lots, pools, play courts, lighting, and other structural maintenance.

Both divisions carry vacancies, and the resulting staffing shortfall documented in Section V is a consistent constraint on maintenance across the system.

**OPRYD** - OPRYD runs Oakland's recreational programs and services, with a mission centered on youth development, community centers, and inclusive programming that removes barriers to participation. OPRYD does not perform park maintenance. OPW provides maintenance support for OPRYD's programs and events, but the two roles are distinct.

**DRE** - DRE works to eliminate racial disparities in City government and the community. It does this by building equity tools, training staff to use them, and establishing baseline data with targets to track outcomes, which is the same discipline Measure Q's equity objective requires. Measure Q names DRE, alongside OPW and OPRYD, as a partner in developing the measurable tools required to ensure equitable maintenance. For this report, DRE reviewed the 2025 Park Conditions Assessment, conducted independent field visits to cross-check scoring and informed the methodological recommendations. Its equity frameworks, including the Racial Equity Impact Analysis, anchor the equity approach used throughout.

## MEASURE Q REVENUES AND SPENDING: A FIVE-YEAR ASSESSMENT

### Revenue Growth Over Time

Since its passage in March 2020, Measure Q has collected over \$115 million in parcel tax revenue. The parcel tax rate increases annually with inflation; FY 2024–2025 rates are \$182.33 per single-family residential parcel, \$124.52 per residential unit for multi-unit properties, and \$182.33 for non-residential parcels. In FY 2024–2025, the total budgeted revenue is approximately \$46.8 million, including both new parcel tax collections and a draw on accumulated fund balance.

### What Measure Q Can and Cannot Fund

The distinctions above — maintenance versus capital, supplement versus supplant — are not just framing, they are written into the ordinance, and govern which recommendations Measure Q can fund. Section 3(D) limits spending to the measure's stated objectives and authorized uses. Measure Q's Section 3 (B) further elaborates on the authorized programs and services which can be funded (Section 3 (B), (a)-(m)).

Most authorized uses keep existing parks functional: routine maintenance, landscaping, custodial and cleaning services, minor repairs, non-structural improvements, safety enhancements, equipment, and dedicated staff at major parks. One use reaches further. Use (I) directs the City to develop "measurable tools to ensure equitable maintenance of all parks and open spaces." Read together with the measure's



lead equity objective, Use (I) is the legislative basis for the equity standards and outcome metrics this report recommends. The ordinance separately authorizes performance tracking and program evaluation as another basis for these recommendations.

The recommendations in Section XI sort cleanly along this line. Everything Measure Q funds is either maintenance, or the equity tools the ballot names; everything it cannot fund is capital, planning, or compliance. That distinction is the supplement-not-supplant principle made operational, and it should discipline every future decision about parks allocation funding.

## OVERSIGHT AND REPORTING

PRAC oversees Measure Q expenditures for parks maintenance and water quality. OPW submits quarterly reports tracking four metrics: dedicated staffing at major parks, sports field mowing, trash pickup, and restroom cleaning. The reporting system has evolved. Early reports provided citywide totals with no equity disaggregation. However, by November 2024, based on feedback and input from PRAC commissioners, the report disaggregated results by equity priority neighborhood, color-coded performance results against targets, and included disparity analysis. That standard has continued through FY2025. In FY 2025–2026, OPW recommended that reporting out on the trash metric (counting the frequency of emptying litter containers in the parks) be discontinued in favor of a metric that better measures the amount of litter on the ground through the park, with the goal of trying to better assess user experience. At the time of the writing of this report, the alternative metric is still being developed collaboratively by city staff and PRAC commissioners. Staff continue to track litter container emptying internally and the data is updated monthly

This table below summarizes the four existing metrics, OPW’s performance targets. Section VIII proposes outcome-based metrics to complement them.

| TOPIC                             | MEASURE Q GOAL                                                                     | OPW TARGET                                                                                |
|-----------------------------------|------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------|
| Dedicated Staffing in Major Parks | At least one full-time equivalent (FTE) staff devoted per month at each major park | One park maintenance staff member per 10 acres                                            |
| Sports Field (ballfield) Mowing   | Mow City-operated sports fields every other week (roughly twice per month)         | Off-peak: one mow/month. Peak season: two mows/month, 100% of the time                    |
| Trash and Litter                  | Collect trash several times per week, including weekends, from most-used parks     | Baseline: 2x/week at 100%. Measure Q goal: 3+ pickups/week at most-used parks             |
| Restroom Cleaning                 | Clean park restrooms more than once per day, especially on weekends                | Baseline: once/day at 100%. Measure Q goal: twice/day including weekends, 80% of the time |

\*Note: “Major parks” means City operated Community Parks, Region-Serving Parks, and Resource Conservation Areas, based on terms used in the Open Space Conservation & Recreation (OSCAR) Element of the Oakland General Plan.

A close reading of Measure Q’s ballot language demonstrates that the City’s current performance framework does not explicitly match the allowable expenses listed in Part 1, Section 3 (B), which follow the statement, “...such as but not limited to the following:...”Two provisions within the following list ((a)-(m)) are particularly relevant within this section.

- Section 3 (B)1(b) requires that park trash collection assures “equitable distribution of resources” - a specific condition attached to a core service mandate. The current metric tracks litter container emptying frequency at parks that have containers, an attempt to ensure consistent service across major parks. But assessing whether the resulting distribution is actually equitable requires foundational data the City did not have when Measure Q implementation began: container fill rates,





per-park need assessments, baseline conditions, use intensity by park, and a corresponding analysis of whether each park has the right number and distribution of receptacles. That kind of analysis typically precedes service delivery through a parks master plan, and Measure Q was not designed or funded to support it. This is a structural gap, not an accountability failure: the current metric tracks the activity Measure Q can pay for, but the City cannot yet assess equitable distribution against the standard the ballot language requires. The City and PRAC are now working to close that gap. OPW discontinued reporting out to PRAC on the trash and litter performance measure in FY 2025-26 for this reason, however the City continues tracking pickup data internally while developing a replacement that better captures whether litter is accumulating in parks.

- Section 3 (B)1(l), the equity tools mandate at the center of this report, names three agencies by title: the Public Works Department, Parks Recreation and Youth Development, and the Department of Race and Equity. Voters authorized a multi-agency equity framework, with DRE's expertise as a named input. Until August 2025, DRE had not been included in the development of Measure Q's performance metrics.

### **Measure Q. Part 1, Section B. Uses. 1. Parks, landscape maintenance, and recreational services.**

Measure Q provides the following Parks, landscape maintenance, and recreational services. Includes costs associated with maintaining, protecting, and improving parks, open space, and recreational facilities and services throughout Oakland, such as, but not limited to:

- a. Mowing City operated sports fields frequently, every other week or as may be required by the time of year;
- b. Collecting trash and litter several times per week, including Saturdays and Sundays, from the City's most used parks, assuring equitable distribution of resources;
- c. Performing regular maintenance on frequently used trails, open spaces and parkland;
- d. Performing regular maintenance of park assets including buildings, play structures, and trees;
- e. Cleaning park restrooms more than once per day, especially on weekends;
- f. Acquiring furniture, fixtures, and equipment to enhance parks and recreational services;
- g. Acquiring and installing non-structural improvements to maintain and enhance parks and recreational facilities;
- h. (Providing maintenance and custodial services to parks and recreational facilities;
- i. Enhancing safety and security at parks;
- j. Purchasing equipment, such as vehicles and computers, supplies, facility improvements, minor additions, and building modifications;
- k. Training city staff to provide any of the above services, and others, in an efficient manner and in compliance with all City policies;
- l. Developing measurable tools to ensure equitable maintenance of all parks and open spaces, using the expertise of the Public Works Department, Parks Recreation and Youth Development, and the Department of Race and Equity; and
- m. Providing dedicated staff at major parks. "Major parks" means City operated Community Parks, Region-Serving Parks, and Resource Conservation Areas, as those terms are used in the Open Space Conservation & Recreation (OSCAR) element of the Oakland General Plan.

Beyond the currently tracked metrics, the ballot language authorizes additional services, including regular maintenance of trails and open spaces (c), maintenance of park assets such as buildings and play structures (d), safety and security enhancements (i), and the full range of maintenance and custodial services (h). The current four metrics address some of the highest community priorities - restroom cleaning responds directly to what residents identified as their top maintenance concern - but they leave significant categories of authorized services unmeasured.



## The OSCAR Mandate: A 30-Year-Old Commitment

Measure Q did not initiate Oakland's parks equity maintenance mandate. Oakland's Open Space, Conservation, and Recreation (OSCAR) General Plan Element, adopted in 1996, includes 12 principles of park and recreation planning that reinforce Measure Q's equity mandate. OSCAR's Principle 10 states that public money for recreation must be "systematic and based on an approach which prioritizes the areas with the greatest need" - including areas with the lowest per capita park acreage and poorest access to private open space. OSCAR's Principle 11 makes the maintenance-before-construction commitment explicit: the need for rehabilitation and maintenance of existing facilities "should be the first consideration in setting budget priorities." Principle 12 connects park safety to active use and active use to maintained, functional facilities.

OSCAR's Objective REC-3 established that reducing park deficiencies in "the most equitable, cost-effective way possible" is a General Plan objective - and that maintenance, rehabilitation, and safety improvements are the City's highest priority, ahead of new park development.

Policy REC-3.2 specified a four-step annual process: 1. quantify unmet needs; 2. prioritize by equity indicators (lowest acreage per capita, highest density, lowest income, highest child concentration); 3. set a budget share; and 4. allocate to projects. It named San Antonio-Fruitvale, Central East Oakland, and all flatland planning areas as the highest-priority rehabilitation geographies. The OSCAR classification system also recognized that a uniform service area standard cannot be applied equally across flatlands and hills, because flatland households are far more dense and far less likely to own a car or have a private backyard. The same geographic logic underlies Measure Q's equity mandate today.



Clinton Square Park



## IV. Defining Equitable Park Maintenance

Oakland's park system exceeds peer city targets on several level-of-service measures - more parks, more recreation centers, more pools per resident than comparable cities. That is an asset, but it also means a larger maintenance burden. The table below shows where Oakland stands.

### WHAT IS AND IS NOT EQUITABLE PARK MAINTENANCE

Equity is not uniformity. Treating all parks identically regardless of their history, condition, or community context is equality, not equity. A neighborhood that has experienced decades of disinvestment may need more resources, more frequent service, or different types of interventions than one that has been consistently well-resourced and may require creative resource strategies such as community volunteer models, partnerships with community-based organizations, or leveraging state and federal funding to close the gap. Measure Q's first listed objective recognizes this, "to decrease disparities in life outcomes of marginalized communities and to facilitate equity of opportunity throughout Oakland."

### Dimensions of Equity Framework

This dimensions of equity framework provides a shared vocabulary for PRAC and the Working Group discussions around equitable park maintenance.

| EQUITY DIMENSION                  | DEFINITION                                                                                                                 | EXAMPLE APPLICATIONS TO PARK MAINTENANCE                                                                                                                                                                                                                                                                 |
|-----------------------------------|----------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Participatory / Procedural Equity | Processes are fair, inclusive, and build community capacity.                                                               | Residents in high-priority equity communities help prioritize maintenance needs - but maintenance is not solely dependent on residents reporting problems. The system proactively identifies gaps and creates opportunities for residents to present solutions.                                          |
| Distributional Equity             | Resources are calibrated to achieve adopted standards for all parks, with targeted strategies where conditions fall short. | Maintenance work is prioritized based on park conditions relative to standards, with additional weight given to parks in historically disinvested neighborhoods.                                                                                                                                         |
| Structural Equity                 | Institutions are accountable and structured to correct past harms and sustain positive outcomes.                           | Investment of time and resources, to resolve structural barriers (see next section). Hiring, retention, and capacity - especially in underserved areas. Streamlined integration of equity approach across the divisions responsible for park maintenance. Efforts are a long-term structural commitment. |
| Inter-Generational Equity         | Decisions do not impose unfair burdens on future generations.                                                              | Capital and maintenance investments ensure parks remain functional and safe over time. Deferred maintenance today creates higher costs and larger service gaps tomorrow.                                                                                                                                 |

This report was developed in alignment with the City of Oakland's Racial Equity Impact Analysis framework. The seven-step framework maps onto this report as follows.



| OAKLAND RACIAL EQUITY IMPACT ANALYSIS (REIA) STEPS AS APPLIED TO THIS REPORT |                                                                                                                                                                                                                      |
|------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| REIA STEP                                                                    | WHERE ADDRESSED IN THIS REPORT                                                                                                                                                                                       |
| 1. Desired racial equity outcomes                                            | Section I (Introduction) and Section IV (Equity Framework)                                                                                                                                                           |
| 2. Data on impacts                                                           | Sections III, IV, and VI (Background, Equity Framework, Conditions Assessment)                                                                                                                                       |
| 3. Stakeholder engagement                                                    | Partially addressed via stakeholder interviews (Section II) and Working Group process (Section IX). Community engagement with most-affected residents can happen for the OSCAR Element and future Parks Master Plan. |
| 4. Identify equity gaps                                                      | Sections V and VI (Structural Barriers and Conditions Assessment)                                                                                                                                                    |
| 5. Fill equity gaps                                                          | Sections VII and VIII (Prioritization Framework and Outcome Metrics)                                                                                                                                                 |
| 6. Implementation                                                            | Section IX (Implementation Structure)                                                                                                                                                                                |
| 7. Evaluation and accountability                                             | Section VIII (Outcome Metrics) and Appendix A (Equity Analysis Work Plan). Outcome data should be disaggregated by race/ethnicity as data infrastructure develops -- a recommended task for the Working Group.       |

Steps 3 and 7 are partially complete; the recommended Working Group should advance both through community engagement and race-disaggregated outcome tracking.

## Different Views of Equitable Park Maintenance

Oakland's Municipal Code defines equity as "all people have full and equal access to opportunities that enable them to attain their full potential" (OMC 2.29.170). The Code's Determinants of Equity name parks directly: Determinant 13 calls for "parks and natural resources that provide access for all people to safe, clean and quality outdoor spaces, facilities and activities that appeal to the interests of all communities," and Determinant 9 calls for "healthy built and natural environments for all people" (OMC 2.29.170.2.B.9 and 13). The end goal is that all Oakland parks are brought to and maintained at adopted condition standards.

Stakeholders engaged in this process framed equitable park maintenance in different ways - one view emphasizes a consistent floor below which no park falls, another emphasizes preferential investment in historically underserved parks to close starting-condition gaps. Both views are compatible with the Code's definition, and both are reflected in the framework recommended in Section VII: every park brought to standard, with targeted resources directed to where conditions fall the furthest short. The Working Group and PRAC will operationalize this through the specific prioritization choices that follow.



## CENTERING USER EXPERIENCE

A key insight from DRE field visits and stakeholder interviews: the current conditions assessment captures asset counts and ratings but does not adequately capture whether a park is functional and usable for its community. A broken water fountain in a high-equity neighborhood and one in a low-equity neighborhood both represent failures - but another relevant question is whether the park has a working (or broken) water fountain at all. This report recommends that future endeavors to develop comprehensive park equity standards, such as a parks master plan or OSCAR Element of the General Plan update, center user experience - what a park visitor actually encounters - as the foundation of the maintenance equity framework.

ADA accessibility is not a separate equity issue - it is part of the same framework. A park that is nominally open but inaccessible to a wheelchair user, a parent with a stroller, or an elderly resident with mobility limitations does not meet its minimum standard. ADA compliance and equitable maintenance reinforce each other and should be tracked together.

## MEASURE Q EQUITY MEASUREMENT APPROACHES TO CONSIDER

The City currently assesses Measure Q's implementation equity with OakDOT's Geographic Equity Toolbox, by comparing performance across parks within the Toolbox's "highest-" and "high-priority" Census Tracts with all other neighborhoods. This section surveys alternative and complementary equity prioritization approaches the Working Group (and PRAC) may consider over time, particularly through the OSCAR General Plan update and a future parks master plan. The intent is not to prescribe a replacement for OakDOT's Geographic Equity Toolkit, or to expand Measure Q's scope, but to provide a starting point for the Working Group's longer-term equity prioritization work. Measure Q maintenance funds cannot themselves close the underlying asset-distribution gaps these tools surface; that instead requires capital investment and planning decisions that sit outside the maintenance allocation.

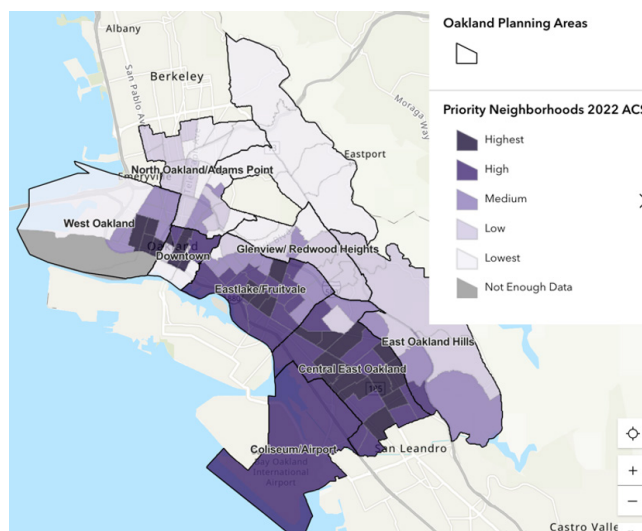
This report recommends that the City refine its equity prioritization approach over time, specifically through the OSCAR General Plan update and a future parks master plan, to incorporate park demand, park condition, and park-specific demographics alongside Census Tract equity indicators. The information below should inform future PRAC and Working Group conversations.

### OakDOT Geographic Equity Toolbox

OPW's quarterly Measure Q reports now flag parks in the Highest and High priority Census Tracts within [OakDOT's Geographic Equity Toolbox](#). (As a shorthand, this report refers to parks in "high and highest priority Tracts" as "high and highest priority parks").

The toolbox is a Census Tract level map that utilizes the following demographic indicators to create an index.

- People of Color (25% of score)
- Low-Income Households (less than 50% Area Median Income) (25% of score)
- People with Disability (10% of score)
- Seniors 65 Years and Over (10% of score)
- Single Parent Families (10% of score)





- Severely Rent-Burdened Households (10% of score)
- Low Educational Attainment (less than a bachelor's degree) (10% of score)

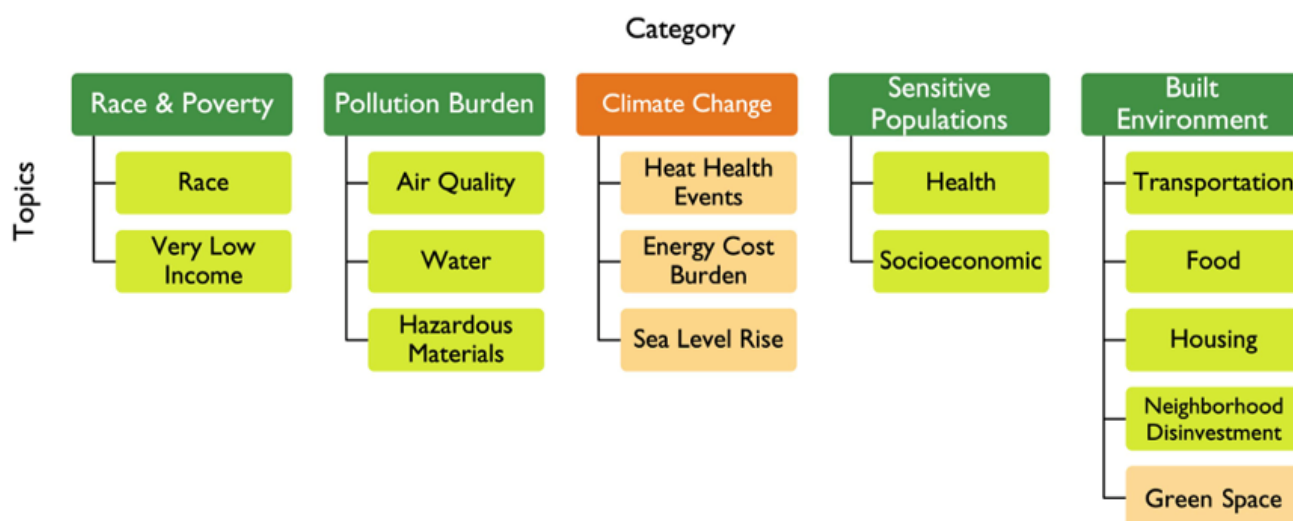
Stakeholders and additional analysis raised some limitations in applying the toolbox to Measure Q equitable park maintenance context:

- The toolbox uses Census Tract level data; however individual parks may be on the edge of one Tract but more closely resemble or have users come from the neighboring Census Tract.
- It does not incorporate park-specific variables such as youth, proximity to schools, multifamily housing, or park condition.
- The toolbox averages across indicators, which can mask which indicator is driving a concentrated need.
- Parks are assigned a ranking based on the demographics in that Census Tract; however, park users vary greatly by park type. For example, mini-parks, tot-lots, and neighborhood parks are mostly used by proximate neighbors, while users of larger regional parks, community parks, special use parks, and athletic fields come from other neighborhoods and even citywide.

## SB 1000 Environmental Justice (EJ) Priority Communities Screening Tool

In September 2023, Oakland adopted their first Environmental Justice General Plan Element (as required by SB 1000). As part of this process, Oakland identified Environmental Justice (EJ) Communities, low-income areas disproportionately impacted by pollution, socioeconomic vulnerability, and adverse health outcomes, using a composite screening analysis that scores and combines indicators of cumulative burden. The resulting map identifies the most impacted communities and guides equitable resource allocation. This is another possible prioritization tool to consider, although it shares similar challenges with the OakDOT Toolbox.

The tool includes dozens of indicators nested under the following topics and Categories:

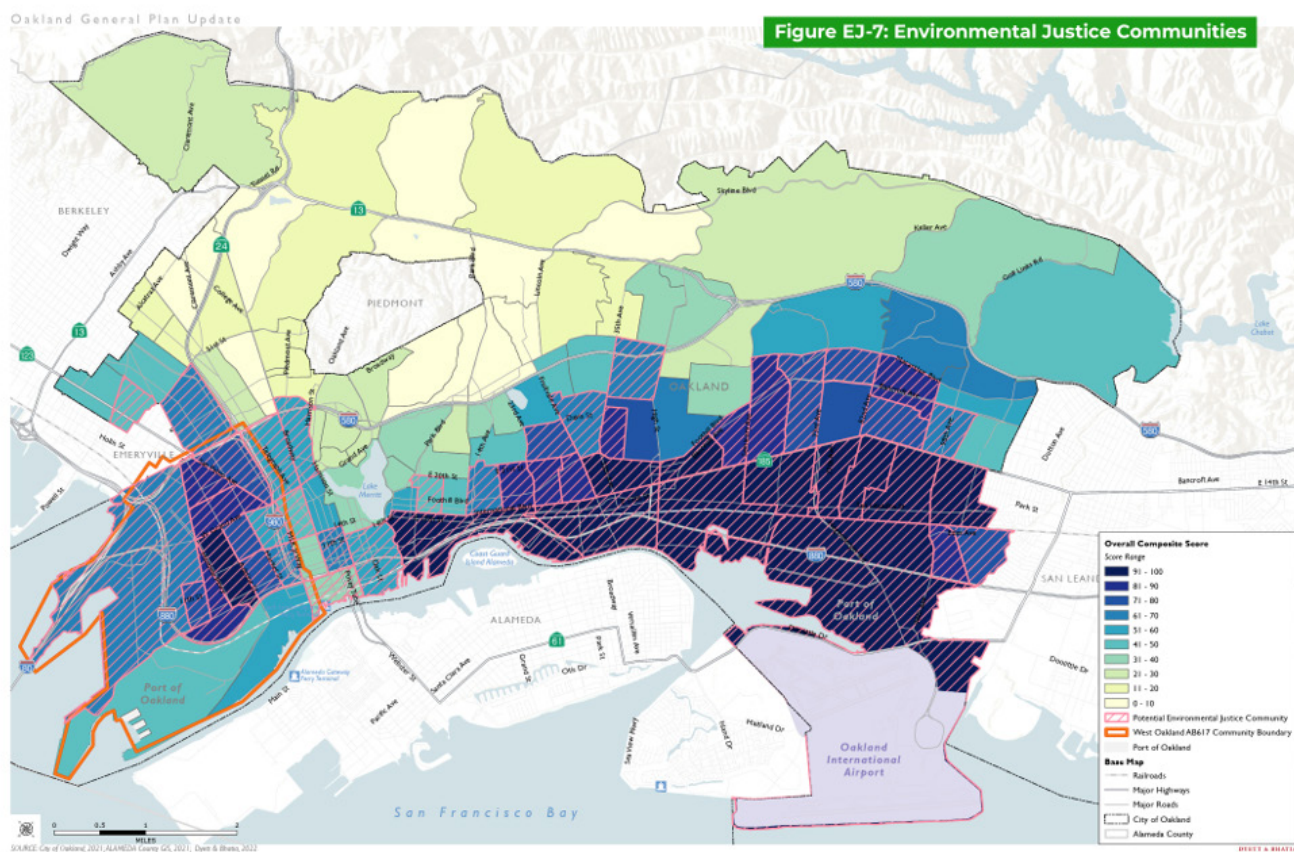


Out of the dozens of indicators, these are the most relevant to park maintenance equity:

- People of Color: Percentage of non-white, non-Hispanic/Latinx population in a tract.
- Low Income Households: Tract median household income at or below 80% statewide median.
- Concentration of Diesel Particulate Matter: Average of 1-km grid cell centers within the tract
- Traffic Density: CalEnviroScreen 4.0 raw score for Traffic Density.
- Lead: CalEnviroScreen 4.0 raw score for Children's Lead Risk from Housing.
- Impaired Water Bodies: CalEnviroScreen 4.0 raw score for Impaired Water Bodies.
- Solid Waste: CalEnviroScreen 4.0 raw score for Solid Waste.



- Urban Heat Island: Urban Heat Island Index for California.
- Tree Canopy: Lack of tree canopy coverage (percent area without tree canopy).
- Park Access: Percentage of population within 10-minute (half mile) walk of a park.
- Number of violent crimes (aggravated assault, homicide, rape, and other sex offenses) per 1,000 population.
- Illegal Dumping: OAK 311 Service calls for illegal dumping per 1,000 tract residents.



## OakDOT and EJ Communities Tool Comparison

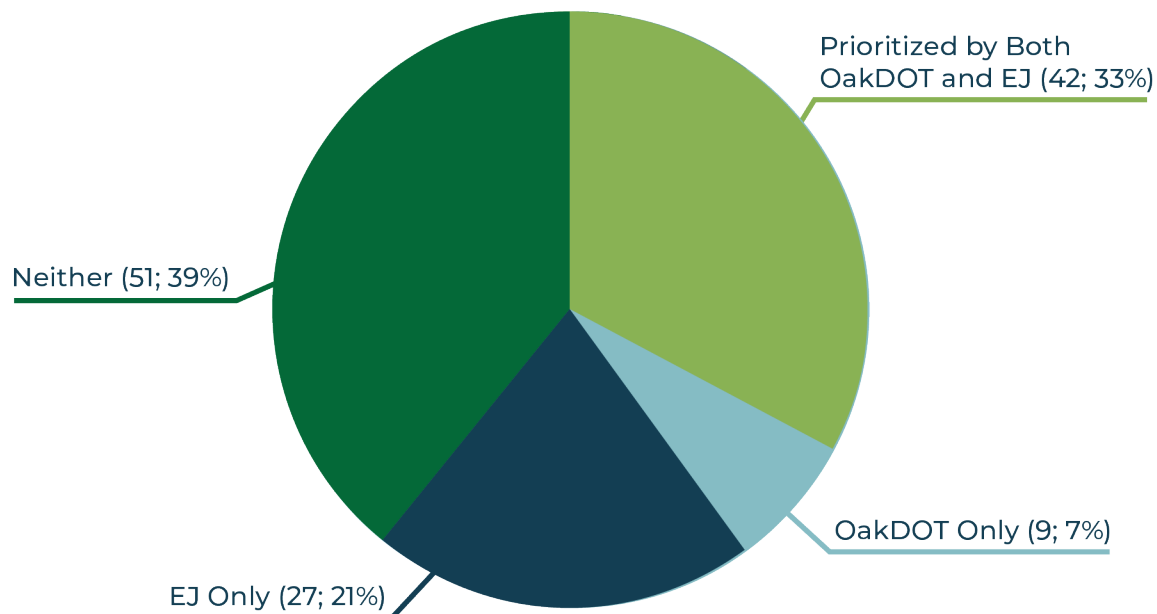
### OAKDOT GEOGRAPHIC EQUITY TOOLBOX VS. EJ PRIORITY COMMUNITIES

| Priority Status         | OakDOT Equity Toolbox Parks |            | EJ Priority Communities Screen |            |
|-------------------------|-----------------------------|------------|--------------------------------|------------|
|                         | Count                       | % of Total | Count                          | % of Total |
| Highest / High Priority | 51                          | 39.5%      | 69                             | 53.5%      |
| Non-Priority            | 78                          | 60.5%      | 60                             | 46.5%      |
| All Parks               | 129                         | 100%       | 129                            | 100%       |

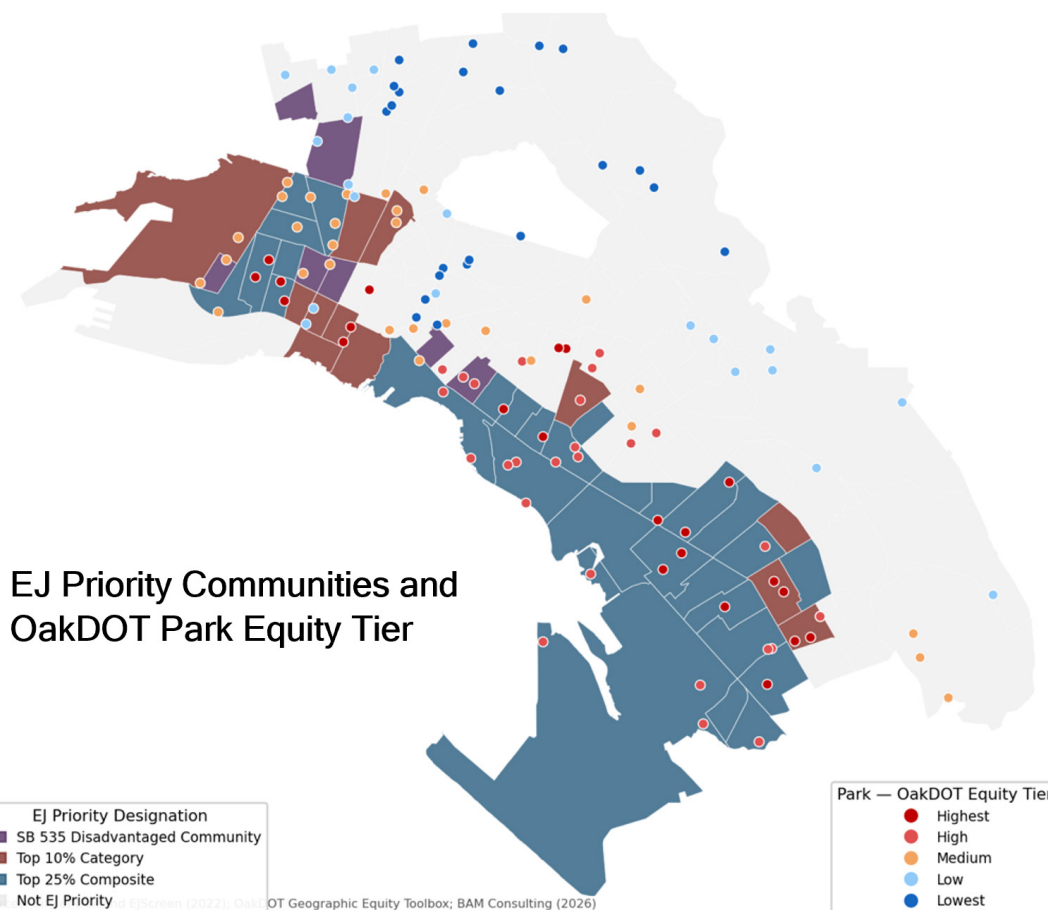
The OakDOT Geographic Equity Toolbox designates 51 parks (40%) as Highest or High priority; the SB 1000 EJ designation prioritizes 69 parks (53%). The two tools overlap substantially but are not interchangeable. Of the 51 OakDOT-priority parks, 42 are also EJ-designated — but 9 are not. The EJ screen prioritizes 27 additional parks that OakDOT does not. PRAC and the Working Group can take a closer look at those 27 parks. Fifty-one parks are not prioritized by either tool.



### Priority Method Overlap (Park count and percent)



### Park Usage





The OakDOT Toolbox and the EJ Screen do not account for actual park usage, and neither do current OPW staffing allocations. Some stakeholders argued that heavier-used parks should receive proportionally more maintenance resources.

The City of Oakland does not currently have a data set demonstrating park usage, and funding is not currently budgeted for park usage data collection. Some cities and park districts utilize subscriptions to placed-based aggregated cell phone data (such as Placer AI) to obtain an approximation of this data. Aggregate cell phone mobility data can reveal actual visit counts, visit timing, and visitor origin by park. One limitation of cell phone data is that it will not reveal how the park is specifically being used. This data is not integrated into Oakland's equity analysis, but, despite its limitations, may allow the City to distinguish between parks that are heavily used despite poor conditions and parks that are underused because conditions have deterred residents. Any usage-based prioritization must consider that parks in the worst condition may show low usage because they are not safe, functional, or pleasant. If the City incorporates usage data, it should be used to help bring all parks up to a minimum standard and not used prematurely to deprioritize parks that experience low usage without further investigation. It would also be beneficial for the Working Group to explore what types of studies other cities have done to more accurately and precisely determine park usage by number of persons and type of use.

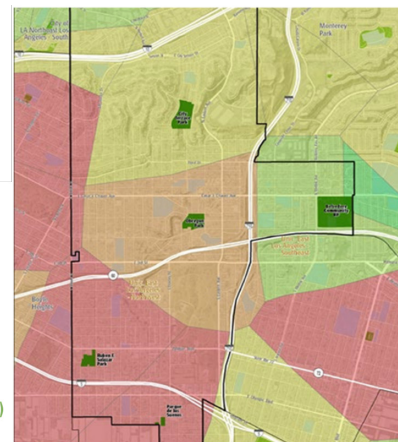
## Park Pressure (Park Demand)

To correct the issue of poorly maintained parks not receiving priority because of low usage, the City can consider the “park pressure” metric, utilized by LA County's 2016 Parks Assessment.

**Park pressure** calculates a score for each park to understand how many residents depend on a given park relative to its size. Each household is assigned to the park that is closest. All those households make up that park's “parkshed”. The total population within that parkshed, divided by the park's acreage, produces a park acres-per-1,000-residents figure.

### Example Park Pressure Map from

|                                            |
|--------------------------------------------|
| <b>Bandini Park (3.32 Acres)</b>           |
| 1.24 park acres per 1,000                  |
| <b>Bristow Park (11.35 Acres)</b>          |
| 0.91 park acres per 1,000                  |
| <b>Rosewood Park (5.65 Acres)</b>          |
| 1.82 park acres per 1,000                  |
| <b>Veterans Memorial Park (9.73 Acres)</b> |
| 2.16 park acres per 1,000                  |



Various studies report that people are more likely to visit the park closest to them, and that people tend to visit their closest park more frequently than parks farther away. Thus, the population in the parkshed, is the population most likely to use the park at the center of the parkshed. Parks with higher park pressure face higher potential demand and are more likely to experience heavy use and therefore might need increased maintenance. A small neighborhood park in a dense flatlands neighborhood with no nearby alternatives faces fundamentally different maintenance needs than a large park with ample capacity. The City of Los Angeles recently used the park pressure methodology but used population projection data to understand future park demand.

## Refining the Equity Prioritization Approach

It is recommended that PRAC and Working Group explore and test a supplemental set of equity variables that are more directly related to parks to help to inform prioritization over time. This recommendation has a direct precedent in the OSCAR Element, which recognizes that a uniform service area standard cannot be applied equally across Oakland's flatlands and hills. As OSCAR states, because the percentage of households without autos is ten times greater in the flatlands than in the hills, and average density is five times greater, “the same service standard cannot be applied in both places.” The factors OSCAR



identified as driving park need; lower incomes, limited auto ownership, larger numbers of children, apartment dwelling without usable open space, denser development, and larger concentrations of at-risk youth, are the same factors that define equity-priority communities today.

Some additional indicators to explore include:

- 1. Park pressure (demand relative to supply):** Asks how much park land is available to residents in the area around each park? It assesses the potential number of nearby users for each park in the city by analyzing population density in conjunction with park size. Parks with a small number of acres per 1,000 nearby residents are likely to be more heavily used than parks with a larger number of acres per 1,000 nearby residents. A small park surrounded by dense multifamily housing and few nearby alternatives faces fundamentally different maintenance pressure than a large regional park with ample capacity. LA County uses the park pressure metric.
- 2. Proximity to schools and subsidized housing:** Parks adjacent to schools or large subsidized housing complexes serve concentrated populations with limited alternatives and high youth presence. These parks absorb disproportionate use and should carry additional weight in prioritization.
- 3. After school and youth programing:** Some stakeholders suggested that parks that host after school or other youth programs should be prioritized for park maintenance and Measure Q resources.
- 4. Multi-family housing:** Parks in areas with high concentrations of people living in multifamily housing (five or greater units) are less likely to have access to private outdoor space and thus, have a potential higher dependency on parks.
- 5. Concentrations of older adults:** Parks serving high concentrations of older adults face elevated dependency from a population with limited mobility and fewer transportation alternatives. Seniors use the park closest to them most often and for longer periods. These parks may be identified using two complementary data sources: census tracts with high shares of residents 65 and over, and proximity to senior centers, senior housing, and assisted living facilities.
- 6. Zero-vehicle households:** Households without a car are most dependent on their nearest park. Prioritize parks with high concentrations (or numbers) of zero-vehicle households.
- 7. Environmental Indicators:** Air Quality OR only the environmental indicators in CalEnviroScreen 5.0 (so as not to double county demographics); Tree canopy (from the Urban Forest Plan not the EJ Screen); and Urban heat island.
- 8. Safety / property crimes / violent crimes:** Will my car get broken into? Will my kid witness an altercation? If people do not feel safe at a park, they will go elsewhere or stay home.
- 9. Current condition relative to classification standard:** A park that is below its minimum standard should be prioritized over one that is meeting it, regardless of neighborhood designation. Condition data from the annual assessment should feed directly into the prioritization framework.

**Access to supplemental resources:** Parks in lower-income neighborhoods are less likely to benefit active “Friends of X Park” groups. A park with no external support network is more dependent on public maintenance investment than one with an active foundation. This variable corrects for a systematic inequity in how the civic sector supports Oakland’s parks. However, as parks in these neighborhoods receive capital investment improvements (renovation, new amenities, etc.), it may provide an opportunity to shift maintenance resources to other parks in similar locations that have not as recently received improvements. These variables can be developed through the Working Group and validated with community input before being incorporated into the formal prioritization framework. If useful, PRAC or the Working Group can find ways to vet draft equity criteria with community stakeholders in the highest priority neighborhoods.

The OSCAR update and any future parks master plan can serve as opportunities for memorializing an equity framework for maintenance services. Once adopted, the equity-based prioritization framework should directly drive Measure Q budget allocations and operational staff scheduling decisions.





## V. Structural Barriers to Equitable Park Maintenance

A comprehensive equity analysis must acknowledge the structural conditions that constrain Oakland's ability to deliver equitable park maintenance. These barriers should be understood and addressed as part of a broader equity strategy for park maintenance that looks beyond Measure Q alone. Addressing some of these barriers will help Measure Q be more effective.

### CITY FISCAL CRISIS

Oakland's general fund shortfall has led to Measure Q revenues partially supplanting rather than supplementing park maintenance funding. The Landscape and Lighting Assessment District (LLAD) fund has lost purchasing power because it was not indexed to inflation. The repeated suspension of the Maintenance of Effort requirement - covered in detail in Section III - has compounded both problems, redirecting revenues away from the new investment the equity objective requires. While Measure Q is expected to backstop General Fund failures, its capacity to close equity gaps in park maintenance will remain constrained.

### STAFFING AND HIRING CHALLENGES

The Park Maintenance Assessment (BerryDunn, September 2025) quantifies the current systemwide staffing gap across the two OPW divisions responsible for park maintenance: Parks Services (grounds, landscape, and daily maintenance) and Facilities Services (park buildings and structures). Across both divisions combined, 71 FTEs are filled against 133 recommended, a 47% systemwide shortfall, leaving approximately 77,000 hours of maintenance work undone each year. Parks Services carries the larger absolute gap; Facilities Services carries the larger proportional gap.

Oakland's park maintenance staffing crisis is decades in the making. In 2018, OPRF documented that total park maintenance staffing – then at 105 FTEs, was at only 60% of the 175 FTEs allocated in 1970. The 2008 recession cut staffing to a low of 80 FTEs. Staff composition also shifted: skilled gardener positions declined from a high of 91 to 34 by 2018, replaced largely by part-time park attendants who are not trained to perform horticultural and preventive maintenance tasks. Only 4.5 custodial FTEs were allocated to maintain all free-standing park restrooms, with just two workers covering weekends citywide, when park use peaks. These structural deficits were in place before Measure Q and have not been fully resolved.

### PARK MAINTENANCE ASSESSMENT - STAFFING SUMMARY

| Metric                                    |          | Parks Services               |             | Facility Services (for Parks) |             |
|-------------------------------------------|----------|------------------------------|-------------|-------------------------------|-------------|
|                                           |          | Oakland Actual (Summer 2025) | Recommended | Oakland Actual (Summer 2025)  | Recommended |
| # FTE Dedicated to Daily Park Maintenance | Budgeted | 105.00                       | 115.11      | 12.00                         | 17.97       |
|                                           | Filled   | 64.00                        |             | 7.00                          |             |
| Available Annual Field Work Hours         |          | 79,117.60                    | 142,405.29  | 8,660.05                      | 22,228.24   |



| Metric                   | Parks Services              |             | Facility Services (for Parks) |             |
|--------------------------|-----------------------------|-------------|-------------------------------|-------------|
|                          | Oakland Actual (Summer2025) | Recommended | Oakland Actual (Summer 2025)  | Recommended |
| Annual Shortfall (hours) | 63,227.69                   |             | 13,568.19                     |             |
|                          | 76,795.88                   |             |                               |             |
| Annual Shortfall (%)     | 44.4%                       |             | 61.0%                         |             |
|                          | 46.65%                      |             |                               |             |

| Assumptions                   |        |
|-------------------------------|--------|
| Field working hours per day   | 5.45   |
| Average working days per year | 227.00 |

Source data: Oakland CA Maintenance Assessment Draft (BerryDunn, 9/18/2025)

The 2025 Parks Maintenance Assessment’s conclusion, that parks are “generally performing at a level that meets the needs of services provided,” reflects the effort of existing staff, not the adequacy of current investment. The shortfall does not fall uniformly across the system. Without an explicit, equity-grounded allocation framework, the gap falls hardest on the parks that already have the least. Several specific frozen positions sit within this larger gap and directly affect Measure Q service delivery.

## DEFERRED MAINTENANCE AND THE EMERGENCY REPAIR CYCLE

When routine maintenance is delayed, assets fail - and emergency repairs cost more than prevention. The cycle is self-reinforcing. The Working Group should assess whether certain types of deferred maintenance escalate in repair or replacement cost faster than others. A bench or a fence may cost roughly the same to fix in three months or three years, but a leaking roof, a failing irrigation system, or degraded play surfacing can escalate from a routine repair to a full replacement on a much shorter timeline. Identifying which amenity types carry compounding cost trajectories, and which equity-priority parks hold them, allows the City to prioritize prevention where it produces the largest fiscal and equity return.

## UNHOUSED RESIDENTIAL ENCAMPMENT MANAGEMENT

Unhoused residential encampment management is another structural barrier with direct maintenance consequences. The County provides funds to Oakland to support their work with the unhoused population (and to provide sanitary services), but City staff assert that that County funding is not nearly enough for the scale of the problem. Measure Q allocates a dedicated funding stream for unhoused services - 30% of tax revenue - separate from the park maintenance allocation. In practice, however, encampments in and around parks create maintenance burdens that fall on OPW’s park maintenance budget and staff, not the unhoused services budget. Encampments may also cause fire and sanitation impacts which can burden the City stormwater system. Cleanup coordination between OPW, OPRYD, and the City’s unhoused response infrastructure is inconsistent, and when cleanups do not happen on a reliable schedule, park maintenance staff absorb the Workload. Additional time on encampment-related work means less time on routine maintenance. This dynamic is particularly acute in equity-priority parks, which data and field observation consistently show carry a disproportionate share of encampment activity.

In 2025, City Council adopted the [Encampment Abatement Policy \(EAP\)](#) which replaces the 2020 Encampment Management Policy. Mayor Lee established an “Office of Homelessness Solutions”. In addition to Measure Q funds for homeless services, Oakland receives a large infusion of Alameda County’s Measure W funds for homelessness



The people experiencing homelessness in and around these parks also have legitimate needs that a cleanup-only response does not address. The current funding structure and coordination gap means that a problem Measure Q explicitly funded is still landing, in part, on the park maintenance budget and the staffing. Closing that coordination gap - between the unhoused services funding stream and parks operations will help the City reach Measure Q maintenance targets.

The jurisdictional split makes this harder to solve. The Commission on Homelessness oversees Measure Q funds for unhoused services, while PRAC oversees the park maintenance funds, but OPW, Parks staff, and park users are impacted by the maintenance consequences. This report recommends creating a formal coordination mechanism between parties involved in these two funding streams. The Working Group can help decide how that coordination occurs (i.e., PRAC and the Commission on Homelessness; OPW, Office of Homeless Solutions, and City Administrator, and/or the Equitable Park Maintenance Working Group and the Encampment Management Team (EMT)) by creating another interdepartmental working group.

## THE RESTROOM EQUITY PROBLEM

The restroom equity problem is structural because it has three distinct causes that Measure Q alone cannot fix: a capital funding gap for new construction, a coordination failure for restrooms that are closed or degraded, and a data gap that makes the problem invisible in current performance reporting. Restroom availability and maintenance are among the most visible equity issues in Oakland parks. Access to a clean, functioning, open restroom is a basic standard of usability. Three distinct problems require separate responses:

### HOW MANY RESTROOMS SHOULD OAKLAND PARKS HAVE? WHICH PARKS?

These are questions to address in the Parks Master Plan and OSCAR Element update.

Measure Q can fund maintenance and minor improvements, but getting the right number of restrooms in the right parks requires a capital planning commitment.

- **Parks with no restrooms at all.** For residents in lower-income neighborhoods without private outdoor space, the neighborhood park is an extension of home. A park without a restroom is less accessible, particularly for families with young children, elderly users, and people with disabilities. Significant new restroom construction requires a capital funding source beyond routine Measure Q maintenance funds.
- **Parks with restrooms that are effectively closed.** Several parks have restrooms formally or informally shut down due to chronic vandalism or staffing insufficient to maintain them at minimum standards. These parks are not included in cleaning count data, understating the actual maintenance gap - particularly in equity-priority neighborhoods.
- **Parks whose restrooms are degraded by encampments.** Unhoused residents using park restrooms as their primary sanitation option create maintenance demands that overwhelm normal cleaning schedules. This is not primarily a parks maintenance failure; it is a consequence of the larger federal, state, County, and City housing and social services shortfalls, external economic conditions, and policy decisions. Measure Q cannot be used for mobile shower or short-term rental sanitation options.

OSCAR Principle 11 states that: new facilities should not be developed “unless existing facilities are deemed to be satisfactory,” and projected maintenance costs must be “fully accounted for in all new facilities, with an assurance that these costs will not jeopardize existing facilities.” A restroom that is padlocked, structurally failed, or chronically under-maintained is not a satisfactory facility. The equity mandate requires closing that gap before redirecting resources to new park construction. Measure Q can operationalize and fund this 30-year-old OSCAR commitment to ensure the City is ready for new facilities.



# VI. Parks Conditions Assessment:

## Findings, Methodology, and Recommendations

The 2025 Parks Conditions Assessment, conducted by Kimley-Horn, provides a comprehensive park-by-park inventory and condition evaluation. A companion 2025 Park Maintenance Assessment conducted by BerryDunn evaluated staffing capacity and service delivery. This section uses those reports plus OPW’s quarterly Measure Q performance reports (covering FY2025 and the first two quarters of FY2025/2026 (through December 2025)) as the data foundation for this section. The performance data represents the most current available at the time of writing.

A snapshot of current conditions across Oakland’s park and facility types confirms the need for an adopted baseline and standard. The current data document the problem; they do not set the equity standard or rank parks. That requires facility type based standard and further analysis, which the Working Group can lead.

### PRELIMINARY FINDINGS

The 2025 Parks Inventory and Conditions Assessment cataloged amenities across all 129 parks in Oakland’s system, spanning eight park classifications:

- 46 Neighborhood Parks
- 14 Active Mini-Parks
- 6 Plazas
- 19 Community Parks
- 10 Passive Mini-Parks
- 13 Athletic Fields
- 8 Linear Parks
- 13 Special Use Parks

The inventory data reveals a system with wide variation in basic amenity access with significant gaps in highly desirable park usability features. A limitation of this dataset is that not all amenities were assessed for functionality. Recreation center and other building interiors were not assessed, only their presence or absence noted, due to funding limitations for this endeavor and plans for a future separate facilities condition assessment. Irrigation systems were recorded as present or absent, with no evaluation of functionality. Future conditions assessments may consider expanding what is inventoried compared to how it functions.

### PARK CONDITION FINDINGS

The 2025 assessment rated each asset on a five-point scale: A/Priority 5 (early in lifecycle), B/Priority 4 (recommended), C/Priority 3 (necessary, not yet critical), D/Priority 2 (potentially critical), and F/Priority 1 (currently critical). Each park’s overall score is an unweighted average of all assessed assets. The findings demonstrate the ongoing need for Measure Q investment, with parks most likely to serve low-income residents and residents of color disproportionately concentrated at the lower end of the scoring scale.

| GRADE                                 | PARKS | SHARE OF SYSTEM |
|---------------------------------------|-------|-----------------|
| A or B - Recommended or better        | 14    | 11%             |
| C - Necessary, not yet critical       | 99    | 77%             |
| D - Potentially Critical <sup>2</sup> | 16    | 12%             |
| F - Currently Critical                | 0     | 0%              |

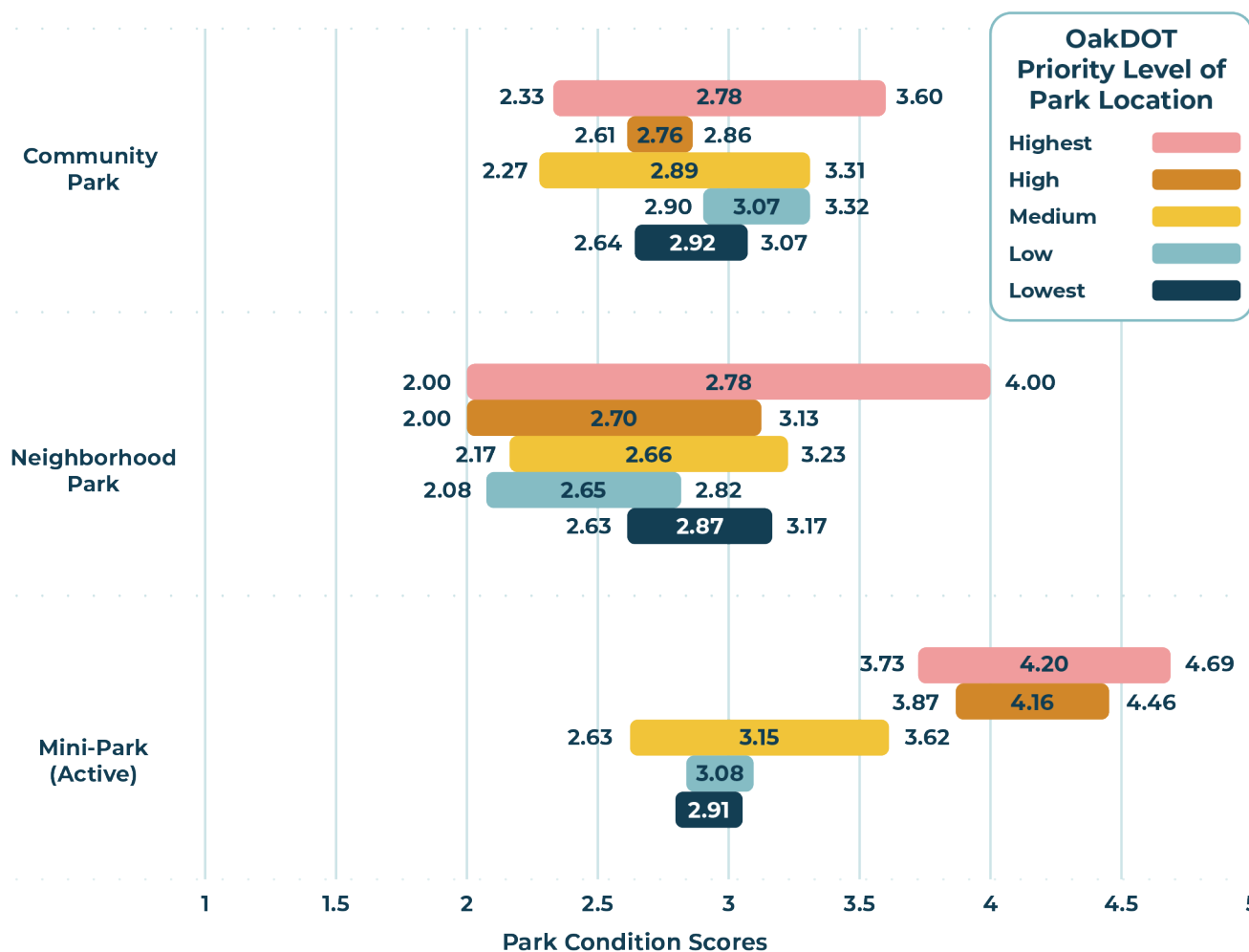
<sup>2</sup> The Kimley-Horn assessment scored Grove Shafter Park as three separate parcels; all three score in the D range and are counted separately here consistent with the assessment methodology. As a single park, the D-range count is 14.





The chart below disaggregates condition scores by park classification and equity priority tier. Active mini-parks in Highest and High priority areas scored highest overall, reflecting the 2022-2025 Mini Parks Beautification Project, a \$5 million Caltrans capital grant that funded new equipment, resurfacing, shade, and water fountains at nine equity-priority parks. Those scores reflect a one-time capital infusion, not the current maintenance system. Mini-parks in Low and Lowest tiers received no comparable intervention and have no B or A scoring parks. The data illustrated that when routine maintenance fails chronically, as it has prior to Measure Q, in equity-priority neighborhoods, deferred maintenance eventually requires emergency capital grants to restore what prevention should have handled.

**Condition Score Ranges by Park Type and OakDOT Priority**



## Parks and Amenities in the D Range

Sixteen assessment entries average in the D/Priority 2 (potentially critical) range, representing 14 distinct parks. Eastlake/Fruitvale accounts for five, and West Oakland, Coliseum/Airport, and North Oakland/Temescal each contribute two to three more. All four areas have high proportions of low-income residents and residents of color.

The concentration of D-range (potentially critical) parks in Highest-tier neighborhoods - including three parks with scores of 2.0, the lowest in the system - represents the most urgent maintenance equity findings in the conditions data.



- **Eastlake/Fruitvale (5 parks):** William D. Wood Park (2.00, Highest), Garfield Park (2.00, Highest), Central Reservoir Park (2.33, Highest), Franklin Park (2.20, High), Bella Vista Park (2.33, Medium)
- **West Oakland (2 parks):** DeFremery Park and Pool (2.39, Highest), South Prescott Park (2.20, Medium)
- **Coliseum/Airport (3 parks):** Tassafaronga Park (2.33, Highest), Columbian Gardens (2.00, High), Oakport Field (2.00, High)
- **North Oakland/Temescal (3 entries, 1 park):** Grove Shafter Park parcels 2 and 3 (2.08-2.17, Medium/Low); Mosswood Park (2.27, Medium)<sup>3</sup>
- **Other (3 parks):** Cleveland Cascade (2.17, Low), Hellman Park (2.29, Medium), Davie Tennis Stadium (2.09, Lowest)

Parks in the Highest equity-priority tier average 3.11 - the highest of any tier - but also have the highest share of D-range parks at 17%. Parks in the Low and Lowest tiers have no B or A parks. Not one of the 43 parks in those tiers is in Recommended or Better Condition. The floor is being maintained; the ceiling is not being reached.

The most common worst-condition asset across all parks is the common bench (31 parks), followed by non-lighted basketball courts (15 parks), drinking fountains (10 parks), bleachers (7 parks), chain-link fencing (7 parks), and regulatory signage (6 parks). Benches and basketball courts are high-use, high-visibility amenities and their deterioration is immediately apparent to park users, directly affecting whether a park feels maintained and welcoming. In equity-priority parks, these failures compound: a park with a failing basketball court and a non-functional restroom is physically degraded and signals to the community that the park is not a priority.

## Playground Equipment

In Community Parks, Highest and High priority parks score modestly above Low and Lowest tiers - a demonstration of an equity-aligned pattern. Neighborhood Parks show the most irregular distribution, with Medium priority parks scoring lowest (2.34), below both equity-priority and lower-priority parks. One hypothesis is that Medium-tier parks lack both the equity-priority investment directed at higher-tier parks and the community capacity. Volunteer driven friends groups, lower vandalism rates, and philanthropic support can offset maintenance deficits in lower-priority parks.

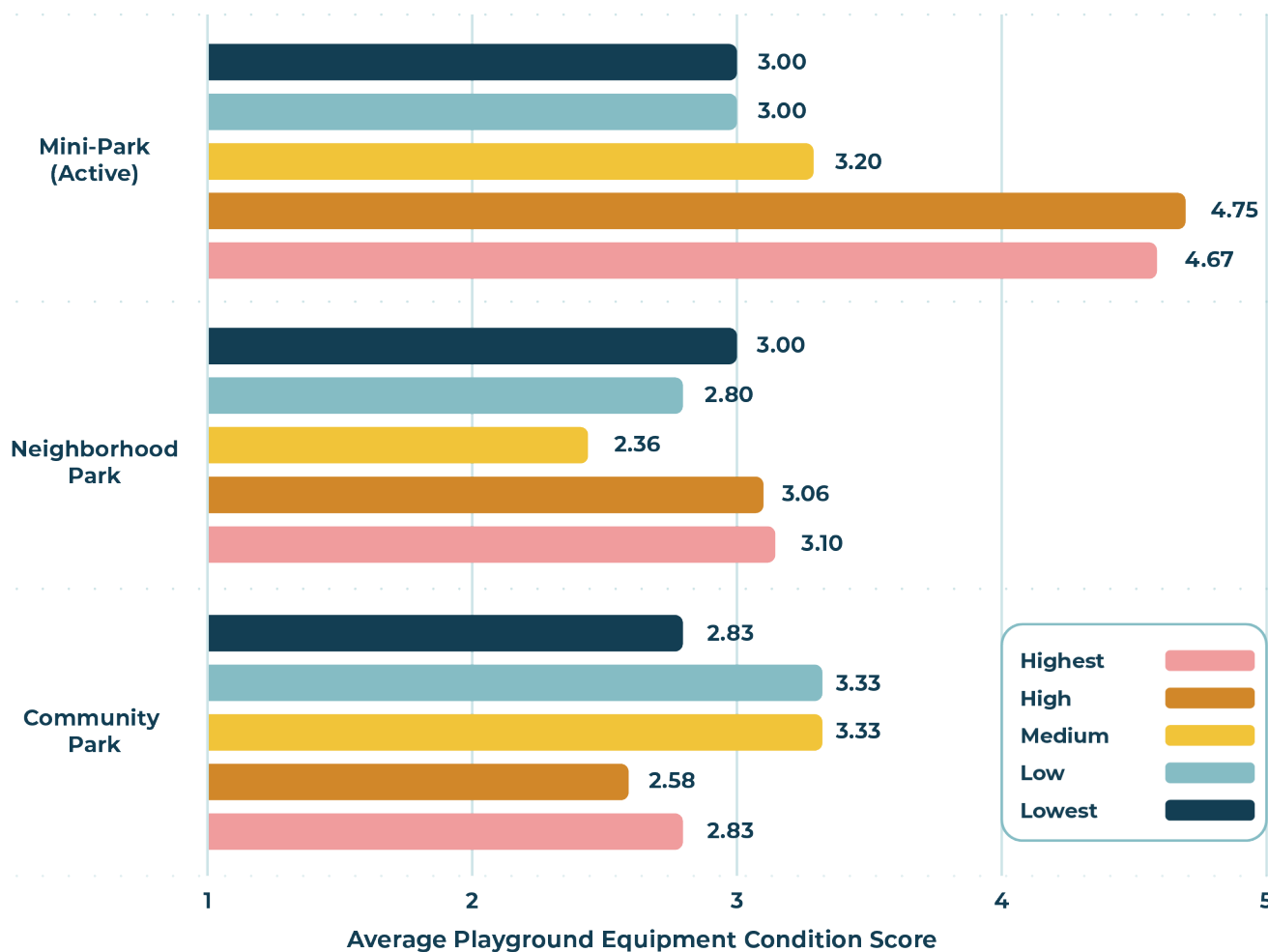
Playground equipment is among the most safety-critical park assets. Degraded equipment poses direct physical risk to children, and poor-condition equipment can render a park unusable for the families it is meant to serve. The absence of a clear, consistent equity pattern in playground equipment scores - rather than confirming adequate conditions - reflects the absence of a systematic, equity-driven maintenance approach.

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<sup>3</sup> Grove Shafter Park 1, 2, and 3 are separately scored parcels of a single contiguous park, consistent with the Kimley-Horn inventory methodology.



## Playground Equipment Condition by Park Type and OakDOT Priority Level



## Restroom and Amenity Access

Access to basic amenities varies widely across Oakland's 129 parks. The table below summarizes the most significant gaps. Parks without restrooms, drinking water, or shade are structurally unusable for many residents, regardless of condition scores. Unless it is a reopening of a previously shuttered facility, Measure Q can do little to meet this need.

The equity gap is significant. Among eligible parks in Highest or High equity-priority neighborhoods, only 34% have a restroom - compared to 44% in non-priority neighborhoods. The communities Measure Q is most explicitly designed to serve are the ones with the least access to this basic amenity. Rec center restrooms partially offset this gap for Community Parks but are only accessible during building hours. Without staffed community centers, parks like Bushrod and DeFremery may have no restroom access during evenings and weekends when use peaks.

| AMENITY                                            | PARKS WITH NO ACCESS | NOTES                                                |
|----------------------------------------------------|----------------------|------------------------------------------------------|
| Restroom (any kind)                                | 81 of 129 (63%)      | Includes rec center/pool restrooms where available   |
| Restroom <sup>4</sup><br>eligible park types only* | 47 of 78 (60%)       | Community Parks, Neighborhood Parks, Athletic Fields |

<sup>4</sup> Mini-Parks, Linear Parks, Plazas, and Special Use Parks are excluded from the restroom analysis because they were not designed to include restroom facilities.



| AMENITY                        | PARKS WITH NO ACCESS | NOTES                                            |
|--------------------------------|----------------------|--------------------------------------------------|
| Drinking water                 | 76 of 129 (59%)      | Fountain or bottle filler                        |
| Shade at playgrounds           | 60 of 129 (46%)      | Never provided, won't appear in condition scores |
| Site lighting                  | 69 of 129 (53%)      | Athletic Fields almost entirely unlit: 12 of 13  |
| Playground + no restroom       | 49 parks             | Direct usability failure for families            |
| Playground + no drinking water | 29 parks             | Health risk during heat events                   |

43 parks (33%) lack a restroom, drinking water, and a playground. Ten of those are Neighborhood Parks - the classification specifically intended to serve nearby residents as primary recreational space. These are not maintenance failures. They are investment gaps that condition scoring cannot capture and that Measure Q maintenance funds alone cannot fix.

Full amenity gap analysis by equity tier is a recommended task for the next update to OSCAR, when capital funding can be prioritized to address this inequity.

## MAINTENANCE PERFORMANCE FINDINGS: OPW QUARTERLY REPORTING (FY2025)

The Parks Maintenance Operations Analysis concluded that Oakland's parks are "generally performing at a level that meets the needs of services provided." That finding reflects what staff are accomplishing under severe resource constraints - not whether parks are meeting the needs of the communities they serve.

The 2025 Parks Conditions Assessment tells us what the system looks like. OPW's FY2025 quarterly reports tell us how it is being maintained. Together they reveal a system that is understaffed relative to its own commitments, with equity-priority parks consistently receiving worse outcomes on the metric that matters most to residents: restroom cleaning.

One structural limitation applies to all findings in this section: OPW's quarterly reporting covers only the 11 major parks and sports fields. Neighborhood parks, mini-parks, linear parks, plazas, and special use parks - the parks most likely to serve lower-income residents - are not tracked - an equity issues that must be addressed in the OSCAR Element, Parks Master Plan, and capital budget decisions.

The FY2025 performance summary across all four metrics is in the table below.

| METRIC / STANDARD                                                                                                         | Q1  | Q2   | Q3   | NOTES                                                                                                         |
|---------------------------------------------------------------------------------------------------------------------------|-----|------|------|---------------------------------------------------------------------------------------------------------------|
| <b>Dedicated Staffing at Major Parks</b><br><b>Goal: 1 FTE/park/month (Measure Q); 1 FTE/10 acres (industry standard)</b> |     |      |      |                                                                                                               |
| Met Measure Q goal (1 FTE/park)                                                                                           | 91% | ~85% | 100% | Q3: first quarter with 100% compliance. Persistent exceptions: Lakeside (122 ac) and Joaquin Miller (150 ac). |
| Met industry standard (1 FTE/10 ac)                                                                                       | 82% | ~70% | 82%  | Overall trend positive through FY2025.                                                                        |



| METRIC / STANDARD                                                                                        | Q1             | Q2             | Q3             | NOTES                                                                                                                                                                                              |
|----------------------------------------------------------------------------------------------------------|----------------|----------------|----------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Sports Field (Ballfield) Mowing</b><br>Goal: 2x/month peak season (Apr–Oct); 1x/month off-peak        |                |                |                |                                                                                                                                                                                                    |
| Parks meet-ing mowing target                                                                             | 64%            | 69%            | 77%            | 23–36% of individual parks fell short every quarter despite citywide totals meeting targets.                                                                                                       |
| Equity disparity (EQ vs. non-priority)                                                                   | Positive       | Positive       | Positive       | Equity-priority parks consistently more likely to meet targets. One frozen Park Equipment Operator position cited as cause of gap in this park category.                                           |
| <b>Trash and Litter Collection</b><br>Measure Q goal: ~12 pickups/month; Baseline: 2x/week               |                |                |                |                                                                                                                                                                                                    |
| Met Measure Q goal (~12 pickups/month)                                                                   | Never met      | Never met      | Never met      | Goal not met in any quarter of available FY2025 reporting.                                                                                                                                         |
| Met baseline standard (2x/week)                                                                          | ~76%           | varies         | ~96%           | Performance improved through the year. 6 frozen Gardener II positions cited as constraint.                                                                                                         |
| Equity disparity (EQ vs. non-priority)                                                                   | Favorable      | None           | Favorable      | Q1 and Q3: equity-priority parks met targets at higher rates. Q2: no meaningful difference.                                                                                                        |
| <b>Restroom Cleaning — Most Serious Equity Finding</b><br>Goal: 2x/day at 80%+ of time; Baseline: 1x/day |                |                |                |                                                                                                                                                                                                    |
| Met Measure Q goal (2x/day, 80%+)                                                                        | No park        | No park        | No park        | Goal not met at any park in any quarter.                                                                                                                                                           |
| Met baseline (1x/day) — EQ-priority parks (5 parks)                                                      | 1 of 5 (20%)   | 3 of 5 (60%)   | 0 of 5 (0%)    | Q3: app failure on route covering Central Reservoir, Concordia, and Lowell — all in equity-priority neighborhoods and, the system cannot reliably confirm equity-priority parks are being cleaned. |
| Met baseline (1x/day) — Non-priority parks (24 parks)                                                    | 15 of 24 (63%) | 17 of 24 (71%) | 13 of 24 (54%) | 2 vacant Measure Q-funded Custodian positions are a barrier to closing this gap.                                                                                                                   |

## KEY TAKEAWAYS:

- Dedicated staffing** trended positive through FY2025, reaching 100% Measure Q compliance in Q3 - the first quarter with no underperforming park. Lakeside and Joaquin Miller are too large to fully staff with current FTEs.
- Sports field mowing** improved each quarter (64% → 69% → 77% meeting targets). Equity-priority parks consistently outperformed non-priority parks.
- Trash collection** never met the Measure Q goal of 12 pickups/month in any quarter. Baseline compliance (2x/week) improved to ~96% by Q3. Six frozen Gardener II positions are OPW's stated constraint.
- Restroom cleaning** is the weakest metric and the one with the clearest equity disparity - addressed separately below.



## Restroom Cleaning Equity Challenges

The Measure Q goal of twice daily cleaning has not been met at any park in any quarter. Even the once-daily baseline is met by only about half of parks with restrooms.

In Q3 FY2025, zero of five equity-priority parks met the baseline - while 13 of 24 non-priority parks did. OPW attributed the Q1 and Q3 disparities to a tracking app failure on routes covering Central Reservoir, Concordia, and Lowell - all equity-priority parks. Retraining between Q1 and Q2 produced temporary improvement, but Q3 shows the problem was not resolved.

The cause matters less than the consequence: if the data entry is wrong, the City cannot confirm equity-priority parks are being cleaned. If it is right, they are being cleaned less than once a day. Two vacant Measure Q funded Custodian positions, held up due to Finance Committee review, represent a direct barrier to closing this gap.

| Q2 FY2025/2026 Update: Restroom Cleaning Equity Disparity Persists                                                                                                                                                                                                                                     |         |    |          |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------|----|----------|
| Central Reservoir                                                                                                                                                                                                                                                                                      | High    | 29 | FAIL     |
| Cesar Chavez                                                                                                                                                                                                                                                                                           | High    | 18 | FAIL     |
| Concordia                                                                                                                                                                                                                                                                                              | High    | 24 | FAIL     |
| Lowell                                                                                                                                                                                                                                                                                                 | Highest | 26 | FAIL     |
| San Antonio                                                                                                                                                                                                                                                                                            | High    | 57 | PASS     |
| Non-priority parks avg.                                                                                                                                                                                                                                                                                | —       | 32 | ~54% met |
| <b>Coverage notes:</b> OPW performance reporting covers only 11 major parks and sports fields. Neighborhood parks, mini-parks, linear parks, plazas, and special use parks - the parks most likely to serve lower-income residents - are not tracked, because they are not expected to have restrooms. |         |    |          |

### Q2 FY2025/2026 UPDATE: THE DISPARITY PERSISTS

Citywide restroom cleaning reached 103% of baseline in Q2 FY2025/2026 - the first time the system has exceeded the baseline average. But 4 of 5 equity-priority parks still failed. This shows aggregate improvement while equity gaps remain. Aggregate metrics are insufficient to measure equity goals.

On other metrics in FY2025/2026: dedicated staffing retreated from Q3 FY2025 highs with 73% of major parks meeting the Measure Q FTE target (8 of 11), down from 100%. Mosswood recorded 0.06 FTEs - effectively zero staff for a Community Park in the D-range. Mowing improved, with 93% meeting the off-peak target in November-December. The FY2025/2026 reports dropped equity disaggregation for mowing and trash - a regression OPW should reverse in Q3 reporting when capacity and data collection allows.

## RECOMMENDATIONS FOR FUTURE MAINTENANCE PERFORMANCE ASSESSMENTS

The 2025 assessment established a valuable baseline. The recommendations below address the five limitations named above and are organized by what they require: the first set improves the data the City already has, and the second set shapes the next field assessment. All of this would be future Working Group tasks, conducted in partnership with DRE. Together these improvements directly advance City Auditor Recommendations #5 and #6, which called for outcome-based park condition standards and an annual conditions assessment reported to PRAC. They also respond to DRE's conclusion that "accuracy and equity assessment is necessary and still achievable," but only with additional methodological rigor.



## Fixes to the Existing Data (Immediate)

These can be applied to the current dataset without a new field assessment.

- Review the scoring inconsistencies DRE identified and validate the revised data before it is used for any equity-based maintenance allocation.
- Establish a DRE verification sample as a standing quality check on the data.

## Shaping the Next Field Assessment (Next Cycle)

These require the next assessment cycle and the standards developed above.

- Develop minimum amenity standards and amenity-specific, pass/fail condition criteria by park classification, prioritizing the highest-stakes amenity types: restrooms, water fountains, play structures, athletic fields, and pathways. This is the foundational step the other fixes depend on. San Francisco's evaluation system is the model to move toward - 295 standards across 31 elements and 12 features, with pass/fail criteria defined for individual observable conditions so any two trained assessors reach the same conclusion. Oakland does not need that scale at the outset, but the next cycle should adopt its logic for the priority amenities.
- Move from a single blended park maintenance average toward distinct scores for physical condition and level of service, - Weight major assets (restrooms, play structures, athletic fields) above minor ones (benches, decorative fencing) within the condition score. Level-of-service standards exist mainly for major assets, which is why this depends on the facility-type standards developed in the first phase. The payoff is decision-useful information a single average cannot give: a splintering bleacher with exposed nails in a low-priority park is a safety problem that may outrank a non-working drinking fountain in a high-priority park on pure risk, while the fountain may rank higher once equity and level of service enter the picture. Separate scores allow for a more focused approach.
- Conduct annual assessments using the standardized, amenity-specific criteria as the benchmark - not open-ended condition ratings.
- Integrate quarterly field surveys by OPRF or trained community observers, using the calibrated checklist to capture conditions between annual assessments.
- Make park-level results publicly accessible, disaggregated by equity zone, park classification, and plan area, and ensure all digital documents meet WCAG 2.1 AA accessibility standards.



## ADA Accessibility

Disability access is an equity issue and a legal obligation. ADA compliance is an equity topic that requires deliberate integration in assessments from the start. The 2025 Park Inventory and Assessment was not scoped as an ADA compliance review, but the City's ADA Coordinator reviewed the assessment findings and identified several priorities for future iterations. Key recommendations include:

- Future assessments should explicitly document accessibility-related conditions observed during field visits: surface conditions on primary paths of travel, slope and barrier indicators, playground surface and transfer access, curb ramp presence, and apparent restroom access constraints. These observations should remain high-level rather than formal compliance reviews and will better inform both maintenance decisions and future ADA planning.
- Future reports should incorporate simple structured accessibility indicators - such as whether an accessible route appears present, accessible parking is observed, or playground surfacing condition likely affects accessibility - without exceeding a condition assessment scope.
- Future report versions should meet digital accessibility standards:
  - Proper heading structures, logical reading order, tagged tables, high-contrast colors, and narrative descriptions for maps and diagrams.
  - All photographs should include alt text and short explanatory captions to comply with WCAG 2.1 AA and the DOJ's 2024 Title II Web and Mobile Accessibility Rule, which applies to digital documents published by local governments.

ADA Program staff should be engaged early in the scoping of future park assessments to ensure regulatory alignment from the start.



Hardy Dog Park



## VII. Prioritizing Park Maintenance: A Potential Approach

This section recommends a potential approach for prioritizing Measure Q park maintenance investment. It identifies which parks should receive automatic top priority based on current condition data, explains why a different framework is needed to allocate maintenance resources more equitably, and proposes a multi-factor framework the Working Group and PRAC can refine over time. The framework draws on the conditions assessment data, equity geography from the OakDOT Geographic Equity Toolbox, and the park-level equity variables introduced in Section IV. It also depends on minimum maintenance and amenity standards by park classification, which do not yet exist and must be developed.

The approach in this section is a starting point, not a finished product. The condition data caveats noted in Section VI apply throughout; equity-based prioritization using condition scores should wait for a refined assessment developed in partnership with DRE. The minimum standards, prioritization factors, and weighting outlined below all require further development and vetting through the Working Group and PRAC, eventually with community/stakeholder input. This section gives that work somewhere to start.

### D-RANGE PARKS: AUTOMATIC TOP PRIORITY

The 2025 Kimley-Horn conditions assessment identified 14 distinct parks (16 assessment entries) with aggregate condition scores in the D range – an unweighted average below 2.5 on a 1-to-5 scale. These parks have passed the threshold where routine maintenance can raise the parks' conditions to acceptable levels. They will likely require targeted intervention and a remediation plan, in addition to continued maintenance. One approach to consider is that D-range parks get automatic top priority for Measure Q resources, regardless of other factors - with the caveat that the underlying condition scores must be reviewed and validated by the Working Group before driving final prioritization decisions. The prioritization framework described below applies to all other parks after D-range remediation is accounted for.

Equity sequencing applies among D-range parks. Four of the 14 are in the Highest equity tier and three are in the High tier – seven of the 14 serve the communities with the greatest documented need. The Working Group and PRAC should address D-range parks in order of equity tier, using whichever equity methodology they ultimately adopt.

Of all D-condition parks, four scored 2.00, the lowest scores in the system: William D. Wood, Garfield Park (both OakDOT highest priority), Columbian Gardens, and Oakport Field (both OakDOT High priority). These four could be prioritized for Measure Q and capital funds in the short term.

### THE AMENITY GAP PROBLEM

The structural barriers in Section V shape how maintenance dollars actually get spent. Without a shared equity framework, prioritization may not incorporate all of the various levels of need. Fixing that means confronting a limit in the data itself. As Section VI explains, a park's blended condition score averages every asset together and says nothing about whether the park even has the amenities its classification calls for. A park can look fine on paper while missing a restroom entirely. The score can't tell you whether you're looking at a park that needs better upkeep or one that was never properly built out in the first place - and those two problems call for very different responses. Addressing this issue will require a broader effort to look at amenities and assets by park through a capital investment lens and through the OSCAR update and/or a future parks master plan. Measure Q does not have the provisions in the legislation for undertaking such an endeavor and as such it will need to be performed through other initiatives.



## RECOMMENDED PRIORITIZATION FRAMEWORK

Currently, maintenance prioritization is largely driven by reactive service requests, staff expertise, and existing schedules, not by a systematic equity analysis. This report recommends a multi-factor prioritization framework for the Working Group to refine and recommend to OPW for adoption. Some of the recommendations below would first require additional data gathering, analysis, and/or studies before the information on which to base the prioritization framework would be available. The Working Group may also want to make preliminary recommendations on how to create the necessary foundation of data.

The framework considers four dimensions simultaneously:

| FACTOR                 | WHAT IT MEASURES                                                                                                                                                                                                                                                                                                                       | DATA SOURCE                                                                                                                                                                                                           |
|------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Equity Geography       | Is the park in a high or highest priority equity neighborhood?<br>Section IV ("Refining the Equity Prioritization Approach") describes supplemental park-level variables to layer in (e.g., park pressure, proximity to schools and subsidized housing, current condition relative to standard, and access to supplemental resources). | OakDOT Geographic Equity Toolbox (primary); supplemented over time by park pressure index, proximity to schools/subsidized housing, current condition vs. standard, and access to external resources - see Section IV |
| Park Pressure (Demand) | How many people depend on this park relative to its size? Are there few nearby alternatives?                                                                                                                                                                                                                                           | Population density + park acreage; proximity to schools, subsidized housing, transit                                                                                                                                  |
| Current Condition      | Does the park meet minimum maintenance standards? What is the severity and duration of any gaps?                                                                                                                                                                                                                                       | Annual conditions assessment with Working Group participation                                                                                                                                                         |

The Working Group could develop weighting across these factors, validate data sources, and vet the resulting framework with community input through PRAC and any other public engagement mechanisms PRAC and the Working Group identify.

Parks that score high on multiple factors (e.g., in an equity-priority neighborhood, serving a dense population with few nearby alternatives, and currently below minimum standards) should receive the highest priority for targeted Measure Q investment.

The Working Group and PRAC should also discuss how and whether to incorporate ADA accessibility into the equity framework and if any maintenance solutions could remediate non-compliance issues. A park that is nominally open but physically inaccessible fails its minimum standard. The ADA Coordinator should be a participant in that discussion.

Equal treatment (same resources everywhere) is not the goal. The goal is equitable outcomes - meeting adopted standards in every park, with targeted resources directed where conditions fall furthest short.

## PARK CLASSIFICATIONS AND MINIMUM STANDARDS

A key recommendation of this report is that the City define minimum maintenance standards by park classification for amenities that are present. An analysis of whether a park is missing amenities based on its classification is a separate analysis that can be incorporated into a parks master planning process. The Working Group could lead this development with community input through PRAC and other engagement channels. Park classifications in the OSCAR element were defined primarily by acreage and intended users, not with specific amenity requirements or maintenance standards in mind.

The following are illustrative examples; actual standards should be developed and vetted through the Working Group, community input, and PRAC adoption of an equity maintenance standard:



| PARK TYPE                                    | ILLUSTRATIVE MINIMUM STANDARDS                                                                                                                                   |
|----------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Athletic Fields                              | Playable turf surface, ADA-accessible paths, sufficient trash receptacles, in-tact perimeter fencing, functional ADA-accessible restroom (permanent or portable) |
| Tot Lots / Playgrounds                       | Functional play structures (no broken equipment), safe surfacing, sufficient trash receptacles, vegetation not impeding sight lines for adult supervision        |
| Neighborhood / Passive Parks                 | Maintained pathways, functional seating, sufficient trash receptacles, functional lighting, ADA-accessible entry points                                          |
| Community Parks with Facilities              | All above plus: working restrooms open during posted hours, functional water access, maintained community building or shelter if present                         |
| Regional Parks / Resource Conservation Areas | Maintained trails, adequate signage, waste management systems, functional restrooms, habitat maintenance consistent with conservation goals                      |

Once classification standards exist, any park that falls short of its classification's minimum could be flagged for appropriate capital investment. Minor repairs can be funded by Measure Q. Any items that qualify as a capital item require its own funding source and belongs in the capital pipeline.

The Working Group could set a regular review cadence, such as annually to check if the framework is producing fairer outcomes, and to adjust the factors, weights, and standards as the data gets better and conditions change. Course correction is a standard component of the evaluation process.

## VIII. Outcome-Based Maintenance Metrics

For equity accountability reporting in this section, parks are classified as follows based on their Kimley-Horn aggregate score: B or above (3.5+), C range (2.5-3.49), D range (1.5-2.49), F (below 1.5). No parks in the current assessment average F. These thresholds align with Kimley-Horn's Priority 4/5 and Priority 2/3 designations. They will be updated if the assessment methodology changes.

### PRINCIPLES FOR GOOD EQUITY METRICS

The current Measure Q reporting tracks activities, such as frequency of bathroom cleaning, not outcomes, such as how frequently were park users able to access a clean, functional bathroom. Examples of good equity metrics are:

- **Observable:** Something a park user would notice - not just what appears in a work order
- **Comparable:** Consistent enough to compare across parks, over time, and by neighborhood
- **Actionable:** Tied to specific decisions about staffing, scheduling, or resources
- **Equity-informed:** Designed to surface disparities, not bury them in an average

Equity shows up in patterns; A park that fails its restroom standard once during a heat wave is different from a park that fails it every weekend during the summer. Metrics need to capture frequency and duration of failure, not just whether a failure occurred.



In addition to the four metrics below, this report recommends considering the following:

- **Asset Functionality:** For each key amenity type - drinking fountain, playground structure, site lighting, restroom - the percentage of equity-priority parks for which a quarterly field check confirmed their amenities were functional, reported by amenity type and equity tier. This ensures future assessments record the percentage of amenities within a given park that are functional.
- **Year 1 pilot:** equity-priority eligible parks (scope confirmed by Working Group).
- **Year 2:** expand system wide. Pass/fail criteria must be defined per amenity type before launch (15-20 standards, modeled on San Francisco's approach).
- **Conditions Gap:** Two components.
  - Track the difference in average condition score between Highest/High equity-tier parks and Low/Lowest equity-tier parks annually - current baseline is a gap of 0.27 (3.11 vs. 2.84). Both numbers should be reported with trend lines for each tier separately, not just the gap; a narrowing gap that reflects system-wide degradation is not an equity improvement.
  - A zero-floor tracker: the number of equity tiers with no B-or-better parks. Current baseline: two tiers -- Low and Lowest -- have zero B or A parks. Goal: zero tiers at that floor within five years. This is a legible accountability indicator that directly answers whether Measure Q is producing equitable outcomes, not just activity.
- **Response Time:** Median days from a maintenance failure report (via 311 or Cityworks work order) to verified resolution, disaggregated by equity tier. This metric is not yet measurable -- 311 and Cityworks data are not systematically linked to park-level equity geography or confirmed resolution status. Cityworks upgrades (recommended in Section IX) are a prerequisite.

## PROPOSED OUTCOME METRICS BY MAINTENANCE AREA

| TOPIC         | MINIMUM STANDARD                                              | FAILURE SIGNAL                                                                      | PROPOSED OUTCOME METRIC                                                                                                                                                                                                                                                                                                                                           |
|---------------|---------------------------------------------------------------|-------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Staffing      | Park is visibly maintained during posted open hours           | Deferred maintenance visibly accumulates; staff cannot respond to issues            | % of scheduled service days where park meets baseline maintenance standard                                                                                                                                                                                                                                                                                        |
| Sports Fields | Fields are safe and playable for scheduled uses               | Closures due to field condition; visible damage from overuse or lack of maintenance | % of fields meeting standard at scheduled inspection                                                                                                                                                                                                                                                                                                              |
| Restrooms     | Open, clean, stocked, and usable during all posted park hours | Locked restrooms during park hours; out of supplies; safety hazards                 | <b>Access:</b> % availability of restrooms in parks with existing facilities with a tracker of closure dates and average re-open time<br><b>Quality:</b> Among equity-priority parks with restrooms, % of unannounced quarterly field checks where the restroom was open, stocked, and free of health hazards - baseline Year 1, target 80% or higher by Year 3.. |



| TOPIC                                                                                                                                                                                                                                                                         | MINIMUM STANDARD                                                           | FAILURE SIGNAL                                                                           | PROPOSED OUTCOME METRIC                                                                                                                                                                                                                                                                |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------|------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Trash and Litter                                                                                                                                                                                                                                                              | Parks stay free of loose litter and overflowing bins during peak use hours | Litter on the ground at entrances, lawns, and seating areas; bins overflowing by mid-day | Minutes of staff time spent collecting loose litter (outside of bins) per acre, drawn from Cityworks work orders (see the litter-monitoring approach below).<br>% of inspection days where trash exceeds capacity before scheduled pickup; average hours between overflow and response |
| <p>* "Sports Field Mowing" changes to just "Sports Fields" since the usability goes beyond mowing.</p> <p>** Restroom cleaning frequency (current metric) is an input, not an outcome. Access and Quality Metrics are required to cover the full restroom equity failure.</p> |                                                                            |                                                                                          |                                                                                                                                                                                                                                                                                        |

Recommended approach: retain the four output metrics for operational management; add the outcome metrics for equity accountability reporting to PRAC. Outcome data should be reported by equity tier and park classification at minimum. As data infrastructure develops, the Working Group could consider establishing a protocol for disaggregating outcome data by race and ethnicity - a foundational practice of the City's Racial Equity Impact Analysis framework and essential for understanding whether Measure Q is closing racial inequities, not just geographic ones.

## Phased Implementation and the Enabling Action

The Working Group could develop field check protocol options for OPW, DRE, and OPRYD consideration. OPRF is a candidate implementation partner for data collection, given its existing role in quarterly visual surveys, but that role should be discussed with OPRF and the Working Group, not prescribed here. The protocol could use a 15-20 item pass/fail checklist covering restroom access and quality, drinking fountain function, playground structure safety, and lighting. Results reported to PRAC and posted publicly.

### PHASED TIMELINE

- **Year 1** - establishes baselines for all outcome metrics at equity-priority parks; no performance targets yet.
- **Year 2** - sets equity parity targets based on Year 1 data; begin quarterly reporting to PRAC on restroom quality and asset functionality; begin annual reporting on access and conditions gap metrics.
- **Year 3 and beyond** - requires written explanation for any equity tier that regresses; tying explanation to budget and staffing decisions, where appropriate.

This phased approach follows the structure of creating metrics for catching up first, then establishing ongoing accountability metrics after baselines are established.

Working Group Policy Question: should outcome standards vary by park classification? Measure Q funds maintenance across all park types, but a mini-park cannot be measured the same way as a community park with a recreation center. Neighborhood parks, mini-parks, linear parks, and plazas receiving Measure Q funds are not currently tracked in OPW reporting, the parks most likely to serve lower-income residents. The Working Group should resolve whether outcome standards vary by classification and develop standards ensuring the measurement framework covers all park types receiving Measure Q funds.



## DATA COLLECTION APPROACH

- Annual professional conditions assessment using standardized methodology (building on the current assessment, with improved scoring criteria tied to minimum standards)
- Quarterly field surveys between annual assessments (see Section VI), used here as a recurring data source for the outcome metrics
- Staff-generated data through Cityworks work orders, with additional data fields for outcome documentation
- Upgraded 311 reporting - or an alternative data platform - to capture more specific location and condition information that OPRF and other partners can efficiently use to share detailed information with OPW
- In a later phase: Consider usage data from Placer AI or similar tools to inform park pressure analysis

311 complaint data carries an important limitation as an equity metric: complaint rates are systematically lower in lower-income neighborhoods, not because conditions are better, but because residents are less likely to report. This under-reporting bias means raw complaint data can show apparent equity even when conditions are worse in equity-priority parks. Before 311 data can function as a reliable quality cross-check, the City must address this gap. A multilingual in-park QR code reporting campaign - with signage in Spanish, Cantonese, Vietnamese, and English at minimum - linked directly to 311 or an equivalent platform could reduce under-reporting and generate more representative condition data. OPRF is well-positioned to coordinate outreach and install signage as part of its quarterly field survey work. This is not a standalone metric; it is data quality correction that makes other metrics more reliable.

## IX. Recommended Implementation Structure

### EQUITABLE PARK MAINTENANCE WORKING GROUP

The Equitable Park Maintenance Working Group is recommended to help standardize data against an equity framework. The Working Group's role is advisory and analytical. It develops options and recommendations for OPW, OPRYD, DRE, and PRAC consideration. PRAC holds Measure Q oversight authority, while the Working Group will create data driven recommendations to help inform policy decisions.

#### The Working Group's Core Purposes

- Finalizing recommendations for a revised equity framework and further developing standards with community input.
- Recommending a data collection methodology for outcome metrics
- Reviewing outcome data quarterly to identify equity gaps
- Coordinating across relevant departments and divisions
- Recommended composition: OPW Parks staff; OPW Facilities staff; OPRYD community center directors and front-line parks staff; DRE; Planning; PRAC representation (input role, not direction); and OPRF as an external partner. Also consider staff who work on homeless encampment issues.
- Conducting the equity prioritization analysis described in Section VII as a first-year deliverable

PRAC should receive Working Group updates at regular intervals and should have a formal role in reviewing equity gap findings and approving changes to standards or prioritization criteria. The Working Group should report to PRAC annually with a summary of conditions, equity gap trends, and action plans.



## PHASED IMPLEMENTATION

- **Phase 1 (Through FY 2027):** Establish Working Group meetings. Develop minimum maintenance standards by park type through Working Group and PRAC input. Update conditions assessment methodology. Begin tracking outcome-based metrics in quarterly reports.
- **Phase 2 (FY 2028):** Conduct the first annual conditions assessment using improved methodology. Produce the first equity gap analysis. Develop park-specific action plans for parks below standards. Integrate findings into Measure Q budget prioritization.
- **Phase 3 (Ongoing):** Annual assessment and equity gap review become standard practice. OPW use equity gap data to inform staffing, scheduling, and budget decisions. PRAC receives an annual equity performance report.

## OSCAR UPDATE AND PARKS MASTER PLAN

The OSCAR General Plan Element update is underway -- a critical window to update park classification definitions, embed minimum maintenance standards, align classifications with the equity prioritization framework, and write equitable maintenance policies with enforceable language. If OPRYD undertakes a systemwide parks master plan, that process should include park-specific maintenance plans, minimum amenity standards by classification, a clear delineation of what Measure Q can fund versus what requires dedicated capital. Restroom access should be a priority for capital investment.

## HOMELESSNESS COORDINATION

Encampment impacts fall on the OPW operations budgets and staff -- cleaning costs, closed restrooms, and maintenance time being taken away from other park needs and can disrupt OPRYD programing.

Closing the coordination gap between the unhoused services funding streams and parks operations will further assist the City in reaching Measure Q maintenance targets. The Commission on Homelessness oversees Measure Q funds for unhoused services; PRAC oversees park maintenance funds. A formal coordination mechanism between the parties involved in these two funding streams is needed. The Working Group should help determine the right form -- whether that is PRAC and the Commission on Homelessness, OPW and the new Office of Homeless Solutions, the Equitable Park Maintenance Working Group and the Encampment Management Team, or some combination. This memo recommends the outcome; the Working Group helps determine the how.

## VOLUNTEER AND PARTNER COORDINATION

Oakland's parks benefit from significant volunteer and organizational investment, particularly through Oakland Park and Recreation Foundation (OPRF) and neighborhood park groups. That investment is not equitably distributed, with parks in more affluent neighborhoods attracting more philanthropic and volunteer resources. The City should support OPRF and park groups while ensuring the equity framework does not rely on volunteer activity to close gaps in historically underserved parks. OPRF's named roles in this framework -- field check protocol development and quarterly visual surveys -- are grounded in its existing capacity. Increased coordination between OPRF and OPW, guided by the Working Group, can multiply the impact of that investment.

## PUBLIC REPORTING AND TRANSPARENCY

As the equity work matures, the City should build a publicly accessible dashboard that tracks how Measure Q funds are being spent and if/how park maintenance disparities are closing over time. This is a forward-looking effort, not an immediate one. The dashboard would report outcomes after the Working Group has done its analysis and set standards. It could sit at a higher level than any single park: showing, by park type and equity tier, whether the gaps the City set out to close are narrowing or



show scores for each park. When residents can see where their tax dollars went and what changed, the City is in a far stronger position the next time it asks voters to fund parks and right now, the absence of that visibility is itself a barrier to public trust.



Shepherd Canyon Park





## X. Summary of Recommendations

Recommendations are organized by urgency, responsible party, and accountability. Actions marked “Critical” address legal obligations or directly documented equity failures; “High” addresses structural barriers; “Required” addresses compliance with existing law or audit findings.

### TIER 1: IMMEDIATE ACTIONS - FY 2026-27

| # | PRIORITY | RESPONSIBILITY                         | ACTION                                                                                                                                                             |
|---|----------|----------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1 | Critical | OPW + OPRYD + DRE                      | Establish the Equitable Park Maintenance Working Group with defined membership, monthly meeting schedule, and formal reporting structure to PRAC.                  |
| 2 | Critical | Finance Committee + City Administrator | Approve and fill nine frozen Measure Q-funded positions: 1 Park Equipment Operator, 6 Gardener IIs, and 2 Custodians.                                              |
| 3 | Critical | OPW                                    | Restore equity-disaggregated data for all four metrics in quarterly PRAC reports. The FY2025–26 Q1/Q2 reports dropped equity disaggregation for mowing and trash.. |

### TIER 2: NEAR-TERM ACTIONS - 2027

| # | RESPONSIBILITY                                                                  | ACTION                                                                                                                                                                                                                                                                                                                                                                   |
|---|---------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 2 | Working Group; OPW, DRE, OPRYD guide; OPRF as candidate implementation partner. | Develop field check protocol options and bring recommendation to OPW, OPRYD, and DRE for consideration, then to PRAC. Year 1 scope: equity-priority eligible parks (scope confirmed by Working Group) using a 15-20 item pass/fail checklist. Results reported to PRAC for adoption and posted publicly if adopted.                                                      |
| 3 | Working Group                                                                   | Begin tracking outcome metrics alongside the existing four output metrics starting Q1 FY2026-27, organized by maintenance area (Staffing, Sports Fields, Trash and Litter, Restrooms, Asset Functionality, Conditions Gap). Year 1 goal: establish baselines only.                                                                                                       |
| 4 | OPW                                                                             | Produce a remediation plan for all 14 D-range parks. Equity sequencing applies -- Highest and High tier parks addressed first, using the equity methodology adopted by the Working Group and PRAC.                                                                                                                                                                       |
| 5 | OPW + DRE                                                                       | Restore restroom service at parks where the infrastructure already exists. Reopen restrooms closed due to vandalism, staffing shortfalls, or encampment impacts, and improve cleaning frequency, staffing, and encampment response at parks with open but chronically degraded restrooms. New restroom construction is handled as a planning and capital item in Tier 3. |
| 6 | PRAC + Working Group; DRE supports OPW in setup and implementation              | Develop a recommended expanded scope for OPW quarterly reporting to include neighborhood parks, mini-parks, linear parks, and plazas beyond the current 11 major parks.                                                                                                                                                                                                  |



| # | RESPONSIBILITY                                          | ACTION                                                                                                                                                                                                               |
|---|---------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 7 | Working Group + PRAC, with ADA Coordinator at the table | Working Group and PRAC discuss how and whether to incorporate ADA accessibility into the equity framework and assessment methodology. ADA Coordinator involved from the start, not reviewing outputs after the fact. |

## TIER 3: PLANNING PROCESS AND POLICY ACTIONS

| #  | RESPONSIBILITY                                      | ACTION                                                                                                                                                                                                                                               |
|----|-----------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 10 | Working Group + DRE (with OakDOT technical support) | Evaluate and develop a supplemental park-level equity prioritization approach incorporating park pressure, proximity to schools and subsidized housing, current condition, and access to external resources. Bring options to PRAC for consideration |



Joaquin Miller Park



## Appendix A: Recommended Equity Analyses

This appendix is a working reference for the Equitable Park Maintenance Working Group. It identifies the analyses that will best support the Working Group's ongoing equity accountability work - organized by data already available and what could to be requested.

One caveat applies to every analysis below. As Section VI notes, DRE field visits found inconsistencies in how the 2025 conditions assessment scored assets. The data is still useful for exploring patterns and correlations and for confirming where the broad disparities are, but it is not yet solid enough to drive large prioritization or policy decisions. A meaningful equity comparison also must be like-to-like, ballfields against ballfields and tot lots against tot lots, which depends on the facility-type standards the City has not yet adopted (see Sections VI and VII). The conditions data gives the City its baseline. Turning that baseline into investment and policy decisions takes standards first, then scores validated against them. The analyses below is a menu the Working Group can develop and explore, not as finished findings.

### ANALYSES FEASIBLE NOW

#### Condition scores by equity tier.

Cross-tabulate Kimley-Horn condition scores against each park's OakDOT Priority Level and SB 1000 EJ designation. Calculate the share of D-range parks per tier, average score per tier, and whether the "Both" category (OakDOT High/Highest AND EJ-designated) carries a disproportionate share of the worst-condition assets. This is the direct empirical answer to Measure Q's equity question.

Data: Oakland Parks Master Data spreadsheet (BAM, 2026); Kimley-Horn condition scores.

### ANALYSES REQUIRING ADDITIONAL DATA

#### Restroom cleaning performance by named park.

Extract park-level cleaning data from OPW quarterly reports for the five tracked equity-priority parks and compare quarter-by-quarter against non-priority parks. Coordinate with OPW staff before citing publicly as some quarters may reflect tracking app failures, rather than actual service gaps.

Data: OPW quarterly Measure Q reports (FY2025, all quarters); Cityworks park-level cleaning logs if available.

#### Maintenance zone equity audit.

Map OPW maintenance zones against equity tier designations to assess whether equity-priority parks are served by zones with higher park-to-staff ratios. If zones were drawn without equity considerations, submit a recommendation to OPW to reassess Zones with this metric.

Data: OPW maintenance zone boundaries and zone-level staffing counts (request from OPW); Park Division Supervision Hierarchy spreadsheet.

#### Per-acre maintenance investment by equity tier.

Calculate Measure Q spending per park acre by equity tier. If per-acre spending is equal or lower in highest-priority neighborhoods, the equity mandate is not being met at the resource level regardless of activity metrics.



*Data:* Park-level maintenance expenditure data from CityWorks or Fund 2244 budget detail (request from OPW Finance); Oakland Parks Master Data spreadsheet (BAM, 2026).

Maintenance that reduces future capital cost.

Measure Q funds maintenance, not capital replacement, but the two are linked. Some assets, including roofs, restroom buildings, play surfacing, and irrigation, deteriorate in ways where upkeep now prevents or defers far more expensive replacement later. Others fail on a fixed schedule no matter how well they are maintained. This analysis identifies which maintenance categories deliver the largest future capital savings, then asks which of those categories concentrate in equity-priority parks. Where deferred maintenance in historically disinvested parks is what escalates into capital need, spending Measure Q maintenance dollars there now is both the equity move and the fiscally efficient one. This operationalizes the deferred-cost lens in Section X.

DATA

Lifecycle Plan asset-level replacement cost and deterioration data (Kimley-Horn, 2026); conditions assessment and CityWorks maintenance records; OakDOT Geographic Equity Toolbox or EJ Composite Scores for the equity overlay.

A NOTE ON DATA ACCESS

Several analyses in above sections require park-level expenditure and staffing data OPW does not currently have capacity to determine. Annual reporting of park-level expenditure data to PRAC alongside conditions assessment results could become standard practice.



Rainbow Park





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