THE CITY OF SAN DIEGO

REPORT TO THE CITY COUNCIL

DATE ISSUED: April 13, 2011 **REPORT NO:** 11-052

ATTENTION: Honorable Council President Tony Young and Rules, Open Government, and Intergovernmental Relations Committee Members
For the agenda of Wednesday, April 27, 2011

SUBJECT: Preliminary Statement of Work (PSOW) for Street Sweeping

REFERENCE: Adopted Managed Competition Guide

REQUESTED ACTION:

Approve the Preliminary Statement of Work for Street Sweeping.

STAFF RECOMMENDATION:

Approve the Preliminary Statement of Work for Street Sweeping to serve as the foundation of the Street Sweeping Statement of Work.

SUMMARY:

The City of San Diego is committed to delivering quality services to taxpayers, residents, and visitors in the most economical and efficient means possible. This commitment can also be expressed as delivering services through "competitive government," defined as government with processes in place to validate that service quality and costs are comparable to those offered by any legitimate available provider.

Managed competition provides a structured, transparent process that allows an open and fair comparison of public sector employees and independent contractors in their ability to deliver services to our citizens. This strategy recognizes the high quality and potential of public sector employees and seeks to tap their creativity, experience and resourcefulness by giving them the opportunity to structure organizations and processes in ways similar to best practices in competitive businesses.

A Preliminary Statement of Work is the first step in the managed competition procurement process. The Preliminary Statement of Work documents service specifications and is presented to the City Council for consideration and public comment to assure all parties that no degradation of service levels will occur as a result of the competition. Once approved, the

Preliminary Statement of Work forms the foundation for the complete Statement of Work which will be included in the solicitation. We are describing all current functions, but judgments will be made in the final Statement of Work as to what is "in-scope" vs. "out of scope", based on our market assessment. Attachment (A) provides the Preliminary Statement of Work for the Street Sweeping function for consideration by the City Council.

FISCAL CONSIDERATIONS:

None

PREVIOUS COUNCIL and/or COMMITTEE ACTION:

None

COMMUNITY PARTICIPATION AND PUBLIC OUTREACH EFFORTS:

The managed competition program was initiated with the citizens of the City voting to approve Proposition C in November 2006. Staff has spent considerable time working with the labor unions (AFSCME Local 127 and MEA) to receive input on program plans. In addition, we have established a Labor Advisory Committee to facilitate continued work with the unions.

With the passage of Proposition C and the amendment/addition of subsection (c) to City Charter section 117, the Managed Competition Independent Review Board was established to advise the Mayor on whether the proposal of City employees or that of an independent contractor will provide services more economically and efficiently while maintaining service quality and protecting the public interest.

KEY STAKEHOLDERS AND PROJECTED IMPACTS:

Given that the competition has yet to take place, it is premature to speculate on precise impacts. However, key stakeholders in this process are City employees; the City's recognized labor unions; and the residents and visitors of the City of San Diego.

Wally Hill
Assistant Chief Operating Officer

Kip Sturdevan
Interim Director, Transportation & Storm Water

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Street Sweeping Preliminary Statement of Work (PSOW)

As of Thursday, April 7, 2011

Background

The City of San Diego performs street sweeping of its entire street network comprised of over 5,230 curb miles of improved municipal roads. Street sweeping is a service provided to the residents and businesses in the City of San Diego, but is also a required activity under the Municipal Permit. The San Diego County Municipal Storm Water Permit, Final Order R9-2007-0001, 2007 (Permit), issued by the California Regional Water Quality Control Board (RWQCB), San Diego Region 9, requires each Co-permittee in San Diego County to implement street sweeping of municipal areas, defined City streets and parking lots based on the amount of trash and debris accumulated.[1] In addition, the *Chollas Creek Dissolved Metals TMDL*, also issued by the RWQCB, identifies activities to be planned, implemented, and assessed during the first five years of the 20-year TMDL compliance schedule, and includes street sweeping as a mechanism for removing fine metals from the San Diego Bay watershed.

Other special regulations addressed via street sweeping include the California Ocean Plan specific to the Areas of Special Biological Significance (ASBS). The La Jolla Shores sub-watershed drains to the two ASBS located in San Diego. Street Sweeping is a pollutant removal activity employed by the City of San Diego in response to the State Water Resources Control Board (State Board) *ASBS Special Protections* regulations. In addition to the above mentioned regulations, the City will soon be subject to two additional TMDL's which are expected to be approved by the State of California within the next two years. The *San Diego Region Bacteria TMDL* is pending final authorization (expected in the spring of 2011) with a Load Reduction Plan due in the spring of 2012. This TMDL will apply to four watersheds within the City's jurisdiction, and goals of this TMDL may include a 100% dry weather reduction of bacteria at local beaches within the next ten years. The *Los Peñasquitos Lagoon Sedimentation TMDL* is pending adoption in June of 2011, with final authorization expected in June of 2012. A comprehensive Load Reduction Plan for this TMDL will be due by the end of FY2013. Street sweeping is already being identified as an activity intended to address load reductions under both of these pending regulations.

Street sweeping is one of the City's Best Management Practices (BMP) for controlling and improving water quality. Sweeping provides neighborhood beautification as well as multiple benefits to the environment. The more obvious is the collection and removal of trash, debris, leaves, and other visible waste that accumulates in the streets and gutters. Debris left uncollected is unsightly, can breed harmful bacteria and eventually may block the storm water conveyance system and other storm water facilities (such as pumps and filters), causing localized flooding during heavy rains. Considering the current *Chollas*

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[1] For more information, please use the following link: http://www.swrcb.ca.gov/rwqcb9/water_issues/programs/stormwater/sd_stormwater.shtml. The regulations governing street sweeping can be found in the document entitled, 'Final Order No. R9-2007-0001', page 34, Item #5, sub-items (a) – (c).

Creek Dissolved Metals TMDL, an equally important benefit of street sweeping is the removal of fine metal particles and other potentially hazardous waste products left by passing vehicles. Although virtually invisible, if these fine metal particles reach our creeks, rivers, beaches bays and ocean, they can not only be harmful to fish and other wildlife, but can subject the City to fines. Street sweeping is an effective method of removing these smaller pollutants that collect in gutters and on City streets.

The Street Sweeping Program (the Program) provides motor and vacuum sweeping of municipal roadways in commercial, industrial, and residential areas on a daily, weekly, bi-weekly, monthly, bi-monthly, bi-annual and annual basis. In Fiscal Year 2010, the Program swept over 101,048 curb miles of municipal roadways, which included emergency and special sweeping that totaled approximately 5,700 sweeping miles. The Program also sweeps municipal parking lots and operations yards, provides sweeping before and after special events and vehicle accidents, and sweeps a limited number of bike paths to include the beach boardwalk area. Residential streets are swept at a minimum of every other month. Commercial streets and medians are swept at least weekly, with some commercial and industrial streets being swept on a daily basis. Street sweeping schedules for each City Council district can be found using the following link: http://www.sandiego.gov/stormwater/services/sweepschedules.shtml.

There are approximately 395 municipal parking lots including five operation yards within the City that must also be swept at least once per year, and are currently swept either monthly or annually, as needs dictate. During Fiscal Year 2010 alone, the Section removed a combined total of 6,417 tons of debris, including sediment, as a result of street, parking lot and operation yard sweeping.

Administratively, the Program manages sweeping routes (creating new ones and modifying existing ones when necessary), determines sweeping frequencies, accommodates any special studies needed by the Department and coordinates with communities and Council Offices. Working closely with residents, businesses, community groups and Council Offices, the Program evaluates current routes and parking restrictions, requests and recommendations of new routes and times, and responds to customer services issues and complaints related to sweeping and parking enforcement. Other customer service responsibilities include using Global Positioning System (GPS) to verify sweeper locations (via GPS reports) to reassure residents that sweeping is being conducted and to alert communities when routes change, even temporarily (such as during storm conditions). In addition, the Program is responsible for monitoring and reporting water usage[2] for payment to various water authorities, conducting analysis and self-assessment of sweeping operations, and providing activity reports on a monthly, quarterly and annual basis for inclusion into documents such as the Department Budget as required by the Mayor's office, and the Jurisdictional Urban Runoff Management Plan (JURMP) report and the Watershed Urban Runoff Management Plan (WURMP) Report, as required by the RWQCB under the Permit.

[2] This is water usage by the Division (O&M sweeping).

In addition, staff performs such atypical duties as building ramps and modifying dumping bins to ensure proper debris sample collection and capture.

Opportunities exist where enhanced sweeping frequencies may have significant beneficial impacts to water quality. Additionally, residents and commercial businesses are overwhelmingly supportive of the City's street sweeping efforts. In June 2010, Action Research, Inc. prepared a report entitled, 'The Human Aspect of Street Sweeping: Understanding Public Perceptions and Reactions to Street Sweeping in the City of San Diego'. Ninety three percent of the businesses surveyed felt that street sweeping in the City of San Diego was a good use of public money. In addition, the Office of the Independent Budget Analyst (IBA) issued a report on the results of the San Diego Speaks survey issued in 2009. The survey results revealed that over 40% of the respondents rated street sweeping as an essential service. The survey also showed that 83% of respondents felt that street maintenance was essential; 63% felt that storm water compliance was essential. Street sweeping is a component of both of these programs.

Figure 1 depicts the organizational structure of the Transportation & Storm Water Department and highlights the division(s) where street sweeping is performed.

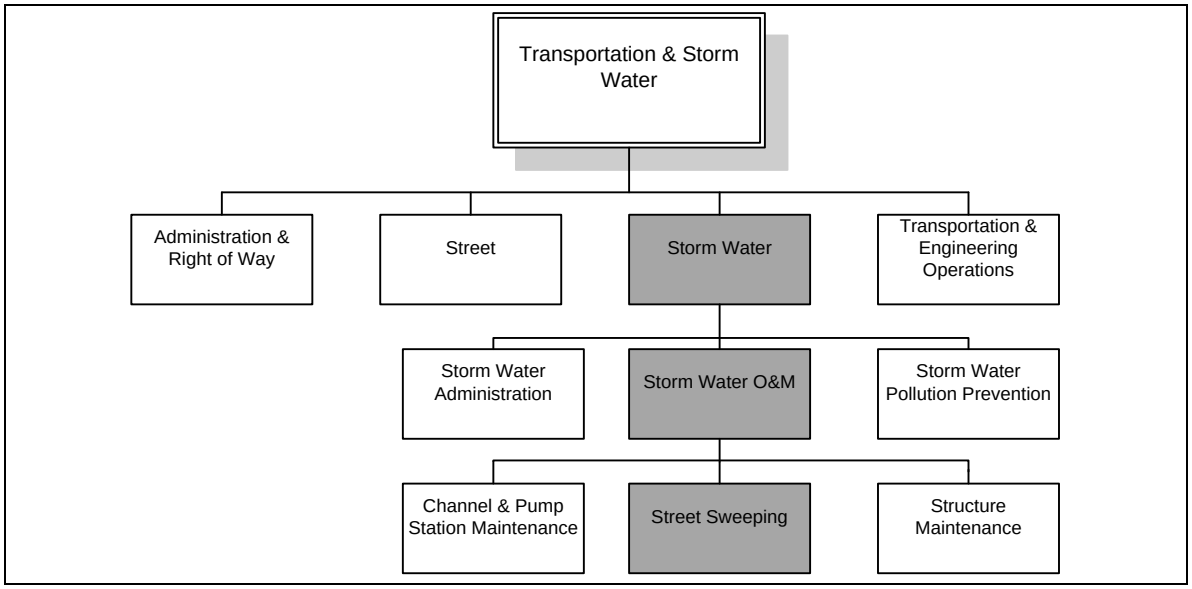

Figure 1: Organizational Chart

The City of San Diego intends to acquire the services of a provider (City employees or private vendor) to perform street sweeping services. These services will include:

1. Providing regular street sweeping

    a. Providing, as a priority, high-frequency street sweeping for the pilot program in specified areas of the City

b. Providing monthly and every other month[3] sweeping of residential streets (residential sweeping schedule will be provided by the service provider for informational use by City Departments and posting on the City's web site).
c. Providing sweeping of raised center medians as requested. This includes removing debris and hand sweeping center islands when motor sweeping is not possible
d. Providing sweeping and clearing of debris from approximately 29 miles of bike paths as requested. The volume and frequency of requests from the public vary. During spring and summer months, requests can come in as often as once a week; during fall and winter months, requests slow down to once a month. All requests are responded to and investigated within one business day. If sweeping and/or clearing of debris is found to be needed, then sweeping is scheduled when time and staffing allows.
e. Providing weekly sweeping of all commercial/industrial streets (weekly commercial/industrial sweeping schedules will be provided by the service provider for informational use by City Departments and for posting on the City's web site)
f. Providing daily sweeping of high profile/priority commercial areas such as Downtown, Mission Bay and Balboa Park (a listing of streets/areas swept daily will be provided by the service provider for informational use by City Departments and for posting on the City's web site)
g. Providing scheduled sweeping (twice per week) of Mission Bay Boardwalk from Thomas Avenue to North Jetty Road
h. Providing appropriate advance notification to citizens of any route schedule changes and coordinating routes with City trash collection services to ensure that sweeping is not scheduled just prior to or on trash collection days

2. Providing special street sweeping
   a. Providing sweeping at specified and appropriate times for special events, such as those at Qualcomm Stadium or community parades and events (10 Charger games per year, 6 Aztec games per year and per request for other events
   b. Providing sweeping of debris after incidents such as vehicle accidents, minor fires, and water main breaks as requested by San Diego Police, Fire-Rescue, and/or other City departments. This is done on a daily basis.
   c. Performing emergency street sweeping and debris removal services (removal of rocks, sediment, leaves and branches from the street right-of-way after wind and rain storms) in response to natural disasters such as earthquakes, fires, and floods
   d. Providing sweeping at City facilities such as the Public Utilities Department, Environmental Services Department, Park & Recreation facilities, and other facilities as requested. Typical frequencies are once a month but these may vary by customer.

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[3] The current street sweeping schedule for each City Council district can be found using following the link: http://www.sandiego.gov/stormwater/services/sweepschedules.shtml. Each schedule lists the streets and frequencies in which they are swept.

3. Posting temporary "No Parking" signs for special sweeps at least 24 hours in advance of the sweeping. There are no documented guidelines in place that govern how the posting of temporary 'No Parking' signs is to be done; it is at the street sweeper's discretion. The street sweeper evaluates the type and length of the area to be swept. A standard sized street block a 0.5 mile long would require 3-4 signs while a street block longer than 0.5 mile (or blocks that wind around a corner) may require 10-15 signs. These temporary signs are 16"x 40" "A" frame plastic signs that are placed curbside.

4. Delivering signs and/or door hangers to community and/or constituent groups for their posting in advance of sweepings. This is done on an 'as requested' basis which currently amounts to monthly.

5. Performing emergency response duties during inclement weather. This includes, but is not limited to, removing mud and debris from storm drain inlets and channels, removing fallen trees from the public right-of-way, and closing roads, placing barricades, and similar after flooding

6. Removing and disposing of large objects (rocks, tree limbs, etc.) incompatible with motorized sweepers from sweeping paths. Debris is collected on a daily basis and taken to the landfill for disposal.

7. Collecting and disposing of debris (this includes organic and inorganic materials such as leaves, dirt, sand, litter, pieces from tires, vehicles, and roadway) in a proper manner at an approved site and/or facilities (i.e. landfill)

8. Conducting investigations and/or fact-findings when citations are disputed. This includes providing reports for the City's Risk Management Department, City Council, and Parking Management

9. Enforcing parking regulations by issuing citations for both street sweeping violations and non-street sweeping violations (as time permits)

Note: ***The City Attorney will provide a legal opinion on whether duties performed by Enforcement Officials, as defined by the San Diego Municipal Code, can be delegated to private contractors. Parking enforcement will not be included in the scope of work unless the City Attorney advises it can be.***

Workload

Anticipated annual workload specifications for this function include:

Providing special street sweeping	
Total hours of sweeping services provided at specified and	N/A[4]

[4] This work is done on an as-needed basis. There have been no work requests from Park & Recreation (P&R) and Environmental Services (ESD) for Fiscal Year 2011. However, the Division is currently

Providing special street sweeping	
appropriate times for special events and for the Environmental Services Department and Park & Recreation facilities	
Total hours of sweeping services at Water Department facilities and Qualcomm Stadium	800
Total hours devoted to emergency response duties during inclement weather	606 (annually)
Total hours devoted to removing large objects (rocks, tree limbs, etc.) incompatible with motorized sweepers from sweeping paths	40 (weekly)
Total tonnage of debris disposed of and disposal location	6,500[5]
Number of curb miles on municipal roadways (including emergency and special street sweeping) swept	101,048

Technical Delivery Standards

The City of San Diego expects the service provider (City employees or outside vendor) to perform these services while adhering to the following technical specifications:

1. Service provider shall abide by all applicable local, state and federal laws, rules and regulations (e.g., all motor sweeper operators shall possess Class B driver's licenses, including tank and air-brake endorsements).

Performance Standards

The City of San Diego expects the service provider (City employees or outside vendor) to maintain the following performance standards:

1. Streets will be swept to a "good" standard. A "good" standard is defined as the absence of litter, leaves, dirt, sand, debris in the streets and gutters upon the completion of the sweeping operation.
2. The service provider will respond within one (1) business day when notified by the City to re-sweep unsatisfactory areas.
3. Emergency "on-call" status shall be maintained 24-hours per day.
4. In normal circumstances, emergency "on-call" response shall result in a sweeper arriving on scene within one (1) hour of receiving request during business hours and two (2) hours during off-duty hours.
5. Response[6] to phone or email inquiries[7] shall be within two (2) business days.

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working on a Memorandum of Understanding (MOU)/ Service Level Agreement (SLA) with P&R which may be in place by Fiscal Year 2012. The MOU/SLA would address street sweeping for the following areas: Ocean Beach Park, South Mission Beach Park, Mission Beach Park, Pacific Beach Park, and Kellogg Park. These areas (which include boardwalks, parking lots, streets) would amount to approximately 616,030 square feet.

[5] For Fiscal Years 2009 and 2010

[6] Response means to return the call or email to let the requestor know if and when the request can be honored.

[7] Refers to requests received via the Department website and future smart phone application.

Service Provider Expectations

Specific methods to measure and monitor service provider expectations will be included in the Statement of Work. These measures will be stored and tracked electronically and data will be audited regularly. Customer satisfaction rates will be tracked via survey or similar methods.[8] The City currently has multiple surveys in place that can be used to track results.

- Expect service provider to track requests, complaints, other feedback and when this information will be transmitted to the City.
- Expect service provider to provide communication plan to the City about service mishaps or delays and related remedies. Currently, the Division has a recorded telephone message that provides updates to residents regarding service issues and results.

Please note that more detailed performance data will be included in the more detailed Statement of Work that will be developed in the next phase in preparation for issuing a Request for Proposals. We are describing all current functions, but judgments will be made in the final SOW as to what is "in-scope" versus "out of scope", based on our market assessment. Some data on operational practices are not made available in this public Preliminary Statement of Work document so as to maintain a level playing field between City employees and potential contractors.

[8] The Department currently does not track customer satisfaction.