

CITY AND COUNTY OF SAN FRANCISCO

BOARD OF SUPERVISORS

BUDGET AND LEGISLATIVE ANALYST

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Policy Analysis Report

To: Supervisor Connie Chan
From: Budget and Legislative Analyst's Office
Re: Analysis of the City Administrator's Office
Date: October 22, 2021



Summary of Requested Action

Your office requested that the Budget and Legislative Analyst conduct an analysis of the City Administrator's Office, looking at the structure and functions of the Office, the authority of the City Administrator over these functions, the efficiency of the Office, and how the structure of the Office compares with other cities. You also asked that we present organizational structure alternatives if such changes could help improve the office's efficiency and effectiveness.

For further information about this report, contact Fred Brousseau at the Budget and Legislative Analyst's Office.

Executive Summary

- The City Administrator for the City and County of San Francisco oversees approximately 26 disparate City departments, divisions, and programs with budgets totaling approximately \$923 million and staffing of almost 3,000 full-time equivalent full-time equivalent (FTE) positions as of FY 2020-21. In addition to overseeing these departments, divisions, and programs, the City Administrator is also often assigned oversight of cross-departmental and new initiatives.
- The Office is composed of a wide range of services and functions, ranging from the relatively small Committee on Information Technology with three FTEs and a \$655,000 budget to the Department of Public Works with a \$351.9 million budget and 1,767 FTEs.
- Some City Administrator roles and responsibilities are detailed in the City Charter, Administrative Code, or Health Code including specific functions and departments that the position is to oversee. However, the Charter and codes do not codify City Administrator responsibilities and accountability for many of the Office's functions and include outdated information for others. The extent to which the City Administrator functions independently or takes direction from the Mayor and Board of Supervisors is not spelled out in the Charter.

Budget and Legislative Analyst

The following indicates the absence of a consistent and coherent role for the City Administrator in overseeing approximately 26 City functions:

- Only five functions are explicitly called out as under the authority of the City Administrator's Office in the City Charter or codes.
 - Twelve functions have no Charter or code language specifically assigning a role for the City Administrator.
 - Two of the functions have the City Administrator designated as a committee member in code language (Capital Planning and Committee on Information Technology).
 - The Charter language allows for the City Administrator to appoint, with concurrence of the Mayor, department heads that are placed under the Office's direction. However, only three departments explicitly have language in the Charter or code that states that the City Administrator may appoint their department or division head.
 - The Charter and codes delegate oversight authority for five functions to the Department of Administrative Services. However, this department no longer exists, having been subsumed by the City Administrator's Office through an administrative reorganization.
 - Three of the functions also have an oversight board or commission in addition to being overseen by the City Administrator but the Charter or code does not spell out the respective roles and responsibilities of the City Administrator and these boards or commissions.
- The Charter and codes do not provide any overarching responsibilities or accountabilities for the City Administrator to assume for all functions under the Office's purview as is found in other California city charters and codes reviewed for this report. This leaves the City Administrator's level of authority ambiguous and subject to interpretation by the incumbent.
 - The City Charter allows for assigning and removing functions from the City Administrator by order of the Mayor or by ordinance. The City Administrator's Office reports that these changes are recorded through ordinance or annual budget documents; however, these documents are not easily accessible and the reasons for why such changes have occurred are not always recorded. In addition, City Administrator responsibilities accompanying such changes are typically not specifically codified when new functions are created but rather they are assigned to the City Administrator under general Charter provisions.

- While changes in organization structures and reporting relationships in any city or large organization over time are common, the absence of clearly delegated responsibilities and accountability for any new and existing functions reporting to the City Administrator has resulted in a mixture of codified responsibilities in the Charter and codes for some functions and no statement of responsibilities and duties for others.
- Many but not all of the departments, divisions, and programs under the City Administrator are required to provide certain performance metrics to the Controller each year and, pursuant to the City Charter and codes and State law, produce reports annually at other regular intervals for the Board of Supervisors or other authorities on aspects of their operations and outcomes. This information is not tracked and reported by the Office as part of a formal performance measurement system. Fifteen of the City Administrator functions are required to submit some type of report to the Board of Supervisors. The Clerk of the Board’s Office reports that they had not received the most recent reports required from six of the 15 divisions/departments as of March 2021.
- At the time this report was prepared, the City Administrator’s Office has two Deputy City Administrators, each responsible for disparate groups of departments and divisions and with unequal spans of controls. One Deputy City Administrator oversees 865.4 FTEs and the other is responsible for 316.3 FTEs, as shown in Exhibit A.

Exhibit A: Breakdown of Deputy City Administrator Department/Division Oversight by FTE and Budget Amounts at time Report was Prepared

	Deputy City Administrator 1	Deputy City Administrator 2	Reports to CAO Directly/Other*	Total
Dept./division budgets (\$mil.)	\$451.0	\$111.5	\$360.3	\$922.9
Full-time equivalents (FTEs)	865.4	316.3	1,812.0	2,993.8

*This includes Department of Public Works and City Administrator’s Office – Human Resources.

Note: For departments/divisions that a Deputy City Administrator shares oversight of with the other Deputy City Administrator, we assigned each 50 percent of the budget and FTE count. For departments/divisions that a Deputy City Administrator oversees with the City Administrator we assigned 100 percent of the budget and FTE count to the Deputy City Administrator.

- In addition to the unequal spans of control between the Deputy City Administrators, we found that the nature of the functions assigned to each were not aligned, reducing the opportunity for a focused and coherent management approach to like functions.
- We developed a recommended organization structure that reconfigures City Administrator Office functions into three aligned groups and adds one new Deputy City Administrator to the existing two, to oversee three divisions:
 - 1) Citywide internal services (e.g., Contract Monitoring Division),

- 2) public services (e.g., County Clerk), and
- 3) asset management (e.g., Department of Real Estate).

This reconfiguration would also equalize the spans of control for the three Deputy City Administrators, ranging from 307.9 to 543.9 Full-time Equivalent positions (FTEs) per Deputy City Administrator compared to the current distribution of 864.9 and 316.3 FTEs for the two Deputy City Administrators.

- We estimate that the salary for a new Deputy City Administrator would be approximately \$212,213, before benefits. We recommended that these new costs be at least partially offset by reducing the number of individual manager positions for each of the departments and divisions that make up the City Administrator's Office through consolidations, particularly for the ten smallest divisions that each have 10 or fewer positions.
- During the review of the draft version of this report in August 2021, the City Administrator's Office reported that they had reorganized the Office. Their reorganization appears to address the issues we identified in our analysis: the need for more coherent groupings of divisions and departments and more equal spans of control for the Deputy City Administrators. The City Administrator's reorganization includes two new Deputy City Administrators instead of the one new position we recommended. The estimated annual salary cost for the two positions is \$424,426, before benefits. The Office reports that it used two vacant 0953 Deputy Director III positions for these two new positions. Similarly, one of these positions could be used if only one additional Deputy City Administrator was added to the Office as we recommended in our proposed reorganization of the City Administrator's Office.
- Assuming the City Administrator's approach will be the new organization structure of the Office, we encourage the City Administrator to also consider opportunities to consolidate departments/divisions with similar missions, such as the Contract Monitoring Division and Office of Contract Administration (procurement), to improve efficiency and, over time, reduce the total number of management positions within the Office. The City Administrator's Office reports that each Deputy City Administrator will continue to consider opportunities for future division consolidations as they make sense.
- In a review of roles, responsibilities, and authority delegated to city managers or administrators in the charters of Fresno, Long Beach, Los Angeles, Oakland, Sacramento, San Diego, and San Jose, we found that the city administrators in these cities have more broadly and consistently defined powers through their charter language for all assigned functions. The city administrator or manager role is more clearly defined in these jurisdictions as overseeing city affairs and being responsible to both the mayor and city legislative bodies.

- In San Francisco the Board of Supervisors confirms the City Administrator but the ongoing relationship between the City Administrator and Board of Supervisors is not defined in the City Charter or codes. While some cities require ongoing reporting requirements or set expectations around Board meeting attendance, the San Francisco Charter does not address this. Requesting periodic attendance from the City Administrator at Board of Supervisors meetings, such as once a month, and regular reporting on the goals and actual performance of the various divisions and departments overseen by the City Administrator would improve accountability and public disclosure of the functions overseen by the City Administrator.

Policy Options

The Board of Supervisors could:

1. Review how the Charter and code language describe the City Administrator's role and recommend opportunities to update the language through Charter and code amendments to better reflect the Office's current functions and replace outdated and overly specific provisions with a broad, comprehensive set of responsibilities and accountability including requiring attendance at Board of Supervisors meetings on a regular basis, such as once a month or quarter, to report on or respond to questions pertaining to functions under the Office's purview and to clarify the reporting relationships between the City Administrator, the Mayor, and the Board of Supervisors.
2. Request additional information from the City Administrator and/or City Attorney to clarify the differences in interpretations of the roles and responsibilities in enforcing federal, state, and local laws, ordinances, and policies pertinent to the divisions and departments that make up the City Administrator's Office.
3. Request an annual report or other regular reports from the City Administrator's Office that describes the changes in functions, accomplishments, goals, and results demonstrating achievement of those goals across all functions under the Office's purview.
4. Request that the City Administrator consider and report back on organizational structure alternatives and related costs and savings that would improve accountability, management focus, and efficiency of the Office's operations. This should also include analysis of increased management positions and consolidation and reduction of the number of small divisions and departments within the Office, such as the ten with ten or fewer employees, to help improve efficiency and reduce costs.

Project Staff: Fred Brousseau, Emily Firgens

City Administrator's Office Organization & Budget Overview

The City Administrator's Office oversees approximately 26 Functions and over \$900 million in Funding

The City Administrator's Office oversees approximately 26 different departments, divisions, and programs. It operates with the mission of providing a broad range of services to other City departments and the public. Examples of the Office's functions according to City budget documents prepared by the Mayor's Office include internal services, civic engagement, capital planning, asset management, code enforcement, disaster mitigation, tourism promotion, public safety, and economic development.¹

The City Administrator's Office groups its functions by internal services, programs, and six stand-alone departments, including the Department of Public Works and Department of Technology. For City budgeting purposes, these latter two departments have their own budgets whereas the other departments, programs, and services are grouped into a single City Administrator's Office budget unit.

The City Administrator's Office is responsible for overseeing each of the functional departments, divisions, and programs shown in Exhibit 1. This shows how the information and oversight of each of these functions funnels up to the City Administrator through two Deputy City Administrators. Each of the Deputy City Administrators are responsible for overseeing a group of programs, internal services, and stand-alone departments, as the Office refers to them.

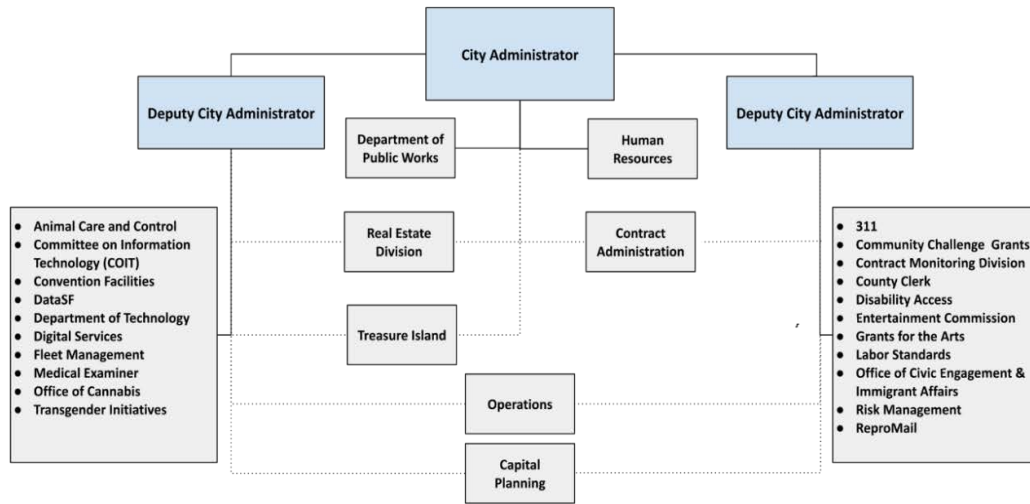
Exhibit 1 shows how these functions were divided between the two Deputy City Administrators at the time this report was prepared and which functions report directly to the City Administrator². As shown, the City Administrator had four direct reports: two Deputy City Administrators, the City Administrator's Office Human Resources Director, and the Director of Public Works. The division heads for the Real Estate and Contract Administration divisions and the head of the Treasure Island Development Authority had dual reporting relationships, reporting to both the City Administrator and a Deputy City Administrator. Finally, oversight of the Operations and Capital Planning functions was shared by the two Deputy City Administrators. Altogether, the three management positions in the City Administrator's Office still have approximately 2,994 budgeted indirect reporting positions.

¹ Mayor's 2020-2021 & 2021-2022 Proposed Budget, Mayor's Office of Public Policy and Finance, p.115, [Link](#). The Office of the City Administrator's public safety work refers to Animal Care and Control (Animal Control Officers) and the Chief Medical Examiner (investigators and forensic pathologists perform death investigation work and are peace officers under State statute).

² A reorganization of the Office, described further below, took place between the drafting of this report and its release.

The structure of the Office at the time of the drafting of this report resulted in an uneven distribution of responsibilities with uneven spans of controls between the two Deputy City Administrators (865.4 vs. 316.3 FTEs) and disparate collections of departments and divisions.

Exhibit 1: City Administrator’s Office Functional Oversight



Note: Dotted lines indicate shared reporting between the Deputy City Administrator(s) and City Administrator. Community Ambassadors is not shown in the Organization Chart above as it is part of the Office of Civic Engagement and Immigrant Affairs. However, the City Administrator’s Office treats Community Ambassadors as a separate line in their budget due to fluctuations in funding sources.
 Source: City Administrator’s Office

In FY 2020-21, the City Administrator’s Office’s budget, excluding the Department of Public Works and Department of Technology, was \$439,469,497 and funded 939.8 full-time equivalent (FTE) positions. When including the Department of Public Works and Department of Technology, the City Administrator is responsible for overseeing more than \$900 million in funding and almost 3,000 FTEs across these functions. Exhibit 2 below shows the budget for all departments, divisions, and programs under the City Administrator’s oversight.

In addition to the over 26 departments, divisions, and programs that the City Administrator oversees, the Office is also routinely assigned new initiatives or projects that involve coordinating across multiple departments. Current examples of this work include but are not limited to operationalizing the new Permit Center; implementing Proposition B that was passed by voters in November 2020 to restructure the Department of Public Works, removing it from the City Administrator’s oversight, and creating its own oversight commission; developing the Refuse Taskforce; and overseeing contract reform work.

Exhibit 2: FY 2020-21 Budget & Full-time Equivalent Positions for all Departments, Divisions, and Programs Overseen by the City Administrator

Division/Department	Budget	FTEs
311	\$16,803,973	104.2
Animal Care & Control	8,284,264	49.0
Capital Planning	1,937,935	9.8
Chief Medical Examiner	10,971,477	34.7
City Administrator's Office - Human Resources	8,399,326	45.0
City Administrator's Office - Operations	7,356,944	30.7
Committee on Information Technology	654,605	3.1
Community Ambassadors	1,355,192	10.4
Community Challenge Grants	2,600,000	2.0
Contract Monitoring Division	6,570,237	33.8
Convention Facilities	78,103,224	4.0
County Clerk	2,197,244	15.7
DataSF	1,346,852	5.0
Digital Services	10,171,907	39.6
Entertainment Commission	1,206,978	5.8
Fleet Management/Central Shops	33,370,020	102.0
Grants for the Arts	13,203,000	5.0
Office of Cannabis	908,051	5.5
Office of Civic Engagement & Immigrant Affairs	6,993,985	15.7
Office of Disabilities	1,672,637	10.6
Office of Labor Standards Enforcement	6,036,538	25.7
Printing/mail (ReproMail)	9,399,591	22.1
Procurement (Office of Contract Administration)	7,200,735	40.4
Real Estate	143,162,292	295.7
Risk Management	31,642,990	5.0
Transgender Initiatives	822,087	5.0
Treasure Island Development Authority	27,097,413	14.6
<i>Subtotal City Administrator's Office</i>	<i>\$439,469,497</i>	<i>939.8</i>
Dept. Public Works	\$351,913,006	1,767
Dept. Technology	131,472,645	287
Total	\$922,855,148	2,993.8

Source: FY 2020-21 AAO and City Administrator's Office

City Administrator's Authority

The City Administrator's authority over its functions is described with varying levels of detail in the City Charter, Administrative Code, and Health Code. For some of the departments and divisions, there is no specific reference to the City Administrator's role or authority whatsoever; in other cases, the language is very specific. There are also instances where specific language and requirements cover only limited aspects of the department, division, or program, or is outdated and no longer accurately reflects the functions of the City Administrator. This is the case with the

City Charter in particular. This out-of-date and inconsistent language around the City Administrator's authority assigned through these documents leads to ambiguity and individual interpretation in how the role of the City Administrator is defined and where accountability and responsibility for enforcement and performance lies. Further, it allows for discretion on the part of the City Administrator to determine the role played for many of its functions.

City Administrator's Authority as Designated by the City Charter

Section 3.104 of the City Charter outlines the role of the City Administrator, including stipulating their appointment by the Mayor for a five-year term with approval from the Board of Supervisors. According to this section of the Charter, the City Administrator is primarily responsible for the following areas.

- Administering services in the Executive Branch as assigned by the Mayor or by ordinance.
- Administering policies and procedures regarding bonded or other long-term indebtedness, procurement, contracts and building occupancy permits, and for assuring all contracts and permits are issued fairly and impartially.
- Coordinating capital improvement and construction projects (outside of those under the sole authority of the Airport, Port, Public Utilities, and Public Transit Commissions).
- Preparing and recommending bond measures for consideration by the Mayor and Board of Supervisors.
- Administering, budgeting, and control of publicity and advertising expenditures.

In addition to these responsibilities, the Charter also grants the City Administrator the power to:

- With concurrence of the Mayor, appoint and remove the directors of the Departments of Administrative Services, Solid Waste, Public Guardian/Administrator, and Public Works, and other department heads under their direction.
- Propose rules governing procurement and contracts to the Board of Supervisors for consideration.
- Award contracts without interference from the Mayor or Board of Supervisors.
- Coordinate the issuance of bonds and notes for capital improvements, equipment and cash flow borrowings, except for projects solely under the Airport, Port, Public Utilities and Public Transportation Commissions.

The current Charter language was approved as part of the 1995 Charter reform effort and became official once the City's revised Charter went into effect on July 1, 1996. Prior to 1996, the City Administrator was referred to as the "Chief Administrative Officer" and was responsible for particular departments like the Department of Public Works and the County Clerk. Many of the departments and divisions now under the City Administrator reported directly to the Mayor under the old Charter. When the new Charter was approved, the responsibilities of the Chief Administrative Officer were migrated to the City Administrator. Along with other functions that

were previously stand-alone in the City organization chart, the City Administrator also took on responsibility for providing certain administrative services to the City as a whole. While the Charter states that the City Administrator is responsible for “Administering services in the Executive Branch as assigned by the Mayor or by ordinance” it is not clear when or why certain administrative functions are assigned to the City Administrator and when they are considered standalone. As part of this reform, the Mayor also took on more authority over the City Administrator relative to what had been the role of the Chief Administrative Officer.³ The extent to which the City Administrator functions independently or takes direction from the Mayor and Board of Supervisors is not spelled out in the Charter.

The City Charter and Administrative Code inconsistently reflect the current operations and organization of the City Administrator’s Office.

The current Charter language reflects a mix of older, legacy functions of the Chief Administrator along with some of the roles currently played by the City Administrator’s Office. The City Administrator’s role continues to evolve and the Charter language does not fully reflect the City Administrator’s current functions other than through the blanket language of “administering services in the Executive Branch as assigned by the Mayor or by ordinance.” The City Administrator’s Office will often be charged with taking on new initiatives that cross multiple departments. One example of this work is the new Permit Center. While the broad language of the Charter allows for this to be assigned to the City Administrator there is not a detailed, easily accessible record of these types of assignments. Exhibit 3 below outlines key differences in the City Administrator’s functions as described in the Charter and Administrative Code compared to how the Office currently operates.

³ November 1995 Voter Pamphlet, p.57-59, [Link](#).

Exhibit 3: Inconsistencies in Charter and Code Language for the City Administrator’s Office

Charter or Code Provision	Current State
Administering policies and procedures regarding bonded or other long-term indebtedness; coordinate the issuance of bonds and notes for capital improvements, equipment, and cash flow borrowings.	The City Administrator role is as Chair of the Capital Planning Committee, which is responsible for approving issuances of general obligation and revenue bonds and preparing the City’s 10-year Capital Plan efforts, which includes establishing a schedule for General Obligation bond measures. Much of the work executing these issuances is performed by the Controller’s Office of Public Finance.
Creates Department of Administrative Services and appoints the Director of Administrative Services for internal service functions including procurement of supplies, equipment, and contractual services, central warehouse, central storerooms, central garage and shop, salvage materials, real estate, facilities, and other functions assigned by the City Administrator.	The Department of Administrative Services does not currently exist as a separate department and there has not been a separately appointed Director of Administrative Services for many years. This position merged with the City Administrator role and all functions are now under the City Administrator.
With concurrence of the Mayor, appoints and removes the director of Solid Waste.	Solid Waste is part of the Department of Environment with the director appointed by that department head. The City Administrator’s only related role is serving on the Rate Board.
With concurrence of the Mayor, appoints and removes the Public Guardian/Administrator.	The Public Guardian/Administrator is no longer under the City Administrator’s oversight; in 2000 the Mayor and Board moved this position to reside in the Human Services Agency.
The Administrative Code assigns the Department of Administrative Services to house the Office of Labor Standards and Enforcement and Mayor’s Office on Disability.	These functions are located under the City Administrator’s Office as the Department of Administrative Services is no longer a department.
Other than blanket provisions for “administering services in the Executive Branch” no explicit assignment of 12 functions, including 311, Community Challenge Grants, County Clerk, DataSF, Department of Technology, Digital Services, Entertainment Commission, Office of Civic Engagement & Immigrant Affairs, Printing/Mail, Risk Management, Transgender Initiatives, and Treasure Island Development Authority.	The City Administrator’s Office is responsible for overseeing these 12 functions, without explicit delegation of authority in the City Charter or codes beyond the broad provisions outlined in the Charter.

Source: BLA Analysis of the City Charter and Administrative Code Language

These instances of misalignment in how the Charter describes the City Administrator's role and what their role actually is can lead to confusion, different interpretations over what is within their authority, and misrepresents current functions. For example, a number of specific roles and responsibilities are delegated to the Director of Administrative Services in the Charter but it is not stated if these are all now the responsibility of the City Administrator since the Director of Administrative Services position has been left vacant. Further, the Charter and Administrative Code assign certain functions and duties to the directors of the individual departments, divisions, and programs that are under the Director of Administrative Services (no longer a position). For example, the Administrative Code requires that the Director of Property (head of the Real Estate Division) shall annually report to the Mayor, the Controller, the Director of Administrative Services, and the Board of Supervisors the estimated value of each City-owned parcel and improvement. While this provision is still in place, neither the Administrative Code nor the Charter indicates the level of accountability for the City Administrator to ensure that this annual report is produced and provided to the Board of Supervisors, Mayor, and Controller each year.

The Mayor has the authority to reorganize the Executive Branch as outlined in Charter Section 4.132, and, as with any organization, it is reasonable that the City Administrator's Office would change, realign, and streamline functions over time. What becomes challenging is that there are elements of the Charter and code language that no longer reflect how the Office currently works and is currently structured and there is little readily accessible public record of when these changes were made and why. This raises the question of at what point do changes move too far away from the intent of what the voters approved of in the 1996 Charter, and how to best document and address some of the changes that have been made to date. Exacerbating this issue is the absence of any language in the Charter defining the overarching role and responsibilities for the City Administrator for all functions under the Office's purview to clarify how the position and office enforces policy and adds value through its oversight function, and how it interacts with the Mayor's Office and the Board of Supervisors in this regard.

One example of changing roles and responsibilities is how the City Administrator's role is currently evolving with the Department of Public Works. Proposition B, which was approved by voters in November 2020, amended the Charter by creating a Commission to oversee the Department of Public Works and removing the City Administrator from overseeing the Department. According to the language of the proposition, the Mayor, Board of Supervisors, and Controller will make initial appointments to the Commission no later than July 1, 2022 (or earlier if approved by the Board of Supervisors). The Commission will hold its inaugural meeting within three months after the initial members are selected.⁴ This is a change that was approved by voters and has a clear public record. While not every change necessitates this level of voter approval, greater transparency,

⁴ File No. 200510, Charter Amendment – Department of Sanitation and Streets, Sanitation and Streets Commission, and Public Works Commission, p.7-9, [Link](#).

and a record of when changes in the role and responsibilities of the City Administrator occur would be beneficial to the City Administrator's Office and the City as a whole.

Where the City Charter and code language assign authority and where they are silent.

In addition to section 3.104 of the Charter, the City's Administrative Code assigns a number of functions to the City Administrator. However, the role of the City Administrator relative to those functions varies. Exhibit 4, below, provides characteristics for the City Administrator's 26 primary functions and whether or not the City Charter or Administrative Code assigns the City Administrator, or the (no longer existing) Department of Administrative Services, to oversee or participate in each function. The 26 functions we focused on were determined through the organizational chart and budget information provided by the City Administrator's Office. The Department of Public Works is included given that the transition to the new Commission structure is not complete as of the writing of this report.

Exhibit 4: City Administrator’s Office’s Functions as Outlined in the Charter and Code

Function	CAO role assigned in Charter or Code	DAS in charge	CAO in charge	CAO appoints*	CAO on committee	Commission or Board
311				✓		
Animal Care & Control	✓			✓		
Capital Planning	✓			✓	✓	
Chief Medical Examiner	✓			✓		
Committee on Information Technology	✓			✓	✓	
Community Challenge Grants				✓		
Contract Monitoring Division	✓			✓		
Convention Facilities	✓		✓	✓		
County Clerk				✓		
DataSF				✓		
Dept. Public Works	✓			✓*		
Dept. Technology				✓		
Digital Services				✓		
Entertainment Commission				✓		✓
Fleet Management/Central Shops	✓	✓	✓	✓		
Grants for the Arts	✓		✓	✓		
Office of Cannabis	✓		✓	✓		
Office of Civic Engagement and Immigrant Affairs (includes Community Ambassadors)				✓		✓
Office of Disabilities	✓	✓		✓		
Office of Labor Standards and Enforcement	✓	✓		✓		
Printing/mail (ReproMail)				✓		
Procurement (Office of Contract Administration)	✓	✓	✓	✓		
Real Estate	✓	✓		✓		
Risk Management				✓		
Transgender Initiatives				✓		
Treasure Island Development Authority				✓		✓

Source: BLA Analysis

CAO = City Administrator’s Office

DAS = Department of Administrative Services

*With Concurrence of Mayor. The City Administrator’s authority to appoint the head of the Department of Public Works was removed with the passage of Proposition B in November 2020. Note: Not included in these functions are the City Administrator’s Human Resources and Operations functions as they reflect more internal organization of the office and less the programmatic areas we are describing.

Of the 26 programs and divisions that comprise the City Administrator’s Office:

- Only five are explicitly described as under the authority of the City Administrator’s Office in City Charter or code language.

- Twelve have no Charter or code language specifically assigning a role for the City Administrator.
- Five place the Department of Administrative Services in charge of overseeing their functions. However, this Department has not operated as a separate department for years, having been subsumed by the City Administrator's Office through an administrative reorganization.
- The Charter language allows for the City Administrator to appoint, with concurrence of the Mayor, department heads that are placed under their direction. However, our review found that only three Departments explicitly have language in the Charter or code that states that the City Administrator may appoint their department or division head: Animal Care and Control, Chief Medical Examiner, and Department of Public Works. However, as noted earlier, the City Administrator is no longer authorized to appoint the Department of Public Works with the passage of Proposition B in November 2020.
- Two have the City Administrator designated as a member of multi-department committees in code language.
- Three of the divisions currently have an oversight board or commission engaged in overseeing their work and providing policy guidance though the Charter or codes are silent on the respective responsibilities of the City Administrator in relationships to the oversight bodies.

The language used to indicate the City Administrator (or Director of Administrative Services) is "in charge" of a function varies by department and division. For example, the Administrative Code states that the City Administrator shall have "primary authority over vehicles now or hereafter placed under his or her jurisdiction" and that the City Administrator "may adopt rules and regulations to implement this vehicle fleet management program."

Similarly, the Charter states that the City Administrator shall have responsibility for "administering policies and procedures regarding ... procurement ... and for assuring that all contracts are issued in a fair and impartial manner." On the other hand, there is no delegation of authority or articulation of any specific responsibilities for twelve departments or divisions, including two key departments assigned to the City Administrator: the County Clerk and the Department of Technology, which collectively account for annual budgets of over \$133 million and are staffed with over 300 FTEs. The City Administrator's Office points out that the County Clerk is described in Charter Section 4.131. However, this language is also outdated and suggests that the County Clerk will be merged into the Office of the Assessor-Recorder, but this restructuring has not happened as the County Clerk is still within the City Administrator's Office.

In only three instances is the City Administrator specifically assigned the role of appointing the director of the programmatic area in the Charter or code. In practice, however, the City Administrator appoints and can remove the heads of all departments and divisions assigned to the Office consistent with the blanket authority in Charter Section 3.104.

The reality of the City Administrator's Office and its role varies compared with what the Charter and code language depict. The City Administrator's Office primarily describes their role as providing oversight and guidance on resource allocation and policy decisions as needed. The City Administrator's Office as a whole is also responsible for partnering with the Mayor, Board of Supervisors, and departments on new initiatives, some of which cut across different departments and City functions. The Office also provides support services such as human resources and budget for all its departments, divisions, and programs, excluding budget services for the two largest: the Department of Public Works and Department of Technology. Such services should provide economies of scale, particularly for the smaller departments, divisions, and programs that would otherwise have to maintain their own internal service functions.

City Administrator Office staff report that much of the day-to-day oversight and direct reporting relationships for department/division heads is delegated to one of the Office's two Deputy City Administrators, as shown in Exhibit 1. In two instances, the City Administrator has a direct reporting relationship and oversight responsibility: the procurement function (Office of Contract Administration) and the Department of Public Works.

The City Administrator has minimal engagement with the commissions and boards for the functions under its oversight.

There are three divisions or programs that report to the City Administrator that are also overseen by a commission or board: the Entertainment Commission, the Office of Civic Engagement and Immigrant Affairs, and the Treasure Island Development Authority. These commissions all play some role in overseeing the department and in ensuring that they meet their mandates. For these three divisions, the role of the City Administrator with respect to the board or commission is not directly spelled out in the Charter or code language. Our conversations with the City Administrator's Office determined that oftentimes the commission or board functions independently of the City Administrator's Office and there is little relationship between the two. However, the Office also reports that the Entertainment Commission, Office of Civic Engagement and Immigrant Affairs, and Treasure Island Development Authority each have commissions staffed by their respected divisions which all have reporting relationships with the City Administrator's Office.

Ambiguous language around the City Administrator's role can lead to questions about who is responsible for enforcing City policies and regulations.

Given the breadth of responsibility assigned to the City Administrator and their Office, it is reasonable that there is some level of discrepancy between what the Charter and code language describe and how the Office actually functions. However, overseeing so many different types of programs and not having clear and consistent language describing the City Administrator's authority and responsibility can lead to different interpretations and ambiguity over who is accountable for ensuring effective and efficient program operations and enforcing requirements. Two examples of how this ambiguity has resulted in a lack of clarity about the Office's authority

are demonstrated in work our office performed analyzing take-home vehicles and telematics technologies.

In March 2019, our office released a policy analysis report on the assignment of take-home vehicles to City departments in which we identified the number of take-home vehicles used by departments across the City, the cost of these vehicles, and the policies and procedures in place regarding take-home vehicles.⁵ The report's analysis found that the City departments surveyed reported assigning more than double the number of take-home vehicles than allowed by the City's Administrative Code. While the Administrative Code assigns the City Administrator responsibility for approving take-home vehicles, we reported that the City Administrator's Office viewed their responsibility as an information and coordination role rather than an approval and enforcement role. This left uncertain who is ultimately responsible for ensuring alignment with the Administrative Code and enforcement of the take-home vehicle policy.

This issue arose again in August 2020 with a policy analysis report prepared by our office on vehicle telematic technologies.⁶ As part of this report, we found that while telematic technologies were installed on vehicles, the data reported by the equipment such as vehicle use, speeding incidents, reckless driving, and others was not being used to ensure problems identified through the technology were resolved. Fleet Management/Central Shops, which is under the purview of the City Administrator's Office, oversees the telematic technology and data collection and reporting. However, as part of our analysis, the City Administrator's Office stated that they serve in an information and coordination role rather than an approval and enforcement role regarding vehicle-related problems such as employees repeatedly speeding or driving unsafely in City vehicles. We found that this interpretation was inconsistent with the Charter provision that the City Administrator shall have "primary authority over vehicles now or hereafter placed under his or her jurisdiction."⁷ Our analysis concluded that the existing approach was ineffective regarding take-home vehicles, rental vehicles, or monitoring of vehicles overall with the telematics system as departments are not comprehensively self-policing their behavior.

These examples demonstrate that when Charter and code language is unclear, the City Administrator may interpret their role in a way that produces less efficient and effective outcomes and raises questions over who is ultimately responsible and accountable for enforcement of City policies in certain functional areas. It is impractical and would be ill-advised to have each of the City Administrator's functions precisely and specifically delineated in the Charter or code language. However, it does raise the question of how to best define the City Administrator's authority to ensure enforcement of City ordinances and policy and accountability across the various functions. Stipulating overarching principles and responsibilities for the City Administrator in the Charter and codes that apply to all functions it oversees would help clarify these issues.

⁵"City Departments' Assignment of Take-Home Vehicles," Budget and Legislative Analyst's Office, March 25, 2019, [Link](#).

⁶"Vehicle Telematics Update," Budget and Legislative Analyst's Office, August 19, 2020, [Link](#).

⁷San Francisco Administrative Code, Section 4.10.1(b)

Accountability: Monitoring and Reporting

How the City Administrator's Office Engages in Monitoring and Reporting

Efforts to monitor and report on program performance can help promote accountability and transparency. Similar to how the Charter and code language varies in describing the City Administrator's role, how monitoring and reporting are executed also varies. The City Administrator's Office reports that it monitors activities and budgets of the departments, divisions, and programs under its purview and states that the annual budget submission is the most comprehensive report across all of its functions. There is not more publicly available, routine reporting for the Board of Supervisors or others on their performance or outcomes beyond its annual budget submission.

The City Administrator monitors activities of its divisions but has not instituted formalized, regular performance measurement and reporting.

The City Administrator's Office reports that they primarily use division meetings and check-ins to monitor performance across the Office's many functions. The frequency of the meetings varies depending on if particular issues arise that need to be addressed. The Controller's Office requests that the City Administrator record and report performance on specific objectives for a subset, but not all, of its divisions and programs. This information was included in prior versions of the Controller's performance scorecard reported online and in the Mayor's Proposed Budgets but is no longer included in the Controller's online reports and was not included in the July 2020 Budget Book for the FY 2020-21 and FY 2021-22 proposed budget. However, the FY 2021-22 and FY 2022-23 proposed budget did include performance measure data.

City Administrative Code Section 2A.30 requires heads of departments, including the City Administrator, to complete an annual report. The City Administrator's Office reports meeting this requirement through their annual budget submission and presentation to the Board of Supervisors. In addition, many of the departments, divisions, and programs that report to the City Administrator are required by City Charter or code and/or State law to produce regular reports on specific activities for the Board of Supervisors, the Mayor, and other City officials and/or the State of California. While the City Administrator maintains an inventory of these specific reporting requirements, these reports are not necessarily used to measure performance of the Office's departments, divisions, and programs which, in many cases, do not contain performance or outcome information anyway. Nor does the City Administrator's Office report that it tracks whether or not the required reports are produced and submitted to the appropriate City and State bodies as required.

Exhibit 5, below, lists the department, division, and program specific reporting requirements mandated in the Charter, City code, or State law. The purposes of these reports vary from capturing measurements of performance to more informational in purpose to covering a narrow part of a department, division, or program's duties. Exhibit 5 also details the departments,

divisions and programs that track objectives through the Controller's Office report. As mentioned this information is not reported in the Controller's publicly available performance scorecard.

Exhibit 5: City Administrator Division Performance Measures and Reporting Requirements

Function	Report Performance Objectives to Controller	Regular Report Requirement(s)	Report Recipients	Date of Most Recent Report Received by the Board*	Charter or Code Section
311	✓	Board and commission membership	Public (posted online) Boards/Commissions staff & members Mayor, Board of Supervisors	None reported.^	Admin Code Sec. 1.57-3
Animal Care & Control	✓	Rabies, animal bite, and diseases	CA Dept. of Health		CA Code of Regulations Sec. 2606 & Sec. 2500
Capital Planning		Capital expenditure plan; Annual Infrastructure Construction Cost Estimate; 10-year capital expenditure plan (every other year)	Mayor, Board of Supervisors	Adopted 4/20/2021	Admin Code Sec. 3.20
Chief Medical Examiner	✓	Deaths involving fire or motor vehicles Deaths of individuals over age 65 & under 18 Infant deaths where SIDS may be the cause Drug overdose deaths	CA Dept. of Health Adult Protective Services Fire Department Department of Motor Vehicles Mayor, Board of Supervisors & SF Department of Public Health	2/17/2021	CA Health and Safety Code Sec. 102865 CA Welfare Code Sec. 15658 CA Government Code Sec. 27490-27512 SF Health Code Sec. 227
City Administrator		Disaster/Emergency Response & Recovery Fund Child Care Feasibility Study Waiver Community Benefit Agreement (<i>Repealed by Prop F on November 3, 2020</i>)	Mayor, Board of Supervisors SF Child Care Planning & Advisory Council, Child Care Facilities Interagency Committee, OECE	Recovery Fund Report: 7/23/2020	Admin Code Sec. 10.100-100 Admin Code Sec. 29B.5 Business & Tax Code Sec. 906.3 (<i>Repealed 11/3/20</i>)
Committee on Information Technology		5-Year Information and Communication Technology Plan (every other year)	Mayor, Board of Supervisors	Adopted 4/13/2021	Admin Code Sec. 22A.6
Community Challenge Grants					
Contract Monitoring Division	✓	LBE utilization report along with availability of MBEs, WBES, and OBEs	Mayor, Board of Supervisors	1/22/2021	Admin Code Sec. 14B.15

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Function	Report Performance Objectives to Controller	Regular Report Requirement(s)	Report Recipients	Date of Most Recent Report Received by the Board*	Charter or Code Section
Convention Facilities	✓				
County Clerk		Vital Records Trust Fund; Marriage Licenses	CA Secretary of State, State Registrar		CA Health & Safety Code, Sec. 103625 & Sec. 102355
DataSF					
Dept. Public Works					
Dept. Technology					
Digital Services					
Entertainment Commission		Permits & Licensing Report; Report on Music & Culture Sustainability; Public noticing requirements	Mayor, Board of Supervisors, Controller, Entertainment Commission	None reported. The City Administrator reports these are updated and posted online.	Admin Code Sec 90.8 Police Code Sec. 1070.35
Fleet Management/Central Shops	✓	Healthy Air and Clean Transportation Ordinance report; HAZMAT Report; Fuel Station Report	Mayor, Board of Supervisors CA & SF Department of Public Health State Water Board	3/5/2021	Environment Code Sec 50.12 Admin Code Sec. 4.10-2(c)
Grants for the Arts	✓	Non-profit loans program report	Board of Supervisors	None reported	Admin Code Sec 50.12
Office of Cannabis		Community reinvestment fund annual report	Mayor, Board of Supervisors, Controller	None reported. The City Administrator reports that because there is no money in this fund this report is not produced.	Admin Code Sec. 2A.420
Office of Civic Engagement & Immigrant Affairs		Language Access Ordinance summary report; OCEIA complaint report	Immigrant Rights Commission, Board of Supervisors	2/1/2021	Admin Code Sec. 91.12

Budget and Legislative Analyst

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Function	Report Performance Objectives to Controller	Regular Report Requirement(s)	Report Recipients	Date of Most Recent Report Received by the Board*	Charter or Code Section
Office of Disabilities	✓				
Office of Labor Standards & Enforcement		Minimum Wage Ordinance; Health Care Security Ordinance (elective); 12T "Ban the Box" complaints; Predictable Scheduling & Fair Treatment for Formula Retail Ordinance report; Record of Article 49 complaints	Mayor, Board of Supervisors	Formula Retail Report: 3/31/2020	Admin Code 12R.26 Admin Code 12T.6 Police Code 3300G.10 Police Code 4909
Printing/Mail (ReproMail)					
Procurement (Office of Contract Administration)	✓	LBE Annual Report; Waivers of 12T "Ban the Box" contracting requirements; Waivers of 12U Sweat free contracting requirements	Mayor, Board of Supervisors, Public	None reported	Admin Code 14B.15 Admin Code Sec.12T.6 (k) (1) Admin Code Sec.12U.9.5 (g)
Real Estate	✓	Surplus Property Report; Leases of City-owned property	Board of Supervisors, MOHCD, Budget & Legislative Analyst	4/12/2018	Admin Code Sec. 23A.6 (b) Admin Code Sec. 23.34
Risk Management		Hold Harmless Agreements approved; Bonding and Financial Assistance Program Report	Board of Supervisors	12/22/2020	Admin Code Sec.1.24 Admin Code 14B.16(A)(5)
Transgender Initiatives					
Treasure Island Development Authority					

Source: City Administrator's Office and BLA analysis of Charter and code language

Note: City Administrator's Office is included on this chart as it has specific, mandated reporting requirements in the Administrative Code.

*Received from the Office of the Clerk of the Board as of March 30, 2021.

^The 311 report was not received by the Clerk of the Board but it is posted [online](#) and updated regularly.

^^ The City Administrator's Office reports that the Board of Supervisors was informed in December 2020 that there no properties at that date meeting the definition of surplus property under Administrative Code Section 23A.4.

As shown in Exhibit 5 above, eight of the functions we reviewed under the City Administrator's purview and budget do not have specific mandated performance objectives or annual reporting requirements and 17 do have such requirements (including the City Administrator's Office itself).

In addition to its annual budget and the program and division reporting requirements of the areas it oversees, in recent years the City Administrator's Office has been tasked with producing three issue-specific annual reports. The City Administrator's three specific reporting requirements spelled out in the Administrative and Business and Tax Regulation Codes are: (1) Child Care Feasibility Study Waiver that summarizes waivers granted pursuant to Subsection (c) of Chapter 29B of the Administrative Code; (2) Disaster and Emergency Response and Recovery Fund that details sources and uses of this fund; and, (3) Community Benefit Agreement Report on any Community Benefit Agreements the City Administrator's Office has entered into for each year the Central Market Street and Tenderloin Exclusion authorized is available. The Exclusion was repealed by voters on November 3, 2020 with the passage of business tax reform through Proposition F.

While this analysis does not go into detail on each objective measured or report produced, the level of specificity regarding information reported to the Controller or in regularly produced reports varies by function. It is not clear how this information is used to help make decisions or to improve performance. As mentioned above, the performance objectives reported to the Controller's Office by the various City Administrator's Office divisions, departments, and programs are not reported through the online San Francisco Performance Scorecards.

While 17 departments or divisions in the City Administrator's Office have some level of reporting required to the Board of Supervisors, other City officials, or the State, the reports are not collectively tracked and catalogued by the City Administrator's Office, making it challenging to access the last date that each was produced and the content of each report. It also varies as to whether these reports are made available to the public online.

Fifteen departments or division in the City Administrator's Office have some level of reporting required to the Board of Supervisors specifically. Based on information reported to us by the Clerk of the Board of Supervisors, between FY 2019-20 and FY 2020-21 the Clerk's Office received reports from nine of the 15 departments, including the City Administrator's Office itself, that are recorded as required to submit reports to the Board of Supervisors. The Clerk's Office reports that the last annually required report they received from the Real Estate Division was in 2018; however, the City Administrator's Office reports that they informed the Board in December 2020 that there were no properties at that date that met the definition of surplus property under Administrative Code Section 23A.4. In addition, the Clerk's Office also reported that they had not yet received the most recent reports required to be submitted annually or semi-annually to the Board of Supervisors from five divisions/departments: 311, the Entertainment Commission, Grants for the Arts, Office of Cannabis, and Procurement (Office of Contract Administration). However, as noted in Exhibit 5, the 311 and Entertainment Commission reports are made

available online, but we were only able to access the most recent version of the 311 report. The City Administrator's Office also reported that the Office of Cannabis report is not completed because there is no money in this fund. Overall, this information indicates gaps in required reports being appropriately produced and submitted and a lack of a consistent and transparent form of performance monitoring of the departments and divisions that report to the City Administrator.

In addition to the monitoring and reporting detailed in Exhibit 5, the City Administrator's Office states that it meets with the divisions and programs to set annual goals and objectives. These goals and objectives are not laid out in one comprehensive document or provided to the Board of Supervisors nor are there summary documents that report which goals and objectives were achieved.

Clarifying the reporting relationship between the City Administrator and the Board of Supervisors

Our review of the performance monitoring and reporting requirements suggests that there is a need for a more routine, regular way of reporting changes, updates, and progress across the City Administrator's many initiatives. While the Board of Supervisors may request that the City Administrator report on functions under the Office's authority, there is not specific language in the Charter that gives the Board this authority in describing the role of the City Administrator.

The Charter language describing the role of the Controller serves as one potential model for how to articulate the reporting relationship more clearly between the City Administrator and the Board of Supervisors. Section 3.105 of the Charter discusses the financial and auditing role of the Controller, including the preparation of an annual report on the City's financial condition. Specifically, Section 3.105(h) states that "The Controller shall issue from time to time such periodic or special financial reports as may be requested by the Mayor or Board of Supervisors." Explicitly calling out the Board's authority to request reports from the Controller helps to define the relationship between the two. If the Board were to consider cleaning up the Charter language, they may wish to add a provision that explicitly calls out the Board's ability to request special reports from the City Administrator.

Alternative Organizational Structures for the City Administrator's Office

The City Administrator's Office structure at the time this report was prepared facilitated information sharing and problem solving as issues arise but did not facilitate a level of oversight and accountability that ultimately rests with the City Administrator. It also contained uneven spans of control for the two Deputy City Administrators and disparate groupings of functions for which they were responsible.

As part of our analysis we reviewed opportunities to restructure the City Administrator's Office to promote greater efficiency and accountability by grouping similar functions together, creating a structure to provide more coherent support of the Office's primary service areas, and better

equalizing the spans of control for the Office's managers. While there are many ways that the Office may choose to restructure itself, we propose one possible example for consideration. Our suggested approach to reorganization seeks to allow for increased efficiency and effectiveness as well as greater focus, transparency, cost-effectiveness, and accountability across the different functions. While the City Administrator, Mayor, Board of Supervisors, and others may wish to propose alternative structures, we offer the following example for organizing the City Administrator's Office based on the current divisions, programs, and departments within the Office.

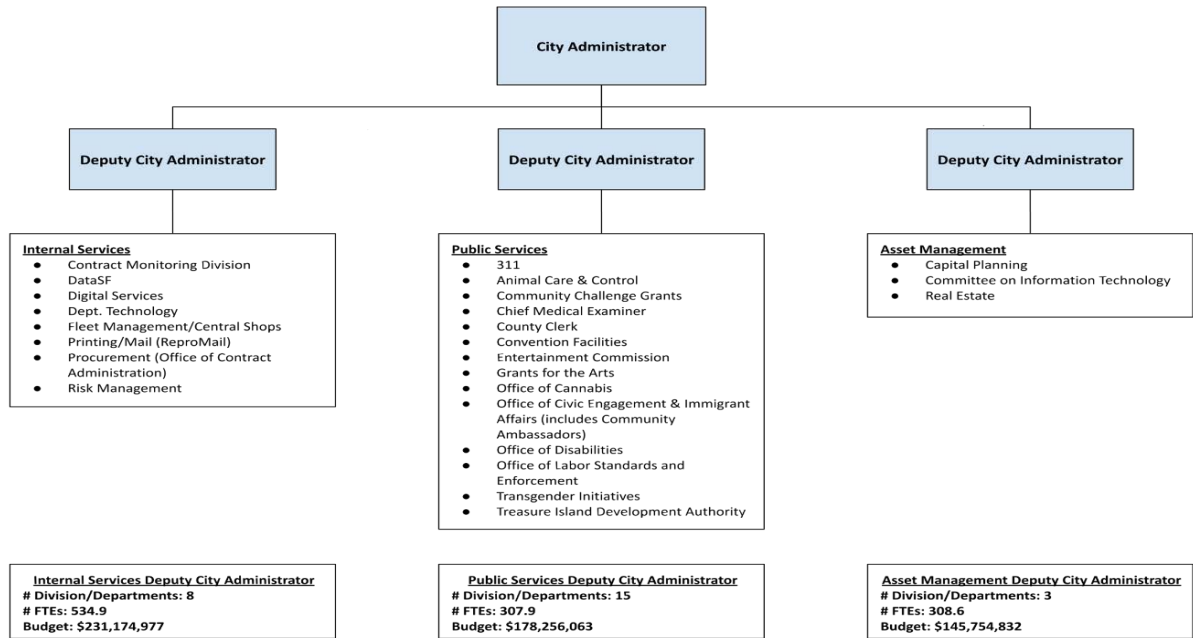
Exhibit 6 below proposes an alternative organizational structure for the Office where the programs and divisions are grouped by functional area. These areas are:

- (1) **Internal Support Services**, which would be composed of the departments, divisions and programs that provide services to support the City's internal facing, administrative departments.
- (2) **Public Services**, which includes divisions and programs that provide services to the public in general or specific subpopulations.
- (3) **Asset Management**, which includes the City Administrator's primary planning functions associated with the Capital Planning and the Committee on Information and Technology as well as management of the City's real estate assets.

One of the key goals of this proposed structure is to delineate the responsibilities of the City Administrator's Office more clearly. Our proposed structure would add one new Deputy City Administrator to the existing two, each of which would oversee these three functional area groups. This structure would consolidate oversight and support and provide more focused management oversight and easier reporting up to the City Administrator. Each of the three Deputy City Administrators would be responsible for monitoring and achieving success in a focused area: 1) outstanding internal support services to City agencies and programs, 2) outstanding services to the public, and 3) effective planning and management of the City's capital, information technology, and real estate assets.

The reorganization would also more evenly distribute the number of FTEs that any one Deputy City Administrator is overseeing, as shown in Exhibits 6 and 7. While the Internal Services group has a larger FTE count relative to Public Services and Asset Management, this proposed new structure helps create greater balance among the three Deputy City Administrators. Currently the spans of control are fairly lopsided: one Deputy City Administrator oversees 865.4 FTEs; the other oversees 316.3 FTEs.

Exhibit 6: BLA Proposed Alternative Structure of the City Administrator’s Office



Source: BLA Analysis

Our proposed alternative organization structure would require the addition of one new Deputy City Administrator, with an estimated annual salary of approximately \$212,213, excluding benefits.⁸ However, additional costs incurred for this position could be offset over time as the Office explores possible consolidation of management and fewer of the existing management positions for some of the smaller departments and divisions, such as the ten that are staffed with 10 or fewer FTEs, each of which has its own director/manager position. In addition, we suggest the Office explore potential options for merging similar functions, such as the Contract Monitoring Division and Office of Contract Administration. By merging the two offices the contract functions can reside within one unit to help promote increased effectiveness. Our proposed grouping of functions is presented in Exhibit 7.

⁸ Midpoint of FY 2021-22 salary range for a 0953 Deputy Director III (excluding benefits).

The structure proposed is one of many possible reorganizations, and as we mention above, there may be interest in and opportunity to reconsider the functions the City Administrator oversees. We recommend that any restructuring of the Office consider opportunities to increase transparency and accountability across the functions the City Administrator oversees while also working to improve efficiency and effectiveness.

Exhibit 7: BLA Alternative Structure of the City Administrator’s Office by Budget and FTE Count

Internal Support Services		
Division/Department	Budget	FTEs
Contract Monitoring Division	\$6,570,237	33.8
DataSF	1,346,852	5.0
Digital Services	10,171,907	39.6
Dept. Technology	131,472,645	287.0
Fleet Management/Central Shops	33,370,020	102.0
Printing/mail (ReproMail)	9,399,591	22.1
Procurement (Office of Contract Administration)	7,200,735	40.4
Risk Management	31,642,990	5.0
Total Internal Support Services	\$231,174,977	534.9
Public Services		
Division/Department	Budget	FTEs
311	\$16,803,973	104.2
Animal Care & Control	8,284,264	49.0
Community Ambassadors	1,355,192	10.4
Community Challenge Grants	2,600,000	2.0
Chief Medical Examiner	10,971,477	34.7
County Clerk	2,197,244	15.7
Convention Facilities	78,103,224	4.0
Entertainment Commission	1,206,978	5.8
Grants for the Arts	13,203,000	5.0
Office of Cannabis	908,051	5.5
Office of Civic Engagement & Immigrant Affairs	6,993,985	15.7
Office of Disabilities	1,672,637	10.6
Office of Labor Standards Enforcement	6,036,538	25.7
Transgender Initiatives	822,087	5.0
Treasure Island Development Authority	27,097,413	14.6
Total Public Services	\$178,256,063	307.9
Asset Management		
Division/Department	Budget	FTEs
Capital Planning	\$1,937,935	9.8
Committee on Information Technology	654,605	3.1
Real Estate	143,162,292	295.7
Total Asset Management	\$145,754,832	308.6

Source: BLA Analysis

Note: Department of Public Works is not included in this restructuring as it is leaving the City Administrator’s authority.

During the review of the draft version of this report in August 2021, the City Administrator, who was appointed in February 2021, reported that the Office had been reorganized. The reorganization appears to address the issues we identified in our analysis: the need for more coherent groupings of divisions and departments and more equal spans of control for the Deputy City Administrators, improving efficiency and effectiveness of operations, increasing transparency. In addition, the Office reassigned two existing positions to now serve as two additional Deputy City Administrators, for a total of four, or one more than recommended in our proposed restructuring of the Office. The City Administrator's Office reports that as of August 16, 2021, there are now four Deputy City Administrators each of whom oversee one of four functional areas. The Office reports that the two new Deputy City Administrator positions were added by utilizing two vacant 0953 Deputy Director III positions in the Office. One of these vacant positions could be similarly used if our proposed restructuring were adopted, meaning that the creation of additional Deputy City Administrators under either reorganization scenario could be accomplished within the City Administrator Office's existing budget. The Office is now organized into the following four functional groups:

- (1) **Infrastructure and Asset Management**, which is composed of the divisions, departments, and initiatives related to Capital Planning, Real Estate, City Hall building management, Fleet Management, the Permit Center, and Public Works.
- (2) **Contracting and Grantmaking**, composed of Contract Administration, Contract Monitoring, Risk Management, the Office of Cannabis, Community Challenge Grants, Grants for the Arts, and the Office of Transgender Initiatives.
- (3) **Central Finance and Administration, Information Technology, and Communication**, consists of functions related to both Central Finance and Administration and Information Technology and Data. The divisions and departments overseen by this Deputy include Committee on Information Technology, DataSF, Digital Services, Department on Technology, ReproMail, and the Central Finance and Administration functions of accounting, budget and finance, contracts, and information technology for the City Administrator's Office as well as Convention Facilities.
- (4) **Neighborhood and Community Services**, which aligns community facing services including Animal Care and Control, Civic Engagement and Immigrant Affairs (including Community Ambassadors), County Clerk, the Entertainment Commission, Office of Labor Standards Enforcement, Treasure Island, and 311.

Since there is similarity in purpose of the City Administrator's reorganization and the new structure proposed by our office, we are not recommending our approach over the City Administrator's, but we do recommend that consideration be given to consolidating management of at least the ten smaller divisions and/or reducing the number of management positions to offset costs of the two new Deputy City Administrators. The estimated additional salary cost for the two new Deputy City Administrators associated with the City Administrator's reorganization is \$424,426, excluding benefits.

Comparisons with Other California Cities

City Administrator Responsibilities in Other Cities

As part of this analysis, we reviewed characteristics of the city administrator position in seven other California cities to better understand how their roles and responsibilities are defined in their charters and to what extent accountability measures are built into their roles. The cities we reviewed were Fresno, Long Beach, Los Angeles, Oakland, Sacramento, San Diego, and San Jose. Exhibit 8 provides an overview of the functions we found outlined in the charter sections for each city.

Exhibit 8: Comparison of City Administrator/Manager Roles in Select California Cities with San Francisco's City Administrator

City	Appoint Dept. Heads*	Prepare Budget and/or Advise on City Finances	Responsible: Purchasing & Contracts	Attends Council Meetings	Enforce Relevant Laws, Ordinances & Policies	Report to Legislative Body as Requested	Relationship with Commissions & Boards
Fresno	✓	✓	✓	✓			✓
Long Beach	✓	✓		✓	✓	✓	
Los Angeles		✓				✓	
Oakland	✓	✓	✓	✓	✓	✓	✓
Sacramento	✓	✓	✓	✓	✓		
San Diego	✓	✓	✓	✓	✓	✓	✓
San Jose	✓	✓		✓	✓	✓	
San Francisco	✓	No	✓	Not mandatory	No (Division heads responsible for enforcement)	No (though CAO is subject to Board's general powers of inquiry)	Not addressed

Source: BLA analysis of city charters

*For those departments under their jurisdiction

City administrators/managers in other California cities typically have more broadly and consistently defined powers through their charter language for all assigned functions.

The other cities' charter language more formally and comprehensively describes the responsibilities of their city administrator function, often as a consistent set of overarching responsibilities and accountability for all functions under their purview. For five of these cities (Long Beach, Oakland, Sacramento, San Diego, and San Jose) all or all but one of the categories outlined in Exhibit 8 are checked, indicating the broad set of responsibilities assigned to their respective city administrators or managers. In Fresno all but two of the categories are checked. Los Angeles is similar to San Francisco in only having two of the categories checked. There is variation in government structure among these cities. San Francisco, like Fresno, Los Angeles, Oakland, and San Diego, is a Strong Mayor or Mayor-Council form of government, meaning that the Mayor is the chief executive officer with greater centralized executive power. While there are differences in the structure of government across these cities, all cities need executive officers

and those surveyed serve as a helpful model for how other localities define their city administrator positions.

In many of these other cities, the city administrator or manager role is more clearly defined as overseeing city affairs and being responsible to both the mayor and city legislative bodies. For example, in all the cities we reviewed the city administrator function is mandated to interact with the city council or legislative body more explicitly either through regularly attending council meetings or being explicitly required to report to the legislative body at their request. The administrator thus becomes the chief city staff representative to the legislative body, a role that is not assigned to the San Francisco City Administrator for the departments, divisions, and programs under the Office's purview.

The City Administrator's Office reports that the Board's ability to make requests of the City Administrator on matters under her authority is provided for through the Board's general powers of inquiry. However, we believe there is value in having a more explicit, regular reporting relationship between the Board and the City Administrator. In addition, explicitly describing this reporting relationship may help in providing greater transparency and accountability across the Office's many functions. The City of Los Angeles is similar to San Francisco in that their city administrator position has a more specific role; however, Los Angeles still explicitly calls out the ability of their legislative body to request reports and information from the city administrator.

In five of the cities we reviewed, the city charter language specifies the role of the city administrator function in enforcing city laws, ordinances, or policies. In San Francisco the City Administrator is given authority to "administer services" in the Executive Branch as assigned by the Mayor or ordinance, but the City Administrator is not explicitly given authority to or accountability for ensuring enforcement of City laws and policies as other cities outline. As discussed earlier in this report, the San Francisco City Administrator's Office has not identified their role as responsible for enforcement, at least in recent years, which has led to ambiguity about the authority of the position. Other cities have explicitly assigned this responsibility, likely with the intention of ensuring greater city administrator accountability.

In three of the cities we reviewed we found charter or code language that specifically discusses the city administrator function in relationship to city commissions and boards. In Fresno the Chief Administrative Officer participates in the Planning Commission but does not have a vote. Oakland's City Administrator may attend board and commission meetings and participate in discussions, either as they choose or as directed by the Council. Lastly, San Diego's charter language outlines the role of advisory boards and commissions as purely advising the Mayor, Council, or City Manager; however, boards and commissions do not direct the conduct of any department or division. In San Francisco, we did not find code or charter language explicitly outlining the relationship between the City Administrator and commissions and boards. As discussed earlier, there appears to be minimal engagement between the City Administrator and commissions and boards for the departments and divisions within their Office that have oversight commissions or boards.

The charter language for these other cities also assigns the city administrator or manager responsibility for producing the annual budget and financial reports, which San Francisco assigns to the Offices of the Mayor and the Controller. These budget and financial reports, often produced by a chief financial officer who reports to the city administrator, allow for these city councils to have a more direct relationship and regular information flows with the city administrator. In addition, many of these cities explicitly allow for the legislative body to request reports from the city administrator. A comparable level of reporting between the San Francisco City Administrator and Board of Supervisors is not explicitly discussed in the Charter nor is there other language assigning functions to the City Administrator. While Section 2A.30 in the Administrative Code requires all department heads to submit annual reports, including the City Administrator, the City Administrator's Office reports that they fulfill this obligation through submission of their annual budget though this document does not go into detail about all the Office's functions, changes, and performance.

The Board of Supervisors is delegated broad powers of inquiry over all City departments, including the City Administrator's Office, which enables the Board of Supervisors to request ad hoc reports and information at any time from the City Administrator. However, the absence of more thorough, regular information reports and communications between the Board of Supervisors and the City Administrator is one indication that accountability for the functions overseen has not been codified for the City Administrator. Regularly scheduled presentations by the City Administrator at Board of Supervisors meetings on performance of the functions overseen by the Office would be one way of enhancing the accountability of the City Administrator. The City Administrator's Office does not agree with this idea, pointing out that other larger departments are not required to make such presentations and that accountability reviews for the Office take place as part of the Board of Supervisors' annual budget review process. We believe there would be value to this type of reporting, particularly since many of the internal service and smaller divisions and departments do not typically get this level of attention in the budget review process nor do Citywide themes and issues pertaining to these divisions, departments, and programs under the City Administrator.

Our analysis relies on reviewing language in the other cities' charters to understand their comparable city administrator or manager function. We did not interview representatives of these other cities to clarify how their city administrators work in comparison with how the Charter assigns them responsibility. This is important to note because as we see in San Francisco, how the roles of the City Administrator are described in the Charter varies from how it actually functions currently. However, there is a similar level of comprehensiveness and overarching frameworks in many of these other cities' charters that is not reflected in San Francisco's Charter in describing a city administrator's role.

Conclusion

The City Administrator's Office oversees an extensive set of functions and employees, some of which are clearly articulated in the City Charter and code language and many others which are not. While the Mayor has authority to assign the City Administrator new functions and reconfigure divisions and program areas, the language in the Charter inconsistently reflects the current organization of the City Administrator's Office. In addition, the Charter and code language do not clearly articulate the extent to which the City Administrator is responsible for enforcing policy and regulations over the functions they oversee.

Compared with charter language for city administrator roles in other California cities, San Francisco provides specific but incomplete roles for its City Administrator with language that does not take into consideration the Office's many functions and does not provide an overarching set of responsibilities and accountabilities for the position and Office.

Policy Recommendations

The San Francisco City Administrator is responsible for many functions across a variety of areas. The City Charter and code language help to assign some of these functions, but do not comprehensively address the many different functions the City Administrator is responsible for. In addition, the language leaves it unclear who is responsible for enforcement of federal, state, and local laws. While efforts to monitor and report on these functions help provide some transparency, there is still accountability, clarity, and consistency lacking across the Office's role and performance.

The Board of Supervisors could:

1. Review how the Charter and code language describe the City Administrator's role and recommend opportunities to update the language through Charter and code amendments to better reflect the Office's current functions and replace outdated and overly specific provisions with a broad, comprehensive set of responsibilities and accountability including requiring attendance at Board of Supervisors meetings on a regular basis, such as once a month or quarter, to report on or respond to questions pertaining to functions under the Office's purview and to clarify the reporting relationships between the City Administrator, the Mayor, and the Board of Supervisors.
2. Request additional information from the City Administrator and/or City Attorney to clarify the differences in interpretations of the roles and responsibilities in enforcing federal, state, and local laws, ordinances, and policies pertinent to the divisions and departments that make up the City Administrator's Office.

3. Request an annual report or other regular reports from the City Administrator's Office that describes the changes in functions, accomplishments, goals, and results demonstrating achievement of those goals across all functions under the Office's purview.
4. Request that the City Administrator consider and report back on organizational structure alternatives and related costs and savings that would improve accountability, management focus, and efficiency of the Office's operations. This should also include analysis of increased management positions and consolidation and reduction of the number of small divisions and departments within the Office, such as the ten with ten or fewer employees, to help improve efficiency and reduce costs.