File No. 170661 **Committee Item No.** 4
Board Item No. 13

COMMITTEE/BOARD OF SUPERVISORS

AGENDA PACKET CONTENTS LIST

Committee: Government Audit and Oversight **Date:** Sept. 6, 2017
Board of Supervisors Meeting: **Date:** Sept. 12, 2017

Cmte Board

Cmte	Board	
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☒	☒	**Resolution - VERSION 2**
☐	☐	**Ordinance**
☐	☐	**Legislative Digest**
☐	☐	**Budget and Legislative Analyst Report**
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☒	☒	**Introduction Form**
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OTHER **(Click the text below for a direct link to the document)**

☐	☒	Controller's Office Presentation - September 6, 2017
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☒	☒	Mayor's Office Response - August 3, 2017
☒	☒	Controller's Office Response - July 28, 2017
☒	☒	2016-2017 CGJ Report - June 5, 2017

Prepared by: John Carroll **Date:** Sept. 1, 2017
Prepared by: John Carroll **Date:** Sept. 8, 2017

[Board Response - Civil Grand Jury Report - Accelerating SF Government Performance - Taking Accountability and Transparency to the Next Level]

Resolution responding to the Presiding Judge of the Superior Court on the findings and recommendations contained in the 2016-2017 Civil Grand Jury Report, entitled "Accelerating SF Government Performance - Taking Accountability and Transparency to the Next Level;" and urging the Mayor to cause the implementation of accepted findings and recommendations through his/her department heads and through the development of the annual budget.

WHEREAS, Under California Penal Code, Section 933 et seq., the Board of Supervisors must respond, within 90 days of receipt, to the Presiding Judge of the Superior Court on the findings and recommendations contained in Civil Grand Jury Reports; and

WHEREAS, In accordance with California Penal Code, Section 933.05(c), if a finding or recommendation of the Civil Grand Jury addresses budgetary or personnel matters of a county agency or a department headed by an elected officer, the agency or department head and the Board of Supervisors shall respond if requested by the Civil Grand Jury, but the response of the Board of Supervisors shall address only budgetary or personnel matters over which it has some decision making authority; and

WHEREAS, Under San Francisco Administrative Code, Section 2.10(a), the Board of Supervisors must conduct a public hearing by a committee to consider a final report of the findings and recommendations submitted, and notify the current foreperson and immediate past foreperson of the civil grand jury when such hearing is scheduled; and

WHEREAS, In accordance with San Francisco Administrative Code, Section 2.10(b), the Controller must report to the Board of Supervisors on the implementation of

recommendations that pertain to fiscal matters that were considered at a public hearing held by a Board of Supervisors Committee; and

WHEREAS, The 2016-2017 Civil Grand Jury Report, entitled "Accelerating SF Government Performance – Taking Accountability and Transparency to the Next Level" ("Report") is on file with the Clerk of the Board of Supervisors in File No. 170660, which is hereby declared to be a part of this Resolution as if set forth fully herein; and

WHEREAS, The Civil Grand Jury has requested that the Board of Supervisors respond to Finding Nos. F1, F2, F3, F4, F6, and F8 as well as Recommendation Nos. R1, R2.1, R2.2, R3.1, R4.1, R6, and R8 contained in the subject Report; and

WHEREAS, Finding No. F1 states: "The broader public is barely aware of the performance scorecard (PS) framework, diminishing its utility and hampering the ability of San Francisco's Government (SFG) to communicate progress to San Franciscans," and

WHEREAS, Finding No. F2 states: "Despite the Mayor's role as the accountable executive of the SFG, the Mayor does not directly report performance results to the public, as is done in other leading cities;" and

WHEREAS, Finding No. F3 states: "The PS framework encompasses too many indicators – some of the indicators are of great importance, whereas others are much less significant;" and

WHEREAS, Finding No. F4 states: "Having performance indicators without associated goals goes against practice in other leading cities, and limits the public's ability to understand how the SFG is progressing;" and

WHEREAS, Finding No. F6 states: "The PS framework is not formally integrated into the SFG's planning process other than occasional budget discussions, whereas its true value is the extent to which SFG planning and budgeting is directly linked to the PS framework;" and

WHEREAS, Finding No. F8 states: "Noting the severe economic inequality within and between various neighborhoods and communities in the City, and consistent with the City's long-standing reputation for socially inclusive policies, the PS framework should more directly gauge SFG progress in addressing social, gender and racial equity;" and

WHEREAS, Recommendation No. R1 states: "In order to ensure broader public access to the PS platform, and consistent with the practice of other leading cities, a clear link to the PS website should be placed on the SFG website homepage, the Office of the Mayor's homepage and the Board of Supervisor's homepage by January 1, 2018;" and

WHEREAS, Recommendation No. R2.1 states: "Consistent with other leading cities, beginning in 2018 the Mayor should present an annual SFG Performance report that concisely communicates SFG performance and progress to the public; the public transmission of which should consist of: (i) Hosting a public press conference, the first of which would occur not later than January 31, 2019, announcing the SFG's annual performance; (ii) Posting the SFG Performance report, not later than January 31, 2019, on the Office of the Mayor's website homepage; (iii) Submitting the SFG Performance report to the Board of Supervisors for comment; and (iv) Within 30 days of the Board of Supervisors response, the Controller's Office should update the PS website to reflect annual SFG performance, with comments from the Board of Supervisors and responses from the Office of the Mayor included online for the public's reference;" and

WHEREAS, Recommendation No. R2.2 states: "Commencing in 2018, the Controller's Office should prepare quarterly updates of the PS framework, inclusive of: (i) Submission of the quarterly update to the Board of Supervisor's GAO Committee and the Office of the Mayor, inviting comment; and (ii) Posting the quarterly update on the PS website homepage, with comments from the Board of Supervisors and Office of the Mayor included for public reference;" and

WHEREAS, Recommendation No. R3.1 states: "In consultation with other SFG entities and community groups, the Office of the Controller should propose a narrowed set of PS indicators, likely not exceeding 30 total, by October 1, 2017; the Board of Supervisor's GAO Committee should be invited to comment on the revised indicators prior to submission to the Office of the Mayor for review and approval;" and

WHEREAS, Recommendation No. R4.1 states: "The Mayor's Office should ensure that by January 1, 2018 every PS indicator has a linked goal, with all goals approved by the Mayor – these goals comprise the SFG's overarching annual operational plan;" and

WHEREAS, Recommendation No. R6 states: "Beginning in fiscal year 2018, the revised PS framework should be formally incorporated into the SFG department strategic planning and budgeting process – in particular, the Office of the Mayor should require each department to: (i) Specify within their departmental strategic plans which initiatives directly support the SFG's PS goals most relevant to their operational mandate, and what improvement they project in achieving that goal; and (ii) Specify within their departmental budget submission how their budget request is directly supportive of improved SFG performance against the PS goals most relevant to their operational mandate;" and

WHEREAS, Recommendation No. R8 states: "In consultation with other SFG entities and community organizations, the Controller's Office should ensure that, by January 1, 2018, one or more PS indicators are amended or added to ensure the SFG is tracking and reporting on the equitable distribution of government spending and services;" and

WHEREAS, In accordance with California Penal Code, Section 933.05(c), the Board of Supervisors must respond, within 90 days of receipt, to the Presiding Judge of the Superior Court on Finding Nos. F1, F2, F3, F4, F6 and F8 as well as Recommendation Nos. R1, R2.1, R2.2, R3.1, R4.1, R6 and R8 contained in the subject Report; now, therefore, be it

RESOLVED, That the Board of Supervisors reports to the Presiding Judge of the Superior Court that they agree with Finding No. F1 for reason as follows:
The scorecard framework is relatively new addition to public governance, and adding a direct link via the Mayor's homepage is good governance which the Mayor's office has done; and, be it

FURTHER RESOLVED, That the Board of Supervisors reports to the Presiding Judge of the Superior Court that they disagree in part with Finding No. F2 for reason as follows: The Mayor's office does engage in reporting performance to the public in many forms, and it is not clear that adopting the suggested measures will result in increased government transparency nor does this Finding address the role of the Controller's Office as a neutral body; and, be it

FURTHER RESOLVED, That the Board of Supervisors reports to the Presiding Judge of the Superior Court that they disagree in part with Finding No. F3 for reason as follows: It is important to continue to report on all indicators as is current practice, and we recommend instead, re-organizing the performance scorecard framework to highlight 20-30 key indicators in an easily accessible manner; and, be it

FURTHER RESOLVED, That the Board of Supervisors reports to the Presiding Judge of the Superior Court that they agree with Finding No. F4 for reason as follows: Having goals, benchmarks, and targets associated with indicators helps the city better track it's performance; and, be it

FURTHER RESOLVED, That the Board of Supervisors reports to the Presiding Judge of the Superior Court that they disagree in part with Finding No. F6 for reason as follows: Aspects of the Performance Scorecard framework are already a part of the planning process per the Mayor's office, but a more formal incorporation is needed, in departmental strategic plans and budget discussions, to better align our decision-making to the Scorecard; and, be it

FURTHER RESOLVED, That the Board of Supervisors reports to the Presiding Judge of the Superior Court that they agree with Finding No. F8 for reason as follows: The scorecard framework should be reviewed to center the issues of severe social, gender and racial inequality; and, be it

FURTHER RESOLVED, That the Board of Supervisors reports that Recommendation No. R1 has been implemented, as affirmed by the Mayor's Office in the response to the recommendation dated August 3, 2017; and, be it

FURTHER RESOLVED, That the Board of Supervisors reports that Recommendation No. R2.1 will not be implemented as the Recommendation is not warranted or reasonable. The Mayor's Office and the Controller have taken a number of steps to communicate performance results to the public; and, be it

FURTHER RESOLVED, That the Board of Supervisors reports that Recommendation No. R2.2 has not yet, but will be implemented in the future and the Government Audit and Oversight Committee will review the implementation within six months from June 5, 2017; the Board will work on determining the correct reporting timeline for the performance indicators; and, be it

FURTHER RESOLVED, That the Board of Supervisors reports that Recommendation No. R3.1 has not yet, but will be implemented in the future, and the Government Oversight and Audit Committee will review the implementation within six months from June 5. 2017; The Board agrees with the recommendation in part, but would like to keep all the indicators and instead work with the Controller's office to develop a narrower set of indicators; and, be it

FURTHER RESOLVED, That the Board of Supervisors reports that Recommendation No. R4.1 has not yet, but will be implemented in the future and the Government Audit and Oversight Committee will review the implementation within six months from June 5, 2017;and, be it

FURTHER RESOLVED, That the Board of Supervisors reports that Recommendation No. R6 has not yet, but will be implemented in the future and the Government Audit and Oversight Committee will review the implementation within six months from June 5, 2017; and, be it

FURTHER RESOLVED, That the Board of Supervisors reports that Recommendation No. R8 has not yet, but will be implemented in the future and the Government Audit and Oversight Committee will review the implementation within six months from June 5, 2017; and, be it

FURTHER RESOLVED, That the Board of Supervisors urges the Mayor to cause the implementation of the accepted findings and recommendations through his/her department heads and through the development of the annual budget.

San Francisco Performance Scorecards

Government & Oversight Committee
September 6, 2017

CITY & COUNTY OF SAN FRANCISCO

Office of the Controller
City Services Auditor, City Performance

Natasha Mihal | natasha.mihal@sfgov.org

Citywide Performance Reporting

- **Annual Performance Report:** All departments track and semi-annually report progress on performance measures
- **Mayor's Budget Book:** All departments report progress on select performance measures
- **Citywide Benchmarking:** Annual reporting to compare San Francisco to peer jurisdictions across several policy areas and performance measures
- **Performance Scorecards:** Launched in 2016 to provide the public and policymakers with progress reporting on key citywide performance measures

sfgov.org/scorecards

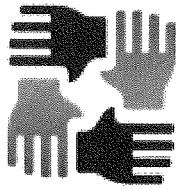
San Francisco

PERFORMANCE SCORECARDS

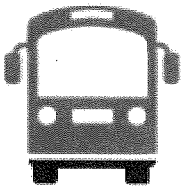
PUBLIC SAFETY

PUBLIC HEALTH

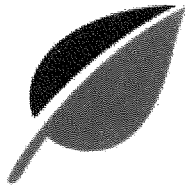
LIVABILITY



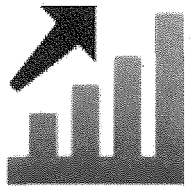
SAFETY NET



TRANSPORTATION



ENVIRONMENT



ECONOMY

FINANCE

TRANSPORTATION SCORECARD

● Meeting Target ◌ Needs Improvement ● Not Meeting Target ○ No Target

▲ Increase or ▼ Decrease since Prior Reporting Period

TRANSIT PERFORMANCE

Transit Trips with Bunching or Gaps Between Vehicles
Target: 10.6% combined for bunching and gaps
In July 2017

25.9% ▲

Ridership
Target: 236,995,149 passengers carried (annual)
Average weekday boardings in June 2017

705,420 ▼

Percentage of Scheduled Service Hours Delivered
Target: 98.5% delivered
Monthly average from July 1, 2016 to March 31, 2017

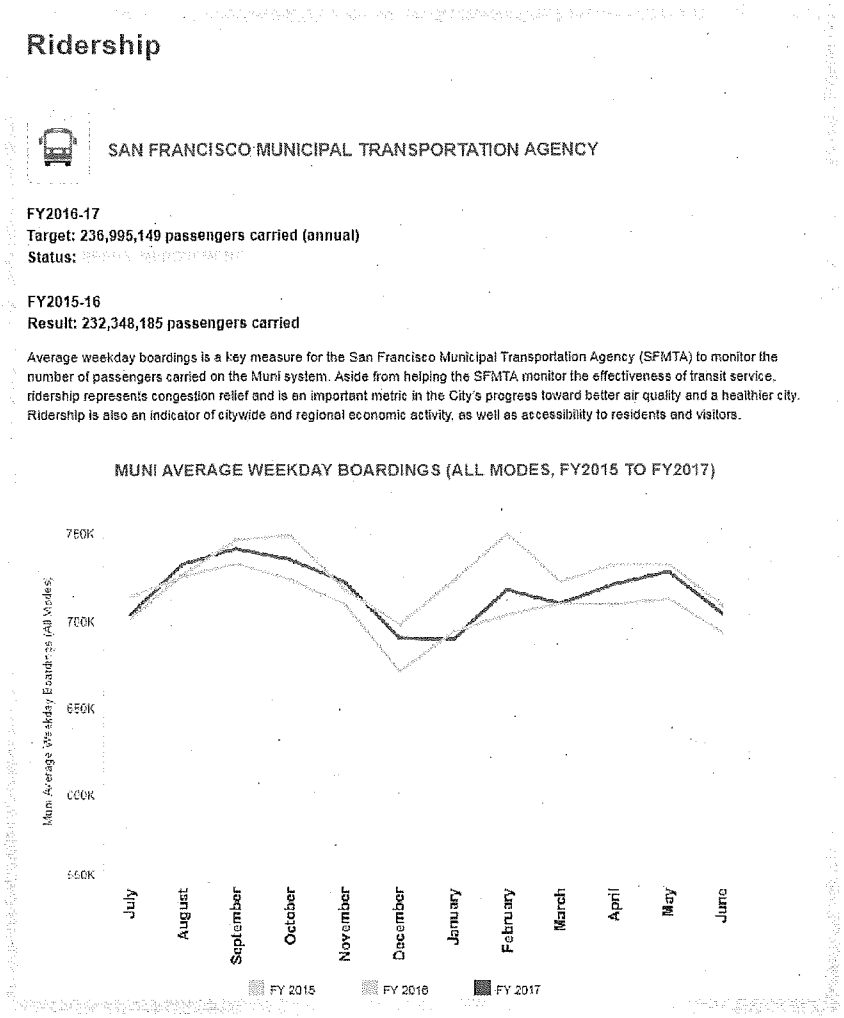
98.8% ▲

Transit On-Time Performance
Target: 85% on-time
In July 2017

56% ▼

Performance Measure Details

- Target, performance status, prior fiscal year result
- Responsible City agency
- Description of measure and its importance
- Data visualization
- Discussion of how the agency is performing
- Links and data source



San Francisco Performance Scorecards

Questions?

CITY & COUNTY OF SAN FRANCISCO

Office of the Controller

City Services Auditor, City Performance

Natasha Mihal | natasha.mihal@sfgov.org

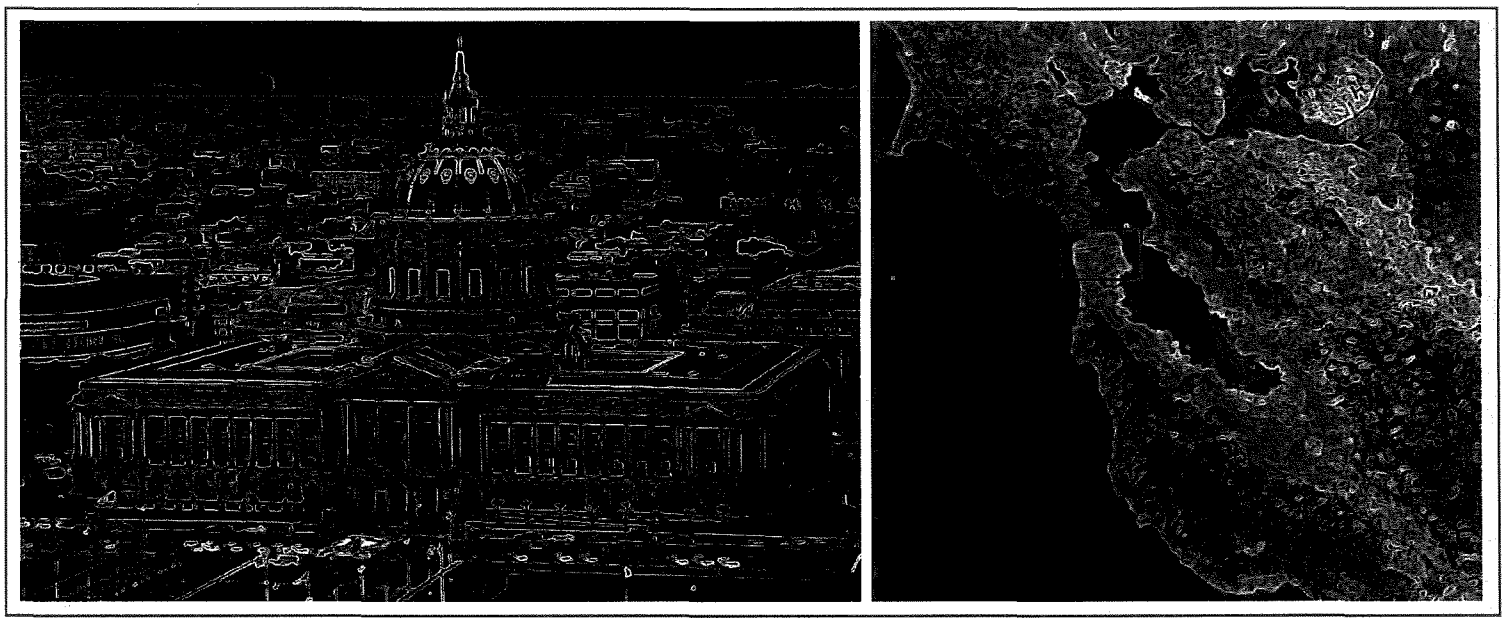
CIVIL GRAND JURY | 2016-2017

CITY AND COUNTY OF SAN FRANCISCO

ACCELERATING SF GOVERNMENT PERFORMANCE

TAKING ACCOUNTABILITY AND TRANSPARENCY TO THE NEXT LEVEL

OVERVIEW OF FINDINGS, RECOMMENDATIONS & RESPONSES



GOVERNMENT AUDIT & OVERSIGHT COMMITTEE
SAN FRANCISCO BOARD OF SUPERVISORS

SEPTEMBER 6, 2017

CIVIL GRAND JURY | 2016-2017

CITY AND COUNTY OF SAN FRANCISCO

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ACCELERATING SF GOVERNMENT PERFORMANCE

TAKING ACCOUNTABILITY AND TRANSPARENCY TO THE NEXT LEVEL

PRIMARY FOCUS

In view of rising budgets, lack of progress on key issues, and public frustration, the Civil Grand Jury (CGJ) reviewed how the San Francisco Government (SFG) measures and tracks progress in the top areas of public concern (homelessness, housing affordability, and public safety).

ANALYTIC APPROACH

SFG STAFF
Dozens of interviews w/SFG staff, including all concerned departments

EXTERNAL SOURCES
Consulted multiple external experts/sources on gov't performance

OTHER US CITIES
Assessed practices of other leading cities (Austin, NYC, Portland, Seattle, etc.)

PREVIOUS CGJ REPORTS
Expanded on analysis and findings of the CGJ in 2007-08, 2008-09 and 2012-13

SUMMARY FINDINGS

1. The SFG's operational focus, in terms of tracking and measuring progress on the public's gravest concerns, can be improved.
2. The SFG can substantially improve communicating *what* and *how* it is doing to the public.

The associated 8 findings and 14 recommendations represent **a non-partisan blueprint** to accelerate the SFG's performance while enhancing accountability & transparency.

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ACCELERATING SF GOVERNMENT PERFORMANCE

TAKING ACCOUNTABILITY AND TRANSPARENCY TO THE NEXT LEVEL

SUMMARY OF FINDINGS & RECOMMENDATIONS

1. The Civil Grand Jury's "Accelerating SF Government Performance" report includes 8 findings and 14 recommendations
2. The findings and recommendations concern how the SFG tracks and reports progress to the people, as well as how to improve basic accountability and transparency
3. Recommendations are grouped into two categories:
   - Recommendations ensuring parity in accountability & transparency with other leading cities (P)
   - Recommendations enabling SF to set a new standard for accountability & transparency (N)
4. SFG respondents/co-respondents:
   - Office of the Mayor (co-respondent for 10 recommendations)
   - Office of the Controller (respondent or co-respondent for 10 recommendations)
   - Board of Supervisors (co-respondent for 7 recommendations)

ACCELERATING SF GOV PERFORMANCE: FINDINGS & RECOMMENDATIONS (1 OF 4)

#	FINDING	RECOMMENDATION	RESPONDENT
1	The broader public is barely aware of the PS framework, diminishing its utility and hampering the SFG's ability to communicate progress to San Franciscans.	RECOMMENDATION 1 In order to ensure broader public access to the PS platform, and consistent with the practice of other leading cities, a clear link to the PS website should be placed on the SFG website homepage, the Office of the Mayor's homepage and the Board of Supervisor's homepage by January 1, 2018 (P).	Office of the Mayor Board of Supervisors
2	Despite the Mayor's role as the accountable executive of the SFG, the Mayor does not directly report performance results to the public, as is done in other leading cities.	RECOMMENDATION 2.1 Consistent with other leading cities, beginning in 2018 the Mayor should present an annual SFG Performance report that concisely communicates SFG performance and progress to the public; the public transmission of which should consist of: i. Hosting a public press conference, the first of which would occur not later than January 31, 2019, announcing the SFG's annual performance (P). ii. Posting the SFG Performance report, not later than January 31, 2019, on the Office of the Mayor's website homepage (P). iii. Submitting the SFG Performance report to the Board of Supervisors for comment (P). iv. Within 30 days of the Board of Supervisors response, the Controller's Office should update the PS website to reflect annual SFG performance, with comments from the Board of Supervisors and responses from the Office of the Mayor included online for the public's reference (P).	Office of the Mayor Board of Supervisors Office of the Controller
		RECOMMENDATION 2.2 Commencing in 2018, the Controller's Office should prepare quarterly updates of the PS framework, inclusive of: i. Submission of the quarterly update to the Board of Supervisor's GAO Committee and the Office of the Mayor, inviting comment (N). ii. Posting the quarterly update on the PS website homepage, with comments from the Board of Supervisors and Office of the Mayor included for public reference (N).	Office of the Controller Board of Supervisors Office of the Mayor

ACCELERATING SF GOV PERFORMANCE: FINDINGS & RECOMMENDATIONS (2 OF 4)

#	FINDING	RECOMMENDATION	RESPONDENT
3	The PS framework encompasses too many indicators – some of the indicators are of great importance, whereas others are much less significant.	RECOMMENDATION 3.1 In consultation with other SFG entities and community groups, the Office of the Controller should propose a narrowed set of PS indicators, likely not exceeding 30 total, by October 1, 2017; the Board of Supervisor's GAO Committee should be invited to comment on the revised indicators prior to submission to the Office of the Mayor for review and approval (P).	Office of the Mayor Board of Supervisors
		RECOMMENDATION 3.2 In consultation with other SFG entities and community groups, the Controller's Office should evaluate, no later than July 1, 2018, the feasibility of including district level reporting on some or all indicators and posting this information within the online PS platform, enabling citizens to understand progress in their neighborhoods (N).	Office of the Controller
4	Having performance indicators without associated goals goes against practice in other leading cities, and limits the public's ability to understand how the SFG is progressing.	RECOMMENDATION 4.1 The Mayor's Office should ensure that by January 1, 2018 every PS indicator has a linked goal, with all goals approved by the Mayor – these goals comprise the SFG's overarching annual operational plan (P).	Office of the Mayor Board of Supervisors
		RECOMMENDATION 4.2 The Controller's Office should ensure that by January 1, 2018 the PS framework includes comparative performance figures against prior year goals alongside the current year goal and progress, so citizens can understand the trend of SFG progress (P).	Office of the Controller
5	Citizens have almost no means by which to regularly and systematically assess the SFG's performance relative to other leading cities; in contrast, other leading cities provide this information to their citizens.	RECOMMENDATION 5 The Controller's Office should identify the top 3-5 rankings/indices relevant to each scorecard, and add these to the PS framework by January 1, 2018 (N).	Office of the Controller

ACCELERATING SF GOV PERFORMANCE: FINDINGS & RECOMMENDATIONS (3 OF 4)

#	FINDING	RECOMMENDATION	RESPONDENT
6	The PS framework is not formally integrated into the SFG's planning process other than occasional budget discussions, whereas its true value is the extent to which SFG planning and budgeting is directly linked to the PS framework.	RECOMMENDATION 6 Beginning in fiscal year 2018, the revised PS framework should be formally incorporated into the SFG department strategic planning and budgeting process – in particular, the Office of the Mayor should require each department to: i. Specify within their departmental strategic plans which initiatives directly support the SFG's PS goals most relevant to their operational mandate, and what improvement they project in achieving that goal (N). ii. Specify within their departmental budget submission how their budget request is directly supportive of improved SFG performance against the PS goals most relevant to their operational mandate (N).	Office of the Mayor Board of Supervisors
7	The specific indicators used within the SFG's PS framework to track performance in the areas of the gravest public concern should be updated to better reflect what the SFG is doing to address the public's gravest concerns.	RECOMMENDATION 7.1 The Controller's Office should update, by January 1, 2018, the current housing affordability indicators based on recommendations from the Director of the Mayor's Office of Housing and Community Development, and submit the revisions to the Mayor's Office for review/approval (P).	Office of the Controller Office of the Mayor
		RECOMMENDATION 7.2 The Controller's Office should update, by January 1, 2018, the current homelessness indicators based on recommendations from the DHSH Director and the examples of other leading cities, and submit the revised indicators to the Office of the Mayor for review and approval (P).	Office of the Controller Office of the Mayor
		RECOMMENDATION 7.3 The Controller's Office should update, by January 1, 2018, the current crime/street safety indicators based on recommendations from the Chief of Police and the examples of other leading cities, and submit the revised indicators to the Office of the Mayor for review and approval (P).	Office of the Controller Office of the Mayor
		RECOMMENDATION 7.4 Consistent w/Recommendation 4.1, the Office of the Mayor should ensure that, by January 1, 2018, each of the primary housing affordability, homelessness & crime indicators have associated goals (P).	Office of the Mayor

ACCELERATING SF GOV PERFORMANCE: FINDINGS & RECOMMENDATIONS (4 OF 4)

#	FINDING	RECOMMENDATION	RESPONDENT
8	Noting the severe economic inequality within and between various neighborhoods and communities in the City, and consistent with the City's long-standing reputation for socially inclusive policies, the PS framework should more directly gauge SFG progress in addressing social, gender and racial equity.	RECOMMENDATION 8 In consultation with other SFG entities and community organizations, the Controller's Office should ensure that, by January 1, 2018, one or more PS indicators are amended or added to ensure the SFG is tracking and reporting on the equitable distribution of government spending and services (N).	Office of the Controller Board of Supervisors

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ACCELERATING SF GOVERNMENT PERFORMANCE

TAKING ACCOUNTABILITY AND TRANSPARENCY TO THE NEXT LEVEL

SUMMARY OF RESPONSES

1. **MAYOR'S OFFICE:**
   - Agreed to implement 7 recommendations (R2.2, R4.1, R6, R7.1, R7.2, R7.3, R7.4)
   - Will not implement 2 recommendations (R2.1, R3.1)
   - Confirmed 1 recommendation already implemented (R1)
2. **CONTROLLER'S OFFICE:**
   - Agreed to implement 7 recommendations (R2.2, R3.2, R4.2, R7.1, R7.2, R7.3, R8)
   - Will study 1 recommendation further (R5)
   - Will not implement 2 recommendations (R2.1, R3.1)
3. **BOARD OF SUPERVISORS:** (TBD)

SFG RESPONSES & CGJ COMMENTS

#	CGJ RECOMMENDATION	SFG RESPONSES	CGJ COMMENT
1	In order to ensure broader public access to the PS platform, and consistent with the practice of other leading cities, a clear link to the PS website should be placed on the SFG website homepage, the Office of the Mayor's homepage and the Board of Supervisor's homepage by January 1, 2018 (P).	**MAYOR'S OFFICE:** This recommendation has been implemented. A direct link to the Scorecard website is linked to the homepage of the Mayor's website (sfmayor.org) as well as the Controller's website (http://sfgov.org/scorecards/)	We are pleased the Mayor agreed with this recommendation and placed a link to the Performance Scorecards' website on the Mayor's homepage, enabling a wider audience to understand SFG performance. We further note that: i. Placing the Scorecards' link on the Mayor's homepage was done following the initiation of this investigation – this was quick and laudable action taken by the Mayor's Office. ii. The Scorecards' link on the Mayor's website is not obvious, requiring users to scroll to the very bottom of the site's homepage, severely curtailing its accessibility; future updates to the Mayor's website should address this. iii. The Mayor's Office did not respond to the recommendation to place a link to the Scorecards on the SFG website's homepage, which would serve the widest possible audience. We look forward to a response on this specific point.

SFG RESPONSES & CGJ COMMENTS

#	CGJ RECOMMENDATION	SFG RESPONSES	CGJ COMMENT
2.1	Consistent with other leading cities such as New York, beginning in 2018 the Mayor should present an annual SFG Performance report that concisely communicates SFG performance and progress to the public; the public transmission of which should consist of: i. Hosting a public press conference, the first of which would occur not later than January 31, 2019, (P). ii. Posting the SFG Performance report homepage (P). iii. Submitting the SFG Performance report to the Board of Supervisors for comment (P). iv. Within 30 days of the Board of Supervisors should update the PS website to reflect annual SFG performance, with comments from the Board of Supervisors and responses from the Office of the Mayor (P).	**MAYOR'S OFFICE:** The recommendation will not be implemented because it is not warranted or reasonable. The Mayor's Office has taken a number of steps to communicate performance results to the public. The Mayor's Office proactively publishes performance information by directly linking to the Performance Scorecard website on the Mayor's homepage. It is important to note that the City Charter gives the Controller authority to collect, manage, and report performance information. The Controller is mandated to report on performance information, and will continue to do annual reporting. However, the Mayor's Office will continue to augment reporting efforts, as appropriate. **CONTROLLER'S OFFICE:** The recommendation will not be implemented because it is not warranted or reasonable (explanation below). This recommendation should be directed to the Mayor and Board of Supervisors, and not to the Controller's Office. The Controller's Office will continue to develop and maintain citywide performance reporting in our program as mandated under the Charter. We also want to support accountability, public reporting and performance management desired and requested by the Mayor and Board of Supervisors, in their roles as elected policymakers responsible for overall governmental performance. We will work with them to publish materials and provide information for public hearings, in the form and process that they establish to promote transparency and accountability.	We respectfully urge the Mayor's Office to reconsider. Here's why: i. As noted above, the location of the Scorecards on the Mayor's Office website homepage is extremely hard to find. ii. There is no indication of how the Mayor's Office will systematically publicize the Scorecards *other* than via a single website link – we respectfully request that the Mayor's Office *clarify what direct channels* will be used to convey SFG performance information to the public. iii. As noted in our analysis, the Mayor, more than any other SFG official, is accountable for SFG performance and will attract media and public attention in reporting Scorecard results; in contrast, the Controller's Office is rightly tasked with an impartial role of collecting, validating and posting the information and data.

SFG RESPONSES & CGJ COMMENTS

#	CGJ RECOMMENDATION	SFG RESPONSES	CGJ COMMENT
2.2	Commencing in 2018, prepare quarterly updates of the PS framework, inclusive of: i. Submission of the quarterly update to the Board of Supervisor's Government Audit and Oversight Committee (GAO) and the Office of the Mayor, inviting comment (N). ii. Posting a quarterly update on the PS website homepage, with comments from the Board of Supervisors and Mayor's included for public reference (N).	**MAYOR'S OFFICE:** The recommendation has not been, but will be, implemented in the future (timeframe for implementation noted below). The Performance Scorecard website contains many measures which are updated on a regular basis, including quarterly and monthly measures, and the Controller's Office prepares an annual report to discuss important performance trends from the last year. The measures are public-facing, and the Controller's Office receives feedback on an ongoing basis. The Mayor's Office and Controller's Office are always supportive of this feedback, and will continue making improvements based on that feedback. The Mayor's Office would also welcome additional periodic reporting from the Controller's Office. **CONTROLLER'S OFFICE:** The recommendation has not been, but will be, implemented in the future (timeframe for implementation noted below). Many of the governmental performance reporting mechanisms we have reviewed in other jurisdictions are annual or semi-annual in nature. A key benefit of the Performance Scorecard format is the regular updates to key performance information on a more frequent schedule, with the majority of measures updated either monthly or quarterly, for more real-time monitoring by interested parties. We concur, however, that periodic static reporting on trends is always valuable, and have produced an annual report summarizing trends over the year and overall progress towards adopted goals. As a means to enhance public access to this information, we will plan to prepare a mid-year report on trends and progress for scorecard measures, and will assess the relative benefit of shifting to a quarterly schedule following that change.	We are pleased to receive the Mayor's and Controller's commitment to improve regular public performance reporting through the Performance Scorecards framework. Based on this commitment, we also welcome the opportunity for the Board of Supervisors to provide publicly accessible comments on these regular updates. Doing so would be a strong example of cross-SFG collaboration in support of public accountability and transparency. We expect the Board of Supervisors/GAO Committee will also receive this commitment positively, since it will directly and materially improve public understanding of the SFG's performance and progress.

SFG RESPONSES & CGJ COMMENTS

#	CGJ RECOMMENDATION	SFG RESPONSES	CGJ COMMENT
3.1	In consultation with other SFG entities and community groups, the Controller's Office should provide a narrowed set of PS indicators, likely not exceeding 30 total, by October 1, 2017; the Board of Supervisors GAO Committee should be invited to comment on the revised indicators prior to submission to the Office of the Mayor for review and approval (P).	**MAYOR'S OFFICE:** The recommendation will not be implemented because it is not warranted or reasonable. The City currently tracks performance data for over 1,000 measures. The Performance Scorecard website represents a more focused set of measures that are the most relevant to the public and policymakers. In addition to focusing on these priority areas, the Performance Scorecard website is meant to present a multi-dimensional picture of City services and overall health and viability of the City itself. in order to do this, the Performance Scorecard includes a broad array of measures, some of which are meant to be simply educational and informative to both the public and policymakers. In collaboration wit h the Controller's Office, we regularly review the measures reported on the Performance Scorecard website to highlight those that are more important or most informative to the public or policymakers, while also representing the full scope of City services and overall viability. In past attempts to put a hard number, such as 30, on the development of indicators, the process inevitably produces . resentment from many pockets of community and city workers who may have felt that Important Information gets left out. The Mayor prioritizes, and City staff values, that all City efforts are Inclusive and considered through an equity lens. When developing indicators the City balances this strong San Francisco value with the need for brevity. This is something the Mayor cares about deeply and is a constant balancing act.	We appreciate the Mayor's commitment to "highlight those measures that are most important…". Accordingly: i. As noted in our analysis, the public overwhelmingly cares most about a small set of topics (homelessness, etc.) – it follows that instead of treating all ~80 indicators equally, a smaller subset should be the focus of what *the Mayor regularly reports* on to San Franciscans. ii. As noted in our analysis, reputable experts recommend that the total number of priority indicators should not exceed ~20-30 total; whereas the SFG currently has ~80. iii. Narrowing the Scorecards to fewer indicators does not take away from the role of the Controller's Office in tracking a full spectrum of indicators to ensure the Mayor, the Board of Supervisors and the public are fully informed on the wider performance of the SFG.

SFG RESPONSES & CGJ COMMENTS

#	CGJ RECOMMENDATION	SFG RESPONSES	CGJ COMMENT
3.1	In consultation with other SFG entities and community groups, the Controller's Office should provide a narrowed set of PS indicators, likely not exceeding 30 total, by October 1, 2017; the Board of Supervisors GAO Committee should be invited to comment on the revised indicators prior to submission to the Office of the Mayor for review and approval (P).	**CONTROLLER'S OFFICE:** The recommendation will not be implemented because it is not warranted or reasonable. The Performance Scorecard project - focusing on fewer than 90 key performance metrics - is partially in response to the general observation that both current and past Grand Juries have made, and that the Controller's Office concurs with - that too many measures in publicly-facing reporting can make it difficult for policy makers or the public to understand what to focus on and what is truly important. The scorecards measures have been selected through a process that involves review of over 1,000 measures tracked and reported through our performance measurement program. However, San Francisco is a uniquely consolidated government, combining city, county, and many regional functions that in most other places are stand-alone governmental entities. Given this broad scope of services, the Performance Scorecards should report on performance across a larger number of services than the examples from other jurisdictions provided in the CGJ report. While some indicators are of great importance, some are included to provide educational information to the public and policymakers about the essential functions of government. We regularly review the relevance and importance of this new performance reporting tool and will continue to refine the selection and quantity of performance measures highlighted on the Performance Scorecards website, to eliminate less valuable indicators, while developing those of greater importance. We continue to seek and welcome input on the specific Performance Scorecard measures from the Mayor's Office, Board of Supervisors, and others, and will continue to solicit feedback on both appropriate scorecard measurements and goals.	We appreciate the Controller's commitment to "continue to refine the selection and quantity of performance measures…". Accordingly: i. As noted in our analysis, the public overwhelmingly cares most about a small set of topics (homelessness, etc.) – it follows that instead of treating all ~80 indicators equally, a smaller subset should be the focus of what *the Mayor regularly reports* on to San Franciscans. ii. As noted in our analysis, reputable experts recommend that the total number of priority indicators should not exceed ~20-30 total; whereas the SFG currently has ~80. iii. Narrowing the Scorecards to fewer indicators does not take away from the role of the Controller's Office in tracking a full spectrum of indicators to ensure the Mayor, the Board of Supervisors and the public are fully informed on the wider performance of the SFG.

SFG RESPONSES & CGJ COMMENTS

#	CGJ RECOMMENDATION	SFG RESPONSES	CGJ COMMENT
3.2	In consultation with other SFG entities and community groups, the Controller's Office should evaluate, no later than July 1, 2018, the feasibility of including district level reporting for some or all indicators and posting this information within the online PS platform, enabling citizens to understand progress in their own neighborhoods (N).	**CONTROLLER'S OFFICE:** The recommendation has not been, but will be, implemented in the future (timeframe for implementation noted below). There is some geographic reporting available in the a limited number of the scorecard measures, and links to other geospatial analyses we perform are embedded within the measure pages. We concur that the inclusion of additional geographic variance reporting for key measures will add value to the site, and will explore the feasibility of expanding such reporting in the coming fiscal year, as recommended.	We appreciate the Controller's commitment to evaluate the feasibility of including district level reporting in the Performance Scorecard framework according to the suggested timeline. We expect the Board of Supervisors/GAO Committee will also receive this commitment positively, since it will materially improve the ability of the SFG to identify with precision how public service levels vary across different parts of the City – and why.
4.1	The Mayor's Office should ensure that by January 1, 2018 every PS indicator has a linked goal, with all goals approved by the Mayor – these goals comprise the SFG's overarching annual operational plan (P).	**MAYOR'S OFFICE:** The recommendation has not been, but will be, implemented in the future. This work has been planned for months and is now underway. January 1, 2018 is an ambitious goal given that the Mayor values inclusion and consensus building, and working with 50 departments (whose goals are often a reflection of community engagement practices) will likely require timely and focused deep dives in to their data systems and then back to the community if we do not currently have the right inputs. The Mayor's Office is very enthusiastic about this work and the goal is to get it right, setting the right precedent for building strategic plans moving forward.	We are pleased to receive the Mayor's commitment to set goals for every key performance indicator, which is fundamental to ensuring a fully accountable government in the City and County of San Francisco. We also appreciate the Mayor's desire to work collaboratively with relevant SFG entities in setting these goals. We expect the Board of Supervisors/GAO Committee will receive this commitment positively, since evaluating progress against clear goals is the basis for accountable and transparent government.

SFG RESPONSES & CGJ COMMENTS

#	CGJ RECOMMENDATION	SFG RESPONSES	CGJ COMMENT
4.2	The Controller's Office should ensure that by January 1, 2018 the PS framework includes comparative performance figures against prior year goals alongside current year goals, so citizens can see the trend of progress (P).	**CONTROLLER'S OFFICE:** The recommendation has not been, but will be, implemented in the future (timeframe for implementation noted below). The addition of trend data and indicators are features for the site which are under development. We intend to complete this work in the year ahead.	We are pleased to receive the Controller's commitment to include comparative performance information against prior year goals alongside current goals – doing so will directly improve the public's understanding *of both the trend and recent progress* in addressing the greatest public concerns. We expect the Board of Supervisors/GAO Committee will also receive this commitment positively, since it will provide for greater clarity on the overall impact and efficacy of key City services and programs over time.

SFG RESPONSES & CGJ COMMENTS

#	CGJ RECOMMENDATION	SFG RESPONSES	CGJ COMMENT
5	The Controller's Office should identify the top 3-5 rankings/indices relevant to each scorecard, and add these to the PS framework by January 1, 2018 (N).	**CONTROLLER'S OFFICE:** The recommendation requires further analysis (explanation of the scope of that analysis and a timeframe for discussion, not more than six months from the release of the report noted below). Concurrent with the development of the Performance Scorecard program, we have revised our approach to annual benchmark reporting, and now have a broad and comprehensive benchmarking report that, for key measures such as street conditions, includes review of scorecard measures versus other jurisdictions. We anticipate increasing the linkages between these two related projects, where possible and valuable, and will continue to do so in the coming fiscal year and beyond. The specific use of 3-5 jurisdictional comparisons and completion by the specific date recommended are not feasible or advisable, from our perspective.	We are pleased to receive the Controller's commitment to increasingly link the Performance Scorecard framework with comparative references to better inform the Board of Supervisors and the public about SFG performance. And as we noted in the formal report, the benchmarking the Controller's Office is currently doing is useful and should be recognized. The point of establishing a set of comparative indices which are readily accessible online is to enable the public to quickly and accurately assess how our City is doing *without having to read different reports and/or consult multiple websites.*

SFG RESPONSES & CGJ COMMENTS

#	CGJ RECOMMENDATION	SFG RESPONSES	CGJ COMMENT
6	Beginning in fiscal year 2018, the revised PS framework should be formally incorporated into the SFG department strategic planning and budgeting process – in particular, the Office of the Mayor should require each department to: i. Specify within their departmental strategic plans which initiatives directly support the SFG's PS goals most relevant to their operational mandate, and what improvement they project in achieving that goal (N). ii. Specify within their departmental budget submission how their budget request is directly supportive of improved SFG performance against the PS goals most relevant to their operational mandate (N).	**MAYOR'S OFFICE:** The recommendation has not been, but will be, implemented in the future (timeframe for implementation noted below). This work has been planned and is currently under way. The Mayor's Office is actively working with all departments to draft brief public-facing summaries of their more complex and detailed strategic plans. These summaries will include the alignment between individual department plans and the Mayor's citywide vision. This work is being performed In tandem with Recommendation R.4.1 above, as it is not always clear to the public how the measures connect with strategy, which ultimately connects with the budget. The City has been and will continue to be committed to this endeavor. Strategy and performance must be made more accessible to a broader public.	We are pleased to receive the Mayor's commitment to fully integrate the Performance Scorecard framework with the wider SFG strategic planning and budgeting process. We expect the Board of Supervisors/GAO Committee and the Controller's Office to be active participants in the move to this integrated performance management framework.

SFG RESPONSES & CGJ COMMENTS

#	CGJ RECOMMENDATION	SFG RESPONSES	CGJ COMMENT
7.1	The Controller's Office should update, by January 1, 2018, the current housing affordability indicators based on recommendations from the Director of the Mayor's Office of Housing and Community Development, and submit the revisions to the Mayor's Office for review and approval (P).	**MAYOR'S OFFICE:** The recommendation has not been, but will be, implemented in the future (timeframe for implementation noted below). The Mayor's Office and Controller's Office are currently working with the Mayor's Office of Housing and Community Development, and other related City departments, to include updated housing measures on the Performance Scorecard website. We anticipate that these measures will be available to report on the Performance scorecard website by January 2018. **CONTROLLER'S OFFICE:** The recommendation has not been, but will be, implemented in the future (timeframe for implementation noted below). Our office concurs that improved housing production and affordability measures are needed, and has been working with appropriate departments to develop them. We intend to complete this work on the recommended timeline.	We are pleased to receive the Mayor's and Controller's commitment to adopt useful housing affordability indicators to enable San Franciscans to understand the SFG's performance and progress in this crucial area. We expect the Board of Supervisors/GAO Committee will also receive these commitments positively, since establishing clear and relevant indicators directly enables improved tracking and evaluation of the SFG's affordability-related programs, services, and associated budget proposals.

SFG RESPONSES & CGJ COMMENTS

#	CGJ RECOMMENDATION	SFG RESPONSES	CGJ COMMENT
7.2	The Controller's Office should update, by January 1, 2018, the current homelessness indicators based on recommendations from the DHSH Director and the examples of other leading cities, and submit the revised indicators to the Office of the Mayor for review and approval (P).	**MAYOR'S OFFICE:** The recommendation has not been, but will be, implemented in the future (timeframe for implementation noted below). The Mayor's Office agrees that the current homelessness indicators should be expanded. The newly formed Department of Homelessness and Supportive Housing is currently engaged in developing performance measures. Once those measures are developed and have reliable baseline data, the Mayor's Office would be amenable to reviewing and approving those measures for inclusion on the Performance Scorecard website. **CONTROLLER'S OFFICE:** The recommendation has not been, but will be, implemented in the future (timeframe for implementation noted below). Our office concurs that these measures should be augmented. Some operating indicators may become reliable in this timeframe and if so we will develop and publish those data. For client data, the Department of Homelessness and Supportive Housing is underway with a new case tracking system that will allow for reporting on client numbers and outcomes. Working with them we may be able to define and propose new measures by January 2018, however reliable data from the system will not be available until FY 2018-19.	We are pleased to receive the Mayor's and Controller's commitment to adopt useful homelessness indicators to enable San Franciscans to understand the SFG's performance and progress in this crucial area. We expect the Board of Supervisors/GAO Committee will also receive these commitments positively, since establishing clear and relevant indicators directly enables improved tracking and evaluation of the SFG's homelessness-related programs, services, and associated budget proposals.

SFG RESPONSES & CGJ COMMENTS

#	CGJ RECOMMENDATION	SFG RESPONSES	CGJ COMMENT
7.3	The Controller's Office should update, by January 1, 2018, the current crime and street safety indicators based on recommendations from the Chief of Police and the examples of other leading cities, and submit the revised indicators to the Office of the Mayor for review and approval (P).	**MAYOR'S OFFICE:** The recommendation has not been, but will be, implemented in the future (timeframe for implementation noted below). Currently, the Controller's Office collects performance measures on 12 public safety-related measures from the Police Department. These measures, which are collected and reported by most law enforcement agencies, include response times to Priority A and B calls, violent and property crimes, and traffic/pedestrian safety indicators. The Police Department is currently engaged with an outside consultant to develop a strategic plan and outcome measures based on the recommendations included in the Department of Justice (DOJ) Community Oriented Policing report from October 2016. The Mayor's Office will work with the Chief of Police and the Controller's Office to ensure measures are informative to the community, and develop additional measures based on reform efforts. Appropriate measures will be included on the Performance Scorecard website to measure progress in implementing critical reforms from the DOJ report. **CONTROLLER'S OFFICE:** The recommendation will not be implemented because it is not warranted or reasonable (explanation below). The current public safety measures were chosen in consultation with the Police Department, the Department of Emergency Management and the Mayor's Office when the Performance Scorecards were developed. Uniform Crime Measures for property and violent crime, and the various 911 response measures, are indicators used in every leading city. We have recently added measures of public opinion, including how safe people feel in their neighborhoods during the day and night. Should the SFPD, new chief or Mayor's Office want to update these measures we will work with them but we don't agree that changes in this group of measures is required at this time.	We are pleased to receive the Mayor's commitment to adopt improved public safety indicators to enable San Franciscans to understand the SFG's performance and progress in this crucial area. We expect the Board of Supervisors/GAO Committee will also receive these commitments positively, since establishing clear and relevant indicators directly enables improved tracking and evaluation of the SFG's public safety programs, services, and associated budget proposals.

SFG RESPONSES & CGJ COMMENTS

#	CGJ RECOMMENDATION	SFG RESPONSES	CGJ COMMENTS
7.4	Consistent w/Recommendation 4.1, the Office of the Mayor should ensure that, by January 1, 2018, each of the primary housing affordability, homelessness & crime indicators have associated goals (P).	**MAYOR'S OFFICE:** The recommendation has not been, but will be, implemented in the future (timeframe for implementation noted below). The Mayor's Office is working with the Controller's Office and City departments to develop appropriate targets or goals for all measures, where appropriate, and has regular quarterly meetings to discuss progress. As new or revised measures are developed around these areas, we will continue to assess the appropriateness of establishing targets.	We are pleased to receive the Mayor's commitment to set City-wide goals for addressing the key problems of most concern to San Franciscans today. We believe this is a necessary and crucial step toward both *enabling* effective performance management and accountability on the one hand, and *building* trust with the public on the other. We expect the Board of Supervisors/GAO Committee will also receive this commitment positively, since it will directly improve SFG transparency and provides a clearer basis for evaluating the performance and cost-effectiveness of high priority SFG programs and services.

SFG RESPONSES & CGJ COMMENTS

#	CGJ RECOMMENDATION	SFG RESPONSES	CGJ COMMENT
8	In consultation with other SFG entities and community organizations, the Controller's Office should ensure that, by January 1, 2018, one or more PS indicators are amended or added to ensure the SFG is tracking and reporting on the equitable distribution of government spending and services (N).	**CONTROLLER'S OFFICE:** The recommendation has not been, but will be, implemented in the future (timeframe for implementation noted below). We agree that the City has policy goals directed at addressing social, gender and racial equity and will work to include measures of these issues in future development efforts and on the recommended timeline.	We are pleased to receive the Controller's commitment to include one or more indicators within the Performance Scorecard framework that directly track(s) the SFG's progress in addressing social, gender and racial equity issues, and to do so in accordance with the recommended timeline. Noting that multiple members of the Board of Supervisors have actively advocated for greater focus on social, gender and racial equity in SFG policies, programs and budgetary allocations, we expect the Board of Supervisors/GAO Committee will also receive this commitment positively.

Carroll, John (BOS)

From: Carroll, John (BOS)
Sent: Friday, August 04, 2017 11:18 AM
To: BOS-Supervisors
Cc: BOS-Legislative Aides; 'Calvillo, Angela (angela.calvillo@sfgov.org)'; 'civilgrandjury@sftc.org'; 'klowry@sfcgj.org'; Howard, Kate (MYR); Valdez, Marie (MYR); Rosenfield, Ben (CON); Steeves, Asja (CON); Stevenson, Peg (CON); Givner, Jon; Somera, Alisa (BOS); Campbell, Severin (BUD); Clark, Ashley (BUD)
Subject: 2016-2017 Civil Grand Jury Report - Accelerating SF Government Performance - Required Department Responses

Supervisors:

The Office of the Clerk of the Board has received required responses to the 2016-2017 Civil Grand Jury report entitled "**Accelerating SF Government Performance,**" from the Offices of the Mayor and the Controller. Please find the following link to an informational memo from the Clerk of the Board of Supervisors, and direct links to the individual responses.

Clerk of the Board Memo - August 3, 2017

Office of the Mayor Response - August 3, 2017

Office of the Controller Response - July 28, 2017

I invite you to review the entire matter on our Legislative Research Center by following the link below:

Board of Supervisors File No. 170660

Thank you,

John Carroll
Assistant Clerk
Board of Supervisors
San Francisco City Hall, Room 244
San Francisco, CA 94102
(415)554-4445 - Direct | (415)554-5163 - Fax
john.carroll@sfgov.org | bos.legislation@sfgov.org


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BOARD of SUPERVISORS

City Hall
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San Francisco 94102-4689
Tel. No. 554-5184
Fax No. 554-5163
TDD/TTY No. 554-5227

DATE: August 3, 2017

TO: Members of the Board of Supervisors

FROM: Angela Calvillo, Clerk of the Board

SUBJECT: 2016-2017 Civil Grand Jury Report "Accelerating SF Government Performance"

We are in receipt of the following required responses to the San Francisco Civil Grand Jury report released June 5, 2017, entitled: "Accelerating SF Government Performance." Pursuant to California Penal Code, Sections 933 and 933.05, the City Departments shall respond to the report within 60 days of receipt, or no later than July 30, 2017.

For each finding the Department response shall:

1) agree with the finding; or
2) disagree with it, wholly or partially, and explain why.

As to each recommendation the Department shall report that:

1) the recommendation has been implemented, with a summary explanation; or
2) the recommendation has not been implemented but will be within a set timeframe as provided; or
3) the recommendation requires further analysis. The officer or agency head must define what additional study is needed. The Grand Jury expects a progress report within six months; or
4) the recommendation will not be implemented because it is not warranted or reasonable, with an explanation.

The Civil Grand Jury Report identified the following City Departments to submit responses (attached):

- Office of the Controller:
  Received July 28, 2017, for Findings 2, 3, 4, 5, 7, and 8; and Recommendations 2.1, 2.2, 3.1, 3.2, 4.2, 5, 7.1, 7.2, 7.3, 8; and
- Office of the Mayor:
  Received August 3, 2017, for Findings 1, 2, 3, 4, 6, and 7; and Recommendations 1, 2.1, 2.2, 3.1, 4.1, 6, 7.1, 7.2, 7.3, and 7.4.

Continues on next page

These departmental responses are being provided for your information, as received, and may not conform to the parameters stated in California Penal Code, Section 933.05 et seq. The Government Audit and Oversight Committee will consider the subject report, along with the responses, at an upcoming hearing and will prepare the Board's official response by Resolution for the full Board's consideration.

c:

Honorable Teri L. Jackson, Presiding Judge
Kathie Lowry, 2016-2017 San Francisco Civil Grand Jury
Kitsaun King, 2016-2017 San Francisco Civil Grand Jury
Kate Howard, Mayor's Office
Marie Valdez, Mayor's Office
Ben Rosenfield, Controller, Office of the Controller
Asja Steeves, Office of the Controller
Peg Stevenson, Office of the Controller
Jon Givner, Deputy City Attorney
Alisa Somera, Legislative Deputy Director
Severin Campbell, Budget and Legislative Analyst
Ashley Clark, Budget and Legislative Analyst

OFFICE OF THE MAYOR
SAN FRANCISCO

EDWIN M. LEE
MAYOR

August 3, 2017

The Honorable Teri L. Jackson
Presiding Judge, Superior Court of California, County of San Francisco
400 McAllister Street, Room 008
San Francisco, CA 94102

Dear Judge Jackson:

Pursuant to Penal Code sections 933 and 933.05, the following is in reply to the 2016-17 Civil Grand Jury report, *Accelerating SF Government Performance.* We would like to thank the members of the Civil Grand Jury for their interest in the City's performance reporting activities and their efforts to improve the use of performance measurement in San Francisco.

Performance measurement and reporting has been an important practice within the City and County of San Francisco for many years. In November 2003, the voters of San Francisco passed Proposition C, which mandated the Controller's Office to monitor the level and effectiveness of services provided by the City and County of San Francisco. Since then, the Mayor's Office has worked closely with the Controller's Office to collect, measure, and report performance information on over 1,000 performance measures, covering all City departments and a wide variety of city programs and services.

In January 2016, the Mayor's Office and the Controller's Office collaborated to publish the San Francisco City Performance Scorecard website. This website features a more focused set of performance measures across eight major policy areas that are intended to inform the public and policymakers about the overall performance and viability of critical city services and indicators. These performance measures are updated frequently, and demonstrate progress toward stated goals and targets using red, yellow, and green indicators.

The Civil Grand Jury's report focused primarily on the Performance Scorecard framework, and provided a number of important findings and recommendations for how the website can be better utilized by the public and better integrated into other citywide planning. Since performance measurement has been part of the fabric of San Francisco for many years, the Mayor's Office will continue to work towards improving the use and reporting of performance information, and many of the recommendations presented in this report will be taken into consideration in Citywide planning efforts.

A detailed response from the Mayor's Office to the Civil Grand Jury's findings and recommendations are attached.

Thank you again for the opportunity to comment on this Civil Grand Jury report.

Sincerely,

Edwin Lee
Mayor

1 DR. CARLTON B. GOODLETT PLACE, ROOM 200
SAN FRANCISCO, CALIFORNIA 94102-4681
TELEPHONE: (415) 554-6141

2016-17 Civil Grand Jury
Accelerating SF Government Performance:
Mayor's Office Responses

#	Findings	2017 Responses (Agree/Disagree)	2017 Response Text
F1	The broader public is barely aware of the performance scorecard (PS) framework, diminishing its utility and hampering the ability of San Francisco's Government (SFG) to communicate progress to San Franciscans.	disagree with it, partially (explanation in next column)	The City has maintained a robust performance measurement system for almost two decades, and finding the right medium and right mix of measures is always a priority. The Mayor's Office has been engaged in a number of efforts to publicize the City's constantly improving performance measurement systems. The Scorecard website is a relatively new framework, launched in January 2016. The Mayor's Office updated its home page to include a direct link to the Scorecard website. Additionally, the local media closely follows the performance reporting done by the City, and frequently publishes articles based on performance reports issued by the City. The Mayor's Office will continue to publish performance information, including, but not limited to, the Scorecard website to the public. Broad public awareness is always the goal.
F2	Despite the Mayor's role as the accountable executive of the SFG, the Mayor does not directly report performance results to the public, as is done in other leading cities.	disagree with it, partially (explanation in next column)	The Mayor's Office participates in performance reporting in a number of ways. The Mayor's Budget Book published each June includes a series of performance measures for each department with data on past performance, projected performance, and target performance. The Mayor's Office also works closely with the Controller's Office to support the Performance Measurement Database, and the Controller's Office publishes an annual report with all of the City's performance measures. Lastly, the Scorecards website, which publishes up-to-date performance information online, was developed and is mantained in collaboration with the Controller's Office.
F3	The PS framework encompasses too many indicators – some of the indicators are of great importance, whereas others are much less significant.	disagree with it, partially (explanation in next column)	The City currently tracks semi-annual performance data for over 1,000 measures. The Performance Scorecard website was developed to focus on a more limited set of measures that are the most relevant to the public and policymakers. While the website features a more limited set of measures, an important feature of the Scorecard website is that it presents a multi-dimensional picture of City services and the overall health and viability of the San Francisco as a City and government.
F4	Having performance indicators without associated goals goes against practice in other leading cities, and limits the public's ability to understand how the SFG is progressing.	disagree with it, partially (explanation in next column)	While the Scorecards website endeavors to have an associated goal for all measures, some measures lend themselves to tracking for the purpose of understanding trends. Performance trends can demonstrate important and useful information for observing performance over time. For example, by looking at performance trends, we can see that the numbes of active probationers or the population juvenile hall in San Francisco are decreasing, which speaks to the policies and practices that the City has put in to place better than measuring against a target population number. However, the Mayor's Office agrees that most measures should have an established target or benchmark to measure against, and will continue to work with departments to determine that best target or benchmark for each measure, where appropriate.
F6	The PS framework is not formally integrated into the SFG's planning process other than occasional budget discussions, whereas its true value is the extent to which SFG planning and budgeting is directly linked to the PS framework.	disagree with it, partially (explanation in next column)	As part of the budget development process, the Mayor's Budget Office carefully reviews a number of departmental performance measures, including, but not limited to, the measures that appear on the Scorecards website. These measures, including the Performance Scorecard measures, are published in the annual Mayor's Budget Book, and reported regularly on the Mayor's website. However, the Mayor's Office agrees that there are additional, important steps that can be taken to further integrate performance measures into City planning.

#	Findings	2017 Responses (Agree/Disagree)	2017 Response Text
F7	The specific indicators used within the SFG's PS framework to track performance in the areas of the gravest public concern should be updated to better reflect what the SFG is doing to address the public's gravest concerns.	disagree with it, partially (explanation in next column)	The Mayor's Office agrees that indicators should reflect those measures that are of concern to the public and policymakers. However, the Performance Scorecard website should also reflect performance against charter-mandated levels of services, or industry best practices. Limiting the Performance Scorecard website to only those measures that are of gravest public concern would limit reporting, and would leave out performance reporting that has been mandated by the voters or others. The Mayor's Office will continue to work with the Controller's Office to ensure that the Performance Scorecard website includes updated performance measures that best reflect the priorities of the City.

2016-17 Civil Grand Jury
Accelerating SF Government Performance:
Mayor's Office Responses

#	Recommendations	2017 Responses (implementation)	2017 Response Text
R1	In order to ensure broader public access to the PS platform, and consistent with the practice of other leading cities, a clear link to the PS website should be placed on the SFG website homepage, the Office of the Mayor's homepage and the Board of Supervisor's homepage by January 1, 2018.	The recommendation has been implemented (summary of how it was implemented in next column)	A direct link to the Scorecard website is linked to the homepage of the Mayor's website (sfmayor.org) as well the Controller's website (http://sfgov.org/scorecards/)
R2.1	Consistent with other leading cities, beginning in 2018 the Mayor should present an annual SFG Performance report that concisely communicates SFG performance and progress to the public; the public transmission of which should consist of: i. Hosting a public press conference, the first of which would occur not later than January 31, 2019, announcing the SFG's annual performance. ii. Posting the SFG Performance report, not later than January 31, 2019, on the Office of the Mayor's website homepage. iii. Submitting the SFG Performance report to the Board of Supervisors for comment. iv. Within 30 days of the Board of Supervisors response, the Controller's Office should update the PS website to reflect annual SFG performance, with comments from the Board of Supervisors and responses from the Office of the Mayor included online for the public's reference.	The recommendation will not be implemented because it is not warranted or reasonable (explanation in next column)	The Mayor's Office has taken a number of steps to communicate performance results to the public. The Mayor's Office proactively publishes performance information by directly linking to the Performance Scorecard website on the Mayor's homepage. It is important to note that the City Charter gives the Controller authority to collect, manage, and report performance information. The Controller is mandated to report on performance information, and will continue to do annual reporting. However, the Mayor's Office will continue to augment reporting efforts, as appropriate.
R2.2	Commencing in 2018, the Controller's Office should prepare quarterly updates of the PS framework, inclusive of: i. Submission of the quarterly update to the Board of Supervisor's GAO Committee and the Office of the Mayor, inviting comment. ii. Posting the quarterly update on the PS website homepage, with comments from the Board of Supervisors and Office of the Mayor included for public reference.	The recommendation has not been, but will be, implemented in the future (timeframe for implementation noted in next column)	The Performance Scorecard website contains many measures which are updated on a regularly basis, including quarterly and monthly measures, and the Controller's Office prepares an annual report to discuss important performance trends from the past year. The measures are public-facing, and the Controller's Office receives feedback on an ongoing basis. The Mayor's Office and Controller's Office are always supportive of this feedback, and will continue making improvements based on that feedback. The Mayor's Office would also welcome additional periodic reporting from the Controller's Office.

2016-17 Civil Grand Jury
Accelerating SF Government Performance:
Mayor's Office Responses

#	Recommendations	2017 Responses (implementation)	2017 Response Text
R3.1	In consultation with other SFG entities and community groups, the Office of the Controller should propose a narrowed set of PS indicators, likely not exceeding 30 total, by October 1, 2017; the Board of Supervisor's GAO Committee should be invited to comment on the revised indicators prior to submission to the Office of the Mayor for review and approval.	The recommendation will not be implemented because it is not warranted or reasonable (explanation in next column)	The City currently tracks performance data for over 1,000 measures. The Performance Scorecard website represents a more focused set of measures that are the most relevant to the public and policymakers. In addition to focusing on these priority areas, the Performance Scorecard website is meant to present a multi-dimensional picture of City services and overall health and viability of the City itself. In order to do this, the Performance Scorecard includes a broad array of measures, some of which are meant to be simply educational and informative to both the public and policymakers. In collaboration with the Controller's Office, we regularly review the measures reported on the Performance Scorecard website to highlight those that are more important or most informative to the public or policymakers, while also representing the full scope of City services and overall viability. In past attempts to put a hard number, such as 30, on the development of indicators, the process inevitably produces resentment from many pockets of community and city workers who may have felt that important information gets left out. The Mayor prioritizes, and City staff values, that all City efforts are inclusive and considered through an equity lens. When developing indicators the City balances this strong San Francisco value with the need for brevity. This is something the Mayor cares about deeply and is a constant balancing act.
R4.1	The Mayor's Office should ensure that by January 1, 2018 every PS indicator has a linked goal, with all goals approved by the Mayor – these goals comprise the SFG's overarching annual operational plan.	The recommendation has not been, but will be, implemented in the future (timeframe for implementation noted in next column)	This work has been planned for months and is now underway. January 1, 2018 is an ambitious goal given that the Mayor values inclusion and consensus building, and working with 50 departments (whose goals are often a reflection of community enagement practices) will likely require timely and focused deep dives into their data systems and then back to the community if we do not currently have the right inputs. The Mayor's Office is very enthusiatic about this work and the goal is to get it right, setting the right precedent for building strategic plans moving forward.
R6	Beginning in fiscal year 2018, the revised PS framework should be formally incorporated into the SFG department strategic planning and budgeting process – in particular, the Office of the Mayor should require each department to: i. Specify within their departmental strategic plans which initiatives directly support the SFG's PS goals most relevant to their operational mandate, and what improvement they project in achieving that goal. ii. Specify within their departmental budget submission how their budget request is directly supportive of improved SFG performance against the PS goals most relevant to their operational mandate.	The recommendation has not been, but will be, implemented in the future (timeframe for implementation noted in next column)	This work has been planned and is curretly under way. The Mayor's Office is actively working with all departments to draft brief public-facing summaries of their more complex and detailed startegic plans. These summaries will include the alignment between individual department plans and the Mayor's citywide vision. This work is being performed in tandem with Recommendation R.4.1 above, as it is not always clear to the public how the measures connect with strategy, which ultimately connects with the budget. The City has been and will continue to be committed to this endeavor. Strategy and performance must be made more accessible to a broader public.
R7.1	The Controller's Office should update, by January 1, 2018, the current housing affordability indicators based on recommendations from the Director of the Mayor's Office of Housing and Community Development, and submit the revisions to the Office of the Mayor for review and approval.	The recommendation has not been, but will be, implemented in the future (timeframe for implementation noted in next column)	The Mayor's Office and Controller's Office are currently working with the Mayor's Office of Housing and Community Development, and other related City departments, to include updated housing measures on the Performance Scorecard website. We anticipate that these measures will be available to report on the Performance scorecard website by January 2018.

#	Recommendations	2017 Responses (implementation)	2017 Response Text
R7.2	The Controller's Office should update, by January 1, 2018, the current homelessness indicators based on recommendations from the DHSH Director and the examples of other leading cities, and submit the revised indicators to the Office of the Mayor for review and approval.	The recommendation has not been, but will be, implemented in the future (timeframe for implementation noted in next column)	The Mayor's Office agrees that the current homelessness indicators should be expanded. The newly formed Department of Homelessness and Supportive Housing is currently engaged in developing performance measures. Once those measures are developed and have reliable baseline data, the Mayor's Office would be amenable to reviewing and approving those measures for inclusion on the Performance Scorecard website.
R7.3	The Controller's Office should update, by January 1, 2018, the current crime/street safety indicators based on recommendations from the Chief of Police and the examples of other leading cities, and submit the revised indicators to the Office of the Mayor for review and approval.	The recommendation has not been, but will be, implemented in the future (timeframe for implementation noted in next column)	Currently, the Controller's Office collects performance measures on 12 public safety-related measures from the Police Department. These measures, which are collected and reported by most law enforcement agencies, include response times to Priority A and B calls, violent and property crimes, and traffic/pedestrian safety indicators. The Police Department is currently engaged with an outside consultant to develop a strategic plan and outcome measures based on the recommendations included in the Department of Justice (DOJ) Community Oriented Policing report from October 2016. The Mayor's Office will work with the Chief of Police and the Controller's Office to ensure measures are informative to the community, and develop additional measures based on reform efforts. Appropriate measures will be included on the Performance Scorecard website to measure progress in implementing critical reforms from the DOJ report.
R7.4	Consistent with Recommendation P4, the Office of the Mayor should ensure that, by January 1, 2018, each of the primary housing affordability, homelessness and crime indicators have associated goals.	The recommendation has not been, but will be, implemented in the future (timeframe for implementation noted in next column)	The Mayor's Office is working with the Controller's Office and City departments to develop appropriate targets or goals for all measures, where appropriate, and has regular quarterly meetings to discuss progress. As new or revised measures are developed around these areas, we will continue to assess the appropriateness of establishing targets.

CITY AND COUNTY OF SAN FRANCISCO
OFFICE OF THE CONTROLLER

Ben Rosenfield
Controller

Todd Rydstrom
Deputy Controller

July 28, 2017

The Honorable Teri L. Jackson
Presiding Judge, Superior Court of California, County of San Francisco
400 McAllister Street, Room 008
San Francisco, CA 94102

Dear Judge Jackson:

Pursuant to Penal Code sections 933 and 933.05, this memo and the attached table are in reply to the 2016-17 Civil Grand Jury report, *Accelerating SF Government Performance.* We would like to thank the Civil Grand Jury for their thoughtful review of the City's performance efforts. In particular, we very much appreciate the review of the Performance Scorecards—this feedback is valuable since the Scorecards publication and website format is a relatively new product for the Controller's Office in its performance portfolio.

The Controller's Office has been engaged in performance reporting and measurement citywide since the 1990s. We have worked steadily to improve the breadth and quality of performance measurement, train City staff in how to do it well, and publish performance information for the public and City leadership. The City Services Auditor charter amendment passed in November 2003 raised our level of work with new mandates and resources in this area. Since then, the Controller's Office has grown the public information part of the program to now include a citywide database of over 1,000 tracked measures, the Performance Scorecards with approximately 90 measures in an interactive public website, and departmental and citywide benchmarking reports. Our training and technical assistance program includes ongoing work with departments to improve their measurement and management, a Data Academy teaching data analysis and visualization skills and software to City staff, "Stat" programs, and dashboard development. The Mayor's Office has been a reliable partner in these efforts and in FY2016 and FY2017 worked diligently with us on the Performance Scorecards product as well as in other program areas.

The Civil Grand Jury's report and its focus on the Performance Scorecard framework provided important findings and recommendations. We will use this feedback to improve our efforts and seek to make the website and information better known by the public and in the media.

If you have any questions about this response, please contact Performance Director Peg Stevenson or me at 415-554-7500.

Respectfully submitted,

Ben Rosenfield
Controller

cc: Angela Calvillo, Clerk of the Board, City and County of San Francisco

#	Findings	2017 Responses (Agree/Disagree)	2017 Response Text
F2	Despite the Mayor's role as the accountable executive of the SFG, the Mayor does not directly report performance results to the public, as is done in other leading cities.	disagree with it, partially (explanation in next column)	The Mayor's Office does performance reporting to the public in the Mayor's Budget Book, DataSF, and in many other ways. The Mayor's Office works as a partner with the Controller's Office in the development of the citywide performance reporting products that our office creates and maintains; they work with us in the development of the Performance Scorecards, and the content of the larger Performance Measurement Database. Organizationally there is value to having the core public reporting function in the Controller's Office. It is our job to provide neutral non-political measurement and reporting as is contemplated in Charter Appendix F. The Controller's Office can carry out stable, long-term development and maintenance of performance reporting in a way that an office more directly affected by election cycles cannot.
F3	The PS framework encompasses too many indicators – some of the indicators are of great importance, whereas others are much less significant.	disagree with it, partially (explanation in next column)	The Performance Scorecard project - focusing on fewer than 100 key performance metrics - is partially in response to the general observation that both current and past grand juries have made, and that the Controller's Office concurs with - that too many measures in publically-facing reporting can make it difficulty for policy makers or the public to understand what to focus on and what is truly important. The scorecards measures have been selected through a process that involves review of over 1,000 measures tracked and reported through our performance measurement program. However, San Francisco is a uniquely consolidated government, combining city, county, and many regional functions that in most other places are stand-alone governmental entities. Given this broad scope of services, the Performance Scorecards should report on performance across a larger number of services than the examples provided in the CGJ report. While some indicators are of great importance, some are included to provide educational information to the public and policymakers about the essential functions of government. We regularly review the relevance and importance of this new performance reporting tool and will continue to refine the selection and quantity of performance measures highlighted on the Performance Scorecards website, to eliminate less valuable indicators, while developing those of greater importance.

#	Findings	2017 Responses (Agree/Disagree)	2017 Response Text
F4	Having performance indicators without associated goals goes against practice in other leading cities, and limits the public's ability to understand how the SFG is progressing.	disagree with it, partially (explanation in next column)	We concur that performance measures are most meaningful if goals, targets, or projections are established as a benchmark against which to evaluate actual results. The majority of scorecard indicators report and track results against a target established through the City's budget process. In limited instances, policymakers have not yet identified a goal for a given measure which we have begun tracking using this tool; we expect continued improvement in this area in coming cycles as this new performance tracking tool becomes more broadly utilizied, and have added targets for measures formally without them in the prior year during this year's cycle. However, in other limited circumstances, we have chosen to track high public interest measures in the scorecard format where goals are not likely to be established in the nearer term, or where to do so would not be practical, such as for certain economic or demographic information.
F5	Citizens have almost no means by which to regularly and systematically assess the SFG's performance relative to other leading cities; in contrast, other leading cities provide this information to their citizens.	disagree with it, wholly (explanation in next column)	The Controller's Office publishes performance benchmarking reports, including a new FY17 Citywide Annual Benchmarking report, comparing San Francisco to similar jurisdictions across seven policy areas. This report is very broad and methodologically rigorous and is a best in class example of government benchmarking data. One of the two examples provided in the CGJ report as a best practice for comparison reporting is the national index for major road quality. As mentioned previously, this dataset is misleading in the quality of San Francisco's streets as it combines reporting with Oakland and highways managed by the State, both of which have lower results in road quality. We were unable to find results of the other example mentioned regarding the Austin performance reporting.
F7	The specific indicators used within the SFG's PS framework to track performance in the areas of the gravest public concern should be updated to better reflect what the SFG is doing to address the public's gravest concerns.	agree with finding	We regularly evauate the relevance of performance measures included in the Performance Scorecard website. As this is a new tool, we are still collecting ideas and input in how to best refine what is included and have made changes by adding or revising measures as better performance reporting is identified. Several new measures have been added or are in development for the new fiscal year -- including transit ridership, housing production, and new measures for homeless services in the City -- while other measures of more limited importance have been eliminated. Continued feedback on measure selection from the Mayor's Office, Board of Supervisors, department leadership, and CGOBOC will assist in this ongoing process.
F8	Noting the severe economic inequality within and between various neighborhoods and communities in the City, and consistent with the City's long-standing reputation for socially inclusive policies, the PS framework should more directly gauge SFG progress in addressing social, gender	agree with finding	Our original direction with the Performance Scorecards has been to show the level and effectiveness of public services of SF as is mandated under Charter Appendix F. We agree that the City has policy goals directed at addressing social, gender and racial equity and will work to include measures of these issues in future development efforts. We will work to include new measures with these goals in mind in the coming fiscal year.

#	Recommendations	2017 Responses (implementation)	2017 Response Text
R2.1	Consistent with other leading cities, beginning in 2018 the Mayor should present an annual SFG Performance report that concisely communicates SFG performance and progress to the public; the public transmission of which should consist of: i. Hosting a public press conference, the first of which would occur not later than January 31, 2019, announcing the SFG's annual performance. ii. Posting the SFG Performance report, not later than January 31, 2019, on the Office of the Mayor's website homepage. iii. Submitting the SFG Performance report to the Board of Supervisors for comment. iv. Within 30 days of the Board of Supervisors response, the Controller's Office should update the PS website to reflect annual SFG performance, with comments from the Board of Supervisors and responses from the Office of the Mayor included online for the public's reference.	The recommendation will not be implemented because it is not warranted or reasonable (explanation in next column)	This recommendation should be directed to the Mayor and Board of Supervisors, and not to the Controller's Office. The Controller's Office will continue to develop and maintain citywide performance reporting in our program as mandated under the Charter. We also want to support accountability, public reporting and performance management desired and requested by the Mayor and Board of Supervisors, in their roles as elected policymakers responsible for overall governmental performance. We will work with them to publish materials and provide information for public hearings, in the form and process that they establish to promote transparency and accountability.
R2.2	Commencing in 2018, the Controller's Office should prepare quarterly updates of the PS framework, inclusive of: i. Submission of the quarterly update to the Board of Supervisor's GAO Committee and the Office of the Mayor, inviting comment. ii. Posting the quarterly update on the PS website homepage, with comments from the Board of Supervisors and Office of the Mayor included for public reference.	The recommendation has not been, but will be, implemented in the future (timeframe for implementation noted in next column)	Many of the governmental performance reporting mechanisms we have reviewed in other jurisdictions are annual or semi-annual in nature. A key benefit of the Peformance Scorecard format is the regular updates to key performance information on a more frequeqnt schedule, with the majority of measures updated either monthly or quarterly, for more real-time monitoring by interested parties. We concur, however, that periodic static reporting on trends is always valuable, and have produced an annual report summarizing trends over the year and overall progress towards adopted goals. As a means to enhance public acess to this information, we will plan to prepare a mid-year report on trends and progress for scorecard measures, and will assess the relative benefit of shifting to a quarterly schedule following that change.
R3.1	In consultation with other SFG entities and community groups, the Office of the Controller should propose a narrowed set of PS indicators, likely not exceeding 30 total, by October 1, 2017; the Board of Supervisor's GAO Committee should be invited to comment on the revised indicators prior to submission to the Office of the Mayor for review and approval.	The recommendation will not be implemented because it is not warranted or reasonable (explanation in next column)	The Performance Scorecard project - focusing on fewer than 90 key performance metrics - is partially in response to the general observation that both current and past Grand Juries have made, and that the Controller's Office concurs with - that too many measures in publicly-facing reporting can make it difficulty for policy makers or the public to understand what to focus on and what is truly important. The scorecards measures have been selected through a process that involves review of over 1,000 measures tracked and reported through our performance measurement program. However, San Francisco is a uniquely consolidated government, combining city, county, and many regional functions that in most other places are stand-alone governmental entities. Given this broad scope of services, the Performance Scorecards should report on performance across a larger number of services than the examples from other jurisdictions provided in the CGJ report. While some indicators are of great importance, some are included to provide educational information to the public and policymakers about the essential functions of government. We regularly review the relevance and importance of this new performance reporting tool and will continue to refine the selection and quantity of performance measures highlighted on the Performance Scorecards website, to eliminate less valuable indicators, while developing those of greater importance. We continute to seek and welcome input on the specific Performance Scorecard measures from the Mayor's Office, Board of Supervisors, and others, and will continue to solicit feedback on both appropriate scorecard measurments and goals.

#	Recommendations	2017 Responses (implementation)	2017 Response Text
R3.2	In consultation with other SFG entities and community groups, the Controller's Office should evaluate, no later than July 1, 2018, the feasibility of including district level reporting on some or all indicators and posting this information within the online PS platform, enabling citizens to understand progress in their neighborhoods.	The recommendation has not been, but will be, implemented in the future (timeframe for implementation noted in next column)	There is some geographic reporting available in the a limited number of the scorecard measures, and links to other geospatial analyses we perform are embedded within the measure pages. We concur that the inclusion of additional geographic variance reporting for key measures will add value to the site, and will explore feasability of expanding such reporting in the coming fiscal year, as recommended.
R4.2	The Controller's Office should ensure that by January 1, 2018 the PS framework includes comparative performance figures against prior year goals alongside the current year goal and progress, so citizens can understand the trend of SFG progress.	The recommendation has not been, but will be, implemented in the future (timeframe for implementation noted in next column)	The addition of trend data and indicators are features for the site which are under development. We intend to complete this work in the year ahead.
R5	The Controller's Office should identify the top 3-5 rankings/indices relevant to each scorecard, and add these to the PS framework by January 1, 2018.	The recommendation requires further analysis (explanation of the scope of that analysis and a timeframe for discussion, not more than six months from the release of the report noted in next column)	Concurrent with the development of the Performance Scorecard program, we have revised our approach to annual benchmark reporting, and now have a broad and comprehensive benchmarking report that, for key measures such as street conditions, includes review of scorecard measures versus other jurisdictions. We anticipate increasing the linkages between these two related projects, where possible and valuable, and will continue to do so in the coming fiscal year and beyond. The specific use of 3-5 jurisdictional comparisons and completion by the specific date recommended are not feasible or advisable, from our perspective.
R7.1	The Controller's Office should update, by January 1, 2018, the current housing affordability indicators based on recommendations from the Director of the Mayor's Office of Housing and Community Development, and submit the revisions to the Office of the Mayor for review and approval.	The recommendation has not been, but will be, implemented in the future (timeframe for implementation noted in next column)	Our office concurs that improved housing production and affordability measures are needed, and has been working with appropriate departments to develop them. We intend to complete this work on the recommended timeline.
R7.2	The Controller's Office should update, by January 1, 2018, the current homelessness indicators based on recommendations from the DHSH Director and the examples of other leading cities, and submit the revised indicators to the Office of the Mayor for review and approval.	The recommendation has not been, but will be, implemented in the future (timeframe for implementation noted in next column)	Our office concurs that these measures should be augmented. Some operating indicators may become reliable in this timeframe and if so we will develop and publish those data. For client data, the Department of Homelessness and Supportive Housing is underway with a new case tracking system that will allow for reporting on client numbers and outcomes. Working with them we may be able to define and propose new measures by January 2018, however reliable data from the system will not be available until FY 2018-19.
R7.3	The Controller's Office should update, by January 1, 2018, the current crime/street safety indicators based on recommendations from the Chief of Police and the examples of other leading cities, and submit the revised indicators to the Office of the Mayor for review and approval.	The recommendation will not be implemented because it is not warranted or reasonable (explanation in next column)	The current public safety measures were chosen in consultation with the Police Department, the Department of Emergency Management and the Mayor's Office when the Performance Scorecards were developed. Uniform Crime Measures for property and violent crime, and the various 911 response measures, are indicators used in every leading city. We have recently added measures of public opinion, including how safe people feel in their neighborhoods during the day and night. Should the SFPD, new chief or Mayor's Office want to update these measures we will work with them but we don't agree that changes in this group of measures is required at this time.
R8	In consultation with other SFG entities and community organizations, the Controller's Office should ensure that, by January 1, 2018, one or more PS indicators are amended or added to ensure the SFG is tracking and reporting on the equitable distribution of government spending and services.	The recommendation has not been, but will be, implemented in the future (timeframe for implementation noted in next column)	We agree that the City has policy goals direct at addressing social, gender and racial equity and will work to include measures of these issues in future development efforts and on the recommended timeline.

Carroll, John (BOS)

From: Clark, Ashley (BUD)
Sent: Thursday, June 08, 2017 11:37 AM
To: Carroll, John (BOS)
Cc: Newman, Debra (BUD); Major, Erica (BOS)
Subject: RE: 2016-2017 Civil Grand Jury Report - Accelerating SF Government Performance

Categories: 170660, 170661

Dear John,

I confirm the receipt of this message and acknowledge that you need the template resolution by the end of the day August 24, 2017.

Cheers
Ashley

From: Carroll, John (BOS)
Sent: Tuesday, June 06, 2017 4:09 PM
To: Clark, Ashley (BUD)
Cc: Newman, Debra (BUD); Major, Erica (BOS)
Subject: FW: 2016-2017 Civil Grand Jury Report - Accelerating SF Government Performance

Good afternoon,

I'm forwarding the below message to you to serve as notice that the proceedings are beginning for the Board's response to the year's first Civil Grand Jury report. As in years past, the Budget and Legislative Analyst's Office will prepare the draft resolution responding to the report; the responses of the Board will be added to the resolution through action of the Government Audit and Oversight Committee.

Would you please confirm receipt of this message, and note that we need the template resolution by the end of the day August 24, 2017?

Please find the links in the message below to the Report and the Board's file on the matter.

Thank you.

John Carroll
Assistant Clerk
Board of Supervisors
San Francisco City Hall, Room 244
San Francisco, CA 94102
(415)554-4445 - Direct | (415)554-5163 - Fax
john.carroll@sfgov.org | bos.legislation@sfgov.org

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redact any information from these submissions. This means that personal information—including names, phone numbers, addresses and similar information that a member of the public elects to submit to the Board and its committees—may appear on the Board of Supervisors website or in other public documents that members of the public may inspect or copy.

From: Carroll, John (BOS)
Sent: Tuesday, June 06, 2017 3:03 PM
To: Rosenfield, Ben (CON) <ben.rosenfield@sfgov.org>; Elliott, Nicole (MYR) <nicole.elliott@sfgov.org>; Tugbenyoh, Mawuli (mawuli.tugbenyoh@sfgov.org) <mawuli.tugbenyoh@sfgov.org>
Cc: Rydstrom, Todd (CON) <todd.rydstrom@sfgov.org>; Valdez, Marie (MYR) <marie.valdez@sfgov.org>; Steeves, Asja (CON) <asja.steeves@sfgov.org>; Major, Erica (BOS) <erica.major@sfgov.org>
Subject: RESPONSE REMINDER NLT 8/4/2017 - 2016-2017 Civil Grand Jury Report - Accelerating SF Government Performance

Greetings,

Within 60 days your department is required to respond to the 2016-2017 Civil Grand Jury Report entitled, "**Accelerating SF Government Performance**." We *anticipate* a hearing in the Government Audit and Oversight Committee on September 6, 2017, in the Board Chamber at 10:00 a.m. We will update of any changes as September approaches. Our office has noted the following departments and/or department staff listed as a required responder:

- ✓ Mayor
- ✓ Controller

Please make sure to deliver a copy of your response to the Clerk of the Board, Attn: Government Audit and Oversight Committee or via email to Erica.Major@sfgov.org and John.Carroll@sfgov.org, no later than July 30, 2016, and confirm the representative who will be attending the hearing.

I invite you to review the entire matter, including the CGJ report, on our Legislative Research Center by following the links below:

Board of Supervisors File No. 170660

Accelerating SF Government Performance

John Carroll
Assistant Clerk
Board of Supervisors
San Francisco City Hall, Room 244
San Francisco, CA 94102
(415)554-4445 - Direct | (415)554-5163 - Fax
john.carroll@sfgov.org | bos.legislation@sfgov.org

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Disclosures: *Personal information that is provided in communications to the Board of Supervisors is subject to disclosure under the California Public Records Act and the San Francisco Sunshine Ordinance. Personal information provided will not be redacted. Members of the public are not required to provide personal identifying information when they communicate with the Board of Supervisors and its committees. All written or oral communications that members of the public submit to the Clerk's Office regarding pending legislation or hearings will be made available to all members of the public for inspection and copying. The Clerk's Office does not redact any information from these submissions. This means that personal information—including names, phone numbers, addresses and similar information that a member of the public elects to submit to the Board and its committees—may appear on the Board of Supervisors website or in other public documents that members of the public may inspect or copy.*

Carroll, John (BOS)

From: Carroll, John (BOS)
Sent: Tuesday, June 06, 2017 3:03 PM
To: Rosenfield, Ben (CON); Elliott, Nicole (MYR); Tugbenyoh, Mawuli (mawuli.tugbenyoh@sfgov.org)
Cc: Rydstrom, Todd (CON); Valdez, Marie (MYR); Steeves, Asja (CON); Major, Erica (BOS)
Subject: RESPONSE REMINDER NLT 8/4/2017 - 2016-2017 Civil Grand Jury Report - Accelerating SF Government Performance

Categories: 170660, 170661

Greetings,

Within 60 days your department is required to respond to the 2016-2017 Civil Grand Jury Report entitled, "**Accelerating SF Government Performance.**" We *anticipate* a hearing in the Government Audit and Oversight Committee on September 6, 2017, in the Board Chamber at 10:00 a.m. We will update of any changes as September approaches. Our office has noted the following departments and/or department staff listed as a required responder:

- ✓ Mayor
- ✓ Controller

Please make sure to deliver a copy of your response to the Clerk of the Board, Attn: Government Audit and Oversight Committee or via email to Erica.Major@sfgov.org and John.Carroll@sfgov.org, no later than July 30, 2016, and confirm the representative who will be attending the hearing.

I invite you to review the entire matter, including the CGJ report, on our Legislative Research Center by following the links below:

Board of Supervisors File No. 170660

Accelerating SF Government Performance

John Carroll
Assistant Clerk
Board of Supervisors
San Francisco City Hall, Room 244
San Francisco, CA 94102
(415)554-4445 - Direct | (415)554-5163 - Fax
john.carroll@sfgov.org | bos.legislation@sfgov.org

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BOARD of SUPERVISORS

City Hall
1 Dr. Carlton B. Goodlett Place, Room 244
San Francisco 94102-4689
Tel. No. 554-5184
Fax No. 554-5163
TDD/TTY No. 554-5227

MEMORANDUM

Date: June 5, 2017

To: Honorable Members, Board of Supervisors

From: Angela Calvillo, Clerk of the Board

Subject: 2016-2017 CIVIL GRAND JURY REPORT - Accelerating SF Government Performance

The Office of the Clerk of the Board of Supervisors is in receipt of the San Francisco Civil Grand Jury (CGJ) Report, entitled: **Accelerating SF Government Performance** (attached). Today is the public release date for this report.

Pursuant to California Penal Code, Sections 933 and 933.05, the Board must:

1. Respond to the report within 90 days of receipt, or no later than September 3, 2017.
2. For each finding the Department response shall:
   - agree with the finding; or
   - disagree with the finding, wholly or partially, and explain why.

3. For each recommendation the Department shall report that:
   - the recommendation has been implemented, with a summary of how it was implemented;
   - the recommendation has not been, but will be, implemented in the future, with a timeframe for implementation;
   - the recommendation requires further analysis, with an explanation of the scope of the analysis and timeframe of no more than six months from the date of release; or
   - the recommendation will not be implemented because it is not warranted or reasonable, with an explanation.

Pursuant to San Francisco Administrative Code, Section 2.10, in coordination with the Committee Chair, the Clerk will schedule a public hearing before the Government Audit and Oversight Committee to allow the Board the necessary time to review and formally respond to the findings and recommendations.

The Budget and Legislative Analyst will prepare a resolution, outlining the findings and recommendations for the Committee's consideration, to be heard at the same time as the hearing on the report.

Attachement: Civil Grand Jury Report

c: Honorable Teri L. Jackson, Presiding Judge
Nicole Elliott, Mayor's Office
Mawuli Tugbenyoh, Mayor's Office
Ben Rosenfield, Office of the Controller
Asja Steeves, Office of the Controller
Jon Givner, Office of the City Attorney
Alisa Somera, Office of the Clerk of the Board
Debra Newman, Office of the Budget and Legislative Analyst
Severin Campbell, Office of the Budget and Legislative Analyst
Jadie Wasilco, Office of the Budget and Legislative Analyst
Kathie Lowry, Foreperson, San Francisco Civil Grand Jury

CIVIL GRAND JURY | 2016-2017
CITY AND COUNTY OF SAN FRANCISCO

FOR IMMEDIATE RELEASE

PRESS RELEASE

NON-PARTISAN BLUEPRINT TO BOOST SF GOVERNMENT PERFORMANCE & ACCOUNTABILITY PROPOSED BY CIVIL GRAND JURY

8 FINDINGS & 14 RECOMMENDATIONS STRENGTHENING PERFORMANCE REPORTING BY THE MAYOR & CONTROLLER'S OFFICE

San Francisco, June 5, 2017 – The 2016-2017 Civil Grand Jury (CGJ) urges City and County elected officials to set a new standard of responsive and accountable government by helping the public better see the impact of government services.

San Franciscans are frustrated. According to credible polls, in recent years a near majority believe the City is headed in the wrong direction. Explaining this frustration, a reasonable San Franciscan would likely point to a housing affordability crisis that has resulted in the highest rents of any major US city, a property crime rate that appears to be the highest of any major US city, and a homelessness situation that has, by the City's own metrics, worsened even while the San Francisco Government (SFG) spends approximately $250 million a year on related programs.

The underlying paradox: while San Franciscans are frustrated, the SFG budget has increased by roughly 100% over the last ten years -- and the City now reportedly spends more per capita than *any other* major US city.

The CGJ addressed this context with the objective of improving the focus, accountability and transparency of the SFG's performance in the areas of greatest concern to the people of San Francisco. Through an extensive investigation drawing on dozens of interviews with SFG representatives, as well as reference to other leading US cities, two overarching findings result: (1) the SFG's operational focus, in terms of tracking or measuring progress on the public's gravest concerns, can be improved; and (2) the SFG can substantially improve communicating *what* and *how* it is doing.

"We looked carefully at how the City tracks progress on the most sensitive public issues and how that's reported to the people" said Lawrence Groo, the Chair of the CGJ's Government Performance Committee. "The Mayor and the Board of Supervisors are pushing in many areas, spending has increased significantly, and yet the public barely knows what's happening, what's improving, and by how much. This needs to change."

The 14 recommendations that follow from these findings are grouped in two categories:

- Recommendations ensuring the SFG achieves *parity* with other leading US cities; and
- Recommendations enabling the SFG to *set a new national standard* for responsive government.

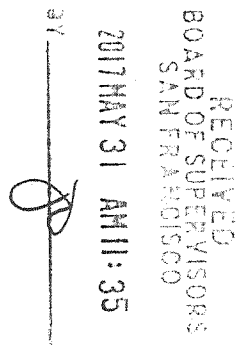
The findings and recommendations collectively represent **a non-partisan blueprint** for the Mayor and Board of Supervisors to measurably enhance and accelerate the SFG's response to the public's well documented frustration. The public can review the report here: http://civilgrandjury.sfgov.org/report.html

CONTACT:

Kathie Lowry
Foreperson
Email: klowry@sfcgj.org

Lawrence Groo
Government Performance Committee, Chair
Email: agroo@sfcgj.org

City and County of San Francisco
Civil Grand Jury



May 31, 2017

Angela Calvillo
Clerk of the Board of Supervisors
City Hall, Room 244
1 Dr. Carlton B. Goodlett Place
San Francisco, CA 94102

Dear Ms. Calvillo,

The 2016 – 2017 Civil Grand Jury will release its report entitled, **"Accelerating SF Government Performance"** to the public on June 5th, 2017. Enclosed is an advance copy of this report. Please note that by order of the Presiding Judge of the Superior Court, Hon. Teri L. Jackson this report is to be kept confidential until the date of release **(June 5th).**

California Penal Code §933 (c) requires a response to be submitted to the Presiding Judge no later than 90 days. California Penal Code §933.5 states that for each finding in the report, the responding person or entity must respond in one of three ways:

1) agree with the finding;
2) disagree with it, wholly, with an explanation; or
3) disagree with it partially, with an explanation.

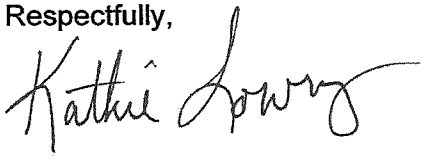
Further, as to each recommendation, your response must either indicate:

1) That the recommendation has been implemented, with a summary of how it was implemented;
2) That the recommendation has not been, but will be, implemented in the future, with a timeframe for implementation;
3) That the recommendation requires further analysis, with an explanation of the scope of that analysis and a timeframe for discussion, not more than six months from the release of the report; or
4) That the recommendation will not be implemented because it is not warranted or reasonable, with an explanation.

Please provide your response to Presiding Judge Teri L. Jackson at the following address:
400 McAllister Street, Room 007
San Francisco, CA 94102-4512
Email: civilgrandjury@sftc.org

City Hall, Room 482
1 Dr. Carlton B. Goodlett Pl, San Francisco, CA 94102
Phone: 415-554-6630

Respectfully,



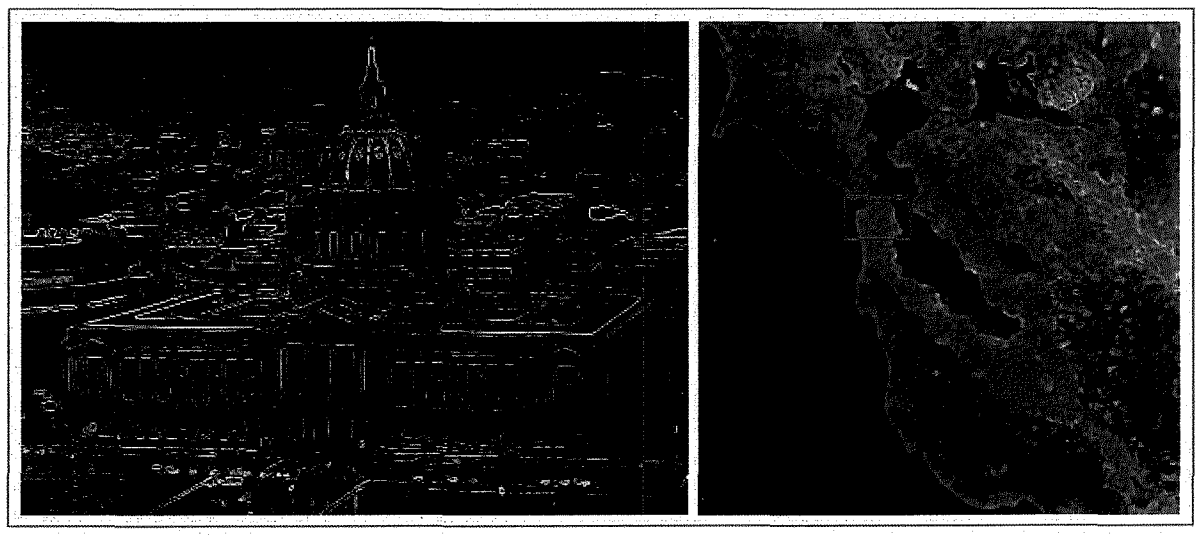
Kathie Lowry, Foreperson
2016 – 2017 Civil Grand Jury

CIVIL GRAND JURY | 2016-2017

CITY AND COUNTY OF ~~SAN FRANCISCO~~

ACCELERATING SF GOVERNMENT PERFORMANCE

TAKING ACCOUNTABILITY AND TRANSPARENCY TO THE NEXT LEVEL



MAY 2017

THE CIVIL GRAND JURY

The Civil Grand Jury is a government oversight panel of volunteers who serve for one year. It makes findings and recommendations resulting from its investigations.

Reports of the Civil Grand Jury do not identify individuals by name. Disclosure of information about individuals interviewed by the jury is prohibited.

California Penal Code, section 929.

STATE LAW REQUIREMENT

Each published report includes a list of those public entities that are required to respond to the Presiding Judge of the Superior Court within 60 to 90 days as specified.

A copy must be sent to the Board of Supervisors. All responses are made available to the public.

For each finding, the response must:

1) agree with the finding, or
2) disagree with it, wholly or partially, and explain why.

As to each recommendation the responding party must report that:

1) the recommendation has been implemented, with a summary explanation; or
2) the recommendation has not been implemented but will be within a set timeframe as provided; or
3) the recommendation requires further analysis. The officer or agency head must define what additional study is needed. The Grand Jury expects a progress report within six months; or
4) the recommendation will not be implemented because it is not warranted or reasonable, with an explanation.

California Penal Code, Section 933.05

JURORS | 2016 – 2017

KATHIE LOWRY, FOREPERSON

KITSAUN KING, FOREPERSON PRO TEM

CHARLES HEAD, SECRETARY

CHRIS BACON

RICHARD BAKER-LEHNE

CONSTANCE BERNSTEIN

DONNA CASEY

PHYLLIS DEETS

JOHN ERICKSON

SANFORD GALLANTER

LAWRENCE GROO

YANE NORDHAV

ADAM RASKIN

RAE RAUCCI

DANIEL ROSENTHAL

MARVIN STENDER

DAVID TEJEDA

CHARLES THOMPSON

ELLEN LEE ZHOU

EXECUTIVE SUMMARY

San Franciscans are frustrated. According to credible polls, in recent years a near majority of residents believe the City is headed in the wrong direction. While many areas in the United States (US) feature a large proportion of dissatisfied voters, that San Francisco suffers from such widespread public dismay is remarkable considering that it lies at the heart of the most dynamic regional economy in the nation.

Explaining this public frustration, a reasonable San Franciscan would likely point to a housing affordability crisis that has resulted in the highest rents of any major US city, a property crime rate that is the highest of the 50 largest US cities, a homelessness situation that has, by the City's own metrics, worsened even while the San Francisco Government (SFG) spends approximately $250 million a year on related services.

The underlying paradox: while the people of San Francisco have grown more frustrated, the SFG budget has increased by roughly 100% over the last ten years -- and the City now appears to spend more on public services per capita than *any other* major city in the country.

Our objective: to improve the focus, accountability and transparency of the SFG's performance in the areas of greatest concern to the people of San Francisco

The Civil Grand Jury (CGJ) addressed these questions with the overall objective of improving the focus, accountability and transparency of the SFG's performance in the areas of greatest concern to the people of San Francisco. In particular, we:

1) Assessed the SFG's Performance Scorecard (PS) framework, the primary Citywide platform for tracking and reporting performance to the public; and
2) Examined how the SFG measures and tracks progress in the top areas of public concern (homelessness, affordability and housing, and crime and street safety).

Through an extensive investigation drawing on dozens of interviews with SFG representatives from both the executive and legislative branches, as well as reference to the experience and practice of other leading US cities, our analysis leads to two overarching findings: (1) the SFG's operational focus, in terms of tracking and measuring progress on the public's gravest concerns, can be improved; and (2) the SFG can substantially improve communicating *what* and *how* it is doing to the public.

A related finding is that even some senior SFG officials are unaware of how the SFG tracks and reports on performance to the public. If even senior City Hall officials do not know how the SFG tracks progress, how can the government be held accountable by the people?

The 14 recommendations that follow from these findings are grouped in two categories:

- Recommendations ensuring the SFG achieves *parity* in accountability and transparency with other leading US cities; and
- Recommendations enabling the SFG to *set a new national standard* for responsive, accountable and transparent government.

The CGJ's recommendations collectively represent **a non-partisan blueprint** for the Mayor and Board of Supervisors to measurably enhance and accelerate the SFG's response to the public's gravest concerns and well documented frustration.

CONTENTS

BACKGROUND & METHODOLOGY

BACKGROUND

San Franciscans are frustrated. Over the last several years an average of 40% of citizens indicated they believe the City is headed in the wrong direction (see Figure 1 below).[1] While many areas in the US feature a large proportion of dissatisfied voters, that San Francisco suffers from such widespread public dismay is remarkable considering it lies at the heart of the most dynamic regional economy in the nation, boasting growth well above the national average and an unemployment rate hovering near 3%.[2]

FIGURE 1: TOP PUBLIC ISSUES: 2014-2017*

ISSUE	2014	2015	2016	2017	'14-'17 Average
Homelessness/street behavior	29%	35%	51%	60%	**43%**
Affordability/cost of rents	21%	43%	44%	51%	**40%**
Housing/cost of owning a home	44%	35%	27%	23%	**32%**
Crime, drugs & gangs	10%	14%	12%	8%	**11%**
"SF is going in the wrong direction"	37%	34%	51%	36%	**40%**

(*)Source: DignityHealth CityBeat Poll 2014-2017

The strength of the local economy has even led some to trumpet San Francisco as "the new Florence of the Renaissance".[3] Yet even a cursory review of headlines lends credence to the frustration of San Franciscans, while raising fundamental questions about how the San Francisco Government (SFG) is responding to public needs. In particular, a concerned reasonable citizen (hereinafter "Citizen R"), would likely note:

- An affordability crisis which has resulted in the highest average rental prices in the country, leading to an exodus of young families, with the City now home to the lowest percentage of children of any of the 100 largest cities in the country.[4]
- High rates of petty crime, with the FBI reporting that San Francisco has the highest per capita property crime rate of the top 50 cities in the country.[5]
- Outdated infrastructure, with 71% of major roads classed as in poor condition, the worst rating of any major city in the country (for the second consecutive year), and the third worst traffic congestion of any US city.[6]
- An under-performing public transportation system, with the slowest average bus transit times among peer cities, a MUNI system that consistently misses voter-mandated on-time performance levels, and a BART system which recently received the lowest customer satisfaction rating in 20 years.[7]
- Dramatic increases in citizen complaints about street cleanliness, with a 41% increase in complaints about syringes and a 39% increase in complaints about feces during the 2015-2016 period, suggesting a "citywide crisis".[8]
- A hollowed out public school system with only 53,000 students, down from 90,000 in 1970; today the City has the lowest public school enrollment (70% of children) of any large US city.[9]

Digesting these facts, Citizen R might be surprised, if not astonished, to learn that the citizens of San Francisco appear to pay more per capita for their public services than *any other*

large US city (see Figure 2 below).[10] Moreover, the SFG's budget has increased by nearly 100% over the last ten years, from $5.3 billion to $9.6 billion for the 2016-2017 Fiscal Year (FY). During this period inflation has been negligible while the population grew by approximately 10% (from 777,660 to 864,186).

FIGURE 2: COMPARING SF TO OTHER CITIES*

City	2005 Pop.	2016 Pop.	Pop. Increase	2005 Budget	2016 Budget	Budget Increase ('05-'16)	Per Capita Budget ('16)
San Francisco	**777,660**	**864,186**	**11%**	**$5.3B**	**$9.6B**	**81%**	**$11,108**
Austin	708,293	931,830	32%	$2.5B	$3.7B	48%	$3,971
New York	8,143,197	8,491,079	4%	$47B	$78B	67%	$9,245
Philadelphia	1,463,281	1,562,000	7%	$5.9B	$8.1B	37%	$5,185
Portland	555,650	619,445	12%	$2.1B	$4.3B	105%	$6,942
Seattle	575,036	684,451	19%	$2.9B	$5.3B	83%	$7,743
Washington, DC	5671136	672,228	18%	$4.5B	$7.2B	60%	$10,710

(*)Sources: Official websites and budget data from the cities of San Francisco, Austin, New York, Philadelphia, Portland, Seattle, and Washington DC.

The picture before Citizen R would be incomplete without recognizing recent progress the SFG has achieved in several areas, including launching ambitious reforms of the SF Police Department, rejuvenating mid-Market Street, improving responsiveness to community and neighborhood needs through the Mayor's Office of Neighborhood Services, boosting SFG capabilities through innovative projects like Civic Bridge, and the Fix-It program.[11]

Even with these important examples in mind, or perhaps precisely because of them, Citizen R could rightly ask why key indicators of life in San Francisco – especially in the areas of greatest public concern – are not improving despite considerable increases in public expenditures. This question looms all the more important with a new administration in Washington DC sitting on the purse strings to over $1 billion in SFG programs.[12]

$11,108
Estimated budget per capita in San Francisco (2016). Both New York City and Washington DC have lower per capita budgets.

This leads to several inter-related questions: how does the SFG define its priorities and measure progress? And how is this communicated to the citizens to enable accountability while helping the public understand the value they get from their government?

The CGJ addressed these questions with the overall objective of improving the focus, accountability and transparency of the SFG's performance in the areas of greatest concern to the broader public.

METHODOLOGY

This investigation examined how the SFG defines its priorities, measures progress, and communicates this to citizens.

In particular, the CGJ assessed (a) the Performance Scorecard (PS) framework, the primary SFG-wide platform for tracking and reporting performance to the public; (b) how the SFG measures and tracks progress in the top three areas of public concern -- homelessness, housing affordability, and crime and street safety.

In each section a **baseline assessment** defines the current situation and the SFG's approach. This is followed by our **analysis**, utilizing SFG data, public opinion surveys, external reports, and the examples of other US city governments, including Austin (Texas), Portland (Oregon), Denver (Colorado), and New York City.

The baseline and analysis are presented below in the **Discussion & Analysis** section. The proposed new model is presented in **Findings & Recommendations**. This effort also builds on three previous CGJ efforts (see Figure 3 below).

FIGURE 3: RELATED CIVIL GRAND JURY INVESTIGATIONS

TERM	CIVIL GRAND JURY REPORT	FOCUS
2007-2008	*Accountability in the San Francisco Government*	▪ Review of operational oversight, fiscal controls and transparency in various areas of the SFG.
2008-2009	*The Numbers Have Something to Say, Is Anybody Listening? Performance Management in SF City Government*	▪ Assessment of extent to which the SFG institutes performance management best practices.
2012-2013	*Auditing the City Services Auditor: You Can Only Manage What You Measure*	▪ Examination of how the City Services Auditor (CSA) assesses performance in select areas.

In the course of our investigation, the CGJ met with representatives of the Mayor's Office, the Board of Supervisors, the Controller's Office, and concerned operational departments. We also consulted external sources (a list of written sources is included in Appendix A).

Two other foundational points bear mentioning. First, the patience and attentiveness of the SFG representatives who cooperated with this effort is commendable, and indicative of a high degree of professionalism. We thank everyone across the SFG who contributed to this effort, and appreciate their thoughtful cooperation and service to the community.

And second, this effort is intended to support the Office of the Mayor and the Board of Supervisors in carrying out their duties as effectively as possible in service to the people of San Francisco. To a large degree, the ultimate success of this investigation is the extent to which the Mayor and the Board of Supervisors may, as a result, better focus and accelerate the SFG's response to the public's gravest concerns and well documented frustration.

DISCUSSION & ANALYSIS

Contrary to the well flogged notions of some consultants and academics, focusing on systematic improvements to government performance, transparency and accountability is not especially new. To cite one example among many, the invention of double entry bookkeeping in Italy during the 15th century, as codified by Luca Pacioli in 1494 in Venice, was likely significantly more effective in advancing public accountability and stemming corruption than any "reinventing government" idea adopted over the last 30 years.[13]

And it was President Abraham Lincoln who summarized, in a sentence, what thousands of journal articles, hundreds of books, and dozens of TED talks would later seek to expound:

> If we could first know *where* we are, and *whither* we are tending, we could then better judge *what* to do, and *how* to do it.[14]

Lincoln's logic should be the basis for the Mayor and the Board of Supervisors, as the accountable representatives of the SFG, to effectively respond to the public's needs. There is nothing overly sophisticated or conceptually obtuse about documenting the extent of a problem and which way it's trending, what the goal should be in responding to it, and defining how to achieve that goal. And then effectively communicating this to the public.

Given the SFG's immense budgetary resources, and the imperative of responding to the public's frustration, Citizen R would likely assume that the SFG has a well-defined framework for tracking progress on key issues that is integrated with the SFG's planning and budgetary process and effectively communicated to the public to ensure accountability and transparency. Citizen R would be wrong.

I. REPORTING FRAMEWORK

To understand how the SFG is doing in the areas of gravest public concern, Citizen R starts with the Office of the Mayor. Citizen R suspects what the City Charter denotes, which is that the Mayor is the accountable public representative with oversight of all operational departments responsible for delivering public services.[15]

Within a few seconds of searching online, Citizen R locates the Mayor's website. There Citizen R finds a section entitled "Mayor's Priorities", which details the Mayor's plans in five areas (Affordable Care Act Day of Action, housing, minimum wage, police reforms, and state & federal priorities). These areas partially overlap with the public's primary concerns, however there is no systematic reporting or tracking of progress.[16]

Citizen R is persistent, and proceeds to search the Mayor's speeches, including the last three State of the City speeches, each of which require herculean focus in the midst of Facebook, Snapchat, Slack and Whatsapp interruptions. A conclusion emerges: there are many positive statements and important figures included in the Mayor's speeches, but each speech is, understandably, distinct, with varying degrees of specificity and details on each topic.

By now somewhat vexed, Citizen R continues the search. After several more online searches two immense treasure-troves of data are unearthed: DataSF and SFOpendata. The 431 data sets available on DataSF, encompassing 52 departments, make a big impression; however, pressed for time, Citizen R reluctantly concludes she's unable to review any of them, and

turns to SFOpendata. Her brief review of the encyclopedic amount of public data conveyed through SFOpendata is as inspiring as it is daunting.

By now desperate for an accessible summary of SFG performance, Citizen R does one more search on SFGov, and after a series of clicks stumbles across SF Openbook. Setting aside her rising confusion caused by the similar sounding DataSF, SFOpendata and SF Openbook, she glides by the topics of vendor payments and employee compensation, and finds the City Performance Scorecards (PS). She clicks. And at long last finds the place where the SFG reports to the public on progress – she has found where accountability begins.

There is no need, however, to rely on Citizen R's experience to understand how the PS framework – the *only* place where SFG progress is systematically tracked and communicated – is underappreciated. One need only roam the corridors of City Hall. During the course of this investigation the CGJ interviewed dozens of senior SFG officials, a surprising number of whom (including several with strategically situated City Hall offices) were *unaware of the existence* of the PS framework and associated website -- let alone the content indicating *how the SFG was doing* in addressing the public's concerns.[17]

A number of senior SFG officials, including several with strategically situated City Hall offices, were unaware of the existence of the PS framework and website.

Other SFG officials, including several with direct operational responsibility and accountability for important public services, knew of the PS framework but noted that the PS metrics and/or goals associated with their responsibilities were not appropriate or relevant. In the words of one senior SFG representative heading a critical department: "What the scorecard is tracking doesn't make sense…if citizens want to find out what's going on, they need to come to our website". Another senior official said "the indicators for my area are not helpful to the public…they should be changed."

FIGURE 4: PERFORMANCE SCORECARD FRAMEWORK

BASELINE ASSESSMENT

If the PS framework is not well known within the SFG itself, let alone among the general public, what does it consist of? And how is it managed? Per Figure 4 above, the PS framework consists of eight categories: livability, safety net, public health, public safety, environment, finance, economy and transportation. Each category features a number of

specific indicators, also known as Key Performance Indicators (KPIs), which track the status or progress of performance of a particular public service or issue. There are a total of 76 indicators across all categories, most of which also have associated goals, or targets. The safety net category has the most indicators (13), while finance has the fewest (6).

Operationally, the custodian of the PS framework is the Controller's Office, where a small team performs the admirable service of collecting and vetting data from across the SFG, and ensuring it is posted online. The data is gathered through various means, and at varying intervals depending on the source, and the Controller's Office is responsible for reviewing and, if necessary, verifying the reported data.

The PS platform represents a small slice of a much larger data gathering and performance monitoring enterprise. Over 1,000 indicators are tracked by the Controller's Office, with current reporting including some 8,500 different KPIs for departments.[18] Making sense of all of this data is a challenge even for SFG officials, let alone citizens; as the Controller said recently in the *SF Chronicle*, "It's almost incomprehensible for members of the public…there's way too much detail."[19]

76
Total number of performance indicators included in the Citywide Performance Scorecards.

Based on CGJ interviews, the primary utility of the PS data today appears to be in providing a general reference for select SFG officials when preparing and shaping SFG department budget requests. However, it's unclear how formative a role the PS framework plays in budget development, partly because each department reports on a larger number of indicators which are assessed and referenced by the Mayor's Budget Office and the Board of Supervisors, and partly because the PS framework appears to be unknown or little appreciated in many SFG departments.

It should also be noted that in 2009 the previous Mayor, in response to a related CGJ investigation, committed to quarterly performance reporting and strengthening reporting to the public. The creation of the PS framework and website, approximately two years ago, is consistent with that earlier commitment.[20]

ANALYSIS

This investigation analyzed the PS framework across three primary dimensions, each of which is briefly summarized below:

1. **The number and focus of performance indicators and goals**: To begin with, 76 indicators is a large spread and arguably too ambitious – some indicators are of great importance (the property crime rate, homeless population, etc.), while others are comparatively less weighty (sales tax collections, average daily hotel rate, etc.). By way of comparison, the City of Austin's Performance Dashboard has 21 indicators.

   While there is no magic number of indicators perfectly representing the most critical areas of government performance, Austin's model is more focused and likely more accessible to Citizen R. Additionally, recent research on key performance indicators (KPIs) suggests that there should be a relatively smaller number of priority indicators, likely fewer than 30 across the entire government.[21]

   Along with the total number of indicators, there is the range and distribution of indicators across the eight scorecards. The transportation scorecard, for example, has 11 indicators, while livability only has eight. The safety net scorecard has 14, while the economy scorecard has 11. We make no judgment about whether livability

or the economy is more important than transportation or the safety net, but having nearly twice as many indicators in one scorecard raises a question of balance and, to the extent that tracking something confers an emphasis, could send a message to Citizen R that the City has prioritized progress in one scorecard area over another.

Another issue is that not all indicators have goals. Without a specific goal, it is hard for Citizen R to evaluate the SFG's progress. The standard in other leading cities is annual goals *for all key indicators*. In Austin, every indicator has an annual goal, plus trend or regular reporting against the goal, with several years of past performance against prior goals included for reference. Portland also uses this logic and framework in its performance reporting. The approach of Austin and Portland allows the public to understand the trend across recent years, which is more indicative of overall progress than reporting solely against the current annual goal (i.e., what the SFG's PS framework does today).

Further, the goals which do exist today appear, in some cases, to be set by the SFG entities with operational responsibility, while other goals are set in a collaborative effort between the Controller's Office and SFG entities, while others are the result of direct input from the Mayor's Office. The goals of the key operational functions in the SFG are central to the Mayor's role as the accountable executive representing the people; and the Mayor's Office has a natural interest in ensuring *all* PS goals are a direct reflection of the Mayor's public commitments and electoral mandate.

In addition, while the PS framework conveys a broad sense of how the SFG is doing, both SFG representatives and the public are likely to find comparative figures or rankings featuring other cities useful in evaluating SFG performance and service quality. To take one example, the City's Pavement Condition Index documents the state of SF's roads. According to this indicator, as of 2016 the SFG is already very close to hitting its target index score of 70. Yet San Franciscans know the state of many roads in the City to be well short of satisfactory, and one widely known (if methodologically imperfect) national index ranking the quality of major roads has found that San Francisco, along with Oakland, has *the worst* roads of any major city in the country – for the second consecutive year.[22]

This example suggests that more systematic use of comparative benchmarks may be helpful to better focus and balance reporting; its notable that Austin, in the city's annual report, includes a listing of where Austin places in a range of national rankings. We also note that the biannual City Survey, which is an underappreciated source of information coordinated by the Controller's Office to track citizen views of City services, utilized comparative city ratings in the 2011 edition (but not in 2013 or 2015), and the City Services Auditor (also in the Controller's Office) provides ongoing benchmarking studies that are of general interest – including a recently published Citywide Benchmarking Report that is commendably comprehensive. An illustrative group of comparative rankings is presented in Appendix B for reference.

One final point on the focus of PS indicators. While the existing PS framework does include several indicators tracking public services for disadvantaged groups, other cities like Portland have taken a more assertive approach towards tracking progress on social equity.[23] Oakland has also established a dedicated Department of Race and Equity. Given the extreme divergence of inequality and economic opportunities within the City, there is a need for better tracking of social and gender equity issues.

To cite one example, the PS framework includes the unemployment rate indicator within the Economy scorecard. The overall unemployment rate is 2.95%; however, recent data indicates that San Francisco has the highest employment disparity between the white and the African American populations of any major US city; moreover, government budgets can be implicitly gender biased.[24] Examples like this suggest that the PS framework's focus on social equity issues can be improved.

2. **How the PS framework is reported to the public**: The PS framework is integral to helping the public understand the SFG's performance. It emphasizes accountability by tracking progress against the primary strategic and operational goals of the SFG, and the scorecards contain a number of indicators capturing important trends affecting all San Franciscans.

   Currently the Controller's Office, as the custodian of the PS data and website, is responsible for sharing the PS results with the public. To the extent that the Mayor's Office is involved, it appears to be in providing guidance on select performance goals. What this means: the accountable executive for SFG department performance does not actually directly report or convey the PS results to the public. In other locations, such as New York City, the Mayor directly reports the government performance figures to the public.[25]

   The advantage of the Mayor reporting the results to the public is clear: only the Mayor is directly accountable to the people for the SFG's performance, and given the Mayor's public profile the PS framework can attain the recognition it deserves and requires. This is not to take away from the important role of the Controller's Office as the custodian of the PS framework and data collection -- as more than one senior official noted, it's critical that the PS framework be maintained by an office that is *fully independent* of the Executive.[26]

   Recent research also suggests that the more the SFG shares information on operational performance and progress, the more likely citizens will trust or feel confident in the SFG's efforts.[27] Put bluntly, the Mayor and members of the Board of Supervisors *have a very strong self-interest* in ensuring the public is as informed as possible about the SFG's efforts to address the public's priority concerns.

   Recent research suggests that the more the public actually sees the SFG tracking progress and sharing operational performance information, the more likely citizens will trust or feel confident in the SFG's efforts.

3. **How the PS framework is incorporated into the SFG planning, budgeting and evaluation process**: Alongside communicating *how* the SFG is doing, the central utility of the PS framework is to guide *what* the SFG should and will be doing. Planning, budgeting and evaluation are linked functions, and as the primary channel for evaluating SFG performance, the PS framework should be used to not only help formulate budgets, but also to align the SFG's planning and operational footing to best address the public's greatest needs.

   It does not, however, appear that even those SFG officials who know of the PS framework pay much attention to it outside of narrow budget conversations. In the words of a senior SFG official with extensive cross government experience, "since I'm not involved in the budget process, I don't really look at the data." A strong counterpart view was voiced by a representative of a large SFG entity, who noted "[t]here doesn't seem to be a clear connection between the larger city vision and long-term planning efforts and the scorecard metrics/targets".

The suggestion is clear enough: there is a real opportunity, if not urgency, to better integrate the PS framework with SFG department strategic plans and budgets.

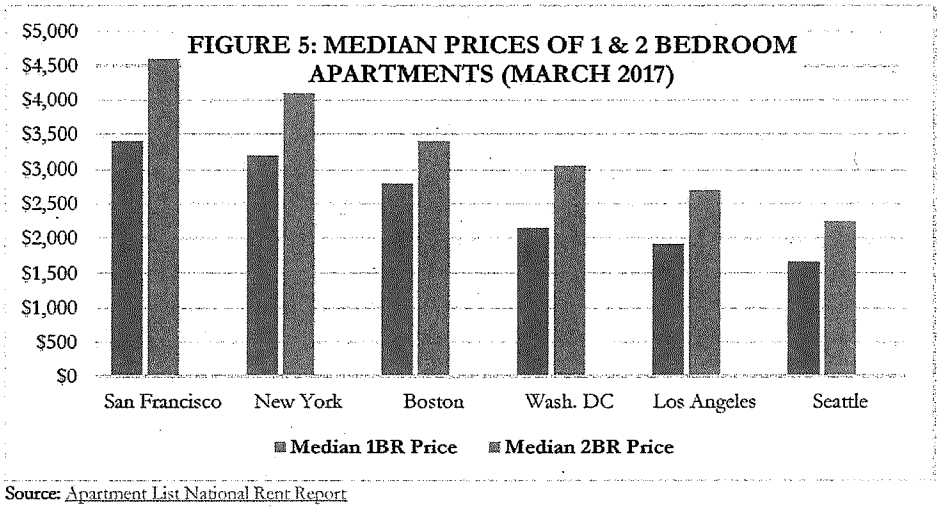
In concluding this brief analysis, we note that the Mayor's Office is working on defining a set of goals, indicative of a plan or set of Mayoral priorities, for the remaining years of the current Mayoral term. Further, we understand the Office of the Controller is continuing efforts to further improve the PS framework and reporting process, and we note with appreciation plans to include reference to Performance Scorecard results in the pending Citywide budget discussions.

To the extent that these efforts by the Mayor's Office and the Controller's Office are consistent with the analysis set forth above, there is a clear near-term opportunity to better align and structure the PS framework in a manner that more closely integrates the PS framework with the SFG's central planning and budgeting process.

II. THE PUBLIC'S PRIORITIES

HOUSING AFFORDABILITY

No issue touches so many San Franciscans with such broad equivalence as the high cost of living and, in particular, the high cost of buying or renting a home in the City. At a time when, per Figure 5 below, rents in the City are the highest in the country, when the average cost of a one-bedroom apartment is over $1 million, and when less than 1% of available homes are affordable to public school teachers, it's understandable that citizens ranked affordability of housing (whether rental costs or home costs) the second and third highest public concerns over the last several years.[28]



Source: Apartment List National Rent Report

BASELINE ASSESSMENT

The current PS framework, which according to the PS website is "intended to provide timely information on the efficiency and effectiveness of the SFG" to San Franciscans and policy

makers, provides interesting factoids about home values and rents, but *has no indicators* gauging the direct progress of the SFG in this critical area of public concern.

Specifically, the PS framework currently tracks the SFG's progress in the affordability and housing area through two indicators included in the Economy scorecard: (1) the Zillow Home Price Index; and (2) the Zillow Rental Price Index. Both indicators are collected through publicly available information on the local housing market. Irrespective of their relevance, there are no goals for either indicator.

These indicators, while providing the public with a picture of the local housing market, do not indicate or provide insight into any SFG programs or initiatives supporting the construction of new homes/apartments. Nor do they capture the ratio of new lower or middle income housing units relative to the broader market. In short, despite housing being one of the Mayor's declared priorities for the City, San Franciscans have no ability in the PS framework to track *what* or *how* the SFG is actually performing in this critical area.

ANALYSIS

It requires no great analytical leap to sense that the public's concern for the inadequate supply of affordable housing is likely exacerbated by the feeling that the SFG is not doing enough to address the problem. Our review demonstrates that there is a fundamental disconnect between the information available and what is communicated to the public on a systematic basis. And the PS framework, which is explicitly intended to address that disconnect, provides none of the metrics required to bridge the divide.

The absence of useful PS indicators tracking the SFG's operational response to the affordability crisis is not a function of lack of SFG activity. For example, **the Mayor's Affordability Agenda** includes constructing and rehabilitating 30,000 homes by 2020 and using the recent $310 million housing bond issue and the Housing Trust Fund to fund new and rehabilitate existing housing; curbing real estate speculation; and increasing housing for the middle class through use of public land and down payment assistance.

As the Mayor noted in his 2017 State of the City address:

> In 2012 we secured the $1.3 billion Housing Trust Fund and in 2015, a $310 million affordable housing bond to build the housing our residents need. We pledged to create 30,000 new and rehabilitated housing units, half of which would be affordable to low-income and middle-class families. And we announced an unprecedented new program to completely rehabilitate our public housing stock. Today I'm proud to say, we are on track, and 13,813 units closer to meeting our goal of 30,000,...[o]f this new housing, 42 percent is affordable to low-income and middle-class San Franciscans...11,000 low-income people will now live in new and refurbished homes...[w]e are building another 20,000 units along the Southern Bayfront, a third of which will be affordable...

The immediate question that follows: knowing that housing affordability is one of the top issues frustrating the public, why wouldn't the SFG track and report on these impressive commitments via the PS framework?

Furthermore, the **Mayor's Office of Housing and Community Services** (MOHCD) *Annual Progress Report* provides a comprehensive summary of performance for the Mayor's affordability agenda. In the absence of relevant PS indicators, this report is an important

resource for Citizen R; if she is resolute enough to find it online, and patient enough to sift through 68 pages, she will learn the remarkable fact that some 6,000 affordable housing units have been revitalized – as well as the overall plans, progress and goals of the Mayor's housing programs, past accomplishments and future expectations. In short, this report and associated data are the basis for what the PS framework *should* be reporting.

The example of other cities is instructive. Austin tracks four operational housing indicators, including the number of affordable rental units that are constructed or preserved through capital investment. Portland, through its attractively presented Dashboard, tracks the number of affordable housing units made available every year, inclusive of current and prior year annual targets. And New York City reports total housing starts and total completed.

Senior SFG officials already know what needs to be done. The Office of the Mayor is reportedly studying a possible update to the housing indicators. The logic for doing so is overwhelming. As an SFG official noted: the current PS measures [for housing] "are not useful". The same official went on to suggest three possible priority indicators:

1) Number of new housing units produced by the SFG per year;
2) Number of new lower or middle income units produced by neighborhood and priority development area; and
3) Overall body/stock of affordable units being produced by the SFG per year relative to overall new housing units coming online per year.

6,686
Total number of homeless individuals in the most recent annual survey (2016).

Any of these indicators are much more informative to Citizen R than the existing PS indicators. And it's vital that the City communicate more effectively – in the words of Supervisor Jane Kim commenting on the challenge of affordability: "the crisis is now."[29] In short, there is both emerging consensus within City Hall and strong rationale for the need to improve how the SFG measures and communicates progress on housing issues to the public.

HOMELESSNESS

Across the last four years, citizens rated homelessness as the single most pressing issue facing the City. In fact, homelessness has been a public concern for at least 35 years, spanning five mayors, from then Mayor Dianne Feinstein in the 1980s up through today. Each Mayor pledged to tackle the problem. Billions of tax payer dollars have been spent. Dozens of new programs have been tried. Yet by the SFG's own metrics, the problem, far from improving, has continued and, in certain respects, worsened. Per Figure 6 below, on a per capita basis the City has the 5th highest homeless population in the country.

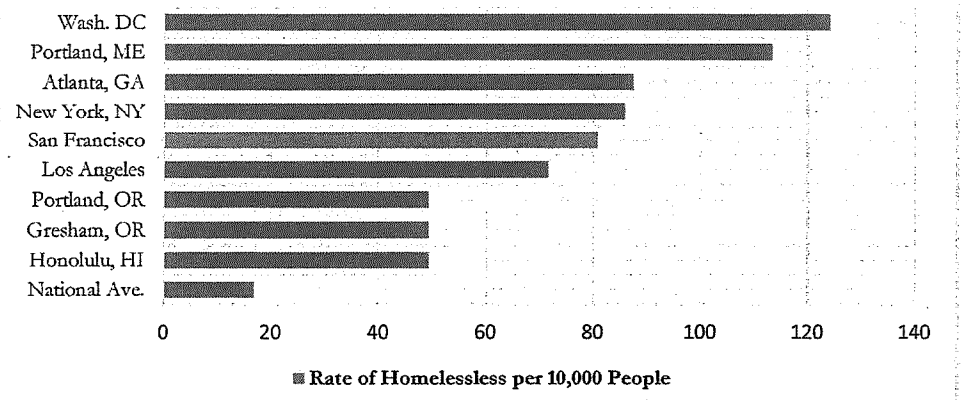
BASELINE ASSESSMENT

Today the Government tracks and reports on progress on homelessness issues through three main indicators included in the SFG's City Performance Scorecard. The indicators, a brief description and associated targets are included in Figure 7 below.

For these three indicators, two targets, or goals, have been established: 1,540 direct homeless exits per year (this target was reportedly set ten years ago); and 200/month for the family shelter waiting list (this target was reportedly set seven years ago).

There are no targets for the total homelessness count.

FIGURE 6: PER CAPITA HOMELESSNESS IN US CITIES (2016)



Source: US Conference of Mayors

ANALYSIS

Any assessment of the SFG's approach to measuring progress on homelessness begins with two important qualifications:

1. Measuring or tracking homelessness is not a straightforward exercise; no single indicator encapsulates the issue, and because of the SFG's fragmented data systems, tracking even the topline number of homelessness in San Francisco is difficult.
2. Homelessness in San Francisco, as in any other city or county in California, is partly a function of regional dynamics -- including economic, social, demographic and even climatological trends -- that are beyond the policy and institutional purview of the Mayor, the Board of Supervisors, and SFG departments.

Acknowledging the complexity of measuring homelessness and the broader factors at play in no way diminishes the responsibility of the SFG to effectively track and report on progress to the public. This is especially true given that the SFG is spending close to $250M a year on homelessness issues, involving no less than eight departments.[30] Precisely because of this complexity and commitment the SFG, and the Mayor in particular, must make every effort to communicate progress to the public in a transparent and trust-building manner.

FIGURE 7: HOMELESSNESS INDICATORS

INDICATORS	DESCRIPTION	TARGETS
Homelessness population	▪ number of homeless people, as determined by an annual survey	None
Direct homeless exits	▪ number of people who are no longer homeless as a result of city programs	1,540
Family shelter waiting list	▪ number of homeless families waiting to be admitted to the family shelter	200/month

Our analysis focuses on two dimensions: (1) do the existing indicators and goals likely satisfy the standard of Citizen R in wanting to know how the SFG is performing? And (2) can San

Francisco learn from the approach or indicators used by other leading cities in the US?

Of the three existing indicators, Citizen R is likely to be most interested in the overall homelessness count. This is an important, if imperfect, indicator. And the fact that the SFG does not have a specific associated goal may be surprising – how, she might wonder, can the SFG be held to account on homelessness if there is no goal for the primary indicator?

The fact that the SFG does not have a specific goal for the topline homelessness number is surprising – how can the SFG be held to account for spending $250M per year if there is no goal?

The indicator of direct homeless exits is a clear gauge of how effective the SFG's related support services are. This is an important indicator, and having an associated goal encourages accountability. However, why the SFG's associated goal has been fixed for a decade, despite a much larger SFG budget, is unclear – and likely curious to Citizen R.

The other indicator – family shelter waiting – is important, but does not necessarily seem more significant than other possible indicators; including, for example, the average length of time of homelessness by individual.

A comparison with the city of Portland (Oregon) reinforces the opportunity for SFG to improve reporting and accountability on this key topic. Portland, which also features a year-round livable climate and similar demographics, has three primary homelessness indicators, with annual targets for each (see chart below).

FIGURE 8: PORTLAND HOMELESSNESS INDICATORS

INDICATORS	2016	'17 TARGET
Number of homeless individuals placed in permanent housing	4,049	4,324
Retention rate of households placed in housing at 12 months	74%	85%
Number of individuals prevented from becoming homeless	3,922	4,900

Source: City of Portland website.

Compared with San Francisco, Portland's indicators are of more general interest and relevance. And having annual targets for each indicator promotes accountability while communicating a vision to the public of what *should* happen in the next 12 months.

The recently established Department of Homelessness and Supportive Housing (DHSH) is leading the effort to improve data collection and tracking of associated issues. Once DHSH's information and case management system comes online in the next 12-18 months, and consistent with the strategic plan and related metrics that DHSH will also share with the public, the ability to track and report on progress should be substantially improved.

CRIME & STREET SAFETY

Alongside homelessness and affordability, San Franciscans rank crime and street safety among the top three issues. As with homelessness, regional/national trends impact the local environment. However, as the Civil Grand Jury has previously examined, the rise of non-violent criminality is at least partly a result of SFG's policies and programming.[31]

BASELINE ASSESSMENT

At the Citywide level, as reflected in the PS framework, the SFG currently tracks and reports on three dimensions of crime and public safety: (1) violent crime rate; (2) property crime

rate; and (3) 911 call volume. The indicators are listed below in Figure 9.

FIGURE 9: CRIME & SAFETY INDICATORS

CRIME & PUBLIC SAFETY INDICATORS	DESCRIPTION	TARGETS
Property crime	▪ Number of burglaries, larceny, motor vehicle thefts and arson, per 100,000 residents	None
Violent crime	▪ Number of homicides, rape, robbery and aggravated assault, per 100,000 residents	None
911 call volume	▪ Average number of calls receive daily	None

Neither the property crime nor violent crime indicators have specific targets, though there are associated projections. Notably, both crime rates have been increasing – with property crimes especially elevated (see Figure 10 below). In many neighborhoods there is a chronically high rate of car theft, with a reported 153% increase in car theft crimes between 2010 and 2016. While some reports suggest property crime in certain districts is leveling off, the issue remains acute and visible throughout the City.

The 911 call volume indicator, which also lacks a clear target, reveals that, corresponding with the rise in property crime, call levels have been increasing in recent years. The SFG, assisted by private sector expertise, has recently studied the reasons for this rise.[32]

ANALYSIS

Ensuring public safety is fundamental to the SFG's mission. And in the last several years the Police Department has experienced significant scrutiny, particularly on use of force issues. A new police chief, William Scott, was selected by Mayor Ed Lee and appointed on January 23, 2017, with a mandate to further improve public confidence in the City's police force.

153%
Increase of theft from vehicles in San Francisco between 2010 and 2016.

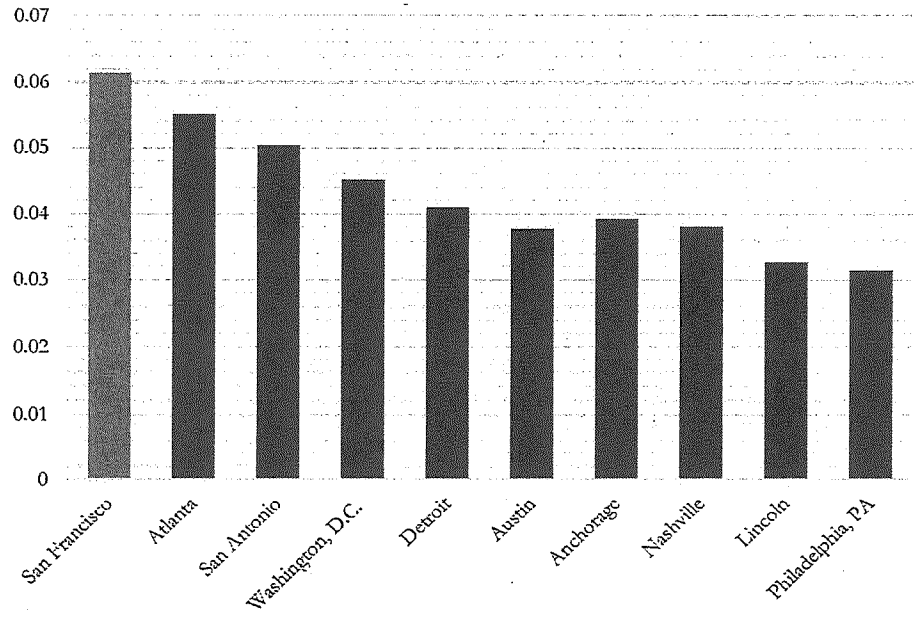
The two broad indicators of property crime and violent crime capture general trends, and are used in other cities such as Austin. However, no targets are currently set – unlike in Austin, which features annual targets *and* regular reporting on progress against those targets. Moreover, it's likely curious to Citizen R that the property crime rate, which according to FBI data is among the worst in the country among large cities, is currently classed as yellow, or cautionary. At what point, Citizen R might ask, does the problem merit a red rating?

As for the other indicator, 911 call volume, this is an indicator of general interest to the public; however, this tells comparatively little about the SFG's focus or responsiveness – the actual average response time is a more meaningful measure. And as Supervisor Aaron Peskin has noted, the SFG's performance in this area has been "unacceptable".[33]

Other cities have adopted indicators and associated goals that incorporate a broader spectrum of public safety priorities. These include:

- *Measuring specific crimes*: adopting indicators for residential burglary and motor vehicle thefts, as well as associated annual targets (Seattle).
- *Measuring police recruiting diversity*: adopting indicators documenting the percentage of new sworn police hires that are female or minorities (Portland).

FIGURE 10: HIGHEST PROPERTY CRIME RATE PER CAPITA IN MAJOR US CITIES (2015)



Source: FBI crime data (2015).

In view of the number of neighborhoods that have been plagued by property crimes, adopting a specific property crime indicator, like Seattle has done, is a reasonable consideration. With respect to police recruitment, even senior Police representatives indicated there should be greater emphasis on diversity in recruiting and hiring – though whether or not to include this in the PS framework is an open question.

One final point -- cities such as Portland have also adopted a citywide dashboard indicator that tracks whether citizens feel secure in their neighborhoods. Specifically, Portland tracks the percentage of residents who feel safe walking alone in their neighborhoods at night (2017 target: 60%). Austin also uses this indicator. The City Survey poll coordinated by the Controller's Office includes a similar measure, but the PS framework does not.

FINDINGS & RECOMMENDATIONS

San Francisco has set a national standard for recognizing the fundamental rights of all citizens. There is an equally historic opportunity to define a new standard for the transparency and accountability of government. This opportunity has real urgency: many San Franciscans are deeply frustrated, and the wider national mood is unsettled – with the public less trusting of government than at any time in recent history.[34]

Responding to this context, and noting Mayor Lee's[35] and Board of Supervisors President London Breed's[36] personal commitment to government accountability, as well as the City Charter's emphasis on ensuring a responsive and accountable government,[37] this section details the Civil Grand Jury's findings and associated recommendations.

The recommendations are intended to support both the Mayor and Board of Supervisors in further improving (1) San Francisco's Government (SFG) focus on the issues most important to the public; and (2) communicating to the public *how* the SFG is doing. Collectively the recommendations represent **a non-partisan blueprint** to systematically enhance the SFG's accountability, transparency and responsiveness to a level commensurate with the public's expectation and the example of other leading cities.

Recommendations are grouped in two categories:

- Recommendations ensuring the SFG achieves *parity* in accountability and transparency with other leading US cities (P); and
- Recommendations enabling the SFG to *set a new national standard* for responsive, accountable and transparent government (N).

A breakdown of findings and recommendations aligned with specific SFG authorities is presented in the **Request for Responses** section below.

At a general level, because the performance scorecard (PS) framework is the only cross SFG mechanism for reporting to the public, our analysis leads to the overarching conclusion that the SFG's operational focus, in terms of tracking and measuring progress on the public's gravest concerns, can be improved. It is similarly clear that the SFG can substantially improve communicating *what* and *how* it is doing. All specific findings follow from these general points.

FINDING 1: The broader public is barely aware of the PS framework, diminishing its utility and hampering the SFG's ability to communicate progress to San Franciscans.

- ❖ RECOMMENDATION 1: In order to ensure broader public access to the PS platform, and consistent with the practice of other leading cities, a clear link to the PS website should be placed on the SFG website homepage, the Office of the Mayor's homepage and the Board of Supervisor's homepage by January 1, 2018 (P).

FINDING 2: Despite the Mayor's role as the accountable executive of the SFG, the Mayor does not directly report performance results to the public, as is done in other leading cities.

- ❖ RECOMMENDATION 2.1: Consistent with other leading cities such as New York, beginning in 2018 the Mayor should present an annual SFG Performance report that

concisely communicates SFG performance and progress to the public; the public transmission of which should consist of:

i. Hosting a public press conference, the first of which would occur not later than January 31, 2019, announcing the SFG's annual performance (P).
ii. Posting the SFG Performance report on the Office of the Mayor's website homepage (P).
iii. Submitting the SFG Performance report to the Board of Supervisors for comment (P).
iv. Within 30 days of the Board of Supervisors response, the Controller's Office should update the PS website to reflect annual SFG performance, with comments from the Board of Supervisors and responses from the Office of the Mayor included online for the public's reference (P).

- RECOMMENDATION 2.2: Commencing in 2018, the Controller's Office should prepare quarterly updates of the PS framework, inclusive of:

i. Submission of the quarterly update to the Board of Supervisor's Government Audit and Oversight Committee (GAO) and the Office of the Mayor, inviting comment (N).
ii. Posting a quarterly update on the PS website homepage, with comments from the Board of Supervisors and Mayor's Office included for public reference (N).

FINDING 3: The PS framework encompasses too many indicators – some of the indicators are of great importance, whereas others are much less significant.

- RECOMMENDATION 3.1: In consultation with other SFG entities and community groups, the Controller's Office should propose a narrowed set of PS indicators, likely not exceeding 30 total, by October 1, 2017; the Board of Supervisor's GAO Committee should be invited to comment on the revised indicators prior to submission to the Office of the Mayor for review and approval (P).
- RECOMMENDATION 3.2: In consultation with other SFG entities and community groups, the Controller's Office should evaluate, no later than July 1, 2018, the feasibility of including district level reporting for some or all indicators and posting this information within the online PS platform, enabling citizens to understand progress in their own neighborhoods (N).

FINDING 4: Having performance indicators without associated goals goes against practice in other leading cities, and limits the public's ability to understand the SFG's progress.

- RECOMMENDATION 4.1: The Mayor's Office should ensure that by January 1, 2018 every PS indicator has a linked goal, with all goals approved by the Mayor – these goals comprise the SFG's overarching annual operational plan (P).
- RECOMMENDATION 4.2: The Controller's Office should ensure that by January 1, 2018 the PS framework includes comparative performance figures against prior year goals alongside current year goals, so citizens can see *the trend* of progress (P).

FINDING 5: Citizens have almost no means by which to regularly and systematically assess the SFG's performance relative to other leading cities; in contrast, other leading cities provide this information to their citizens.

- ❖ RECOMMENDATION 5: The Controller's Office should identify the top 3-5 rankings/indices relevant to each scorecard, and add these to the PS framework by January 1, 2018 (N).

FINDING 6: The PS framework is not formally integrated into the SFG's planning process other than occasional budget discussions, whereas its true value is the extent to which SFG planning and budgeting is directly linked to achieving the goals within the PS framework.

- ❖ RECOMMENDATION 6: Beginning in fiscal year 2018 the revised PS framework should be formally incorporated into the SFG department strategic planning and budgeting process – in particular, the Office of the Mayor should require each department to:
  - i. Specify within their departmental strategic plans which initiatives directly support the SFG's PS goals most relevant to their operational mandate, and what improvement they project in achieving that goal (N).
  - ii. Specify within their departmental budget submission how their budget request is directly supportive of improved SFG performance against the PS goals most relevant to their operational mandate (N).

FINDING 7: The specific indicators used within the SFG's PS framework to track performance in the areas of the gravest public concern should be updated to better reflect what the SFG is doing to address the public's gravest concerns.

- ❖ RECOMMENDATION 7.1: The Controller's Office should update, by January 1, 2018, the current housing affordability indicators based on recommendations from the Director of the Mayor's Office of Housing and Community Development, and submit the revisions to the Mayor's Office for review and approval (P).
- ❖ RECOMMENDATION 7.2: The Controller's Office should update, by January 1, 2018, the current homelessness indicators based on recommendations from the DHSH Director and the examples of other leading cities, and submit the revised indicators to the Office of the Mayor for review and approval (P).
- ❖ RECOMMENDATION 7.3: The Controller's Office should update, by January 1, 2018, the current crime and street safety indicators based on recommendations from the Chief of Police and the examples of other leading cities, and submit the revised indicators to the Office of the Mayor for review and approval (P).
- ❖ RECOMMENDATION 7.4: Consistent with Recommendation P4 above, the Office of the Mayor should ensure that, by January 1, 2018, each of the primary housing, homelessness and crime indicators have associated goals (P).

FINDING 8: Noting the severe economic inequality within and between various neighborhoods and communities in the City, and consistent with the City's long-standing reputation for socially inclusive policies, the PS framework should more directly gauge SFG progress in addressing social, gender and racial equity.

- ❖ RECOMMENDATION 8: In consultation with other SFG entities and community organizations, the Controller's Office should ensure that, by January 1, 2018, one or more PS indicators are amended or added to ensure the SFG is tracking and reporting on the equitable distribution of government spending and services (N).

REQUEST FOR RESPONSES

FINDING 1 The broader public is barely aware of the performance scorecard (PS) framework, diminishing its utility and hampering the ability of San Francisco's Government (SFG) to communicate progress to San Franciscans.	RESPONDER
RECOMMENDATION 1 In order to ensure broader public access to the PS platform, and consistent with the practice of other leading cities, a clear link to the PS website should be placed on the SFG website homepage, the Office of the Mayor's homepage and the Board of Supervisor's homepage by January 1, 2018.	Office of the Mayor Board of Supervisors

FINDING 2 Despite the Mayor's role as the accountable executive of the SFG, the Mayor does not directly report performance results to the public, as is done in other leading cities.	RESPONDER
RECOMMENDATION 2.1 Consistent with other leading cities, beginning in 2018 the Mayor should present an annual SFG Performance report that concisely communicates SFG performance and progress to the public; the public transmission of which should consist of: i. Hosting a public press conference, the first of which would occur not later than January 31, 2019, announcing the SFG's annual performance. ii. Posting the SFG Performance report, not later than January 31, 2019, on the Office of the Mayor's website homepage. iii. Submitting the SFG Performance report to the Board of Supervisors for comment. iv. Within 30 days of the Board of Supervisors response, the Controller's Office should update the PS website to reflect annual SFG performance, with comments from the Board of Supervisors and responses from the Office of the Mayor included online for the public's reference.	Office of the Mayor Board of Supervisors Office of the Controller
RECOMMENDATION 2.2 Commencing in 2018, the Controller's Office should prepare quarterly updates of the PS framework, inclusive of: i. Submission of the quarterly update to the Board of Supervisor's GAO Committee and the Office of the Mayor, inviting comment. ii. Posting the quarterly update on the PS website homepage, with comments from the Board of Supervisors and Office of the Mayor included for public reference.	Office of the Controller Board of Supervisors Office of the Mayor

FINDING 3 The PS framework encompasses too many indicators – some of the indicators are of great importance, whereas others are much less significant.	RESPONDER
RECOMMENDATION 3.1 In consultation with other SFG entities and community groups, the Office of the Controller should propose a narrowed set of PS indicators, likely not exceeding 30 total, by October 1, 2017; the Board of Supervisor's GAO Committee should be invited to comment on the revised indicators prior to submission to the Office of the Mayor for review and approval.	Office of the Controller Office of the Mayor Board of Supervisors

RECOMMENDATION 3.2 In consultation with other SFG entities and community groups, the Controller's Office should evaluate, no later than July 1, 2018, the feasibility of including district level reporting on some or all indicators and posting this information within the online PS platform, enabling citizens to understand progress in their neighborhoods.	Office of the Controller

FINDING 4 Having performance indicators without associated goals goes against practice in other leading cities, and limits the public's ability to understand how the SFG is progressing.	RESPONDER
RECOMMENDATION 4.1 The Mayor's Office should ensure that by January 1, 2018 every PS indicator has a linked goal, with all goals approved by the Mayor – these goals comprise the SFG's overarching annual operational plan.	Office of the Mayor Board of Supervisors
RECOMMENDATION 4.2 The Controller's Office should ensure that by January 1, 2018 the PS framework includes comparative performance figures against prior year goals alongside the current year goal and progress, so citizens can understand *the trend* of SFG progress.	Office of the Controller

FINDING 5 Citizens have almost no means by which to regularly and systematically assess the SFG's performance relative to other leading cities; in contrast, other leading cities provide this information to their citizens.	RESPONDER
RECOMMENDATION 5 The Controller's Office should identify the top 3-5 rankings/indices relevant to each scorecard, and add these to the PS framework by January 1, 2018.	Office of the Controller

FINDING 6 The PS framework is not formally integrated into the SFG's planning process other than occasional budget discussions, whereas its true value is the extent to which SFG planning and budgeting is directly linked to the PS framework.	RESPONDER
RECOMMENDATION 6 Beginning in fiscal year 2018, the revised PS framework should be formally incorporated into the SFG department strategic planning and budgeting process – in particular, the Office of the Mayor should require each department to: i. Specify within their departmental strategic plans which initiatives directly support the SFG's PS goals most relevant to their operational mandate, and what improvement they project in achieving that goal. ii. Specify within their departmental budget submission how their budget request is directly supportive of improved SFG performance against the PS goals most relevant to their operational mandate.	Office of the Mayor Board of Supervisors

FINDING 7 The specific indicators used within the SFG's PS framework to track performance in the areas of the gravest public concern should be updated to better reflect what the SFG is doing to address the public's gravest concerns.	RESPONDER
RECOMMENDATION 7.1 The Controller's Office should update, by January 1, 2018, the current housing affordability indicators based on recommendations from the Director of the Mayor's Office of Housing and Community Development, and submit the revisions to the Office of the Mayor for review and approval.	Office of the Controller Office of the Mayor
RECOMMENDATION 7.2 The Controller's Office should update, by January 1, 2018, the current homelessness indicators based on recommendations from the DHSH Director and the examples of other leading cities, and submit the revised indicators to the Office of the Mayor for review and approval.	Office of the Controller Office of the Mayor
RECOMMENDATION 7.3 The Controller's Office should update, by January 1, 2018, the current crime/street safety indicators based on recommendations from the Chief of Police and the examples of other leading cities, and submit the revised indicators to the Office of the Mayor for review and approval.	Office of the Controller Office of the Mayor
RECOMMENDATION 7.4 Consistent with Recommendation P4, the Office of the Mayor should ensure that, by January 1, 2018, each of the primary housing affordability, homelessness and crime indicators have associated goals.	Office of the Mayor

FINDING 8 Noting the severe economic inequality within and between various neighborhoods and communities in the City and consistent with the City's long-standing reputation for socially inclusive policies, the PS framework should more directly gauge SFG progress in addressing social, gender and racial equity.	RESPONDER
RECOMMENDATION 8 In consultation with other SFG entities and community organizations, the Controller's Office should ensure that, by January 1, 2018, one or more PS indicators are amended or added to ensure the SFG is tracking and reporting on the equitable distribution of government spending and services.	Office of the Controller Board of Supervisors

ENDNOTES

1. Dignity Health Citybeat 2017 poll. The 2016 poll reported that over 50% of San Franciscans believed the City was headed in the wrong direction; interestingly, the SFG's most recent City Survey (2015), which attempts to measure public satisfaction with SFG services, recorded *the highest* favorability ratings in recent history. The divergent findings could either suggest that the public's general frustration is not a reflection of how the public perceives SFG services – or that the methodology used in one (or both) polls are fundamentally different.

2. State of California Employment Development Department data.

3. Among other examples, this article notes that "if you live in the San Francisco Bay Area in the early 21st century, it's hard not to feel a special connection to Renaissance Florence."

4. The percentage of children in San Francisco is 13%; New York City, which is the second most expensive city in the US, has a 21% rate. See Housing for Families with Children, San Francisco Planning Department (1/17/2017). As Board of Supervisors member Norman Yee has said: "Everybody talks about children as our future…[but]if you have no children around, what's our future?" As reported in *The New York Times*, (1/21/2017).

5. FBI data referenced in "San Francisco Torn as Some See 'Street Behavior' Worsen", *The New York Times* (4/24/2016). See also "Blame game: SF officials continue to point fingers over rise in property crimes" *SF Examiner* (5/27/2016).

6. *Bumpy Roads Ahead: America's Roughest Rides and Strategies to Make our Roads Smoother* (TRIP; November 2016). San Francisco, which was grouped with Oakland, received a rating of 71% of major roads being classed as poor condition, which is 11% higher than the 2nd worst city (Los Angeles). While the methodology of the TRIP study is fundamentally different from the way the SFG measures pavement quality, and grouping San Francisco with Oakland is not necessarily fair, the study is still suggestive of the work the SFG needs to do to improve the City's roads.

7. See, for example, the Controller's Office recent benchmarking documenting that the City's bus service average speed of 8.1 MPH is the slowest among peer cities; regarding BART, see "BART hits record low in survey of its riders", *SF Chronicle* (1/26/2017); MUNI has yet to hit the mandated goal of 85% on time or early arrivals.

8. See, for example, "Complaints of syringes and feces rise dramatically in SF", *SF Chronicle* (11/2/2016). The Public Works Department, as reported by the *SF Chronicle* (4/21/2017), has corroborated the dramatic increase of syringes on the City's streets, with a reported 16,318 syringes collected in January 2017, up from 2,118 collected in January 2016 – a 670% increase in 12 months.

9. To put the hollowing out of the City's Public School system in perspective, there are around 37,000 fewer public school students today than in 1970. In other words, during a period in which the City's overall population increased by approximately 21%, the total number of children attending SF public schools *decreased* by over 41%. As reported in "San Francisco Asks: Where Have All the Children Gone?", *The New York Times*, (1/21/2017).

10. That San Francisco appears to have the highest per capita government expenditures of any major US city raises fundamental questions about the efficiency and cost-effectiveness of the County and City's Government. While this topic is outside the purview of this investigation, the Board of Supervisors, the Mayor's Office, the Controller's Office, and/or the Civil Grand Jury should strongly consider further analysis on this topic.

11. Civic Bridge, an initiative organized by the Mayor's Office of Civic Innovation, places private sector experts who volunteer 16 weeks of their time to help government entities on specific challenges. The Fit-It program was

established by Mayor Lee in 2016, for the purpose of improving SFG responsiveness to community needs; as reported in the *SF Chronicle* (3/22/2017), the program is slated to expand in 2017 with the addition of three full-time employees alongside the 40 staff seconded from other SFG departments – while Fix-It is laudable in concept, per Note 10 above, Citizen R would likely ask why the SFG, which appears to receive the highest per capita budget of any major US city, needs a coordinating body to ensure that public services address neighborhood needs in a timely manner.

12. The recent lawsuit initiated by the San Francisco City Attorney Dennis Herrera in Federal Court to halt enforcement of President Trump's executive order denying federal funding to "sanctuary jurisdictions" notes that of "the $1.2 billion in federal funds that San Francisco receives for its annual operating budget, 92 percent goes to entitlement programs like Medicare, Medicaid, Temporary Assistance to Needy Families, and Supplemental Nutrition Assistance Programs." In other words, approximately 10% of the County and City's budget is from the federal government.

13. Luca de Pacioli is known as the "Father of accounting and bookkeeping." His treatise *Summa de Arithmetica, geometria, Proportioni et proportionalita*, released in 1494, contains the first published description of the double-entry accounting system. The "reinventing government" movement started in the US in the 1990s, and was championed by then Vice President Al Gore. Despite efforts in Washington and various states to implement "reinventing" concepts like performance-based budgeting, public trust in government is now at historic lows, and progress on a range of important public issues has stalled. According to one view, reflected in "25 Years Later, What Happened to Reinventing Government", *Governing* magazine (9/2016), the reason for the lack of greater success is a combination of over-emphasis on budgeting or technical issues and poor political leadership. Equally plausible, however, is that the "reinventing" movement fizzled because even the most celebrated initiatives were largely superficial – as the management expert Peter Drucker pointed out in *The Atlantic*, Vice President Gore's promise to reinvent the US Government represented budget savings and efficiencies equivalent to two tenths of one percent of the federal budget, leading to "trivial" results.

14. Speech in Springfield, Illinois, June 16, 1858. This is the so-called "House Divided Speech", which Lincoln gave before 1,000 delegates at the Illinois Republican Convention, shortly after he was nominated as the Republican candidate for US Senator.

15. San Francisco City Charter, Article III, Section 3.100 states: "The Mayor shall be the chief executive officer and the official representative of the City and County." The same section later notes the Mayor has responsibility for "[g]eneral administration and oversight of all departments and governmental units in the executive branch of the City and County."

16. During the course of this investigation, the Civil Grand Jury was informed that the Office of the Mayor's website was likely going to be upgraded to improve its accessibility and organization. At the time of publishing this report, the exact scope and timing of this upgrade were unclear.

17. Another way to measure the extent of public awareness of SFG performance lies within the PS website itself; specifically, every scorecard indicator website has a visitor tracking ticker. For example, as of March 1, 2016, the property crime indicator recorded 1,020 page views. Generously assuming that all 1,020 views were discrete visitors, and all were San Franciscans, this means that 0.12% of the City's population is aware of this indicator. Other indicators have even lower page views.

18. Likely as a result of the ambitious level of data collection and processing the Controller's Office handles, San Francisco has been recognized by the International City/Country Management Association's Center for Performance Analytics, earning a Certificate of Excellence in 2011, 2013, 2015 and 2016. To earn this certificate municipalities apply and pay a notional fee. In 2016 a total of 33 other cities earned the same certificate, including Kansas City, New Orleans, San Antonio and San Jose.

19. As quoted in "SF falling short on many goals, controller finds", *SF Chronicle* (9/3/2016).

20. 2008-2009 Status of Civil Grand Jury Recommendations, Office of the Controller (2014 update).

21. See, for example, *How to Create Government KPIs*, Freebalance (2/18/2017). A more scholarly reference is Michael Barber's *How to Run a Government* (Penguin Random House, 2015); see, for example, pages 10-13, in which he advocates keeping the number of priority targets to a "small number".

22. *Bumpy Roads Ahead: America's Roughest Rides and Strategies to Make our Roads Smoother* (TRIP; November 2016). Whereas the current pavement indicator and associated goal are, based on comparative national indices, potentially inconclusive or insufficient, the performance of the SFG in the area of sustainability is arguably *under reported* by the current PS Environment indicators; as the comparative benchmarks in the appendix suggest, the City is a strong performer in related areas. While the topic of improved sustainability reporting is outside the scope of this analysis, Austin's sustainability dashboard is a useful reference point -- and the SFG should consider adopting a similar approach to further improve how the City tracks and reports progress on this critical topic. For additional references on the City's green credentials and performance see the Green City Index (which rates SF as the top North American city) and the 2016 United Nations World Cities Report.

23. See, for example, "In Portland, One Plan Tackles Climate Change and Racial Discrimination", *Governing Magazine* (March 2017).

24. On the disparity of unemployment between the City's white and African-American populations, see *Employment by race and place: snapshots of America*, Brookings Institution (2/27/2017). On implicit gender bias in government budgets, see for example, *Gender Budgeting: Fiscal Context and Current Outcomes* (IMF Working Paper, 2016) and *The Impact of Women on the 2016 Budget* (House of Commons Library, 2016). Both sources are referenced in "The Fiscal Mystique," *The Economist* (2/25/2017).

25. The City Charter of New York was amended in 1977 to require, per Section 12, the Mayor to submit two mayoral management reports (MMR) a year to the public and the City Council. While each Mayor has chosen somewhat different approaches to the MMR, in general New York's example compares favorably with other US cities given its scope and level of detail. The most recent MMR, filed by Mayor De Blasio, covers all city departments and is 349 pages.

26. Per Section 3.105 of the City Charter, the Mayor appoints the Controller to a 10-year term and may only be removed for cause with the concurrence of the Board of Supervisors by a two-thirds vote. This arrangement provides, in theory, for the Controller's full organizational independence. However two senior SFG representatives interviewed for this analysis indicated that historically there have been times when the Controller's Office has been perceived as being overly close to the Office of the Mayor. This topic, while important, lies outside the scope of this investigation.

27. See, for example, *Surfacing the Submerged State: Operational Transparency Increases Trust in and Engagement with Government*, Harvard Business School Working Paper 14-034 (2013).

28. According to a recent analysis conducted by Mother Jones magazine, in 2016 a total of 14 of the 2,244 houses for sale – or 0.62% -- in San Francisco were affordable to a public school teacher earning a salary of $71,000. Trulia has also recently documented that only 0.4% of homes on the market in San Francisco are affordable to a typical teacher. The SFG's performance in addressing housing needs for public school teachers has been remarkably poor: as reported in the *SF Chronicle* (3/24/2017), the SFG pledged to build teacher-specific housing in the late 1990s, but the plan was later derailed by the Board of Supervisors. More recently, in 2015 Mayor Lee and SF United School District Superintendent Richard Carranza committed to helping 500 teachers (equivalent to 15% of

the total number of teachers) find housing within five years. Some two years after this public commitment, a total of 16 teachers have been placed in affordable housing. As Board of Supervisor member Hillary Ronen noted "[i]t's mind boggling…we have lost our way as a city." The SFG's lack of progress is all the more troubling given that the affordability crisis has become even more acute in recent years: as noted in *The Economist* (2/25/2017), over the last five years house prices in San Francisco have risen 66% more than in New York City.

29. Supervisor Kim's remarks were quoted in the *SF Chronicle* (3/21/2017). She also noted "[w]hen are we going to start implementing some of the concepts?" It's a great question, and the people of San Francisco are still waiting for an answer.

30. See, for example, "SF spends a record $241 million on homeless, can't track results", *SF Chronicle* (2/5/2016). When overall social spending and indirect benefits/costing are factored in, it's likely that the SFG is spending over $300M a year on homeless issues.

31. Auto Burglary in San Francisco, 2015-2016 Civil Grand Jury (June 2016).

32. *San Francisco's 9-1-1 Call Volume Increase*, Findings Paper by the Google 9-1-1 Team (10/2015). This analysis was undertaken in cooperation with the Department of Emergency Management and the Mayor's Office of Civic Innovation. The findings of this analysis include the suggestion that increases in 9-1-1 calls are due, in part, to a rise in accidental dialing combined with a modest rise in calls associated with homeless persons, auto break-ins and suspicious persons.

33. Supervisor Peskin noted in reference to the SFG's poor 911 response times: "I don't know what is worse, the unacceptable time it takes 911 to respond to emergency calls or the unacceptable amount of time it has taken the city to address this serious safety problem" -- as quoted in the *SF Chronicle* (1/8/2017). The *SF Chronicle* (4/28/2017) has also documented that the SFG currently has only 105 911 dispatchers instead of 180, despite the City increasing budgetary support from $43M to $83M across the last six years.

34. See, for example, "Americans are losing faith in democracy – and in each other," *The Washington Post* (10/14/2016), which highlights polls documenting, inter alia, that 40% of the citizenry have lost faith in American democracy, and that confidence in various public institutions has dropped to record lows. A more academic and exhaustive treatment of public dissatisfaction is "The Signs of Deconsolidation", published in the *Journal of Democracy* in January 2017. In this article Roberto Foa and Yascha Mounk demonstrate that increasing numbers of young Americans believe that democracy is a bad or very bad way of running the country, while the number of Americans supporting the idea of army rule or a strong populist leader has notably increased in the last 20 years.

35. See, for example, Mayor Lee's 2015 State of the City address, in which he noted "I expect to be held accountable" in regard to his newly announced Affordability Directives. Consistent with his extensive and distinguished career with the City's Government, Mayor Lee is uniquely placed to encourage and strengthen accountability and transparency in the SFG over the long-term.

36. Supervisor London Breed ran for re-election on a number of issues, including her record on helping the homeless into supportive housing. As her campaign website notes, she "learned many ways to improve how to provide services…allocating our resources efficiently, and holding everyone involved accountable."

37. The Preamble of the San Francisco City Charter includes specific language emphasizing the importance of responsive and accountable government, noting that the "the people of the City and County" have established the Charter as "the fundamental law", in order to, inter alia, "enable municipal government to meet the needs of the people effectively and efficiently", and "to provide for accountability and ethics in public service."

APPENDICES

APPENDIX A: SFG & EXTERNAL SOURCES

CITY AND COUNTY OF SAN FRANCISCO

Charter of San Francisco (1996)

Office of the Mayor:

Mayor's 2017 State of the City Address
Mayor's 2015 State of the City Address
Mayor's 2014 State of the City Address
Mayor's Proposed Budget, 2015-2016 & 2016-2017
Resilient San Francisco (2016)
San Francisco's 9-1-1 Call Volume Increase (Office of Civic Innovation in cooperation w/Google; October 2015)

Board of Supervisors:

Performance Audit of Homeless Services in San Francisco (June, 2016)

Civil Grand Jury:

Accountability in the San Francisco Government (2008)
The Numbers have Something to Say, Is Anybody Listening? Performance Management in SF City Government (2009)
Auditing the City Services Auditor: You Can Only Manage What You Measure (2013)

Office of the Controller:

2015 City Survey
2013 City Survey
2011 City Survey
2008-2009 Status of Civil Grand Jury Recommendations (2014 Update)
Citywide Benchmarking Report, Part I: Demographics, Livability, Public Safety (2017)
Citywide Benchmarking Report, Part II: Transportation, Finance (2017)
Citywide Benchmarking Report, Part III: Safety Net, Population Health (2017)
City Services Auditor Fiscal Year 2016-2017 Annual Workplan
Inclusionary Housing Working Group: Final Report (2016)
Performance Scorecards website
Performance Scorecards Update & Fiscal Year 2015-2016 Performance Measures
Strategic Plan: FY 2016-2017 & 2020-2021

Budget & Finance:

Draft Capital Plan: Fiscal Years 2018-2027
Proposed Five Year Financial Plan: Fiscal Years 2017-2018 through 2021-22

Other:

2016 Customer Satisfaction Survey (BART)
Data in San Francisco: Fueling Good Decisions, dataSF (2016)
Housing for Families with Children (Planning Department; 2017)
Reaching 80-50: Technology Pathways to a Sustainable Future (Department of the Environment, 2016)
San Francisco General Plan (Public Works)
San Francisco's Ten Year Plan to End Chronic Homelessness: Anniversary Report Covering 2004-2014 (San Francisco Human Services Agency)

OTHER RESOURCES

2015 Year in Review, City of Austin
A Performance Management Framework for State and Local Government: From Measurement and Reporting to Management and Improving, National Performance Management Advisory Commission (2010)
An Evaluation of the Performance Measurement Process of the City of Austin, City of Austin (2016)
Beyond the Scorecard: Understanding Global City Rankings, The Chicago Council on Global Affairs (2015)
The Dark Side of Transparency, McKinsey & Co (February 2017)
Employment by race and place: snapshots of America, Brookings Institute (February 2017)
The Future is Now: Transparency in Government Performance, Chartered Global Management Accountants (August 2016)
Government Productivity: Unlocking the $3.5 Trillion Opportunity, McKinsey & Co (April 2017)
How to Create Government KPIs, Freebalance (2017)
How to Run a Government, Michael Barber (Penguin Random House, 2015)
How US State Governments Can Improve Customer Service, McKinsey & Company (December 2014)
Hunger and Homelessness Survey, United States Conference of Mayors (December 2016)
Implementing a citizen-centric approach to delivering government services, McKinsey & Company (July 2015)
Lessons from Performance Measurement Leaders: A Sample of Larger Local Governments in North America, Government Finance Officers Association (June 2013)
Outcome and Process Metrics Recommendations Developed for Seattle's Homeless Services Contracts, Government Performance Lab, Harvard Kennedy School (2016)
Performance Accountability, Evidence, and Improvement: Reflections and Recommendations to the Next Administration, National Academy of Public Administration & The Volcker Alliance (October 2016)
The PerformanceStat Potential, Robert D. Behn, (Ash Center for Democratic Governance and Innovation, Harvard University, 2014)
Performance Tracker: A data-driven analysis of the performance of government, Institute of Government (Spring 2017)
Retooling Metropolis: How Social Media, Markets, and Regulatory Innovation can Make America's Cities More Livable, Manhattan Institute (2016)
Solving the Housing Affordability Crisis: How Policies Change the Number of San Francisco Households Burdened by Housing Costs, Bay Area Council Economic Institute (2016)
Surfacing the Submerged State: Operational Transparency Increases Trust in and Engagement with Government, Harvard Business School Working Paper 14-034 (2013)
Transforming Performance Measurement for the 21st Century, The Urban Institute (July 2014)
Why Government Fails so Often, Peter H. Schuck (Princeton University Press, 2014)

APPENDIX B: SF IN NATIONAL / GLOBAL CITY RANKINGS

TOPIC	INDEX / INDICATOR	SCORE	SOURCE
ECONOMY	**Best Performing Large US City (2016)**	4	Milken Institute
	Best Cities for Jobs (2016)	5	WalletHub
	Household Median Income Growth (2016)	24	24/7Wall Street
SUSTAINABILITY	**Most Energy Efficient Cities (2016)**	1	American Council for Energy Efficient Economy
	Greenest Cities in the US (2016)	4	WalletHub
	No. of Energy Efficient Buildings (2016)	3	EPA
FINANCE	**Public Spending per Capita, US Cities (2015)**	1	Balletpedia
	US City Fiscal Health Index Ranking (2015)	33	The Fiscal Times
	Moody's Credit Rating (2017)	Aa1	Moody's
LIVABILITY	**Global Quality of Living Survey (2017)**	29	Mercer
	100 Best Places to Live in the US (2016)	16	US News
	Best US Large Cities to Live In (2016)	1	WalletHub
PUBLIC HEALTH	**Number of Primary Community Health Indicators in Bottom Quartile (2015)**	8/43	CDC
	% of Uninsured, US Cities Ranking (2015)	73	WalletHub
	Top 25 Cities with Highest Short-term Particle Pollution (2015)	6	American Lung Association
PUBLIC SAFETY	**Property Crime Rate, Top 50 Cities (2015)**	1	FBI
	Violent Crime Rate, Top 50 Cities (2014)	31	FBI
	Pedestrian Danger Index Metro Areas (2016)	85	Smart Growth America
SAFETY NET	**Homelessness Per Capita (2016)**	5	US Conference of Mayors
	Poverty Rate of 25 Largest US Cities (2016)	23	Statista
	Homeless Unaccompanied Youth (2016)	1	US Conference of Mayors
TRANSPORTATION	**Cities with the Worst Roads (2016)**	1	TRIP
	Cities with Worst Traffic Congestion (2016)	3	INRIX
	Best US Airports (2016)	5	*Travel & Leisure*
GENERAL	**Global Cities Index (2016)**	23	AT Kearney
	Global Cities Outlook (2016)	1	AT Kearney
	Best Run US Cities (2016)	146	WalletHub

APPENDIX C: SFG PERFORMANCE SCORECARD

THEMES	INDICATORS	GOALS	STATUS
Livability (8)	Street & Sidewalk Cleaning Response	95% within 48 hours	94%
	Graffiti Service Request	**No target**	3,469/month
	Pothole Response	90% within 72 hours	97%
	Pavement Condition Index	70% by 2025	68%
	Park Maintenance Scores	90% of park maintenance standards met	86.3%
	Recreation Courses Enrollment	70% of courses with enrollment at or above 70%	72%
	Total Monthly Visitors (Libraries)	558,333 visitors per month (main & branch libraries)	504,326
	Total Monthly Circulation (Libraries)	850,00 physical and electronic materials	893,985
Public Health (10)	Health Network Enrollment	98,000 enrollees by fiscal year 2020-21	94,062
	Urgent Care Access	95% of patients in Urgent Care same/next day	84%
	Primary Care Patient Satisfaction	70% of providers receive a rating of 9 or 10 (of 10)	74%
	ZSFG Occupancy Rate	85% occupancy	100%
	Ave. Daily Population, Laguna Honda Hospital	**No target**	760
	Ave. Length of Stay, Laguna Honda Hospital	Less than 60 days	70
	Unique Substance Abuse Clients in Treatment	**No target**	3,809
	Unique Metal Health Clients in Treatment	**No target**	11,362
	HIV+ Clients Linked to Medical Care	75% of new cases connected to care within 3 months	90%
	Health Insurance Coverage	100% of healthy people by 2020	95.4%
Safety Net (13)	County Adult Assistance Active Caseload	5,364 active cases projected (no target)	4,913
	Calworks Active Caseload	3,976 active cases projected (no target)	3,634
	Calfresh Active Caseload	33,339 active cases projected (no target)	29,745
	Medi-Cal Enrollment	132,216 active cases projected (no target)	122,512
	Homeless Population	**No target**	6,686
	Direct Homeless Exits through City Programs	1,570 for Fiscal Year 2016-17	804
	Family Shelter Waiting List	200 per month	223
	In Home Supportive Services Active Caseload	22.500 for Fiscal Year 2016-17	22,377
	Meals Delivered to Seniors	1,501,224 for Fiscal Year 2016-17	1,620,337
	Children in Foster Care	943 children	899
	Children Receiving a Subsidy Enrolled in Licensed Care	85%	87%
	Licensed Childcare Centers with Quality Scores	99% with 4.5 out of 7	99%
	Poverty in San Francisco	**No target**	13%
Public Safety (9)	Property Crime	6,126 per 100,000 residents projected (no target)	3,311
	Violent Crime	883 per 100,000 residents projected (no target)	430
	911 Call Volume	**No target**	1,733
	911 Call Response	90% within 10 seconds	75%
	Ambulance Response to Life Threatening Emergencies	90% within 10 minutes	90%
	Police Response to High Priority Call	Within 4 minutes	5.2 minutes
	County Jail Population	Fiscal year projection: 1,280 inmates	1,340
	Active Probationers	**No target**	3,154
	Juvenile Jail Population	**No target**	43
Transportation (11)	Transit Trips with Bunching or Gaps Between Vehicles	10.6% combined for bunching and gaps	24.1%
	Percentage of Scheduled Service Hours Delivered	98.5% delivered	98.3%
	Transit On-Time Performance	85% on-time	57%
	Customer Rating of Overall Satisfaction w/Transit Services	3.3 out of 5	3.2
	Customer Rating of Cleanliness of Muni Vehicles	3.0 out of 5	3.0
	Traffic Fatalities	Zero traffic fatalities by 2024	2
	Percentage of Citations for Top Five Causes of Collisions	50% of traffic citations	54%
	Crimes on Muni	5.70 per 100,000 miles	4.6
	Muni Collisions	3.67 per 100,000 miles	6.6
	Non Private Auto Mode Share	50% non-private auto mode share by FY 2018	53%
	Congestion	**No target**	12.7 mph
Environment (8)	Water Sold to San Francisco Residential Customers	Less than 50 gallons per capita per day	40.9 gallons
	Average SFPUC Water and Sewer Bill	Less than 2.5% of median income	1.29%
	Water System Preventative Maintenance	95% of total waster system maintenance time	90%
	SFPUC Customer Service Rating	90% "Good" or "Excellent" by surveyed customers	85%
	Days with EPA Air Quality Index Rating of "Good"	**No target**	301
	Greenhouse Gas Emissions	25% below 1990 levels by 2017	23%
	Residential and Small Business Landfill Diversion	60% refuse diverted from landfill	58%
	Refuse to Primary Landfill	Zero waste by 2020	1,571
Economy (11)	Total Employment, Metropolitan Division	2.5% increase from prior year (no target)	1,103,700
	Temporary Employment, Metropolitan Division	5.3% increase from prior year (no target)	19,800
	Unemployment Rate	0.3 % point decrease from prior year (no target)	3.1%
	Zillow Home Price Index	0.0% increase from prior year (no target)	$1.15M

	Zillow Rental Price Index	4.9% increase from prior year (no target)	$3,007
	Office Vacancy Rate	0.0% point increase from prior year (no target)	8.2%
	Direct Average Asking Rent	7.1% increase from prior year (no target)	$73.65
	Hotel Occupancy Rate	0.7 % point increase from prior year (no target)	81.5%
	Average Daily Hotel Rate	6.1 decrease from prior year (no target)	$238.77
	Revenue Per Available Hotel Room	5.2% decrease from prior year (no target)	$194.60
	Sales Tax Collections	5.5% increase from prior year/2015 (no target)	$94.6M
Finance (6)	General Obligation Bond Rating	Aa1 (Moody's)	Aa1
	Unrestricted Fund Balance	16.7% of revenue	30.1%
	Stabilization Reserves	10% of revenue ($436M in FY 2015-16)	6.9%
	Actual Expenditures vs Budgeted Expenditures	0% variance	-2.1%
	Pension Plan Funding Level	0% variance	1.5%
	Other Post-Employment Benefits Funding Level	100% funded	82.6%
		100% funded by 2043	0.4%

APPENDIX D: AUSTIN'S CITYWIDE DASHBOARD

Measure Name	FY 2011 Actual	FY 2012 Actual	FY 2013 Actual	FY 2014 Actual	FY 2015 Actual	FY 2015 Target	Goal Met?	Trend
Citywide Dashboard: Public Safety								
Violent crime rate per 1,000 population	4.30	4.09	3.63	3.96	4.05	5.01	✓	—
Property crime rate per 1,000 population	52.35	52.19	48.50	41.42	40.68	54.49	✓	▲
Total police response time for EMERGENCY and URGENT calls	6:45	7:19	7:30	7:45	8:04	7:30	✗	▼
Percent of potentially life-threatening calls (priority one) responded to by Emergency Medical Services within 9 minutes and 59 seconds within the City of Austin	93.7%	92.7%	91.9%	92.9%	91.6%	90%	✓	▼
Percent of emergency incidents where the amount of time between call receipt and the arrival of the Austin Fire Department unit is 8 minutes or less	86%	86%	85%	85%	85%	88%	✗	—
Percent of structure fires confined to room of origin	81%	86%	82%	83%	84%	85%	✗	▲
Citywide Dashboard: Mobility and Infrastructure								
Percent of lane miles in fair to excellent condition	79.0%	80.0%	78.0%	79.5%	79.5%	79.8%	✗	—
Percent of residents "satisfied" or "very satisfied" with traffic flow on major streets	28.5%	27.0%	23.0%	19.0%	17.2%	29.0%	✗	▼
Citywide Dashboard: Community Services								
Total number of services provided to beneficiaries through all housing and community development activities	6,621	6,461	5,984	6,420	5,555	5,695	✗	▼
Percent of animal shelter live outcomes	88.0%	90.0%	92.6%	94.1%	94.1%	90.0%	✓	▲
Percent of households served through City of Austin social services contracts that maintain housing or transition into housing from homelessness	75%	76%	81%	80%	81%	75%	✓	▲
Number of client visits at the Shots for Tots Clinics for Vaccines for Children (VFC) eligible children ages 0-18	9,934	7,960	6,994	7,583	7,541	10,000	✗	▼
Library program attendance per capita	0.15	0.14	0.16	0.18	0.20	0.19	✓	▲
Citizen satisfaction with the appearance of park grounds	69%	71%	72%	71%	71%	70%	✓	—
Citywide Dashboard: Development Services								
Number of new jobs created with public private initiatives	1,689	4,139	1,794	2,315	292	500	✗	▼
Percent of building inspections performed within 24 hours of request	94%	94%	91%	91%	93%	90%	✓	—
Citywide Dashboard: Utilities and Major Business								
System Average Interruption Frequency Index (SAIFI) (electricity outage frequency)	0.77	0.77	0.59	0.57	0.65	0.80	✓	▲
Percentage of Renewable Energy in Austin Energy's energy supply	10.3%	15.1%	20.3%	20.8%	23.1%	31.8%	✗	▲
Drinking Water Quality: Turbidity	0.07	0.09	0.09	0.11	0.08	0.10	✓	—
Percent of waste stream diverted by Austin Resource Recovery curbside, reuse, and household hazardous waste operations	38.6%	37.9%	39.6%	39.6%	40.0%	42.5%	✗	▲
Citywide Dashboard: Financial Health								
City of Austin's bond ratings: GO Bonds: Moody's, Standard and Poor's, Fitch Investors Combined Utility Revenue Bonds: Moody's, Standard and Poor's, Fitch Investors	Aaa, AAA, AAA A1, AA, AA-	Aaa, AAA, AAA Aa1, AA, AA-	Aaa, AAA, AAA Aa1, AA, AA	Aaa, AAA, AAA Aa1, AA, AA	Aaa, AAA, AAA Aa1, AA, AA	Aaa, AAA, AAA Aa1, AA, AA	✓	▲

Annual Goals: *Met* ✓ *Did Not Meet:* ✗ **Overall Performance Trends:** *Improving* ▲ *Declining* ▼ *Maintaining* —

Print Form

Introduction Form

By a Member of the Board of Supervisors or the Mayor

Time stamp
or meeting date

I hereby submit the following item for introduction (select only one):

☐ 1. For reference to Committee. (An Ordinance, Resolution, Motion, or Charter Amendment)

☐ 2. Request for next printed agenda Without Reference to Committee.

☒ 3. Request for hearing on a subject matter at Committee.

☐ 4. Request for letter beginning "Supervisor [ ] inquires"

☐ 5. City Attorney request.

☐ 6. Call File No. [ ] from Committee.

☐ 7. Budget Analyst request (attach written motion).

☐ 8. Substitute Legislation File No. [ ]

☐ 9. Reactivate File No. [ ]

☐ 10. Question(s) submitted for Mayoral Appearance before the BOS on [ ]

Please check the appropriate boxes. The proposed legislation should be forwarded to the following:

☐ Small Business Commission ☐ Youth Commission ☐ Ethics Commission

☐ Planning Commission ☐ Building Inspection Commission

Note: For the Imperative Agenda (a resolution not on the printed agenda), use a Imperative Form.

Sponsor(s):

Clerk of the Board

Subject:

Board Response - Civil Grand Jury Report - Accelerating SF Government Performance - Taking Accountability and Transparency to the Next Level

The text is listed below or attached:

Resolution responding to the Presiding Judge of the Superior Court on the findings and recommendations contained in the 2016-2017 Civil Grand Jury Report, entitled "Accelerating SF Government Performance - Taking Accountability and Transparency to the Next Level;" and urging the Mayor to cause the implementation of accepted findings and recommendations through his/her department heads and through the development of the annual budget.

Signature of Sponsoring Supervisor: Alicia Romero for

For Clerk's Use Only: