File No. _____130394_____   **Committee Item No.** ____1_____
                                       Board Item No. _____

COMMITTEE/BOARD OF SUPERVISORS

AGENDA PACKET CONTENTS LIST

Committee: _Government Audit and Oversight___   **Date** _September 26, 2013_

Board of Supervisors Meeting   **Date** _____

Cmte Board

Cmte	Board	
☐	☐	Motion
☐	☐	Resolution
☐	☐	Ordinance
☐	☐	Legislative Digest
☐	☐	Budget and Legislative Analyst Report
☐	☐	Youth Commission Report
☒	☐	Introduction Form
☒	☐	Department/Agency Cover Letter and/or Report
☐	☐	MOU
☐	☐	Grant Information Form
☐	☐	Grant Budget
☐	☐	Subcontract Budget
☐	☐	Contract/Agreement
☐	☐	Form 126 – Ethics Commission
☐	☐	Award Letter
☐	☐	Application
☐	☐	Public Correspondence

OTHER   (Use back side if additional space is needed)

Cmte	Board	
☒	☐	COPY OF BOARD RESPONSE
☐	☐	
☐	☐	
☐	☐	
☐	☐	
☐	☐	
☐	☐	
☐	☐	
☐	☐	
☐	☐	

Completed by: _Erica Dayrit_____   **Date** __September 20, 2013____
Completed by: _____   **Date** _____

1 [Board Response - Civil Grand Jury Report - Deja Vu All Over Again: San Francisco's City
2 Technology Needs a Culture Shock]

3 **Resolution responding to the Presiding Judge of the Superior Court on the findings**

4 **and recommendations contained in the 2011-2012 Civil Grand Jury report entitled "Deja**

5 **Vu All Over Again: San Francisco's City Technology Needs a Culture Shock" and**

6 **urging the Mayor to cause the implementation of accepted findings and**

7 **recommendations through his/her department heads and through the development of**

8 **the annual budget.**

9

10 WHEREAS, Under California Penal Code Section 933 et seq., the Board of

11 Supervisors must respond, within 90 days of receipt, to the Presiding Judge of the Superior

12 Court on the findings and recommendations contained in Civil Grand Jury Reports; and

13 WHEREAS, In accordance with Penal Code Section 933.05(c), if a finding or

14 recommendation of the Civil Grand Jury addresses budgetary or personnel matters of a

15 county agency or a department headed by an elected officer, the agency or department head

16 and the Board of Supervisors shall respond if requested by the Civil Grand Jury, but the

17 response of the Board of Supervisors shall address only budgetary or personnel matters over

18 which it has some decision making authority; and

19 WHEREAS, The 2011-2012 Civil Grand Jury Report entitled "Déjà Vu All Over Again:

20 San Francisco's City Technology Needs a Culture Shock" is on file with the Clerk of the Board

21 of Supervisors in File No. 120840, which is hereby declared to be a part of this resolution as if

22 set forth fully herein; and

23 WHEREAS, The Civil Grand Jury has requested that the Board of Supervisors respond

24 to Finding Nos. 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23,

25

1   24, 25, 26, 27, 28, 29, 30, and 31 as well as Recommendations 2, 4, 5, 6, 7, 8, 9, 10, 11, 12,

2   13, 14, 15, 16, 17, and 18 contained in the subject Civil Grand Jury report; and

3   WHEREAS, Finding No. 1 states: "Delegating the attendance of COIT meetings by the

4   Mayor to a representative sends a negative message to department heads and CIOs that

5   internal citywide technology issues are not a high priority for the Mayor;" and

6   WHEREAS, Finding No. 2 states: "The Department of Technology continues to be

7   perceived by many of its customers as providing unsatisfactory service in terms of quality,

8   reliability, timeliness, and cost;" and

9   WHEREAS, Finding No. 3 states: "There are consequences to the Department of

10   Technology for failing to deliver timely and high quality services, including the Mayor and

11   Board of Supervisors continually cutting DT's budget;" and

12   WHEREAS, Finding No. 4 states: "Another consequence to the Department of

13   Technology for unsatisfactory service is the reluctance of departments to participate in

14   citywide initiatives and to give up their operational independence;" and

15   WHEREAS, Finding No. 5 states: "COIT policies and citywide consolidation initiatives

16   are not communicated to Department Heads and CIOs effectively by the Mayor and COIT;"

17   and

18   WHEREAS, Finding No. 6 states: "COIT is not in compliance with the Administrative

19   Code by failing to find and appoint two non-voting, non-City employee members;" and

20   WHEREAS, Finding No. 7 states: "The current citywide ICT organizational structure

21   hinders the City CIO from fully using the established 'authority and responsibility necessary to

22   ... implement COIT standards, policies, and procedures for all City Departments;'" and

23   WHEREAS, Finding No. 8 states: "The strategic role of the City CIO and the

24   operational role of the Director of DT are two fundamentally different and equally full-time

25   jobs;" and

1   WHEREAS, Finding No. 9 states: "Departmental CIOs have no formal forum to

2 communicate with each other or coordinate common technology issues;" and

3   WHEREAS, Finding No. 10 states: "The lack of a functional reporting relationship

4 between the City CIO and the departmental CIOs is a fundamental weakness in implementing

5 common citywide programs;" and

6   WHEREAS, Finding No. 11 states: "Allowing common ICT functions to be addressed

7 and performed on a department-by-department basis has led to duplication of effort and

8 unnecessary spending;" and

9   WHEREAS, Finding No. 12 states: "The five-year ICT plan does not include: (1)

10 ongoing operational activities, and (2) projects currently in progress with prior funding;" and

11   WHEREAS, Finding No. 13 states: "There are no consolidated citywide ICT budget and

12 staffing plans;" and

13   WHEREAS, Finding No. 14 states: "Although COIT, DT, and a City CIO, address

14 technology on a citywide basis, technology is not treated as a distinct citywide organizational

15 entity;" and

16   WHEREAS, Finding No. 15 states: "There is no comprehensive annual reporting on the

17 state of technology within City government presented to the Mayor or the Board of

18 Supervisors;" and

19   WHEREAS, Finding No. 16 states: "There is a scarcity of consolidated citywide data in

20 the technological arena, separate from departmental budgets;" and

21   WHEREAS, Finding No. 17 states: "COIT concentrates on the design and

22 implementation of individual projects rather than citywide costs and savings stemming from

23 these projects;" and

24   WHEREAS, Finding No. 18 states: "There is a need for a citywide ICT asset

25 management system;" and

1   WHEREAS, Finding No. 19 states: "There is a need for a citywide database of ICT

2   personnel;" and

3   WHEREAS, Finding No. 20 states: "There is no effort to gather and utilize

4   comprehensive quantitative data to track how ICT currently functions;" and

5   WHEREAS, Finding No. 21 states: "The ICT 5-year plan is not a strategic plan and

6   does not calculate how changes in ICT systems would impact City operations and costs;" and

7   WHEREAS, Finding No. 22 states: "City ICT managers are experiencing a growing

8   difficulty in hiring technologists with "cutting edge" knowledge, skills, and experience;" and

9   WHEREAS, Finding No. 23 states: "Relying on Permanent Civil Service as a standard

10   way of hiring technologists is too slow and cumbersome for the business needs of ICT units;"

11   and

12   WHEREAS, Finding No. 24 states: "Relying on Permanent Civil Service as a standard

13   way of hiring technologists prevents the city from attracting top talent from the private sector;"

14   and

15   WHEREAS, Finding No. 25 states: "City technology culture is based in the belief that

16   operating departments focus on their individual missions at the expense of citywide needs;"

17   and

18   WHEREAS, Finding No. 26 states: "The cooperative attitude among departments and

19   DT previously found by an earlier Civil Grand Jury has faded;" and

20   WHEREAS, Finding No. 27 states: "A department-first perspective, not the citywide

21   perspective intended in the Administrative Code, results in a lack of coordination and

22   communication between and among the different departments;" and

23   WHEREAS, Finding No. 28 states: "A department-first perspective, not the citywide

24   perspective intended in the Administrative Code, results in duplication of common technology

25   services arid products;" and

1   WHEREAS, Finding No. 29 states: "Department Heads and CIOs do not view the

2 authority granted COIT and the City CIO in the Administrative Code as governing their own

3 plans and actions;" and

4   WHEREAS, Finding No. 30 states: "Neither COIT nor the City CIO behave as if they

5 fully believe in their authority to enforce policy and consolidation initiatives;" and

6   WHEREAS, Finding No. 31 states: "There are no severe or immediate consequences

7 resulting from City departments failing to abide by agreements to implement citywide

8 initiatives or meet established timelines for completion;" and

9   WHEREAS, the Recommendation No. 2 states: "The Budget Analyst or the Controller

10 perform a management audit evaluating the Department of Technology's functions to

11 determine if the Department adequately communicates with other departments, and how to

12 alleviate the Department's barriers to better performance;" and

13   WHEREAS, the Recommendation No. 4 states: "COIT appoint two non-voting, non-City

14 employee members to sit on COIT without further delay;" and

15   WHEREAS, the Recommendation No. 5 states: "The City CIO develop consolidated

16 citywide comprehensive ICT budget and staffing plans, reviewed and approved by COIT, and

17 take the lead in its presentation to the Mayor's Budget Office and the Board of Supervisors;"

18 and

19   WHEREAS, the Recommendation No. 6 states: "Subsequent to COIT approval of the

20 ICT budget and staffing plans, COIT and the City CIO monitor adherence to these plans;" and

21   WHEREAS, the Recommendation No. 7 states: "The City CIO position be elevated in

22 authority, responsibility, and accountability by creating functional "dotted-line" relationships

23 between the City CIO and the departmental CIOs;" and

24   WHEREAS, the Recommendation No. 8 states: "Provide staff support to both the City

25 CIO and COIT;" and

1   WHEREAS, the Recommendation No. 9 states: "Amend Administrative Code, Section

2   22A.4 and 22A.7, to separate the position of City CIO from the Department of Technology;"

3   and

4   WHEREAS, the Recommendation No. 10 states: "Amend Administrative Code,

5   Sections 22A.4 and 22A.7, to create the separate position of Director of DT, appointed by and

6   reporting to the City CIO;" and

7   WHEREAS, the Recommendation No. 11 states: "The City CIO work with the

8   Controller to conduct a survey, including, but not limited to, performance data, client

9   satisfaction, decision-making and evaluation criteria, inventory of services, and needs

10   assessment, first for baseline figures and then annually to measure improvement over the

11   baseline figures;" and

12   WHEREAS, the Recommendation No. 12 states: "The City CIO report annually on the

13   state of technology in the City to the Mayor and the Board of Supervisors;" and

14   WHEREAS, the Recommendation No. 13 states: "The City CIO and the Controller

15   create a citywide asset management system for ICT equipment;" and

16   WHEREAS, the Recommendation No. 14 states: "The City CIO and DHR create a

17   citywide skills database for personnel, to catalog such skills as programming languages, web

18   development, database, networking, and operating systems;" and

19   WHEREAS, the Recommendation No. 15 states: "Revise the Charter so that all vacant

20   and new technology positions be classified as Group II exempt positions;" and

21   WHEREAS, the Recommendation No. 16 states: "The City CIO be involved, with

22   department heads, in hiring decisions for their highest level ICT personnel;" and

23   WHEREAS, the Recommendation No. 17 states: "The City CIO be included, with

24   department heads, in the performance review process of senior ICT personnel in all

25   departments;" and

1   WHEREAS, the Recommendation No. 18 states: "Pending revision of the Charter, the

2   Mayor develop methods for speeding up the hiring process for ICT personnel;" and

3   WHEREAS, in accordance with Penal Code Section 933.05(c), the Board of

4   Supervisors must respond, within 90 days of receipt, to the Presiding Judge of the Superior

5   Court on Finding Nos. 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22,

6   23, 24, 25, 26, 27, 28, 29, 30, and 31 as well as Recommendations 2, 4, 5, 6, 7, 8, 9, 10, 11,

7   12, 13, 14, 15, 16, 17, and 18 contained in the subject Civil Grand Jury report; now, therefore,

8   be it

9   RESOLVED, That the Board of Supervisors reports to the Presiding Judge of the

10   Superior Court that it partially disagrees with Finding 1 for reasons as follows: While the

11   participation of the Mayor's Budget Director has been helpful, departments have not received

12   a clear sense of priority or direction without the direct participation of the Mayor, and while

13   monthly participation by the Mayor is probably not feasible, a stronger sense of priority and

14   direction is needed to move forward with the city's technology agenda; and, be it

15   FURTHER RESOLVED, That the Board of Supervisors reports that it partially

16   disagrees with Finding 2 for reasons as follows: While the Department of Technology has

17   been viewed as competent and professional for some functions and some departments, there

18   are other departments have stated that the Department of Technology does not provide

19   satisfactory services as often as desired; and, be it

20   FURTHER RESOLVED, That the Board of Supervisors reports that it disagrees with

21   Finding 3 for reasons as follows: The recent cuts to the Department of Technology's budget

22   have been the result of budget deficits, not because of the Department of Technology's lack of

23   performance; and, be it

24   FURTHER RESOLVED, That the Board of Supervisors reports that it agrees with

25   Finding 4; and, be it

1   FURTHER RESOLVED, That the Board of Supervisors reports that it partially

2   disagrees with Finding 5 for reasons as follows: While COIT policies and citywide

3   consolidated initiatives are communicated clearly, there is no follow-up, deadlines, or

4   accountability to carrying out such policies and initiatives; and, be it

5   FURTHER RESOLVED, That the Board of Supervisors reports that it partially

6   disagrees with Finding 6 for reasons as follows: COIT needs to prioritize selecting these two

7   non-voting, non-City employee members; and, be it

8   FURTHER RESOLVED, That the Board of Supervisors reports that it partially

9   disagrees with Finding 7 for reasons as follows: While the City's CIO has some powers, the

10   decentralized organizational structure makes it difficult for the CIO to enforce COIT standards

11   across the departments; and, be it

12   FURTHER RESOLVED, That the Board of Supervisors reports that it partially

13   disagrees with Finding 8 for reasons as follows: While there are definite needs for an

14   externally-focused City CIO and an internally-focused the Department of Technology Director,

15   the Department of Technology Deputy could also assist in internal operations; and, be it

16   FURTHER RESOLVED, That the Board of Supervisors reports that it partially

17   disagrees with Finding 9 for reasons as follows: While there is no formal forum to

18   communicate, there are informal channels, and some CIOs meet in COIT committees and

19   subcommittees, however, consolidation efforts would be assisted if there were more formal

20   channels for the CIOs to interact with each other and with the city CIO, and for accountability

21   measures to be instituted; and, be it

22   FURTHER RESOLVED, That the Board of Supervisors reports that it partially

23   disagrees with Finding 10 for reasons as follows: The City's inability to manage

24   interdepartmental IT projects and to centralize functions could benefit from a functional

25   reporting relationship between the City's CIO and departmental CIOs; and, be it

1	FURTHER RESOLVED, That the Board of Supervisors reports that it agrees with
2	Finding 11; and, be it
3	FURTHER RESOLVED, That the Board of Supervisors reports that it agrees with
4	Finding 12; and, be it
5	FURTHER RESOLVED, That the Board of Supervisors reports that it partially
6	disagrees with Finding 13 for reasons as follows: While there are some efforts to plan for
7	citywide ICT spending, there is no accountability and it's not clear who's responsible for such
8	citywide spending decisions; and, be it
9	FURTHER RESOLVED, That the Board of Supervisors reports that it agrees with
10	Finding 14; and, be it
11	FURTHER RESOLVED, That the Board of Supervisors reports that it agrees with
12	Finding 15; and, be it
13	FURTHER RESOLVED, That the Board of Supervisors reports that it agrees with
14	Finding 16; and, be it
15	FURTHER RESOLVED, That the Board of Supervisors reports that it agrees with
16	Finding 17; and, be it
17	FURTHER RESOLVED, That the Board of Supervisors reports that it agrees with
18	Finding 18; and, be it
19	FURTHER RESOLVED, That the Board of Supervisors reports that it agrees with
20	Finding 19; and, be it
21	FURTHER RESOLVED, That the Board of Supervisors reports that it partially
22	disagrees with Finding 20 for reasons as follows: While there are some efforts to gather data
23	to track how ICT currently functions, departments do not have good incentives to assist in
24	such data-gathering efforts; and, be it
25	

1	FURTHER RESOLVED, That the Board of Supervisors reports that it agrees with
2	Finding 21; and, be it
3	FURTHER RESOLVED, That the Board of Supervisors reports that it agrees with
4	Finding 22; and, be it
5	FURTHER RESOLVED, That the Board of Supervisors reports that it partially
6	disagrees with Finding 23 for reasons as follows: City government needs to contemplate
7	faster and less cumbersome mechanisms beyond the current system, with feedback from
8	labor partners; and, be it
9	FURTHER RESOLVED, That the Board of Supervisors reports that it partially
10	disagrees with Finding 24 for reasons as follows: City government needs to contemplate
11	mechanisms beyond the current system to hire the best ICT staff, in consultation with labor
12	partners; and, be it
13	FURTHER RESOLVED, That the Board of Supervisors reports that it partially
14	disagrees with Finding 25 for reasons as follows: While few would admit that their individual
15	departmental needs ought to trump citywide concerns, lack of faith in the Department of
16	Technology and bureaucratic turf has created a city technology culture that does not promote
17	cross-departmental cooperation and the elimination of duplicative functions; and, be it
18	FURTHER RESOLVED, That the Board of Supervisors reports that it partially
19	disagrees with Finding 26 for reasons as follows: Over the past few years, there has been
20	some improvement in cooperation among departments, but there's still a good distance to
21	achieve; and, be it
22	FURTHER RESOLVED, That the Board of Supervisors reports that it agrees with
23	Finding 27; and, be it
24	FURTHER RESOLVED, That the Board of Supervisors reports that it agrees with
25	Finding 28; and, be it

1   FURTHER RESOLVED, That the Board of Supervisors reports that it agrees with

2   Finding 29; and, be it

3   FURTHER RESOLVED, That the Board of Supervisors reports that it partially

4   disagrees with Finding 30 for reasons as follows: While COIT would like to behave as if it has

5   the authority to enforce policy and consolidation initiatives, since COIT itself is such a diffuse

6   body, there is no one to hold departments or consolidation efforts accountable; and, be it

7   FURTHER RESOLVED, That the Board of Supervisors reports that it agrees with

8   Finding 31; and, be it

9   FURTHER RESOLVED, That the Board of Supervisors reports that Recommendation 2

10   will not be implemented for reasons as follows: The Board acknowledges that a management

11   audit of the Department of Technology would be helpful, and this could be done either by the

12   Budget Analyst or the Controller; and, be it

13   FURTHER RESOLVED, That the Board of Supervisors reports that Recommendation 4

14   will be implemented within three months; and, be it

15   FURTHER RESOLVED, That the Board of Supervisors reports that Recommendation 5

16   will be implemented within six months; and, be it

17   FURTHER RESOLVED, That the Board of Supervisors reports that Recommendation 6

18   will be implemented within six months; and, be it

19   FURTHER RESOLVED, That the Board of Supervisors reports that it requires further

20   analysis for Recommendation 7 for reasons as follows: The Board intends to investigate the

21   matter, and the Board requests that, before February 2, 2013, COIT and the Department of

22   Technology return to the Board with an evaluation of potential options; and, be it

23   FURTHER RESOLVED, That the Board of Supervisors reports that Recommendation 8

24   has been implemented; and, be it

25

1   FURTHER RESOLVED, That the Board of Supervisors reports that it requires further

2 analysis for Recommendation 9 for reasons as follows: The Board intends to investigate the

3 matter, and the Board requests that, before February 2, 2013, the Department of Technology

4 return to the Board with an evaluation of potential options; and, be it

5   FURTHER RESOLVED, That the Board of Supervisors reports that it requires further

6 analysis for Recommendation 10 for reasons as follows: The Board intends to investigate the

7 matter, and the Board requests that, before February 2, 2013, the Department of Technology

8 return to the Board with an evaluation of potential options; and, be it

9   FURTHER RESOLVED, That the Board of Supervisors reports that it requires further

10 analysis for Recommendation 10 for reasons as follows: The Board intends to investigate the

11 matter, and the Board requests that, before February 2, 2013, the City CIO return to the Board

12 with an evaluation of potential options; and, be it

13   FURTHER RESOLVED, That the Board of Supervisors reports that Recommendation

14 12 will be implemented within six months; and, be it

15   FURTHER RESOLVED, That the Board of Supervisors reports that Recommendation

16 13 will be implemented within six months; and, be it

17   FURTHER RESOLVED, That the Board of Supervisors reports that it requires further

18 analysis for Recommendation 14 for reasons as follows: The Board intends to investigate the

19 matter, and the Board requests that, before February 2, 2013, the City CIO and DHR, with

20 input from labor and department heads, return to the Board with an evaluation of potential

21 options; and, be it

22   FURTHER RESOLVED, That the Board of Supervisors reports that it requires further

23 analysis for Recommendation 15 for reasons as follows: The Board intends to investigate the

24 matter, and the Board requests that, before February 2, 2013, the Department of Technology

25 return to the Board with an evaluation of potential options; and, be it

1   FURTHER RESOLVED, That the Board of Supervisors reports that Recommendation

2 16 has been implemented; and, be it

3   FURTHER RESOLVED, That the Board of Supervisors reports that it requires further

4 analysis for Recommendation 17 for reasons as follows: The Board intends to investigate the

5 matter, and the Board requests that, before February 2, 2013, the City CIO return to the Board

6 with an evaluation of potential options; and, be it

7   FURTHER RESOLVED, That the Board of Supervisors reports that Recommendation

8 18 will be implemented within six months; and, be it

9   FURTHER RESOLVED, That the Board of Supervisors urges the Mayor to cause the

10 implementation of accepted findings and the recommendation through his/her department

11 heads and through the development of the annual budget.

12

13

14

15

16

17

18

19

20

21

22

23

24

25

City and County of San Francisco

Tails

Resolution

File Number: 120840   **Date Passed:** November 06, 2012

Resolution responding to the Presiding Judge of the Superior Court on the findings and recommendations contained in the 2011-2012 Civil Grand Jury report entitled "Deja Vu All Over Again: San Francisco's City Technology Needs a Culture Shock" 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.

October 29, 2012 Government Audit and Oversight Committee - AMENDED, AN AMENDMENT OF THE WHOLE BEARING SAME TITLE

October 29, 2012 Government Audit and Oversight Committee - RECOMMENDED AS AMENDED

November 06, 2012 Board of Supervisors - ADOPTED
> Ayes: 11 - Avalos, Campos, Chiu, Chu, Cohen, Elsbernd, Farrell, Kim, Mar, Olague and Wiener

File No. 120840

I hereby certify that the foregoing Resolution was ADOPTED on 11/6/2012 by the Board of Supervisors of the City and County of San Francisco.
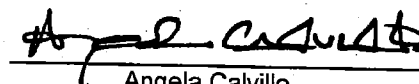
Angela Calvillo
Clerk of the Board

_____   _____
Mayor   Date Approved

Date: November 16, 2012

I hereby certify that the foregoing resolution, not being signed by the Mayor within the time limit as set forth in Section 3.103 of the Charter, became effective without his approval in accordance with the provision of said Section 3.103 of the Charter.

Angela Calvillo
Clerk of the Board

File No.
120840

City and County of San Francisco
Civil Grand Jury 2011-2012

DÉJÀ VU ALL OVER AGAIN

SAN FRANCISCO'S CITY TECHNOLOGY NEEDS A CULTURE SHOCK

June 2012

Superior Court of California, County of San Francisco
Civic Center Courthouse
400 McAllister Street, Room 008
San Francisco, CA 94102
(415) 551-3605

TABLE OF CONTENTS

THE CIVIL GRAND JURY

California state law requires that all 58 counties impanel a Grand Jury to serve during each fiscal year (Cal. Const., Art. I, § 23; Cal. Penal Code, § 905). In San Francisco, the presiding judge of the Superior Court impanels two grand juries. The Indictment Grand Jury has sole and exclusive jurisdiction to return criminal indictments. The Civil Grand Jury scrutinizes the conduct of public business of county government.

The function of the Civil Grand Jury is to investigate the operations of the various officers, departments and agencies of the government of the City and County of San Francisco. Each civil grand jury determines which officers, departments and agencies it will investigate during its term of office. To accomplish this task the grand jury is divided into committees which are assigned to the respective departments or areas which are being investigated. These committees visit government facilities, meet with public officials, and develop recommendations for improving City and County operations.

The 19 members of the Civil Grand Jury serve for a period of one year from July 1 through June 30 the following year, and are selected at random from a pool of 30 prospective grand jurors. During that period of time it is estimated that a minimum of approximately 500 hours will be required for grand jury service. By state law, a person is eligible if a citizen of the United States, 18 years of age or older, of ordinary intelligence and good character, and has a working knowledge of the English language.

Applications to serve on the Civil Grand Jury are available by contacting the Civil Grand Jury office:
- by phone (415) 551-3605 (weekdays 8:00 a.m. - 4:30 p.m.).
- in person at the Grand Jury Office, 400 McAllister St., Room 008, San Francisco, CA 94102.
- by completing an online application (available at http://www.sfsuperiorcourt.org/index.aspx?page=312), and mailing it to the above address.

CITY AND COUNTY OF SAN FRANCISCO
CIVIL GRAND JURORS
2011-2012
(AS OF DATE OF PUBLICATION)

Umung Varma, Foreperson

Helen Blohm	Sharon Gadberry	Mort Raphael
Mark Busse	Ossie Gomez	Jack Saroyan
Mario Choi	Arlene Helfand	Earl Shaddix
Matthew Cohen	Lewis Hurwitz	Jack Twomey
Kay Evans	Todd Lloyd	Gregory Winters
Allegra Fortunati	Jean Ninos	Sharon Yow

WITNESSES

With regard to witnesses who provide testimony to the Civil Grand Jury to aid it in its investigation, **California Penal Code § 929** provides that:

> As to any matter not subject to privilege, with the approval of the presiding judge of the superior court or the judge appointed by the presiding judge to supervise the grand jury, a grand jury may make available to the public part or all of the evidentiary material, findings, and other information relied upon by, or presented to, a grand jury for its final report in any civil grand jury investigation provided that the name of any person, or facts that lead to the identity of any person who provided information to the grand jury, shall not be released. Prior to granting approval pursuant to this section, a judge may require the redaction or masking of any part of the evidentiary material, findings, or other information to be released to the public including, but not limited to, the identity of witnesses and any testimony or materials of a defamatory or libelous nature.

The intention of the California State Legislature in enacting **Penal Code § 929** is to encourage full candor in testimony in Civil Grand Jury investigations by protecting the privacy and confidentiality of those who participate in an investigation of the Civil Grand Jury.

REQUIRED RESPONSES

California Penal Code § 933(c) provides deadlines for responding to this report:

> No later than 90 days after the grand jury submits a final report on the
> operations of any public agency . . . the governing body of the public
> agency shall comment to the presiding judge of the superior court on the
> findings and recommendations pertaining to matters under the control of
> the governing body, and every elected county officer or agency head for
> which the grand jury has responsibility . . . shall comment within 60 days
> to the presiding judge of the superior court . . . on the findings and
> recommendations pertaining to matters under the control of that county
> officer or agency head and any agency or agencies which that officer or
> agency head supervises or controls. In any city and county, the mayor
> shall also comment on the findings and recommendations. All of these
> comments and reports shall forthwith be submitted to the presiding judge
> of the superior court who impaneled the grand jury.

California Penal Code § 933.05 provides for the manner in which responses to this report
are to be made:

> (a) For purposes . . . as to each grand jury finding, the responding person
> or entity shall indicate one of the following:
>   (1) The respondent agrees with the finding.
>   (2) The respondent disagrees wholly or partially with the finding, in
>   which case the response shall specify the portion of the finding that is
>   disputed and shall include an explanation of the reasons therefor.
> (b) For purposes . . . as to each grand jury recommendation, the
> responding person or entity shall report one of the following actions:
>   (1) The recommendation has been implemented, with a summary
>   regarding the implemented action.
>   (2) The recommendation has not yet been implemented, but will be
>   implemented in the future, with a timeframe for implementation.
>   (3) The recommendation requires further analysis, with an explanation
>   and the scope and parameters of an analysis or study, and a timeframe
>   for the matter to be prepared for discussion by the officer or head of
>   the agency or department being investigated or reviewed, including the
>   governing body of the public agency when applicable. This timeframe
>   shall not exceed six months from the date of publication of the grand
>   jury report.
>   (4) The recommendation will not be implemented because it is not
>   warranted or is not reasonable, with an explanation therefor.

EXECUTIVE SUMMARY

The City and County of San Francisco spends approximately $250 million on technology each year, about 3.6% of a $6.8 billion budget. However, San Francisco's citywide technology governing structure is ineffective and poorly organized, hampered by a hands-off Mayor, a weak Committee on Information Technology, an unreliable Department of Technology, and a departmentalized culture that only reinforces the City's technological ineffectiveness. This organizational dysfunction has led to noncompliance with Administrative Code requirements and City policies, wasteful spending, and duplicative efforts among City departments. This ineffectiveness is typified by the continued existence of seven separate email systems, nine data centers, and multiple wide area networks. Stalled completion of various inter-departmental projects, one of which is now 15 years old and way over budget, gives further evidence of dysfunction. The City lacks detailed technology budget and staffing plans as well as other reports with citywide perspectives. Technology managers in the City are almost unanimous in their criticism of the hiring process, which slows the recruitment of highly qualified candidates in a competitive market.

Prior Civil Grand Juries, various City agencies, and consulting firms paid by the City have issued multiple reports identifying issues with the functioning of technology in the City. These reports repeat remarkably similar recommendations. Time after time after time, the recommendations are ignored. The earliest of these reports is eerily relevant to current issues. Why conduct these assessments if we never learn from them?

The picture is not totally bleak. In 2009, the City established a review process for the purchasing of equipment and professional services contracts. Last year, it published a five-year technology plan, presenting project-based priorities for the City. While a good start, this plan and process do not adequately address a technology anchored in software decades out-of-date.

For any real progress to be made, the Mayor must provide the same leadership in meeting the internal technological needs of City government that he has shown in establishing San Francisco as an "innovative capital." The Jury recommends that the two positions of City Chief Information Officer and Director of the Department of Technology be separated, as they are fundamentally different positions. Further, we recommend the introduction of a functional, working relationship between the City Chief Information Officer and the departmental technology units, including shared authority for staffing and budgets. To increase visibility, the City Chief Information Officer should construct a consolidated technology budget and author a comprehensive annual report on the state of technology in the City. The Charter needs revision to allow technologists to be hired in a more efficient, expeditious manner. Given the history of half-

hearted attempts to accomplish positive change, the Civil Grand Jury asks that what comes from our report not be "déjà vu, all over again."

BACKGROUND

Today, the technology industry is touted as a major component of San Francisco's economic future. During the past two years alone, over 250 tech firms have either been established or have relocated their operations into San Francisco. The Mayor, with much fanfare, has made technology a central part of his administration's vision. In a recent *sfgate.com* article, author Casey Newton states:

> Technology is San Francisco's fastest-growing sector, and now occupies
> more office space in the city than any other industry.... This year nearly 1
> in 4 non-government office jobs in San Francisco – 22.3 percent – are in
> tech.[1]

The larger world is witnessing a speed of change like no other due to technological advances. Not only can technology streamline government processes, but it also creates new forms of cooperation and coordination through virtual teams[2] and fluid organization.[3] The field of technology is rapidly expanding and changing with the latest innovations. New technologies are constantly being introduced, and it is impossible to predict what the field might look like even five years from now. Management of these changes requires an up-to-date, agile organization and skilled employees able to keep up with the fast pace. The time is ripe for the City and County of San Francisco (City) to take the next step in creating a more efficient and effective technology arena to improve government operations, attract well-trained information and communication technology (ICT)[4] professionals, and act as a showcase that proves that San Francisco not only talks the talk, but walks the walk.

Since the turn of the 21st Century, the structure and functioning of technology management within the City has been examined and evaluated a number of times. At the behest of Mayor Willie Brown, Liza M. Lowery, a former Executive Director of the Department of Technology [DT, previously called the Department of Telecommunications and Information Systems (DTIS)],[5] evaluated the organization of ICT in the City. In her February 2002 report *An Enterprise Approach to IT: A Proposal to Centralize Information Technology Management & Resources*, Lowery laid out a transition plan to achieve a more centralized management of ICT under a City Chief Information Officer (City CIO). Modeled after such departments as Police (SFPD), Fire, and Controller, this structure would provide a single point of authority, and standardize policies and procedures. Under this plan, DT would manage ICT services that did not require business unit specific expertise, including, among others, network infrastructure, telecommunications systems, wireless infrastructure and services, desktop support, disaster

preparedness, security and privacy protection, technology refresh, email, electronic government (e-gov), and geographic information systems (GIS).

Lowery's report also outlined various barriers and constraints to the plan. These barriers included stove-piped funding, legacy contracts, fear of change or losing control, lack of training, workforce recruitment, mandated use of or links to state/federal systems, issues of privacy/security, matching staffing and resources to business needs, bringing departmental ICT staff into DT, and fostering the commitment of DT staff to departmental missions. Lastly, the report recommended that the Controller measure DT service delivery and performance to collect baseline data to capture quantitatively the effectiveness of the proposed changes. The report recommended that the Controller continue these surveys only "if trust in the new [DT] is lacking."

The 2005–2006 Civil Grand Jury issued the report, *San Francisco's Information Technology Highway: Potholes and Possibilities.* It castigated both DT for not delivering on services in a timely manner and the Committee on Information Technology (COIT) for failing to meet regularly and for ceasing to function properly in guiding long-term policy. The report again called for the creation of a City CIO position with increased oversight of departmental ICT plans, contracts, and software and hardware inventory. The report also recommended the centralization of services such as network and communications infrastructure, desktop management, email, and helpdesk functions. It further recommended the revitalization of COIT as a citywide policy and planning body that would have the authority to compel compliance with the policies and projects it promoted.

In 2006, the Controller issued a report[6] finding that 61% of DT's clients would not continue to use its services if given autonomy over their own operations.[7] Among the recommendations included were the development of a customer service evaluation and improvement plan and the implementation of a project management approach that would ensure accountability.

In 2007, the then Budget Analyst (now the Budget & Legislative Analyst for the Board of Supervisors) conducted an audit.[8] This report pointed out that waste from purchasing tech equipment at the departmental level, rather than negotiating citywide contracts, guaranteed higher costs and caused incompatibility between and among departments' systems. It also chronicled the slow progress in major technology projects and the need for COIT to develop project management standards and tools to guide project implementation. The Budget Analyst called attention to the absence of a citywide ICT staffing plan, leading to ICT staff skills not matching business needs. This audit highlighted the fact that no one entity was responsible for citywide ICT security, contributing to inconsistent and inadequate system security at the departmental level. In responding to the Budget Analyst's recommendations, the then "City CIO" and Executive Director of DT noted that

> [w]hile most of the recommendations make good business sense, the
> report puts the responsibility of implementation of these recommendations
> either with COIT and/or [DT]. However, it does not address the
> overarching fact that neither COIT nor [DT], by administrative code, or
> practical application, have the authority over citywide technology staff,
> project[s], budgets, policy or performance.[9]

The 2008–2009 Civil Grand Jury issued a Continuity Report[10] following up on the 2005-2006 Jury report. That Jury found that some positive changes had occurred in City technology, including the creation of the City CIO position. The Jury further found that the City CIO was fostering a cooperative attitude among departments concerning technology issues. However, the Jury found that improvements were still needed, specifically concerning centralized purchasing of ICT equipment and services.

In 2010, the Board of Supervisors amended the Administrative Code[11] revitalizing COIT. As part of its duties, COIT, along with the City CIO, would develop a five-year ICT plan as well as review and approve budgets, projects, and staffing plans for all City departments. Additionally, the legislation removed the City CIO as Chair of COIT, though the City CIO continued to sit on that body as a permanent member. The amendment also gave the City CIO the authority and responsibility to implement COIT policies and plans citywide, and veto authority over ICT purchases and contracts. There was progress made, but mainly on paper.

Since 2010, COIT has developed a five-year ICT plan.[12] A CIO review process is in place, allowing the City CIO to monitor departmental purchases and professional services contracts in order to keep them consistent with COIT-approved projects. The City CIO's veto authority over ICT purchases and contracts helps to keep departments in check. Through negotiated rates and consolidated master contracts, it is thought the City will save money. For instance, in 2011-12, the City estimated it avoided spending $3 million due to the City CIO rejecting departmental server purchases, leading to their virtualization. However, this cost avoidance is not highlighted in detail, by department, and not carried through to subsequent budget planning and analysis.

The number of studies, reviews, and recommendations in such a short period reflects the City's struggle with ways to design and implement an approach to how it manages its technology needs. Creating more effective ways to integrate the special needs of large departments with the everyday needs of the entire City is a challenge, but a challenge that needs to be met. The City is heavily invested in what currently exists, yet it faces duplication of services and equipment. Recommendations for improvement abound, but there is little authority exercised for their implementation, continuing the City's history of financial waste and inefficient technology operations.

Many of the recommendations of these prior reports are still serious issues today. The Jury found that: ICT governance citywide is limited by the lack of leadership; there are no reporting relationships among departmental ICT units and the City CIO; and, there is a passive-aggressive organizational culture. The City lacks data tracking and evaluation methods to chart the success or failure of technology consolidation initiatives. There is a need for an ICT staffing plan that addresses the classification of ICT personnel and the streamlining of hiring processes for technologists.

Given the history of half-hearted attempts to accomplish positive change, the current Jury asks that what comes from our report not be "déjà vu, all over again."

METHODOLOGY AND APPROACH

The Jury conducted over forty interviews with senior officials from the Office of the Mayor, the Board of Supervisors, the Office of the Controller, Office of City Administrator, Civil Service Commission, Human Resources (DHR), Capital Planning Committee, the Port, the Sheriff, and Department of Technology (DT). We also spoke with ICT professionals from the Public Utilities Commission (PUC), Department of Public Health (DPH), the Airport (SFO), SF Municipal Transportation Agency (SFMTA), Human Services Agency (HSA), Police Department (SFPD), General Services Agency (GSA), Department of Building Inspection (DBI), and the Information Technology Professionals Chapter of the International Federation of Professional and Technical Engineers Local 21 [IFPTE/AFL-CIO] (Local 21). We reviewed the Charter, Administrative Code, Department of Technology and COIT plans and proposals, audits and reports from the Office of the Controller and the Budget Analyst, prior Civil Grand Jury reports from San Francisco and Santa Clara counties, journal and newspaper articles, and documents from various departments and their websites. In addition, members of the Jury attended numerous COIT meetings and subcommittee meetings, including Planning & Budget, Architecture & Standards, and Performance & Resources. We also toured the data center at 200 Paul Street and computer facilities within various departments.

DISCUSSION

I. The Structure of San Francisco City Technology

A. Department of Technology

DT was formed by the 1997 merger of the Information Systems Division of the Office of the Controller with the Department of Electricity and Telecommunications under the Office of the

City Administrator. It came about at a time of rapid growth and of increasingly sophisticated technology equipment and program design, coupled with greater demands in City government for planning, analyses, and reports.

The department's current services include cable franchise administration, telecommunications network infrastructure, GIS, Interactive Web and New Media Services, citywide email, the Public Safety radio system, SF Government TV, technical training, help desk and desktop support, and server hosting, among others. DT previously offered custom software development for other City departments, but has given up this service to concentrate on infrastructure.

During its early days, the work of the fledgling technology unit did not satisfy the growing immediate needs of the larger City departments, some of which had already mature ICT units. Larger departments, with their unique data requirements, found that DT's services failed to meet schedules, lacked quality, and were costly, making its services uncompetitive with their own technology operations. Outside vendors were less expensive than DT, and in-house staff was more efficient and attuned to departmental needs. To this day, most CIOs from the larger departments believe their own ICT staffs and operations are superior to those at DT. The latest client satisfaction survey, conducted by DT and completed in 2010, measured DT's quality and timeliness of service in twelve different categories of service, from help desk/desktop support to DT mainframe services. Other dimensions included the helpfulness of DT's staff, overall satisfaction, and improvement made over the past year. DT did not receive an excellent rating for any service category by a majority of respondents, and only a "satisfactory" rating for its reproduction and mail services and voice/data network.

Some senior managers within DT seemed unaware of this survey. However, the consequences of these low ratings have been severe. Not only has it encouraged departments to take over the management of their own ICT needs, but it has also caused budget cuts for DT. Over the last 2-3 years, DT's budget has dropped from $95 million to $72 million. Their staff has also decreased by 70 positions to 213 full-time employee equivalents (FTEs), accounting for both full-time and part-time employees.

B. Committee on Information Technology (COIT)

The Administrative Code[13] establishes COIT, outlines its composition, and sets its purpose and duties, including the following:

> It is the policy of the City to coordinate and direct the use of [ICT] technologies by City Departments and to provide the most cost-effective and useful retrieval and exchange of information both within and among City Departments and from City Departments to the people of San Francisco.[14]

COIT, founded in 1996, is composed of five permanent members: the Mayor, the President of the Board of Supervisors, the Controller, the City Administrator, and the City CIO. However, to our knowledge, the current Mayor has personally attended only one COIT meeting (in May 2012), sending a representative at all other times. In addition, a non-permanent group of eight department heads, recommended by the COIT Chair (currently held by the City Administrator) and approved by the permanent members, sit on COIT. Serving two year terms, these eight represent five major service areas: General Administration and Finance;[15] Public Protection;[16] Health, Human Welfare and Neighborhood Development;[17] Culture and Recreation;[18] and Public Works, Transportation, and Commerce.[19] Currently, the heads of DHR, DPH, PUC, Public Library (SFPL), Department of Emergency Management (DEM), the Airport, SFMTA, and HSA serve on COIT. Although these department heads represent the major service areas, it is unclear to the Jury whether they regularly communicate with the other departments within their respective areas, rather than merely serving the interests of the departments they each head. COIT is served by DT staff who cumulatively constitute the equivalent of one full-time employee.

Another Administrative Code provision requires that:

> There will be two additional non voting [sic] members of COIT selected
> by the voting members of COIT. These individuals cannot be employees
> of the City and County of San Francisco and shall have expertise in fields
> of ICT innovation and advances, emerging ICT applications, and public
> policy issues related to ICT.[20]

COIT has yet to choose these last two non-voting members. There is a concern among its members that appointing anyone from the corporate sector might be a conflict-of-interest. No consideration has been given to finding a member from academia or the foundation/non-profit sector, thereby losing a different, and possibly more innovative, perspective for COIT.

Under the Administrative Code, it is the duty of COIT to

> review and approve the recommendations of the City CIO for (i) the five-
> year City ICT plan..., (ii) ICT plans, budgets, projects and staffing plans
> for City Departments; and (iii) ICT standards, policies and procedures to
> enable successful development, operation, maintenance, and support of the
> City's ICT.[21]

COIT is charged with monitoring compliance of policies and approved projects, with particular attention to ensuring cost-effective and useful approaches. At COIT and its subcommittee meetings, departmental presentations for proposed or on-going projects are made. There are procedures in place for the review and approval of the five-year City ICT plan, for

approving and monitoring *projects* within that plan and others valued at $100K and above, and for approving ICT standards, policies, and procedures generally.

There is no indication that COIT reviews recommendations about operational ICT plans, budgets, projects, or staffing plans for City departments. COIT also does not monitor compliance with adopted standards, policies, and procedures on a regular basis. Additionally, there is no citywide ICT budget plan. ICT costs, including personnel and other expenses, are buried within departmental budgets, when submitted to the Mayor's Budget Office and the Board of Supervisors.[22] Finally, most COIT members see their work on COIT as policy-making only, without significant follow-through for implementation. To COIT members, the only citywide plan needed and required is a biennial plan derived from the rolling five-year ICT plan. It is also unclear how COIT policies and project initiatives are transmitted to departments. Generally, the feeling is, "when COIT speaks, no one listens." While directives from the Mayor could provide punch for COIT decisions and City CIO actions, so far the current Mayor has issued none, in contrast to Mayors Brown and Gavin Newsom.

C. City Chief Information Officer (City CIO)

The Administrative Code creates the position of the City CIO and vests that position "with the authority and responsibility to develop recommendations and *implement* COIT standards, policies, and procedures for all City Departments."[23] (Emphasis added.) The City CIO also serves "as the Director of the Department of Technology with responsibility for making recommendations regarding development, implementation, maintenance, operation, and support of all citywide ICT."[24]

Since 1996, four DT Directors have used the title of "CIO." The City is also rich with CIOs, with at least ten spread throughout departments and agencies in the City. None of them has any reporting relationship to the City CIO, responding only to the demands of their own departments.

According to the Administrative Code,[25] the City CIO's duties include consulting with City departments on their ICT staffing needs and developing an ICT staffing plan for review and approval by COIT. While the Jury has requested a copy of a staffing plan several times, it does not seem to exist. The City CIO does not consult with departments on their staffing needs.

D. Department ICT Units and the Other CIOs

Roughly two-thirds of the 49 departments in the city have an organized group of technologists within their departments. They support the users and applications specific to their department's business needs. In addition, they often support their department's infrastructure (servers and other hardware, networking equipment, WAN services, websites, and telephones). Departmental ICT groups are headed by CIOs or ICT Managers who report, directly or

indirectly, to a department head, with no reporting relationship to the City CIO. The departments with the largest ICT groups are:

Department	Number of ICT FTEs	Total ICT Budget
Department of Technology (DT)	213[26]	$21,953,243
Department of Public Health (DPH)	173	$42,718,566
Public Utilities Commission (PUC)	94	$20,756,369
Human Services Agency (HSA)	69	$17,065,127
San Francisco Airport (SFO)	69	$14,955,790
Controller/eMerge	60	$15,494,402
Metropolitan Transit Authority (SFMTA)	42	$12,194,418
Police (SFPD)	38	$16,591,152
GSA – Public Works	31	$8,656,148
GSA – City Administrator	20	$6,309,246

Table 1. ICT FTE and Budget Distribution

The independent growth of departmental ICT units has led to the point where today ten of the City's 49 departments account for 81% of all funds budgeted to technology citywide, while DT accounts for a mere 9.3% (see Table 2).[27] Though independence allows these larger departments to tailor their technology requirements for their own unique needs, it also establishes hurdles to managing both coordinated systems and achieving economies of scale for the efficient and effective use of equipment, staffing, and finance citywide.

Section 22A.5 of the Administrative Code requires all departments to coordinate "ICT procurement and staffing" with the City CIO, and to "develop procurement and staffing plans consistent with the ICT plan."[28] Departments must also cooperate with citywide efforts to standardize ICT resources. The CIO review process seeks to ensure procurement coordination, but the process is sometimes resented by departmental CIOs. There seems to be no recognition of the staffing obligations among most departmental CIOs, and, as a result, no staffing plan citywide exists. Generally, there is little coordination or cooperation as required by the Administrative Code.

Some of the COIT permanent members seem unaware of departmental CIOs' levels of resistance to, and ignorance of, COIT policies. Many of the departmental CIOs do not recognize

Dept	Department	GFS/NGFS	L — IT Full Time Equivalents (IT Job Classes)	L (Non-IT Job Classes)	M — IT Salaries (character 001) (IT Job Classes)	M (Non-IT Job Classes)	N — IT Fringe Benefits (character 013) (IT Job Classes)	N (Non-IT Job Classes)	O=M+N IT Salaries and Fringe (IT Job Classes)	O (Non-IT Job Classes)	P — Professional Services (object 027)	Q — Materials & Supplies (character 040)	R — Equipment (character 060)	S — Other IT Subobject, incl Licenses and Work Orders	T=P+Q+R+S Total IT Spending	U — Total FY11-12 Final Budget (incl. transfers and recoveries)	V=T/U IT Percent of Total Department Budget
ADP	Adult Probation	GFS	3.54		358,813		137,240		496,053		316,200	6,280	6,500	228,180	1,051,133	14,642,391	7.2%
AIR	Airport Commission	NGFS	69.00	2.00	6,934,409	241,135	2,571,385	102,131	9,405,794	183,266	653,000	963,600	444,217	3,106,893	14,955,390	756,145,222	2.0%
ART	Arts Commission	GFS												44,597	44,597	10,290,922	0.4%
AAM	Asian Art Museum	GFS												48,833	48,833	7,715,179	0.6%
ASR	Assessor/Recorder	GFS	7.00		570,082		234,976		805,058		972,651	54,000		600,474	2,432,183	20,706,307	11.7%
PAB	Board Of Appeals	GFS										3,830		8,236	12,066	925,289	1.3%
BOS	Board Of Supervisors	GFS	3.00		251,774		103,784		355,558			21,514	7,088	107,904	492,064	10,793,744	4.6%
CSS	Child Support Services	NGFS	2.00	1.00	190,335	104,947	75,153	43,909	265,488	148,856	50,000	139,411		256,156	809,911	13,145,177	6.3%
CFC	Children & Families Commission	NGFS												110,077	160,077	32,131,216	0.5%
CHF	Children, Youth & Their Families	GFS	2.00		202,166		77,713		279,879					56,467	336,346	121,948,120	0.3%
CAT	City Attorney	GFS	7.00		720,129		277,248		997,377					396,681	1,394,058	64,989,866	2.1%
CPC	City Planning	GFS	7.00		613,051		235,260		848,311		2,785	69,258		323,252	1,243,606	24,604,399	5.1%
CSC	Civil Service Commission	GFS												7,988	7,988	824,261	1.0%
CON	Controller	GFS	13.00	1.00	1,218,324	130,306	473,408	49,029	1,711,732	179,335	615,000	196,820		1,338,122	4,041,009	38,125,626	40.6%
CON	eMerge	GFS	47.11	3.00	4,837,369	377,687	1,750,682	132,983	6,588,051	510,670	871,993	232,575	638,248	2,611,356	11,453,393	116,036	70.5%
USD	County Education	NGFS	1.00		54,875		26,889		81,764					81,764	81,764	479,902,607	0.7%
DBI	Department of Building Inspection	NGFS	13.77		1,481,633		556,198		2,037,831		1,050,000			590,912	3,678,743	47,544,861	7.7%
ECD	Department of Emergency Management	GFS	18.50	1.00	1,726,641	121,485	671,705	47,280	2,398,346	168,765				1,046,228	2,613,339	41,548,161	8.3%
WOM	Department on the Status of Women	GFS												9,259	9,259	3,530,652	0.3%
DAT	District Attorney	GFS	3.00	1.00	292,119	68,459	113,729	30,722	405,848	99,581	289,802	251,416		377,098	1,133,943	40,655,171	2.8%
ECN	Economic & Workforce Development	GFS	3.00		256,185		104,954		361,139			25,000		66,126	91,126	32,510,310	0.3%
REG	Elections	NGFS	1.00		95,168		37,575		132,743		39,040			90,722	780,703	15,239,788	5.1%
ENV	Environment	GFS	1.00		86,398		35,251		121,649		92,616	75,600		96,938	304,181	17,596,746	1.7%
ETH	Ethics Commission	GFS												41,837	256,100	4,349,344	3.1%
FAM	Fine Arts Museum	GFS												78,032	78,032	15,623,172	0.5%
FIR	Fire Department	GFS	3.00	1.00	310,801	140,630	119,359	51,078	430,160	191,708	100,000	102,271	150,000	2,869,756	3,143,895	301,252,668	1.3%
GEN	General City Responsibility	GFS												3,934,765	3,934,765	575,153,399	0.7%
ADM	General Service Agency - City Administrator	GFS	20.15		2,086,123	1,283,983	794,850	51,078	2,880,973		618,466	260,344		2,780,807	6,300,246	251,499,218	2.5%
DPW	General Services Agency - Public Works	NGFS	31.00	3.00	3,139,720	272,691	1,189,491	110,107	4,329,211	382,998	291,171	461,000	554,140	2,575,338	8,656,448	128,967,748	6.7%
HSS	Health Service System	NGFS	3.00		280,469		110,818		391,287					161,905	553,192	6,463,314	8.6%
HRD	Human Resources	GFS	4.00		361,652		144,505		506,157					256,950	761,107	77,892,526	1.0%
HRC	Human Rights Commission	GFS												103,642	103,642	5,841,478	1.8%
DSS	Human Services Agency	GFS	69.00	2.00	5,976,632	302,159	2,418,698	106,302	8,395,330	408,461	3,698,649	801,205	2,019,306	3,161,582	17,065,127	693,555,992	2.5%
JUV	Juvenile Probation	GFS	6.00		586,184		227,414		813,598			21,920		330,087	1,165,605	33,175,350	3.5%
LLB	Law Library	NGFS	1.00											16,310	16,310	751,040	2.2%
MYR	Mayor	GFS	1.00									18,000		217,441	217,441	14,746,751	1.5%
MTA	Municipal Transportation Agency	NGFS	42.00		4,057,730		1,542,905		5,600,635		956,153	260,344		5,376,686	12,194,418	780,587,111	1.6%
POL	Police	GFS	38.00	15.00	3,982,723	693,060	1,508,332	564,967	5,491,055	2,348,950	936,635	461,000		7,253,523	16,591,152	461,607,191	3.6%
PRT	Port	NGFS	8.00	8.00	760,329		283,853	273,607	1,046,182	968,667	486,471			1,521,390	4,022,710	78,752,159	5.1%
PDR	Public Defender	GFS	3.00		312,465		123,667		456,132			72,392		406,403	934,927	25,942,106	3.6%
DPH	Public Health	GFS	171.21		16,329,533		6,312,811		22,642,344		7,641,803	632,160		11,798,239	42,718,566	1,577,271,667	2.7%
LIB	Public Library	NGFS	13.00	1.00	1,197,379	130,306	475,785	49,029	1,673,164	179,335	34,264	1,325,612		1,661,658	4,874,033	86,469,190	5.6%
PUC	Public Utilities Commission	NGFS	93.34	10.00	9,751,616	1,412,676	3,658,394	497,406	13,410,010	1,909,882				1,417,091	20,736,369	818,364,434	2.5%
REC	Recreation And Park Commission	GFS	8.00		756,075		298,055		1,054,130			63,312		1,329,906	2,447,348	127,822,235	1.9%
RNT	Rent Arbitration Board	NGFS												43,876	43,876	5,935,352	0.7%
RET	Retirement System	NGFS	10.77	1.00	1,121,832	149,620	427,336	51,078	1,549,168	191,708	351,019			1,451,817	3,543,712	19,258,888	18.4%
SHF	Sheriff	GFS		3.00		349,549		124,606		474,155					2,418,397	176,600,812	1.4%
TTX	Treasurer/Tax Collector	GFS	18.00		1,314,493		700,471		2,514,964					2,208,074	4,721,038	28,546,424	16.5%
WAR	War Memorial	NGFS												86,320	106,320	12,095,983	0.9%
	Total		746.59	53.00	72,655,221 (7,265,522)	6,310,102 (631,010)	27,813,794 (2,782,179)	1,236,234 (223,623)	100,477,031 (10,041,702)	4,546,336 (854,634)	20,053,268	6,358,170	3,820,099	67,264,195	206,516,089 (10,932,356)	7,638,558,640	2.7%

General Service Agency - Telecom & Info Services¹ | 102.0 | 11.00 | 9,836,210 | 1,693,302 | | | 13,609,696 | | 1,758,593 | 10,157 | 826,813 | 5,247,994 | 21,553,243 | 74,183,448 | 29.6%

Subtotal (includes work orders to DT) | 746.59 | 53.00 | 65,389,784 | 5,679,092 | 25,031,615 | 1,012,611 | 99,429,519 | 7,691,703 | 20,053,268 | 6,358,170 | 3,820,099 | 67,264,195 | 195,613,754 | 7,638,558,640 | 2.6%

10% Step & Attrition Adjustment

¹General Services Agency - Telecom & Info Services
²Excluded from amounts above, as costs are already assumed in department budgets and in General City Responsibility.

Note: Position data does not include job classes in any org BZ4A: 9991 (One Day Adjustment), 9993 (Attrition Savings), 9995 (Position Not Detailed), STEP (Step Adjustment)

Table 2. CCSF FY 2011-12 Final IT Budgets by Department

that COIT policies are citywide policies and that they are required to conform to them. In interviews, departmental CIOs talk as if they have a choice to comply or not, as they see fit. This is particularly true of the large enterprise departments[29] where some cite their Charter sections as giving them the right to decide whether to participate in citywide initiatives.

The Jury has been told that some departmental COIT members publicly vote "yea" on a new policy but then privately, along with their departmental CIOs, drag their heels in implementing that policy, particularly in server consolidation and website development. One interviewee noted that several of the departments are waiting for one to "drop the gauntlet," refusing to go along with the full implementation of a mandated email conversion. Although several serve on various COIT subcommittees, departmental CIOs feel constrained in voicing their opposition publicly to policies and citywide projects. Many of their concerns center on their longstanding distrust of DT's quality of service and reliability. Also, as far as the Jury can determine, there are no adverse consequences for any implicit foot dragging or lack of cooperation. Neither COIT in its project approval process, nor the Mayor and the Board of Supervisors in their budget process, have tied project approvals or budget requests to demonstrable cooperation on consolidation efforts.

E. Consolidation and Other Technology Initiatives

Consolidation initiatives are projects where the City seeks to combine redundant systems and duplicative services, and at the same time update technology across departments to improve effectiveness and efficiencies at a lower cost. The importance of consolidation initiatives and upgrades to various out-of-date citywide and interdepartmental systems cannot be emphasized enough. As one interviewee said, the City "cannot govern well with the technology we have." The Jury itself experienced a problem with the old technology when we requested reports. Expecting they could be generated in a few days' time, instead it took months.

The cost savings potential of consolidated and new systems is enormous. For instance, the State of California, through its ICT consolidation efforts, is expected to save $3 billion through FY2014.[30] Denver saved $1.2 million in licensing costs alone through one of its consolidation efforts.[31]

The Jury examined several projects that are representative of the problems the City is trying, without much success, to grapple with:

Email: Currently, there are seven different email systems in use by the City. Not all can adequately communicate with the others. Besides Lotus Notes, which is used throughout the City, six departments have their own email systems: PUC, SFPL, DPW, SFMTA, the Airport, and HSA. Since 2009, COIT and DT have been working on an initiative to integrate all City departments to a single "cloud-based"[32] system, Hosted Microsoft Exchange. At the time of this

report, only 2,700 employees out of the 26,000 in the City have migrated to this system. Several departments initially accepted Microsoft Exchange, but have since raised issues concerning special security and privacy requirements. The Jury was told that this project would garner considerable savings, but no one has ever been able to supply an actual figure or any report that outlines the basis for any savings claims. Interviewees who are technically savvy, but still use Lotus Notes and are not stakeholders in the email conversion issue, show a sense of amazement that there is even an issue here.

Data Center Consolidation and Virtualizing Servers: This consolidation effort is seen by some interviewees as the most successful so far. Currently, nine departments maintain their own "data centers," of which only one is under the control of DT. The COIT plan is to shrink that number to four centers at the PUC, the Airport, DEM, and at a DT center in the Bayview, and moving 450 servers into these spaces. This project is said to be 30-40% complete. The COIT plan also calls for reducing the number of servers by 50% through virtualization. DT expects a reduction of up to 75%. So far, about 750 servers out of the nearly 2000 have been virtualized. Departments have been more "cooperative" in this effort for two reasons. First, three of the four centers would not be under DT's exclusive control. Secondly, the City CIO review process has caught departments who have tried to purchase new data servers and redirected them to virtualization. Departments, therefore, have no choice in the matter. However, the project has apparently garnered considerable savings, with DT quoting $3 million in cost avoidance in the last year alone.

eMerge: Project eMerge is a "human capital management system" designed to be a citywide vehicle for payroll, human resources, and benefits administration for all current and retired City employees. The system would replace outmoded applications and improve manual and redundant business processes and systems. eMerge is considered to have an advantage in its development in that the Controller's Office is its "Executive Sponsor."[33] Originally estimated as a two-and-a-half year project of the Department of Human Resources, it was restarted and moved to the Controller's Office due to project management issues. eMerge is now starting its fifth year of development. The system is currently in testing, with completion of the core system expected at the end of FY2011-2012. Because its funding is covered by the Controller's Office, COIT does not monitor its progress closely, and it is not a significant part of the ICT plan.

The Justice Tracking Information System (JUS.T.I.S): This ongoing effort is supposed to replace a 35-plus year-old mainframe applications system and create a hub for sharing data among the several City departments that handle criminal justice issues [SFPD, the Sheriff, Juvenile Probation, the District Attorney's Office (DA), the Public Defender's Office, the San Francisco Superior Court, and Adult Probation]. These departments, along with the Mayor's Office, the City Administrator, the Commission on the Status of Women, DEM, and DT, form the JUS.T.I.S. Governance Council. Initiated in 1997 and still not fully developed, the original project was expected to be completed in three years at a cost of $15 million. Ten years later, and

still incomplete, costs have swelled to $25.5 million, 70% more than expected.[34] The program was moved from DT to the Office of the City Administrator and assigned an Executive Sponsor in March 2011. Because it has existing funding, JUS.T.I.S is not included in the five-year ICT plan. There is a great deal of confusion about the status of this project, with some noting that "the project is completed" while others say that the project is "not finished, with no end in sight."

Future consolidation initiatives could include telephony (done except for PUC and Airport systems), as well as disaster recovery, desktop support, networks, security services, and help desks. However, none of these systems are consolidated, and they are not on COIT's agenda. While there is a citywide consolidation policy for departmental websites, in practice it is not being followed. SFO, PUC, Environment, Arts Commission, Grants for the Arts, SFMTA, and SFPL do not use standard website development software.

F. Organizational Structures for Technology

The structure of the organization that provides technology services throughout the City plays a major role in determining its effectiveness and cost. As a result, the Jury looked at various organizational structures outlined in previous reports, from "centralized" to "distributed." The "centralized" structure has all technologists reporting to a single head of technology for the entire organization. Some may work together in a central department. Others may work on projects for another department, and even be physically located in that department, but they still report in a solid-line relationship to a single head of technology. From interviews, this was the least desirable and is considered an unworkable situation. Many technological needs are unique to individual departments, such as billing in DPH and coordinating air traffic at SFO, and they each require tailored systems best managed at the departmental level.

Equally undesirable is the "distributed" structure where technologists are attached exclusively to individual departments in a solid-line reporting structure to the department head. The "distributed" technologists work exclusively on the projects of interest to their department. Even common systems, such as email, networking and servers, would be developed independently within each department.

For some time, the City has been evolving toward a more workable "hybrid" structure that would consolidate those needs that can be met citywide under DT, while maintaining unique business functions under departmental control. This process is not going well. Part of the problem is the historical independence of departments. The other issue is that one person plays the dual roles of both City CIO and the Director of DT.

In the current "hybrid" model, there is no real connection or reporting structure between the City CIO and the departmental CIOs and ICT managers, in spite of the City CIO being charged with the "authority and responsibility to ... implement COIT standards, policies, and procedures

for all City Departments." There have been and continues to be informal "lunch" meetings of some departmental CIOs, but these meetings lack structure, do not involve the City CIO, and do not provide for any formal relationship among them or with the City CIO. They are also infrequent and insufficient for the sharing of information, airing policy concerns and suggestions, and cultivating a citywide focus on ICT. The cooperative attitude encouraged by the Budget Analyst's report in 2007, and apparently seen by the 2008-2009 Jury, no longer exists. If there truly was a cooperative attitude three years ago, its existence today is spotty at best.

Some CIOs and ICT managers are not ready to cooperate fully with a City CIO who is also Director of DT. Many see DT, historically and presently, as badly managed and housing a less skilled staff than their own. Dissociating the role of the City CIO from DT would help, along with establishing a new reporting relationship among the City CIO and the various departments with ICT groups.

Neither a "centralized" organization with the City CIO responsible for all technology, nor a completely "distributed" approach with department CIOs/ICT managers focused only on their department needs, would foster cooperation. Instead, a dotted-line relationship between department CIOs/ICT managers and the City CIO for all citywide technology is most appropriate. A dotted-line reporting structure is a style of management where an individual has two reporting superiors (bosses) – one functional and one operational. This is commonly seen in project management where an engineer, for example, reports to the chief engineer functionally, but reports to the project manager on operational project issues. Here, departmental CIOs/ICT managers would report to the City CIO while at the same time remain employees of their current departments and reporting to the departmental executives.

Under this system, departmental managers would continue to be administratively in charge of their CIOs and would continue to hold them responsible for department specific systems and programs. They would also look to their own CIOs to integrate citywide systems and programs into their departments. At the same time, departmental CIOs would join with their colleagues in a collaborative effort under the City CIO's leadership, applying citywide interests in creating efficient and effective systems and programs for use throughout the City. The departmental CIOs would keep their departmental heads informed of their efforts while reporting departmental concerns to the City CIO.

The roles of City CIO and of Director of DT are fundamentally different jobs. The latter leads the department and improves its operations. The former is more strategic in leading ICT departmental managers toward finding common technological elements among them with an eye to building better, less costly, and more efficient technology citywide.

Finally, departmental CIOs/ICT managers need to refocus their interests from departmental to a more citywide view in their work. There must be a trusting relationship between the City

CIO and the department CIOs/ICT managers, one built on respect, cooperation, and effective communication. Only an individual with the appropriate authority, *including the ability to have input into departmental ICT staffing at the senior level and departmental budgets*, can accomplish this coordination. The City CIO should be vested with the full support of City leaders and the tools necessary to implement his authority as mandated in the Administrative Code, including having separate staff.

Given the City's history in technology, this may take some time and effort, but continuing with the current organizational structure only leads to inefficient and ineffective citywide technology operations.

G Findings

F1. Delegating the attendance of COIT meetings by the Mayor to a representative sends a negative message to department heads and CIOs that internal citywide technology issues are not a high priority for the Mayor.

A response is requested from the Mayor and the Board of Supervisors.

F2. The Department of Technology continues to be perceived by many of its customers as providing unsatisfactory service in terms of quality, reliability, timeliness, and cost.

Responses are requested from the Board of Supervisors, the Chair of COIT, the Controller, the City CIO, and the departmental CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

F3. There are consequences to the Department of Technology for failing to deliver timely and high quality services, including the Mayor and Board of Supervisors continually cutting DT's budget.

Responses are requested from the Mayor, the Board of Supervisors, the Controller, the Chair of COIT, and the City CIO.

F4. Another consequence to the Department of Technology for unsatisfactory service is the reluctance of departments to participate in citywide initiatives and to give up their operational independence.

Responses are requested from the Mayor, the Board of Supervisors, the Chair of COIT, the City CIO and the departmental CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the

Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

F5. COIT policies and citywide consolidation initiatives are not communicated to Department Heads and CIOs effectively by the Mayor and COIT.

Responses are requested from the Mayor, the Board of Supervisors, the Chair of COIT, the City CIO, and the Department Heads and CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

F6. COIT is not in compliance with the Administrative Code by failing to find and appoint two non-voting, non-City employee members.

Responses are requested from the Mayor, the Board of Supervisors, the City Attorney, the Chair of COIT and the City CIO.

F7. The current citywide ICT organizational structure hinders the City CIO from fully using the established "authority and responsibility necessary to ... implement COIT standards, policies, and procedures for all City Departments."

Responses are requested from the Mayor, the Board of Supervisors, the Chair of COIT, and the City CIO.

F8. The strategic role of the City CIO and the operational role of the Director of DT are two fundamentally different and equally full-time jobs.

Responses are requested from the Mayor, the Board of Supervisors, the Department of Human Resources, the Chair of COIT, and the City CIO.

F9. Departmental CIOs have no formal forum to communicate with each other or coordinate common technology issues.

Responses are requested from the Board of Supervisors, the Chair of COIT, the Controller, the City CIO, and the departmental CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

F10. The lack of a functional reporting relationship between the City CIO and the departmental CIOs is a fundamental weakness in implementing common citywide programs.

Responses are requested from the Mayor, the Board of Supervisors, the Controller, the City CIO, and the departmental CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

F11. Allowing common ICT functions to be addressed and performed on a department-by-department basis has led to duplication of effort and unnecessary spending.

Responses are requested from the Mayor, the Board of Supervisors, the Controller, the City CIO, and the departmental CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

F12. The five-year ICT plan does not include: (1) ongoing operational activities, and (2) projects currently in progress with prior funding.

Responses are requested from the Mayor, the Board of Supervisors, the Controller, the Chair of COIT, the City CIO, and the JUS.T.I.S Governance Council.

F13. There are no consolidated citywide ICT budget and staffing plans.

Responses are requested from the Mayor, the Board of Supervisors, the Controller, the Chair of COIT, the City CIO, and the Department Heads and CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

H. Recommendations

R1. The Mayor regularly attend COIT meetings to communicate his interest and support of internal citywide technology and move it forward within City government.

Response is requested from the Mayor.

R2. The Budget Analyst or the Controller perform a management audit evaluating the Department of Technology's functions to determine if the Department adequately communicates with other departments, and how to alleviate the Department's barriers to better performance.

Responses are requested from the Mayor, the Board of Supervisors, the Controller, Budget Analyst, the City CIO, and the departmental CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

R3. Policies and citywide consolidation initiatives adopted by COIT be communicated as Mayoral Directives to Department Heads and CIOs.

Responses are requested from Mayor, the Chair of COIT, and the City CIO.

R4. COIT appoint two non-voting, non-City employee members to sit on COIT without further delay.

Responses are requested from the Mayor, the Board of Supervisors, the City Attorney, the Chair of COIT and the City CIO.

R5. The City CIO develop consolidated citywide comprehensive ICT budget and staffing plans, reviewed and approved by COIT, and take the lead in its presentation to the Mayor's Budget Office and the Board of Supervisors.

Responses are requested from the Mayor, the Board of Supervisors, the Controller, the Department of Human Resources, the Chair of COIT, the City CIO, and Department Heads and CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

R6. Subsequent to COIT approval of the ICT budget and staffing plans, COIT and the City CIO monitor adherence to these plans.

Responses are requested from the Mayor, the Board of Supervisors, the Controller, the Department of Human Resources, the Chair of COIT, the City CIO, and Department Heads and CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

R7. The City CIO position be elevated in authority, responsibility, and accountability by creating functional "dotted-line" relationships between the City CIO and the departmental CIOs.

Responses are requested from Mayor, the Board of Supervisors, the Controller, City CIO, and Department Heads and CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

R8. Provide staff support to both the City CIO and COIT.

Responses are requested from Mayor, the Board of Supervisors, the Controller, City CIO, and Department Heads and CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

R9. Amend Administrative Code, Section 22A.4 and 22A.7, to separate the position of City CIO from the Department of Technology.

Responses are requested from the Mayor, the Board of Supervisors, the Chair of COIT, and the City CIO.

R10. Amend Administrative Code, Sections 22A.4 and 22A.7, to create the separate position of Director of DT, appointed by and reporting to the City CIO.

Responses are requested from Mayor, the Board of Supervisors, the Chair of COIT, and the City CIO.

II. A Dearth of ICT Information

The Jury, in conducting this investigation, found a dearth of in-depth information about technology in the City, including: technology usage; staffing requirements; and overall costs.

A. Technology Reporting

ICT planning and reporting is focused on individual projects. Even the recent five-year ICT Plan is focused on projects, including consolidation initiatives, but contains little citywide data on costs, personnel, or equipment. Individual departments create and maintain information on their own ICT plans. COIT also collects this information. However, none of this information is consolidated or used for later citywide analysis. The lack of hard, comprehensive financial information has discouraged decision-makers, particularly those in the top leadership positions,

from tackling technology issues citywide or seeing its potential in furthering City programs and reducing costs. Sound management and accountability require such data. Little attempt has been made over the years to track, analyze, and evaluate the costs related to ICT. No citywide comprehensive ICT annual report is made to the Mayor or Board of Supervisors, other than a presentation of ICT project plans for budget proposals and hearings. The structure of ICT citywide does not make this data visible to the public or to decision-makers.

B. Asset Management

While departments often keep track of the equipment and software they own, there is no citywide ICT asset management system to track hardware and other equipment, software, and licenses. The lack of citywide information hampers the ability of COIT and the City CIO to identify duplication in, and opportunities to share, equipment and licenses. An inventory would provide City leaders critical information from when to upgrade software to developing a standard schedule for equipment replacements across departments, large and small. Furthermore, an inventory would allow the City to track the life expectancies of critical computer systems and determine a replacement schedule, and budget for the highest-priority systems.

C. Human Resource Management

There also is no effort to systematically catalog the skill sets of ICT personnel to ensure that skills match the business needs of departments or that appropriate training opportunities are offered. With this data, it would be easier to exchange or temporarily transfer department ICT staff for short-term assignments, foster a more creative work environment, and provide a better approach to resolving ICT problems.

D. IT Spending

There are 49 departments in the body of San Francisco City government for which ICT financial budgets are identified and reported by the SF Controller's Office (see Table 2). The 2011-12 summary table includes information on all City ICT budgets (ICT staff, non-ICT staff doing ICT work, professional services, materials and supplies, equipment, and licenses and work orders) totaling $196 million. These figures represent merely what is budgeted, not what is actually spent. Several departments have been able to reallocate monies toward the funding of ICT projects from other sources within their budgets but are not reflected in the Controller's summary. Some personnel and costs outside of ICT job classifications, which COIT funds and which DT considers to be part of technology, are not included, such as: new media, telephony, and radio personnel. A more accurate accounting of ICT costs is estimated to be closer to $250 million according to those interviewed by the Jury.

In the Controller's chart, ten departments account for 81% of total ICT spending. However, this information is a summary and cannot be used to determine savings that might be captured, particularly due to consolidations and system upgrades.

E. Reporting and Measures

As mentioned in Lowery's 2002 report, *An Enterprise Approach to IT*, as well as by interviewees, there is a need for an accurate baseline assessment of where the City is in terms of ICT performance and expenditures, both at DT and at the departmental levels. The report suggested a survey[35] of every City department. Besides measuring quantitative data such as system uptime and help call response time, both at DT and the departmental level, the survey should include:

- what ICT services the departments have now;
- how the departments currently ensure they receive timely and high quality ICT service and support;
- how the departments currently measure success of ICT services and projects;
- how and why the departments currently split their ICT dollars between their departments, DT, and outside contractors;
- how departments rank their current level of satisfaction with services the departments receive from DT;
- how departments rank their current level of satisfaction with their internal ICT services; and
- what departments see as missing critical ICT services.

An ICT needs assessment for smaller departments has not been conducted. This survey is as needed today as it was in 2002, and would be invaluable in assessing improvements in customer service and in tracking projected and actual long-term savings, once consolidations and other ICT systems are in place. Comparative data can be used to benchmark ICT expenditures, to capture areas of concern and to identify successes and how to exploit them.

F. Findings

F14. Although COIT, DT, and a City CIO, address technology on a citywide basis, technology is not treated as a distinct citywide organizational entity.

Responses requested from the Mayor, the Board of Supervisors, the Controller, the Chair of COIT, the City CIO, and the Department Heads and CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

F15. There is no comprehensive annual reporting on the state of technology within City government presented to the Mayor or the Board of Supervisors.

Responses requested from the Mayor, the Board of Supervisors, the Controller, the Chair of COIT, the City CIO, and the Department Heads and CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

F16. There is a scarcity of consolidated citywide data in the technological arena, separate from departmental budgets.

Responses requested from the Mayor, the Board of Supervisors, the Controller, the Chair of COIT, the City CIO, and the Department Heads and CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

F17. COIT concentrates on the design and implementation of individual projects rather than citywide costs and savings stemming from these projects.

Responses requested from the Mayor, the Board of Supervisors, the Controller, the Chair of COIT, the City CIO, and the Department Heads and CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

F18. There is a need for a citywide ICT asset management system.

Responses requested from the Mayor, the Board of Supervisors, the Controller, the Chair of COIT, the City CIO, and the Department Heads and CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

F19. There is a need for a citywide database of ICT personnel.

Responses requested from the Mayor, the Board of Supervisors, the Controller, the Chair of COIT, the City CIO, and the Department Heads and CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

F20. There is no effort to gather and utilize comprehensive quantitative data to track how ICT currently functions.

Responses are requested from the Mayor, the Board of Supervisors, the Controller, the Chair of COIT, the City CIO, and the Department Heads and CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

F21. The ICT 5-year plan is not a strategic plan and does not calculate how changes in ICT systems would impact City operations and costs.

Responses are requested from the Mayor, the Board of Supervisors, the Controller, the Chair of COIT, the City CIO, and the Department Heads and CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

G. Recommendations

R11. The City CIO work with the Controller to conduct a survey, including, but not limited to, performance data, client satisfaction, decision-making and evaluation criteria, inventory of services, and needs assessment, first for baseline figures and then annually to measure improvement over the baseline figures.

Responses are requested from the Mayor, the Board of Supervisors, the Controller, the Chair of COIT, the City CIO, and the Department Heads and CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

R12. The City CIO report annually on the state of technology in the City to the Mayor and the Board of Supervisors.

Responses are requested from the Mayor, the Board of Supervisors, the Controller, the Chair of COIT, the City CIO, and the Department Heads and CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

R13. The City CIO and the Controller create a citywide asset management system for ICT equipment.

Responses are requested from the Mayor, the Board of Supervisors, the Controller, the Chair of COIT, the City CIO, and the Department Heads and CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

R14. The City CIO and DHR create a citywide skills database for personnel, to catalog such skills as programming languages, web development, database, networking, and operating systems.

Responses are requested from the Mayor, the Board of Supervisors, the Department of Human Resources, the Chair of COIT, the City CIO, and the departmental CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission, and Local 21.

III. The Need for a Citywide Staffing Plan

As noted earlier, the Administrative Code, without much definition, requires an ICT staffing plan. This plan should address, among other things, two major issues: the classification of ICT personnel, whether Permanent Civil Service (PCS) or Permanent Exempt (PEX), and the need for a more streamlined hiring process.

A. Classification of Positions

Most tech positions within the City are filled as PCS. However, technology is a dynamic field, and it is hard to predict even within five years' time what that technology is going to look like and what skill sets are going to be needed. There is a constant need for training, and not all employees can be retrained to fit the changing business needs of ICT units. This becomes a problem within the department, not just for managers but also for motivated colleagues whose morale is affected by significantly less motivated co-workers.

Under PCS, employees acquire certain rights to their positions, and there is less flexibility to hire new employees, move employees around on an "as needed" basis, or terminate them. Under PEX, however, employees are considered "at will" and serve at the pleasure of their appointing officer. Department heads have more discretion in the use of the "merit system" for exempt positions. Under the Charter,[36] 19 categories of employment are exempt from civil service. These

are divided into three groups. Group I consists of such positions as elected officials, heads and deputy heads of agencies and departments, and members of commissions and other advisory committees. Group II includes such named positions as attorneys, physicians, dentists, the law librarian, the actuary of the Employee's Retirement Board, and other positions that were designated exempt under the 1932 Charter, long before information technology became a professional category. Group III includes temporary and seasonal appointments and those hired for special projects or for professional services with limited term funding (generally approved for up to three years of employment). Currently, approximately 15% of all active ICT employees are Group III exemptions.[37] But, it is a sometimes arduous approval process to create such positions in the City and can involve appeals by unions to the Civil Service Commission.

The last time the Charter was changed to expand exempt categories was in 1999. Under Proposition E, the City created SFMTA and added their managerial positions as another category of exempt appointments. It is time to make another Charter change to add technologists as a Group II exemption category from civil service. This category could include computer operators, LAN administrators, database administrators, programmers, and ICT project managers and analysts. As departmental technology changes, employees can be offered training opportunities, or, as "at will" employees, be terminated to more nearly match changing business needs with staff skills.

B. Hiring Practices

Another issue is the City's ICT-position hiring practices. With more private firms moving into the City, competition for the best ICT talent will only increase. Hiring processes are not designed to meet the need to make timely job offers. For some managers, this has meant they are not getting the best people. The process for hiring a PCS employee is cumbersome and drags on for several months. First, DHR is involved in posting the positions and screening the applicants for education, experience, and certification qualifications. Local 21 is also involved with testing and ranking procedures. An applicant list is then created, with the top three scorers sent to the hiring department to interview. However, priority is given to former employees who have been laid off. These positions are posted for three months; if a suitable candidate is not found, the position is posted for another three months, and a new list is created. There is also always the possibility that even though the position had been previously approved, the Mayor may declare a hiring freeze. This hiring process for PCS positions has sometimes gone as long as eight months before a candidate is able to come onboard.

Hiring PEX employees is a much faster process. Job descriptions are written by the respective departments and are posted by DHR. Candidates that have the requirements are interviewed by the respective departments. If a candidate is accepted by the departmental CIO and the department head, an offer is made. This hiring process can take approximately 2-3 months.

C. Findings

F22. City ICT managers are experiencing a growing difficulty in hiring technologists with "cutting edge" knowledge, skills, and experience.

Responses are requested from the Mayor, the Board of Supervisors, the Department of Human Resources, the City CIO, and the departmental CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission, and Local 21.

F23. Relying on Permanent Civil Service as a standard way of hiring technologists is too slow and cumbersome for the business needs of ICT units.

Responses are requested from the Mayor, the Board of Supervisors, the Department of Human Resources, the City CIO, and the departmental CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission, and Local 21.

F24. Relying on Permanent Civil Service as a standard way of hiring technologists prevents the city from attracting top talent from the private sector.

Responses are requested from the Mayor, the Board of Supervisors, the Department of Human Resources, the City CIO, and the departmental CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission, and Local 21.

D. Recommendations

R15. Revise the Charter so that all vacant and new technology positions be classified as Group II exempt positions.

Responses are requested from the Mayor, the Board of Supervisors, the Department of Human Resources, the City CIO, and the departmental CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF

Police Department, the Department of Public Health, and the Public Utilities Commission, and Local 21.

R16. The City CIO be involved, with department heads, in hiring decisions for their highest level ICT personnel.

Responses are requested from the Mayor, the Board of Supervisors, the Chair of COIT, the City CIO, and the Department of Human Resources.

R17. The City CIO be included, with department heads, in the performance review process of senior ICT personnel in all departments.

Responses are requested from the Mayor, the Board of Supervisors, the Chair of COIT, the City CIO, and the Department of Human Resources.

R18. Pending revision of the Charter, the Mayor develop methods for speeding up the hiring process for ICT personnel.

Responses are requested from the Mayor, the Board of Supervisors, the Chair of COIT, the City CIO, the Department of Human Resources, and Local 21.

IV. A Culture in Need of Change

The iPhone Dictionary App defines "culture" as "the sum total of ways of living built up by a group of human beings transmitted from one generation to another." With that definition in mind, and after extensive interviews with department heads and technology managers, attending numerous meetings, and reading reports and regulations, it is clear that the City believes that operating departments require a high level of independence. In turn, the City gives its operating departments a wide range of latitude in carrying out their missions. While important in providing services to the public, that culture of independence stands as a hurdle to the introduction of important technological improvements which can lead to citywide cost savings and more efficient operations. A high level of independent department behavior can co-exist with meaningful citywide efficiencies. Technology culture is in need of change.

In an October 2005 *Harvard Business Review* article titled, "The Passive-Aggressive Organization," the authors stated that:

> Healthy companies are hard to mistake. Their managers have access to good, timely information, the authority to make informed decisions, and the incentive to make them on behalf of the organization which promptly and capably carries them out.[38]

When good, timely technology information is available in the City, it is found mainly at the department and project level. Though COIT has the authority to focus its attention on citywide efficiencies, it spends most of its efforts on review and evaluation of project proposals. Attempts to gather and consolidate data for citywide projections and analyses, therefore, are rare. Without citywide data, informed decisions are limited to departments and projects, with little consideration given to citywide concerns. This is accepted because it is part of the City's culture.

The authors list three failings found in organizations that slide into passive-aggressive behavior. They are used to describe an organization's quiet but tenacious resistance, in every way but openly, to corporate directives. These three failings demonstrate the Jury's concerns stemming from the culture around citywide technology. First is "Unclear Scope of Authority." While the Administrative Code gives the City CIO the authority to implement COIT policy, this authority is seldom applied. For instance, department heads have reversed their initial commitments to a citywide email system, claiming that special security and reliability cannot be assured. Moreover, neither COIT nor the City CIO has enforcement tools, or the inclination to develop such tools, to ensure compliance with citywide policies such as standardized email systems, websites, centralized data centers, and server virtualization. As a result, exceptions to established policy are granted and opportunities for costs savings and operational efficiencies are lost. It is accepted because it is part of the City's culture.

Secondly, the authors identify "Misleading Goals" as a factor in organizational failure. The basic goal of city *government* is to provide for its people in the most effective way it can. The basic goal of a city *department* is to carry out its mission in the most effective way it can. Though it might be assumed that all of San Francisco government works with unified goals, citywide goals are at times in conflict with departmental goals. The priorities of a department are, by their nature, narrower than that of the City. Department heads place significantly greater importance on the successful performance of their agencies than on managing for citywide efficiency and effectiveness through the use of technology. They are judged on departmental performance. They know that City administrators rely foremost on departmental success and will not press department heads to take a greater citywide view. We have learned of the unique technology requirements placed on several City departments, such as SFO, Police, DPH, and HSA. Those requirements have led to unchallenged department demands for special treatment at the expense of efficiencies to citywide operations. That need not be. However, it is accepted because it is part of the City's culture.

The third organizational failure is "Agreement without Cooperation." Our report has shown that department heads who sit on COIT can agree with the introduction of a particular citywide project and later ask for an exemption for their department, even though it reduces economies of scales and other efficiencies. And, they get away with it. Interviewees have made such comments as, "We work for the department and not for the City as a whole," "San Francisco does not like

authoritarian leadership," or just "We don't want to be mean." It is accepted because it is part of the City's culture.

The Administrative Code requires COIT to include two people from outside City government as active members of its body.[39] This was done in part to expand COIT's capacity to create policies and programs that would take advantage of the most advanced technology offerings and thinking. With San Francisco and Silicon Valley so rich in technology expertise, not to mention the nearby universities, such additions should prove very useful and easy to attract. Adding outsiders to COIT deliberations helps to change the City's existing culture. However, little, if anything, has been done to meet this requirement, again allowing the status quo to remain embedded in the City's technology culture.

We recognize the difficulty in changing culture, but we believe the gains that can be made far outweigh the effort required. Culture change is less a matter of managing than it is of leading in a new direction, with visionaries that clearly embrace the changes to be made. Changing culture requires inspiration and direction from the highest organization level to demonstrate its seriousness and motivate progress. This is a role that can be played only by the Mayor. Prior to his election, our current Mayor served as a member of COIT in his capacity as former head of DPW and City Administrator. This experience should serve well to move internal citywide technology forward. Thus far, he has shown little inclination to do that. The absence of such leadership dilutes the sense of importance and urgency that is required. Leadership must be consistent, forceful, and visible.

Culture, commonly defined, means "the way things are done around here." The City can continue to follow the path of least resistance by not changing "the way things are done around here." Or, the City can take bold steps toward a more cooperative, City-focused culture. The Jury, after extensive study, believes the City can, and should, do better and focus more on City needs and values, while not losing sight of the importance of department strengths. Success can be achieved if the Mayor brings the passion he exhibits toward technology external to City operations to bear on the internal issues facing us.

A. Findings

F25. City technology culture is based in the belief that operating departments focus on their individual missions at the expense of citywide needs.

Responses are requested from the Mayor, the Board of Supervisors, the Controller, the Chair of COIT, the City CIO, and the Department Heads and CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

F26. The cooperative attitude among departments and DT previously found by an earlier Civil Grand Jury has faded.

Responses are requested from the Mayor, the Board of Supervisors, the Controller, the Chair of COIT, the City CIO, and the Department Heads and CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

F27. A department-first perspective, not the citywide perspective intended in the Administrative Code, results in a lack of coordination and communication between and among the different departments.

Responses are requested from the Mayor, the Board of Supervisors, the Controller, the Chair of COIT, the City CIO, and the Department Heads and CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

F28. A department-first perspective, not the citywide perspective intended in the Administrative Code, results in duplication of common technology services and products.

Responses are requested from the Mayor, the Board of Supervisors, the Controller, the Chair of COIT, the City CIO, and the Department Heads and CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

F29. Department Heads and CIOs do not view the authority granted COIT and the City CIO in the Administrative Code as governing their own plans and actions.

Responses are requested from the Mayor, the Board of Supervisors, the Chair of COIT, the City CIO, and the Department Heads and CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

F30. Neither COIT nor the City CIO behave as if they fully believe in their authority to enforce policy and consolidation initiatives.

Responses are requested from the Mayor, the Board of Supervisors, the Chair of COIT, the City CIO, and the Department Heads and CIOs or IT Directors from the Airport, the Department

of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

F31. There are no severe or immediate consequences resulting from City departments failing to abide by agreements to implement citywide initiatives or meet established timelines for completion.

Responses are requested from the Mayor, the Board of Supervisors, the Chair of COIT, the City CIO, and the Department Heads and CIOs or IT Directors from the Airport, the Department of Emergency Management, the General Services Agency, the Department of Public Works, the Human Services Agency, the SF Municipal Transportation Agency, the SF Police Department, the Department of Public Health, and the Public Utilities Commission.

B. Recommendations

R19. The Mayor provide consistent, passionate, and aggressive leadership in the field of citywide technology, fostering progress, and garnering agreement among departments toward a more cooperative and cohesive culture.

Response is requested from the Mayor.

CONCLUSION

From its early days in the City, technology implementation has moved forward following a path of least resistance. Large City departments at first, in need of the benefits of computers, and later distrustful of the leadership and skills of centralized authority, successfully developed their own, individual, technology units. To this day, most technology leaders in large departments complain that the services provided by DT are slow, costly, and often poorly conceived, thus making it reasonable to go it alone. Communications between and among departments, the City CIO, and COIT, are poor and limited. Departments find it difficult to feel part of a large, cohesive technology system. Often, the City CIO and DT management present little data to describe how recommendations are formulated. Power Point presentations substitute for on-going dialogue. The pros and cons of alternative courses are not presented. COIT's monthly meetings last only an hour or two; the real work is done in its sub-committees. Even then, policies are not implemented. Those outside this process do not gain the same sense of participation, which only adds to the cultural misconception that COIT's efforts hold lower organizational priorities than that of the departments whose leaders sit on COIT.

Attempts over the years to generate greater participation faced hurdles from leaders wary of losing control of their successful technological achievements. There has been widespread skepticism concerning the performance of citywide consolidation initiatives. Though organizational design has been modified with the revitalization of COIT, the formal establishment of a City CIO, and the creation of a CIO review process, little else has been done to modify the manner in which technology is carried out. Lack of confidence in citywide efforts continues, and, coupled with vested interests in maintaining the organizational status quo, culture change faces a difficult future.

The structure and culture of technology must be modified so that the 2010 Administrative Code changes can be implemented as intended. The Mayor must assume a stronger role in COIT and the position of City CIO must be elevated and removed from the day-to-day operational management of DT. The departmental CIOs/ICT managers should functionally report to the City CIO, and the new head of DT should concentrate on improving that unit's performance under the City CIO.

The City CIO must also take a more strategic role and active involvement with the budgeting and staffing of the tech units in every City department. Along with COIT, the City CIO must generate citywide ICT reports and plans that make projects and initiatives more meaningful in terms of savings and effectiveness. Lastly, staffing of ICT units and the hiring process must be changed. This move would be beneficial to both the City and the employee.

Some of our recommendations repeat those of earlier reports. This is most noticeable in recommendations about communication, and the lack of authority and information. But when a Jury sees that previous recommendations have apparently fallen on deaf ears, sometimes the best we can do is join in the chant and continue saying what has been said before. After all, "where there's a will, there's a way."

ENDNOTES

[1] Casey Newton, "Allure of city itself a factor in S.F.'s tech boom," on sfgate.com, April 15, 2012.

[2] "A **virtual team** (also known as a **geographically dispersed team** or GDT) is a group of individuals who work across time, space and organizational boundaries with links strengthened by webs of <u>communication technology</u>....Virtual teams allow companies to procure the best talent without geographical restrictions." From: http://en.wikipedia.org/wiki/Virtual_team. Accessed on 5/20/12.

[3] "Sometimes called the flexible organization, the benefits of this corporate non-structure are based on agility rather than stability. In a fluid organization model, projects are handled by the best employees for the job and not by the employee's job description. Individual skills sets are emphasized rather than titles or length of time with the company." From: http://www.fluidorganization.com. Accessed on 5/20/2012.

[4] ICT (Information and Communication Technology) is used instead of the more common IT (information technology) to carry forward its usage in the Administrative Code and in the five-year ICT Plan.

[5] In this report, we refer to the Department of Technology (DT) no matter what the department was called in the past. Past names include the Department of Telecommunications and Information Systems (DTIS), formed from the merger of the Information Systems Division (ISD) within the Office of the Controller and the Department of Electricity (DET).

[6] Office of the Controller, City Services Auditor, *The Department of Telecommunications and Information Services Needs to Simplify Its Rate Model, Improve Customer Service, and Revamp Performance Measures*, November 17, 2006.

[7] *Ibid.*, p. 11.

[8] San Francisco Budget Analyst, *Management Audit of San Francisco's Information Technology Practices*, October 3, 2007.

[9] Attachment to Letter from former Director of DT to Budget Analyst, p. 5 at end of *Management Audit of San Francisco's Information Technology Practices*, 2007.

[10] 2008-2009 San Francisco Civil Grand Jury, *Continuity Report: What Has Happened to Recommendations Made By Prior Juries*, Section on Information Technology, page 7.

[11] City and County of San Francisco Administrative Code, Chapter 22A, Approved 7/23/2010.

[12] http://www.sfcoit.org/Modules/ShowDocument.aspx?documentid=829

[13] San Francisco Administrative Code, § 22A.3.

[14] *Ibid.*, § 22A.1(G).

[15] **Government Administration and Finance** Major Service Area includes Assessor/Recorder, Board of Supervisors, Building Inspection, City Administrator, City Attorney, City Planning, Civil Service Commission, Committee on Information Technology, Controller's Office, Department of Technology, Elections, Ethics Commission, Health Service System, Human Resources, Mayor, Retirement System, and Treasurer/Tax Collector.

[16] **Public Protection** Major Service Area includes Adult Probation, District Attorney, Emergency Management, Fire Department, Juvenile Probation, SF Police Department, Public Defender, and Sheriff Department.

[17] **Health, Human Welfare, and Neighborhood Development** Major Service Area includes Child Support Services, Children and Families Commission, Children, Youth and Their Families, County Education Office, Department of Public Health, Environment, Human Rights Commission, Human Services Agency, Rent Arbitration Board, and the Commission on the Status of Women.

[18] **Culture and Recreation** Major Service Area includes Academy of Sciences, Arts Commission, Asian Art Museum, Fine Arts Museum, Law Library, Public Library, Recreation and Park Commission, and the War Memorial.

[19] **Public Works, Transportation and Commerce** Major Service Area has three representatives on COIT and includes Airport, Board of Appeals, Office of Economic and Workforce Development, SF Municipal Transportation Agency, Port, Public Utilities Commission, and Department of Public Works.

[20] San Francisco Administrative Code, § 22A.3(f)

[21] *Ibid.*, § 22A.3(c).

[22] However, the Controller does prepare an annual departmental summary of technology employees and budgets of limited usefulness.

[23] San Francisco Administrative Code, § 22A.4(a)(2).

[24] *Ibid.*, § 22A.4(a)(3).

[25] *Ibid.*, § 22A.4(c).

[26] The 213 FTE for the Department of Technology conflicts with the 102 FTE indicated on the Controller's 2011-12 Budget Chart, because the Controller does not count the job classes for media services, radio, and telephony as ICT staff.

[27] http://www.sfcoit.org/modules/showdocument.aspx?documentid=1013

[28] San Francisco Administrative Code, § 22A.5(3).

[29] Enterprise departments are agencies within City government that generate their own revenue or are funded with special funds, rather than by general fund revenues.

[30] http://www.govtech.com/policy-management/Official-California-IT-Consolidations-Estimated-Savings.html. Accessed on 6/1/2012.

[31] http://www.denvergov.org/HomePage/Facts/tabid/395097/Default.aspx. Accessed on 6/1/2012.

[32] From *Wikipedia* as accessed 5/25/2012: Cloud computing is a marketing term for technologies that provide computation, software, data access, and storage services that do not require end-user knowledge of the physical location and configuration of the system that delivers the services.

[33] Executive Sponsor: A champion for a project, providing leadership at a high level that can bring departments together.

[34] San Francisco Budget Analyst, *Management Audit of San Francisco's Information Technology Practices*, October 3, 2007, pages 27 and 37. The recent development costs figure given to the Jury of $23 million, is not consistent with the earlier Budget Analyst's report.

[35] Liza M. Lowery, *An Enterprise Approach to IT: A Proposal to Centralize Information Technology Management & Resources*, City and County of San Francisco, February 2002, p. 35-36.

[36] City and County of San Francisco Charter, Article X, § 10.104.

[37] Figure comes from a report generated by DHR on April 9, 2012.

[38] Gary I. Neilson, Bruce A. Pasternack, and Karen E. Van Nuys, "The Passive-Aggressive Organization," *Harvard Business Review* 83 (October 2005). http://hbr.org/2005/10/the-passive-aggressive-organization/ar/1. Accessed 5/18/2012.

[39] San Francisco Administrative Code, § 22A.3(f).

RESPONSE MATRIX

Pursuant to **Penal Code § 933.05**, the Civil Grand Jury requests responses as follows:

I. The Structure of San Francisco City Technology

Respondent	Findings												
	F1	F2	F3	F4	F5	F6	F7	F8	F9	F10	F11	F12	F13
Mayor	X		X	X	X	X	X	X		X	X	X	X
Board of Supervisors	X	X	X	X	X	X	X	X	X	X	X	X	X
Controller		X	X						X	X	X	X	X
City Attorney					X								
Department of Human Resources							X						
COIT Chair		X	X	X	X	X	X	X	X			X	X
City CIO		X	X	X	X	X	X	X	X	X	X	X	X
Department Head - SFO					X								X
Department Head - DEM					X								X
Department Head - GSA					X								X
Department Head - DPW					X								X
Department Head - HSA					X								X
Department Head - SFMTA					X								X
Department Head - SFPD					X								X
Department Head - DPH					X								X
Department Head - PUC					X								X
Departmental CIO - SFO		X		X	X				X	X	X		X
Departmental IT Manager - DEM		X		X	X				X	X	X		X
Departmental IT Director - GSA		X		X	X				X	X	X		X
Departmental IT Director – DPW		X		X	X				X	X	X		X
Departmental CIO - HSA		X		X	X				X	X	X		X
Departmental CIO - SFMTA		X		X	X				X	X	X		X
Departmental CIO - SFPD		X		X	X				X	X	X		X
Departmental CIO - DPH		X		X	X				X	X	X		X
Departmental CIO - PUC		X		X	X				X	X	X		X
JUS.T.I.S Governance Council												X	

I. The Structure of San Francisco City Technology

Respondent	Recommendations									
	R1	R2	R3	R4	R5	R6	R7	R8	R9	R10
Mayor	X	X	X	X	X	X	X	X	X	X
Board of Supervisors		X		X	X	X	X	X	X	X
Controller		X			X	X	X	X		
City Attorney				X						
COIT Chair			X	X	X	X			X	X
City CIO		X	X	X	X	X	X	X	X	X
Budget Analyst		X								
Dept. of Human Resources					X	X				
Department Head - SFO					X	X	X	X		
Department Head - DEM					X	X	X	X		
Department Head - GSA					X	X	X	X		
Department Head - DPW					X	X	X	X		
Department Head - HSA					X	X	X	X		
Department Head - SFMTA					X	X	X	X		
Department Head - SFPD					X	X	X	X		
Department Head - DPH					X	X	X	X		
Department Head - PUC					X	X	X	X		
Department CIO - SFO		X			X	X	X	X		
Department IT Manager - DEM		X			X	X	X	X		
Department IT Director - GSA		X			X	X	X	X		
Department IT Director - DPW		X			X	X	X	X		
Department CIO - HSA		X			X	X	X	X		
Department CIO - SFMTA		X			X	X	X	X		
Department CIO - SFPD		X			X	X	X	X		
Department CIO - DPH		X			X	X	X	X		

II. A Dearth of ICT Information

Respondent	Findings							
	F14	F15	F16	F17	F18	F19	F20	F21
Mayor	X	X	X	X	X	X	X	X
Board of Supervisors	X	X	X	X	X	X	X	X
Controller	X	X	X	X	X	X	X	X
COIT Chair	X	X	X	X	X	X	X	X
City CIO	X	X	X	X	X	X	X	X
Dept. of Human Resources								
Department Head - SFO	X	X	X	X	X	X	X	X
Department Head - DEM	X	X	X	X	X	X	X	X
Department Head - GSA	X	X	X	X	X	X	X	X
Department Head - DPW	X	X	X	X	X	X	X	X
Department Head - HSA	X	X	X	X	X	X	X	X
Department Head - SFMTA	X	X	X	X	X	X	X	X
Department Head - SFPD	X	X	X	X	X	X	X	X
Department Head - DPH	X	X	X	X	X	X	X	X
Department Head - PUC	X	X	X	X	X	X	X	X
Departmental CIO - SFO	X	X	X	X	X	X	X	X
Departmental IT Manager - DEM	X	X	X	X	X	X	X	X
Departmental IT Director - GSA	X	X	X	X	X	X	X	X
Departmental IT Director - DPW	X	X	X	X	X	X	X	X
Departmental CIO - HSA	X	X	X	X	X	X	X	X
Departmental CIO - SFMTA	X	X	X	X	X	X	X	X
Departmental CIO - SFPD	X	X	X	X	X	X	X	X
Departmental CIO - DPH	X	X	X	X	X	X	X	X
Departmental CIO - PUC	X	X	X	X	X	X	X	X
Local 21								

II. A Dearth of ICT Information

Respondent	Recommendations			
	R11	R12	R13	R14
Mayor	X	X	X	X
Board of Supervisors	X	X	X	X
Controller	X	X	X	
COIT Chair	X	X	X	X
City CIO	X	X	X	X
Dept. of Human Resources				X
Department Head - SFO	X	X	X	
Department Head - DEM	X	X	X	
Department Head - GSA	X	X	X	
Department Head - DPW	X	X	X	
Department Head - HSA	X	X	X	
Department Head - SFMTA	X	X	X	
Department Head - SFPD	X	X	X	
Department Head - DPH	X	X	X	
Department Head - PUC	X	X	X	
Departmental CIO - SFO	X	X	X	X
Departmental IT Manager - DEM	X	X	X	X
Departmental IT Director - GSA	X	X	X	X
Departmental IT Director - DPW	X	X	X	X
Departmental CIO - HSA	X	X	X	X
Departmental CIO - SFMTA	X	X	X	X
Departmental CIO - SFPD	X	X	X	X
Departmental CIO - DPH	X	X	X	X
Departmental CIO - PUC	X	X	X	X
Local 21				X

III. The Need for Citywide Staffing Plan

Respondent	Findings			Recommendations			
	F22	F23	F24	R15	R16	R17	R18
Mayor	X	X	X	X	X	X	X
Board of Supervisors	X	X	X	X	X	X	X
COIT Chair					X	X	X
City CIO	X	X	X	X	X	X	X
Department of Human Resources	X	X	X	X	X	X	X
Departmental CIO - SFO	X	X	X	X			
Departmental IT Manager - DEM	X	X	X	X			
Departmental IT Director - GSA	X	X	X	X			
Departmental IT Director - DPW	X	X	X	X			
Departmental CIO - HSA	X	X	X	X			
Departmental CIO - SFMTA	X	X	X	X			
Departmental CIO - SFPD	X	X	X	X			
Departmental CIO - DPH	X	X	X	X			
Departmental CIO - PUC	X	X	X	X			
Local 21	X	X	X	X			X

IV. A Culture in Need of a Change

Respondent	Findings						
	F25	F26	F27	F28	F29	F30	F31
Mayor	X	X	X	X	X	X	X
Board of Supervisors	X	X	X	X	X	X	X
Controller	X	X	X	X			
COIT Chair	X	X	X	X	X	X	X
City CIO	X	X	X	X	X	X	X
Department Head - SFO	X	X	X	X	X	X	X
Department Head - DEM	X	X	X	X	X	X	X
Department Head - GSA	X	X	X	X	X	X	X
Department Head - DPW	X	X	X	X	X	X	X
Department Head - HSA	X	X	X	X	X	X	X
Department Head - SFMTA	X	X	X	X	X	X	X
Department Head - SFPD	X	X	X	X	X	X	X
Department Head - DPH	X	X	X	X	X	X	X
Department Head - PUC	X	X	X	X	X	X	X
Departmental CIO - SFO	X	X	X	X	X	X	X
Departmental IT Manager - DEM	X	X	X	X	X	X	X
Departmental IT Director - GSA	X	X	X	X	X	X	X
Departmental IT Director - DPW	X	X	X	X.	X	X	X
Departmental CIO - HSA	X	X	X	X	X	X	X
Departmental CIO - SFMTA	X	X	X	X	X	X	X
Departmental CIO - SFPD	X	X	X	X	X	X	X
Departmental CIO - DPH	X	X	X	X	X	X	X
Departmental CIO - PUC	X	X	X	X	X	X	X

Respondent	Recommendations
	R19
Mayor	X

APPENDIX

Glossary of Terms

*** Note: Most glossary terms are from Wikipedia: The Free Encyclopedia. http://en.wikipedia.org/wiki/Main_Page.

Administrative Code: One of approximately sixteen codes (Admin, Fire, Health, Park, Planning, etc.) that makes up the San Francisco Municipal Code. Along with the City Charter, they are the laws that govern the structure and government of the City and County of San Francisco. Administrative Code Link

Application: Application software, also known as an application or an app, is computer software designed to help the user to perform specific tasks. Examples include enterprise software, accounting software, office suites, and graphics software and media players. http://en.wikipedia.org/wiki/Application_software.

Asset Management System: IT asset management (ITAM) is the set of business practices that join financial, contractual and inventory functions to support life cycle management and strategic decision making for the IT environment. Assets include all elements of software and hardware that are found in the business environment. http://en.wikipedia.org/wiki/IT_asset_management.

At Will: At will employment is a doctrine of American law that defines an employment relationship in which either party can break the relationship with no liability. http://en.wikipedia.org/wiki/At-will_employment.

Baseline or Baseline Assessment: A configuration of software, hardware, or a process that is established and documented as a point of reference for future comparisons. http://en.wiktionary.org/wiki/baseline. As an example, baseline budgeting is a method of developing a budget which uses existing spending levels as the basis for establishing future funding requirements. They serve as a benchmark for assessing possible changes in policy. http://en.wikipedia.org/wiki/Baseline_%28budgeting%29.

Benchmark: Benchmarking is the process of comparing one's business processes and performance metrics to industry bests or best practices from other industries. Dimensions typically measured are quality, time and cost. In the process of benchmarking, management identifies the best firms in their industry, or in another industry where similar processes exist, and compare the results and processes of those studied (the "targets") to one's own results and processes. http://en.wikipedia.org/wiki/Benchmarking.

Budget Analyst: A financial or budget analyst is a person who performs financial analysis as a core part of the job. http://en.wikipedia.org/wiki/Financial_analyst. In San Francisco, the Budget & Legislative Analyst is an office of the Board of Supervisors and provides independent fiscal & policy analyses, special studies and management audit reports on City departments and programs to the San Francisco Board of Supervisors. http://www.sfbos.org/index.aspx?page=3703.

Cable Franchise Administration: A cable television franchise fee in the United States stems from a community's basic right to charge for use of the property it owns. The cable television franchise fees represent part of the compensation a community receives in exchange for the cable operator's occupation and the right-of-way use of public property. A franchise fee is not a tax; it is a rental charge. Franchise fees are governed under Section 622 of the Cable Communications Act of 1984. Section 622, states that municipalities are entitled to a maximum of 5% of gross revenues derived from the operation of the cable system for the provision of cable services such as Public, educational, and government access (PEG) TV channels. http://en.wikipedia.org/wiki/Cable_television_franchise_fee. In San Francisco, the Cable Franchise Fee is administered by the Department of Technology, which also provides San Francisco Government TV. http://www.sfgovtv.org/.

Centralized: Centralization is the process by which the activities of an organization, particularly those regarding planning and decision-making become concentrated within a particular location and/or group. In political science, centralization refers to the concentration of a government's power into a centralized government. Centralization and decentralization also refer to where decisions are made in the chain of command. http://en.wikipedia.org/wiki/Centralization.

Charter: The primary document, similar to a Constitution, governing the structure of government of the City and County of San Francisco. SF Charter Link.

Civil Grand Jury: The Civil Grand Jury scrutinizes the conduct of public business of County government. Its function is to investigate the operations of the various officers, departments and agencies of the government of the City and County of San Francisco. Each Civil Grand Jury determines which officers, departments and agencies it will investigate during its term of office. http://www.sfcourts.org/index.aspx?page=212.

Chief Information Officer or CIO: Chief information officer (CIO) is a job title commonly given to the most senior executive in an enterprise responsible for the information technology and computer systems that support enterprise goals. In San Francisco, there is a City CIO, who has responsibilities across the City. Several large departments within the City (DPH, Airport, Port, SFMTA, HSA, etc.) have a CIO. http://en.wikipedia.org/wiki/Chief_information_officer.

CIO Review Process: A process in San Francisco, whereby all IT spending, regardless of which particular departmental budget the funds come from, must be reviewed by the City CIO. The

purpose of this review is to gain an understanding of how SF spends money on technology, and to assure that spending is wasteful, and in line with City Policies.

City CIO: See **Chief Information Officer**.

Civil Service Commission: The Civil Service Commission oversees the merit system for the City and County of San Francisco. The Civil Service Commission establishes Rules and policy, hears appeals on examinations, eligible lists, minimum qualifications, classification, discrimination complaints, future employment with the City and other merit system matters, provides Rules and policies interpretation, reviews and audits merit system operation, approves contracting out based on the scope of services, and conducts training and outreach on the merit system. http://www.sfgov3.org/index.aspx?page=230.

COIT or Committee on Information Technology: COIT sets the overall direction of technology in the City. The purpose of COIT is to provide guidance and oversight to all City departments and agencies in the procurement, implementation and operation of technology to ensure a consistent high level of service to customers. Objectives of COIT include the following: Approve an annual citywide technology budget that supports the strategic business goals of the City; Ensure that department and citywide technology projects are supported by sound financial analyses and support the City business objectives; Ensure that citywide standards, policies, and procedures are developed, implemented, and maintained for all City departments; Ensure that technology project management methods, forms, and reporting are developed, implemented, and maintained; Ensure that the most appropriate use and allocation of technology resources are used including labor, hard/software, and services contracts.
http://www.sfcoit.org/index.aspx?page=609.

COIT Architecture & Standards Sub-Committee: The Architecture Subcommittee of the COIT is responsible for advising the Committee on all issues relating to the City's technology architecture. http://www.sfcoit.org/index.aspx?page=604.

COIT Performance & Resources Sub-Committee: The quality assurance subcommittee of the COIT is responsible for advising the Committee on all matters relating to quality assurance.
http://www.sfcoit.org/index.aspx?page=605.

COIT Planning & Budget Sub-Committee: The planning and budgeting subcommittee of the COIT is responsible for advising the Committee on all matters relating to technology planning and budgeting. http://www.sfcoit.org/index.aspx?page=606.

Communication Technology: Communication Technology, or Information and Communication Technology, is usually a more general term that stresses the role of unified communications and the integration of telecommunications (telephone lines and wireless signals), computers, middleware as well as necessary software, storage- and audio-visual systems, which enable users

to create, access, store, transmit, and manipulate information. In other words, ICT consists of IT as well as telecommunication, broadcast media, all types of audio and video processing and transmission and network based control and monitoring functions. Communication Technology Link.

Consolidation: A form of centralization, but focusing only on those areas where a central organization can be more efficient at providing services that are common to many different groups. Examples include the managing of servers, databases, helpdesk, desktop support, local and wide area networking, telephony, etc.

Data Centers: A data center is a facility used to house computer systems and associated components, such as telecommunications and storage systems. It generally includes redundant or backup power supplies, redundant data communications connections, environmental controls (e.g., air conditioning, fire suppression) and security devices. http://en.wikipedia.org/wiki/Data_center.

Data Servers or **Database Servers:** A database server is a computer program that provides database services to other computer programs or computers. The term may also refer to a computer dedicated to running such a program. Database management systems frequently provide database server functionality. http://en.wikipedia.org/wiki/Database_server.

Decentralization: The process of dispersing decision-making authority down to the lower levels in an organization, relatively away from and lower in a central authority. In San Francisco, technology is highly decentralized.

Department Heads: Person who is in charge; "the head of the whole operation." http://www.thefreedictionary.com/department+head.

Departmental CIO or **IT Managers:** Similar to CIO, or Chief Information Officer. Departmental CIOs are the highest-ranking technology professional in an organization, such as, CIO-DPH, CIO-SFPD, CIO, etc. In this report of the Jury, we include the manager of an IT unit regardless of whether they possess the title of CIO. Generally, their responsibilities are limited to IT matters only within their organization.

Departmental ICT Units: A group of technologists headed by a Departmental CIO or other IT manager.

Desktop Management: The management and support of an individual user's computer(s). It can include installation and maintenance of software and hardware, administering user accounts, maintaining printers, etc.

Directive or **Mayoral Directive:** An order of the Head of the Executive Branch of government (the Mayor in the case of San Francisco) issued, under the authority of the office to administer all

departments within the Executive Branch, for departments to carry out some direction of the Mayor. The San Francisco Charter, Section 3.100 grants the mayor this authority. Example: http://sfmayor.org/ftp/archive/209.126.225.7/executive-directive-09-06-open-data/index.html.

Disaster Preparedness: Disaster recovery is the process, policies and procedures related to preparing for recovery or continuation of technology infrastructure critical to an organization after a natural or human-induced disaster. Disaster recovery is a subset of business continuity. While business continuity involves planning for keeping all aspects of a business functioning in the midst of disruptive events, disaster recovery focuses on the IT or technology systems that support business functions. http://en.wikipedia.org/wiki/Disaster_recovery.

Distributed: See **Decentralization.**

Dotted Line Relationship: A form of management in which a person has two managers - one primary, one secondary; generally separated into operational and functional activities.

Electronic Government or **E-Gov:** E-Gov is the provision of government information and services by means of the Internet and other computer resources. http://www.thefreedictionary.com/e-government.

eMerge: Project eMerge will provide improved human resources, benefits administration, and payroll services to the active, retired, and future workforce of the City through the implementation of Oracle's PeopleSoft Human Capital Management (HCM) 9.0 system. This project is being driven by the Controller's Office. The project started in April 2008 and was projected to take 2 ½ years. http://www.sfcontroller.org/index.aspx?page=226.

Enterprise Departments: Enterprise departments are agencies within City government that generate their own revenue or are funded with special funds, rather than by general fund revenues. SFMTA, Port, Airport, and PUC are Enterprise Departments. With the exception of SFMTA, these departments are self-supporting through fees they charge for their services. The City also has self-supporting departments, like the Department of Building Inspection.

Exempt: Employees are exempt from the civil service process. An exemption is granted usually because of the level of the position (e.g. department heads or deputy department heads), or because the duties are highly specialized (confidential secretary to a department head), or because the process by which the person achieved that particular classification constitutes a sufficient test (e.g. attorney, doctor). Employees in exempt positions are appointed by department heads, commissions, or the mayor, and serve at will. Benefits are similar to permanent civil service or provisional employees. Recruitment and selection for exempt positions is the responsibility of the person/commission that has the authority to appoint the candidate to the position.

Fluid Organization: In a fluid organization model, projects are handled by the best employees for the job and not by the employee's job description. Individual skills sets are emphasized rather than titles or length of time with the organization http://www.fluidorganization.com.

Full-Time Equivalents (FTE): One or more employees who cumulatively work 40 hours/week.

Functional Reporting Relationship: The normal, formal channels by which an employee is connected with coworkers, subordinates and superiors in order to perform the basic function. By defining the functional reporting relationship in an organization, one can determine who reports to whom. A functional reporting relationship could also refer to a situation where a manager has a dual reporting relationship—one to a functional head within the same function, and one to a general line manager. In this case, the functional reporting relationship is to the general manager. A functional reporting relationship of this sort is often called a "dotted line" reporting relationship.

Geographic Information Systems or **GIS:** A geographic information system is a system designed to capture, store, manipulate, analyze, manage, and present all types of geographical data. The acronym GIS is sometimes used for geographical information science or geospatial information studies to refer to the academic discipline or career of working with geographic information systems. In the simplest terms, GIS is the merging of cartography, statistical analysis, and database technology. http://en.wikipedia.org/wiki/Geographic_information_system.

Helpdesk: A help desk is an information and assistance resource that troubleshoots problems with computers or similar products. It provides a single point of contact for users to receive help on computer issues. The help desk typically manages its requests via help desk software, such as an issue tracking system. http://en.wikipedia.org/wiki/Help_desk.

Hybrid Model: A combination of Centralized and Decentralized IT Infrastructure. SF has a Hybrid Model.

Information and Communication Technology or **ICT:** For San Francisco, it refers to all technology use in the City, including security, access, infrastructure, communication and efficient computing. The City has a 5-year ICT Plan covering FY 2011-12 through FY 2015-16. http://www.sfcoit.org/Modules/ShowDocument.aspx?documentid=829.

Infrastructure: Information technology infrastructure is the integrated framework upon which digital networks operate. This infrastructure includes data centers, computers, computer networks, Database Management devices, the transmission media, including telephone lines, cable television lines, and satellites and antennas, and also the router. http://en.wikipedia.org/wiki/Information_technology_infrastructure.

Interactive Web And New Media Services: A service in the Department of Technology providing web and social media services.

Inter-Departmental Projects: A project that is either being developed by, or will be used by multiple departments. In San Francisco, eMerge and JUST.I.S are examples of inter-departmental projects.

Justice Tracking Information System (JUS.T.I.S.): The JUS.T.I.S. Program will integrate all City and criminal justice agencies' case management systems and replace a 35+ year old mainframe applications system. It will allow public safety departments to gather and share information with each other automatically through a centralized hub, expedite individual department processes and will result in a more efficient and effective criminal justice information system. The JUS.T.I.S. Governance Council was established by Administrative Code Section 2A.85 to provide policy direction and oversight. The City Administrator's Office is the executive sponsor of the program and the Department of Technology provides technical support. http://www.sfgsa.org/index.aspx?page=4816.

Licenses or **Software Licenses**: A software license is a legal instrument governing the usage or redistribution of software. All software is copyright protected, except material in the public domain. A typical software license grants an end-user permission to use one or more copies of software in ways where such a use would otherwise potentially constitute copyright infringement of the software owner's exclusive rights under copyright law. http://en.wikipedia.org/wiki/Software_license.

Local 21: The Information Technology Professionals Chapter of the International Federation of Professional and Technical Engineers, Local 21 [IFPTE/AFL-CIO] is the union that represents many of the IT workers in San Francisco. http://ifpte21.net/.

Mainframe Services: Powerful computers used primarily by corporate and governmental organizations for critical applications, bulk data processing, industry and consumer statistics, enterprise resource planning, and transaction processing. http://en.wikipedia.org/wiki/Mainframe_computer.

Major Service Area: San Francisco categorizes city departments in five different categories, including General Administration and Finance; Public Protection; Health, Human Welfare and Neighborhood Development; Culture and Recreation; and Public Works, Transportation, and Commerce.

Master Contracts: A master contract is a contract reached between parties, in which the parties agree to most of the terms that will govern future transactions or future agreements. A master agreement permits the parties to negotiate future transactions or agreements quickly, because they can rely on the terms of the master agreement, so that the same terms need not be repetitively negotiated, and to negotiate only the deal-specific terms. http://en.wikipedia.org/wiki/Master_contract.

Network Infrastructure: Network Infrastructure includes the physical hardware used to transmit data electronically such as routers, switches, gateways, bridges, and hubs, as well as the logical local area networks and WAN networks.

Permanent Civil Service (PCS): PCS may be full-time or part-time. The benefits to PCS positions include membership in the retirement system, health coverage, salary step increases based on union contract. An applicant will need to file an application, meet minimum requirements, and go through an examination process.

Permanent Exempt (PEX): See **Exempt.**

Professional Services Contracts: An agreement with a consultant for the rendering of professional services to the City. The contractor is not an employee of the City.

Project Management: Project management is the discipline of planning, organizing, securing, managing, leading, and controlling resources to achieve specific goals. A project is a temporary endeavor with a defined beginning and end, undertaken to meet unique goals and objectives. The temporary nature of projects stands in contrast with business operations. http://en.wikipedia.org/wiki/Project_management.

Satisfaction Survey: Process of discovering whether customers/employees/business partners, etc., are satisfied with the products or services received from an organization. Customer answers to questions are used to analyze whether or not changes need to be made in business operations to increase overall satisfaction of customers.

Security: Information security means protecting information, and information systems and networks from unauthorized access, use or disruption.

Server: Another term for a computer that contains information accessed by many other computers simultaneously.

SF Government TV, SFGovTV, or SFGTV: SF Government TV provides a continuous archive of selected meetings and additional programming. They also provide video on demand via their website that lets you watch these programs online. See also Cable Franchise Administration. http://www.sfgovtv.org/index.aspx?page=8.

Solid-Line Relationship: The typical organizational structure, where a person works directly for one person. See also Dotted-Line Relationship.

Stove-Piped Funding: A pejorative term for a system that has the potential to share data or functionality with other systems but which does not. The term evokes the image of stovepipes rising above buildings, each functioning individually. In San Francisco, the funding of ICT is within a department's budget, not within an overall citywide technology budget.

Technology Refresh: Tech Refresh is a pre-established schedule for updating software or hardware to keep up with the current technology.

Telecommunications Systems: Generally refers to voice and data transmission systems and networks.

Telephony: A term that simply means the telephone systems that support and organization. See also **Telecommunications Systems**.

Virtual Teams: A virtual team (also known as a geographically dispersed team or GDT) is a group of individuals who work across time, space and organizational boundaries with links strengthened by webs of communication technology. Members of virtual teams communicate electronically and may never meet face-to-face. http://en.wikipedia.org/wiki/Virtual_team.

Virtualization: Server virtualization is a specialized technology which uses a single server to appear as a unified system. In a virtualized server environment, special software is used to emulate the presence of many more servers, each having its own discrete environment. Virtualization is a popular trend in ICT.

Wide Area Networks or WAN: A Wide Area Network is a telecommunication network that covers a broad area and links organizations that are spread out. The organizations utilize WANs to relay data among employees, customers, and providers in various geographical locations. In essence this mode of telecommunication allows an organization to effectively carry out its daily function regardless of location. The public WAN is essentially your organization's connection to the internet. http://en.wikipedia.org/wiki/Wide_area_network.

Wireless Infrastructure and Services: Essentially a telecommunications network that is wireless rather than supported by a wired infrastructure. In San Francisco, the City is promoting and developing free wireless to citizens.

Bibliography

City and County of San Francisco. Office of the Mayor. *Five-Year Financial Plan Fiscal Years 2011-12 through 2015-16.* "Technology Planning" May 3, 2011.

---. Budget Analyst. *Management Audit of San Francisco's Information Technology Practices.* October 3, 2007.

---. Office of the Controller, City Services Auditor. *The Department of Telecommunications and Information Services Needs to Simplify Its Rate Model, Improve Customer Service, and Revamp Performance Measures.* November 17, 2006.

---. Committee on Information Technology. *Information and Communication Technology Plan: Moving From Vision to Results, Fiscal Years 2011-12 through 2015-16.*

---. Department of Technology. *Efficiency Plan,* FY 2011-2012.

---. Department of Telecommunications & Information Services, Liza M. Lowery, Executive Director. *An Enterprise Approach to IT: A Proposal to Centralize Information Technology Management & Resources.* February 2002.

City and County of San Francisco Municipal Codes.

---. Charter.

---. Administrative Code.

Neilson, Gary L, Bruce A. Pasternack, and Karen E. Van Nuys. "The Passive-Aggressive Organization," *Harvard Business Review* 83 (October 2005), p. 83-92. http://hbr.org/2005/10/the-passive-aggressive-organization/ar/1.

Roberts, Chris. "System Failure: 'Technology Mayor' Ed Lee's City 'Stuck in 1999.'" *FogCityJournal.com.* April 2, 2012.

Superior Court of California, County of San Francisco. 2005-2006 San Francisco Civil Grand Jury. *San Francisco's Information Technology Highway: Potholes or Possibilities.*

---. 2008-2009 San Francisco Civil Grand Jury. *Continuity Report: What Has Happened to Recommendations Made By Prior Juries.* Section on Information Technology.

Superior Court of California, County of Santa Clara. 2006-2007 Santa Clara County Civil Grand Jury. *Lack of Technology Vision Costs County $$$.*

October 18, 2012

The Honorable Katherine Feinstein
Presiding Judge
Superior Court of California, County of San Francisco
400 McAllister Street
San Francisco, CA 94102

Dear Judge Feinstein:

The following is in response to the 2011-2012 Civil Grand Jury report, "Déjà vu All Over Again: San Francisco's City Technology Needs a Culture Shock."

Thank you for giving us the opportunity to address the technology needs of our City.

As you know, San Francisco is recognized as the "Innovation Capital of the World" for good reason. We are home to an incredible technological ecosystem that provides the perfect environment for innovation to flourish. That is why the Mayor has made IT and Innovation among his top priorities. Mayor Lee currently chairs the U.S. Conference of Mayors Technology and Innovation Taskforce, which focuses on promoting government efficiency, effectiveness and responsiveness through IT and Innovation, access to public data, and partnering with the private sector.

We appreciate the Civil Grand Jury's interest in Information Technology and in our Committee on Information Technology (COIT), however we strongly disagree with many of the assertions of the Civil Grand Jury, and are concerned that the reflect an incomplete understanding of how the City's IT services actually work. Technology, like other citywide services such as finance, human resources and contracting, are managed both by the department and by a central agency. This structure ensures coordination and efficiency while preserving department autonomy as appropriate. While there is always room for improvement, our City has made significant strides towards a more efficient and effective technology system – identifying opportunities for consolidation, developing a 5-year ICT plan, and developing enterprise-wide solutions to address long-standing challenges.

The Mayor's Office, the Office of Controller, the Department of Human Resources, the Chair of the Committee of Information Technology and the City CIO consolidated response to the Civil Grand Jury's <u>findings</u> is as follows:

Finding F1: Delegating the attendance of COIT meetings by the Mayor to a representative sends a negative message to department heads and CIOs that internal citywide technology issues are not a high priority for the Mayor.

Response: Disagree. The Mayor's Budget Director is his representative to COIT, as well as to the Capital Planning Committee and on other citywide policy-making bodies . This delegation does not send any negative message about the Mayor's commitment to COIT and citywide technology. Rather,

the Mayor's Budget Director's active participation greatly enhances the Mayor's involvement and direction to the Committee.

Finding F2: The Department of Technology continues to be perceived by many of its customers as providing unsatisfactory service in terms of quality, reliability, timeliness, and cost.

Response: Partially Disagree. Although there is some level of frustration with the services provided by the Department of Technology, it is not dissimilar to other internal services where one department provides a service to another. The Department of Technology and the Mayor's Office continue to work with central service departments to provide timely, reliable and cost effective services.

Finding F3: There are consequences to the Department of Technology for failing to deliver timely and high quality services, including the Mayor and Board of Supervisors continually cutting DT's budget.

Response: Disagree. Although the Department has experienced budget reductions over the past several years, all City departments had to make reductions as resources became scarce during the economic downturn. Over the past two fiscal years, the Department of Technology has received funding to support high priority citywide technology projects.

Finding F4: Another consequence to the Department of Technology for unsatisfactory service is the reluctance of departments to participate in citywide initiatives and to give up their operational independence.

Response: Disagree. Most departments do participate in citywide initiatives such as data center consolidation, email systems conversion and eMerge.

Finding F5: COIT policies and citywide consolidation initiatives are not communicated to Department Heads and CIOs effectively by the Mayor and COIT.

Response: Disagree. While there is room for improvement, all departments are aware of the various citywide consolidation initiatives, and participate in the creation of those policies at COIT.

Finding F6: COIT is not in compliance with the Administrative Code by failing to find and appoint two non-voting, non-City employee members.

Response: Partially Disagree. The City is currently in the process of filling the two non-voting, non-City employee appointments.

Finding F7: The current citywide ICT organizational structure hinders the City CIO from fully using the established "authority and responsibility necessary to...implement COIT standards, policies, and procedures for all City Departments."

Response: Disagree. The City's CIO has the ability to review IT purchases, implement citywide initiatives and recommend funding levels for IT systems and projects (within and outside of the Department of Technology).

Finding F8: The strategic role of the City CIO and the operational role of the Director of DT are two fundamentally different and equally full-time jobs.

Response: Partially Disagree. There are many ways of structuring a department, but Department Heads need to be skilled at strategic thinking, implementation, and operations. In some departments, the Department Head is more focused on external issues, while the department's deputy focuses on the day to day operations of the department. This could be a model for the Department to consider.

Finding F9: Departmental CIOs have no formal forum to communicate with each other or coordinate common technology issues.

Response: Disagree. Department CIOs meet informally every month. Additionally, the CIOs meet in formal committees and subcommittees of COIT.

Finding F10: The lack of a functional reporting relationship between the City CIO and the departmental CIOs is a fundamental weakness in implementing common citywide programs.

Response: Disagree. There is no need to develop a functional reporting relationship. The City employs a similar model in the Human Resources, Finance, and Purchasing areas citywide.

Finding F11: Allowing common ICT functions to be addressed and performed on a department-by-department basis has led to duplication of effort and unnecessary spending.

Response: Disagree. The City understands the issue of duplication of effort and unnecessary spending. For this reason, the City has long ago embarked on consolidation efforts to streamline operations and reduce expenditures. For example, the City has implemented the CIO review of all server purchases, and has implemented Enterprise Agreements for software which allow for more efficient use of limited resources.

Finding F12: The five-year ICT plan does not include: (1) ongoing operational activities, and (2) projects currently in progress with prior funding.

Response: Agree. The five-year ICT plan is a strategic plan and not a plan that focuses on operational activities.

Finding F13: There are no consolidated citywide ICT budget and staffing plans.

Response: Partially Disagree. The City reviews citywide ICT spending through the annual budget process and though the budget subcommittee of COIT. Consolidated ICT costs are prepared and provided to COIT annually.

Finding F14: Although COIT, DT, and a City CIO, address technology on a citywide basis, technology is not treated as a distinct citywide organizational entity.

Response: Agree. Technology is a function of all departments, and it cannot be taken out of a department's budget. For many departments, ICT is a mission critical element of a department's business. For example, it is important for a department like the Airport to manage its own technology

that is distinct to its business, such as airport security. However, the role of COIT is to ensure that IT is planned and executed from a citywide perspective, so that as a City we can invest in technology that is required by our many departments, such as email, enterprise agreements, virtualization of servers, and open access to data.

Finding F15: There is no comprehensive annual reporting on the state of technology within City government presented to the Mayor or the Board of Supervisors.

Response: Agree. It is a policy of the City to consider major citywide planning efforts every other year. The City will update and submit to the Board of Supervisors for approval the Five Year ICT plan, Ten year Capital Plan and Five Year Financial Plan on March 1, 2013.

Finding F16: There is a scarcity of consolidated citywide data in the technological arena, separate from departmental budgets.

Response: Disagree. While there is always room for improvement, there is no scarcity of data regarding citywide technology.

Finding F17: COIT concentrates on the design and implementation of individual projects rather than citywide costs and savings stemming from these projects.

Response: Disagree. Costs and savings are considered when projects are proposed. A COIT committee is charged with monitoring costs and progress after the projects begins. The Department of Technology presents project updates to COIT that address project status, budget and scope.

Finding F18: There is a need for a citywide ICT asset management system.

Response: Partially Disagree. While there is a need for a citywide system that should include all assets, including IT, COIT does leverage systems where reasonable.

Finding F19: There is a need for a citywide database of ICT personnel.

Response: Agree. There are currently systems in place to provide reports on citywide IT staffing.

Finding F20: There is no effort to gather and utilize comprehensive quantitative data to track how ICT currently functions.

Response: Disagree. The City uses performance measures, which provide data to analyze the effectiveness of projects.

Finding F21: The ICT 5-year plan is not a strategic plan and does not calculate how changes in ICT systems would impact City operations and costs.

Response: Disagree. The five-year ICT plan is a strategic plan, and while certain metrics may not exist, we can always add measurements. The ICT plan identifies and promotes the citywide IT strategies. The ICT plan includes extensive financial data, such as multi-year funding strategies, cost estimates and savings, derived from the reduction and reallocation of funds from IT initiatives.

Finding F22: City ICT managers are experiencing a growing difficulty in hiring technologists with "cutting edge" knowledge, skills, and experience.

Response: Agree. The City agrees that this process is difficult and we are working to address this issue..

Finding F23: Relying on Permanent Civil Service as a standard way of hiring technologists is too slow and cumbersome for the business needs of ICT units.

Response: Disagree Partially. The City must abide by Civil Service rules and processes. For permanent positions, the City must use Permanent Civil Service positions which involve hiring through a merit-based process. For projects that are limited in term, grant funded, or otherwise temporary in nature, the City utilizes project-based positions.

Finding F24: Relying on Permanent Civil Service as a standard way of hiring technologists prevents the city from attracting top talent from the private sector.

Response: Partially Disagree. The City has many dedicated and talented employees. We are always working to recruit new talent into the City, and for that reason recently launched our Innovation Fellowship Program as well as our Code For America Partnership, both of which attract talent to work on City IT and Innovation efforts for short term fellowships. While the Civil Service Process can at times make it more challenging to respond to the availability of qualified candidates, the City intends to engage the Civil Service Commission and its labor partners in a discussion about ways to navigate this challenge.

Finding F25: City technology culture is based in the belief that operating departments focus on their individual missions at the expense of citywide needs.

Response: Disagree. Both departmental unique systems and citywide common systems are needed, and the City should pursue both solutions in order to improve operations.

Finding F26: The cooperative attitude among departments and DT previously found by an earlier Civil Grand Jury has faded.

Response: Disagree. The Department of Technology and other City departments have diligently worked together on a number of citywide initiatives such as data center consolidation, the JUST.I.S. project, email systems conversion, eMerge, Enterprise license agreements, Citywide Tech Refresh program, and Single Sign On.

Finding F27: A department-first perspective, not the citywide perspective intended in the Administrative Code, results in a lack of coordination and communication between and among the different departments.

Response: Disagree. Departments continually work together on a variety of citywide initiatives and intra-department initiatives.

Finding F28: A department-first perspective, not the citywide perspective intended in the Administrative Code, results in duplication of common technology services and products.

Response: Disagree. While there is room for improvement to ensure more efficiency in our systems, departments communicate and collaborate often on various projects that ensure benefits to more than just an individual department.

Finding F29: Department Heads and CIOs do not view the authority granted COIT and the City CIO in the Administrative Code as governing their own plans and actions.

Response: Disagree. The CIO and COIT have considerable influence over departmental actions, setting policy priorities, reviewing purchases, and approving department IT project budgets.

Finding F30: Neither COIT nor the City CIO behave as if they fully believe in their authority to enforce policy and consolidation initiatives.

Response: Disagree. The COIT chair and members, and the City CIO are aware and use their authority to enforce policy and prioritize citywide initiatives.

Finding F31: There are no severe or immediate consequences resulting from City departments failing to abide by agreements to implement citywide initiatives or meet established timelines for completion.

Response: Disagree. This finding assumes that departments are always resistant to the implementation of citywide initiatives, when in fact most departments are engaged participants in Citywide efforts.

The Mayor's Office, the Office of Controller, the Department of Human Resources, the Chair of the Committee of Information Technology and the City CIO consolidated response to the Civil Grand Jury's recommendations is as follows:

Recommendation R1: The Mayor regularly attend COIT meetings to communicate his interest and support of internal citywide technology and move it forward within City government.

Response: Will Not be Implemented. The Mayor will attend COIT as he is able. The Mayor's Budget Director is his representative who attends every COIT meeting to convey the Mayor's priorities and his support of internal citywide technology.

Recommendation R2: The Budget Analyst or the Controller perform a management audit evaluating the Department of Technology's functions to determine if the Department adequately communicates with other departments, and how to alleviate the Department's barriers to better performance.

Response: Will Not be Implemented. The Controller can provide technical assistance, and it would be more useful to provide DT with this assistance as well as support to complete its planned projects over the coming months.

Recommendation R3: Policies and citywide consolidation initiatives adopted by COIT be communicated as Mayoral Directives to Department Heads and CIOs.

Response: Will Not be Implemented. This recommendation is not needed, and it is more appropriate for COIT to communicate its policies and initiatives.

Recommendation R4: COIT appoint two non-voting, non-City employees to sit on COIT without further delay.

Response: Already Implemented. The City is currently in the process of filling these two appointments.

Recommendation R5: The City CIO develop consolidated citywide comprehensive ICT budget and staffing plans, reviewed and approved by COIT, and take the lead in its presentation to the Mayor's Budget Office and the Board of Supervisors.

Response: Will Not be Implemented. COIT already reviews and approves citywide ICT budget, and staffing reports already exist. The City's budget which is proposed by the Mayor and adopted annually by the Board of Supervisors reflects and presents IT spending and staffing. The Mayor and the Board approve line item budgets for all departments which includes IT spending and staffing.

Recommendation R6: Subsequent to COIT approval of the ICT budget and staffing plans, COIT and the City CIO monitor adherence to these plans.

Response: Already Implemented. The City already has in place a CIO review process, and all major projects and large funding allocations are monitored.

Recommendation R7: The City CIO position be elevated in authority, responsibility, and accountability by creating functional "dotted-line" relationships between the City CIO and the departmental CIOs.

Response: Will not be implemented.

Recommendation R8: Provide staff support to both the City CIO and COIT.

Response: Already Implemented. COIT and the Department of Technology already have staff, and the Department of Human Resources, Mayor's Office and Controller will assist COIT and the Department to fill any priority vacant positions.

Recommendation R9: Amend Administrative Code, Section 22A.4 and 22A.7 to separate the position of City CIO from the Department of Technology.

Response: Will Not be Implemented.

Recommendation R10: Amend Administrative Code, Section 22A.4 and 22A.7 to create the separate position of Director of DT, appointed by and reporting to the City CIO.

Response: Will Not be Implemented.

Recommendation R11: The City CIO work with the Controller to conduct a survey, including, but not limited to, perform data, client satisfaction, decision-making and evaluation criteria, inventory of services, and needs assessment, first for baseline figures and then annually to measure improvement over the baseline figures.

Response: Requires Further Analysis. The Department currently has access to performance management tools to measure performance. The Controller's Office staff may be used to assist in further developing the Department's performance indicators and reporting.

Recommendation R12: The City CIO report annually on the state of technology in the City to the Mayor and the Board of Supervisors.

Response: Will be Implemented. The City agrees that the City CIO should report annually, and we will work to ensure this occurs each year.

Recommendation R13: The City CIO and the Controller create a citywide asset management system for ICT equipment.

Response: Will be Implemented through a citywide system. This process is currently underway with the expansion of the DPW information EAM system and the work of the Department of Technology to leverage existing Help Desk solutions in the City.

Recommendation R14: The City CIO and DHR create a citywide skills database for personnel, to catalog such skills as programming languages, web development, database, networking, and operating systems.

Response: Will Not Be Implemented. This will not be implemented, however with the implementation of PeopleSoft 9.0, the City will be able to capture credential information for city employees, including IT professionals. This is likely to include information about employees' competencies, training and skills.

Recommendation R15: Revise the Charter so that all vacant and new technology positions be classified as Group II exempt positions.

Response: Will Not be Implemented.

Recommendation R16: The City CIO be involved, with department heads, in hiring decisions for their highest level ICT personnel.

Response: Already Implemented. The City believes it is appropriate to consult the City CIO in these hiring decisions. The City CIO currently serves as a resource to departments.

Recommendation R17: The City CIO be included, with department heads, in the performance review process of senior ICT personnel in all departments.

Response: Will Not be Implemented. The responsibility to conduct performance reviews rests with the department head, managers and supervisors.

Recommendation R18: Pending revision of the Charter, the Mayor develop methods for speeding up the hiring process for ICT personnel.
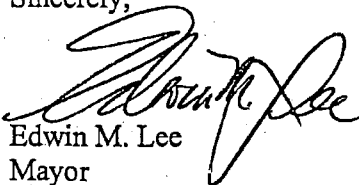
Response: Will be Implemented. The Department of Human Resources and DT will implement procedures to help improve the hiring process for ICT personnel.

Recommendation R19: The Mayor provide consistent, passionate, and aggressive leadership in the field of citywide technology, fostering progress, and garnering agreement among departments toward a more cooperative and cohesive culture.

Response: Already Implemented.

Thank you again for the opportunity to comment on this Civil Grand Jury report and for your interest in the effectiveness of the City's IT services .

Sincerely,
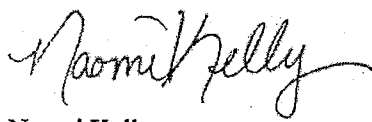
Edwin M. Lee
Mayor
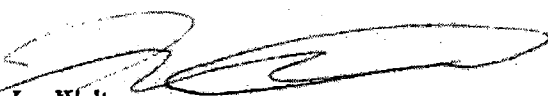
Ben Rosenfield
Controller

Micki Callahan
Director, Department of Human Resources

Naomi Kelly
City Administrator
Chair, Committee on Information Technology

Jon Walton
Chief Information Officer (Acting)

CITY AND COUNTY OF SAN FRANCISCO

DENNIS J. HERRERA
City Attorney

OFFICE OF THE CITY ATTORNEY

DIRECT DIAL: (415) 554-4748
E-MAIL: tara.collins@sfgov.org

September 20, 2012

Hon. Katherine Feinstein
Presiding Judge
San Francisco Superior Court
400 McAllister Street, Room 008
San Francisco, CA 94102

Re: City Attorney's Office's Response to the August 2, 2012 Civil
        Grand Jury Report entitled, "DÉJÀ VU ALL OVER AGAIN:
        San Francisco's City Technology Needs A Culture Shock"

Dear Judge Feinstein:

In accordance with Penal Code Sections 933 and 933.05, the City Attorney's Office submits the following response to the Civil Grand Jury Report entitled, "DÉJÀ VU ALL OVER AGAIN: San Francisco's City Technology Needs A Culture Shock," issued on August 2, 2012. The Civil Grand Jury Report asked the City Attorney's Office to respond to Finding No. 6 and Recommendation No. 4 of the Report, set forth below.

For each finding, the responding person or entity shall either:

1. Agree with the finding; or

2. Disagree with it, wholly or partially, and explain why.

For each recommendation, the responding person or entity shall report one of the following actions:

1. That the recommendation has been implemented, with a summary explanation of how it was implemented;

2. That the recommendation has not been implemented, but will be implemented in the future, with a time frame for the implementation;

3. That the recommendation requires further analysis, with an explanation of the scope of that analysis and a time frame for the officer or agency head to be prepared to discuss it (less 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 of why that is. (California Penal Code sections 933, 933.05)

Finding No. 6:

COIT [the Committee on Information Technology] is not in compliance with the Administrative Code [Section 22A.3(f)] by failing to find and appoint two non-voting, non-City employee members.

City Attorney's Office Response To Finding No. 6:

Partially disagree. Administrative Code Section 22A.3(f) imposes a duty on the voting members of COIT to select the two non-voting, non-City employee members. But the Code does not set a deadline for when they must do so. Thus, it is not possible to determine with certainty at what point COIT would actually be out of compliance with the law.

In a situation such as this—where the law imposes an obligation on a public body but does not set a specific time by which the body must act—a court would likely conclude that the body must act within a reasonable time. (See *Sacks v. City of Oakland* (2011) 190 Cal.App.4th 1070, 1090-91.) The requirement that COIT appoint the two public members was added by Board of Supervisors Ordinance No. 169-10 in August of 2010. There may be reasons why it has not been unreasonable for COIT to take this long to locate and select the public members; this Office is not in a position to make that determination. But our Office will bring the issue to COIT's attention and remind them of this obligation.

Recommendation No. 4:

COIT appoint two non-voting, non-City employee members to sit on COIT without further delay.

City Attorney's Office Response to Recommendation No. 4:

The recommendation will not be implemented by the Office of the City Attorney, because the City Attorney is not a member of COIT at this time and the Office of the City Attorney has no role in selecting the two non-voting, non-City employee members. But the Office has advised the voting members to make the appointments as soon as reasonably possible, and is ready to provide any advice or assistance to COIT that the Committee requests in connection with this matter

We hope this information is helpful.

Very truly yours,

DENNIS J. HERRERA
City Attorney

Edwin M. Lee, Mayor
Naomi M. Kelly, City Administrator

October 17, 2012

The Honorable Katherine Feinstein
Presiding Judge
Superior Court of California, County of San Francisco
400 McAllister Street
San Francisco, CA 94102

Dear Judge Feinstein:

The following is in response to the 2011-2012 Civil Grand Jury report, "Déjà vu All Over Again: San Francisco's City Technology Needs a Culture Shock." The General Services Agency (GSA), the Department of Public Works (DPW), and the JUS.T.I.S Governance Council (JUSTIS) are all part of the GSA family, so we have prepared a consolidated response to the report's findings and recommendations on behalf of these entities as follows:

Finding F2: The Department of Technology continues to be perceived by many of its customers as providing unsatisfactory service in terms of quality, reliability, timeliness, and cost.

Response (GSA/DPW): Disagree. GSA/DPW does not currently perceive DT services to be unsatisfactory in terms of quality, reliability, timeliness, and cost.

Finding F4: Another consequence to the Department of Technology for unsatisfactory service is the reluctance of departments to participate in citywide initiatives and to give up their operational independence.

Response (GSA/DPW): Disagree. GSA/DPW is currently working with DT on the proposed data center consolidation efforts, the city-wide email initiative and citywide Active Directory. Departments and divisions under GSA are willing to give up operational independence when our IT requirements can be met, with cost effective, reliable, and working solutions.

Finding F5: COIT policies and citywide consolidation initiatives are not communicated to Department Heads and CIOs effectively by the Mayor and COIT.

Response (GSA/DPW): Disagree. The City Administrator currently serves as the Chair of COIT. Additionally, GSA/DPW representatives attend COIT meetings to stay informed of COIT policies and attend project meetings on citywide consolidation initiatives, which are communicated with the appropriate departmental staff.

Finding F9: Departmental CIOs have no formal forum to communicate with each other or coordinate common technology issues.

Response (GSA/DPW): Disagree. Department CIOs meet on a monthly basis to communicate and/or coordinate common technology issues.

Finding F10: The lack of a functional reporting relationship between the City CIO and the departmental CIOs is a fundamental weakness in implementing common citywide programs.

Response (GSA/DPW): Disagree. Most citywide projects are driven by a sponsoring department who handles implementation and any reporting issues. A functional reporting relationship between the City CIO and the departmental CIOs may be a weakness in implementing common city wide programs; but in fact may also hinder the successful implementation of those programs resulting from a duel reporting relationship. This finding needs further analysis to clarify, with detailed specifics, how the functional relationship would work and how conflicts with the direct reporting relationship would be resolved.

Finding F11: Allowing common ICT functions to be addressed and performed on a department-by-department basis has led to duplication of effort and unnecessary spending.

Response (GSA/DPW): Disagree. Departments can be and are agile and efficient. The fiscal realities of the past several years have forced departments to be aware of any duplication of effort or unnecessary spending.

Finding F12: The five-year ICT plan does not include: (1) ongoing operational activities, and (2) projects currently in progress with prior funding.

Response (JUSTIS): Agree. JUSTIS was an existing project with a budget at the time the five-year ICT Plan was created, so the project was not asked to submit information for the five-year ICT plan.

Finding F13: There are no consolidated citywide ICT budget and staffing plans.

Response (GSA/DPW): Disagree. ICT budget and staffing was provided to the Controller's Office and COIT, as well as through the regular city budget process.

Finding F14: Although COIT, DT, and a City CIO, address technology on a citywide basis, technology is not treated as a distinct citywide organizational entity.

Response (GSA/DPW): Agree. Technology is not an entity.

Finding F15: There is no comprehensive annual reporting on the state of technology within City government presented to the Mayor or the Board of Supervisors.

Response (GSA/DPW): Agree. There is no annual comprehensive report.

Finding F16: There is a scarcity of consolidated citywide data in the technological arena, separate from departmental budgets.

Response (GSA/DPW): Partially Disagree. GSA/DPW provides various staffing and spending related data that is part of consolidated reporting, but there is not necessarily consolidated data related to other aspects of ICT operations.

Finding F17: COIT concentrates on the design and implementation of individual projects rather than citywide costs and savings stemming from these projects.

Response (GSA/DPW): Disagree. COIT and its subcommittees focus on different aspects of projects, including a review of whether there are citywide coordination opportunities for efficiency and cost savings.

Finding F18: There is a need for a citywide ICT asset management system.

Response (GSA/DPW): Partially Disagree. There is a need for a citywide system that manages major ICT assets.

Finding F19: There is a need for a citywide database of ICT personnel.

Response (GSA/DPW): Agree.

Finding F20: There is no effort to gather and utilize comprehensive quantitative data to track how ICT currently functions.

Response (GSA/DPW): Partially Disagree. There is an ongoing effort by the Controller's Office, Mayor's Office and COIT to gather and utilize financial ICT data to track citywide expenditures.

Finding F21: The ICT 5-year plan is not a strategic plan and does not calculate how changes in ICT systems would impact City operations and costs.

Response (GSA/DPW): Agree.

Finding F22: City ICT managers are experiencing a growing difficulty in hiring technologists with "cutting edge" knowledge, skills, and experience.

Response (GSA/DPW): Agree.

Finding F23: Relying on Permanent Civil Service as a standard way of hiring technologists is too slow and cumbersome for the business needs of ICT units.

Response (GSA/DPW): Partially Disagree. The Permanent Civil Service process should be streamlined, and Permanent Civil Service positions should not be relied upon for project-based ICT work.

Finding F24: Relying on Permanent Civil Service as a standard way of hiring technologists prevents the city from attracting top talent from the private sector.

Response (GSA/DPW): Partially Disagree. GSA/DPW has been able to attract talented individuals for Permanent Civil Service positions, but this process may hinder the effectiveness of future IT staff recruitment efforts.

Finding F25: City technology culture is based in the belief that operating departments focus on their individual missions at the expense of citywide needs.

Response (GSA/DPW): Disagree. Departments balance the need to provide mission critical services with citywide needs.

Finding F26: The cooperative attitude among departments and DT previously found by an earlier Civil Grand Jury has faded.

Response (GSA/DPW): Disagree. GSA and DPW have worked cooperatively with DT on a number of initiatives including JUSTIS and the PC Refresh Program.

Finding F27: A department-first perspective, not the citywide perspective intended in the Administrative Code, results in a lack of coordination and communication between and among the different departments.

Response (GSA/DPW): Partially Disagree. Whether a "department-first perspective" or a "citywide-first perspective", either one could result in a lack of coordination and communication between departments.

Finding F28: A department-first perspective, not the citywide perspective intended in the Administrative Code, results in duplication of common technology services and products.

Response (GSA/DPW): Disagree. The report does not provide specific instances to demonstrate that a "department-first perspective" has resulted in duplication of common technology services and products.

Finding F29: Department Heads and CIOs do not view the authority granted COIT and the City CIO in the Administrative Code as governing their own plans and actions.

Response (GSA/DPW): Partially Disagree. While the authority granted COIT and the City CIO is recognized, it does not necessarily govern every aspect of a department's IT plans and actions needed to meet mission critical services.

Finding F30: Neither COIT nor the City CIO behave as if they fully believe in their authority to enforce policy and consolidation initiatives.

Response (GSA/DPW): Disagree. We have not seen evidence to support this finding.

Finding F31: There are no severe or immediate consequences resulting from City departments failing to abide by agreements to implement citywide initiatives or meet established timelines for completion.

Response (GSA/DPW): Partially Disagree. There are immediate consequences of departments failing to abide by the noted agreements, such as failure to gain CIO approval of purchases that fall outside of the agreement.

Recommendation R2: The Budget Analyst or the Controller perform a management audit evaluating the Department of Technology's functions to determine if the Department adequately communicates with other departments, and how to alleviate the Department's barriers to better performance.

Response (GSA/DPW): Will Not be Implemented. The Budget Analyst, Controller's Office or Board of Supervisors will ultimately determine whether such an audit is implemented.

Recommendation R5: The City CIO develop consolidated citywide comprehensive ICT budget and staffing plans, reviewed and approved by COIT, and take the lead in its presentation to the Mayor's Budget Office and the Board of Supervisors.

Response (GSA/DPW): Has Been Implemented. GSA and DPW will participate in any additional planning activities that occur as the departments have participated in the creation of the five-year ICT Plan.

Recommendation R6: Subsequent to COIT approval of the ICT budget and staffing plans, COIT and the City CIO monitor adherence to these plans.

Response (GSA/DPW): Has Been Implemented. GSA and DPW already participate in project monitoring and report updates as required by COIT and the City CIO.

Recommendation R7: The City CIO position be elevated in authority, responsibility, and accountability by creating functional "dotted-line" relationships between the City CIO and the departmental CIOs.

Response (GSA/DPW): Requires Further Analysis. A "dotted-line" relationship between the City CIO and departmental CIOs and a "solid" reporting line between a departmental Directors and departmental CIOs may cause confusion and inaction by departmental CIOs in allocating their time and priorities, with the overarching requirement that departmental mission critical services supported by ICT be maintained.

Recommendation R8: Provide staff support to both the City CIO and COIT.

Response (GSA/DPW): Already Implemented. Staff support is already provided.

Recommendation R11: The City CIO work with the Controller to conduct a survey, including, but not limited to, perform data, client satisfaction, decision-making and evaluation criteria, inventory of services, and needs assessment, first for baseline figures and then annually to measure improvement over the baseline figures.

Response (GSA/DPW): Requires Further Analysis. GSA and DPW will participate in any survey that is conducted.

Recommendation R12: The City CIO report annually on the state of technology in the City to the Mayor and the Board of Supervisors.

Response (GSA/DPW): Will be Implemented. GSA and DPW agree that an annual report would be helpful.

Recommendation R13: The City CIO and the Controller create a citywide asset management system for ICT equipment.

Response (GSA/DPW): Requires Further Analysis. GSA and DPW agree that there is a need for a citywide system that manages major ICT assets.

Recommendation R14: The City CIO and DHR create a citywide skills database for personnel, to catalog such skills as programming languages, web development, database, networking, and operating systems.
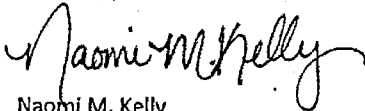
Response (GSA/DPW): Requires Further Analysis. GSA and DPW generally agree that this may be helpful but the exact manner in which it is created and used need additional discussion.

Recommendation R15: Revise the Charter so that all vacant and new technology positions be classified as Group II exempt positions.

Response (GSA/DPW): Requires Further Analysis. The City should look at other alternatives to address the noted issues before considering revisions to the Charter.

Thank you again for the opportunity to provide responses to this Civil Grand Jury report. Please let me know if you need any additional information.

Sincerely,

Naomi M. Kelly
City Administrator

CC: Mario Choi, Foreperson Pro Tem

San Francisco
Water   Sewer
Services of the San Francisco Public Utilities Commission

525 Golden Gate Avenue, 13th Floor
San Francisco, CA 94102
T 415.554.1600
F 415.554.3161
TTY 415.554.3488

September 6, 2012

Presiding Judge, Honorable Katherine Feinstein
Superior Court of California
County of San Francisco, Civil Grand Jury
400 McAllister Street, Room 008
San Francisco, CA 94102

Subject: Management Responses to Civil Grand Jury Report: "Déjà Vu All
         Over Again: San Francisco's City Technology Needs a Culture Shock"

Honorable Katherine Feinstein,

Thank you for providing us the opportunity to review the Civil Grand Jury report
entitled, Déjà Vu All Over Again: San Francisco's City Technology Needs a
Culture Shock.

Attached for your review and consideration are SFPUC Management's responses
to the recommendations detailed in the report.

Per the Civil Grand Jury's letter to the Clerk of the Board, it was requested that
responses must indicate whether the recommendation had been addressed and
how it was implemented. Due to the nature and scope of the recommendations
within the report, follow-up implementation will require a holistic effort by City
Departments, the Department of Technology, the Department of Human
Resources and the Mayor's Office.

If you have any questions or need additional information, please do not hesitate
to contact me at (415) 554-1600.

Sincerely,

ED HARRINGTON
General Manager

cc: Michael Carlin, Deputy General Manager
        Todd L. Rydstrom, AGM Business Services & Chief Financial Officer
        Ken Salmon, Director, Information Technology Services & CIO
        Nancy L. Hom, Director, Assurance & Internal Controls

Edwin M. Lee
Mayor

Anson Moran
President

Art Torres
Vice President

Ann Moller Caen
Commissioner

Francesca Vietor
Commissioner

Vince Courtney
Commissioner

Ed Harrington
General Manager

I. The Structure of San Francisco City Technology

F2
Partially agree. Depends on the function and professional. For example, there is a very cooperative attitude with the DT Fiber group and the IT staff of city departments. The DT phone services support group is another bright spot.

F4
Agree.

F5
Disagree. We are not aware of any non-communication between the Mayor's Office/COIT and Department Heads and CIOs.

F9
Agree that there is no *formal* forum. However, department IT Directors/CIO's meet monthly for lunch to discuss issues and share solutions. The Acting City CIO and the DT CTO are invited to all of these lunches. However, they attend very infrequently. Department IT Directors/CIO's often call and email each other for assistance. There are strong bonds, trust and respect amongst department IT Directors/CIO's.

F10
Disagree. The City CFOs report to their department heads, yet they are still in coordination with and must abide by citywide financial guidelines and policies. This decentralized reporting relationship works well. A reporting relationship alone – direct or indirect – may not speak to the cause of the weakness.

F11
Agree. However, centralized services need to be collaboratively/transparently developed, reliable, and business case based (including being cost effective and formal investigation of alternatives). Also, centralized services should be reviewed frequently by the COIT performance subcommittee.

F13
Partially agree. Departments, including the SFPUC, coordinate staffing plans according to the Mayor's Budget Instructions.

R2
Agree with a management audit or review of DT. However, we suggest that the review be focused on what barriers exist to communication and finding solutions to improve. The problem is why communication is not occurring properly, not the department functions themselves.

R5
Partially agree. Citywide comprehensive systems and technology proposals may have benefit. However, being similar to the city financial administration function may be more helpful (e.g., Controller has over-arching policy authority, however CFOs report to department heads).

R6
Agree. The COIT performance subcommittee should provide timely monitoring, much like the City Services Auditor does for audit findings on their 6-, 12- and 24-month follow-ups to ensure mitigations and best practices are timely implemented.

R7
Disagree. We think it is worth considering the effective model noted about the relationship the City Controller has with city department CFOs. This model should be explored to improve effectiveness.

R8
Agree. SFPUC already does this with personnel and work order funding. Information technology workorders currently represent one of the enterprise's significant costs.

II.   A Dearth of ICT Information

F14
Partially agree. Information technology is a tool that supports the substantive functions of the city. City departments are organized by the substantive functions, in the best way to support and further service to city residents and taxpayers. IT should not be a unique distinctive entity, as its role is to support city organizations. For example, City CFOs report to their department heads, yet they are still in coordination with and must abide by citywide financial guidelines and policies mandated by the Controller's Office. This decentralized reporting relationship works well.

F15
Agree. We are not aware of the existence of a comprehensive annual report on the state of City technology.

F16
Partially agree. Projects over $100,000 go to COIT and other systems and positions go by the Mayor's budget instructions where all new positions are reviewed and considered for adoption.

F17
Agree. Data center consolidation, hosted email and eMerge are examples of projects with a citywide focus. A larger focus on cost benefit analysis is needed.

F18
Partially agree. The city has multiple types of assets with varying functions (e.g., finance, technical, facility, utility, etc.). SFPUC assets within each of Water, Power, and Sewer provide multi-functional service rather than one-off functionality. The resolution of a need for a citywide asset management system would require more study, as some departments have well functioning applications, while others do not. We are open to seeing more information as a result of further review.

F19
Partially agree. Departments such as the SFPUC have organization charts that detail how IT services are staffed. However, across 50-60 departments, this type of usefulness may be limited. The SFPUC Learning Management System (LMS) is able to track specific skill sets. The value of any such database would depend on the rigor of ongoing maintenance, reporting reliability, and value extracted from the effort expended.

F20
Agree. We are not aware of any effort to gather such data.

F21
Agree. Additional information on projected savings or avoided cost would be helpful.

R11
Agree. We suggest adding quality of solutions and support levels. Also for the "decision-making and evaluation criteria" we suggest that you add business case driven". The SFPUC can share our business case template that we use for IT projects.

R12
Agree. This could be useful, but many areas of IT are specialized. We suggest that the annual report be presented as a joint report, with input from the Mayor's Chief Innovation Officer.

R13
Partially agree. The city has multiple types of assets with varying functions (e.g., finance, technical, facility, utility, etc.). SFPUC assets within each of Water, Power, and Sewer provide multi-functional service rather than one-off functionality. The resolution of a need for a citywide asset management system would require more study, as some departments have well functioning applications, while others do not. We are open to seeing more information as a result of further review.

R14
Agree. This can be beneficial, similar to how the SFPUC uses the Learning Management System (LMS) for tracking licensure and certifications for their engineers.

III.   **The Need for a Citywide Staffing Plan**

F22
Agree. Much progress has been made,b ut often hiring is slow because of the economy and the cumbersome city process.

F23
Disagree. Permanent Civil Service was devised to incorporate a fair and due process. However, the manner in how it has been implemented in San Francisco has been cumbersome. It has affected all citywide departments across various job recruitments, not just technology. We recommend that it be reviewed with the intent to make the process more efficient and effective.

F24
Disagree. Permanent Civil Service was devised to incorporate a fair and due process. However, the manner in how it has been implemented in San Francisco has been cumbersome. It has affected all citywide departments across various job recruitments, not just technology. We recommend that it be reviewed with the intent to make the process more efficient and effective. We have lost many top candidates to other competitive offers because of delays and other factors in the city's recruitment process.

R15
Disagree. Permanent Civil Service was devised to incorporate a fair and due process. However, the manner in how it has been implemented in San Francisco has been cumbersome. It has affected all citywide departments across various job recruitments, not just technology. We recommend that it be reviewed with the intent to make the process more efficient and effective.

IV. A Culture in Need of Change

F25
Disagree. Departments focusing on the needs and services for city residents and taxpayers are not the issue. City technology is meant to support citywide departments in obtaining their objectives, similar to the support services of Department of Human Resources, Controller's Office, or the Office of the City Attorney. The focus of city technology culture should be how to serve citizens through a combination of department and citywide technology systems.

F26
Disagree. We are not aware of what the state of cooperation has been in the past. However, this relies on the professional relationships between city staff. The SFPUC has had a great working relationship with DT's Fiber Team and this has led to timely and efficient response and communication.

F27
Disagree. Departments focusing on the needs and services for city residents and taxpayers are not the issue. City technology is meant to support citywide departments in obtaining their objectives, similar to the support services of Department of Human Resources, Controller's Office, or the Office of the City Attorney. The focus of city technology culture should be how to serve citizens through a combination of department and citywide technology systems. The result of how well citizens are served by a department or citywide system is how success would be measured.

F28
Disagree. Departments focusing on the needs and services for city residents and taxpayers are not the issue. City technology is meant to support citywide departments in obtaining their objectives, similar to the support services of Department of Human Resources, Controller's Office, or the Office of the City Attorney. The focus of city technology culture should be how to serve citizens through a combination of department and citywide technology systems. The result of how well citizens are served by a department or citywide system is how success would be measured.

F29
Disagree. The SFPUC follows and regards COIT policies seriously.

F30
Partially agree. COIT members are engaged in the process. We suggest a review of timeliness and complete follow through of approved initiatives, similar to the post-audit 6-, 12- and 24-month followup reporting.

F31
Agree. Citywide initiatives are rarely well thought out well enough to gain cooperation and rarely have timelines. An example was a proposed hosted email solution: The contract for hosted email was signed without collaborating with Department IT leaders. In January of 2010, the SFPUC asked DT to produce an email business case including total cost of ownership. The SFPUC has asked for cost data many times over the years and still, to this day the information has not been shared. It is not reasonable to expect support for a project when the costs and schedule are unknown. To be successful, large projects such as citywide hosted email need to be managed formally including total cost, schedule, benefits, risk analysis and formal analysis of alternative solutions.

October 1, 2012

The Honorable Katherine Feinstein
Presiding Judge of the Superior Court
Superior Court of California
County of San Francisco - Grand Jury
400 McAllister St., Room 008
San Francisco, CA 94102

Re: SFMTA's Response to the Civil Grand Jury's Report:
      "Déjà Vu All Over Again: San Francisco's City Technology Needs a Culture Shock"

Dear Judge Feinstein:

The San Francisco Municipal Transportation Agency (SFMTA) has carefully reviewed the
Civil Grand Jury's report entitled, "Déjà Vu All Over Again: San Francisco's City
Technology Needs a Culture Shock." The SFMTA appreciates the effort and work of the
Civil Grand Jury in researching and producing this report.

It is important to note that while we responded to the Findings stated in the report as directed,
many of the project and initiatives discussed are not SFMTA projects, but are under the
purview of the Department of Technology. With regard to the recommendations to which
the SFMTA was directed to respond, as these recommendations are not within our power to
implement, we are not in a position to respond to the status of the recommendations as
defined by California Penal Code Sections 933 and 933.05 and therefore defer to the
citywide consolidated response.

Please find attached our official response to the Civil Grand Jury report.

Sincerely,

Edward D. Reiskin
Director of Transportation

cc: San Francisco Board of Supervisors
    San Francisco MTA Board of Directors

SFMTA Response Table to 2012 CGJ Technology Report

*Note: Below recommendations will not be implemented by SFMTA as implementation is the responsibility of different departments. As a result, the SFMTA is not in a position to respond to the status of recommendations as defined by California Penal Code Sections 933, 933.05. Please see the City's consolidated response.

FINDINGS	SFMTA RESPONSE	EXPLANATION
F2 Dept CIO	Agree	The SFMTA agrees with this finding.
F4 Dept CIO	Disagree partially	The Department of Technology understands the need to deliver improved service to City Departments and as a result, we are seeing enhanced willingness by Departments to participate in Citywide initiatives.
F5 Dept Head and CIO	Agree	The SFMTA agrees with this finding.
F9 Dept CIO	Disagree partially	With authority as the oversight body for technology in the City, the DT CIO and CTO can advance a broad technology vision for the City while ensuring that day-to-day technology operations needs are tended to as well.
F10 Dept CIO	Disagree partially	While the SFMTA does agree that the reporting relationship outlined in R7 would enhance delivery of technology services in the City, progress has been made in efforts to advance citywide technology programs.
F11 Dept CIO	Disagree partially	While there are opportunities for consolidated citywide services, some common ICT functions may be most efficiently and/or effectively delivered at the Departmental level. This is particularly true when a Department is leveraging a staff member to perform multiple functions. No cost savings would be achieved through consolidated services.
F13 Dept Head and CIO	Disagree partially	COIT's Planning and Budgeting Subcommittee works to evaluate, rate, and determine funding for technology projects in the City and members of the City technology community and COIT are actively engaged in discussion about appropriate staffing levels.

SFMTA Response Table to 2012 CGJ Technology Report

FINDINGS	SFMTA RESPONSE	EXPLANATION
R2 Dept Head and CIO	*Please see note above.	
R5 CIO	*Please see note above.	
R6 CIO	*Please see note above.	
R7 CIO	*Please see note above.	
R8 CIO	*Please see note above.	
F14 Dept Head and CIO	Disagree partially	Through efforts such as data center consolidation, Citywide e-mail, and new enterprise agreements the City is making strides toward a Citywide vision for delivery of technology related services.
F15 Dept Head and CIO	Agree	The SFMTA agrees with this finding.
F16 Dept Head and CIO	Disagree partially	There has been improvement in recent years, but the City should continue its efforts to consolidate data.

SFMTA Response Table to 2012 CGJ Technology Report

FINDINGS	SFMTA RESPONSE	EXPLANATION
F17 Dept Head and CIO	Disagree partially	COIT strives to identify savings opportunities in the process of considering all Citywide projects both in the planning and implementation processes.
F18 Dept Head and CIO	Agree partially	The SFMTA agrees that having asset data consolidated citywide would be beneficial. Whether that is done via a single citywide system or via integration of existing systems should be explored.
F19 Dept Head and CIO	Agree	The SFMTA agrees with this finding.
F20 Dept Head and CIO	Disagree	DT regularly requests data on the state of departmental technology operations, and COIT reviews progress on key ICT initiatives.
F21 Dept Head and CIO	Disagree	Projects in the ICT are evaluated in accordance with a variety of criteria including cross-departmental synergies and cost savings opportunities. In addition, considerable time was vested in identifying strategic priorities for the ICT Plan at the outset of the process.
R11 Dept Head and CIO	*Please see note above.	
R12 Dept Head and CIO	*Please see note above.	
R13 Dept Head and CIO	*Please see note above.	

SFMTA Response Table to 2012 CGJ Technology Report

FINDINGS	SFMTA RESPONSE	EXPLANATION
R14 CIO	*Please see note above.	
F22 CIO	Agree	The City should explore new ways to enhance its recruiting and outreach efforts to attract a talented and diverse pool of applicants.
F23 CIO	Agree	While some positions in the Technology realm are well suited to PCS positions, others are more project-based and/or require skill sets that are not always common with individuals on existing lists.
F24 CIO	Agree partially	While top flight technologists can be recruited through Permanent Civil Service, the perceived bureaucratic nature of the process amongst private sector candidates, hiring timeline, rigid salary guidelines, and other factors may deter some candidates from being recruited for opportunities with the City
R15 Dept Head and CIO	*Please see note above.	
F25 Dept Head and CIO	Disagree	At the SFMTA and other departments, we recognize the importance of advancing technology solutions that meet the needs of our internal and external customers while considering opportunities to help advance Citywide initiatives and partner with other Departments as well.
F26 Dept Head and CIO	Disagree partially	While DT and departments have been making strides toward advancing a more customer-friendly and cooperative environment, there is always room for improvement.
F27 Dept Head and CIO	Disagree partially	The ICT Plan and other DT/COIT activities are helping the City advance more broad initiatives than in the past with a focus on solutions that have positive impacts across the City organization.

SFMTA Response Table to 2012 CGJ Technology Report

FINDINGS	SFMTA RESPONSE	EXPLANATION
F28 Dept Head and CIO	Disagree partially	DT's and COIT's processes are designed to limit duplication of services and products. In addition, proactive departments work with peers to identify opportunities to leverage existing services and products.
F29 Dept Head and CIO	Disagree	COIT and the City CIO have significant influence over Departmental activities.
F30 Dept Head and CIO	Disagree	COIT and the City CIO actively use oversight of purchasing processes and other levers to ensure departments are in alignment.
F31 Dept Head and CIO	Disagree partially	The SFMTA is supportive of citywide initiatives and is working closely on integration with data center consolidation, City-wide email, enterprise agreement efforts, and other activities. All departments stand to benefit from working in line with City policies and to advance City-wide initiatives. Stronger accountability to ensure those outcomes would be beneficial.

City and County of San Francisco
Civil Grand Jury 2011-2012
"Déjà vu All Over Again"

To: Hon. Katherine Feinstein
      Presiding Judge of the Superior Court

From: Trent Rhorer, Executive Director
      San Francisco Human Services Agency

      Vakil Kuner, CIO
      San Francisco Human Services Agency

Subject: <u>Response to Civil Grand Jury Findings and Recommendations by the San Francisco Human Services Agency</u>

Date: October 1, 2012

Here is the response from the San Francisco Human Services Agency (HSA) to the Civil Grand Jury report entitled "Déjà vu All Over Again" dated June 2012. You have requested responses from the department head and CIO to specific findings and recommendations contained in this report. The HSA response combines the requested responses from the HSA Department Head and the HSA CIO. For purposes of organization, we have divided this response by first addressing the report's findings and then addressing the report's recommendations.

<u>Findings</u>

You have asked whether the Human Services Agency agrees or disagrees with the following specific findings:

F2: Partially disagree. DT network engineers and the group that pulls the fiber cables through the street provide good service and initiatives such as enterprise agreements (e.g. Nuance, pending agreement with Adobe and VMWare) have been constructed in ways that are entirely positive for departments. DT has struggled in other areas such as planning and delivering a consolidated, Citywide e-mail system that meets all departments' needs.

F4: Disagree. Over the past several years, departments have agreed to consolidate data centers, virtualize servers, consolidate purchasing and move towards a Citywide e-mail system. All of these efforts have been initiated by DT and endorsed by COIT.

F5: Partially disagree: Most COIT policies are posted on the COIT web site and major initiatives are communicated to department CIOs and other administrative staff members.

F9: Partially disagree. The COIT sub-committees partially address this need as do the 'brown bag' technology sessions hosted by DT. In addition, departmental CIOs are in regular communication on subjects of mutual interest.

F10: Disagree. The lack of a functional reporting relationship between the City CIO and department CIOs has not prevented the implementation of Citywide programs such as e-mail, data center consolidation, coordinated purchasing, server virtualization, the development of a Citywide fiber network and the development of Citywide enterprise licenses for applications software.

F11: Disagree. Although San Francisco has a decentralized model of IT organization, there is little evidence of unnecessary spending as a result of that model and recent efforts to coordinate purchasing and licensing within the decentralized model have produced savings.

F13: Partially disagree: The ICT plan and the COIT projects define major elements of Citywide ICT spending. In addition, the Mayor's Budget Office, the Board of Supervisors and DHR approve all IT staffing requests from all departments.

F14: Agree with the finding but disagree with the premise that technology should be treated by a distinct citywide organizational entity. Different departments have very different technological requirements and needs.

F15: Disagree. The ICT plan is a comprehensive annual report of technology.

F16: Agree with the finding but disagree with the premise that there should be consolidated citywide financial data apart from departmental budgets. Departmental budgets are the most accurate source of ICT spending plans. Furthermore, the Controller has produced a consolidated ICT budget for all City departments which is included in the Grand Jury report.

F17: Disagree. The COIT Budget and Planning Subcommittee reviews the planned costs and savings of IT projects from all City departments and the COIT Performance Subcommittee monitors those projects.

F18: Disagree. DT has collected an inventory of ICT equipment for all City departments and is using this inventory to develop ICT equipment standards.

F19: Disagree. Most of the classifications used for ICT personnel are unique to IT and are readily available from the Annual Salary Ordinance and reports from the City's personnel database.

F20: Disagree. There is a substantial effort by the Controller and COIT to gather and use comprehensive financial data about ICT spending. There are also ICT performance metrics in departmental efficiency plans.

F21: Agree.

F22: Agree.

F23: Agree.

F24: Agree.

F25: Disagree. There is no inherent contradiction between individual department missions and needs and Citywide needs. DT and COIT have attempted to identify common ground for all

2

departments so that individual needs of departments can be accommodated in Citywide IT strategies.

F26: Disagree. A cooperative attitude among departments and between departments and DT/COIT is growing, not fading.

F27: Disagree. Departments frequently work together to solve common problems. COIT and the COIT sub-committees help to facilitate this communication.

F28: Partially agree. However, DT's efforts to secure enterprise licenses and establish common purchasing practices are addressing this issue.

F29: Disagree. The Executive Director and the CIO of HSA are very cognizant of the authority of COIT and follow the processes of COIT and CIO reviews of projects procurements, and spending.

F30: Disagree. The City CIO and COIT have created and enforced citywide policies on purchasing, equipment standards, licensing, e-mail, data center consolidation and server virtualization.

F31: Disagree. There are immediate consequences to budgets and the use of staff resources when citywide initiatives or timelines are not met.

Recommendations

You have asked that the Human Services Agency respond to specific recommendations as to whether those recommendations (1) have been implemented, (2) have not been implemented but are planned, (3) require further analysis, or (4) will not be implemented because they are unreasonable. In some instances, however, the recommendations cannot be implemented by the Human Services Agency. Therefore, the Human Services Agency response includes a fifth category of response to recommendations as follows: (5) cannot be implemented by the Human Services Agency.

R2: (5) This recommendation is directed at the Budget Analyst and Controller. The Human Services Agency cannot implement this recommendation.

R5: (1) Although the Human Services Agency cannot implement this recommendation, the Controller, the Mayor's Budget Office and the City CIO already take the lead in developing the annual ICT plan and budget.

R6: (1) Although the Human Services Agency cannot implement this recommendation, adherence to the annual ICT plan is monitored by the CIO review process and the COIT sub-committees.

R7: (4) Although the Human Services Agency cannot implement this recommendation, a 'dotted line' reporting relationship would conflict with the duty of a Department Head to fulfill the mission of the department by making departmental ICT resources subject to non-departmental priorities.

R8: (1) Departments, including the Human Services Agency, already support the City CIO and COIT by providing the City CIO and COIT with positions and with many staff hours attending COIT, COIT subcommittee, and ICT planning meetings. The Human Services Agency has members on two COIT sub-committees and is an active participating member of COIT.

R11: (5) This recommendation is directed to the City CIO and Controller and cannot be implemented by the Human Services Agency.

R12: (1) The City CIO already reports monthly to the Mayor and Board of Supervisors on the state of technology via COIT meetings. The City CIO also reports annually to the Mayor and Board of Supervisors on the state of technology as part of the annual budget review process.

R13: (1) The Human Services Agency has a complete list of IT assets which has been provided to DT as part a DT initiative to develop a citywide list of such assets.

R14: (5) This recommendation is directed to the City CIO and DHR. The Human Services Agency cannot implement this recommendation on a citywide basis.

R15: (5) The Human Services Agency cannot revise the Charter.

C: **Mario Choi, Foreperson Pro Tem**
   2011-2012 Civil Grand Jury

BOARD OF SUPERVISORS

BUDGET AND LEGISLATIVE ANALYST

1390 Market Street, Suite 1125, San Francisco, CA 94102 (415) 552-9292
FAX (415) 252-0461

October 3, 2012

Hon. Katherine Feinstein
Presiding Judge
San Francisco Superior Court
400 McAllister Street, Room 008
San Francisco, CA 94102

Dear Judge Feinstein:

In accordance with Penal Code Sections 933 and 933.05, the Budget and Legislative Analyst's Office submits the following response to the Civil Grand Jury Report entitled, "DEJA VU ALL OVER AGAIN: San Francisco's City Technology Needs A Culture Shock," issued on August 2, 2012. The Civil Grand Jury Report asked the Budget and Legislative Analyst's Office to respond to Recommendation No. 2 of the Report, set forth below.

2. The Budget Analyst or the Controller perform a management audit evaluating the Department of Technology's functions to determine if the Department adequately communicates with other departments, and how to alleviate the Department's barriers to better performance.

Will not be implemented. The Budget and Legislative Analyst's Office works at the direction of the Board of Supervisors, and therefore does not direct the schedule of audits. All audits are assigned to the Budget and Legislative Analyst by motion of the Board of Supervisors.

Sincerely,

Severin Campbell
Budget and Legislative Analyst's Office

Civil Grand Jury Report - Déjà Vu All Over Again: San Francisco's City Technology Needs a Culture Shock"

DPH Response

F2. The Department of Technology continues to be perceived by many of its customers as providing unsatisfactory service in terms of quality, reliability, timeliness, and cost.

DPH Response: Disagree. DPH can only respond to this finding based on its own relationship with DT, not those of other departments. Overall, DPH considers the services provided by DT to be adequate in quality, reliability, timeliness and cost. While there are issues that arise from time to time between DPH and DT, as is unavoidable, they are generally resolved. DPH is dependent on DT for many of the services it relies on, and for which DPH would have insufficient financial and personnel resources to provide on its own without having DT available as a resource.

F4. Another consequence to the Department of Technology for unsatisfactory service is the reluctance of departments to participate in citywide initiatives and to give up their operational independence.

DPH Response: Disagree. DPH can only respond to this finding based on its own relationship with DT, not those of other departments. DPH is proactively participating in citywide DT initiatives including data center consolidation, email, and others. DPH views these initiatives as an opportunity to access new resources and technology it would otherwise be unable to afford to purchase and operate independently.

F5. COIT policies and citywide consolidation initiatives are not communicated to Department Heads and CIOs effectively by the Mayor and COIT.

Response: Disagree. DPH holds a seat on COIT as a voting member, and is fully aware of the policies it helps to establish through that body. To the extent that other departments are unaware of COIT policies, DPH would support additional communication of COIT policies.

F9. Departmental CIOs have no formal forum to communicate with each other or coordinate common technology issues.

DPH Response: Disagree. COIT, along with its numerous subcommittees, task forces, and working groups, is designed specifically as a forum for the type of communication. There are surely areas where improved communication would be beneficial, and DPH

would be more than willing to actively participate in any opportunities for improved communication.

F10. The lack of a functional reporting relationship between the City CIO and the departmental CIOs is a fundamental weakness in implementing common citywide programs.

DPH Response: Partially agree. Execution of citywide IT initiatives clearly requires coordination between departmental CIOs and the City CIO. However, DPH believes it has made an effort to collaborate on citywide IT initiatives under the existing reporting structure and legislative requirements, and will continue to do so with or without an additional formalized organizational relationship with the CIO. However, depending on how a functional reporting relationship would be structured and implemented, it could potentially help continue to strengthen this collaboration.

F11. Allowing common ICT functions to be addressed and performed on a department-by-department basis has led to duplication of effort and unnecessary spending.

DPH Response: Agree. This finding has been identified and discussed repeatedly at COIT meetings for the past several years, and has led to a number of consolidation initiatives, including those listed in the Civil Grand Jury report.

F13. There are no consolidated citywide ICT budget and staffing plans.

DPH Response: Disagree. The City has a 5-Year ICT Plan. In addition, as part of the annual budget process, COIT and its committees compile and review extensive data on departmental IT spending. This process takes place in numerous public meetings. The Mayor and Board of Supervisors each year deliberate and approve a citywide budget and annual salary ordinance that includes IT spending for all departments. The Mayor and Board of Supervisors bi-annually consider the consolidated citywide 5-year ICT Plan.

R2. The Budget Analyst or the Controller perform a management audit evaluating the Department of Technology's functions to determine if the Department adequately communicates with other departments, and how to alleviate the Department's barriers to better performance.

DPH Response: Disagree. This recommendation is not applicable to DPH. DPH has selected "disagree" since DPH is required to respond to this recommendation and none of the allowable responses are appropriate. DPH is not in a position to recommend how to allocate the time and resources of the Budget Analyst or Controller's Office. These offices surely have competing demands on their time and resources, which much be judged from a citywide perspective rather than that of DPH.

R5. The City CIO develop consolidated citywide comprehensive ICT budget and staffing plans, reviewed and approved by COIT, and take the lead in its presentation to the Mayor's Budget Office and the Board of Supervisors.

DPH Response: Agree. This recommendation is already implemented, at least partially, through development of the 5 Year ICT plan, the annual budget process under COIT and its committees, and the City's budget process.

R6. Subsequent to COIT approval of the ICT budget and staffing plans, COIT and the City CIO monitor adherence to these plans.

DPH Response: Agree. This recommendation is already implemented through COIT's year-round monitoring of individual and consolidated citywide projects. DPH is committed to participating in an enhanced monitoring process if directed by COIT and the CIO.

R7. The City CIO position be elevated in authority, responsibility, and accountability by creating functional "dotted-line" relationships between the City CIO and the departmental CIOs.

DPH Response: Partially agree. Execution of citywide IT initiatives clearly requires coordination between departmental CIOs and the City CIO. However, DPH believes it has made an effort to collaborate on citywide IT initiatives under the existing conditions, and will continue to do so with or without an additional formalized organizational relationship with the CIO. However, depending on how a functional reporting relationship would be structured and implemented, it could potentially help continue to strengthen this collaboration.

R8. Provide staff support to both the City CIO and COIT.

DPH Response: Agree. More staff support would likely be positive, if funding is available. However, the Civil Grand Jury's report does not identify a funding source for these positions. Therefore, the Mayor and Board of Supervisors, rather than DPH, must evaluate this recommendation against competing citywide funding priorities.

F14. Although COIT, DT, and a City CIO, address technology on a citywide basis, technology is not treated as a distinct citywide organizational entity.

DPH Response: Partially agree. Technology is treated as a citywide entity in some respects. Certain functions are coordinated through COIT and the CIO, such as citywide consolidation initiatives, CIO reviews of purchasing, and centralized review and approval of departmental budget proposals. Certain functions are centralized within the Department of Technology, rather than dispersed in individual department budgets, and funded through work orders. Other functions are department-specific in nature, such as clinical systems at DPH's hospitals and health clinics.

F15. There is no comprehensive annual reporting on the state of technology within City government presented to the Mayor or the Board of Supervisors.

DPH Response: Partially agree. DPH continuously works with the Mayor's Office, COIT, the CIO, and the Board of Supervisors Budget and Legislative Analyst's office to supply information on budgetary, staffing, and programmatic aspects of its technology operations and projects. DPH has participated in development and presentation of the City's ICT plan, as well as numerous other presentations to the Board of Supervisors on information technology. DT presents and discusses in detail its technology needs with the Mayor's Office during development of the annual budget and other times as needed. DPH also provides written documents and presentations to the Health Commission multiple times per year, which are available to the public. Since the Civil Grand Jury is surely aware of each of the activities listed above, DPH assumes that the Civil Grand Jury does not consider these activities to be "comprehensive annual reporting on the state of technology within City Government" and therefore partially agrees with this finding. DPH will participate in any additional reporting requested by the Mayor's Office or Board of Supervisors.

F16. There is a scarcity of consolidated citywide data in the technological arena, separate from departmental budgets.

DPH Response: Partially agree. DPH notes that its Departmental budgetary data is a very rich source of data on its technology operations. This data is consolidated citywide during the annual budget process. During the past several years, DPH has participated

in efforts to improve the collection and standardization of technology data, including responding to surveys, re-categorizing expenditures in the City's financial systems for improved tracking, and efforts to improve citywide technology data collection led through the COIT Planning and Budgeting Subcommittee. However, DPH is not aware of a consolidated source of data that includes all of the items listed as examples in the Civil Grand Jury report, and therefore partially agrees with the finding.

F17. COIT concentrates on the design and implementation of individual projects rather than citywide costs and savings stemming from these projects.

DPH Response: Partially agree. In many cases, COIT has focused extensively on the citywide costs and savings stemming from IT projects. For example, many of the citywide consolidation efforts currently underway were initiated by the Mayor's Office, Board of Supervisors and COIT because analysis showed reduced costs and/or improved outcomes per dollar spent could be realized. The Civil Grand Jury report both endorses these initiatives and acknowledges that citywide benefits are a driving motivation. Without COIT focusing on citywide costs and savings these initiatives would not be happening. However, in many cases COIT is continually striving to expand upon and improve its analysis of citywide costs and savings from technology projects. Since there is always more that can be done in this regard, DPH partially agrees with this finding.

F18. There is a need for a citywide ICT asset management system.

DPH Response: Agree. An asset management system could be helpful. However, the Civil Grand Jury does not propose a funding source for such a system. Therefore, the Mayor and Board of Supervisors, rather than DPH, must evaluate this recommendation against competing citywide funding priorities. Provided that the cost to acquire, operate and maintain the system would not be excessive and that funding is identified DPH would welcome such a system.

F19. There is a need for a citywide database of ICT personnel.

DPH Response: Agree. A personnel database could be helpful provided that the cost to acquire, operate and maintain the system would not be excessive and that funding is identified. However, the Civil Grand Jury does not propose a funding source for such a system. Therefore, the Mayor and Board of Supervisors, rather than DPH, must evaluate this recommendation against competing citywide funding priorities.

F20. There is no effort to gather and utilize comprehensive quantitative data to track how ICT currently functions.

DPH Response: Partially agree. DPH continuously works with the Mayor's Office, COIT, the CIO, and the Board of Supervisors Budget and Legislative Analyst's office to supply information on budgetary, staffing, and programmatic aspects of its technology operations and projects. DPH has participated in development and presentation of the City's ICT plan, as well as numerous other presentations to the Board of Supervisors on information technology. DT presents and discusses in detail its technology needs with the Mayor's Office during development of the annual budget and other times as needed. DPH also provides written documents and presentations to the Health Commission multiple times per year, which are available to the public. Since the Civil Grand Jury is surely aware of each of the activities listed above, DPH assumes that the Civil Grand Jury does not consider these activities to be "comprehensive annual reporting on the state of technology within City Government" and therefore partially agrees with this finding.

F21. The ICT 5-year plan is not a strategic plan and does not calculate how changes in ICT systems would impact City operations and costs.

DPH Response: Disagree. While it is possible that additional strategic elements could be added, the ICT 5-year plan is a strategic plan in that it is the document that codifies the citywide IT strategies. DPH views the strategies outlined in the IT plan as a guide for its role citywide IT initiatives. The ICT plan also includes extensive financial data, including multi-year cost estimates and savings from reductions and reallocations of funding associated with IT initiatives.

R11. The City CIO work with the Controller to conduct a survey, including, but not limited to, performance data, client satisfaction, decision-making and evaluation criteria, inventory of services, and needs assessment, first for baseline figures and then annually to measure improvement over the baseline figures.

DPH Response: Agree. Assuming the CIO and Controller wish to move forward with such a survey, DPH will participate as directed by the CIO and COIT.

R12. The City CIO report annually on the state of technology in the City to the Mayor and the Board of Supervisors.

DPH Response: Agree. Since extensive information and reporting already exist, DPH is unclear about what type of additional reporting the Civil Gran Jury recommends. However, DPH will participate in any effort to to satisfy a request for information from the Mayor and Board of Supervisors.

R13. The City CIO and the Controller create a citywide asset management system for ICT equipment.

DPH Response: Partially agree. If funding is identified, DPH would participate in a citywide effort to establish such a system.

R14. The City CIO and DHR create a citywide skills database for personnel, to catalog such skills as programming languages, web development, database, networking, and operating systems.

DPH Response: Partially agree. If funding is identified, DPH would participate in a citywide effort to establish such a system.

F22. City ICT managers are experiencing a growing difficulty in hiring technologists with "cutting edge" knowledge, skills, and experience.

DPH Response: Agree. DPH has experienced recruitment challenges filling some IT positions, primarily due to the Bay Area job market for IT professionals and the IT skill set needed in a healthcare environment.

F23. Relying on Permanent Civil Service as a standard way of hiring technologists is too slow and cumbersome for the business needs of ICT units.

Partially Agree. A civil service system is not necessarily incompatible with efficient hiring. However, DPH supports efforts to expedite the City's hiring processes. DPH has experienced delays in obtaining City approval of special conditions to establish the minimum qualifications necessary for an IT professional in a healthcare setting on certain positions, as well as adoption of some Civil Service eligible lists. DPH has also had permanent civil service employees from other City departments "bump" into IT positions without experience in the systems used by DPH, which has been disruptive to DPH's IT operations.

F24. Relying on Permanent Civil Service as a standard way of hiring technologists prevents the city from attracting top talent from the private sector.

DPH has not experienced difficulty attracting top talent because the available positions are permanent civil positions. In the last economic downturn, DPH had many qualified applicants seeking more secure, long-term employment. DPH would support greater flexibility in the City's job specifications and appointment structure to attract and maintain IT talent with the knowledge, skills and ability needed for healthcare reform and future technology advances.

R15. Revise the Charter so that all vacant and new technology positions be classified as Group II exempt positions.

DPH Response: Disagree. DPH cannot address this recommendation. DPH has selected "disagree" since DPH is required to respond to this recommendation and none of the allowable responses are appropriate. Authority over amendments to the City Charter rests with the Mayor, Board of Supervisors, and voters. DPH will participate as appropriate in discussions of this issue if directed.

F25. City technology culture is based in the belief that operating departments focus on their individual missions at the expense of citywide needs.

DPH Response: Disagree. DPH makes every effort to both accommodate its mission-specific IT needs and participate in citywide efforts. In most cases these are not in conflict. As the Civil Grand Jury acknowledges, a large part of DPH's information technology operation is focused on health related systems that have little impact on other departments. However, DPH is attempting to align its departmental IT strategy with citywide initiatives. For example, the planned data center consolidation will provide DPH with an opportunity to access new equipment and technology that it would be unable to afford to purchase independently. Similarly, DPH relies heavily on DT for operational needs that it cannot deliver with its existing staff and funding.

F26. The cooperative attitude among departments and DT previously found by an earlier Civil Grand Jury has faded.

DPH Response: Disagree. DPH makes every effort to maintain a cooperative attitude in its relationship with DT.

F27. A department-first perspective, not the citywide perspective intended in the

Administrative Code, results in a lack of coordination and communication between and among the different departments.

DPH Response: Partially agree. DPH agrees, as stated in the Civil Grand Jury report, that any large organization (such as the City and County of San Francisco) with diverse services and business lines must have an approach to IT management that includes decentralized decision-making for department-specific functions and centralized decision making for common functions. DPH has attempted to balance these needs, developing a departmental IT function for health care IT systems while also participating in citywide initiatives.

F28. A department-first perspective, not the citywide perspective intended in the Administrative Code, results in duplication of common technology services and products.

DPH Response: Partially agree. As identified in COIT policies and by the Civil Grand Jury, certain IT functions are more efficiently managed centrally to minimize cost or maximize output. COIT efforts such as data center consolidation, purchasing changes, and email are designed to eliminate duplication.

F29. Department Heads and CIOs do not view the authority granted COIT and the City CIO in the Administrative Code as governing their own plans and actions.

DPH Response: Disagree. DPH makes every effort to act in accordance with all City Code provisions.

F30. Neither COIT nor the City CIO behave as if they fully believe in their authority to enforce policy and consolidation initiatives.

DPH Response: Disagree. DPH makes every effort to participate in consolidation initiatives as instructed by COIT and the CIO.

F31. There are no severe or immediate consequences resulting from City departments failing to abide by agreements to implement citywide initiatives or meet established timelines for completion.

DPH Response: Partially Agree. DPH is not aware of specific "severe or immediate consequences." However, DPH makes every effort to abide by agreements to implement citywide initiatives.

EDWIN M. LEE
MAYOR

GREGORY P. SUHR
CHIEF OF POLICE

September 25, 2012

The Honorable Katherine Feinstein
Presiding Judge
Superior Court of California
County of San Francisco
400 McAllister Street, Room 008
San Francisco, CA 94102-4512

Dear Judge Feinstein:

I am pleased to provide the San Francisco Police Department's (SFPD) responses to the 2011-2012 Civil Grand Jury report entitled "Déjà Vu All Over Again: San Francisco's City Technology Needs a Culture Shock". The SFPD's responses to the report's findings and recommendations are set forth in the accompanying memorandum.

The SFPD appreciates the work done by the Civil Grand Jury as it relates to the City's "Technology Needs a Culture Shock". We look forward to incorporating the many useful and relevant ideas set forth in the Déjà Vu All Over Again: San Francisco's City Technology Needs a Culture Shock" report, particularly as they relate to cooperation among stakeholders, technology sharing, citywide cost savings, improved Technology infrastructure.

I thank the 2011-2012 Civil Grand Jury for its efforts in improving San Francisco government, the public's safety, technology, and the overall quality of life in our city, and I am grateful for the opportunity for the SFPD to participate in these initiatives.

Sincerely,

GREGORY P. SUHR
Chief of Police

/cf
Attachment
c: Mario Choi, Foreperson Pro Tem, Civil Grand Jury
   Government Audit Clerk, Office of the Clerk of the Board

SAN FRANCISCO POLICE DEPARTMENT
RESPONSE TO THE CIVIL GRAND JURY REPORT

September 13, 2012

I.   The Structure of San Francisco City Technology

G.   Findings

F2.   The Department of Technology continues to be perceived by many of its customers as providing unsatisfactory service in terms of quality, reliability, timeliness, and cost.

Response: Partially Disagree. Parts of the Department of Technology provide great service - such as radio shop. Parts of the Department of Technology do not work as well - such as providing solid infrastructure (systems not going down) support for email, internet, Telecommunications.

F4.   Another consequence to the Department of Technology for unsatisfactory service is the reluctance of departments to participate in citywide initiatives and to give up their operational independence

Response: Agree.

F5:   COIT policies and citywide consolidation initiatives are not communicated to Department Heads and CIOs effectively by the Mayor and COIT

Response: Wholly Disagree. COIT policies and consolidation initiatives are communicated through COIT and the Mayor.

F9.   Departmental CIOs have no formal forum to communicate with each other or coordinate common technology issues.

Response:

F10. The lack of a functional reporting relationship between the City CIO and the departmental CIOs is a fundamental weakness in implementing common citywide programs.

Response: Disagree. It would be beneficial is informal meetings could be called by the City CIO to have a forum of CIOs to do planning. A formal reporting relationship is not what is needed.

F11. Allowing common ICT functions to be addressed and performed on a department-by-department basis has led to duplication of effort and unnecessary spending.

Response: Agree

F13: There are no consolidated citywide ICT budget and staffing plans

Response: Partially Disagree. COIT provides citywide budgets for major projects. As citywide staffing plans for technology have not been discussed at the department level, defer to Controller's Office, DT, and DHR.

H.   Recommendations

R2.   The Budget Analyst or the Controller perform a management audit evaluating the Department of Technology's functions to determine if the Department adequately communicates with other departments, and how to alleviate the Department's barriers to better performance.

Response: Agree.

R5.   The City CIO develop consolidated citywide comprehensive ICT budget and staffing plans, reviewed and approved by COIT, and take the lead in its presentation to the Mayor's Budget Office and the Board of Supervisors

Response: Agree. It makes sense for the City CIO to develop citywide plans only for citywide technologies such as email, network, Data Centers. It would not be reasonable to expect the City CIO to understand the issues and concerns of all departments.

R6:   Subsequent to COIT approval of the ICT budget and staffing plans, COIT and the City CIO monitor adherence to these plans

Response: Partially Disagree. COIT does monitor adherence to budget plans.

R7:   The City CIO position be elevated in authority, responsibility, and accountability by creating functional "dotted-line" relationships between the City CIO and the departmental CIOs

Response: Partially Disagree. The City CIO should have authority over citywide technologies such as enterprise networks, data centers, infrastructure. The City CIO should not have authority over departmental technologies.

R8:   Provide staff support to both the City CIO and COIT

Response: Disagree. What staff support is needed that is not already in place?

II.   A Dearth of ICT Information

F.   Findings

F14: Although COIT, DT, and a City CIO, address technology on a citywide basis, technology is not treated as a distinct citywide organizational entity

Response: Agree.

F15: There is no comprehensive annual reporting on the state of technology within the City government presented to the Mayor or the Board of Supervisors

Response: Agree.

F16: There is a scarcity of consolidated citywide data in the technological arena, separate from departmental budgets

Response: Agree.

F17: COIT concentrates on the design and implementation of individual projects rather than citywide costs and savings stemming from these projects

Response: Disagree. COIT identifies where projects overlap and directs agencies to work together to save costs.

F18: There is a need for citywide ICT asset management system

Response: Disagree. This would be too unwieldy.

F19: There is a need for a citywide database of ICT personnel

Response: Disagree. Other things are needed that are more urgent in nature such as a better recruiting process.

F20: There is no effort to gather and utilize comprehensive quantitative data to track how ICT currently functions

Response: Disagree. What data – unclear finding.

F21: The ICT 5-year plan is not a strategic plan and does not calculate how changes in ICT systems would impact City operations and costs

Response: Disagree. Projects such as email and Data Center Consolidation clearly outline improved operations and costs.

G. Recommendations

R11: The City CIO work with the controller to conduct a survey, including but not limited to, performance data, client satisfaction, decision-making and evaluation criteria, inventory of services, and needs assessment, first for baseline figures and then annually to measure improvement over the baseline figures

Response: Agree.

R12: The City CIO report annually on the state of technology in the City to the Mayor and the Board of Supervisors

Response: Agree.

R13: The City CIO and the Controller create a citywide asset management system for ICT equipment

Response: Disagree. Will not be implemented due to being unwieldy.

III. The Need for a Citywide Staffing Plan

C. Findings

F22: City ICT managers are experiencing a growing difficulty in hiring technologists with "cutting edge" knowledge, skills, and experience

Response: Agree.

F23: Relying on Permanent Civil Service as a standard way of hiring technologists is too slow and cumbersome for the business needs of ICT units

Response: Agree.

F24: Relying on Permanent Civil Service as a standard way of hiring technologists prevents the city from attracting top talent from the private sector

Response: Agree.

D. Recommendations

R15: Revise the Charter so that all vacant and new technology positions be classified as Group II exempt positions

Response: Disagree Partially. Defer to City CIO and DHR as it is unsure what the positions are classified now or how this would impact hiring at the department level.

IV. A Culture in Need of a Change

A. Findings

F25: City technology culture is based in the belief that operating departments focus on their individual missions at the expense of citywide needs

Response: Disagree. Departments work together well to meet city needs.

F26: The cooperative attitude among departments and DT previously found by an earlier Civil Grand Jury has faded.

Response: Partially Disagree. Not knowing the history or what the attitude was prior to arrival of current CIO, there is no way to determine if it has become better or worse.

Finding F27: A department-first perspective, not the citywide perspective intended in the Administrative Code, results in a lack of coordination and communication between and among the different departments

Response: Disagree.. Departments work well together on citywide projects.

F28: A department-first perspective, not the citywide perspective intended in the Administrative Code, results in duplication of common technology services and products

Response: Partially Disagree. It is difficult to be aware of all efforts and technologies citywide. However, this is not because of a department-first perspective.

F29: Department Heads and CIOs do not view the authority granted COIT and the City CIO in the Administrative Code as governing their own plans and actions

Response: Partially Disagree. Our department works well with COIT to jointly determine plans and actions for our department.

F30: Neither COIT nor the City CIO behave as if they fully believe in their authroirty to enforce policy and consolidation initiatives.

Response: Disagree. COIT behaves with authority to enforce policies and consolidation initiatives.

F31: There are no severe or immediate consequences resulting from City departments failing to abide by agreements to implement citywide initiatives or meet established timelines for completion

Response: Partially Disagree. While consequences are not necessarily severe or immediate, City departments know they must abide by agreements to implement citywide initiatives.

2011-12 Civil Grand Jury Report –
Response from the Department Head, Department of Emergency Management and IT Manager, Department of Emergency Management
Déjà Vu All Over Again: San Francisco's City technology needs a culture shock

Recommendation/Finding of Grand Jury	Responses Required From	Response 1. Agree or has been implemented 2. Disagree or will implement in future 3. Recommendation requires further analysis 4. Recommendation will not be implemented
I - THE STRUCTURE OF CITY TECHNOLOGY		
Finding F2. The Department of Technology continues to be perceived by many of its customers as providing unsatisfactory service in terms of quality, reliability, timeliness, and cost.	• IT Manager - Department of Emergency Management	1. Agree. Generally this is true although the perception of DT service delivery varies by Department and some DT divisions are perceived more favorably than others.
Finding F4. Another consequence to the Department of Technology for unsatisfactory service is the reluctance of departments to participate in citywide initiatives and to give up their operational independence.	• IT Manager - Department of Emergency Management	See response to F2
Finding F5. COIT policies and citywide consolidation initiatives are not communicated to Department Heads and CIOs effectively by the Mayor and COIT.	• Department Head – Department of Emergency Management • IT Manager - Department of Emergency Management	2. Disagree. This information is disseminated at both the Mayor's Department Head meetings and the COIT monthly meetings.
Finding F9. Departmental CIOs have no formal forum to communicate with each other or coordinate common technology issues.	• IT Manager - Department of Emergency Management	2. Disagree. This is one of the primary goals of COIT – to share information and communicate about projects. Coordination does occur at COIT meetings.
Finding F10. The lack of a functional reporting relationship between the City CIO and the departmental CIOs is a fundamental weakness in implementing common citywide programs.	• IT Manager - Department of Emergency Management	1. Disagree. While creation of a functional reporting relationship between the City CIO and the departmental CIOs might strengthen common citywide program cooperation, departmental CIOs need to report directly to their Executive Directors in order to ensure that departmental needs are met.
Finding F11. Allowing common ICT functions to be addressed and performed on a department-by department basis has led to duplication of effort and unnecessary spending.	• IT Manager - Department of Emergency Management	1. Agree.
Finding F13. There are no consolidated citywide ICT budget and staffing plans.	• Department Head – Department of Emergency Management • IT Manager - Department of Emergency	2. Disagree. COIT oversees the City's ICT budget.

Rev 1.1

2011-12 Civil Grand Jury Report –
Response from the Department Head, Department of Emergency Management and IT Manager, Department of Emergency Management
Déjà Vu All Over Again: San Francisco's City technology needs a culture shock

Recommendation/Finding of Grand Jury	Responses Required From	Response 1. Agree or has been implemented 2. Disagree or will implement in future 3. Recommendation requires further analysis 4. Recommendation will not be implemented
	Management	
Recommendation R2. The Budget Analyst or the Controller perform a management audit evaluating the Department of Technology's functions to determine if the Department adequately communicates with other departments, and how to alleviate the Department's barriers to better performance.	• IT Manager - Department of Emergency Management	1. Agree. We have found the Controller's Audit and Performance Unit to be incredibly helpful to us in identifying performance barriers and making logical recommendations to improve performance and communications within our Department. DT could benefit from this expertise.
Recommendation R5. The City CIO develop consolidated citywide comprehensive ICT budget and staffing plans, reviewed and approved by COIT, and take the lead in its presentation to the Mayor's Budget Office and the Board of Supervisors.	• Department Head – Department of Emergency Management • IT Manager - Department of Emergency Management	1. Agree - although the final decision for departmental ICT staffing needs to remain with the departmental Executive Directors.
Recommendation R6. Subsequent to COIT approval of the ICT budget and staffing plans, COIT and the City CIO monitor adherence to these plans.	• Department Head – Department of Emergency Management • IT Manager - Department of Emergency Management	1. Agree.
Recommendation R7. The City CIO position be elevated in authority, responsibility, and accountability by creating functional "dotted-line" relationships between the City CIO and the departmental CIOs.	• Department Head – Department of Emergency Management • IT Manager - Department of Emergency Management	See response to F10
Recommendation R8. Provide staff support to both the City CIO and COIT.	• Department Head – Department of Emergency Management • IT Manager - Department of Emergency Management	1. Agree.
II - A DEARTH OF ICT INFORMATION		
Finding F14. Although COIT, DT, and a City CIO, address	• Department Head – Department of	1. Agree.

2011-12 Civil Grand Jury Report –
Response from the Department Head, Department of Emergency Management and IT Manager, Department of Emergency Management
Déjà Vu All Over Again: San Francisco's City technology needs a culture shock

Recommendation/Finding of Grand Jury	Responses Required From	Response 1. Agree or has been implemented 2. Disagree or will implement in future 3. Recommendation requires further analysis 4. Recommendation will not be implemented
technology on a citywide basis, technology is not treated as a distinct citywide organizational entity.	Emergency Management • IT Manager - Department of Emergency Management	
Finding F15. There is no comprehensive annual reporting on the state of technology within City government presented to the Mayor or the Board of Supervisors.	• Department Head – Department of Emergency Management • IT Manager - Department of Emergency Management	1. Agree.
Finding F16. There is a scarcity of consolidated citywide data in the technological arena, separate from departmental budgets.	• Department Head – Department of Emergency Management • IT Manager - Department of Emergency Management	1. Agree.
Finding F17. COIT concentrates on the design and implementation of individual projects rather than citywide costs and savings stemming from these projects.	• Department Head – Department of Emergency Management • IT Manager - Department of Emergency Management	2. Disagree. COIT attempts to gather metrics on cost savings from departments.
Finding F18. There is a need for a citywide ICT asset management system.	• Department Head – Department of Emergency Management • IT Manager - Department of Emergency Management	2. Disagree. A citywide asset system might be useful for smaller departments however larger departments will need to maintain their own systems and this would invariably result in duplicate entries and stale data in the citywide system.
Finding F19. There is a need for a citywide database of ICT personnel.	• Department Head – Department of Emergency Management • IT Manager - Department of Emergency Management	1. Agree - however this data is already available to COIT.
Finding F20. There is no effort to gather and utilize comprehensive quantitative data to track how ICT currently functions.	• Department Head – Department of Emergency Management • IT Manager - Department of Emergency Management	2. Disagree. DT has conducted numerous surveys of ICT systems over the last few years.
Finding F21. The ICT 5-year plan is not a strategic plan	• Department Head – Department of	1. Agree. The ICT 5 year plan was not intended to

2011-12 Civil Grand Jury Report –
Response from the Department Head, Department of Emergency Management and IT Manager, Department of Emergency Management
Déjà Vu All Over Again: San Francisco's City technology needs a culture shock

Recommendation/Finding of Grand Jury	Responses Required From	Response 1. Agree or has been implemented 2. Disagree or will implement in future 3. Recommendation requires further analysis 4. Recommendation will not be implemented
and does not calculate how changes in ICT systems would impact City operations and costs.	Emergency Management • IT Manager - Department of Emergency Management	be a strategic plan – rather it was intended to capture and catalogue current and planned projects.
Recommendation R11. The City CIO work with the Controller to conduct a survey, including, but not limited to, performance data, client satisfaction, decision-making and evaluation criteria, inventory of services, and needs assessment, first for baseline figures and then annually to measure improvement over the baseline figures.	• Department Head – Department of Emergency Management • IT Manager - Department of Emergency Management	1. Agree. See response to R2.
Recommendation R12. The City CIO report annually on the state of technology in the City to the Mayor and the Board of Supervisors.	• Department Head – Department of Emergency Management • IT Manager - Department of Emergency Management	1. Agree.
Recommendation R13. The City CIO and the Controller create a citywide asset management system for ICT equipment.	• Department Head – Department of Emergency Management • IT Manager - Department of Emergency Management	See response to F18.
Recommendation R14. The City CIO and DHR create a citywide skills database for personnel, to catalog such skills as programming languages, web development, database, networking, and operating systems.	• IT Manager - Department of Emergency Management	1. Agree.
III. THE NEED FOR A CITYWIDE STAFFING PLAN		
Finding F22. City ICT managers are experiencing a growing difficulty in hiring technologists with "cutting edge" knowledge, skills, and experience.	• IT Manager - Department of Emergency Management	3. Agree that the hiring process for ICT personnel is time consuming, cumbersome, and does not always provide the best results, however the Charter revision proposed by the CGJ is not necessarily the best nor most appropriate solution to the problem.

2011-12 Civil Grand Jury Report –
Response from the Department Head, Department of Emergency Management and IT Manager, Department of Emergency Management
Déjà Vu All Over Again: San Francisco's City technology needs a culture shock

Recommendation/Finding of Grand Jury	Responses Required From	Response 1. Agree or has been implemented 2. Disagree or will implement in future 3. Recommendation requires further analysis 4. Recommendation will not be implemented
Finding F23. Relying on Permanent Civil Service as a standard way of hiring technologists is too slow and cumbersome for the business needs of ICT units.	• IT Manager - Department of Emergency Management	See response to F22.
Finding F24. Relying on Permanent Civil Service as a standard way of hiring technologists prevents the city from attracting top talent from the private sector.	• IT Manager - Department of Emergency Management	See response to F22.
Recommendation R15. Revise the Charter so that all vacant and new technology positions be classified as Group II exempt positions.	• IT Manager - Department of Emergency Management	See response to F22. Other possible solutions should be explored. We do not agree with this recommendation as written.
IV. A CULTURE IN NEED OF CHANGE		
Finding F25. City technology culture is based in the belief that operating departments focus on their individual missions at the expense of citywide needs.	• Department Head – Department of Emergency Management • IT Manager - Department of Emergency Management	2. Disagree. While it is true that each department focuses primarily on their own internal needs, departments do not intentionally do so at the expense of citywide needs.
Finding F26. The cooperative attitude among departments and DT previously found by an earlier Civil Grand Jury has faded.	• Department Head – Department of Emergency Management • IT Manager - Department of Emergency Management	2. Disagree. In general, there has been an improvement in cooperation among departments over the last few years.
Finding F27. A department-first perspective, not the citywide perspective intended in the Administrative Code, results in a lack of coordination and communication between and among the different departments.	• Department Head – Department of Emergency Management • IT Manager - Department of Emergency Management	2. Disagree. See response to F25. COIT acts as the vehicle for information sharing, exchange and priority setting.
Finding F28. A department-first perspective, not the	• Department Head – Department of	2. Disagree. See response to F25.

Rev 1.1

2011-12 Civil Grand Jury Report –
Response from the Department Head, Department of Emergency Management and IT Manager, Department of Emergency Management
Déjà Vu All Over Again: San Francisco's City technology needs a culture shock

Recommendation/Finding of Grand Jury	Responses Required From	Response 1. Agree or has been implemented 2. Disagree or will implement in future 3. Recommendation requires further analysis 4. Recommendation will not be implemented
citywide perspective intended in the Administrative Code, results in duplication of common technology services and products.	Emergency Management • IT Manager - Department of Emergency Management	
Finding F29. Department Heads and CIOs do not view the authority granted COIT and the City CIO in the Administrative Code as governing their own plans and actions.	• Department Head – Department of Emergency Management • IT Manager - Department of Emergency Management	2. Disagree. COIT has approval authority over ICT projects. Projects that do not conform to citywide objectives will not be approved.
Finding F30. Neither COIT nor the City CIO behave as if they fully believe in their authority to enforce policy and consolidation initiatives.	• Department Head – Department of Emergency Management • IT Manager - Department of Emergency Management	2. Disagree. See response to F29.
Finding F31. There are no severe or immediate consequences resulting from City departments failing to abide by agreements to implement citywide initiatives or meet established timelines for completion.	• Department Head – Department of Emergency Management • IT Manager - Department of Emergency Management	2. Disagree. See response to F29.

October 1, 2012

The Hon. Katherine Feinstein
Presiding Judge
Superior Court of California
County of San Francisco
Civil Grand Jury
400 McAllister Street, Room 008
San Francisco, CA 94102-4512

Dear Judge Feinstein:

Attached, please find the Airport's response to the Grand Jury report regarding the City's Information Technology dated June 2012.

Please do not hesitate to contact me or Theresa Lee at 650-821-5000.

Very truly yours,

John L. Martin   For
Airport Director

Attachment

cc: Informational copy: Grand Jury Office
    Ms. Kate Howard, Mayor's Office (electronically)

AIRPORT COMMISSION CITY AND COUNTY OF SAN FRANCISCO

EDWIN M. LEE   LARRY MAZZOLA   LINDA S. CRAYTON   ELEANOR JOHNS   RICHARD J. GUGGENHIME   PETER A. STERN   JOHN L. MARTIN
MAYOR   PRESIDENT   VICE PRESIDENT   AIRPORT DIRECTOR

Post Office Box 8097 San Francisco, California 94128   Tel 650.821.5000   Fax 650.821.5005   www.flysfo.com

I. The Structure of San Francisco City Technology

G. Findings

F2. The Department of Technology continues to be perceived by many of its customers as providing unsatisfactory service in terms of quality, reliability, timeliness, and cost.

Response: Agree.

F4. Another consequence to the Department of Technology for unsatisfactory service is the reluctance of departments to participate in citywide initiatives and to give up their operational independence.

Response: Wholly Disagree.

The Airport has fully participated in citywide initiatives that have been approved by COIT; specifically datacenter consolidation and virtualization, email consolidation and Project eMerge. Datacenter consolidation and virtualization – the City's Tier II datacenter is being constructed at SFO and SFO will make full use of the facility and provide hosting services to City departments once it is operational. The Airport's ITT will manage datacenter hosting services to City departments. Email consolidation – The Airport has subscribed to the citywide MS 365 (cloud based MS Exchange) system and is scheduled to convert the SFO MS Exchange system to MS 365. Project eMerge – The Airport has representatives on the Project eMerge Steering Committee and are actively engaged with the project.

F5. COIT policies and citywide consolidation initiatives are not communicated to Department Heads and CIOs effectively by the Mayor and COIT.

Response: Wholly Disagree.

The Airport Director, Deputy Airport Director and Airport CIO regularly participate in all COIT meetings. Several SFO Managers and Directors regularly participate in all COIT sub-committees. The Airport receives regular communications from the Mayor or his designee and the CIO at all COIT committee meetings or through COIT staff.

F9. Departmental CIOs have no formal forum to communicate with each other or coordinate common technology issues.

Response: Agree.

F10. The lack of a functional reporting relationship between the City CIO and the departmental CIOs is a fundamental weakness in implementing common citywide programs.

Response: Disagree.

Although there is agreement that there are some obstacles in implementing common citywide programs, the lack of a functional reporting relationship between the City CIO and the departmental CIOs is not a weakness in implementing common citywide programs.

F11. Allowing common ICT functions to be addressed and performed on a department-by-department basis has led to duplication of effort and unnecessary spending.

Response: Partially Disagree.

There may have been some duplication of common ICT function/systems by departments due to a lack of progress in the development of citywide standards. Because of this, the Airport's need to undertake some projects that could be considered common ICT systems cannot be categorized as unnecessary. For efficiency and timeliness, certain common functions must be performed by individual depts. due to location, size and business priorities. All departments adhere to current citywide IT policies to avoid unnecessary spending and duplication of efforts.

F13. There are no consolidated citywide ICT budget and staffing plans.

Response: Disagree.

The Controller has produced a consolidated IT budget and expenditure report including staffing data.

H. Recommendations

R2. The Budget Analyst or the Controller perform a management audit evaluating the Department of Technology's functions to determine if the Department adequately communicates with other departments, and how to alleviate the Department's barriers to better performance.

Response: Defer to the Budget Analyst or the Controller on conducting the management audit.

R5. The City CIO develops consolidated citywide comprehensive ICT budget and staffing plans, reviewed and approved by COIT, and takes the lead in its presentation to the Mayor's Budget Office and the Board of Supervisors.

Response: There already is a citywide ICT budget and staffing plan through the annual budget process, this is presented by the CIO (approved by COIT) to the Mayor and the Board of Supervisors.

R6. Subsequent to COIT approval of the ICT budget and staffing plans, COIT and the City CIO monitor adherence to these plans.

Response: The City already has in place a CIO Review process which monitors the ICT plan.

R7. The City CIO position be elevated in authority, responsibility, and accountability by creating functional "dotted-line" relationships between the City CIO and the departmental CIOs.

Response: Should not be implemented.

Many departments, such as the Airport, operate as very successful business enterprises. This "dotted-line" proposal would likely weaken business performance. All departments recognize the need to comply with COIT policies and to work together to maximize efficiencies.

R8. Provide staff support to both the City CIO and COIT.

Response: There already is a budgeted COIT staff team in place which can also support the CIO.

II. A Dearth of ICT Information

F. Findings

F14. Although COIT, DT, and a City CIO, address technology on a citywide basis, technology is not treated as a distinct citywide organizational entity.

Response: Agree.

F15. There is no comprehensive annual reporting on the state of technology within City government presented to the Mayor or the Board of Supervisors.

Response: Partially Disagree.

The City first produced an annual ICT Plan reflecting city priorities and budget staffing information for FY 11/12.

F16. There is a scarcity of consolidated citywide data in the technological arena, separate from departmental budgets.

Response: Agree.

F17. COIT concentrates on the design and implementation of individual projects rather than citywide costs and savings stemming from these projects.

Response: Disagree.

COIT subcommittees review all departmental projects and their citywide impact and cost; and encourage cross-departmental collaborations to reduce costs. While COIT does discuss and review individual projects, significant attention is reserved for overall citywide projects such as datacenter consolidation and virtualization and email consolidation.

F18. There is a need for a citywide ICT asset management system.

Response: Partially Disagree.

A citywide inventory was conducted by DT. However, many SFO ICT assets have no bearing on citywide ICT operations. For example, the SFO ICT systems used to manage and operate the Airport baggage handling system would not be considered part of the citywide ICT asset base.

F19. There is a need for a citywide database of ICT personnel.

Response: Partially Disagree.

There is an annual list of citywide ICT positions through the budget process.

F20. There is no effort to gather and utilize comprehensive quantitative data to track how ICT currently functions.

Response: Wholly Disagree.

There is an ongoing effort by the City control agencies (Controller, Mayor, and COIT) to gather and utilize financial ICT data to track citywide expenditures.

F21. The ICT 5-year plan is not a strategic plan and does not calculate how changes in ICT system would impact City operations and costs.

Response: Agree.

G. Recommendations

R11. The City CIO work with the Controller to conduct a survey, including, but not limited to, performance data, client satisfaction, decision-making and evaluation criteria, inventory of services, and needs assessment, first for baseline figures and then annually to measure improvement over the baseline figures.

Response: Defer to the City CIO and the Controller on the survey.

R12. The City CIO report annually on the state of technology in the City to the Mayor and the Board of Supervisors.

Response: There already are monthly COIT reporting and annual reporting during the budget hearings by the City CIO to both the Mayor and Board of Supervisors.

R13. The City CIO and the Controller create a citywide asset management system for ICT equipment.

Response: Defer to the City CIO and Controller on the scope of work.

R14. The City CIO and DHR create a citywide skills database for personnel, to catalog such skills as programming languages, web development, database, networking, and operating systems.

Response: Defer to the City CIO and DHR on skills database.

III. The Need for a Citywide Staffing Plan

C. Findings

F22. City ICT managers are experiencing a growing difficulty in hiring technologists with "cutting edge" knowledge, skills, and experience.

Response: Agree.

F23. Relying on Permanent Civil Service as a standard way of hiring technologists is too slow and cumbersome for the business needs of ICT units.

Response: Agree.

F24. Relying on Permanent Civil Service as a standard way of hiring technologists prevents the city from attracting top talent from the private sector.

Response: Agree.

D. Recommendations

R15. Revise the Charter so that all vacant and new technology positions be classified as Group II exempt positions.

Response: Requires further analysis. The Airport defers to DHR regarding the explanation of scope and timeframe.

R16. The City CIO be involved, with department heads, in hiring decisions for their highest level ICT personnel.

Response: Disagree. City CIO should be a resource but not directly involved in the departmental hiring decision.

IV. A Culture in Need of Change

A. Findings

F25. City technology culture is based in the belief that operating departments focus on their individual missions at the expense of citywide needs.

Response: Wholly Disagree.

Operating departments focus on their individual missions, and departmental CIOs focus on acquiring and applying ICT resources to support their departmental missions. It is incorrect to suggest that this application of Airport ICT resources by the Airport is undertaken "at the expense of citywide needs". This would equally suggest that operating the Airport is also at the expense of the City. The Airport considers and incorporates all known citywide ICT objectives when planning acquisition of ICT resources.

F26. The cooperative attitude among departments and DT previously found by an earlier Civil Grand Jury has faded.

Response: Disagree.

Departments are working collaboratively with DT on citywide Email, Datacenter, and Enterprise Agreements.

F27. A department-first perspective, not the citywide perspective intended in the Administrative Code, results in a lack of coordination and communication between and among the different departments.

Response: Disagree.

Departments have specific mandates and are directly responsible and accountable to achieve their missions not DT or the City CIO. If this is viewed as "department—first" perspective then we agree, however, we disagree that this results in a lack of coordination and communication. Departments often reach out to other departments to seek ideas and lessons learned.

F28. A department-first perspective, not the citywide perspective intended in the Administrative Code, results in duplication of common technology services and products.

Response: Partially Disagree.

There are efforts underway to address common technology use, e.g. DT/OCA is working on Enterprise Agreements and equipment standardization.

F29. Department Heads and CIOs do not view the authority granted COIT and the City CIO in the Administrative Code as governing their own plans and actions.

Response: Wholly Disagree.

The Airport Director and CIO are fully cognizant of the authority of COIT and the City CIO and fully comply with all directions set forth from COIT.

F30. Neither COIT nor the City CIO behave as if they fully believe in their authority to enforce policy and consolidation initiatives.

Response: Wholly Disagree.

COIT and the City CIO have demonstrated full authority in developing and enforcing citywide policies.

F31. There are no severe or immediate consequences resulting from City departments failing to abide by agreements to implement citywide initiatives or meet established timelines for completion.

Response: Wholly Disagree.

City CIO withholds procurement requests and the Mayor can withhold staffing resources if projects are not meeting schedule. In addition, COIT subcommittees monitor ICT projects.

October 26, 2012

Mario Choi
Foreperson Pro Tem
2011 – 2012 Civil Grand Jury
400 McAllister Street, Room 008
San Francisco, CA 94102-4512

Re: **2011-2012 San Francisco Civil Grand Jury report**

Dear Mr Choi:

I wrote to you on October 5, 2012 regarding the Local 21 response to the recommendations and findings in the 2011-2012 San Francisco Civil Grand Jury report, " DÉJÀ VU ALL OVER AGAIN". We are anxious to get a response out in time for the Board of Supervisors Government Audit and Oversight Committee meeting Monday afternoon so our response will be brief, but to the point. The issues identified in the report are issues which we, too, have long been concerned. In some areas we agree with the recommendation or conclusion. In others we agree there is a problem, but do not agree with the proposed remedy.

Local 21 is asked to respond to recommendations R14, R15, R18 and findings F22, F23, and F24:

R14. – The City CIO and DHR create a citywide skills database for personnel to catalog such skills as programming languages, web development, database networking and operating systems.

We would support a skills assessment program that is designed to identify areas where skills development, training and educational resources are called for to address the needs of the City to further develop its current human resources in order to utilize the ever evolving technology.

R15. – Revise the Charter so that all vacant and new technology positions be classified as Group II exempt positions.

Revision of the Charter, of course, requires a vote of the electorate and is something that should not be undertaken lightly. The Charter is the municipal equivalent of our national Constitution and changes to it need to be carefully considered and thoroughly vetted. State law requires that the City negotiate with its labor unions over any proposition to amend the Charter before any contemplated revision be placed on the ballot.

Main Office: 1182 Market Street, Room 425   San Francisco, CA 94102   T: 415 864-2100   F: 415 864-2166
South Bay Office: 4 North Second Street, Suite 430   San Jose, CA 95113   T: 408 291-2300   F: 408 291-2303
Oakland Office: 436 - 14th Street, Suite 1414   Oakland CA 94612

www.ifpte21.org

Nonetheless, we have already set a meeting with the Department of Human Resources (DHR) to begin discussions to address this problem. We believe there are other means and methods to accomplish the goal here without, necessarily, amending the Charter.

We do vehemently object to the concept that making a public service position "at will" and therefore without an assured future for the employee, will do anything to help recruitment.

R18. - Pending revision of the Charter, the Mayor develop methods for speeding up the hiring process for ICT personnel.

We agree.

F22. – City ICT managers are experiencing a growing difficulty in hiring technologists with "cutting edge" knowledge, skills and experience.

We agree.

F23. – Relying on Permanent Civil Service as a standard way of hiring technologists is too slow and cumbersome for the business needs of ICT units.

Civil Service (also known as a "merit system") is not an inherently bad system. Civil Service came into being at the beginning of the 20th Century to address the problems that were inherent with "public servants" who were hired either directly by or indirectly through the great influence afforded the politician officeholders in a "spoils system" that rewarded their supporters, punished their opponents, and therefore, helped with their re-election. Under the "spoils system", everyone was "at-will".

We support adjusting the current system to speed-up the hiring process while maintaining a hiring system that is forever insulated from political influence. We pledge to work with DHR to make the hiring process efficient while maintaining a merit based system.

F24. – Relying on Permanent Civil Service as a standard way of hiring technologists prevents the City from attracting top talent from the private sector.

We do not agree and reiterate our response to R15.

Everyday there seems to be a new feature article in the press about quality of life enhancements that "cutting edge" high tech firms here and in Silicon Valley employ to not only attract and retain qualified candidates, but to make them more productive by improving their work environment and, by extension the quality of their personal lives. These incentives include innovative new ideas such as allowing employees to bring their young and even infant children with them into the workplace, providing reimbursements for housecleaning services, encouraging real vacations away from work.

Telecommuting is widespread and even "old hat" in the high tech sector, but which is rarely, if ever, granted in the City. We struggled to negotiate agreed upon guidelines for telecommuting in the City but requests to do so are routinely denied and we can offer little help to our members on this because the decision is entirely discretionary and without appeal rights.

Not to be forgotten in any discussion of attracting top talent must be a comparison of salaries, benefits and economic incentives offered by the "cutting edge" high tech companies. Take a look at the salaries, stock options, perks and benefits paid by local firms like Apple and Google compared to what is offered to our IT professionals before concluding that Civil Service is what is making us non-competitive. During our recently concluded contract negotiations with the City our salary studies of IT staff were based on only local public sector comparisons and were rejected out-of-hand as not relevant. In the very beginning of bargaining the City told us they would not consider any market equity proposals whatsoever even if we could show clear convincing evidence of recruitment and retention problems.

The City may not be able to offer many of the quality of work life enhancements, offered by their high tech competitors, but hiring employees with inferior salaries, benefits and without the limited security of their compatriots elsewhere in the City will not improve recruitment and retention of qualified IT professionals.

Sincerely,

Bob Britton
Field Services Director

C: Bob Muscat
      Gus Vallejo
      Rachel Richman
      Alisa Miller –Board of Supervisors
      Micki Callahan – SF HR

Introduction Form
By a Member of the Board of Supervisors or the Mayor

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: Government Audit and Oversight 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. Request for Closed Session (attach written motion).

☐   10. Board to Sit as A Committee of the Whole.

☐   11. Question(s) submitted for Mayoral Appearance before the BOS on _____

Please check the appropriate boxes. The proposed legislation should be forwarded to the following:
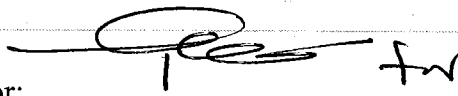
☐ Small Business Commission   ☐ Youth Commission   ☐ Ethics Commission

☐ Planning Commission   ☐ Building Inspection Commission

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

Sponsor(s):

Clerk of the Board

Subject:

Hearing - Implementation of Recommendations - Civil Grand Jury Report - Deja Vu All Over Again: San Francisco's City Technology Needs a Culture Shock

The text is listed below or attached:

Hearing to receive updates, from various City Departments who were required to provide a response, on the implementation of Recommendation Nos. 4, 7, 9, 10, 11, 12, 13, 14, 15, 17, and 18 contained in the 2011-2012 Civil Grand Jury Report, entitled "Deja Vu All Over Again: San Francisco's City Technology Needs a Culture Shock;" and respond to the Civil Grand Jury on the status of these implementations.

Signature of Sponsoring Supervisor: _____

For Clerk's Use Only: