

OFFICE OF THE MAYOR  
SAN FRANCISCO



EDWIN M. LEE  
MAYOR

August 3, 2017

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

Dear Judge Jackson:

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

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

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

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

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

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

Sincerely,

A handwritten signature in cursive script, appearing to read "Edwin Lee".

Edwin Lee  
Mayor

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

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

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#	Recommendations	2017 Responses (implementation)	2017 Response Text
R1	<p>In order to ensure broader public access to the PS platform, and consistent with the practice of other leading cities, a clear link to the PS website should be placed on the SFG website homepage, the Office of the Mayor's homepage and the Board of Supervisor's homepage by January 1, 2018.</p>	<p>The recommendation has been implemented (summary of how it was implemented in next column)</p>	<p>A direct link to the Scorecard website is linked to the homepage of the Mayor's website (sfmayor.org) as well the Controller's website (<a href="http://sfgov.org/scorecards/">http://sfgov.org/scorecards/</a>)</p>
R2.1	<p>Consistent with other leading cities, beginning in 2018 the Mayor should present an annual SFG Performance report that concisely communicates SFG performance and progress to the public; the public transmission of which should consist of:</p> <ul style="list-style-type: none"> <li>i. Hosting a public press conference, the first of which would occur not later than January 31, 2019, announcing the SFG's annual performance.</li> <li>ii. Posting the SFG Performance report, not later than January 31, 2019, on the Office of the Mayor's website homepage.</li> <li>iii. Submitting the SFG Performance report to the Board of Supervisors for comment.</li> <li>iv. Within 30 days of the Board of Supervisors response, the Controller's Office should update the PS website to reflect annual SFG performance, with comments from the Board of Supervisors and responses from the Office of the Mayor included online for the public's reference.</li> </ul>	<p>The recommendation will not be implemented because it is not warranted or reasonable (explanation in next column)</p>	<p>The Mayor's Office has taken a number of steps to communicate performance results to the public. The Mayor's Office proactively publishes performance information by directly linking to the Performance Scorecard website on the Mayor's homepage. It is important to note that the City Charter gives the Controller authority to collect, manage, and report performance information. The Controller is mandated to report on performance information, and will continue to do annual reporting. However, the Mayor's Office will continue to augment reporting efforts, as appropriate.</p>
R2.2	<p>Commencing in 2018, the Controller's Office should prepare quarterly updates of the PS framework, inclusive of:</p> <ul style="list-style-type: none"> <li>i. Submission of the quarterly update to the Board of Supervisor's GAO Committee and the Office of the Mayor, inviting comment.</li> <li>ii. Posting the quarterly update on the PS website homepage, with comments from the Board of Supervisors and Office of the Mayor included for public reference.</li> </ul>	<p>The recommendation has not been, but will be, implemented in the future ( timeframe for implementation noted in next column)</p>	<p>The Performance Scorecard website contains many measures which are updated on a regularly basis, including quarterly and monthly measures, and the Controller's Office prepares an annual report to discuss important performance trends from the past year. The measures are public-facing, and the Controller's Office receives feedback on an ongoing basis. The Mayor's Office and Controller's Office are always supportive of this feedback, and will continue making improvements based on that feedback. The Mayor's Office would also welcome additional periodic reporting from the Controller's Office.</p>

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#	Recommendations	2017 Responses (implementation)	2017 Response Text
R3.1	<p>In consultation with other SFG entities and community groups, the Office of the Controller should propose a narrowed set of PS indicators, likely not exceeding 30 total, by October 1, 2017; the Board of Supervisor's GAO Committee should be invited to comment on the revised indicators prior to submission to the Office of the Mayor for review and approval.</p>	<p>The recommendation will not be implemented because it is not warranted or reasonable (explanation in next column)</p>	<p>The City currently tracks performance data for over 1,000 measures. The Performance Scorecard website represents a more focused set of measures that are the most relevant to the public and policymakers. In addition to focusing on these priority areas, the Performance Scorecard website is meant to present a multi-dimensional picture of City services and overall health and viability of the City itself. In order to do this, the Performance Scorecard includes a broad array of measures, some of which are meant to be simply educational and informative to both the public and policymakers. In collaboration with the Controller's Office, we regularly review the measures reported on the Performance Scorecard website to highlight those that are more important or most informative to the public or policymakers, while also representing the full scope of City services and overall viability. In past attempts to put a hard number, such as 30, on the development of indicators, the process inevitably produces resentment from many pockets of community and city workers who may have felt that important information gets left out. The Mayor prioritizes, and City staff values, that all City efforts are inclusive and considered through an equity lens. When developing indicators the City balances this strong San Francisco value with the need for brevity. This is something the Mayor cares about deeply and is a constant balancing act.</p>
R4.1	<p>The Mayor's Office should ensure that by January 1, 2018 every PS indicator has a linked goal, with all goals approved by the Mayor – these goals comprise the SFG's overarching annual operational plan.</p>	<p>The recommendation has not been, but will be, implemented in the future ( timeframe for implementation noted in next column)</p>	<p>This work has been planned for months and is now underway. January 1, 2018 is an ambitious goal given that the Mayor values inclusion and consensus building, and working with 50 departments (whose goals are often a reflection of community engagement practices) will likely require timely and focused deep dives into their data systems and then back to the community if we do not currently have the right inputs. The Mayor's Office is very enthusiastic about this work and the goal is to get it right, setting the right precedent for building strategic plans moving forward.</p>
R6	<p>Beginning in fiscal year 2018, the revised PS framework should be formally incorporated into the SFG department strategic planning and budgeting process – in particular, the Office of the Mayor should require each department to:</p> <ul style="list-style-type: none"> <li>i. Specify within their departmental strategic plans which initiatives directly support the SFG's PS goals most relevant to their operational mandate, and what improvement they project in achieving that goal.</li> <li>ii. Specify within their departmental budget submission how their budget request is directly supportive of improved SFG performance against the PS goals most relevant to their operational mandate.</li> </ul>	<p>The recommendation has not been, but will be, implemented in the future ( timeframe for implementation noted in next column)</p>	<p>This work has been planned and is currently under way. The Mayor's Office is actively working with all departments to draft brief public-facing summaries of their more complex and detailed strategic plans. These summaries will include the alignment between individual department plans and the Mayor's citywide vision. This work is being performed in tandem with Recommendation R.4.1 above, as it is not always clear to the public how the measures connect with strategy, which ultimately connects with the budget. The City has been and will continue to be committed to this endeavor. Strategy and performance must be made more accessible to a broader public.</p>
R7.1	<p>The Controller's Office should update, by January 1, 2018, the current housing affordability indicators based on recommendations from the Director of the Mayor's Office of Housing and Community Development, and submit the revisions to the Office of the Mayor for review and approval.</p>	<p>The recommendation has not been, but will be, implemented in the future ( timeframe for implementation noted in next column)</p>	<p>The Mayor's Office and Controller's Office are currently working with the Mayor's Office of Housing and Community Development, and other related City departments, to include updated housing measures on the Performance Scorecard website. We anticipate that these measures will be available to report on the Performance scorecard website by January 2018.</p>

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