

The Numbers Have Something to Say, Is Anybody Listening? Performance Measurement (PM) in San Francisco City Government

"In government, we define our bottom line in terms of justice, strong families, a vibrant economy, communities that are prepared for natural disasters and children who are safe and healthy and educated and ready to achieve their dreams in a new global economy.

These things resist easy measurement in dollars.

But I do believe we share the same commitment to accountability and measurable results as our colleagues in the private sector, because we are in fact competing in the same global economy as our colleagues in the private sector.

We can have all the best policies and ideas in the world, but they won't amount to a hill of beans if we don't have managers who are willing to really deliver results, to challenge ourselves just as vigorously as the private sector to streamline our operations and be as effective and as efficient as possible.

In Washington, we spend \$30 billion dollars a year to make the state a great place to live and learn and work. How do we know if we are getting a good return on that investment, in terms of public value? How do you know, in each of your cities and counties and state and federal government – can you tell me, in short order, what your taxpayers are getting in return for their dollars?

It's not good enough any more to say "well, it's hard to measure what we do." Or to say "we can't really control the social and economic outcomes." This is a cop out, and the public won't stand for it anymore."

From *Managing Performance – The Governor's Job*: Washington State Governor Chris Gregoire's Speech to *Governing Magazine's Managing Performance Conference* in 2006.

Purpose of the Civil Grand Jury

The Civil Grand jury is a government watchdog made up of volunteers who serve for one year. The Civil Grand jury reports with findings and recommendations resulting from its investigations. The investigated agencies, departments or officials are required by the California Penal Code to respond publicly within at most 90 days.

The nineteen members of the Civil Grand Jury are selected at random from a pool of thirty prospective jurors. San Francisco residents are invited to apply.

More information can be found at: http://www.sfgov.org/site/courts_page.asp?id=3680, or by contacting the Civil Grand Jury at 400 McAllister Street, Room 008, San Francisco, CA 94102; (415) 551-3605.

State Law Requirement

Pursuant to state law, reports of the Civil Grand Jury do not identify the names or provide identifying information about individuals who spoke to the Civil Grand Jury.

Departments and agencies identified in the report must respond to the Presiding Judge of the Superior Court within the number of days specified, with a copy sent to the Board of Supervisors. For each finding of the Civil Grand Jury, the response must either (1) agree with the finding, or (2) disagree with it, wholly or partially, and explain why. Further, as to each recommendation made by the Civil Grand Jury, the responding party must report either (1) that the recommendation has been implemented, with a summary explanation of how it was implemented; (2) the recommendation has not been implemented, but will be implemented in the future, with a time frame for the implementation; (3) 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 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).

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Summary

With a budget of \$6.5 billion, the City would be #376 on the Fortune 500 List of corporations. The citizens might hope that the City is managing operations of that size with efficiency and effectiveness.

The 2008-2009 Grand Jury found otherwise.

As Governor Gregoire pointed out: "It's not good enough any more to say 'well, it's hard to measure what we do.' Or to say 'we can't really control the social and economic outcomes.' This is a cop out, and the public won't stand for it anymore."

The Jury did not find that the public would not stand for it. A citizen in San Francisco would have even more difficulty digging out the facts on City efficiency than the Jury did.

The City has invested in both people and systems to set and manage annual operational goals in a systematic way under the general term of Performance Measurement. Regrettably, that management process does not deliver on its promise of making City operations effective and efficient.

The Grand Jury found that the primary cause of the failure to deliver on the promise of Performance Measurement is lack of leadership on the part of the Mayor and his department heads.

The Jury makes a number of recommendations to rectify this situation, the most important being that the Mayor take charge by managing the City by the numbers, rather than just publicizing those favorable to him.

Reasons for Our Investigation

The City merits a systematic approach to management. With a budget of \$6.5 billion, the City would be #376 on the Fortune 500 List of corporations.

The 2008-2009 Civil Grand Jury (the Jury) investigated whether quantitative methods were being used in City government to increase efficiency and effectiveness. The Jury found that the City has been attempting to measure performance for at least 25 years. The investigation quickly evolved into an inquiry into Performance Measurement (PM) as practiced by the City.

The Jury chose this definition of PM: *the process of developing measurable indicators that can be systematically tracked to assess progress made in achieving predetermined goals and using such indicators to assess progress in achieving these goals.* PM is used to improve effectiveness and efficiency in organizations and in people. To paraphrase Peter Drucker, the late management guru: *"Effectiveness is doing the right things; Efficiency is doing things right."*

Effectiveness (*doing the right things*) is about setting goals and objectives, and in City government the Mayor, department heads and managers are responsible for setting goals. As an example of goals and objectives, the Fire Department has a goal under Fire Suppression to "Determine the causes of fire in an effective and efficient manner." The sub-goals or objectives under that heading are "Total number of fires investigated", "Total number of arson incidents" and "Total arson arrests." The Jury did not inquire into whether the City was doing the right things. The Jury assumed managers knew what needed to be done.

Efficiency (*doing things right*) is about getting the most from the available resources. Efficiency is also about how well a system is performing, and in this investigation, how well City government is performing in accomplishing the defined goals and objectives. The Jury investigated what indicators (variously called metrics, measures or numbers) were used to measure progress towards goals. In our Fire department example above, the target metrics for 2008-2009 were 400 for "Total number of fires investigated," 180 for "Total number of arson incidents" and 60 for "Total arson arrests."

What We Did

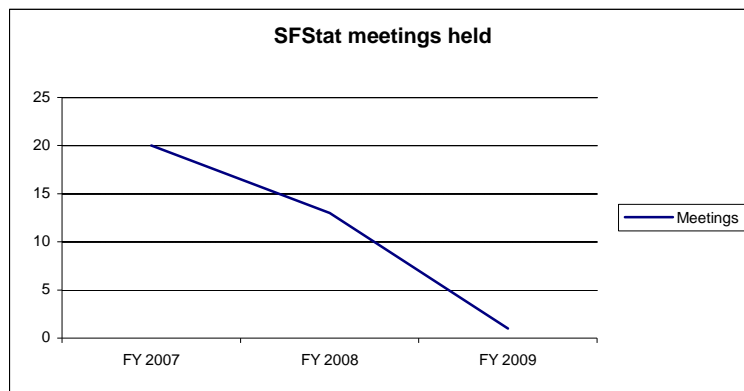
- Met with City staff members in 11 face to face interviews
- Exchanged many emails with City staff
- Conducted two on-line surveys with PM staff and with department heads
- Reviewed in detail the 167 pages of the latest departmental PM measures
- Scheduled two meetings with Mayor Newsom that were canceled by him
- Visited the City of Sunnyvale to learn about their long-standing PAM system
- Did extensive research on PM on the Internet
- Reviewed in detail the Baltimore CitiStat process ¹
- Decided not to meet with members of the Board of Supervisors because the Jury thinks that PM is an executive function

Facts We Found

1. The City uses the term Performance Measurement (PM) for measuring departmental performance and PPA (Performance Planning and Appraisal) for evaluating people.
2. The City has been involved with PM since at least the early 1980s. The then Mayor, Dianne Feinstein wrote, in the foreword to a 1984 textbook on PM ², "With our MBO (Management By Objectives) program firmly established, we have a mechanism in place to link strategic plans to actionable projects and objectives..."
3. MBO has since fallen by the wayside, a fate that befalls many management theories. MBO has been replaced in the City by a series of other acronyms and buzzwords. The Jury found Efficiency Plans, SFStat, the PM database, PPA, the Ten Strategic Pillars, the Mayor's Accountability Report/Matrix/Index, and in the School District, the latest favorite, the Balanced Scorecard.
4. Mayor Newsom has been no less active than Mayor Feinstein in promoting mechanisms to link strategic plans to actionable projects and objectives. He stated in his Accountability Report (a video and document ³ which accompanied his "State of the City 2008" address) that citizens should "Hold us accountable" and "Here are 398 things I said I would do."
5. The current City PM Programs that "Hold us accountable" are:
 - a. Performance Measurement Database. A team in the Controller's Department works with departments to set and enter metrics into the Performance Measurement database, and to provide reports from the data therein. The team is not dedicated to PM but PM takes about 2.6 FTEs (Full Time Equivalent employees) per year.
 - i. The City has purchased 186 end-user licenses for a database marketed by Cognos, now a unit of IBM. This system is known to the City as the Budget and Performance Management System (BPMS). Most of the licenses are used by the Controller's staff for budget preparation. About 50 users enter and access the Performance Measurement data. The budget and PM data are stored separately, but may be combined for reporting. The PM component is referred to in this report as "the PM system."
 - ii. About 1,000 metrics are currently stored in the PM system across all departments. The Performance Measurement system database does allow a hierarchy on metrics such that the Mayor could have numbers for his department Heads and the Heads for their managers, and those managers for their people. A number of successful governments have cut back on their metrics with experience; as an example, the State of Oregon has gone from a high of 292 to 158.
 - iii. Here are the Fire Department target metrics from above:
 - 400 Total number of fires investigated
 - 180 Total number of arson incidents
 - 60 Total arson arrests
 - iv. The investigation rate is not known (unless all fires are automatically investigated). The Jury also noted that the arson arrest rate of 33% is not mentioned (although it can be computed).
 - v. In the Performance Measurement system, numbers are provided for Targets and Actuals for each of the last two years, and a Target for the current

year. In many cases in the 167 pages of measures, the numbers are absolutes: the number of visitors, of admissions, of presentations, of citizens serviced, of service hours and so on. Departments often have little control over these absolutes. More meaningful metrics such as Museum visitors as a percentage of the City's population, or percentage of fires investigated are not always present.

- vi. The Controller has been known to add metrics for departments.
 - vii. There is supposed to be a PM person in each department to enter data.
 - viii. PM target data is entered once a year and is usually adjusted at the six-month point to reflect actual performance at that point.
 - ix. PPAs are in the PM database for all departments as a percentage of those appraisals due that were completed as required.
- b. Efficiency Plans. The San Francisco Performance and Review Ordinance (Section 88 of the Administrative Code) requires that each City department prepare an annual Efficiency Plan ⁴. The Jury saw copies of all the plans, and they were current. However, interviews with some departments revealed that little management attention was paid to the Plans, either inside or outside the department.
- c. SFStat. This performance measurement program resembles the CitiStat program that was pioneered by the City of Baltimore ¹. The number of SFStat meetings held with City departments was 20 in FY 2006-07, 13 in FY 2007-08 and 1 at the time of this report in FY 2008-09.



The Jury attended the one SFStat meeting in FY 2009. It focused solely on Overtime. The meeting revealed that the City has spent considerable effort in driving down overtime costs from \$111 million to a proposed \$87 million in 2008-09. Yet there are no metrics in the Performance Measurement system for overtime. The format was very different from the one-department-focused interrogation typical in other CitiStat programs. In the City's meeting, five major department heads or their surrogates sat around for two hours while each department gave a show and tell PowerPoint presentation.

- d. Ten Strategic Pillars. These are critical policy areas established by the Mayor in late 2008. See Appendix A.
- i. The goals and measures for each of the Strategic Pillars will be established by people ("Pillar Leads") in the Mayor's Office and in key departments.

- ii. Strategic Pillars will be reflected in department heads' PPAs.
 - iii. There are 50 measures in the Pillars but only 12 of these are in the PM system. See Appendix A for a list.
- e. Accountability Programs. The Mayor and his staff have referred variously in 2008 to an Accountability Matrix, Accountability Index and Accountability Report. All these apparently describe the Accountability Report ³ that accompanied the Mayor's "State of the City 2008" address.
- i. The Accountability Report has 153 pages containing 380 Policy Items, mostly stated as objectives, and an Update for each item, in some cases giving numbers as a target, and/or a result. This is close to the Mayor's 398.
 - ii. The 380 Policy items are spread over Nine Policies, rather than the Ten Pillars, and the Policies differ between the two documents. As late as February 2009, there was no link between the two documents.
 - iii. Below the Jury compares the Ten Strategic Pillars to the 9 numbered items in the Accountability Index, in so far as the Jury can match them:

Strategic Pillars (10 programs)	Accountability Index (9 programs)
1. Panhandling and the Homeless	1. Housing and Homelessness
2. Health	5. Health
3. Environment	2. Clean and Green
4. Homicide and Violent Crime	4. Public Safety
5. Emergency Planning	
6. Education	6 Education and Youth
7. Poverty and Equal Opportunity	
8. Transportation	10. Transportation
9. Infrastructure, Planning and Redevelopment	7. Government Efficiency
10. Government Efficiency	3. Economic and Workforce Development
	8. Arts
	[9. Not in Accountability Index]

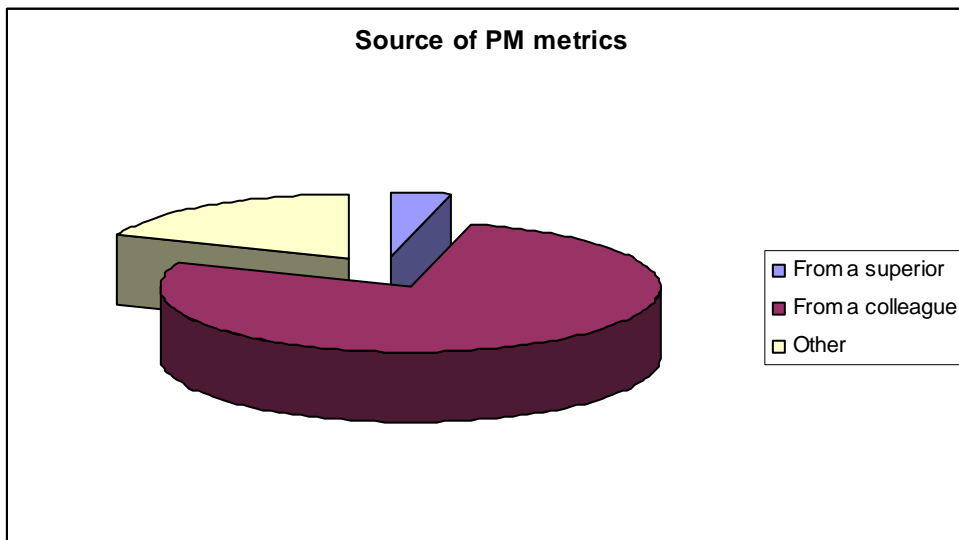
- f. PPA (Performance Planning and Appraisal). Managers use this process to evaluate their employees annually. Evaluations are up to date. ³ The percentage of evaluations completed when due is in the Performance Measurement system for each department.

In an agreement with the Municipal Employees Association (MEA), 974 managers were eligible for a bonus of 1.5% of salary in 2008 for meeting their PPA goals. 750 of the managers (close to 75%) were paid the bonus in full. The remaining managers were not paid bonuses, but the City could not explain why.

- g. The Mayor's Office gave the Jury a graphic describing Citywide Performance

Management that is attached as Appendix B.

- h. The City conducts training for the PM person in each department who enters data. The Jury did not find any evidence of training of line managers and department heads on how to set and track goals and metrics within the PM system.
6. The Jury surveyed the PM person in 37 departments. 16 departments responded. The survey showed that:
- a. 77% got the metrics to be entered from colleagues, and 4% from superiors.
 - b. 66% of department heads expressed no interest in the metrics in the last year.
 - c. 13% said the metrics were a waste of time; 18% said they were being used to manage the City better; and 68% said the metrics were valuable and COULD be used to manage the City better.



7. The City established the 311 phone system in March 2007 to provide an easy-to-remember telephone number that connects residents, businesses, and visitors to highly-trained Customer Service Representatives ready to help with general government information and services. There is no direct linkage between 311 statistics and the Performance Measurement system.
8. The Jury noted that Sunnyvale expects its people not to exceed cost goals, and encourages them to over-perform service goals: "If you can't deliver within budget, cut your programs."
9. Some of those whom the Jury interviewed described the PM process as "Lip service", "Spinning our wheels" or in similar terms. Some large and sophisticated departments are using PM internally to manage their internal targets and results effectively. However, departments have little sense of what is being done with PM in other departments, and several people described their departments as being "Islands" or "Silos" with little communication with other city units on anything, including PM.
10. The interest in Performance Measurement reached the White House as President Obama

created a new White House position of Chief Performance Officer (CPO) aimed at eliminating government waste and improving efficiency. There is no CPO in the City government.

11. Robert Behn is the author of numerous articles and books on performance leadership.
 - a. In his article "The Seven Big Errors of Performance Stat" ⁵ Behn provided this list of errors "that can divert a real opportunity to produce improved results into little more than an utterly simplistic, noticeably ineffective, and thus purely symbolic sham."
 - i. No Clear Purpose: What results are we looking for? What would better performance look like?
 - ii. No One has Specific Responsibility: Who will do all this? Who does what?
 - iii. The meetings are Held Irregularly, Infrequently, or Randomly: Most successful PM organizations review departments bi-weekly or monthly.
 - iv. No One Person authorized to Run the Meetings: The Mayor's Chief of Staff ran the one SFStat meeting held so far this year.
 - v. No Dedicated Analytic Staff: The City does have staff assigned to PM, but not 100% devoted to PM. They report to the Controller rather than the Mayor as Chief Executive.
 - vi. No Follow-Up: This is impossible to do if the first three bullets in this list hold true.
 - vii. No balance Between the Brutal and the Bland: To succeed, the executives both pressure managers, and help them to succeed.
 - b. Behn says "...there is no single, right approach as to how to develop a successful management performance and accountability structure. Success depends heavily on clear goals, committed leadership, and persistent follow-up."
 - c. Behn's original writings addressed "Five Errors." That attracted comment from Stephen Goldsmith ⁶ whose article says among other things that Mayors must lead, measure value, have resources, working systems and be good listeners. The Jury agreed that these are all good objectives that may precede or follow the implementation of a working PM process. Behn subsequently expanded his list to seven errors.

Findings We Made

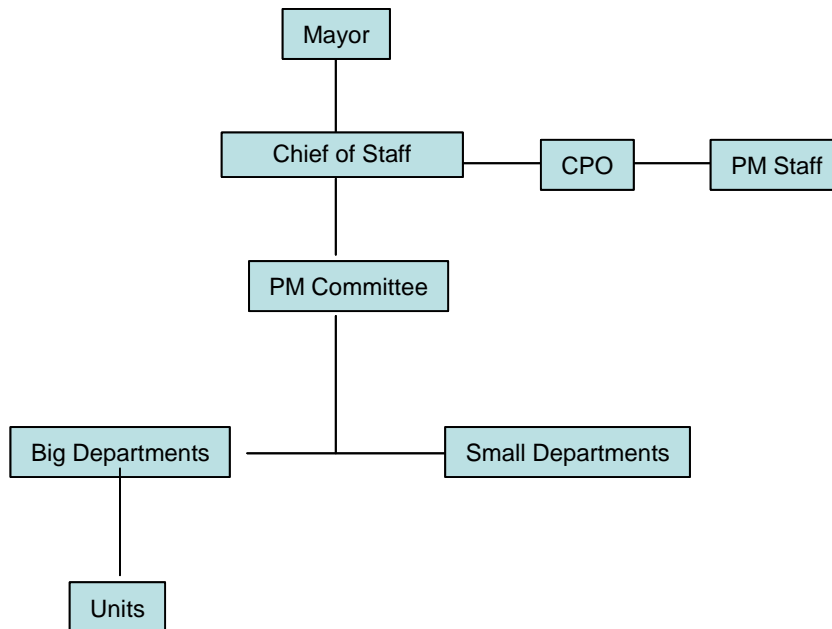
1. The Jury found that Performance Measurement is not a luxury, but an essential tool to manage the City's \$6.5 billion budget and to demonstrate to the citizens how well the City is managed.
2. The City supplied the graphic in Appendix B describing Citywide Performance Management so we assume it is an accurate picture of PM as practiced by the City. It seems to imply that any road leads anywhere. The Jury finds that the map reflects the lack of clarity about PM in the City. The Jury puts forward a preferred graphic in Appendix C.
3. The City has avoided only one of the seven errors that Behn identified which we list in paragraph 11 of our Facts, and that one only in part. The City does have an analytic staff in the PM unit, but the staff spends some of its time working for and reporting to the Controller. To have missed six and a half times out of seven is an interesting PM metric in itself. The Jury finds that the City does not have "clear goals, committed leadership, and persistent follow-up" ¹ at all levels in the Performance Measurement process.
4. The PM system has about 1,000 metrics but didn't have a single one on the \$100 million overtime problem. Many current metrics throw little light on how the City is managed. The Fire Department numbers do not contribute much to efficiency. Better metrics would be "We plan to arrest one person for arson for every three arson incidents" and "We plan to investigate this percentage of all fires." Raw numbers such as admissions to libraries and museums might be more meaningful if they were expressed as a percentage of the population, or a percentage of visitors to the City. That way some intent to grow the percentage over time would be apparent. Commendably, some departments do express their metrics in this way, but most do not. The Jury finds that important metrics are omitted from the PM system, and that others are expressed ineffectively.
5. Of the PM people who responded to our survey, 77% said that the source of the metrics was from colleagues and only 4% from their managers and department heads. The Jury finds that some department heads are not providing leadership by specifying the metrics by which they will judge their subordinates.
6. The Jury finds that there is confusion between the Accountability Index, the Strategic Pillars and the PM metrics. Overall, the City's Performance Measurement process is "utterly simplistic, noticeably ineffective, and a purely symbolic sham" as described in Behn's Seven Errors.
7. The Mayor states that he wants to be held accountable by the citizens. The Jury applauds this objective but question his execution. It is not feasible for him to manage personally the 398 or even 380 items he has put forth under the various forms of Accountability, nor has he put in place a process to delegate those goals, policies and numbers down to department heads, managers and staff. The Jury finds that the Mayor has not shown the executive leadership needed to make PM work.
8. The Mayor has not appointed a CPO (Chief Performance Officer) in City Government with specific responsibility and authority to make PM effective.
9. The City has a PM unit staffed by professionals in the Controller's Office and a working PM database. The combination is more than capable of handling a first rate PM implementation if the Mayor would show strong support.
10. The Jury believes that Performance Measurement is an executive function, not a budgetary process, and therefore does not belong in the Controller's Office.
11. The Jury finds that there is no regular communication between departments, or between

departments and the Mayor on City goals, targets and achievements as part of a formal PM process based on PM data.

12. The variety of measurement systems used by the City are not easily found or understood by the public. The Jury finds that Citizens cannot easily discover what strategic goals the City is pursuing, nor what progress is being made in reaching them.
13. The practice of changing targets in mid-year to match performance to date does not encourage people to strive hard to reach their goals.
14. The Jury finds that the Mayor and most department heads are not paying attention to the numbers.
15. The MEA bonus scheme is a mechanism for paying managers and has nothing to do with managing the City effectively and efficiently via a PM system. Other governments have mixed views on bonuses for PM achievements. The Jury finds that there is no need for financial motivation to induce effective managerial behavior.

Our Recommendations

1. The Mayor should exercise strong and committed leadership in using Performance Measurement as the tool for managing the City.
2. The Mayor should establish key metrics for key departments and report quarterly to the citizens on progress.
3. Annual staff evaluations should be based on PM metrics.
4. The Mayor should ensure that heads of departments reduce the number of metrics used within their departments to a manageable number that support the goals the Mayor has given to the department.
5. The Mayor should delegate PM leadership to his Chief of Staff (COS).
6. The COS must be educated in Performance Measurement to drive the PM program.
7. A CPO should be appointed from within the existing PM qualified staff, reporting to the COS.
8. The CPO should select two assistants from within the existing qualified staff.
9. All three PM professionals must be fully dedicated to PM and not have any responsibilities to the Controller.
10. The Mayor should appoint a Performance Measurement review committee to include at least the COS, the Controller and the PM Unit.
11. The reporting chain could look like this



12. The CPO should write a Performance Measurement plan for the City, derived from best practices in PM from around the country.

13. The PM plan should include at least these components:
 - a. The use of Efficiency Plans such that strategic goals, plans and programs give rise to metrics that can be included in the PM system.
 - b. Metrics that are set by the Mayor for department heads, by department heads for their managers, and by managers for their staff.
 - c. Metrics that reflect the Mayor's goals for departments.
 - d. Metrics that are for the fiscal year and are not to be changed.
 - e. Reviews of large departments by the PM Committee in formal session at least monthly and smaller departments not less than every six months.
 - f. Training for department heads and line managers in PM practices.
14. The Jury recommends changes to these metrics that are related to PM:
 - a. The 311 system should be tied into the PM system to establish targets for City services. Pending automating that process, the data should be entered manually.
 - b. Managers should link PPA objectives to PM metrics where that makes sense.
 - c. MEA bonuses should be rolled into regular compensation.
15. The Jury recommends this Performance Measurement implementation schedule
 - a. The CPO should implement an abbreviated PM Plan containing at least metrics assigned by the Mayor to department heads by 31 December 2009.
 - b. The CPO should fully implement PM by 1 July 2010.

Responses are required from:

	The Mayor	The Controller	Director, Human Resources
Finding	1 through 15	1 and 10	15
Recommendation	1 through 14	8	13.b and 13.c

[P.C. 933.05(a)] requires a response to each **finding** of either: "agree with the finding", or "disagree wholly or partially with the finding" with appropriate explanations and corrections.

[P.C. 933.05(b)] requires a response to each **recommendation** of either: "has been implemented", "will be implemented", or "will not implement", with appropriate summaries, times and explanations.

Endnotes

1. "What all Mayors would like to know about Baltimore's CitiStat Performance Measurement Strategy." Robert D. Behn. IBM center for the Business of Government Strategy. 2007. <http://www.businessofgovernment.org/pdfs/BehnReportCiti.pdf>
2. Using Performance Measurement in Local Government; Paul D. Epstein. Van Nostrand Reinhold Company. 1984.
3. "Mayor's Accountability Reports. 11 Sep 2008." San Francisco Government web site. <http://www.sfgov.org/site/uploadedfiles/mayor/policy/07%20-%20Mayor's%20Accountability%20Report%20as%20of%209-11-08.pdf>
4. "CITY AND COUNTY OF SAN FRANCISCO MUNICIPAL CODE ADMINISTRATIVE CODE. SEC. 88.4. EFFICIENCY PLANS." <http://www.municode.com/Resources/gateway.asp?pid=14131&sid=5>
5. "The Seven Big Errors of PerformanceStat." Robert D. Behn, John F. Kennedy School of Government. February 2008. www.hks.harvard.edu/thebehnreport/Behn,%207PerformanceStatErrors.pdf
6. "Chasing the Wrong Goals Faster." Stephen Goldsmith. Governing magazine, 19 December, 2007. http://www.governing.com/mgmt_insight.aspx?id=4680&pf=true

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**Mayor's Strategic Pillars Management Framework
DRAFT Related Measures (as of 9/8/08)**

Updated: 9/8/08

Pillars	Vision	Measures
Panhandling and Homelessness	Everyone who wants a home has access to one, and the homeless who need supportive services receive the appropriate services as quickly as possible.	<ul style="list-style-type: none"> - quarterly homeless census - #/% homeless progressing from training programs, behavioral health programs, or securing employment - #/% of homeless cited for quality of life crimes - #/% of homeless utilizing emergency medical services at SFGH - # of supportive housing units constructed - # of chronic and episodic homeless* - public perception of homelessness and quality of life issues* - # of quality of life violations* - #/% marginally housed* - unmet need for low income or supportive housing*
Health	All San Franciscans live in a healthy environment, have access to quality preventative and primary care, and have options for aging in place and with dignity.	<ul style="list-style-type: none"> - Healthy SF (HSF) enrollment - HSF consumer satisfaction - HSF quality indicators - HSF access indicators - Develop RFP for electronic medical record - Scattered site housing program - Creation of DSIP - Opening of new Progress Foundation community mental health urgent care - Opening of new Progress Foundation ADU - Opening of new DAH housing programs - # of children receiving dental screenings/sealants - # of breastfed infants participating in WIC - # of recreational events sponsored - Decrease in availability of tobacco products and exposure to second hand smoke - Rates of tuberculosis - Rates of sexually transmitted diseases - Environmental health complaints abated - Routine hazards materials inspections - # of immunizations given to adults and children - measure of overall population health status/health quality of life* - index of incidence of chronic and communicable disease* - % with access to care* - measure of quality and efficiency of care* - patient understanding of health issues* - # of LHH residents who would be better served by community care*
Environment	The people of San Francisco have a relatively small impact on the environment because it is easy to be ecologically friendly as public transportation is easy, fast and efficient. There are many incentives to be green.	<ul style="list-style-type: none"> - Kilowatts of renewable energy generation in San Francisco by City and County of San Francisco - Kilowatts of renewable energy generation in San Francisco by local residents, businesses and PG&E - Megawatts of electricity and therms of natural gas used (measured monthly) by City and County of San Francisco - Megawatts of electricity and therms of natural gas used (measured monthly) by local residents and businesses - Tons of trash transported to landfill (measured monthly) by City and County of San Francisco - Tons of trash transported to landfill (measured monthly) by local residents and businesses - Tons of greenhouse gas emissions generated by activity in San Francisco (measured annually) by City and County of San Francisco - Tons of greenhouse gas emissions generated by activity in San Francisco (measured annually) by local residents and businesses - Gallons of water used in San Francisco (measured monthly) by City and County of San Francisco - Gallons of water used in San Francisco (measured monthly) by local residents and businesses - Gallons of water treated by local sewer system (measured monthly) - Canopy cover—percentage of City space that has canopy cover (measured annually). - Square footage of permeable surfaces within city limits (measured annually). - environmental footprint of city and residents* - bay water quality* - air quality measure*
Homicide and Violent Crime	People in San Francisco feel safe wherever they are – on the streets, in parks, in their homes, in their school or in the workplace.	<ul style="list-style-type: none"> - Implementation and expansion of various programs, including ShotSpotter and Operation GunStop (MOCJ & SFPD) - Increase annual seizure of firearms by 50% (SFPD) - Channel all available resources to successful prosecution of illegal firearms cases, including use of DNA analysis (MOCJ & DA) - Begin a public media campaign aimed at driving greater community involvement in community policing (MOCJ, MOCJ) - Review and improve use of public safety cameras - Continue to implement JUSTIS, including completion of JMS and roll-out of specific modules of SFPD RMS, including bookings module - Expand ShotSpotter coverage, including Mission District and identification of other gun violence hotspots where it could prove a useful - Adoption of PSSG Foot Patrol Recommendations (SFPD) - Adoption of MOCJ-chaired Community Policing Working Group (SFPD) - Continue Call-In collaborations with BCCJ and Haas Jr. Fund (MOCJ, SFPD, APD) - Decision point on recommendations of PSSG District Boundaries report (SFPD, MOCJ, BOS, CON) - Implementation of CJC pilot, potential expansion (MOPP, MOCJ, Courts, DA, PD, DHS) - Create San Francisco Public Safety Foundation to work with SFPD, APD, JPD, DA, PD, Courts and MOCJ on finding - Expansion of Bay Area Crime Stoppers - Gun safety legislation - Trespassing on HA legislation - Nightclub legislation - index of crime rates* - public opinion* - outcomes of rehabilitation and prevention programs*

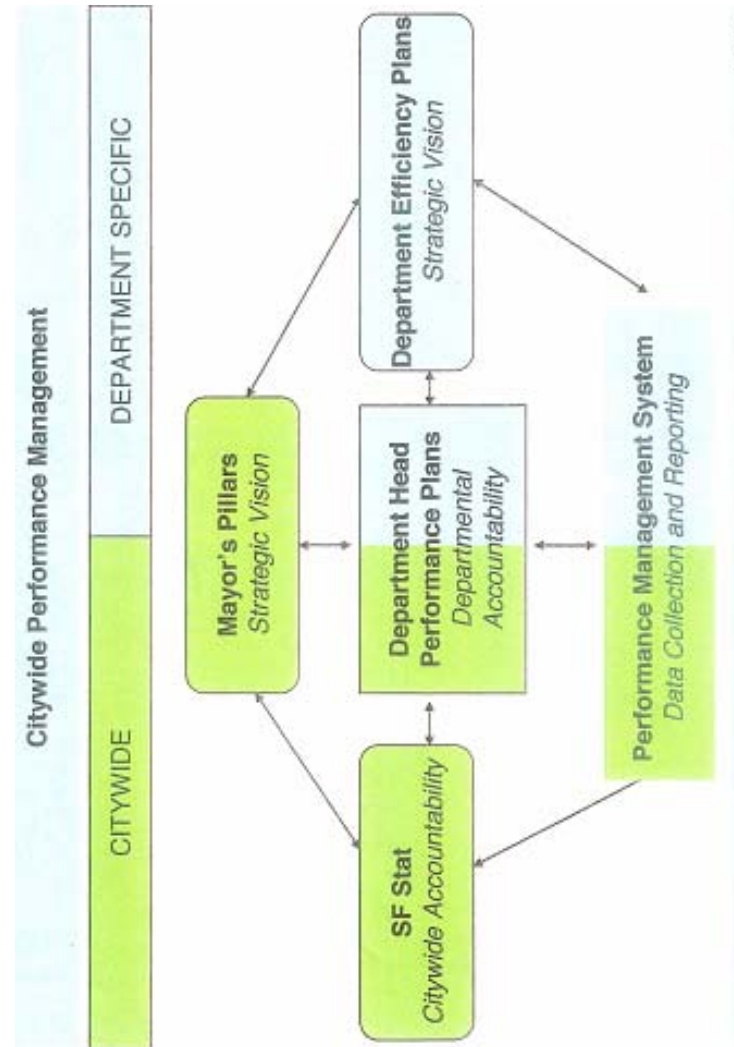
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DRAFT - Not for distribution

Emergency Planning	San Franciscans feel confident that if, in the event of a natural or man-made emergency they will be safe because of the preventative measures and pre-planned responsiveness of the City government.	<ul style="list-style-type: none"> - personal preparedness - compliance with Emergency Management Accreditation Program - All-Hazards strategic plan implementation - schools preparedness - # of exercises including one or more non-City, non-first responder participants - # of unreinforced masonry buildings - mitigation projects completed
Education	San Francisco has a world-class lifelong public education system. All children are ready to learn and succeed in a healthy school environment, and all youth have the life skills they need to successfully transition to high school.	<ul style="list-style-type: none"> - Increased number of the City's children and youth enrolled in SF public schools through increasing citywide support and building a broader base of partnerships with SFUSD. - Increased number of high quality, engaged teachers and principals - Increased number of funds (including local, state, federal, and philanthropic dollars) that are provided to SFUSD to improve student achievement. - Increased graduation rate and decreased dropout rate through expanding opportunities for students to keep them enrolled in school and on track to graduate. Students are prepared for college and/or the workforce. - Increased number of joint-use facilities to build access to schools as community hubs and gathering places. - quality of education, such as adequate progress, standardized test scores, etc.* - student life, career and civic outcomes* - educational and social development achievement* - equality of opportunity* - public perception of quality of public education*
Poverty and Equal Opportunity	The City is livable for all residents, and everyone has access to decent, permanent housing. San Francisco has a thriving and diverse economic base that gives rise to opportunity for all who live and work here.	<ul style="list-style-type: none"> - Increase in decent, safe, affordable, permanent housing stock - Rehabilitated Units - New affordable housing opportunities - First-time home ownership opportunities - Job readiness and relevant skills training - Sustainable employment with opportunity for growth - Wages and benefits in sync with Bay Area cost of living - Small business and entrepreneurial opportunities - Strategic investment in undervalued communities - Increase in retail, services and facilities (banks, stores, schools, libraries, community-based organizations, etc.) to maximize market potential - Residents positively engaged in community and civic life - adequate access to decent housing* - index of quality of life indicators*
Transportation	The City of San Francisco builds, maintains, and supports a safe and accessible public transportation system that provides residents and visitors access and reliable sustainable mobility.	<ul style="list-style-type: none"> - Muni Collisions per 100,000 miles - Mean Score for Response to City Survey Question: How Safe Do You Feel Crossing the Street? - Percent of Trips by More Sustainable Modes* - Greenhouse Gas Emissions as Percent of 1990 levels* - Schedule Adherence - Unscheduled Absence Rates - Number of Crimes per 100,000 Passenger Boardings - Ridership: Customers Carried - Issue Resolution: % of Customer Concerns Resolved within 60 Days - Customer Satisfaction Score: Muni (and other SFMTA services) - Revenue (by source) - Cost Effectiveness: Operating Expense per Customer Boarding - Overall Employee Satisfaction Rating - Customer Satisfaction Score – TransLink - efficiency of human and goods transportation systems (travel time, cost, congestion)* - cost, timeliness, and convenience of transit experience*
Infrastructure, Planning, and Redevelopment	San Francisco is safe, beautiful and innovative. People are confident in the government's ability to create and maintain the structures that hold the City together.	<ul style="list-style-type: none"> - ensure that the process for entitling and building all development and infrastructure projects proceeds in a timely, transparent and consistent manner - effectively and thoroughly engage the community and all interested stakeholders in the process of approving all development and infrastructure projects - maximize public benefits on all development and infrastructure projects - expert opinion on quality of development and built environment* - index of infrastructure condition*
Government Efficiency		<ul style="list-style-type: none"> - Percentage by which actual revenues vary from budget* - Percentage by which actual expenditures vary from nine-month estimate* - Ratings of the City's General Obligation Bonds - Average of Three Rating Agencies* - Number of findings of material and significant weakness in annual City audit* - Public opinion of government effectiveness/efficiency* - Measure of cost of government* - Customer satisfaction and work ticket resolution efficiency from 311* - Measure of the adequacy of departmental efficiency plans (including strat planning, cust satisfaction, and perf measures)* - Percentage of performance measures in citywide performance measurement system that are within 10% of target*

* denotes measures suggested by the Controller's Office

Appendix B The City's PM Map



Appendix C The Jury's Suggested PM Map

