The City Should More Effectively Evaluate the Impact of Services Provided by Community-Based Organizations

Citywide Nonprofit Performance Audit

AUDITS DIVISION

About the Audits Division

The City Services Auditor (CSA) was created in the Office of the Controller through an amendment to the Charter of the City and County of San Francisco (City) that voters approved in November 2003. Within CSA, the Audits Division ensures the City's financial integrity and promotes efficient, effective, and accountable government by:

- Conducting performance audits of city departments, contractors, and functions to assess efficiency and effectiveness of service delivery and business processes.
- Investigating reports received through its whistleblower hotline of fraud, waste, and abuse of city resources.
- Providing actionable recommendations to city leaders to promote and enhance accountability and improve the overall performance and efficiency of city government.

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Audit Authority

This audit was conducted under the authority of the San Francisco Charter, Section 3.105 and Appendix F, which requires that CSA conduct periodic, comprehensive financial and performance audits of city departments, services and activities.

Statement of Auditing Standards

We conducted this performance audit in accordance with generally accepted government auditing standards (GAGAS). Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives. The Audits Division is independent per the GAGAS requirements for internal auditors.

August 30, 2022

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Dear City Officials:

The Office of the Controller's City Services Auditor (CSA), Audits Division, presents its audit report of citywide nonprofit program monitoring. The audit had as its objective to evaluate the frameworks departments use to measure the impact of services provided by community-based organizations (CBOs) based on departmental practices and leading practices in program monitoring.

The report presents a citywide view of the scope of agreements with CBOs and analyzes the ways in which departments measure the impact of services, based on 30 sample agreements between six departments and 13 CBOs. The report also presents the challenges and benefits of the City's program monitoring processes from the perspectives of the departments and the CBOs they rely on to provide direct services.

The report includes three recommendations to standardize and streamline existing processes and to strengthen performance measurement and program monitoring. The departments' responses are attached to the report. CSA will work with the Office of the Controller's City Performance Division to follow up every six months on the status of open recommendations made in the report.

Since March 2020 all departments have had to focus on the City's response to the COVID-19 pandemic, delaying their responses to this audit report. The Controller's Office also understands that the ongoing need to respond to the pandemic may adversely affect departments' efforts to implement the recommendations, which we will consider as we follow up on this report. In May 2022 CSA contacted all of the departments involved for new or updated responses.

CSA appreciates the assistance and cooperation of everyone involved in this audit. For questions about the report, please contact me at mark.p.delarosa@sfgov.org or 415-554-7574 or CSA at 415-554-7469.

Respectfully,

Mark de la Rosa
Director of Audits

cc: Board of Supervisors
     Budget Analyst
     Citizens Audit Review Board
     City Attorney
     Civil Grand Jury
     Mayor
     Public Library

Executive Summary

The City and County of San Francisco (City) spent nearly $680 million in fiscal year 2017-18 to fund the work of 703 community-based organizations (CBOs), spanning program areas including human services, mental health and crisis intervention, and housing and shelter. The objective of this audit was to evaluate the frameworks city departments use to measure the impact of services CBOs provide based on departmental and leading practices in program monitoring.

WHAT WE FOUND

City departments measure the success of CBOs through performance measures and various reports and monitoring activities. More than 60 percent of CBOs surveyed find city departments' program monitoring activities to be valuable (36 percent) or very valuable (25 percent). However, the audit found that the City could:

- Take advantage of opportunities to standardize some elements of performance measurement and program monitoring to improve consistency and transparency and to evaluate the quality of the services CBOs provide.
- Benefit from shared performance measurement and reporting, particularly for similar programs funded across multiple departments, so that departments better understand the impacts of those similar programs funded across the City.
- Expand its use of leading practices to create a collaborative program evaluation loop to ensure city departments and their stakeholders use the results of program monitoring to drive quality improvements and data-driven funding decisions.

As shown below, four factors—variation in how performance measures are defined, different reporting requirements, different monitoring requirements, and the decentralized collection and use of misaligned performance data—hinder departments' ability to share and use performance data to understand the impacts of services provided from a citywide perspective.

Performance Measurement	Reporting Requirements	Monitoring Requirements	Shared Reporting
▪ Performance measures for the same program areas are developed differently. ▪ Some performance measures are not aligned with a CBO's capacity and do not produce data that measures the lasting impact of services.	▪ Reporting requirements vary among departments and are often duplicative. ▪ Compliance with reporting requirements can be onerous for CBOs funded by multiple city departments.	▪ Program monitoring guidelines vary by department. ▪ CBOs must spend a significant amount of time complying with varying city requirements, ultimately hindering CBOs' ability to effectively serve their clients.	▪ CBO performance data is not centralized across departments, making it difficult to understand the lasting impacts of similar programs. ▪ Data misalignment between departments results in siloed funding decisions and creates obstacles to achieving citywide results.

WHAT WE RECOMMEND

CSA makes three recommendations to strengthen the City's CBO performance measurement and program monitoring. The Office of the Controller's City Performance Division should support the implementation of the following recommendations for all city departments to:

1. Improve performance measurement by:
    a. Standardizing common definitions for performance measures (for example, output and outcome) across departments and applying them to existing performance measures.
    b. Creating and/or identifying common performance measures to be tracked, focusing on important outcome measures and the indicators that must be tracked to understand the outcomes.
    c. Ensuring measures are calculated in the same way so results can be compared across program areas.

2. Strengthen program monitoring practices by:
    a. Creating a forum to share lessons learned and successful strategies.
    b. Collaborating on developing minimum requirements for program monitoring activities, such as site visits.
    c. Evaluating the quality of services provided, such as through surveys or interviews of program participants and observations of services provided, where appropriate.
    d. Ensuring results from program monitoring activities inform technical assistance needs.

3. Explore the possibility of implementing a system with data from multiple departments integrated to track the performance of CBOs from a citywide perspective. If this is not feasible, work with information system suppliers to identify opportunities to share data or centralize data reporting among departments, where appropriate.

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Glossary

Adult Probation	Adult Probation Department
Agreement	Contract or grant agreement between a city department and community-based organization
City	City and County of San Francisco
CBO	Community-based organization
CSA	City Services Auditor
DCYF; Children, Youth and Their Families	Department of Children, Youth and Their Families
Goal	A broad statement about the long-term expectation of what should happen as a result of the program; a type of performance measure
HOM; Homelessness and Supportive Housing	Department of Homelessness and Supportive Housing
HSA; Human Services	Human Services Agency
MOHCD; Housing and Community Development	Mayor's Office of Housing and Community Development
NTEE	National Taxonomy of Exempt Entities
OEWD; Economic and Workforce Development	Office of Economic and Workforce Development
Outcome	The ultimate benefits associated with a program or service, such as the impacts on clients and the community from participating in the program; a type of performance measure
Output	The volume of a program's actions, such as number of people served, and activities and services carried out; a type of performance measure
Public Health	Department of Public Health

Introduction

Community-based organizations (CBOs) are critical to the delivery of public services in San Francisco. They operate through contracts and grant agreements (collectively referred to as agreements) with the City and County of San Francisco (City). However, it is difficult to measure the overall impact of the programs and services provided because performance measurement and program monitoring vary among city departments and most data is not shared.

The Office of the Controller's City Services Auditor (CSA) prepared this report to present a citywide view of the scope of agreements the City has with CBOs and to analyze the ways city departments measure the impact of services. We did this based on a sample of 30 agreements between six departments and 13 CBOs. The report also presents the challenges and benefits of the City's program monitoring processes from the perspectives of the departments and the CBOs they rely on to deliver services to clients.

CITYWIDE CBO FUNDING OVERVIEW

In fiscal year 2017-18 the City had 2,494 agreements with 703 CBOs, totaling over $1.6 billion in funding over the lives of the agreements.[1] In that year alone, the contracted funding for these agreements was nearly $705 million and payments totaled nearly $680 million.

The programs and services CBOs provide on behalf of city departments cover a wide range of program areas. For this audit, we applied the National Taxonomy of Exempt Entities (NTEE) framework at the program level to gain a deeper understanding of the services CBOs provide across San Francisco. In total, we identified 16 program areas across the City and chose 9 program areas for the programs we selected for the audit:

- Community Improvement and Capacity Building
- Crime & Legal-Related
- Education
- Employment
- Health Care
- Housing & Shelter
- Human Services
- Mental Health & Crisis Intervention
- Youth Development

The City significantly invests in the Housing & Shelter, Human Services, and Mental Health & Crisis Intervention program areas. In fiscal year 2017-18 these three areas accounted for $440 million (62 percent) of the City's CBO funding.

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[1] Based on department-provided lists of active agreements with CBOs in fiscal year 2017-18. Agreement terms vary; all were within fiscal years 1999-2000 through 2022-23 and include end dates extended by amendment.

DEPARTMENT OVERVIEW

The audit selected six departments as the basis to assess the City's program monitoring practices. Exhibit 1 summarizes the amounts paid to CBOs and number of CBOs funded in fiscal year 2017-18 by the six audited departments.

Exhibit 1: Six departments spent 71 percent of the City's payments to CBOs through agreements in fiscal year 2017-18.

Department	No. of CBOs Funded[a]	Amount of Payments to CBOs[b]
Public Health	115	$192,060,202
Human Services	141	128,835,597
Children, Youth and Their Families	138	76,913,577
Housing and Community Development	131	57,271,314
Economic and Workforce Development	108	22,328,922
Adult Probation	19	3,436,208
All Other Departments	**403**	**198,454,769**
Total	**703[c]**	**$679,300,589**

Notes:

[a] Number of CBOs with active agreements and total not-to-exceed amounts based on information from departments.

[b] From SF Financials system.

[c] Total number of CBOs funded is an unduplicated count, but some CBOs have agreements with multiple departments reflected in each row.

Source: Departments' agreement lists, CSA's application of NTEE, and SF Financials system

Nine program areas were selected based on their comparability of programs across CBOs and departments. Exhibit 2 shows the program areas selected, by department.

Exhibit 2: Nine program areas, each funded across multiple departments, were selected for detailed comparison.

Program Area Sampled	Departments					
	Adult Probation	Children, Youth & Their Families	Economic & Workforce Development	Housing & Community Development	Human Services	Public Health
Community Improvement & Capacity Building			✓	✓		
Crime & Legal-Related	✓	✓				
Education				✓		
Employment			✓		✓	✓
Health Care						✓
Housing & Shelter				✓	✓	
Human Services				✓	✓	
Mental Health & Crisis Intervention						✓
Youth Development		✓	✓			

Source: CSA

SAMPLE CBOS RECEIVE FUNDING FROM MULTIPLE DEPARTMENTS TO PROVIDE SERVICES ACROSS PROGRAM AREAS

At least two of the six sample departments funded each of the 13 CBOs in the sample, as shown in Exhibit 3.

Exhibit 3: 30 agreements were selected from among multiple departments.

CBO	Department					
	Adult Probation	Children, Youth & Their Families	Economic & Workforce Development	Housing & Community Development	Human Services	Public Health
Booker T. Washington Community Service Center		✓		✓		
Community Works West Inc.		✓ a, b				
Community Youth Center of San Francisco		✓		✓		✓
Five Keys Charter Schools and Programs	✓ a					
Hamilton Families				✓ b	✓	
Mission Language & Vocational School			✓		✓	
Renaissance Entrepreneurship Center			✓	✓		
Renaissance Parents of Success		✓	✓			
Richmond Area Multi-Services, Inc.					✓	✓ b
Self Help for the Elderly				✓	✓	
Success Center SF		✓	✓			
United Playaz	✓	✓		✓		
Young Community Developers		✓	✓		✓	

Notes:
a Although programs operated pursuant to agreements with only one department were selected for Community Works West Inc. and Five Keys Charter School and Programs, the programs were chosen for comparison in the Crime & Legal-Related program area.
b Two agreements selected.
Source: CSA

We selected programs covering nine program areas to enable the audit to assess comparability of program monitoring and performance measures across city departments, as shown in Exhibit 4.

Exhibit 4: The 13 CBOs selected for testing received nearly $43 million in fiscal year 2017-18 through agreements with the City in nine program areas sampled.

CBO	Payments From City in FY 2017-18*	Program Areas Sampled
Richmond Area Multi-Services, Inc.	$16,127,813	▪ Employment ▪ Mental Health & Crisis Intervention
Hamilton Families	9,131,881	▪ Housing & Shelter
Self Help for the Elderly	7,996,887	▪ Housing & Shelter ▪ Human Services
Community Youth Center of San Francisco	2,686,501	▪ Crime & Legal-Related ▪ Health Care ▪ Human Services
Young Community Developers	2,105,748	▪ Employment ▪ Youth Development
Booker T. Washington Community Service Center	1,739,477	▪ Education ▪ Youth Development
Community Works West Inc.	1,315,489	▪ Crime & Legal-Related
Success Center SF	448,727	▪ Youth Development
Five Keys Charter Schools and Programs	428,530	▪ Crime & Legal-Related
Mission Language & Vocational School	314,273	▪ Employment
Renaissance Entrepreneurship Center	298,208	▪ Community Improvement & Capacity Building
United Playaz	206,833	▪ Crime & Legal-Related ▪ Human Services
Renaissance Parents of Success	34,280	▪ Employment ▪ Youth Development
Total	**$42,834,647**	

* Per SF Financials system
Source: Departments' agreement lists and 30 sample agreements

OBJECTIVE

The main objective of this audit was to evaluate the frameworks city departments use to measure the impact of services CBOs provide based on departmental practices and leading practices in program monitoring. Specifically, the audit assessed:

- The extent to which departments measure the impact of services CBOs provide and how, if at all, they operationalize measurement results in funding decisions, agreements, or program monitoring activities.

- Whether departments' program monitoring activities adequately measure compliance and performance and how these activities differ among departments for similar programs and services provided.

SCOPE

The audit focused on program monitoring activities at six city departments for a sample of 30 agreements active in fiscal year 2017-18. The audit also incorporated feedback from departments that have agreements with CBOs and from CBOs for which contact information was available.

The following six departments were selected:

- Adult Probation Department (Adult Probation)
- Department of Children, Youth and Their Families (Children, Youth and Their Families)
- Department of Public Health (Public Health)
- Human Services Agency (Human Services)
- Mayor's Office of Housing and Community Development (Housing and Community Development)
- Office of Economic and Workforce Development (Economic and Workforce Development)

The audit did not assess the process for departments awarding agreements to CBOs. The Department of Homelessness and Supportive Housing was not selected because it did not have policies in place at the start of the audit, as it had just launched in July 2016.

Scope Limitation

Although a list of CBOs the City funds through agreements exists in the City's SF Financials system (SF Financials), it does not include program-level data, which was necessary for the audit. Thus, CSA relied on self-reported information we obtained through a survey we administered to all city departments. We aggregated this data to yield the population of programs and services described in the Introduction and obtained payment data from SF Financials. We obtained an understanding of the systems used by the six sample departments for their contract/grants management and program monitoring and assessed data reliability to the extent required by the audit objective.

METHODOLOGY

To perform the audit, we:

Conducted Background Research, Categorized CBOs, and Selected Sample Departments

- Reviewed applicable laws, regulations, policies, and procedures regarding program monitoring.

- Reviewed all payments data for fiscal year 2016-17, using the NTEE framework to categorize each CBO the City paid. (The U.S. Internal Revenue Service uses the NTEE framework, which includes 26 program areas, to classify nonprofit organizations.)

- Purposefully selected six departments to create a sample that includes a range of payment amounts and program areas and an adequate number of CBOs.

Conducted Interviews and Walkthroughs

- At the six sample departments, interviewed key employees and conducted walkthroughs to observe and understand procedures related to program monitoring activities conducted by departments and systems used and data collected for program monitoring activities.

Selected Sample Agreements

- Chose 30 agreements from the six sample departments and 13 CBOs that operate 35 similar programs to assess compliance with agreement requirements, program monitoring, quality and performance measure compliance, and comparability across departments.

- Obtained lists of all active agreements in fiscal year 2017-18 and compiled them into a comprehensive list containing information such as CBO name, funding department(s), program description, and not-to-exceed payment amount for each agreement.

- Excluded CBOs that, based on the information from the departments:
    - Provided programs or services solely in one program area, such as Health Care.
    - Provided programs or services in program areas that were not funded by more than one department.
    - Were funded by only one department.
    - Received only one-time payments.
    - Provided nonparticipant-based services, such as community benefit districts.

- For the remaining CBOs, applied the NTEE framework at the program level to more accurately identify the types of programs and services the City funds.

- Selected programs from similar program areas across the CBOs.

Surveyed Departments and CBOs

- Developed and administered two surveys—one to city departments and another to CBOs—and analyzed the results.

- City departments: Contacted 51 departments, 27 of which confirmed they have agreements with CBOs and responded to the survey regarding their program monitoring activities.
    - Analyzed grant agreement data from the departments (which the survey requested) and reconciled the number of agreements to data in SF Financials.
    - Using the data visualization tool ArcGIS Pro, generated maps to show the distribution of programs and services by program area and supervisorial district.

- CBOs: Administered a survey to the 13 CBOs selected for detailed testing (involved in the 30 agreements discussed above) and to a sample of 511 CBOs identified in departments' agreement lists. (Using publicly available information, we found contact information for 511 of the 703 CBOs.) 87 CBOs responded to the survey.

Held a CBO Focus Group

- Conducted a two-hour, facilitator-led focus group to elicit feedback from executive management of the 13 CBOs selected for detailed testing. Topics included the City's processes for contracting and program monitoring. The objective was to identify areas of improvement from a citywide perspective. Analyzed the results.

Benchmarked

- Developed a survey questionnaire and administered it to peer jurisdictions. Starting with the jurisdictions to which San Francisco is often compared, we identified those with centralized organizational and funding structures related to nonprofit program monitoring. Based on this, we identified 13 peer jurisdictions to survey about their program monitoring activities.

- Assessed leading practices in measuring outcomes, program monitoring, nonprofit funding, and performance measurement models.

Chapter 1

The City Must Improve Performance Measurement and Strengthen Program Monitoring to More Effectively Assess the Impact of CBO Services on a Citywide Level

SUMMARY

City departments measure the success of CBOs through performance measures and reporting and monitoring activities. Program monitoring is an opportunity for funding departments to better understand the day-to-day work CBOs perform and to ensure the money the City pays to CBOs is spent appropriately to provide the intended services. More than 60 percent of CBOs surveyed find city departments' program monitoring activities to be valuable (36 percent) or very valuable (25 percent). However, opportunities exist to standardize some elements of performance measurement and program monitoring to improve consistency and transparency and to expand program quality assessments. Specifically, the audit found:

- No common definitions exist for types of performance measures (for example, output or outcome) used in agreements between departments and CBOs.
- Departments funding similar programs do not use a common set of performance measures to assess program success.
- Greater transparency with CBOs could help departments ensure performance measure targets are met and aligned with CBO capacity.
- Departments' site visit procedures should consider evaluating quality of services provided.

These findings are based on the audit's analysis of six city departments' program monitoring policies, processes, and practices, survey results from 27 city departments that fund CBOs through agreements, a focus group of 13 CBOs' managers, and survey results from 87 CBOs that had an agreement with one or more city department in fiscal year 2017-18.

Finding 1.1: City departments use inconsistent terminology to categorize performance measures included in CBO agreements, hindering their ability to share and assess performance across similar programs.

City departments define the success of CBOs in meeting predetermined goals differently and measure the impact of a program or service provided in various ways. Although some variation is appropriate and expected, the City is missing some opportunities to share, interpret, and use performance data that could be comparable, but is not. The six departments included in this audit use performance measures to track the progress of CBO programs. These measures are documented in the agreements or included in additional supporting documentation referenced in the agreements, but the agreements do not define the terminology for performance measures used, which makes it difficult for departments to share and interpret a program's impact.

To assess and compare performance measures used within and across the departments audited, CSA sorted the performance measures in the sample agreements into the following three categories, based on public management literature.

CSA-Defined Category	Definition
Goal[2]	A broad statement about the purpose or long-term expectations of the program or service
Output	The measured results; amount of work performed; volume of a program's activities, such as number of people served
Outcome	The ultimate benefits associated with a program or service, such as the impacts on clients from participating in the program

The 30 sample agreements do not use the same terminology to describe the same type or similar types of performance measures. Exhibit 5 provides examples of the different terminology used by three departments when referring to outcome-based performance measures.

Exhibit 5: Departments use different terms for outcome-based measures in three sample agreements.

Department	Term Used to Describe Measure	Performance Measure
Housing and Community Development	Activity Goal	55 transitional age youth will acquire life skills to make healthier life choices around the issues of financial management, time management, goal setting, nutrition, physical fitness, mental and physical health.
Public Health	Outcome Objective	80% of workshop participants demonstrate increase in quality of life.
Children, Youth and Their Families	Performance Measure	75% of participants report enhanced enjoyment and engagement in learning as a result of the program.

Source: Sample agreements

The use of different terminology for similar types of performance measures hinders departments' ability to use performance data gathered to clearly communicate program and citywide outcomes to stakeholders. Further, the inconsistency among departments in the terminology used to measure and communicate performance understandably causes CBOs funded by multiple departments to be confused about how the City evaluates their overall success. Using common descriptors for and definitions of identical, similar, or related performance measures could lead to an increased understanding of CBO success across departments and enhance the City's ability to measure the citywide impact of services provided.

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[2] Although goals can be used to specify the general purpose or long-term expectations of a program and are generally not considered performance measures themselves, CSA included goals as a category here because some performance measures identified by city departments are goal statements.

Finding 1.2: Performance measurement, reporting requirements, and program monitoring activities are inconsistent across departments, which hinders the City's ability to measure the citywide impact of services.

City departments track the progress of CBO programs toward meeting performance measures through reporting requirements and program monitoring activities described in agreements, but the requirements and activities often vary among agreements from different departments, hindering the City from better assessing overall results. As stated in Finding 1.1, departments use performance measures to evaluate the overall success of a program or service provided. Also, reporting requirements in agreements compel CBOs to submit data to departments at predetermined frequencies, which supports continued progress toward these performance measures.
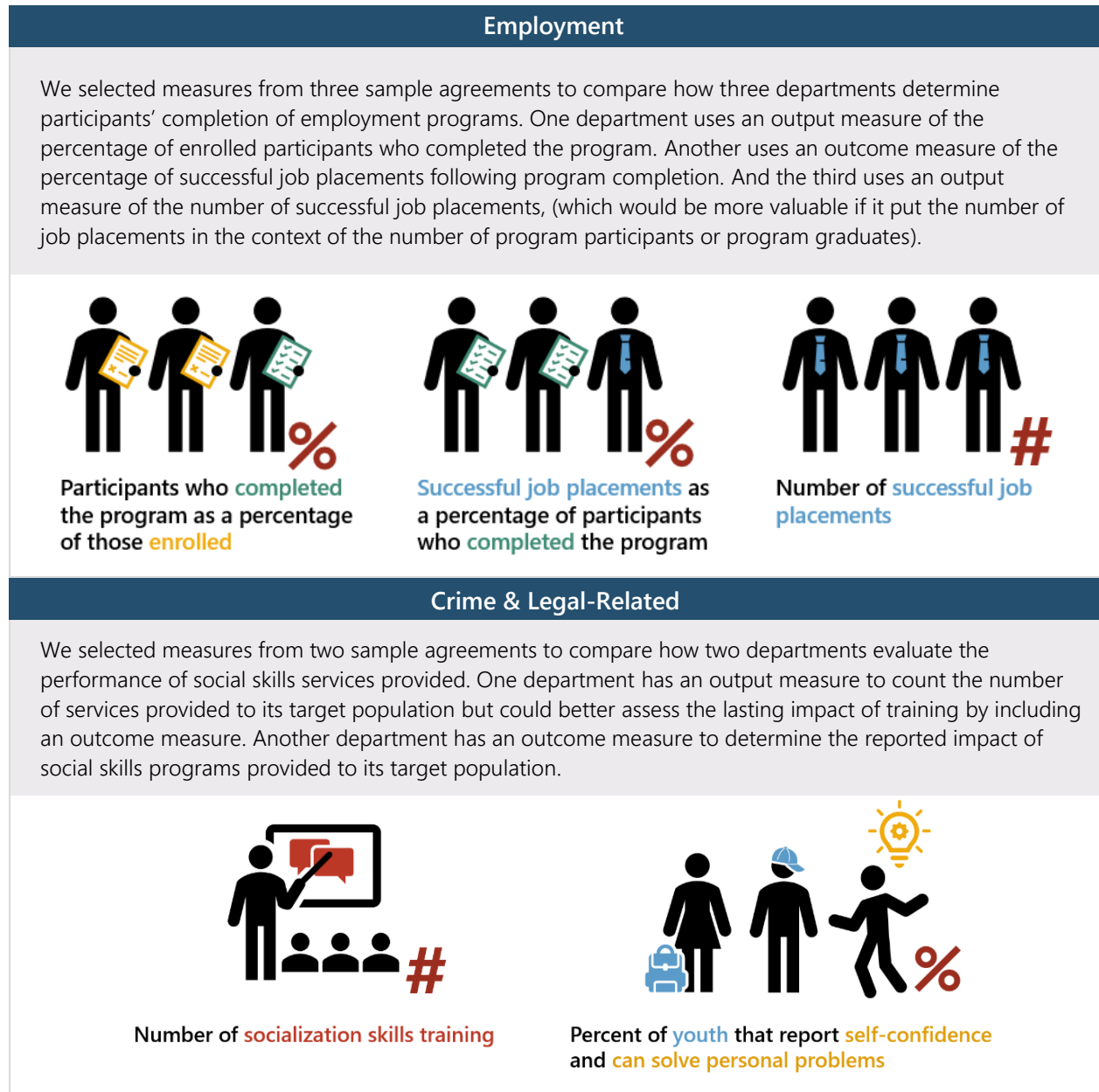
Examples of these requirements include the need to report the number of clients/participants served or survey results from clients/participants regarding the quality of services received. Departments use program monitoring activities to verify the data CBOs submit and to better understand any issues that may prevent CBOs from meeting the agreed-upon performance expectations, as discussed in Finding 1.3. Examples of program monitoring activities include site visits, CBO self-assessments, desk audits, and interviews of clients/program participants.

Finding 1.2.1: Departments that fund similar programs do not use a common set of performance measures to assess success.

City departments do not use the same or comparable performance measures for similar programs, limiting the City's ability to accurately assess the citywide impacts of CBOs' work. Although populations served and program goals differ, opportunities exist to align some performance measures to report program impacts across departments. From the 30 sample agreements, the audit selected 37 performance measures that are similar in two or more agreements in the same program area to compare how departments describe and calculate them to assess CBOs' performance.

Exhibit 6 shows examples of performance measures that differ in sample agreements in two sample program areas.

Exhibit 6: Some performance measures may be better aligned to report program impacts across departments, even when populations served and program goals differ.

Employment

We selected measures from three sample agreements to compare how three departments determine participants' completion of employment programs. One department uses an output measure of the percentage of enrolled participants who completed the program. Another uses an outcome measure of the percentage of successful job placements following program completion. And the third uses an output measure of the number of successful job placements, (which would be more valuable if it put the number of job placements in the context of the number of program participants or program graduates).

Participants who completed the program as a percentage of those enrolled

Successful job placements as a percentage of participants who completed the program

Number of successful job placements

Crime & Legal-Related

We selected measures from two sample agreements to compare how two departments evaluate the performance of social skills services provided. One department has an output measure to count the number of services provided to its target population but could better assess the lasting impact of training by including an outcome measure. Another department has an outcome measure to determine the reported impact of social skills programs provided to its target population.

Number of socialization skills training

Percent of youth that report self-confidence and can solve personal problems

Source: CSA analysis

When possible and appropriate, it is advisable to use a small set of common, high-quality, key measures in the same program areas, such as employment. Having departments calculate results data in the same way for a given measure would allow the City to compare the performance of similar programs and more easily evaluate citywide progress in a particular program area.

Finding 1.2.2: Greater transparency with CBOs could help ensure performance measure targets are met.

All 35 program descriptions in the 30 sample agreements indicate that the CBOs' programs support the mission and vision of the departments that fund them, demonstrating that the departments ensure each program's purpose and the department's overarching purpose are aligned. Also, 60 (97 percent) of the 62 outcome measures found in the 30 sample agreements align with the funding department's mission and vision.

Although it is important for departments to use a mix of measures—including output and outcome measures—that allow them to evaluate CBOs' progress toward meeting program objectives, an overemphasis on output-based measures (such as counts of participants engaged in the program) in agreements causes CBOs to report on information that does not inform the department of the lasting impact of the programs they fund. For programs where participation is the sole goal, output measures may be sufficient and appropriate. However, for programs that the City intends to cause long-term changes, outcome measures can more effective. Outcome measures can be used to assess the overall and lasting impact of similar types of programs being offered across departments because they measure the qualitative changes present in a specific population based on the services the City provides and funds in collaboration with CBOs. Exhibit 7 shows the breakdown of performance measures, by department, for the 30 sample agreements.

Exhibit 7: Nearly one-quarter of 269 performance measures in 30 sample agreements are outcome measures.

Department	Number of Agreements in Sample	Number of Performance Measures	Percentage of Performance Measures, by Department, in 30 Sample Agreements*		
			Goal	Output	Outcome
Adult Probation	2	29	72%	28%	0%
Children, Youth and Their Families	8	70	13%	54%	33%
Economic and Workforce Development	5	35	17%	71%	12%
Housing and Community Development	7	43	0%	65%	35%
Human Services	5	39	5%	74%	21%
Public Health	3	53	2%	75%	23%
TOTAL	**30**	**269**			
PERCENTAGE OF TOTAL PERFORMANCE MEASURES			62%	14%	23%

Note: * Percentages are based on CSA-defined categories of 269 performance measures in 30 sample agreements. As discussed in Finding 1.1, although goals can be used to specify the general purpose or long-term expectations of a program and are generally not considered performance measures themselves, CSA included goals as a category because some performance measures identified by city departments are goal statements.

Source: CSA analysis

In the same way that departments ensure CBOs understand the cost and scope of work, they should be clear with CBOs about decisions about the performance measures and targets in the final agreement. Some CBOs stated that some performance measures in their agreements are of questionable relevance to the services provided and/or have targets that are unattainable, as highlighted below.

> **Transparency on performance measure development**
> - *"For the most part, departments just assign measures."*
> - *"Funder expectations and contract performance measures can be significantly off base given the funder."*
> - *"Outcomes and performance measures [are] sometimes divorced from program or population realities."*
> - *"Prescriptive service strategies with no considerations of specific population needs."*

Performance measure targets (or thresholds) enable departments to determine the level of a CBO's success in delivering a service. Of 37 performance measures selected for detailed testing, 23 (62 percent) of targets required by the agreements were met. Although it is unrealistic to expect that all performance measure targets will be met each year, which could indicate that targets are not ambitious enough, the fact that CBOs could not meet 38 percent of the performance targets may indicate that:

- Some targets are too ambitious.
- Some measures are not aligned with the needs of the population the programs serve or with the CBO's capacity and resources.
- Some CBOs need technical assistance to help them achieve their identified performance goals.

Greater transparency with CBOs can help departments ensure performance measure targets are attainable, that departments and CBOs are tracking the right things, and that reporting requirements are valuable because they result in the collection of the right types of data to inform the City about the impacts of the services it funds.

Finding 1.2.3: Some reporting requirements and program monitoring activities are duplicative and inconsistent among departments.

CBOs complied with 97 percent of reporting requirements in the 30 sample agreements, indicating a high degree of accountability.[3] However, reporting requirements are numerous, and compliance can be onerous for CBOs funded by multiple departments, especially when CBOs have to submit similar performance data in various systems. Although funding sources and other factors dictate which systems departments use, because the systems do not interface with each other, this makes it difficult for departments to share data on citywide program outcomes. In addition to the inconsistent reporting required of CBOs, funding sources and other factors may dictate how often departments conduct site visits. For example:

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[3] The remaining 3 percent resulted from sample agreements with one department, Human Services, that required both monthly and quarterly reports. Although monthly reports were submitted, quarterly reports were not, contrary to agreement requirements. This occurred because the monthly reports contain the same information as the quarterly reports would have.

- Three departments—Public Health, Economic and Workforce Development, and Human Services—require annual site visits.
- Housing and Community Development requires a site visit only every three years.
- Children, Youth and Their Families only requires one site visit per agreement term, which ranged from two to six years for the sample.
- Adult Probation does not require site visits for the sample programs and instead reviews predetermined goals monthly.[4]

Each department uses different program monitoring activities that occur at varying intervals and that evaluate different aspects of CBOs' daily operations. Exhibit 8 shows the concurrent reporting and monitoring requirements one CBO must comply with under its three sample agreements with three departments: Human Services (HSA); Children, Youth and Their Families (DCYF); and Economic and Workforce Development (OEWD).

Exhibit 8: One CBO must comply with three departments' vastly different monitoring and reporting requirements, including different frequency requirements, in three sample agreements.

Frequency of deliverables for a CBO

	Monthly	Annually	Ad Hoc	Once in 3 Years*	Once, at Exit
HSA Report of Activities	✓				
Annual Report		✓			
Orientation			✓		
Ad Hoc Report			✓		
Client Exit Report					✓
Site Visit		✓			
DCYF* Report of Activities	✓				
Site Visit				✓	
OEWD Outreach Report	✓				

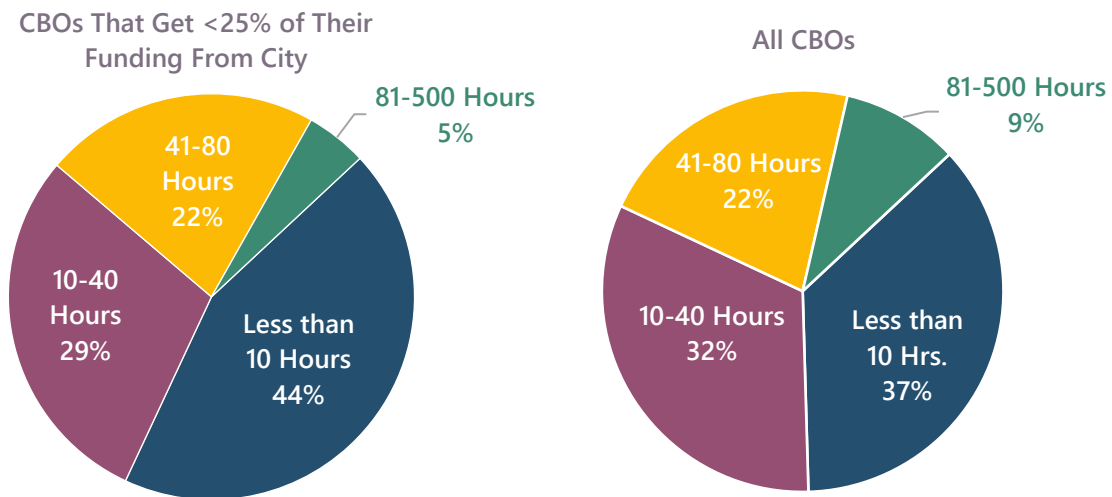* Sample agreement with DCYF had a three-year term.

Source: CSA analysis

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[4] Per Adult Probation, it requires site visits for some programs not selected for the audit, such as employment programs.

As Exhibit 8 shows, this CBO must comply with nine reporting or site visit requirements, and the latter occur at various frequencies. Because the reporting requirements and frequency of site visits vary by department, the CBO must prepare and compile multiple, sometimes duplicative types of supporting data to satisfy the unique reporting requirements of each department.

Based on survey responses from 87 CBOs that had active agreements with the City in fiscal year 2017-18, more than a quarter of CBOs that received less than 25 percent of their total funding from the City spent over 40 hours per month complying with the City's reporting and monitoring requirements. Exhibit 9 shows the breakdown of hours CBOs reported they spent monthly to comply with City requirements.

Exhibit 9: More than one-quarter of CBOs that received less than 25 percent of their funding from the City in fiscal year 2017-18 spent over 40 hours per month to meet City reporting and monitoring requirements.*

CBOs That Get <25% of Their Funding From City

81-500 Hours 5%
41-80 Hours 22%
10-40 Hours 29%
Less than 10 Hours 44%

All CBOs

81-500 Hours 9%
41-80 Hours 22%
10-40 Hours 32%
Less than 10 Hrs. 37%

* Responses of "Not Applicable" and outliers (over 500 hours per month) are omitted.
Source: CSA analysis of survey responses from 87 CBOs

Based on survey responses and focus group discussions, CBOs identified several challenges related to entering performance data in the different systems their funding departments use. Some of the issues stated by CBOs are presented below:

Challenges with performance data required to be entered in multiple systems

- *"CBOs have their own system and then input into different departments systems. This leads to different tracking of demographic data, fields and different definitions."*

- *". . . we spend a lot of time entering data in more than one database."*

- *"Multiple [systems] are confusing and have different requirements."*

- *"Each department has a different data tracking system. Hard to streamline data."*

- *"The different reporting systems . . . are challenging . . ."*

Finding 1.3: All departments conduct program monitoring, but opportunities exist to standardize some elements and to expand program quality assessments.

Departments conduct program monitoring activities to better understand CBOs' performance and to verify documentation CBOs submit to satisfy reporting requirements. For the 30 sample agreements, departments completed all of the required program monitoring. This included conducting site visits, desk audits, or other activities. Site visits give departments a unique opportunity to evaluate the quality of the services CBOs provide. For 26 (74 percent) of 35 programs, agreements required the City to do site visits as part of its program monitoring.

Departments' policies and guidance indicate that site visits consist of different activities and are required with varying frequency, from annually to every three years. Depending on the program's funding source or agreement requirements, those performing site visits are typically required to review some or all of the following:

- Policies and procedures, data systems, and/or any supporting documents, such as a sample of case files, to determine whether they comply with the agreement's performance measures and reporting requirements.

- Program space to ensure it is safe, comfortable for participants, and that it meets requirements, such as having the required signage, if applicable.

The one element not consistent across site visits was an evaluation of the quality of services from the clients' perspective, such as observing interactions between staff and participants and interviewing or surveying participants about whether and how the services have benefitted them. Although this may not be appropriate for all programs, departments should consider establishing minimum requirements for site visits, which may include quality assessment activities. This would provide departments a more holistic view of the services' impact and a deeper understanding of the programs and services the City funds and whether they meet the needs of the community.

Chapter 2

The City Should Explore Opportunities for Shared Performance Measurement, Reporting, and Improved Program Evaluation

SUMMARY

The City could benefit from shared performance measurement and reporting, particularly for similar programs funded across multiple departments, to ensure programs provide the most impact possible and are aligned with community needs and the City's strategic goals. Also, the City could expand its use of leading practices to improve program evaluation and ensure city departments use the results of program monitoring consistently to drive quality improvements.

Finding 2.1: The City could benefit from shared performance measurement and reporting.

According to the City's Committee on Information Technology,[5] the City should identify, prioritize, and strategically align data that can serve multiple programs, initiatives, or client programs across more than one department. This will ensure more effective use of data, as well as minimize redundancy and errors and implement changes that meet the needs of the users, which in this case includes both departments and CBOs. Even without a citywide electronic tracking system, the City could centralize the reporting of similar programs' results if data from the various systems could be shared. Although centralized reporting via existing systems would not decrease the administrative burden on CBOs, it would help departments better understand the impacts of similar programs they fund across the City.

Comparable multidepartmental efforts have occurred in recent years. For example, in 2014 CSA reported that city departments did not adequately assess contractor performance and did not consider past performance in the construction contract award process. That audit led the Department of Public Works to coordinate the efforts of six city departments,[6] including itself, to identify standard performance measures and information to be collected so that contractor performance can be evaluated in the same way across the City and to ensure performance affects contract-award decisions.

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[5] Committee on Information Technology, *Data Management Policy*, https://sfcoit.org/datamanagement, approved January 17, 2019.
[6] The Airport Commission, Department of Public Works, Municipal Transportation Agency, Port, Public Utilities Commission, and Recreation and Park Department. The City's Administrative Code, Chapter 6, authorizes these departments to contract for public work or improvements or related professional services.
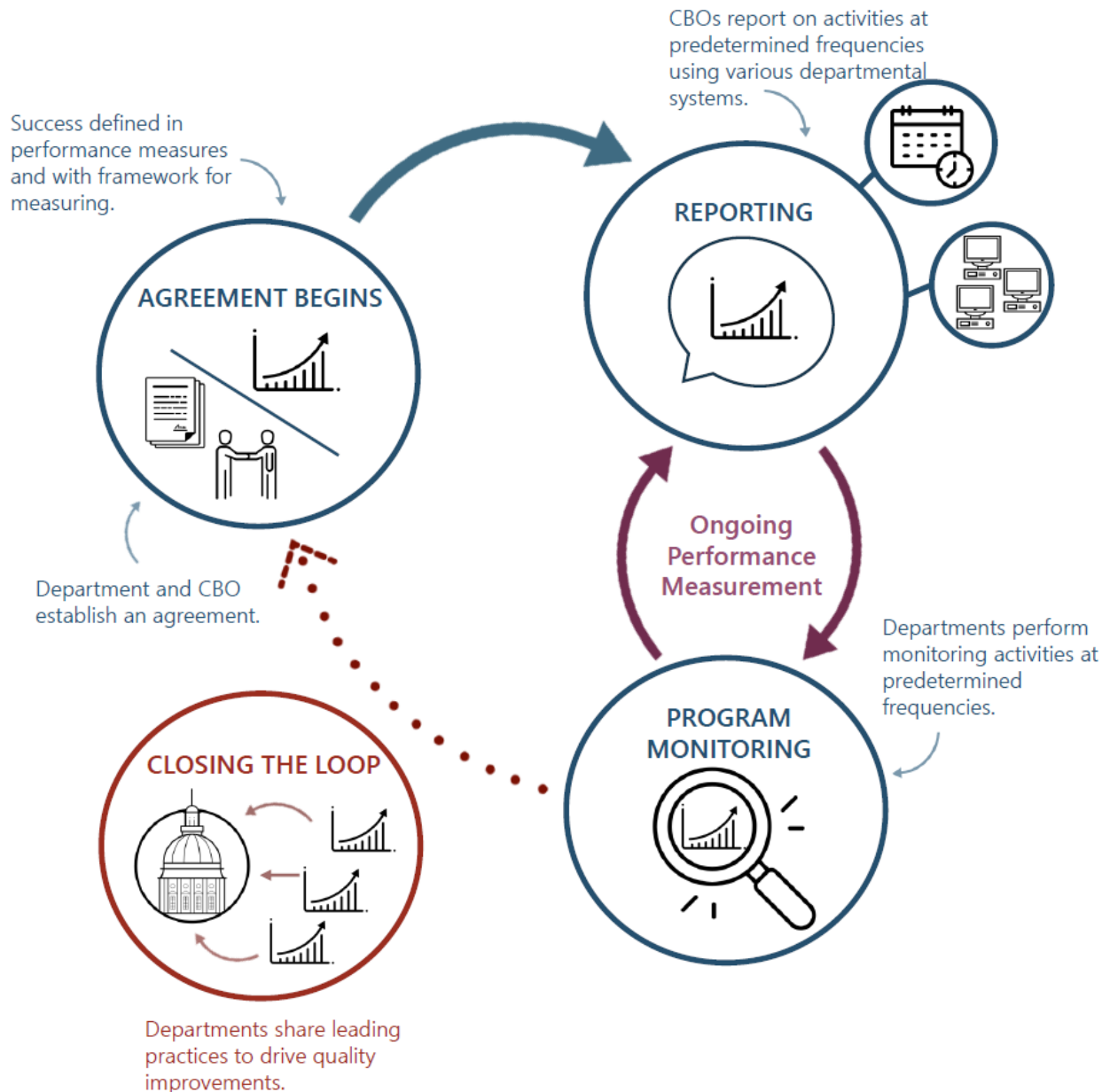
Finding 2.2: The City should adopt leading practices to improve departments' program evaluation processes.

Traditionally, funders make isolated funding decisions and measure the benefits of CBOs' work by evaluating organizations separately. Although policymakers and city departments sometimes collaborate to assess multidepartmental and citywide impacts, often the City's process of funding CBOs follows this traditional model, with each funding department independently choosing the CBOs it funds and the programs that are most important to furthering its mission. As other analysts of public policy have stated, "Rigid funding models, a narrow focus on annual reporting, silos within and between agencies administering programs and funds, and inaccessible or unaligned datasets all create obstacles" to assess, let alone achieve, citywide results.[7] In contrast, research shows that addressing social issues should involve all stakeholders, cross-sector alignment, coordinated actions, and collaborative learning. This is demonstrated by examples discussed in this chapter.

As described in Chapter 1, city departments measure the success of CBOs through performance measures established in agreements, and city departments evaluate performance based on various reports and monitoring activities. However, it is not always evident how the results of monitoring feed into the continued relationship between the City and the CBOs; that is, whether or how the City "closes the loop." The cycle is summarized in Exhibit 10.

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[7] T. Ferber & E. White, *Making Public Policy Collective Impact Friendly*, Stanford Social Innovation Review, Fall 2014, https://ssir.org/articles/entry/making_public_policy_collective_impact_friendly.

Exhibit 10: City departments should use results of monitoring to drive quality improvements.

Success defined in performance measures and with framework for measuring.

CBOs report on activities at predetermined frequencies using various departmental systems.

REPORTING

AGREEMENT BEGINS

Department and CBO establish an agreement.

Ongoing Performance Measurement

Departments perform monitoring activities at predetermined frequencies.

PROGRAM MONITORING

CLOSING THE LOOP

Departments share leading practices to drive quality improvements.

Source: CSA analysis based on leading practices and departmental policies and procedures

Program evaluation literature[8] states the main purposes of program evaluation include informing:

- City practices and decisions, including funding and setting targets.
- CBOs' practices and decisions.
- A field; for example, understanding what types of service provisions are most successful in a program area.

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[8] K. Lindlom & F. Twersky, *Evaluation Principles and Practices: An Internal Working Paper*, William and Flora Hewlett Foundation, 2012.

Program evaluation practices that fulfill these purposes support the ongoing learning, adjustment, and improvement of both CBOs and their funders—in this case, the City. Evaluating the work of a CBO helps ensure the City's funding is used well. Program monitoring can be used to assess the value of the work performed by the CBO and ensure the programs funded provide the most impact and are aligned with community needs and citywide strategic goals. In short, monitoring and evaluation lead to accountability.

Program monitoring practices used to evaluate CBOs' work vary not only among city departments, but can vary based on the funder. The federal government, state, foundations, and other funders may have different expectations and reporting requirements. The City could expand its use of leading practices to ensure its departments consistently complete the cycle of program monitoring.

Effective Program Monitoring Starts With Collecting the Right Data

To perform effective program monitoring, it is essential to understand the purpose of an evaluation and how evaluation activities and results will be used. Given that departments must be strategic in using their limited time and resources, they must understand what they wish to evaluate and not collect information they do not plan to use. If a department is collecting information that it does not use for evaluation or to understand a CBO's performance and is not required by another funder, it should stop collecting the information.

The Los Angeles Homeless Services Authority

In one example, the Los Angeles Homeless Services Authority (LAHSA) uses an *active contract management* model, which underscores the importance of selecting meaningful information to track and measure performance, and how that information can be used more frequently than an annual review alone. According to LAHSA, it has worked with the Harvard Government Performance Lab to transition to an active contract management model for its CBOs, which consists of regular, data-informed meetings between government and service providers that focus on discussion of performance outcomes. LAHSA uses dashboards that analyze data submitted by CBOs monthly to understand their success in meeting performance measures. These dashboards are a starting point for troubleshooting every month to improve CBO performance. LAHSA also continues its compliance monitoring activities, such as site visits. The implementation of active contract management allows LAHSA to gather best practices across providers and define strategies for performance improvement across all providers that LAHSA contracts with. Further, this monthly analysis helped reveal budgetary shortfalls that would have caused some providers to run out of funds before the end of the fiscal year. Being able to identify this problem early allowed LAHSA and the County Executive Office to shift resources and change practices to ensure that funding would remain available to ensure that families remained stably housed and off the streets.[9]

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[9] Harvard Kennedy School Government Performance Lab, *Los Angeles Homeless Services Authority Performance Improvement,* https://govlab.hks.harvard.edu/los-angeles-homeless-services-authority-performance-improvement.

<u>San Francisco's Mayor's Office of Housing and Community Development</u>

In San Francisco, city departments also recognize the need to expand models focused on system-level performance, as opposed to focusing on individual grant performance. In 2018 the Mayor's Office of Housing and Community Development, in partnership with the Mayor's Office of Public Policy and Finance and Harvard's Government Performance Lab, piloted an active contract management model for its eviction prevention and tenant empowerment programs. According to the Mayor's Office of Housing and Community Development, it developed a modified active contract management approach to fit its operational needs for its access to housing programs.

Regular Program Monitoring Is Important for Ongoing Performance Measurement

Across the City, site visits and CBO self-assessments are the most common forms of program monitoring, with the most common frequency being yearly. Some departments reported that the frequency of their monitoring is based on the history of the program's performance and the type of program or service being evaluated.

Other jurisdictions CSA surveyed for the audit reported that site visits and desk audits are the most common type of performance monitoring, that these program monitoring activities are done yearly, and that the availability and capacity of program monitoring staff are factors in deciding whether and how often to monitor.

Performance Reporting Should Focus on Results

Results-based accountability is a framework in which performance measures are used to actively gauge the success of CBOs' programs. This framework differs from other funding models by identifying the end goal of funding or programs and working backward to determine how to achieve those goals. Two examples of this are King County (Washington) and the City's Department of Children, Youth and Their Families.

<u>King County</u>

The Best Starts for Kids initiative in King County, Washington, is focused on improving the health and well-being of all county residents by investing in promotion, prevention, and early intervention for children, youth, families, and communities. The initiative is focused on three results:

- Babies are born healthy and are provided with a strong foundation for lifelong health and well-being.
- King County is a place where everyone has equitable opportunities to be safe and healthy as they progress through childhood, building academic and life skills to be thriving members of their communities.
- Communities offer safe, welcoming, and healthy environments that help improve outcomes for all of King County's children and families, regardless of where they live.

San Francisco Department of Children, Youth and Their Families

The Department of Children, Youth and Their Families engages its stakeholders (young people, parents, and service providers) every five years to assess community needs. The results of this effort are used to inform the department's strategic funding priorities. For the 2018-2023 funding cycle, the needs assessment yielded the following goals:

- Children and youth are supported by nurturing families and communities.
- Children and youth are physically and emotionally healthy.
- Children and youth are ready to learn and succeed in school.
- Youth are ready for college, work, and productive adulthood.

These examples demonstrate that using a *result-based accountability* framework to make data-driven investment decisions with the collaboration of stakeholders may contribute to achieving the overarching results of improving the health and well-being of communities in need.

Closing the Loop to Use the Results of Program Monitoring

After determining what should be collected, how program evaluation should occur, and what performance measures to use, city departments must identify how the evaluation results will be used.

Of the 11 benchmark jurisdictions to which the audit compared San Francisco, all but one stated that program monitoring strengthens grantees' future performance. Creating more avenues to incorporate the results of monitoring into future work with CBOs and maintaining continuous communication and collaboration among departments could improve the City's processes for funding CBOs.

Of the 11 benchmark jurisdictions, 9 (82 percent) indicated that interdepartmental communication occurs when CBOs are funded by multiple funding streams. For appropriate program areas, city departments could benefit from more interdepartmental communication and streamlining processes regarding work with CBOs.

For example, Exhibit 11 summarizes missed opportunities to streamline processes for three sample agreements.

Exhibit 11: Multiple departments funding similar programs miss an opportunity for streamlined processes regarding CBOs' work.
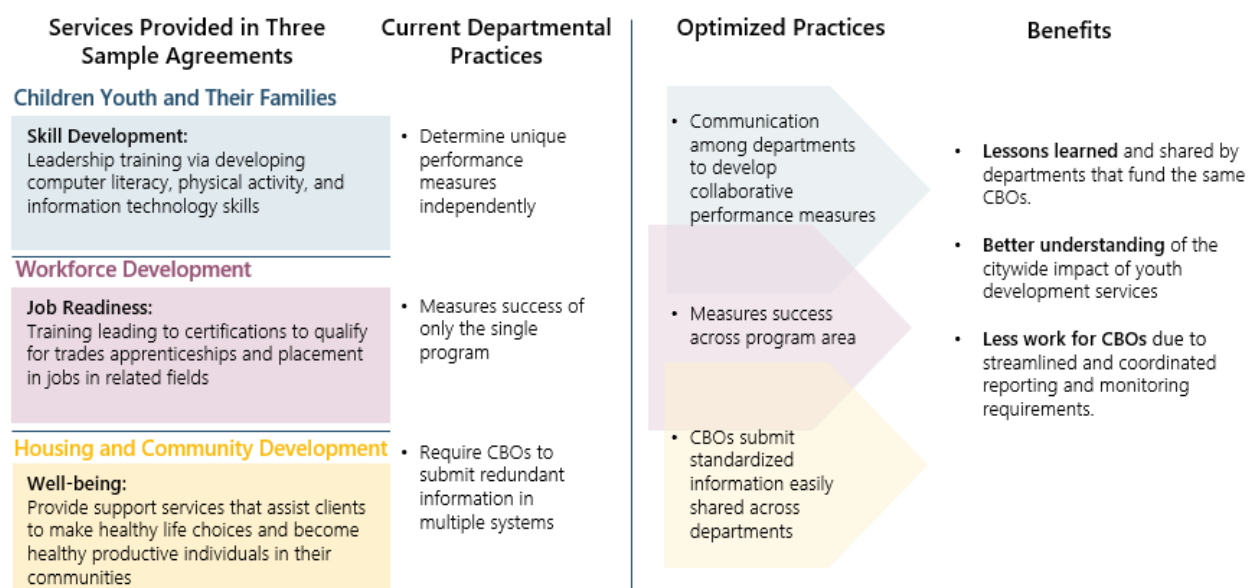
Source: CSA analysis

As Exhibit 11 shows, the three sample departments that fund youth development programs could be missing an opportunity for shared measurement. If so, this lessens the City's ability to assess the citywide impact of its funding and to promote organizational learning among the CBOs it funds.

One tool to improve performance based on the results of monitoring is to connect CBOs to capacity-building services. Of the 11 benchmark jurisdictions, 7 (64 percent) use the results of program monitoring to connect CBOs to capacity-building resources. These jurisdictions may help CBOs to improve program performance and train their personnel on the computer systems or applications they must use, as shown in Exhibit 12.

Exhibit 12: Capacity-building resources other jurisdictions provide to CBOs.

Jurisdiction	Type of Resource/Training Provided					
	Fund Development	Leadership Development	Program Performance Improvement	Systems	Referral to Other Organizations	Contracting Policy and Processes
City and County of Denver			✓	✓		
City of Honolulu					✓	
Los Angeles Housing Authority	✓	✓	✓	✓		
County of Miami-Dade	✓					
City of New York				✓		✓
City of Seattle	✓	✓	✓			
City of Sonoma			✓	✓		

Source: CSA analysis of peer jurisdictions surveyed

The City has made a concerted effort to connect CBOs with capacity-building resources. Of the 21 city departments that state they conduct program monitoring, 14 (67 percent) indicate they help connect CBOs to organizational capacity-building resources as a result of the monitoring. This may include leadership development resources, program performance improvement resources, or training on systems. When departments do this, feedback from program monitoring can then inform their future work with CBOs and can improve grantee performance.

Eight (73 percent) of the 11 surveyed jurisdictions indicate that feedback from program monitoring affects:

- Their preliminary bidding of contracts.
- Their competitive solicitation process for CBOs.
- CBOs' competitiveness in future funding rounds.

When feedback on CBO performance is not considered in the process used to select and fund the CBOs that provide services, the City misses an opportunity to make informed contracting decisions. A process that incorporates these improvement opportunities will emphasize using the results of evaluation and program monitoring to inform future work.

RECOMMENDATIONS

CSA makes three recommendations to strengthen the City's CBO performance measurement and program monitoring. The Office of the Controller's City Performance Division should support the implementation of the following recommendations for all city departments to:

1. Improve performance measurement by:
   a. Standardizing common definitions for performance measures (for example, output and outcome) across departments and applying them to existing performance measures.
   b. Creating and/or identifying common performance measures to be tracked, focusing on important outcome measures and the indicators that must be tracked to understand the outcomes.
   c. Ensuring measures are calculated in the same way so results can be compared across program areas.

2. Strengthen program monitoring practices by:
   a. Creating a forum to share lessons learned and successful strategies.
   b. Collaborating on developing minimum requirements for program monitoring activities, such as site visits.
   c. Evaluating the quality of services provided, such as through surveys or interviews of program participants and observations of services provided, where appropriate.
   d. Ensuring results from program monitoring activities inform technical assistance needs.

3. Explore the possibility of implementing a system with data from multiple departments integrated to track the performance of community-based organizations from a citywide perspective. If this is not feasible, work with information system suppliers to identify opportunities to share data or centralize data reporting among departments, where appropriate.

Appendix A
Citywide Maps by Program Area

The following maps include the locations of services provided for 16 program areas and highlight the percentage of citywide funding, top funding departments, and supervisorial districts for fiscal year 2017-18. Locations of services or programs provided are from the agreement lists departments provided. CBO counts are duplicated because multiple departments can fund one CBO.

Each point on the map represents a location that has one or more programs. If a location hosts multiple programs, it is only represented by one point. Top funding departments are based on all locations where programs and services operated under active agreements in fiscal year 2017-18. Top supervisorial districts are based on the locations CSA was able to match to publicly available databases.

Departments listed in the maps include:

- Adult Probation Department (ADP)
- Arts Commission (ART)
- Department of Children, Youth and Their Families (DCYF)
- City Administrator (ADM)
- Department on the Status of Women (WOM)
- Department of Environment (ENV)
- First 5 San Francisco (First 5)
- Department of Homelessness and Supportive Housing (HOM)

- Human Rights Commission (HRC)
- Human Services Agency (HSA)
- Juvenile Probation Department (JUV)
- Mayor's Office of Housing and Community Development (MOHCD)
- Office of Economic and Workforce Development (OEWD)
- Department of Public Health (DPH)
- Department of Public Works (DPW)
- Public Utilities Commission (PUC)
- Sheriff's Department (SHF)

Breakdown of Citywide Funding, by Program Area

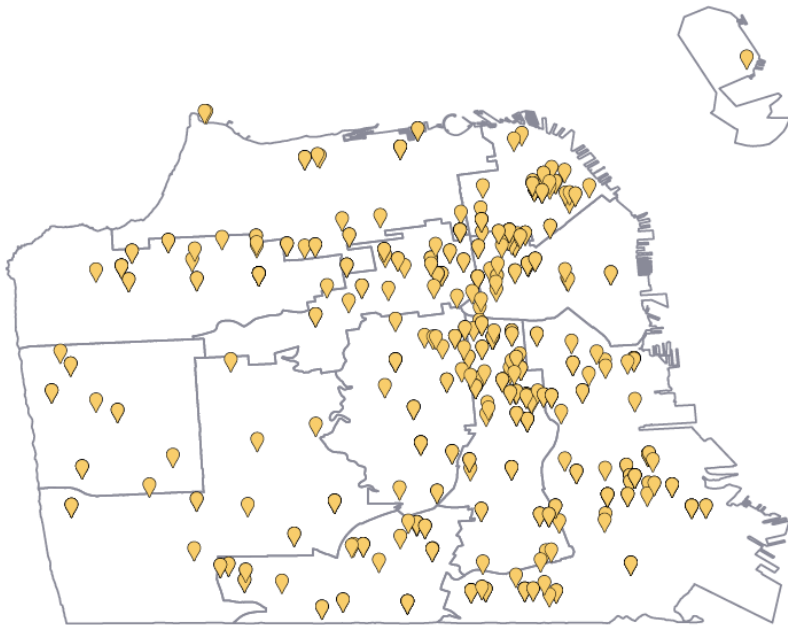| Program Area	Department Count	CBO Count	Funding Amount	Percentage of Citywide Funding
Human Services	9	146	$266,190,438	38.74%
Mental Health and Crisis Intervention	3	70	$121,256,639	17.64%

HUMAN SERVICES

First 5, HSA, MOHCD Top Departments	3, 6, 10 Top Supervisorial Districts

MENTAL HEALTH AND CRISIS INTERVENTION

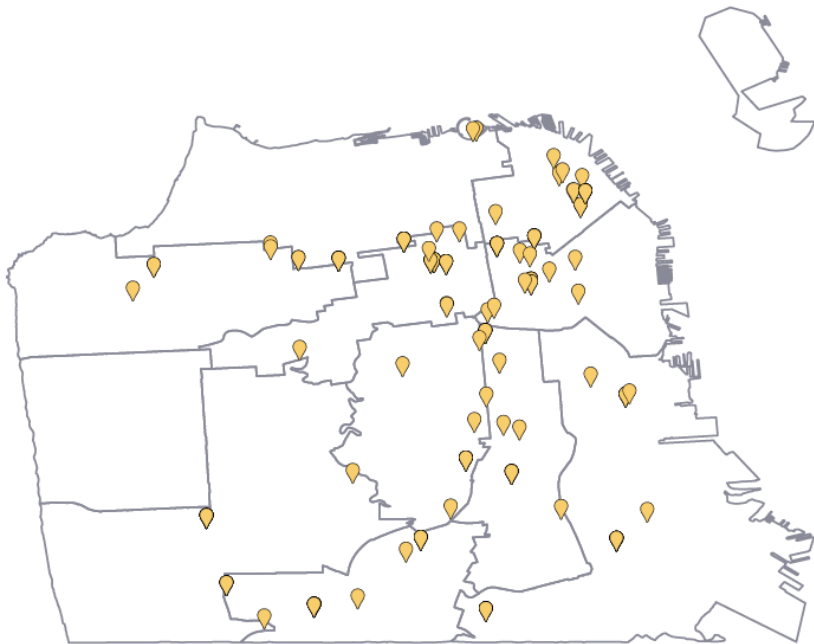| DPH, SHF, WOM Top Departments	5, 6, 10 Top Supervisorial Districts
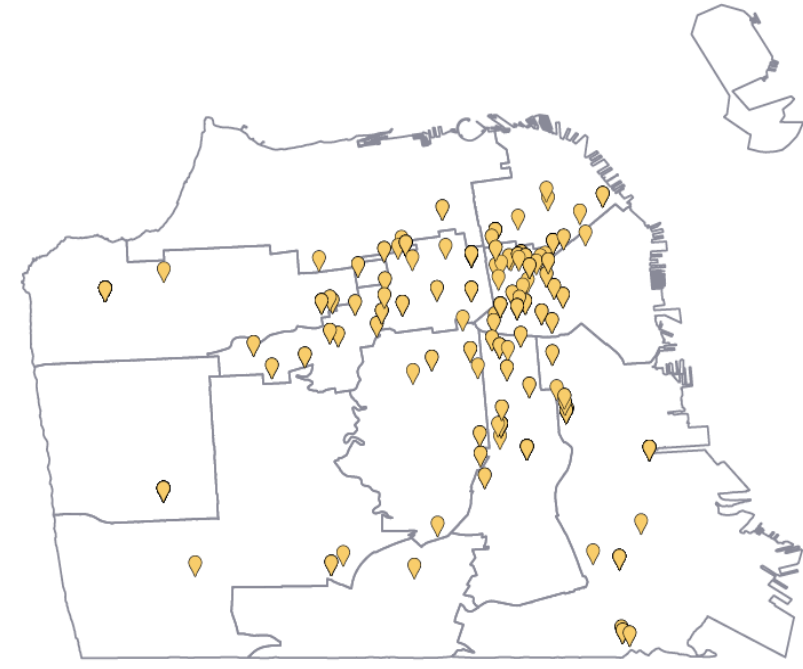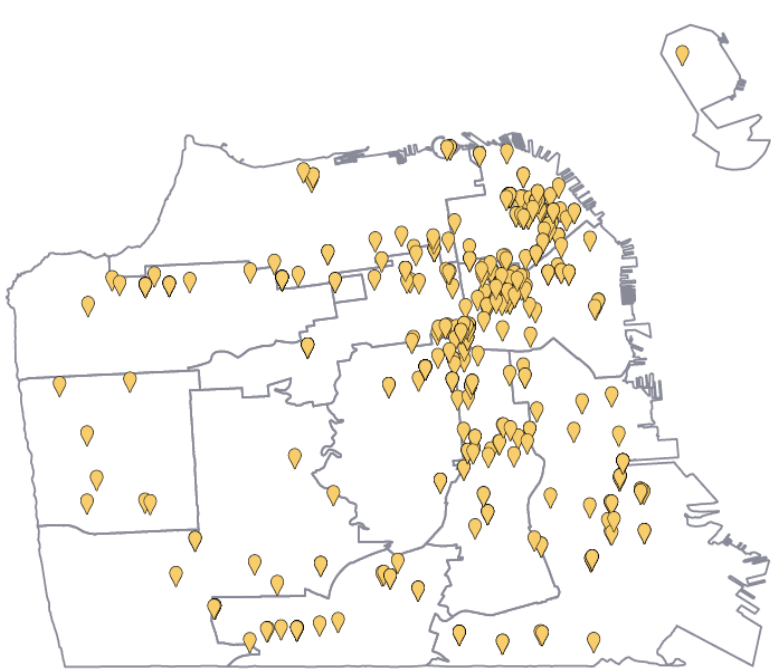
Breakdown of Citywide Funding, by Program Area

Program Area	Department Count	CBO Count	Funding Amount	Percentage of Citywide Funding
Housing and Shelter	9	127	$52,649,444	7.66%
Health Care	2	45	$49,874,992	7.26%

HOUSING AND SHELTER

DPH, HOM, MOHCD Top Departments	5, 6, 10 Top Supervisorial Districts
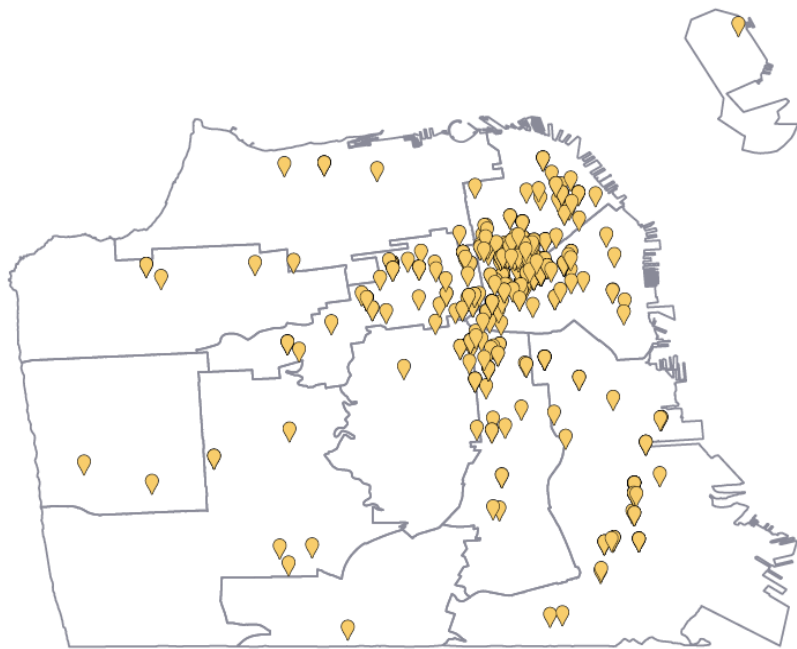
HEALTH CARE

DPH, HSA Top Departments	5, 6, 9 Top Supervisorial Districts
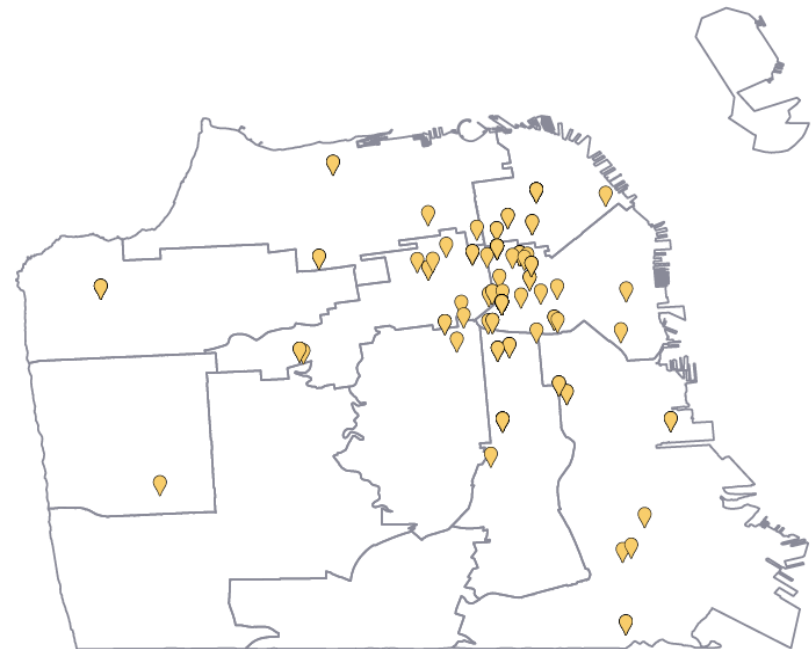
Breakdown of Citywide Funding, by Program Area

Program Area	Department Count	CBO Count	Funding Amount	Percentage of Citywide Funding
Employment	6	66	$37,027,510	5.39%
Crime and Legal-Related	10	76	$33,243,919	4.84%

EMPLOYMENT

DPH, HSA, OEWD Top Departments	6, 9, 10 Top Supervisorial Districts

CRIME AND LEGAL-RELATED

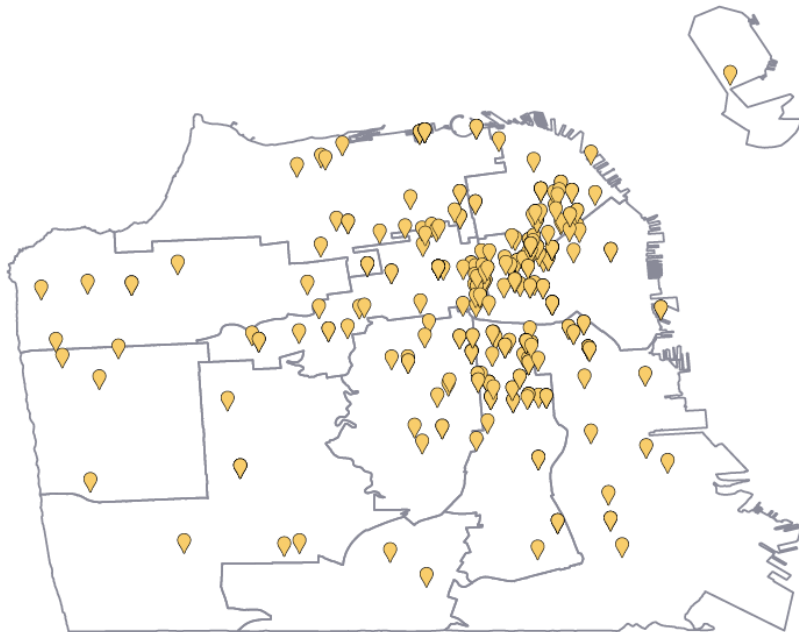| ADP, DCYF, MOHCD Top Departments	6, 9, 10 Top Supervisorial Districts
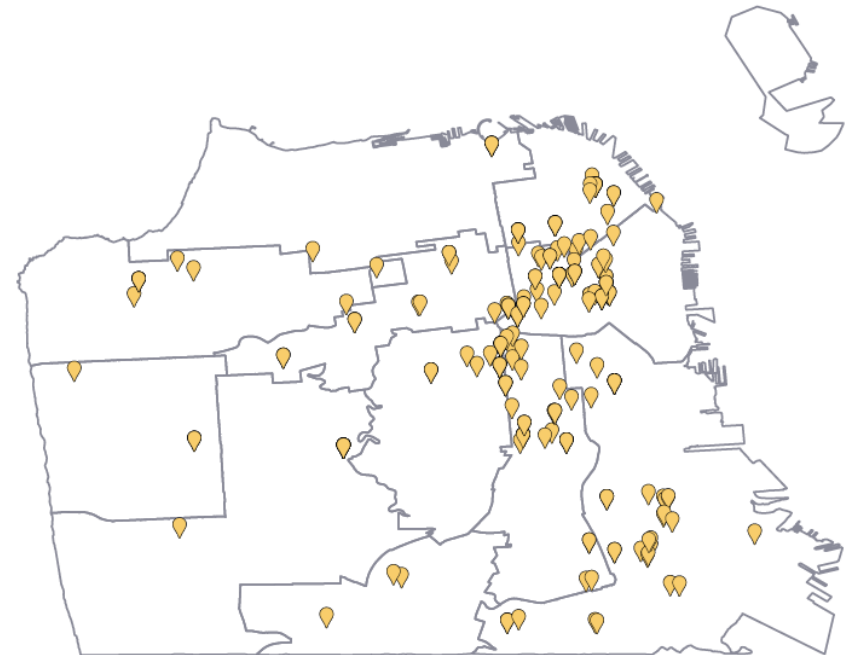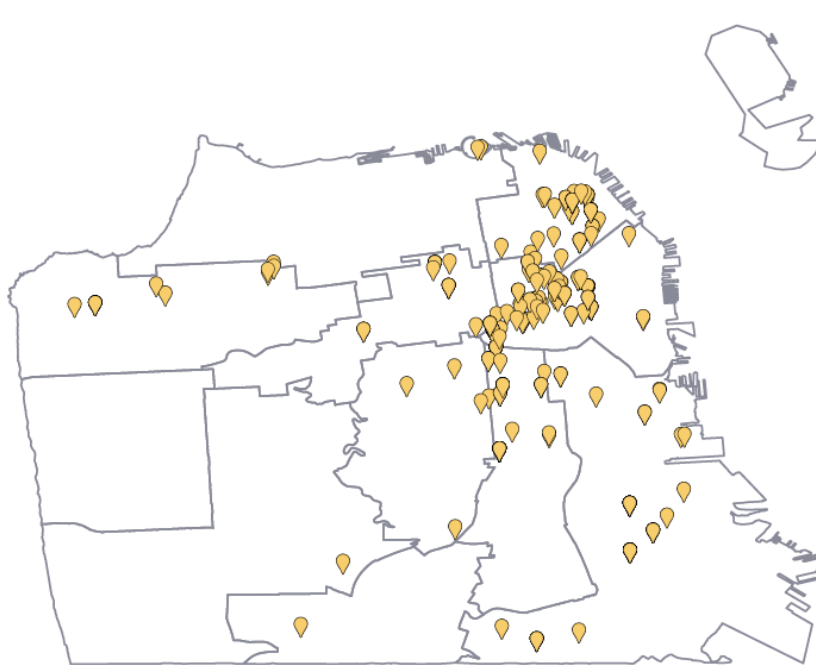
Breakdown of Citywide Funding, by Program Area

Program Area	Department Count	CBO Count	Funding Amount	Percentage of Citywide Funding
Education	6	112	$27,572,407	4.01%
Youth Development	7	85	$25,298,580	3.68%

EDUCATION

DCYF, DPH, MOHCD Top Departments	6, 9, 10 Top Supervisorial Districts

YOUTH DEVELOPMENT

DCYF, JUV, PUC Top Departments	6, 9, 10 Top Supervisorial Districts
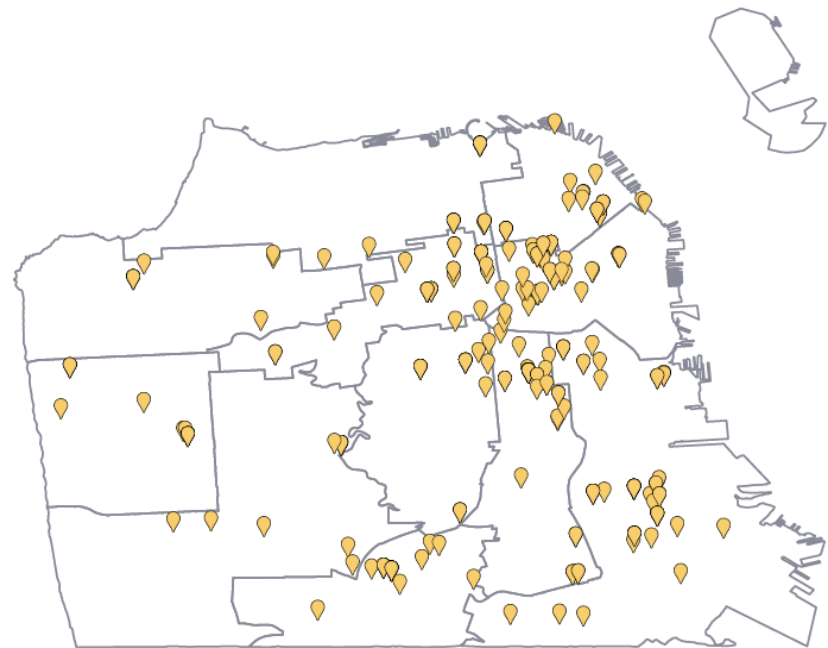
Breakdown of Citywide Funding, by Program Area

Program Area	Department Count	CBO Count*	Funding Amount	Percentage of Citywide Funding
Food, Agriculture, and Nutrition	2	23	$23,425,145	3.41%
Community Improvement and Capacity Building	12	138	$22,514,247	3.28%

FOOD, AGRICULTURE, AND NUTRITION

DPH, HSA Top Departments	5, 6, 11 Top Supervisorial Districts

COMMUNITY IMPROVEMENT AND CAPACITY BUILDING

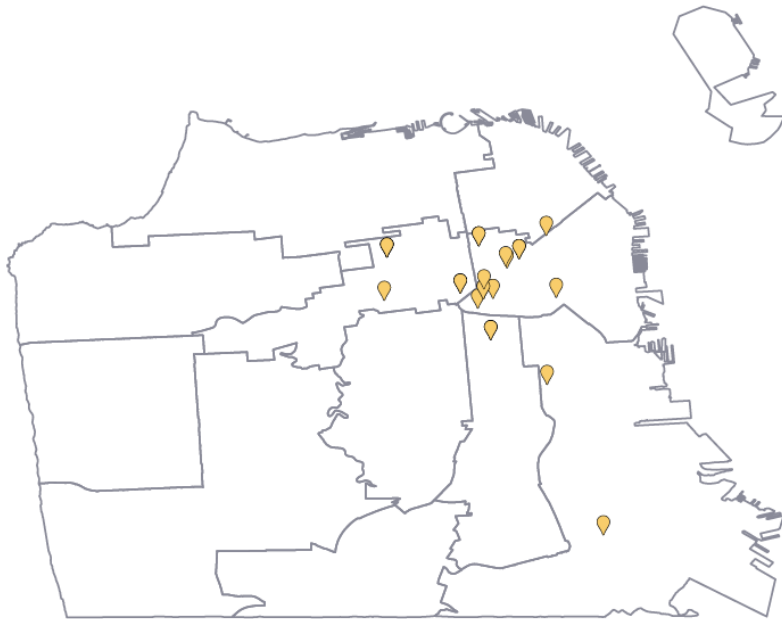| HSA, MOHCD, OEWD Top Departments	3, 6, 10 Top Supervisorial Districts
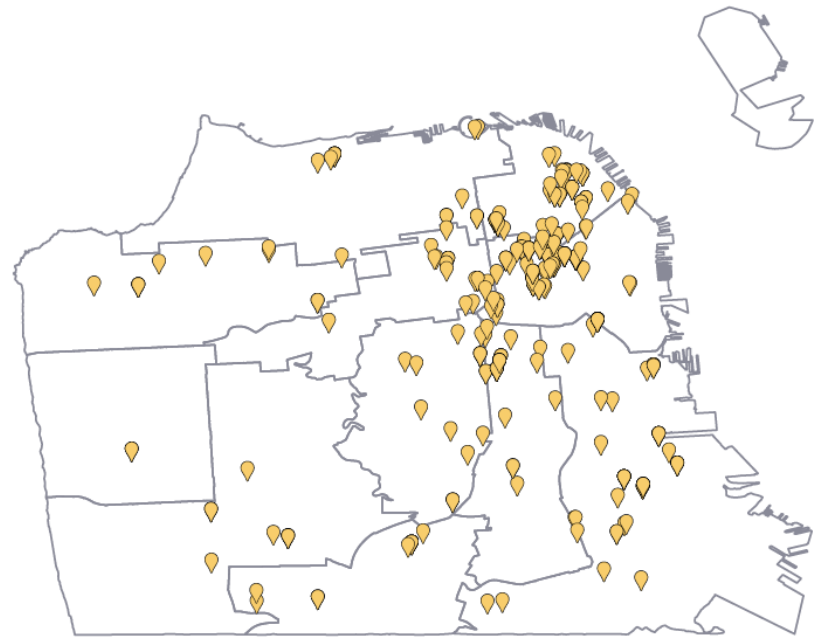
Breakdown of Citywide Funding, by Program Area

Program Area	Department Count	CBO Count*	Funding Amount	Percentage of Citywide Funding
Arts, Culture, and Humanities	3	257	$18,840,199	2.74%
Environment	5	25	$6,414,641	0.93%

ARTS, CULTURE, AND HUMANITIES

ADM, ART, OEWD	5, 6, 9
Top Departments	Top Supervisorial Districts

ENVIRONMENT

ADM, DPW, ENV	2, 6, 9, 10
Top Departments	Top Supervisorial Districts
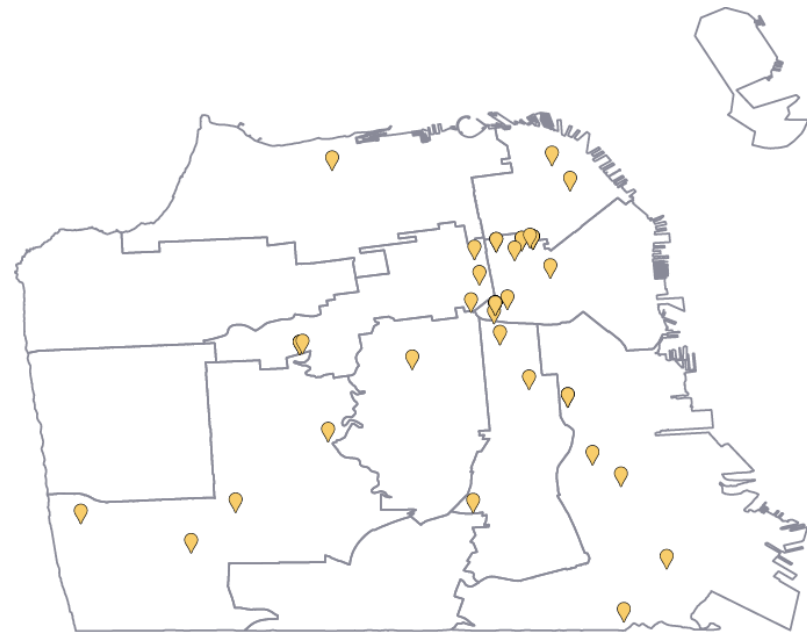
Breakdown of Citywide Funding, by Program Area

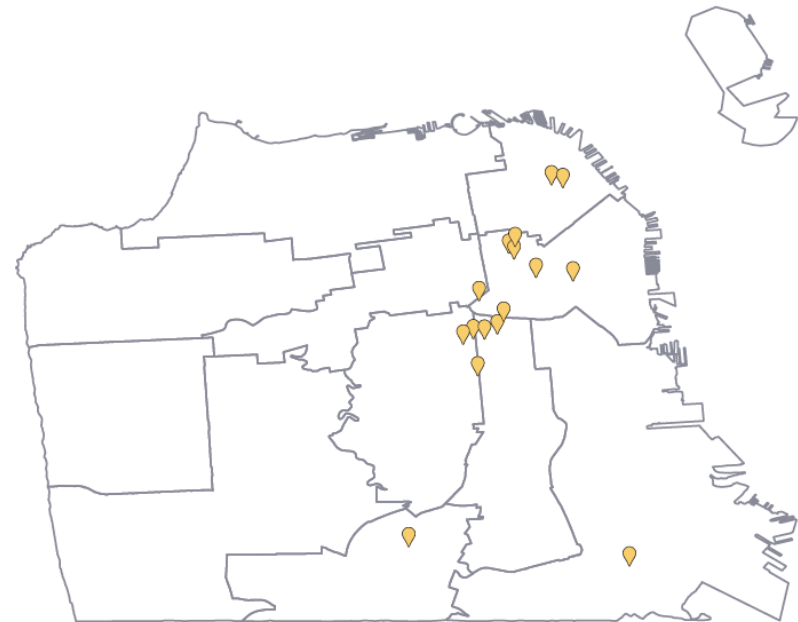| Program Area	Department Count	CBO Count	Funding Amount	Percentage of Citywide Funding
Diseases, Disorders, and Medical Disciplines	2	14	$1,531,322	0.22%
Civil Rights, Social Action, and Advocacy	3	5	$1,069,950	0.16%

DISEASES, DISORDERS, AND MEDICAL DISCIPLINES

DPH, HSA Top Departments	5, 6, 9, 10 Top Supervisorial Districts

CIVIL RIGHTS, SOCIAL ACTION, AND ADVOCACY

ADM, HRC Top Departments	3, 6, 8 Top Supervisorial Districts

Breakdown of Citywide Funding, by Program Area

Program Area	Department Count	CBO Count	Funding Amount	Percentage of Citywide Funding
Philanthropy, Voluntarism, and Grantmaking Foundations	1	2	$181,300	0.03%
Public Safety, Disaster Preparedness and Relief	2	2	$117,424	0.02%

PHILANTHROPY, VOLUNTARISM, AND GRANTMAKING FOUNDATIONS

ADM Top Department	2, 3 Top Supervisorial Districts
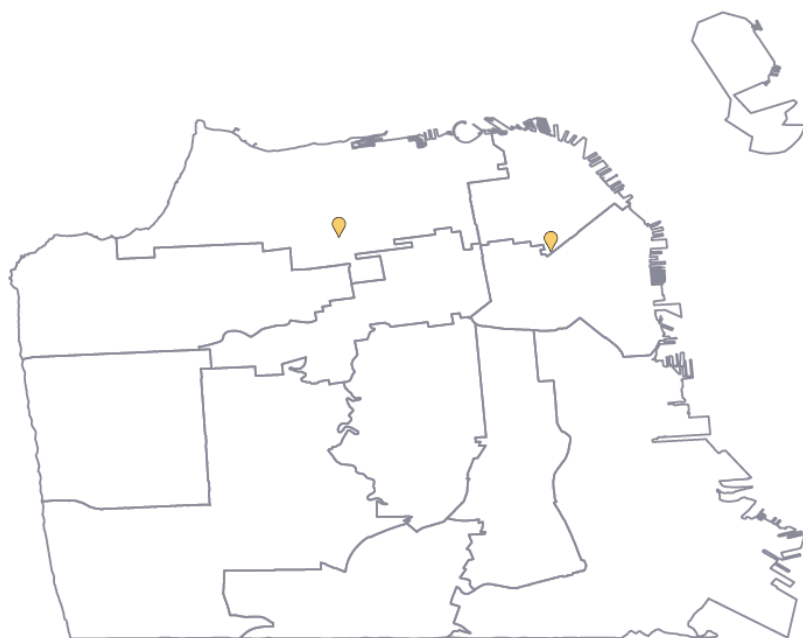
PUBLIC SAFETY, DISASTER PREPAREDNESS AND RELIEF

ADM, HSA Top Departments	6, 10 Top Supervisorial Districts

Appendix B
Citywide Department Survey Results

Of 51 city departments CSA contacted, 27 confirmed they have agreements with nonprofit organizations and responded to our survey. The survey was designed to better understand how departments measure the impact of services CBOs provide. The questions address how departments measure and monitor agreement compliance and program performance, and the systems used for program monitoring. The survey also asked each department to provide a list of all agreements active in fiscal year 2017-18. We used these lists to analyze the total funding and locations of the services provided across the City. The survey questions and aggregated responses are presented below.

DEMOGRAPHICS/DEPARTMENTS

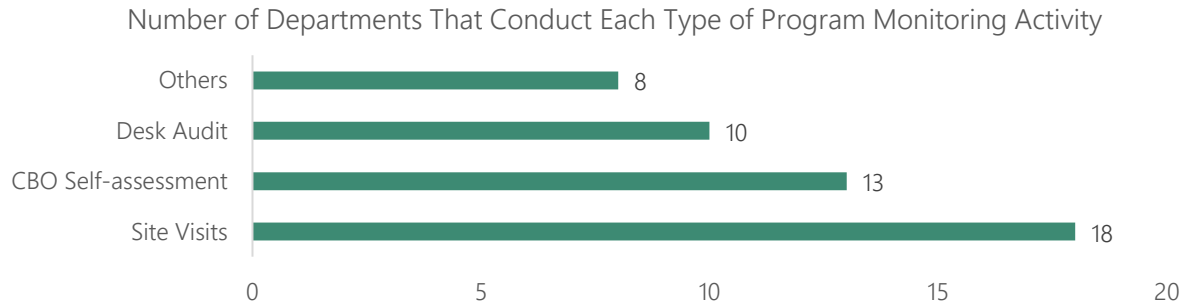### Departments that conduct program monitoring activities.

- Adult Probation Department
- Airport Commission
- Department of Children, Youth and Their Families
- City Administrator
- Department of Building Inspection
- Department of Emergency Management
- Department of Public Health
- Department on the Status of Women
- Department of Environment
- Fire Department
- First 5 San Francisco
- Human Services Agency
- Mayor's Office of Housing and Community Development
- Office of Economic and Workforce Development
- Planning Department
- Port of San Francisco
- Department of Public Works
- District Attorney's Office
- Municipal Transportation Agency
- Public Utilities Commission
- Sheriff's Department

Departments that received addbacks from the Board of Supervisors for fiscal year 2017-18 and the addback amounts used to fund CBO-provided services.

Department	Addback Amount
ADM	$373,500
ART	25,000
CPC	135,000
DCYF	2,844,000
DPH	2,111,500
DPW	200,000
ENV	45,000
First5	500,000

Department	Addback Amount
HRC	$516,516
HSA	6,427,000
JUV	50,000
MOHCD	3,005,000
OEWD	1,896,000
PUC	1,200,000
REC	220,000
WOM	12,000

PROGRAM MONITORING

Number of Departments That Conduct Each Type of Program Monitoring Activity

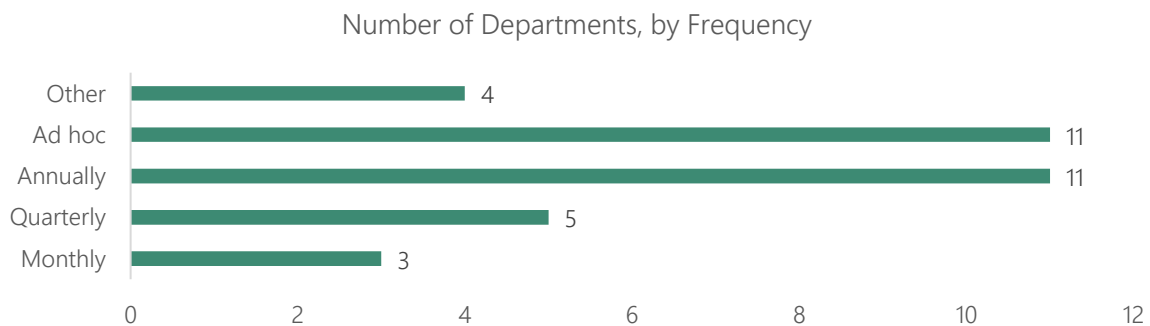| Category	Value
Others	8
Desk Audit	10
CBO Self-assessment	13
Site Visits	18

Site Visits

How does your department determine whether to conduct site visits as a program monitoring activity for its CBO grant agreements?

Number of Departments, by Reason

Reason	Site visits
Other	3
Significant organizational or programmatic changes	7
Implementation of CBO corrective action plan	6
Availability and capacity of program monitoring staff	10
Type of program or service	11
Grant funding source	9
History of program performance	12
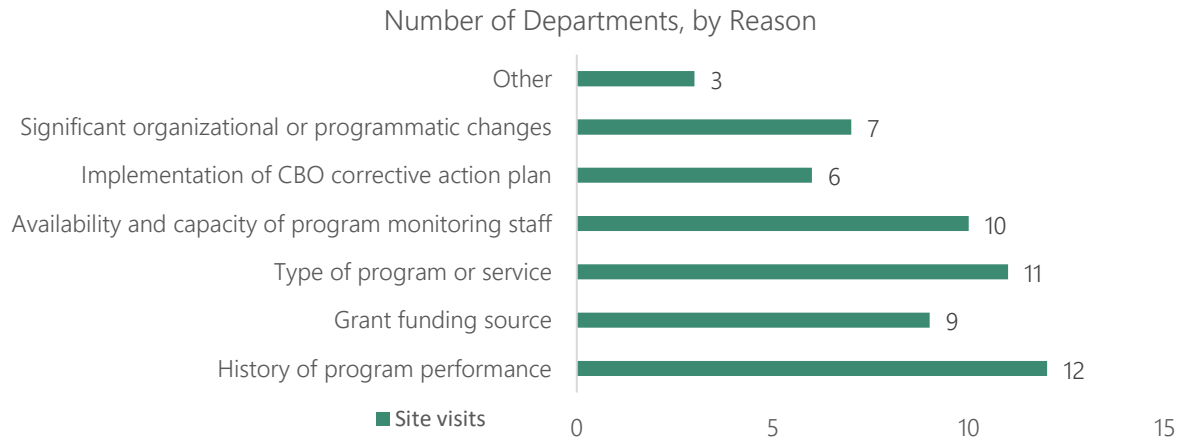
Other ways in which departments determine whether to conduct a site visit include using a standard monitoring approach for all grants, with all grantees being monitored, or additional monitoring only for those CBOs that have had issues and site visits in response to upcoming big events.
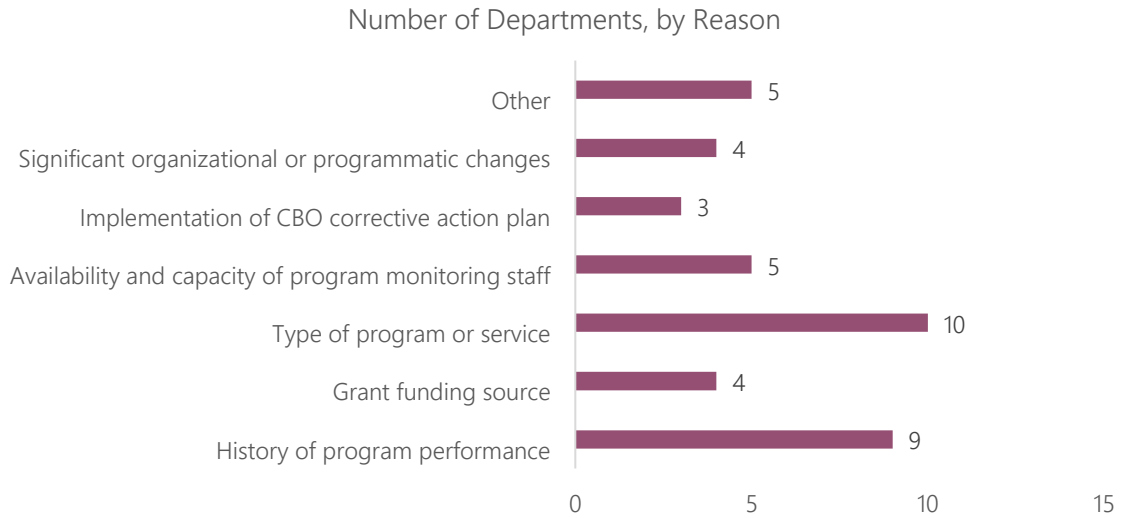
How often does your department conduct site visits?

Number of Departments, by Frequency

Frequency	Value
Other	4
Ad hoc	11
Annually	11
Quarterly	5
Monthly	3

Other frequencies include site visits held once every three years or as programmatic issues are identified.
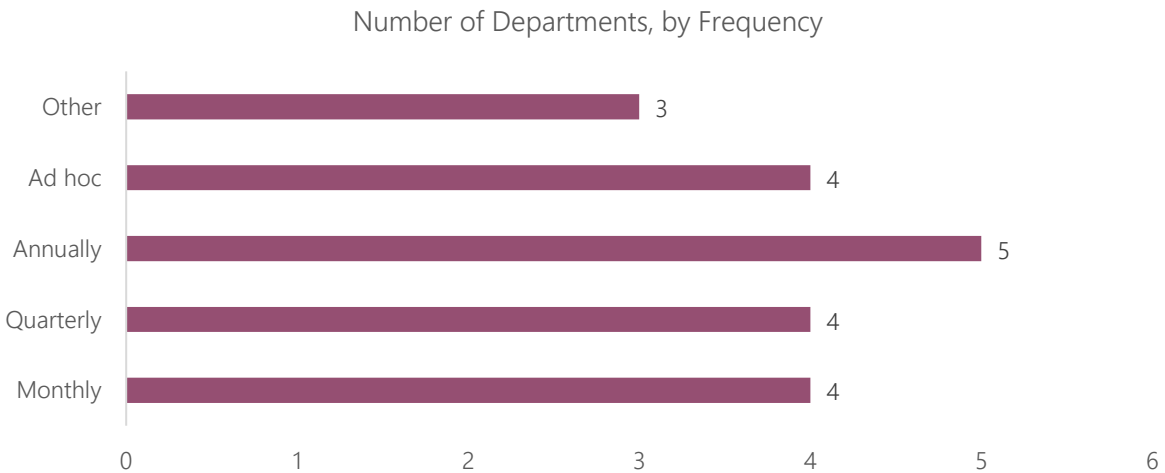
CBO Self-Assessments

How does your department determine whether to conduct CBO self-assessments as a program monitoring activity for its CBO grant agreements?
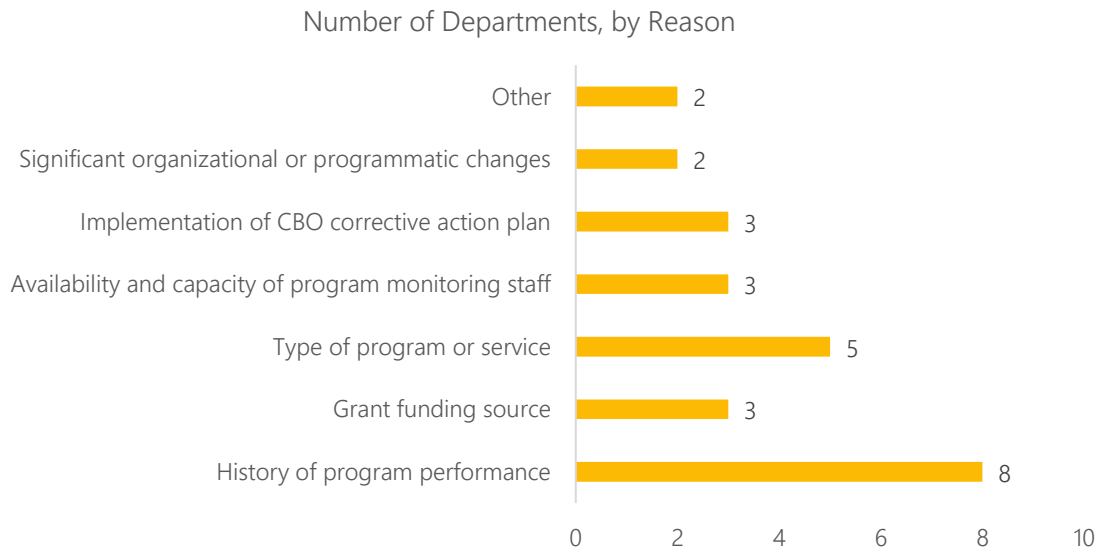
Number of Departments, by Reason

Reason	Number
Other	5
Significant organizational or programmatic changes	4
Implementation of CBO corrective action plan	3
Availability and capacity of program monitoring staff	5
Type of program or service	10
Grant funding source	4
History of program performance	9

Other ways in which departments determine whether to conduct a CBO self-assessment include doing so based on program metrics.

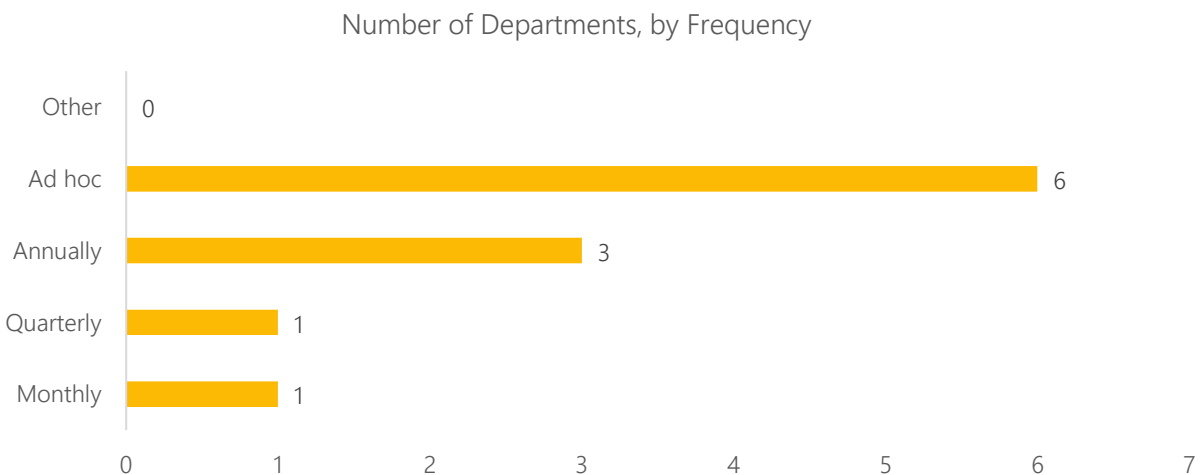### How often does your department conduct CBO self-assessments?

Number of Departments, by Frequency

Frequency	Number
Other	3
Ad hoc	4
Annually	5
Quarterly	4
Monthly	4

Desk Audits

How does your department determine whether to conduct desk audits as a program monitoring activity for its CBO grant agreements?
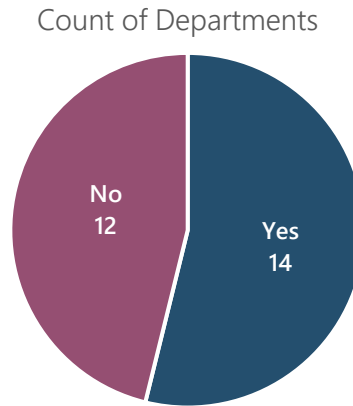
Number of Departments, by Reason

Reason	Value
Other	2
Significant organizational or programmatic changes	2
Implementation of CBO corrective action plan	3
Availability and capacity of program monitoring staff	3
Type of program or service	5
Grant funding source	3
History of program performance	8

Other ways in which departments determine whether to conduct a desk audit include ensuring reimbursement requests are aligned with the scope, whether or not supporting documentation is provided, and whether or not the grant is exempt from a site visit because of ongoing interaction between department staff and the grantee.

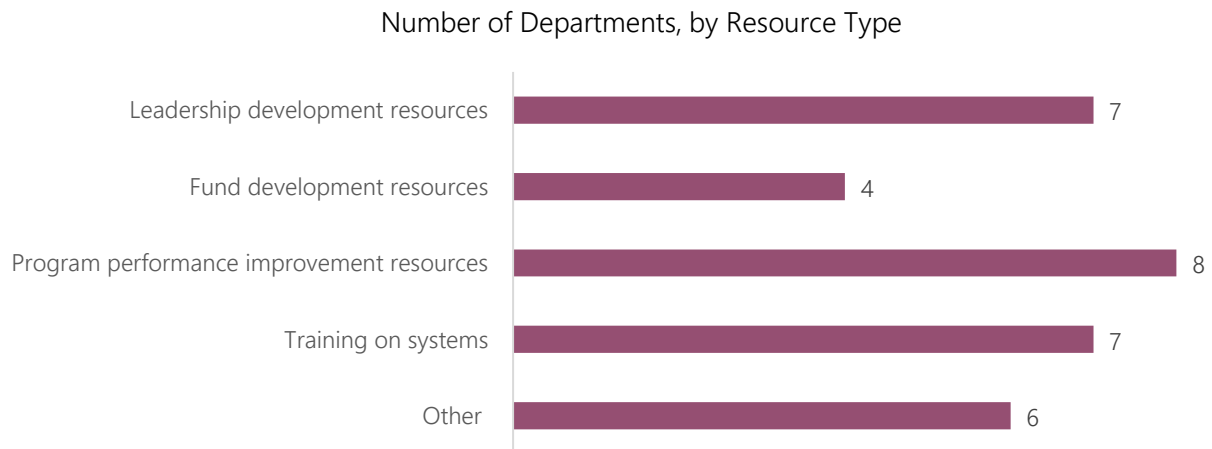### How often does your department conduct desk audits?

Number of Departments, by Frequency

Frequency	Value
Other	0
Ad hoc	6
Annually	3
Quarterly	1
Monthly	1

CAPACITY BUILDING

Does your program monitoring process help connect CBOs to organizational capacity-building resources?

Count of Departments

No
12

Yes
14

What type of capacity-building resources do you make available to CBOs?

Number of Departments, by Resource Type

Resource Type	Count
Leadership development resources	7
Fund development resources	4
Program performance improvement resources	8
Training on systems	7
Other	6

Other types of capacity-building resources provided include fiscal and administrative resources, financial planning, training on writing grant proposals, and providing equipment.

Appendix C
Citywide CBO Survey Results

To better understand how CBOs interact with city departments and the impact of the City's program monitoring on CBOs' work, CSA deployed a survey to 524 CBOs listed by departments as having an agreement with the City.[10] The survey questions address policies, procedures, and practices CBOs must comply with, the relationship between CBOs and city departments, and the systems used for any processes related to program or contract monitoring. We received responses from 87 CBOs, 13 of which were included in the audit sample for detailed testing. Highlights of questions and aggregated responses are presented below.

CITYWIDE FUNDING

How much funding did your CBO receive from the City in fiscal year 2017-18?

Count of CBOs, by Funding Amount

| Funding Amount	Count
Less Than $100K	26
Between $100K and $1M	40
Over $1M	19
N/A	2

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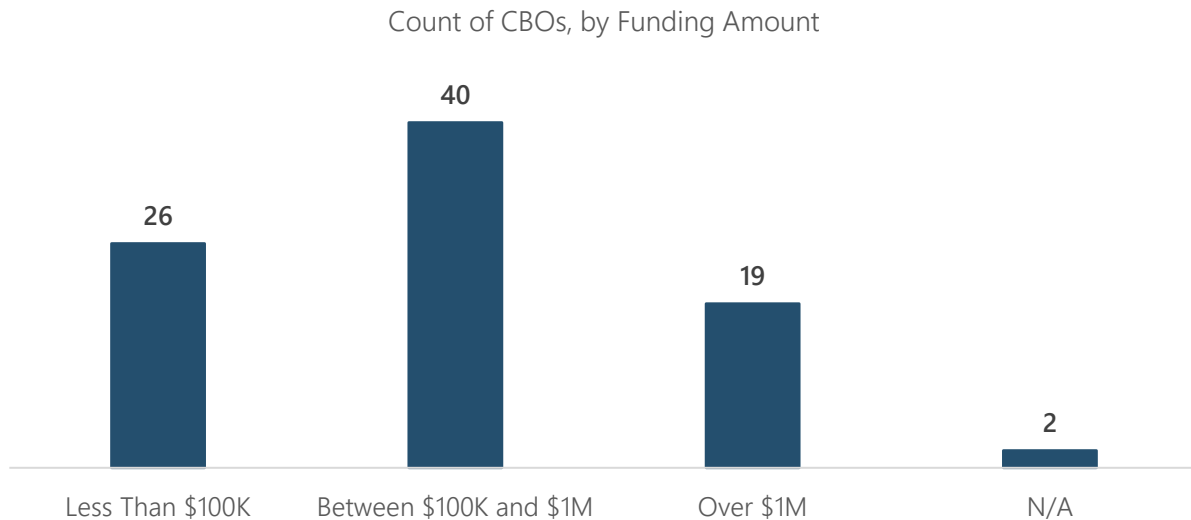
[10] The CBOs contacted had publicly available contact information.

What percentage of your CBO's fiscal year 2017-18 funding was from the City?

Count of CBOs, by Percentage of City Funding

- 25% - 50% of Funding: 22
- 51% - 75% of Funding: 8
- Less Than 25% of Funding: 44
- 76% - 100% of Funding: 11
- N/A: 2
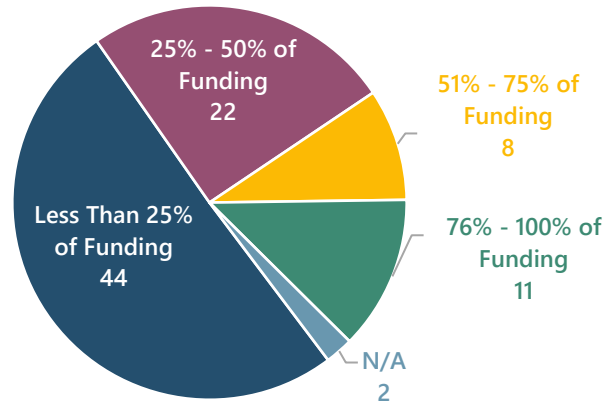
Approximately how many hours per month does the staff of your CBO spend complying with city monitoring requirements?

Count of CBOs, by Hours Per Month

- 41 - 80 Hrs.: 16
- 81 - 500 Hrs.: 7
- 10 - 40 Hrs.: 24
- Over 500 Hrs.: 3
- Less than 10 Hrs.: 27
- N/A: 10
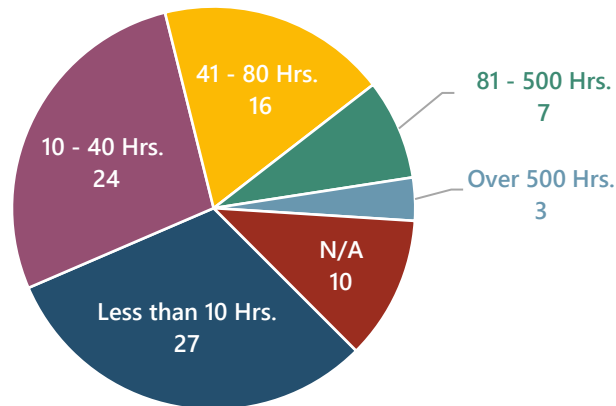
How often does your CBO interact with city departments outside of required program monitoring activities? For example: phone calls, check-ins, status updates. Choose all that apply.

Number of CBOs, by Frequency of Interaction

- Monthly: 44
- Quarterly: 17
- Annually: 10
- Ad hoc: 39
- Other: 19

OTHER FUNDING SOURCES

Federal Funding

Does your CBO receive federal funding?

Percentage of CBOs That Receive Federal Funding

Receives Federal Funding 41%

Does Not Receive Federal Funding 59%
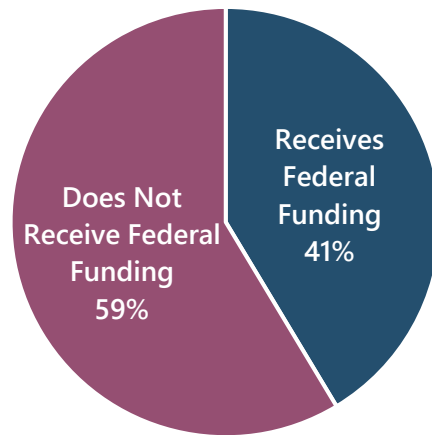
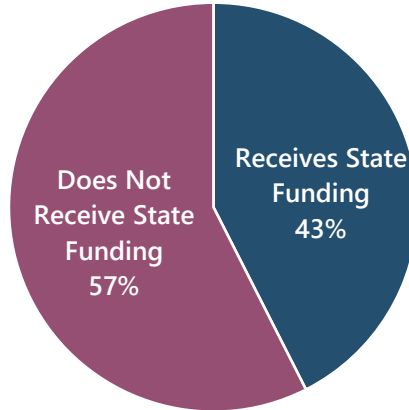**What are the required program monitoring and/or reporting activities for the federal funding sources? Choose all that apply.**

Number of CBOs, by Monitoring Type

19 — Site Visit
18 — CBO Self-Assessment
10 — Desk Audit
33 — Reports
9 — Other

■ Site Visit ■ CBO Self-Assessment ■ Desk Audit ■ Reports ■ None of These ■ Other
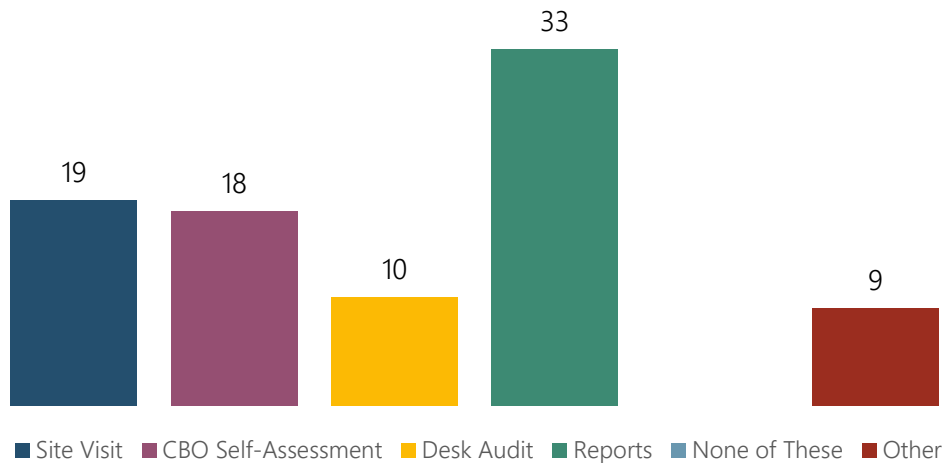
State Funding

Does your CBO receive state funding?

Percentage of CBOs That Receive State Funding

Does Not Receive State Funding 57%

Receives State Funding 43%

What are the required program monitoring and/or reporting activities for the state funding sources? Choose all that apply.
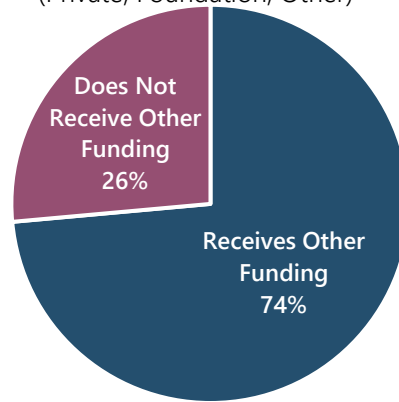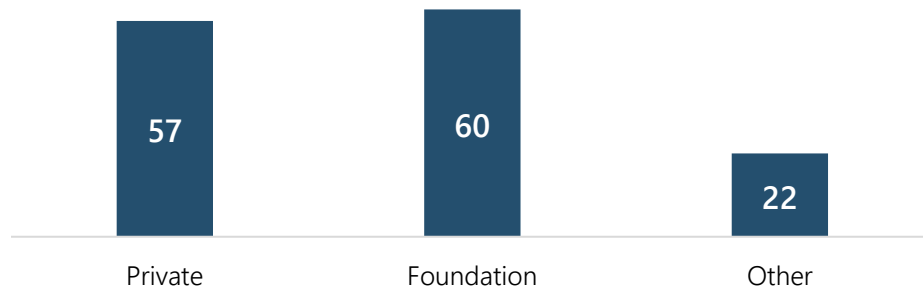
Number of CBOs, by Monitoring Type

- Site Visits: 20
- CBO self-assessment: 12
- Desk audit: 8
- Reports: 33
- None of these
- Other: 4
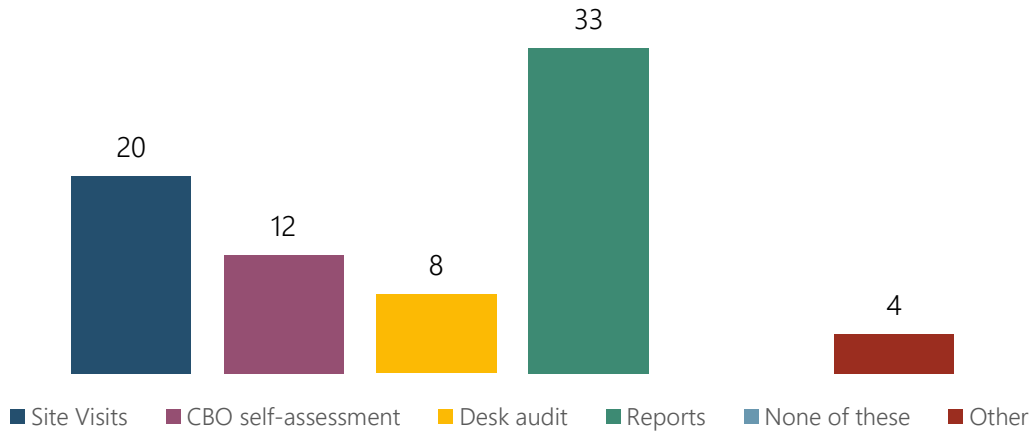
Other Funding

Does your CBO receive other funding (other than from federal, state, city, or noncity local sources)?

Percentage of CBOs That Receive Other Funding
(Private, Foundation, Other)

Does Not Receive Other Funding
26%

Receives Other Funding
74%

Please indicate other sources of funding.

Number of CBOs That Receive Each Type of Other Funding

Private	Foundation	Other
57	60	22

What are the required program monitoring and/or reporting activities for the other funding sources? Choose all that apply.
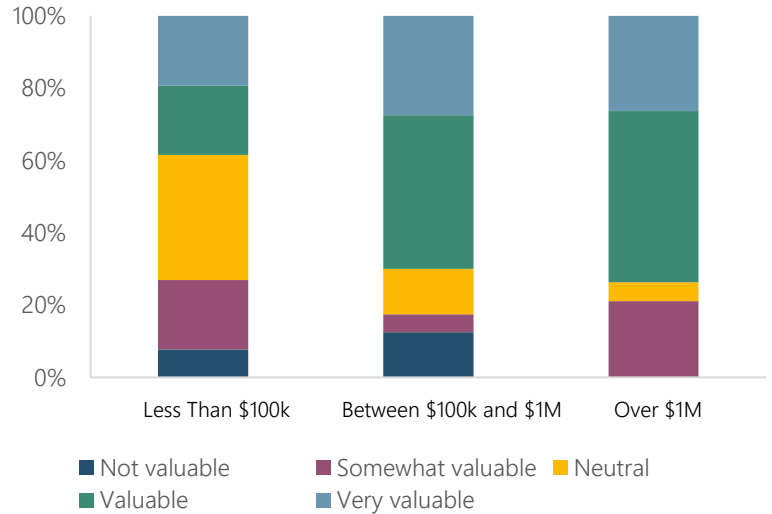
Number of CBOs, by Monitoring Type

Site visits	CBO self-assessment	Desk audit	Reports	None of these	Other
35	27	8	57	6	9
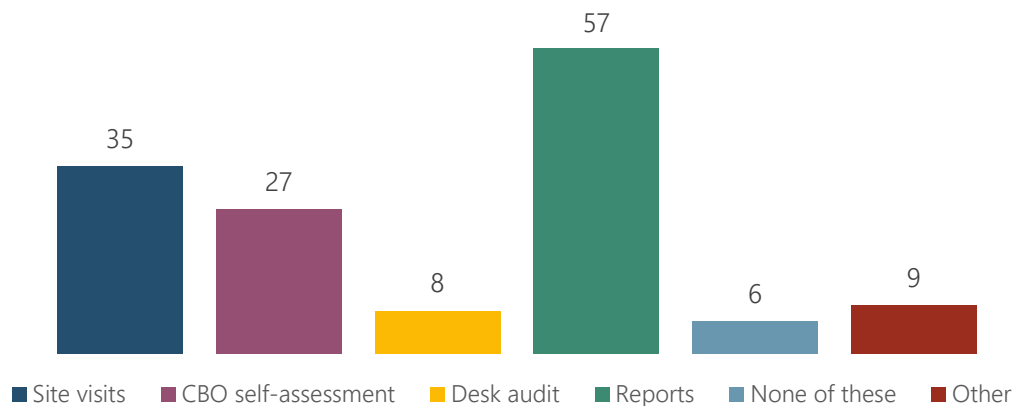
VALUE OF PROGRAM MONITORING

How valuable to your CBO are the City's program monitoring activities?

Percentage of CBOs That Find Program Monitoring Valuable

- Very valuable 25%
- Valuable 36%
- Not valuable 8%
- Somewhat valuable 13%
- Neutral 18%
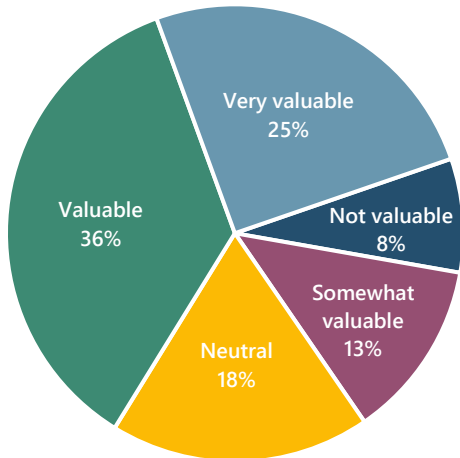
CBOs That Have More Funding From the City Tend to Find Monitoring More Valuable

- Not valuable
- Somewhat valuable
- Neutral
- Valuable
- Very valuable

How attainable are the performance measure targets in your city contracts?

Percentage of CBOs That Find Performance Measures Attainable

- Very attainable 30%
- Somewhat attainable 14%
- Attainable 42%
- Neutral 14%
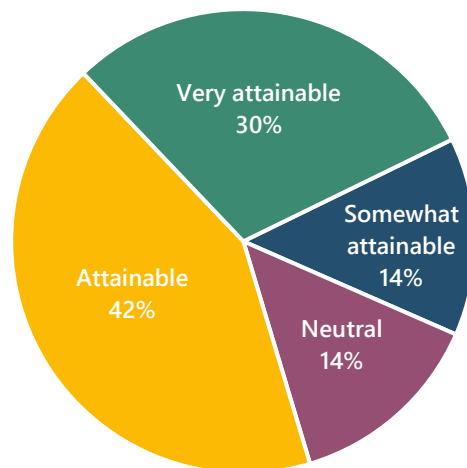
CHALLENGES OF PROGRAM MONITORING

Through discussion with CBOs selected for detailed testing, CSA identified the following areas as possibly presenting challenges for CBOs receiving city funding. The questions below were asked of those CBOs who were out of the audit's scope.

Instruction: "Based on your experiences, please rank the following areas on a scale of 1 to 5 based on how much each challenge influences your work, with 1 being not at all and 5 being a major challenge for your CBO. Please add any further information you would like to share in the next question, including any other areas not included."

The graphs below show the count of CBOs that ranked each issue on a scale of 1 to 5 based on how much each challenge influences their work, with 1 being "not at all" and 5 being "a major challenge."
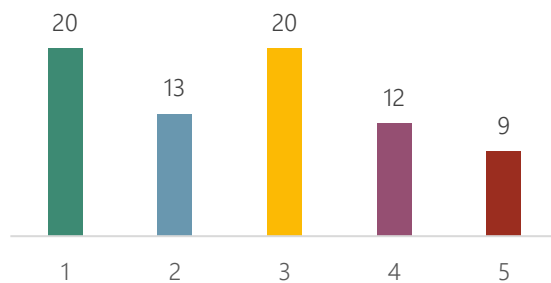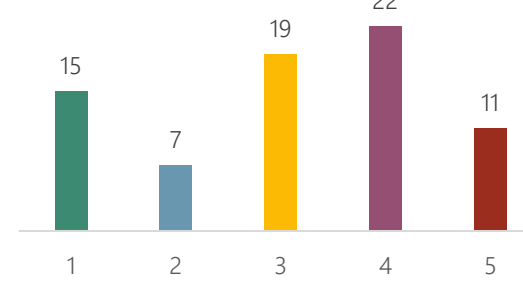
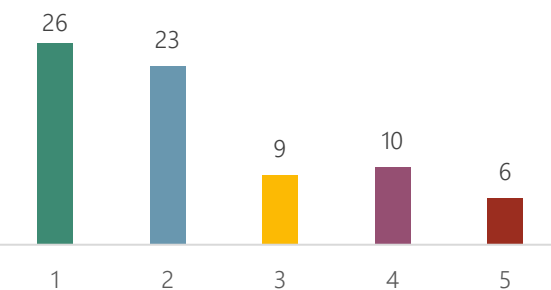### Development of Scope of Work
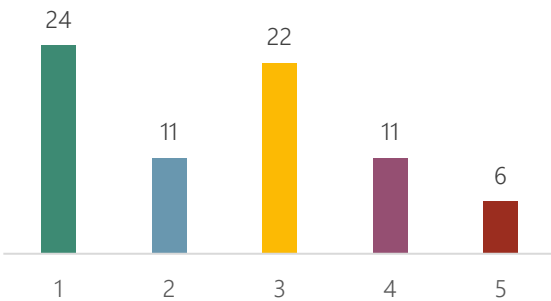
Delays in Contracting
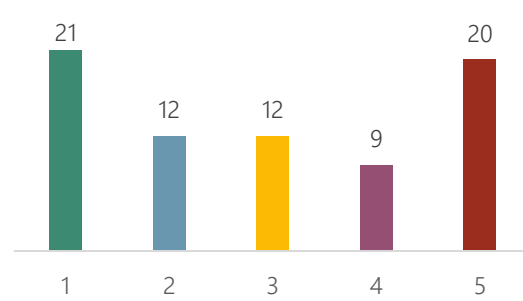
Performance Measures

Systems

Program Monitoring

Appendix D
Department Reponses

Office of the Controller – City Performance:

OFFICE OF THE CONTROLLER
CITY AND COUNTY OF SAN FRANCISCO

Ben Rosenfield
Controller

Todd Rydstrom
Deputy Controller

Mark de la Rosa
Director of Audits
City Hall, Room 476
1 Dr. Carlton B. Goodlett Place
San Francisco, CA 94102

July 27, 2022

RE: City Performance Responses to the Citywide Nonprofit Performance Audit
Recommendations

Dear Mr. de la Rosa,

Thank you for the opportunity to review the audit report entitled "The City Should More Effectively Evaluate the Impact of Services Provided by Community-Based Organizations". The City Performance Division of the City Services Auditor has read the report and partially concurs with the recommendations. Please refer to the previously submitted Audit Recommendation and Response Form for a plan of action to address the identified issues.

The City Performance Division manages two programs relevant to the topics discussed in this report – the Citywide Nonprofit Monitoring and Capacity Building Program and the Citywide Performance Program. We can leverage these programs and other projects we develop to encourage the use of relevant and timely performance measure reporting for programs that departments contract to community-based organizations and promote collaboration and sharing of performance results and monitoring best practices with other City departments.

Sincerely,

Natasha Mihal
City Performance Director

Recommendations and Responses

For each recommendation, the responsible agency should indicate in the column labeled Agency Response whether it concurs, does not concur, or partially concurs and provide a brief explanation. If it concurs with the recommendation, it should indicate the expected implementation date and implementation plan. If the responsible agency does not concur or partially concurs, it should provide an explanation and an alternate plan of action to address the identified issue.

Recommendation	Agency Response	CSA Use Only Status Determination*
The Office of the Controller's City Performance Division should support the implementation of the following recommendations for all city departments to:		
1. Improve performance measurement by: a. Standardizing common definitions for performance measures (for example, output and outcome) across departments and applying them to existing performance measures. b. Creating and/or identifying common performance measures to be tracked, focusing on important outcome measures and the indicators that must be tracked to understand the outcomes. c. Ensuring measures are calculated in the same way so results can be compared across program areas.	☐ Concur ☐ Do Not Concur ☒ Partially Concur 1a. City Performance has materials and guidance developed by our Performance Program for citywide performance measurement that can be adapted to the purpose of standardizing definitions used in nonprofit program monitoring. We can update these and include guidance to be shared with departments that manage nonprofit contracts. 1b. City Performance can provide guidance on common performance measures. We can help and work with departments who are interested in aligning their measures within a programmatic area. We can encourage contracting departments to measure common outputs such as unit cost of service for example. Some City departments are already using such performance measures—workforce initiatives are an example. However, we do not support a policy or a mandate of standard outcome measures. There are valid business reasons why measures vary among departments and within a service area, such as compliance with funding source requirements, varied programming, and different intended outcomes by departments. 1c. In updating our guidance on performance measures, we can include this subject and we can work with departments on improving and standardizing how measures in the system are calculated.	☒ Open ☐ Closed ☐ Contested

Recommendation	Agency Response	CSA Use Only Status Determination*

2. Strengthen program monitoring practices by:
 	
  a. Creating a forum to share lessons learned and successful strategies.
 	
  b. Collaborating on developing minimum requirements for program monitoring activities, such as site visits.
 	
  c. Evaluating the quality of services provided, such as through surveys or interviews of program participants and observations of services provided, where appropriate.
 	
  d. Ensuring results from program monitoring activities inform technical assistance needs.
	☐ Concur ☐ Do Not Concur ☒ Partially Concur
	
	2a. City Performance already convenes departments and stakeholders on a variety of nonprofit financial and contracting matters, including the shared fiscal and compliance monitoring program, work related to indirect rates, budget flexibility, minimum compensation and equity analysis. This work was expanded during the COVID emergency to create a unified City approach to continuity of payment and services during the public health crisis and shutdowns. To the extent that there is interest from departments, this area can be included in the work we do with departments and nonprofits.
	
	2b. Our performance measures guidance document can reference minimum standards for program monitoring.
	
	2c. Conducting surveys or interviews of this type is not an activity that City Performance or the existing fiscal and compliance monitoring program would conduct unless we had a specific project or program evaluation underway. Some Departments have quality tests including surveys, interviews, observations and customer feedback tools in their current program monitoring practices and others may not. We will suggest that quality evaluations of these types should be included in contracts and/or suggest them as a standard. This audit recommendation may be more appropriately directed to departments.
	
	2d. City Performance provides technical assistance to nonprofits via the fiscal and compliance monitoring program, which is focused on nonprofit agencies who are not meeting the City's basic financial and compliance standards. However, as part of these efforts we do work with the funding departments to consider multiple aspects of the nonprofit's performance. Some departments also offer program-specific technical assistance, and this audit recommendation can be can directed to departments.
		☐ Open
		☒ Closed
		☐ Contested

Recommendation	Agency Response	CSA Use Only
		Status Determination*
3. Explore the possibility of implementing a system with data from multiple departments integrated to track the performance of community-based organizations from a citywide perspective. If this is not feasible, work with information system suppliers to identify opportunities to share data or centralize data reporting among departments, where appropriate.	☐ Concur　　☐ Do Not Concur　　☒ Partially Concur City Performance already administers a performance measure reporting platform for departmental measures. Departments work with our office each year to improve their content. This system can also be used to track measures of contracted services, should departments choose to do so. We can encourage that and work with departments on the quality and validity of the data. Departments have their own reporting databases for operational needs, including compliance with funding sources, Medi-Cal certification, licensing, and many other business purposes. City Performance agrees that shared data and common reporting is useful for program design and quality improvement. We have projects in our workplan every year for this purpose and work with many departments who want such integrations. We will have discussions with DataSF to understand opportunities to leverage their citywide data transparency tools to better report on and share key performance measures from CBO contracts with all departments.	☒ Open ☐ Closed ☐ Contested

Adult Probation Department:

City and County of San Francisco Adult Probation Department

Protect and Serve the Community, Further Justice, Inspire Change, and Prioritize Racial Equity so that all People May Thrive

Cristel M. Tullock, MSW
Chief Adult Probation Officer

May 23, 2022

Mark de la Rosa
Director of Audits
City Hall, Room 476
1 Dr. Carlton B. Goodlett Place
San Francisco, CA 94102

Re: Citywide Nonprofit Performance Audit

Dear Mr. de la Rosa,

We are grateful to the Controller's Office for analyzing performance and outcome measures across City contracts and the opportunity to respond to the Citywide Nonprofit Performance Audit. The recommendations put forth by the report are in line with the Adult Probation Department's (ADP) path forward.

Over the past 10 years AADP has had tremendous growth in our reentry services and manage 24 grant agreements which equates to 43 reentry programs designed to meet the needs of San Francisco's justice involved population. As a result of this evaluation, ADP has implemented annual site visits of our core programs, developed outcome measures in line with the Controller's Office for our transitional housing, employment, and containment model programs. To that end, ADP is finalizing outcome measures for our case management services through an active solicitation for the Community Assessment and Services Center.

APD strives to changes the lives of our clients through the delivery of evidence-based services, and using evaluation tools to analyze the utility, efficacy, and impact of our programs. As part of our larger efforts, ADP is also evaluating a variety of centralized data collection and reporting systems to streamline our contract management efforts. ADP encourages the Controller's Office to standardize performance benchmarks across the program areas identified in this report, as it is often challenging to measure behavior change and ensure outcome measures are in line with the City's standards.

ADP is an integral partner in the City's criminal justice system and contributes to public safety through our reentry and rehabilitative programs, court services, supervision strategies. We look forward our continued partnership to ensure the integrity our service delivery.

Sincerely,

Cristel M. Tullock

Cristel M. Tullock, MSW
Chief Probation Officer
San Francisco Adult Probation

945 Bryant Street • San Francisco, California 94103 • Phone (628) 652-2100 • Fax (628) 652-2153

Department of Children, Youth and Their Families:

Maria Su, Psy.D.
Executive Director

London N. Breed
Mayor

May 5th, 2022

Mark de la Rosa
Director of Audits
City Hall, Room 476
1 Dr. Carlton B. Goodlett Place
San Francisco, CA 94102

Dear Mr. de la Rosa,

My thanks to you and your staff for your report *The City Should More Effectively Evaluate the Impact of Services Provided by Community-Based Organizations*. The Department of Children, Youth and Their Families has reviewed the draft report and concurs with its findings. We look forward to joining a citywide effort to better coordinate program evaluation methods and strengthen our shared commitment to the nonprofits we support.

If you have any questions or are in need of additional information, please contact Senior Contracts and Compliance Analyst Loren Newquist at loren.newquist@dcyf.org.

Sincerely,

Maria Su, Psy.D.
Executive Director

Office of Economic and Workforce Development:

SAN FRANCISCO
OFFICE OF ECONOMIC &
WORKFORCE DEVELOPMENT

City and County of San Francisco: Office of Mayor London N. Breed
Economic and Workforce Development: **Kate Sofis, Executive Director**

1 Dr. Carlton B. Goodlett Place, Room 448, San Francisco, CA 94102

May 23, 2022

Mark de la Rosa, Director of Audits
City Hall, Room 476
1 Dr. Carlton B. Goodlett Place
San Francisco, CA 94102

Subject: Citywide Nonprofit Performance Audit

Dear Mr. de la Rosa,

Thank you for the opportunity to review and provide responses of the report, *The City Should More Effectively Evaluate the Impact of Services Provide by Community-Based Organizations,* prepared by the Controller's Office, City Services Auditor. We appreciate the hard work and time dedicated by staff towards this audit.

We concur with the three recommendations, but urge the Controller's office to also consider an inventory and account for the requirements of all of the restricted funding streams that City Departments receive and how they impact the ability for those Departments to modify and standardize performance measures. Our Department looks forward to working with the Controller's Office and other City Departments to strengthen the performance measurement and program monitoring of Community-Based Organizations.

If you have any questions or need additional information, please do not hesitate to contact me at (415) 701-4848.

Sincerely,

Merrick Pascual
Chief Financial Officer

cc: Kate Sofis, Executive Director
        Crezia Tano, Chief Operating Officer

Human Services Agency:

DocuSign Envelope ID: 1910606A-E773-4F6E-8369-F7CD9AA7346D

City and County of San Francisco

London Breed, Mayor

Human Services Agency
Department of Human Services
Department of Disability and Aging Services
Office of Early Care and Education

Trent Rhorer, Executive Director

May 9, 2022

Mark de La Rosa, Director of Audits
City Hall, Room 476
1 Dr. Carlton B. Goodlett Place
San Francisco, CA 94102

SUBJECT: Management's Response to Citywide Nonprofit Performance Audit

Dear Mr. de la Rosa,

Thank you for the opportunity to respond to you draft report, "The City Should Effectively Evaluate the Impact of Services Provided by Community-Based Organizations". Human Services Agency has reviewed the final draft audit report.

We have no changes to the draft. As the recommendations are shared with The Office of the Controller's City Performance Division for implementation, we look forward to supporting their efforts. H.S.A. is committed to continuous improvement in our program monitoring and evaluation practices.

Thank you for the time and effort spent by the City Services Auditor staff on this audit.

If you have any questions, please contact Candace Gray at 415-557-5413.

Sincerely,

Daniel Kaplan
Daniel B. Kaplan
Deputy Director for Finance and Administration

Cc: Trent Rhorer
       Anna Pineda
       Tony Lugo
       Christina Iwasaki
       Esperanza Zapien
       Candace Gray

Mayor's Office of Housing and Community Development:

Mayor's Office of Housing and Community Development
City and County of San Francisco

London N. Breed
Mayor

Eric D. Shaw
Director

May 20, 2022

Mark de la Rosa
Director of Audits
City Hall, Room 476
1 Dr. Carlton B. Goodlett Place
San Francisco, CA 94102

Dear Mr. de la Rosa:

Thank you for the opportunity to review and respond to the draft audit report, The City Should More Effectively Evaluate the Impact of Services Provided by Community-Based Organizations. We appreciate the time and effort your staff spent on this audit.

We will certainly take your recommendations into consideration as we continue to improve performance measurement and program monitoring of our 350+ active grants to nonprofit organizations. That these investments translate into positive, measurable outcomes for San Francisco's most vulnerable residents is our highest priority.

As page 29 of the report indicates, in 2018 MOHCD implemented an Active Contract Management approach as a best practice with its eviction prevention and housing stabilization programs. This proved highly effective in identifying performance trends and client needs, which then led to changes in program implementation. The department has since updated that approach to fit its operational needs for its Access to Housing programs, under the rubric of Data Driven Evaluation.

MOHCD has also hired an evaluation specialist, who is assisting the Community Development division to implement a more rigorous program performance and evaluation process across its different portfolios. This approach incorporates both Data Driven Evaluation and a more in-depth, partnership-based dialogue with grantees which analyzes the performance of each project and how that can be enhanced.

We look forward to collaborating with your office and other City grant-making departments to better realize the system of data-driven decision making you have outlined in the report. Please do not hesitate to contact me or other MOHCD staff if any additional information is needed, or to schedule follow-up conversations as the City works to implement your recommendations.

Sincerely,

Brian Cheu
Director, Community Development

Department of Public Health:

San Francisco Department of Public Health
Greg Wagner
Chief Operating Officer

City and County of San Francisco
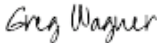London N. Breed, Mayor

May 24, 2022

Mark de la Rosa
Director of Audits
City Hall, Room 476
1 Dr. Carlton B. Goodlett Place
San Francisco, CA 94102

Re: The City Should More Effectively Evaluate the Impact of Services Provided by
Community-Based Organizations Citywide Nonprofit Performance Audit

Thank you for the opportunity to re-review the audit report on Citywide Nonprofit
Performance. DPH shares the Controller's commitment to strengthening CBO performance
measurement and program monitoring.

In direct response to the report's three recommendations, the Department remains pleased to
participate in any processes that the Controller's Office sets up to bring Department's together
to develop common performance measures utilizing common definitions that can more
optimally measure progress across the City. This will be particularly meaningful and useful
across Departments when the service, the target population, and the desired results for the
target population are similar.

With respect to strengthening program monitoring practices citywide, I am very proud of the
Department's current practices and would be happy for DPH to participate in a forum to share
our successful practices and lessons learned, as well as to receive ideas for improving our own
processes.

Sincerely,

Greg Wagner

Greg Wagner
COO

Cc: Grant Colfax, Director
Michelle Ruggels, Director of DPH Business Office
Jenny Louie, CFO