



City and County of San Francisco

# Department on the Status of Women

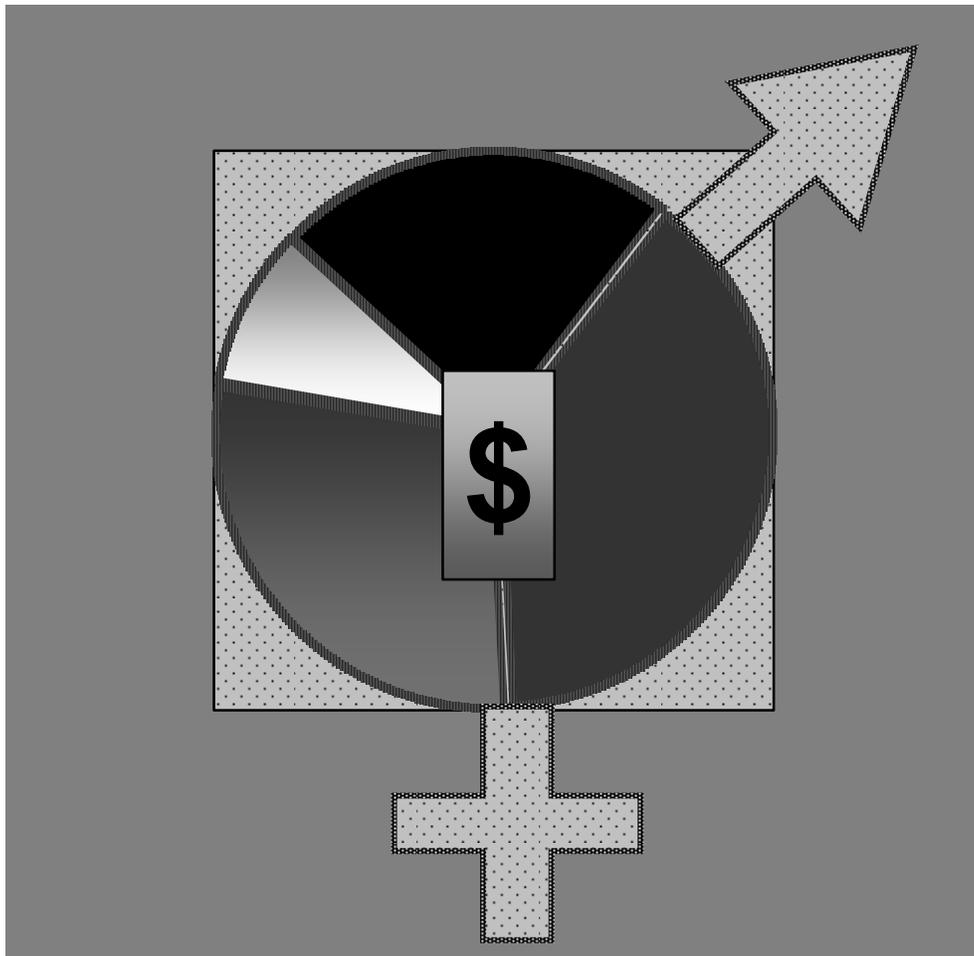
Mayor Gavin Newsom

Executive Director Emily M. Murase, PhD

## Gender Responsive Budgeting: A Path to Accountability & Data-Based Policy-Making

A SURVEY OF THE DEMOGRAPHIC DATA COLLECTION PRACTICES OF  
CITY AND COUNTY OF SAN FRANCISCO DEPARTMENTS

FEBRUARY 2010



This report was prepared by the  
San Francisco Department on the Status of Women  
in partnership with the  
Mayor's Office of Public Policy and Finance

February 2010



Transparency and accountability are key principles of effective government. As Mayor, I have instituted new measures to expand both transparency and accountability in San Francisco city government. In response to the economic and financial crisis, I launched [www.RecoverySF.org](http://www.RecoverySF.org) to inform the public of ways in which city departments have applied for and used American Recovery and Reinvestment Act of 2009 federal stimulus funding designed to jumpstart the local economy. I also established [www.DataSF.org](http://www.DataSF.org), a data-tracking website that provides the public with information on City operations in such areas as the environment, housing, and public safety. The information contained on these websites can keep the public informed of the ways in which their City government is working for them, as well as provide the context for better informed policy-making by City leaders.

*Gender Responsive Budgeting: A Path to Accountability & Data-Based Policy-Making* is a pioneering report that further advances transparency and accountability by assessing the extent to which our City departments collect disaggregated data, and examining the impact data collection has on policy and budgetary decision making. Understanding the demographics of those we serve will help us to continue to improve how we meet the needs of the public, as well as ensure an equitable allocation of resources to the programs and services our City government provides.

I am very pleased to partner with the Commission and Department on the Status of Women in releasing this report and thank Commissioners and staff members for their dedicated efforts.

Sincerely,

Mayor Gavin Newsom

February 2010



It is with great pleasure that I announce the publication of this new report on gender responsive budgeting. Since 1998, when San Francisco became the first municipality in the country to adopt a local ordinance reflecting the principles of the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW, also known as the "Women's Human Rights Treaty"), the Department on the Status of Women has been conducting groundbreaking work to advance the rights of women. The analysis of data collection practices by City departments contained in this report is a giant step forward in implementing gender responsive budgeting. We were the first government entity to do this in the country, and I wish to recognize those who have dedicated themselves to this initiative.

Mayor Gavin Newsom has been a champion for gender equality in San Francisco, as demonstrated by his appointment of talented women to key leadership positions, including Police Chief Heather Fong, the first Asian American woman to head a major urban police force, and his appointment of Fire Chief Joanne Hayes-White making San Francisco home to the world's largest urban fire department with a female chief.

This report reflects the vision of Policy Director Ann Lehman who took international concepts in gender responsive budgeting and adapted them to San Francisco, recruiting the assistance of budgeting expert Dr. Marilyn Rubin, a Professor at John Jay College of the City University of New York. Administrative Analyst Laura Marshall provided expertise in data analysis, assisted by graduate intern Cecilia Terrazas, and designed the overall document. CEDAW Policy Analyst Anu Menon helped clarify gender responsive budgeting concepts contained in the report. I want to recognize Dr. Emily Murase, Executive Director of the Department on the Status of Women, who provided leadership throughout this project. Lastly, I want to express my sincere appreciation to all of the executive and budget staff at the numerous city departments who supplied information and analysis, thereby contributing to this effort to ensure that the city budget is truly responsive to the public's needs.

It is said that government budgets are assessed in terms of their capacity to achieve value for money by applying the "3 E's" of performance criteria: "economy, efficiency, and effectiveness." Today we add a fourth, "equity."

Sincerely,

Commissioner Andrea Shorter  
President of the Commission on the Status of Women

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## I. Introduction and Background

This report provides concrete evidence that San Francisco has taken another significant step toward implementing what is known worldwide as *gender responsive budgeting*. Pioneered in Australia in 1984 with a federal government assessment of the budget impact on women, gender responsive budgeting work by both governments and non-governmental organizations (NGOs) accelerated in the wake of the United Nations Fourth World Conference on Women in Beijing in 1995. Major gender responsive budgeting initiatives were implemented in South Africa and the Philippines in 1995. Similar initiatives were also introduced in Uganda, Tanzania, Switzerland, the United Kingdom, and Fulton County, Georgia.<sup>1</sup>

Today, there are over 40 gender responsive budgeting initiatives worldwide at varying stages of development, including those in Canada, France, South Africa, and Sweden. Gender responsive budgeting ties directly to the United Nations Millennium Development Goal to promote gender equality and empower women.<sup>2</sup> And, gender responsive budgeting has emerged as a response to the growing acknowledgement that gender inequality is inefficient and costly and that government policies can redress some of this inequity through a variety of policy initiatives including the gender informed allocation of public resources.

### **What is Gender Responsive Budgeting?**

A budget is the most comprehensive statement of a government's priorities and plans. It tracks where money comes from and where it goes and provides information on who pays for, and who benefits from, government spending. Gender responsive budgeting examines funding allocations and their impact on men and women. Gender responsive budgeting does *not create* separate budgets for women or men, nor does it mean that budget allocations are divided equally between the two. Instead, it determines where the needs of men and women are the same, and where they differ. Where the needs are different, budget allocations should reflect these differences.

Government programs can be held accountable not only by administrative and political leaders, but by those not being served equitably. In this way, gender responsive budgeting expands transparency and accountability, and facilitates performance-based budgeting (budgeting based on measurable outcomes). Generally, gender responsive budgeting initiatives reflect a transition to more open, participatory, and responsive systems of governance.

### **Gender Responsive Budgeting in San Francisco**

Under the leadership of Mayor Gavin Newsom, San Francisco has already made significant advances to ensure transparency and accountability in its operations. For example, new websites to make government information more accessible to the public have been launched, including [www.RecoverySF.org](http://www.RecoverySF.org) for federal stimulus funding opportunities, and [www.DataSF.org](http://www.DataSF.org) that provides, among other data, crime statistics and restaurant health inspection reports.

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<sup>1</sup> See [www.gender-budgets.org](http://www.gender-budgets.org) for examples of gender responsive budget initiatives from around the world. The only other U.S. initiative is in Fulton County, GA. See <http://www.fultoncountyga.gov/departments/147-gender-equality-project>.

<sup>2</sup> The Millennium Development Goals are part of the Millennium Declaration adopted by 189 nations and signed by 147 heads of state and governments, including the United States, during the UN Millennium Summit in September 2000.

In August 2008, with the support of Mayor Newsom, the San Francisco Department on the Status of Women trained the Mayor's Office of Public Policy and Finance about gender responsive budgeting. As a follow-up to the training, the Mayor's Office of Public Policy and Finance partnered with the Department on the Status of Women in March 2009 to conduct a survey of City and County departments asking what, if any, demographic data they collect in a first-step effort to understand what data exists and how departments use this data to make policy and budget decisions. Specifically, this inquiry focused on data about the provision of government services, and what trends indicated about the impact of these services on men and women as well as different demographic categories such as race/ethnicity, immigration status, parental status, language ability, sexual orientation, physical disability, and age. The study highlights how departments use this data for planning and budgeting purposes.

### **Why is this information necessary for government budgeting?**

For a number of years, San Francisco, like many other City governments worldwide, has been moving toward a performance-based budgeting system which uses performance information to inform decision-making and resource allocation. Performance-based budgeting shifts assessments of the success of government programs and policies away from the raising and spending of money (budgetary inputs), and instead focuses on achieving results by measuring both *outputs*, or the products and services delivered by agencies, as well as *outcomes*, or the impacts of government policies. These measures are then incorporated into budgetary decision-making. Since the availability of demographic data facilitates implementing performance-based budgeting, as well as efforts to more fully assess gender impacts of budget decisions, this study looks at what data is available. A lack of appropriate demographic data constitutes a major constraint to assessing the impact of government spending.

Under Mayor Newsom's administration, new technology has been implemented to link department budgets with performance measures. Through San Francisco's web-based Budget and Performance Measurement System, for example, departments are able to track performance indicators that meet stated policy goals and to develop multi-year budgets.<sup>3</sup>

### **Advancing Women's Human Rights**

In 1998, San Francisco became the first, and remains the only, U.S. city to adopt a local ordinance reflecting the principles of the United Nation's Convention to Eliminate All Forms of Discrimination Against Women (CEDAW), also known as the Women's Human Rights Treaty.<sup>4</sup> While 186 UN member states, including Afghanistan, Iraq, and North Korea, are party to the convention which then-President Jimmy Carter signed in 1979, CEDAW remains unratified by the United States today.<sup>5</sup> In the landmark San Francisco CEDAW Ordinance, the Commission on the Status of Women, to which the Department on the Status of Women reports, was named as the agency responsible for local implementation.<sup>6</sup> The San Francisco CEDAW Ordinance is explicit in its treatment of budget issues, requiring that the City not discriminate against women

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<sup>3</sup> The system was launched in 2007 to track departmental performance measures. Departments used the system for budget preparation for the first time in January 2009 and multi-year budgeting features were launched in January 2010.

<sup>4</sup> Full text of the Convention is available at <http://www.un.org/womenwatch/daw/cedaw/>.

<sup>5</sup> Some argue that CEDAW is duplicative of equal rights guaranteed in other legal instruments (e.g., Bill of Rights, Constitution), others object to provisions that guarantee reproductive freedom for women.

<sup>6</sup> Chapter 12K of the San Francisco Administrative Code.

in the “allocation of funding,” and that agencies integrate the human rights principles set forth in the treaty into local policies, programs, and budgetary decisions.

## II. Survey Description and Responses

In March 2009, the Mayor’s Budget Director sent an inquiry to all City and County departments requesting that they provide information about the types of disaggregated data they collect on a regular or systematic basis, and inquiring how this data is used to develop policy.<sup>7</sup> Disaggregated data refers to information collected on program/service recipients not only by gender but also by other demographic characteristics such as race/ethnicity, immigration status, parental status, language ability, sexual orientation, physical disability, age, and other attributes to the extent this data is available and collection is permitted by law.

Focusing on demographic data collected from clients, customers, and the public, the inquiry stated:

*In order to assess the effectiveness of our programs and the needs of the community, we need to know who is currently being served by City programs and services. We often gather basic demographic information about clients, and are now interested in understanding more about your capacity to provide detail about who you serve. This starts with identifying data sources that allow you to report “disaggregated data” about the people that your department serves.*

Departments responded to the following set of questions:

- 1. Please describe your current capacity to collect disaggregated data. What data collection tools are you using for which programs/services? Do you have data on direct clients/customers only, or do you also collect data on the clients/customers of community-based agencies or contractors that your department funds? If possible, please provide an example of demographic data that is currently available on your department's clients/customers.*
- 2. To what extent do you utilize this data in making policy and budgetary decisions? Please provide examples.*
- 3. If no current disaggregated client data exists, please describe how you could collect this information in the future. What procedures or resources would need to be in place?*
- 4. Are you interested in learning more about this topic?*

### Survey Responses

There are 51 City and County of San Francisco departments. Several of these departments have discrete divisions that operate independently under an umbrella agency.<sup>8</sup> Including these divisions, there were 66 possible respondents, of which 62 (94%) provided responses to the

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<sup>7</sup> See Appendix A for the memo sent to departments.

<sup>8</sup> For example, the General Services Agency (GSA) houses 16 divisions responsible for a variety of City and County services. Each is part of the GSA department but were counted separately for purposes of this report. These include: County Clerk, the Medical Examiner, the Mayor’s Office on Disability, Grants for the Arts, 311 Customer Service Center, Animal Care and Control, and the Office of Labor Standards Enforcement. For purposes of this report we counted 66 departments and divisions.

inquiry. Many departments do not provide direct services to the public, but instead provide internal services to other City agencies. For example, because the Department of Technology does not provide services to external clients, it does not collect demographic data. Of the 66 total departments and divisions, 55 (83%) serve the public in some capacity, and 52 of these (95%) responded to the survey.<sup>9</sup>

Departments serving the public do so directly or through grant or contract programs. Of the 52 responding departments and divisions providing services to clients or customers, 37 (71%) indicated that they collect some demographic data about those clients or customers. About half (49%) collect at least 3 types of data (e.g., gender, race/ethnicity, and age), with the remaining 51% collecting fewer than 3 types of data. It is important to note that the primary interest for gender responsive budgeting is *demographic* data, not all data. Therefore, many departments may have extensive data collecting mechanisms and policies not reflected in this report.

### III. Survey Findings

A critical component of disaggregated data collection is using the data to make informed resource allocation decisions. For example, the Office of the District Attorney reported that when statistics show an increase in a particular type of case, additional resources are allocated to these cases. Illustratively, when the Victim Services Division of the District Attorney's Office noted an increase in the number of domestic violence cases, it allocated additional resources and staffing to handle the growing caseload. This study has also shown that some departments do collect and analyze disaggregated data and use this analysis to make budget, staffing, and program decisions. In some instances, these decisions may have a direct impact on the needs of men or women. In others, the decisions may impact a particular demographic group regardless of gender. For example, the Public Library system uses disaggregated data as the basis for creating special and ongoing services such as providing more Chinese language material in neighborhoods with high concentrations of Chinese speakers. The Department of Children, Youth, and Their Families used its disaggregated data analysis to guide funding reductions, and the Human Services Agency used disaggregated data analysis to make funding allocation decisions for supportive housing contracts for families. The Arts Commission collects and analyzes disaggregated data from grant recipients to ensure that grants in the Public Arts, Community Arts and Education, and Cultural Equity Grant Programs are allocated in an equitable manner across the diverse communities of the city.

However, while the results showed that there are individual departments that are making decisions based on an analysis of disaggregated data, they also revealed some notable gaps in data collection City-wide. The following sections illustrate how departments collect and utilize demographic data, as well as barriers to achieving a full understanding of the impact and outcomes of services on specific client populations in San Francisco.

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<sup>9</sup> For purposes of this report, we determined that "public-serving" departments are those that serve individuals, as opposed to serving other City departments or the City as a whole. Under this definition, there are 55 public-serving departments, listed in Appendix C. Examples of non-public-serving departments include the Department of Technology, the General Services Agency, Office of Contract Administration, and the Controller, among 7 others.

**Use of Demographic Data in Decision-Making**

Table 1 provides examples of how some San Francisco departments are using data for setting budgets, policies, and programs.<sup>10</sup> Although each utilizes different strategies for data collection, all of the departments demonstrate a firm grasp of the value of demographic data in understanding their client populations.

**Table 1: Selected Departments Use of Demographic Data in Decision-Making**

Department	Demographic Data Collected <sup>11</sup>	Use of Data in Policy or Budget Decision-Making
Adult Probation Department	<ul style="list-style-type: none"> <li>• Gender</li> <li>• Race/Ethnicity</li> <li>• Age</li> <li>• Geographic Location</li> </ul>	<ul style="list-style-type: none"> <li>• To assist the Department in determining the appropriate case assignment and level of necessary supervision</li> <li>• To determine staffing plans and structure of divisions and units</li> <li>• To determine training needed to prepare probation officers to work with the most current client base</li> </ul>
Arts Commission	<ul style="list-style-type: none"> <li>• Gender</li> <li>• Race/Ethnicity</li> <li>• Age</li> <li>• Sexual Orientation</li> <li>• Geographic Location</li> <li>• Disability Status</li> </ul>	<ul style="list-style-type: none"> <li>• To ensure that grants in the Public Arts Program and the Community Arts and Education Program are awarded to reflect the City’s demographics</li> <li>• To determine appropriate curricula for education programs based on who is served</li> <li>• To ensure the majority of grants awarded through the Cultural Equity Grants Program are offered to underserved communities</li> <li>• To guide outreach activities, grant program review panel composition, and creation of new services, such as technical assistance, professional development, and special access initiatives</li> </ul>

<sup>10</sup> A more extensive table containing this information has been included as Appendix B.

<sup>11</sup> Departments may collect more disaggregated data than is included in this table, which is a sampling of the most common types of data collected by respondents based upon survey responses.

<b>Department</b>	<b>Demographic Data Collected<sup>11</sup></b>	<b>Use of Data in Policy or Budget Decision-Making</b>
Human Services Agency	<ul style="list-style-type: none"> <li>• Gender</li> <li>• Race/Ethnicity</li> <li>• Age</li> <li>• Language Spoken</li> <li>• Immigration Status</li> <li>• Geographic Location</li> <li>• Disability Status</li> </ul>	<ul style="list-style-type: none"> <li>• To analyze caseload trends and census trends to support strategic planning efforts</li> <li>• To make funding allocation decisions for supportive housing contracts for families, minimizing the impact of budget reductions</li> <li>• To analyze caseload trends to target required layoffs</li> </ul>
Department on the Status of Women	<ul style="list-style-type: none"> <li>• Gender</li> <li>• Race/Ethnicity</li> <li>• Age</li> <li>• Language Spoken</li> <li>• Sexual Orientation</li> <li>• Disability Status</li> </ul>	<ul style="list-style-type: none"> <li>• To create new priorities for the Requests for Proposals, as well as new initiatives designed to meet population needs</li> </ul>
Department of Children, Youth, and Their Families	<ul style="list-style-type: none"> <li>• Gender</li> <li>• Race/Ethnicity</li> <li>• Age</li> <li>• Language Spoken</li> <li>• Geographic Location</li> <li>• Disability Status</li> </ul>	<ul style="list-style-type: none"> <li>• To inform department-level policy, such as developing standards for case management services provided by grantees of DCYF, Juvenile Probation Department, and the Mayor’s Office of Community Investment</li> <li>• To guide funding reductions, and to develop funding strategies for upcoming 3-year funding cycles</li> <li>• To support system-wide planning efforts, such as testing various models of parent fees as a revenue source for after-school programs</li> </ul>
District Attorney	<ul style="list-style-type: none"> <li>• Gender</li> <li>• Race/Ethnicity</li> <li>• Age</li> <li>• Sexual Orientation</li> <li>• Immigration Status</li> </ul>	<ul style="list-style-type: none"> <li>• To determine resource allocation and discern trends. For example, if the Victim Services Division sees an increase in the number of domestic violence cases, it will allocate additional resources to these cases</li> </ul>

Department	Demographic Data Collected <sup>11</sup>	Use of Data in Policy or Budget Decision-Making
Juvenile Probation Department	<ul style="list-style-type: none"> <li>• Gender</li> <li>• Race/Ethnicity</li> <li>• Age</li> <li>• Geographic Location</li> </ul>	<ul style="list-style-type: none"> <li>• To determine common characteristics of clients, such as home neighborhoods, so that services may be better tailored to meet their specific needs</li> <li>• To determine where San Francisco's violence prevention and response resources are most needed</li> <li>• To develop strategies for community-based violence prevention programming</li> <li>• To determine funding levels for services such as gender specific programming and neighborhood-based programs</li> </ul>

**Analysis of Gender Data with Other Demographic Characteristics**

Although many departments collect data about both gender and race, very few departments indicated that they look at these characteristics together when making budget and other policy decisions. However, just as women’s needs differ from those of men, women of color face unique challenges that often require a differentiated response. One of the goals of this inquiry was to determine the degree to which departments are collecting disaggregated data and how this data is being used to develop a holistic understanding of the needs of the population served. Such an understanding requires looking at individuals within the context of a variety of social identities. Two good examples of departments that use a more holistic approach can be found in the AIDS Surveillance Survey Annual Report issued by the Department of Public Health and the monthly caseload reports by the Juvenile Probation Department.<sup>12</sup> Both of these reports include client information disaggregated by gender and race. By analyzing gender by race, as well as by other social characteristics such as age or sexual orientation as required by the Women’s Human Rights Ordinance, these departments have developed more specific, and therefore, more effective program designs directed at specific client populations.

**Departments’ Suggestions for Improved Data Collection Efforts**

Though most (51%) public-serving departments are not yet collecting extensive demographic information from clients or contractors, many see the value of data and offered suggestions for how such data might be collected and used. For example, the Recreation and Parks Department (RPD) clearly recognizes that City agencies are more effective if they understand who is using their facilities and services: “this type of data can help agencies assess the success of operations, give direction for performance improvements, and provide a benchmark for excellent service.”<sup>13</sup>

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<sup>12</sup>AIDS Surveillance Survey <http://www.sfdph.org/dph/files/reports/RptsHIVAIDS/AnnlReport2008-20090630.pdf> p. 42, Juvenile Probation Department [http://www.sfgov.org/site/juvprobation\\_index.asp?id=452](http://www.sfgov.org/site/juvprobation_index.asp?id=452).  
<http://www.sfdph.org/dph/files/reports/RptsHIVAIDS/HIVAIDAnnlRpt2005.pdf>

<sup>13</sup> Recreation & Park Department survey response, March 30, 2009.

RPD suggested that user surveys and user counts are the best way to capture demographic data about their users, whether they are residents or visitors to San Francisco. User surveys can provide information regarding need, satisfaction, and trends. User counts, though challenging and costly to conduct, are more rigorous and quantitative than surveys, and can track gender, age, and race/ethnicity, as well as park user activities. Further in its survey response, RPD noted the usefulness of this data in making policy decisions and explained that, for instance, RPD's research has shown that both gender and age have a strong correlation to perceptions of safety in parks. Although RPD does not yet have the capacity to do either user surveys or user counts on a comprehensive basis, it does rely on the *City Survey* conducted annually by the Controller for applicable data to support decision-making.

Many other respondents provided examples of how new systems or surveys might be implemented to allow them to collect disaggregated data about clients or contractors. A summary of these suggestions has been included in Appendix C.

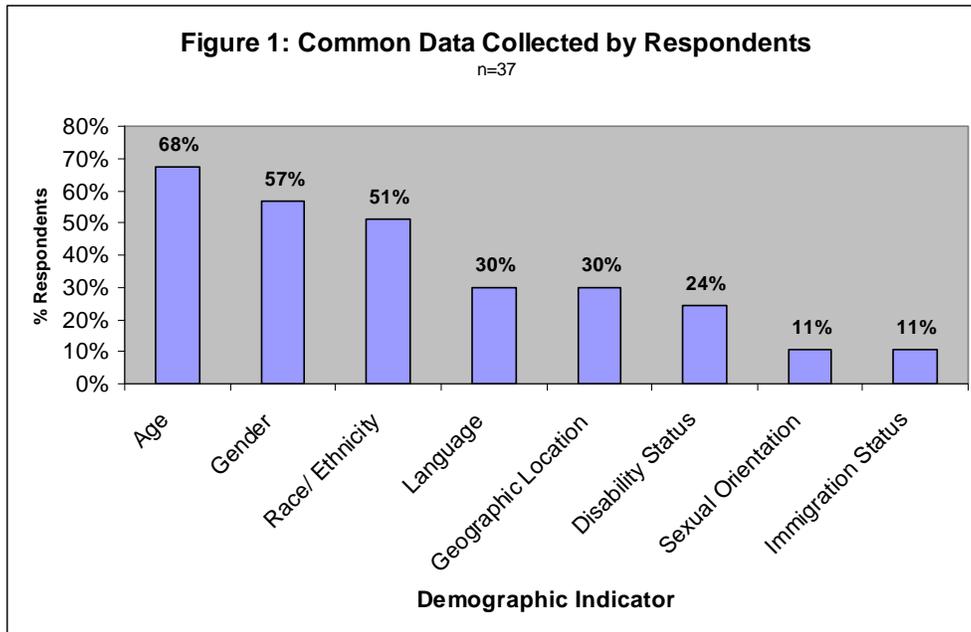
#### **IV. Types of Data Collected**

As noted above, 49% of the data-collecting departments collect detailed demographic data, with the remainder collecting just 1 or 2 indicators in a systematic way.<sup>14</sup> The most common types of demographic data collected are gender, race/ethnicity, and language spoken by clients. Other data collected by departments includes geographic location/place of residence, disability status, immigration status, and sexual orientation. Certain departments collect data unique to their program requirements. For example, housing programs may ask clients for information regarding the number of children in the home, income, or marital status. Figure 1 shows the most common demographic information that departments collect.<sup>15</sup>

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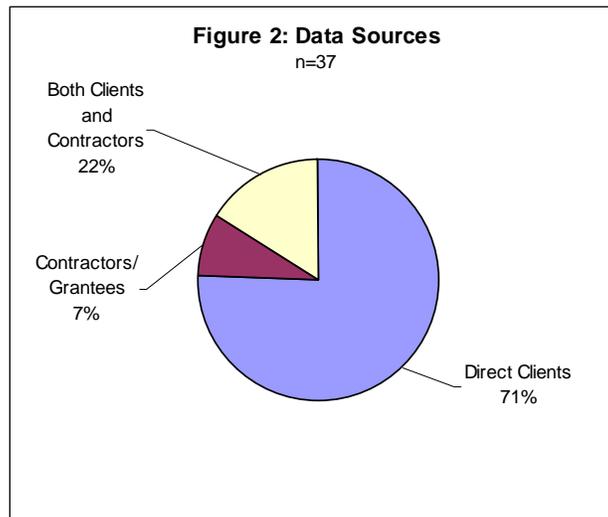
<sup>14</sup> These percentages include only departments that serve the public and collect demographic data from clients or contractors.

<sup>15</sup> The survey did not request detailed information from departments, and many departments may collect data not noted in Figure 1 or others.



### Sources of Data

The sources of the demographic data collected by departments vary, but data comes primarily from clients or consumers that departments serve directly. Data also comes from contractors or grantees. For example, the Department on the Status of Women requires grantees in the Violence Against Women Prevention and Intervention (VAW) Grants Program to provide extensive demographic data concerning the clients served using City funding. Six departments (22%) collect data from both clients and contractors or grantees. On the other hand, the Department of Public Health not only distributes grants to community agencies who must similarly report demographic information about the clients they serve, the agency also serves clients directly. Figure 2 illustrates the sources of demographic data gathered by responding departments.<sup>16</sup>



<sup>16</sup> Additional information on the demographic data collection practices of departments that serve the public is included as Appendix D.

### Tools for Data Collection

There are a number of tools that departments use to collect demographic and social data. These include basic database applications, such as Microsoft Access or Excel, as well as applications designed specifically for use by a department or in a particular field of service, such as the Lifetime Clinical Record database used by the Department of Public Health to track client records.

Some departments, including the Department of Children, Youth, and Their Families (DCYF) and the Children and Families Commission (First 5 SF), track demographics using online tools designed for large grant-making agencies. The Contract Management System used by DCYF and First 5 SF, for example, requires funded community-based organizations (CBOs) providing direct services to clients to submit monthly or quarterly reports, including demographic and service data for every client participating in the programs, online. These tools also track budget and invoicing information, so that program performance and budgets are integrally linked.<sup>17</sup>

A number of departments use oral or written surveys to track client data. For example, the Office of the Controller conducts a biannual *City Survey*<sup>18</sup> of San Francisco residents to gauge usage of and satisfaction with City and County services including parks, streets, libraries, schools, and other services provided by the government. This survey collects a variety of demographic information, including the number of people in the household, age, gender, sexual orientation, race/ethnicity, education level, employment data, income, and disability status. The Airport performs an annual customer satisfaction survey of airport users which requests the respondent's gender, language spoken, and zip code.<sup>19</sup> The Rent Arbitration Board polls clients, both walk-ins and over the phone, about language preference. For an expanded discussion of the tools used by various City departments to collect demographic data, see Appendix E.

### V. Challenges to Data Collection

In survey responses, many departments provided examples of barriers to demographic data collection that currently make it difficult for them to collect extensive data from clients or contractors.<sup>20</sup> Many departments that connect with the public through public meetings and hearings cited public meeting laws as a barrier. The Ralph M. Brown Act (Cal. Gov't Code Sec. 54950 Et Seq.) states:

*Conditions to Attendance. A member of the public shall not be required, as a condition to attendance at a meeting of a legislative body of a local agency, to*

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<sup>17</sup> A PowerPoint designed for grantees illustrating the use of the First 5 SF's Contract Management System is available online at: [http://www.first5sf.org/downloads/CMS\\_Training\\_082007.pdf](http://www.first5sf.org/downloads/CMS_Training_082007.pdf).

<sup>18</sup> The *City Survey 2009* report is available online at [http://www.sfgov.org/site/controller\\_csa\\_index.asp?id=59064](http://www.sfgov.org/site/controller_csa_index.asp?id=59064).

<sup>19</sup> The survey results are not available online, but selected statistics have been used by the Airport to promote concessions, as seen here: <http://www.flysfo.com/web/page/about/T2/concessions/stats.html>.

<sup>20</sup> Though some City departments do not serve City residents directly, an analysis of gender in internal budgeting and policies for all departments would be useful in understanding who provides input into policy and budgetary decisions. This inquiry did not ask about demographic data for employees. However, the gender analysis guidelines used to implement the San Francisco Women's Human Rights Ordinance do call for an examination of demographic data of the employees who make budgetary and policy decisions.

*register his or her name, to provide other information, to complete a questionnaire, or otherwise to fulfill any condition precedent to his or her attendance.*

Citing this Act, a number of departments, including the County Board of Supervisors, do not request any demographic information of members of the public who provide testimony. However, the Brown Act later states that voluntary data collection, such as an attendance list with demographic fields clearly labeled “optional,” are allowable:

*If an attendance list, register, questionnaire, or other similar document is posted at or near the entrance to the room where the meeting is to be held, or is circulated to the persons present during the meeting, it shall state clearly that the signing, registering, or completion of the document is voluntary, and that all persons may attend the meeting regardless of whether a person signs, registers, or completes the document [emphasis added].<sup>21</sup>*

Other challenges identified by respondents fall in to 3 primary categories: 1) time or staffing constraints, 2) process constraints, and 3) data source constraints, and are summarized below.

#### **Time or Staffing Constraints**

- The staff time needed for inputting, tracking, and reporting data is burdensome to departments and to contractors.
- The cost of new data tracking technology is prohibitive, or costly changes would be needed in existing tracking technology.
- The cost and time needed for new technology training are burdensome.

#### **Process Constraints**

- Multi-year contracts cannot be easily altered to include new data tracking responsibilities.
- Data tracking is completed by external (e.g., statewide) agencies, and data fields cannot be altered or expanded by the department.

#### **Data Source Constraints**

- Certain privacy laws prohibit the dissemination of personal data.
- Customers prefer to remain anonymous.
- Optional questions lead to incomplete, and thus unreliable, data.
- Direct contact with clients or constituents is nominal, not providing enough of a data pool for reliable evaluation.

The process for fully instituting the data collection needed for gender responsive budgeting and performance-based budgeting must address these concerns.

## **VI. Case Study**

To highlight data collection strategies and the use of that data to inform policy and budget decisions, a case study of the Children and Families Commission (First 5 SF) follows. A

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<sup>21</sup> Cal. Government Code Sec. 54953.3.

description of the data collection practices of the Department Public Health has been included as Appendix F.

### **Children and Families Commission**

The mission of First 5 SF is to ensure the opportunity for optimal health and development for every child living in this county. First 5 SF is part of the state-wide First 5 California movement to assist public agencies, non-profit organizations, and families engaged in early education, pediatric healthcare, family support, and systems change.

All First 5 SF grantees providing direct services to children, parents or caregivers, and childcare or other service providers are required to collect, at a minimum, the following demographic data: the type of client (e.g., child, other family members, parent or caregivers, or provider), child's age, ethnicity, zip code, primary language, and English fluency. Approximately 25% of grantees provide this data in aggregate form using Microsoft Excel spreadsheets. The remaining 75% of grantees utilize either the web-based Contract Monitoring System (CMS) or COCOA (a program used by Preschool for All sites) to track a wide variety of individual client level demographic and attendance data.

First 5 SF takes data collection a step further by tracking outcome data on at least 3 levels:

1. *Grantee level.* Grantees are increasingly building their capacity to track participant skill, knowledge, and awareness changes that are relevant and meaningful to their own planning and ongoing program improvement. Though First 5 SF does not collect, analyze, and aggregate this information, staff members provide technical support to grantees and ask them to share highlights about findings and "lessons learned."
2. *Strategic level.* First 5 SF has an evaluation framework that guides data collection on a set of key program indicators that correspond directly to the short-term, intermediate, and long-term outcomes identified in its 2007-2012 Strategic Plan.
3. *Community level.* First 5 SF tracks several community-level indicators that allow staff members to assess how San Francisco children and families are faring according to 4 strategic result areas: Child Health, Child Development and School Readiness, Family Functioning, and Systems of Care.

Demographic, participation, outcome, and funding agency data are all compiled within reports produced on a regular basis: the State Annual Report, the Local Evaluation Report, the Community Indicator 1st Steps Report, and the Kindergarten Readiness Assessment.<sup>22</sup>

Much of the data collection and evaluation work being carried out by First 5 SF are new endeavors, having been instituted with the hiring of an Evaluation Officer in 2007 and implementation of a new Strategic Plan in FY07-08. As the reporting practices and systems continue to develop and begin to produce consistent, reliable data, First 5 SF will increasingly be able to link this data to budget and policy decision-making.

These data collection practices allow First 5 SF to be transparent and accountable in its use of public funds, as reported through evaluation reports posted on the First 5 SF website.<sup>23</sup> Data analysis enables First 5 SF:

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<sup>22</sup> The Local Evaluation Report is available at [http://www.first5sf.org/downloads/08\\_local\\_eval.pdf](http://www.first5sf.org/downloads/08_local_eval.pdf), and the Kindergarten Readiness is available at, [http://www.first5sf.org/programs\\_evaluation.htm](http://www.first5sf.org/programs_evaluation.htm).

*to obtain an accurate, comprehensive, and up-to-date picture of child and family well-being. Such a picture will be essential to making informed and responsible decisions regarding funding priorities, budgeting, and sustainability planning as we face diminishing revenue and a changing fiscal climate in the coming years.*<sup>24</sup>

The Local Evaluation Report is reviewed by staff and Commissioners every year. Program results and data findings set the stage and clarify priorities for budget discussions. This report provides extensive information about First 5 SF's progress in implementing its strategic plan, including demographic data of clients served by grantees, allowing First 5 SF staff to determine if the target populations delineated in the strategic plan are receiving appropriate services.

## **VII. Conclusions and Recommendations**

Accountability and transparency have become the watchwords of this decade. Gender responsive budgeting and performance-based budgeting promote accountability and transparency by clearly demonstrating who programs serve and if those services are effective, efficient, and equitable. This enables policy makers to keep the specific and unique needs of San Francisco's diverse population at the forefront of budget and policy decision-making.

The use of disaggregated data to inform policy and budgetary decisions aligns with and facilitates City-wide and national trends for governments to be more accountable and transparent. Many San Francisco departments are collecting and using disaggregated data to the benefit of their programs and constituencies. However, even those departments that are collecting data rarely analyze the data by gender together with other demographic characteristics, a process that would further promote gender equality and cultural competency.

The current path to accountability and performance-based budgeting would benefit from a City-wide effort to strategically and systematically collect disaggregated demographic data. Departments require structural support, training, and guidelines to improve their data collection efforts and to fully implement performance-based and gender responsive budgeting. A hallmark of performance-based budgeting is "What gets measured gets done."<sup>25</sup> By including gender equality as a goal and requiring accountability and transparency, departments will better understand the importance of instituting data-tracking mechanisms within their operations.

While data collection challenges exist, with some creative thinking and action many can be overcome. The following steps will move San Francisco further along in its efforts toward transparency, accountability, and equality:

1. **Information Roundtables and Workgroup:** Many departments expressed an interest in learning more about disaggregated data collection. One or more roundtables with interested departments to review the findings of this survey and best practices in data collection and use should take place within the year. From the informational roundtables,

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<sup>23</sup> Available at [http://www.first5sf.org/programs\\_evaluation.htm](http://www.first5sf.org/programs_evaluation.htm).

<sup>24</sup> Personal communication: Theresa Zighera, Evaluation Officer, First 5 SF, March 31, 2009.

<sup>25</sup> Osborne, D. and Gaebler, T. (1993). *Reinventing Government*. USA: Penguin.

a workgroup including department staff members, the Mayor's Office, and the Controller's City Service Auditor, should be formed to develop a set of policies and a training module for more uniform and consistent data collection City-wide.

2. **Data Collection Plan:** The workgroup should create a plan for using disaggregated data to enhance performance-based and gender responsive budgeting, and provide benchmarks for measuring progress based on gender, race, and other characteristics. In addition to collecting disaggregated data, departments should make every effort to analyze and use this data to promote gender equality and to ensure that services are being provided to those most in need based on an analysis of client characteristics.
3. **Technology Assessment:** The workgroup should assess the software and staff needed to implement its plan for using disaggregated demographic data, as well as other tools for data collection that can be easily implemented and understood by departments with varying needs, constituencies, and resources. The Department of Technology would be a valuable partner in this work.
4. **Voluntary Data Collection:** The workgroup should review issues surrounding voluntary data collection so that all departments understand who they serve, who is providing input for decisions made, and the extent to which personal data can be collected voluntarily. Consultation or training could alleviate concerns departments might have about asking for personal information from clients and the public.
5. **Additional Research:** The workgroup should explore other models of disaggregated data collection and the use of such data in developing policies and budgets. Gender responsive budgeting and performance-based budgeting are emerging fields, and much has been done internationally that can inform San Francisco's efforts. The more examples we have as to how data has been successfully used within other agencies and organizations, the more San Francisco departments will see the value and power of collecting and using disaggregated data.

San Francisco, a unique collection of widely diverse communities composed of individuals with vastly different needs, prides itself on creating groundbreaking systems to promote equity for all of its citizens. By taking the next steps to implement gender responsive budgeting as outlined above, we will continue to be at the forefront of government accountability and transparency. San Francisco will be able to add "equity" to the existing 3 "E's" of budget performance criteria "economy, efficiency, and effectiveness."

**Appendix A:  
Memorandum to Department's Chief Financial Officers**

TO: Department Chief Financial Officers  
FROM: Nani Coloretti, Mayor's Budget Director  
DATE: March 16, 2009  
RE: Demographic Data Collection

In order to assess the effectiveness of our programs and the needs of the community, we need to know who is currently being served by City programs and services. We often gather basic demographic information about clients, and are now interested in understanding more about your capacity to provide detail about who you serve. This starts with identifying data sources that allow you to report on "*disaggregated data*," about the people that your department serves. Disaggregated data break down program or service clients/customers (recipients) by gender, race/ethnicity, and other characteristics (such as disability, age, immigration status, parental status, and sexual orientation status) to the extent these data are available.

The City may collect any demographic information on a voluntary basis. When clients choose to provide this information, the resulting data may inform policy decisions that better account for the needs of diverse populations. The collection of disaggregated data is consistent with the mandate established in the San Francisco CEDAW Ordinance (Convention on the Elimination of All Forms of Discrimination Against Women, Chapter 12K of the San Francisco Administrative Code) which requires City departments to analyze their services and budgets using disaggregated data.

Please respond to the following questions no later than 5 pm on **Monday, March 30, 2009**. Responses should be submitted electronically to Kate Howard in the Mayor's Budget Office (kate.howard@sfgov.org) and cc'd to Ann Lehman in the Department on the Status of Women (ann.lehman@sfgov.org).

1. Please describe your current capacity to collect disaggregated data. What data collection tools are you currently using for which programs/services? Do you have data on direct clients/customers only, or do you also collect data on the clients/customers of community-based agencies or contractors that your department funds? If possible, please provide an example of demographic data that is currently available on your department's clients/customers.
2. Who in your department is responsible for collecting this data? Who analyzes it? Please provide contact information for these individuals (i.e., title, e-mail, and phone).
3. To what extent do you utilize this data in making policy and budgetary decisions? Please provide examples.
4. If no current disaggregated client data exists, please describe how you could collect this information in the future. What procedures or resources would need to be in place?
5. Are you interested in learning more about this topic?

Thank you for completing these questions. We realize that you have many demands on your time during this particularly challenging budget year, but these efforts support performance-based budgeting that is focused on outcomes. Understanding who we serve is a key step in this process. For questions or technical assistance, please contact Kate Howard at 554-6515 or Ann Lehman at 252-2576.

**Appendix B:**  
**Selected Examples of Departments' Use of Demographic Data in Decision-Making**

Department	Disaggregated Data Collected <sup>26</sup>	Use of Data in Policy or Budget Decision-Making
Adult Probation Department	<ul style="list-style-type: none"> <li>• Gender</li> <li>• Race/Ethnicity</li> <li>• Age</li> <li>• Geographic Location</li> </ul>	<ul style="list-style-type: none"> <li>• To assist the Department in determining the appropriate case assignment and level of necessary supervision</li> <li>• To determine staffing plans and structure of divisions and units</li> <li>• To determine training needed to prepare probation officers to work with the most current client base</li> </ul>
Airport	<ul style="list-style-type: none"> <li>• Gender</li> <li>• Language Spoken</li> <li>• Geographic Location</li> </ul>	<ul style="list-style-type: none"> <li>• To determine what types of services travelers require</li> </ul>
Arts Commission	<ul style="list-style-type: none"> <li>• Gender</li> <li>• Race/Ethnicity</li> <li>• Age</li> <li>• Sexual Orientation</li> <li>• Geographic Location</li> <li>• Disability Status</li> </ul>	<ul style="list-style-type: none"> <li>• To ensure that grants in the Public Arts Program are awarded to represent the City's diversity</li> <li>• To ensure that grant-making in the Community Arts and Education Program is equitable</li> <li>• To determine appropriate curricula for education programs based on who is served</li> <li>• To ensure the majority of grants awarded through the Cultural Equity Grants Program are offered to underserved communities</li> <li>• To guide outreach activities, grant program review panel composition, and creation of new services, such as technical assistance, professional development, and special access initiatives</li> </ul>

<sup>26</sup> Departments may collect more disaggregated demographic data than is included in this chart. What is included is a sampling based upon responses to the survey.

Department	Disaggregated Data Collected <sup>26</sup>	Use of Data in Policy or Budget Decision-Making
Children and Families Commission	<ul style="list-style-type: none"> <li>• Gender</li> <li>• Race/Ethnicity</li> <li>• Age</li> <li>• Language Spoken</li> <li>• Geographic Location</li> </ul>	<ul style="list-style-type: none"> <li>• To obtain an accurate, comprehensive, and up-to-date picture of child and family well-being, needed in order to make informed and responsible decisions regarding funding priorities, budgeting, and sustainability planning in the face of diminishing revenue and a changing fiscal climate</li> <li>• To clarify priorities for budget discussions in January and February of each year, using the Local Evaluation Report</li> <li>• To gauge grantee program performance and outcomes through review of service reports in order to tailor technical assistance and support, as well as future contract monitoring expectations</li> </ul>
Department of Children, Youth, and Their Families	<ul style="list-style-type: none"> <li>• Gender</li> <li>• Race/Ethnicity</li> <li>• Age</li> <li>• Language Spoken</li> <li>• Geographic Location</li> <li>• Disability Status</li> </ul>	<ul style="list-style-type: none"> <li>• To inform department-level policy, such as to develop standards for case management services provided by grantees of DCYF, Juvenile Probation Department, and the Mayor’s Office of Community Investment</li> <li>• To guide funding reductions, and to develop funding strategies for upcoming 3-year funding cycles</li> <li>• To support system-wide planning efforts, such as testing various models of parent fees as a revenue source for after school programs</li> </ul>
District Attorney – Victim Services Division	<ul style="list-style-type: none"> <li>• Gender</li> <li>• Race/Ethnicity</li> <li>• Age</li> <li>• Sexual Orientation</li> <li>• Immigration Status</li> </ul>	<ul style="list-style-type: none"> <li>• To determine resource allocation and discern trends. For example, if the Division sees an increase in the number of domestic violence cases, it will allocate additional resources to these cases.</li> </ul>
Elections	<ul style="list-style-type: none"> <li>• Gender</li> <li>• Race/Ethnicity</li> <li>• Age</li> <li>• Language Spoken</li> </ul>	<ul style="list-style-type: none"> <li>• To inform multilingual outreach presentations for each election cycle</li> </ul>
Environment	<ul style="list-style-type: none"> <li>• Gender</li> <li>• Race/Ethnicity</li> </ul>	<ul style="list-style-type: none"> <li>• To determine outreach budgets and targets to boost participation in programs, such as recycling</li> </ul>

Department	Disaggregated Data Collected <sup>26</sup>	Use of Data in Policy or Budget Decision-Making
GSA - Treasure Island Development Authority	<ul style="list-style-type: none"> <li>• Race/Ethnicity</li> <li>• Age</li> <li>• Disability Status</li> </ul>	<ul style="list-style-type: none"> <li>• To prioritize programs in budget decisions based upon client needs, such as funding the Child Development Center's short-term budget deficit based upon data indicating client need for its services</li> </ul>
Human Rights Commission	<ul style="list-style-type: none"> <li>• Gender</li> <li>• Race/Ethnicity</li> <li>• Geographic Location</li> </ul>	<ul style="list-style-type: none"> <li>• To develop community outreach plans to reach underserved populations</li> <li>• To assess which communities were not reached due to resource constraints, lack of outreach, or lack of access to services</li> <li>• To make resource allocation decisions with contract departments</li> </ul>
Human Services Agency	<ul style="list-style-type: none"> <li>• Gender</li> <li>• Race/Ethnicity</li> <li>• Age</li> <li>• Language Spoken</li> <li>• Immigration Status</li> <li>• Geographic Location</li> <li>• Disability Status</li> </ul>	<ul style="list-style-type: none"> <li>• To analyze caseload trends and census trends to support strategic planning efforts</li> <li>• To make funding allocation decisions for supportive housing contracts for families, minimizing the impact of budget reductions</li> <li>• To analyze caseload trends to target required layoffs</li> </ul>
Juvenile Probation Department	<ul style="list-style-type: none"> <li>• Gender</li> <li>• Race/Ethnicity</li> <li>• Age</li> <li>• Geographic Location</li> </ul>	<ul style="list-style-type: none"> <li>• To determine common characteristics of clients, such as home neighborhoods, so that services may be better tailored to meet their specific needs.</li> <li>• To determine where San Francisco's violence prevention and response resources are most needed.</li> <li>• To develop strategies for community-based violence prevention programming.</li> <li>• To determine funding levels for services such as gender specific programming and neighborhood-based programs.</li> </ul>
Police Department – Office of Citizen Complaints	<ul style="list-style-type: none"> <li>• Gender</li> <li>• Race/Ethnicity</li> <li>• Language Spoken</li> <li>• Disability Status</li> </ul>	<ul style="list-style-type: none"> <li>• To analyze longitudinal trends in complaints made against the Police Department in order to further focus outreach efforts or reinforce policy recommendations made to the Police Department</li> </ul>

Department	Disaggregated Data Collected <sup>26</sup>	Use of Data in Policy or Budget Decision-Making
Department of Public Health	<ul style="list-style-type: none"> <li>• Gender</li> <li>• Race/Ethnicity</li> <li>• Age</li> <li>• Immigration Status</li> <li>• Sexual Orientation</li> <li>• Disability Status</li> </ul>	<ul style="list-style-type: none"> <li>• To develop recommendations to respond to health disparities</li> <li>• To create new priorities for the Requests for Proposals, as well as new initiatives, such as updating the Request for Proposals priorities of the HIV/AIDS Unit as the epidemic changes over time</li> <li>• To ensure the cultural competency of the department, such as identifying providers who can provide culturally competent and appropriate service for the population utilizing particular clinics or health centers</li> <li>• To make policy and budget decisions</li> </ul>
Public Library	<ul style="list-style-type: none"> <li>• Age</li> <li>• Language Spoken</li> </ul>	<ul style="list-style-type: none"> <li>• To determine types of services to be offered at each branch location, hours of operation, and types of materials to allocate to each branch</li> <li>• To create special and ongoing programs and modify collection selection practices, such as offering more Chinese language material at the Sunset branch</li> </ul>
Rent Arbitration Board	<ul style="list-style-type: none"> <li>• Gender</li> <li>• Language Spoken</li> </ul>	<ul style="list-style-type: none"> <li>• To ensure that materials are offered in linguistically and culturally appropriate formats</li> <li>• To inform personnel decisions, in an attempt to create a linguistically and culturally competent workforce</li> <li>• To inform the redesign of a variety of public information systems, such as the interactive Voice Response System and the automated Fax Back system</li> </ul>
Department on the Status of Women	<ul style="list-style-type: none"> <li>• Gender</li> <li>• Race/Ethnicity</li> <li>• Age</li> <li>• Language Spoken</li> <li>• Sexual Orientation</li> <li>• Disability Status</li> </ul>	<ul style="list-style-type: none"> <li>• To create new priorities for the Requests for Proposals, as well as new initiatives designed to meet population needs</li> </ul>

**Appendix C:  
Proposed Data Collection Strategies**

The departments listed below may not collect extensive disaggregated data of clients or contractors. However, they provided the following proposals of the types of data they may attempt to collect, as well as strategies for collecting data within their departments.

<b>Department</b>	<b>Data Collection and Usage Ideas</b>
Assessor/Recorder	Most real estate recordings are filed by title companies rather than the individuals involved in the real estate transaction. In order to gather disaggregated data, the Assessor/Recorder would need to work with these title companies to collect information from individuals.
Board of Appeals	The Board of Appeals is seeking funds to develop and implement a database to track and report on the appeals it handles. The collection of a variety of demographic information could be included in such a system, though that has not been identified as a priority. Understanding more about the individuals served or not served by the Board could help the department develop targeted resources and outreach materials.
General Services Agency – Department of Public Works	Demographic data could be collected from inquiries and service calls made to the 311 Customer Service Center. As the Department of Public Works also provides internal services to other departments, such as the Public Library and San Francisco General Hospital, it may be possible to gather demographic data through those departments.
Human Rights Commission	Additional information could be used to expand existing programs and guide the development of new programs. Collecting additional data in the future would require updated collection methods that might include websites, surveys, searchable case management systems and collaboration with other city departments to share collected data.
Office of Citizen Complaints	Demographic data could be used to further focus outreach efforts or to reinforce policy recommendations made to the Police Department.
Public Library	It may be possible, within existing systems, to add voluntary demographic question to the Library Card Application. Additionally, data may be collected retroactively through a voluntary survey administered during the Library Card renewal process or during annual address confirmations.

<b>Department</b>	<b>Data Collection and Usage Ideas</b>
Recreation and Parks Department	Recreation and Parks Department would like to find a way to implement user surveys. This would be a mechanism to ascertain user needs, satisfaction, and trends for Recreation and Parks facilities and programs. Such information could be compared to demographic information from the Census to determine if all ethnic and ages groups are being served. User counts could also be expanded to include gender, age, and ethnicity data. Gender and age are particularly significant because they have a strong correlation with perceptions of safety. Recreation and Parks Department would also use disaggregated data to assess the success of operations, to determine what performance improvements may be necessary, and to provide a benchmark for excellent service.
War Memorial and Performing Arts Center	War Memorial could develop a procedure to collect disaggregated data from clients on a voluntary basis. This could include information from War Memorial licensees and tenants (i.e. data on the organization's staff, board of directors, and volunteers), as well as customer information (i.e. patrons of and/or individuals served by War Memorial licensees and tenants).

**Appendix D:  
Degree and Source of Demographic Data Collection by Public-Serving<sup>27</sup> Departments<sup>28</sup>**

	<b>Department</b>	<b>Division</b>	<b>Degree of Disaggregated Demographic Data Collected<sup>29</sup></b>	<b>Source of Data: Clients, Contractors, or Both</b>
1	Academy of Sciences		Limited	Direct Clients
2	Adult Probation		Extensive	Direct Clients
3	Airport		Limited	Direct Clients
4	Arts Commission		Extensive	Both
5	Asian Arts Museum		Limited	Direct Clients
6	Assessor-Recorder		None	N/A
7	Board of Appeals		None	N/A
8	Board of Supervisors		None	N/A
9	Building Inspection		None	N/A
10	Child Support Services		None	N/A
11	Children and Families Commission		Extensive	Both
12	Children, Youth and Their Families		Extensive	Contractors/Grantees
17	District Attorney		Extensive	Direct Clients
18	Economic and Workforce Development		Extensive	Direct Clients
19	Elections		Limited	Direct Clients
20	Emergency Management		Limited	Direct Clients
21	Environment		Limited	Direct Clients
23	Fine Arts Museums		-	-
24	Fire Department		Limited	Direct Clients
26	General Services Agency - City Administrator	Animal Care and Control	Limited	Direct Clients
32	General Services Agency - City Administrator	County Clerk	Limited	Direct Clients
33	General Services Agency - City Administrator	Disability, Mayor's Office on	Limited	Direct Clients

<sup>27</sup> For the purposes of this report, we determined that “public-serving” departments are those that serve individuals, as opposed to serving other City departments or the City as a whole. Under this definition, there are 55 public-serving departments, as listed in this chart. Examples of non-public-serving departments include the Department of Technology, the General Services Agency, Office of Contract Administration, and the Controller, among 7 others.

<sup>28</sup> The focus of this inquiry was on demographic data about clients, customers and the public, not all data. While all departments collect various types of data, some do not serve the public directly and are not included in this list.

<sup>29</sup> “Extensive” indicates a department collects at least 3 demographic data points, “limited” indicates 1-2 data points collected, and “none” indicates no demographic data collection. Departments that did not respond to the voluntary inquiry contain a dash (-) in this column.

	Department	Division	Degree of Disaggregated Demographic Data Collected <sup>29</sup>	Source of Data: Clients, Contractors, or Both
41	General Services Agency - City Administrator	Treasure Island Development Authority	Extensive	Direct Clients
36	General Services Agency - City Administrator	Labor Standards Enforcement	Limited	Direct Clients
37	General Services Agency - City Administrator	Medical Examiner	Extensive	Direct Clients
29	General Services Agency - City Administrator	311 Customer Service Center	None	N/A
31	General Services Agency - City Administrator	Civic Engagement and Immigrant Affairs	None	N/A
34	General Services Agency - City Administrator	Entertainment Commission	None	N/A
35	General Services Agency - City Administrator	Grants for the Arts	None	N/A
28	General Services Agency - City Administrator	Convention Facilities	-	-
38	General Services Agency - City Administrator	Neighborhood Beautification	-	-
42	General Services Agency - Public Works		None	N/A
44	Health Services System		Limited	Direct Clients
45	Human Resources		Extensive	Direct Clients
46	Human Rights Commission		Limited	Both
47	Human Services Agency		Extensive	Direct Clients
48	Juvenile Probation		Extensive	Direct Clients
49	Law Library		None	N/A
50	Mayor	Neighborhood Services	Limited	Direct Clients
51	Mayor	Housing	Extensive	Contractors/Grantees
52	Municipal Transportation Agency		Limited	Direct Clients
53	Police Department		Limited	Direct Clients
54	Office of Citizen Complaints		Extensive	Direct Clients
55	Port		None	N/A
59	Public Utilities Commission		None	N/A
56	Public Defender		Extensive	Direct Clients
57	Public Health		Extensive	Both
58	Public Library		Limited	Direct Clients

	<b>Department</b>	<b>Division</b>	<b>Degree of Disaggregated Demographic Data Collected<sup>29</sup></b>	<b>Source of Data: Clients, Contractors, or Both</b>
60	Recreation and Park		Limited	Direct Clients
61	Rent Arbitration Board		Extensive	Both
62	Retirement System		Limited	Both
63	Sheriff		Extensive	Direct Clients
64	Status of Women		Extensive	Contractors/Grantees
65	Treasurer & Tax Collector		None	N/A
66	War Memorial and Performing Arts Center		None	N/A

## Appendix E: Tools Used in Demographic Data Collection

Departments use a variety of tools when collecting data about clients served through their programs, as summarized below.

### Database Applications

A number of departments have extensive data collection practices that rely heavily on electronic database programs. Such programs include generic Microsoft Access or Excel applications, as well as applications designed specifically for that department's or field's use, such as the Lifetime Clinical Record database used by the Department of Public Health (DPH) to track client records, or the DAMION system used by the District Attorney's Victim Services Division to track clients for victim compensation grants and advocacy through the criminal justice process.<sup>30</sup> Several respondents also have databases to track client or contractor information, but do not use these tools to compile and track disaggregated data.

### Online Tools

Three departments stand out for their use of a web-based database application. The Department of Children, Youth, and Their Families (DCYF) and the Children and Families Commission (First 5 SF) both use a Community-Based Organization Contract Management System (CMS). DCYF and First 5 SF have multi-million dollar grant programs that fund hundreds of community agencies providing direct services to children and youth. Programs are required to submit monthly or quarterly reports, providing demographic and service data for every client participating in the programs. As CMS also documents and tracks budget and invoicing information, program performance and budgets are integrally linked.<sup>31</sup>

The DPH Community Programs division uses the Coordinated Case Management System. This web-based database designed by intensive case managers and epidemiologists integrates electronic charting, reporting, and communication tools. In 2009, the division embarked on a strategic planning process that identified the following priorities: care coordination to prevent duplication, revenue maximization and cost saving, data sharing amongst providers, cultural and linguistic competence, capacity-building, and parity and equity in standards and accountability.<sup>32</sup> An online database to record, track, and report on clients and trends can support many of these priorities.

The online database is a user-friendly tool that can be accessed at any workstation, making it valuable for small programs or agencies without a great deal of capacity. Data stored online so that real-time information is available to the departments and reports can be run as soon as programs have submitted their data.

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<sup>30</sup> A description of this case management software program can be found at <http://www.damion.com/Default.aspx?RD=212&RN=DAMION>.

<sup>31</sup> A PowerPoint designed for grantees illustrating the use of the First 5 San Francisco's Contract Management System is available online at [http://www.first5sf.org/downloads/CMS\\_Training\\_082007.pdf](http://www.first5sf.org/downloads/CMS_Training_082007.pdf).

<sup>32</sup> Report on Community Programs strategic planning available online at <http://www.sfdph.org/dph/files/reports/CommunityProgs/CommProgsStakeholderRptExecSum05222009.pdf>.

### **Oral or Written Surveys**

The Airport performs an annual survey of airport users, an oral customer satisfaction tool that includes gender, language spoken, and zip code.<sup>33</sup> The Rent Arbitration Board provides an online and hard-copy customer satisfaction survey that collects gender data and the client's satisfaction with the services.<sup>34</sup> Additionally, for one month each year, the Rent Board polls clients, both in the office and over the phone, about language preference. The Sheriff's Department conducts a survey for 2 weeks each year in order to comply with the Equal Access to City Services Ordinance.

### **Office of the Controller's *City Survey***

The Office of the Controller conducts a biannual survey of City residents to gauge usage of and satisfaction with City and County services, including parks, streets, libraries, schools, and other areas of services provided by the government. The *City Survey* collects a variety of demographic information, including the number of people in the household, age, sex, sexual orientation, ethnicity, level of education, employment data, income, and disability status. The survey is provided as a written questionnaire, phone interview, or online survey. In 2009, 2,770 San Francisco residents responded to the *City Survey*, each providing valuable information about the use of City services. The Controller's report notes that, as with all surveys, the population sample is not entirely representative of San Francisco. For example, respondents are more likely to be over 44 years old, white, live with others, and be more highly educated than average.<sup>35</sup> Despite these caveats, departments can use the disaggregated data collected through the survey to more closely align their services with constituent needs. The Recreation and Parks Department stated that it uses the *City Survey* data to guide its programming.

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<sup>33</sup> The survey results are not available online, but selected statistics have been used by the Airport to promote concessions, as seen at <http://www.flysfo.com/web/page/about/T2/concessions/stats.html>.

<sup>34</sup> Customer Satisfaction Survey for the Rent Board is available online at [http://www.sfgov.org/site/rentboard\\_index.asp?id=2154](http://www.sfgov.org/site/rentboard_index.asp?id=2154).

<sup>35</sup> The *City Survey 2009* report is available online at [http://www.sfgov.org/site/controller\\_csa\\_index.asp?id=59064](http://www.sfgov.org/site/controller_csa_index.asp?id=59064).

## Appendix F: Case Study of the Department of Public Health

The Department of Public Health (DPH) is the largest department in the City and County of San Francisco, with an extensive array of programs, both direct and contractual. These programs offer a variety of services, from trauma services provided through the Emergency Department to ongoing behavioral health services provided through community-based clinics and other providers. Almost all of the DPH program areas use disaggregated data to some extent. Detailed data allows DPH to take the necessary broad view of health while also looking closely at what is being provided and what is still needed.

Each year, the DPH Annual Report<sup>36</sup> provides an account of the demographics of its clientele in the major program areas that serve patients and clients directly. The Annual Report is an example of data that has been collected from throughout DPH's many programs and reported publicly. The Report is often used as a reference document by members of the public and staff.

DPH relies heavily on data to make policy and budgetary decisions. DPH provides population-based public health services that benefit all San Franciscans. These services include environmental health, vital statistics, health promotion and emergency medical services, for example. In order to make decisions about population-based services, a complete understanding of the population is necessary. The following information provides just some examples of how data is used to inform decisions and priorities at DPH.

**Example 1:** Cultural competency is a priority in all DPH services. Demographic data, including gender, race/ethnicity, and/or other characteristics such as disability, age, immigration status, parental status, and/or sexual orientation all support providers in making appropriate, culturally competent care recommendations and referrals for clients. For example:

- DPH evaluates funding proposals from community programs in lights of the organizations' ability to provide culturally competent services to the community they propose to serve.
- SFGH uses information about language needs of clients to inform the hiring of a linguistically competent staff.
- Laguna Honda Hospital (LHH), a City-owned skilled nursing facility, uses language data to inform the contracting of as-needed Certified Nursing Assistants (CNAs) with specific language skills, particularly for LHH's Chinese units. The bilingual pay premium for language proficient employees and LHH's mission to provide culturally-sensitive care are both weighed in budget and policy decisions.
- LHH purchases goods and services (e.g., food, hygiene supplies) to accommodate residents' cultural, ethnic, and/or disability-related needs.

**Example 2:** DPH's Community Programs creates a Health Status Report, and uses it in the following ways:

- To develop recommendations to respond to health disparities.

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<sup>36</sup> DPH Annual Reports are available online at <http://www.sfdph.org/dph/files/reports/PolPlanRpts.asp>. Demographic data of clients served by DPH is included in Chapter 4: Who We Serve of the FY07-08 report.

- To create new priorities for its Requests for Proposals (RFPs) as well as new initiatives. For example, the HIV/AIDS Unit uses disaggregated data to note trend changes in the epidemic to align funding priorities accordingly.
- To initiate new programming for high utilizers.

**Example 3:** At San Francisco General Hospital (SFGH), managers use data to create programs and pilot new initiatives. For example:

- Americans with Disabilities Act (ADA) improvements at the hospital are driven by collecting and analyzing disability data. For example, this type of data has helped hospital planners decide how many ADA bathrooms and showers were needed in inpatient and outpatient areas, an ongoing, 3-year project.
- The Acute Care for Elders (ACE) unit targets patients over 65 years old and the Transitional Care Program targets patients over 60 years old who are being discharged from the hospital to home. Such units can address the special needs of clients, allowing for better care and outcomes.

**Data Collection Tools Employed by the Department of Public Health**

As noted, DPH collects data from a number of sources, including clients directly served by DPH programs, as well as contractors providing grant-funded or reimbursed services for the agency. Because of variable sources of funding and types of programmatic activities, different data collection strategies are necessary. DPH employs internal databases, web-based databases, statewide medical record-keeping tools, and generic computer applications to document the necessary information about every client served. The following chart details the many systems DPH has developed to ensure the appropriate information is collected by its programs and contractors.

DPH Section <sup>37</sup>	Data Collection Tools	Source of Data
Community Health Network	<ul style="list-style-type: none"> <li>• Lifetime Clinical Record (LCR): data includes patient demographic, financial, and utilization information for both San Francisco General Hospital and community-based clinic patients</li> </ul>	Direct Clients
Laguna Honda Hospital	<ul style="list-style-type: none"> <li>• Center for Health Systems Research and Analysis (CHSRA)</li> <li>• Certification and Survey Provider Enhanced Reports (CASPER), a state data system</li> </ul>	Direct Clients
Community Programs	<ul style="list-style-type: none"> <li>• Coordinated Case Management System</li> </ul>	Direct Clients and Contractors

<sup>37</sup> Only those programs that collect disaggregated data have been included in this chart. DPH’s other programs, such as Jail Health, the Child/Youth Immunization and Communicable Disease Prevention Unit, and the Adult Immunization and Communicable Disease Prevention Unit, do not collect disaggregated data.

DPH Section <sup>37</sup>	Data Collection Tools	Source of Data
Community Behavioral Health Services	<ul style="list-style-type: none"> <li>• Mental Health Billing Information System (BIS)</li> <li>• Substance Abuse BIS</li> </ul>	Direct Clients and Contractors
HIV Prevention	<ul style="list-style-type: none"> <li>• HIV Prevention Health Education and Risk Reduction and Prevention with Positives</li> <li>• HIV Counseling, Testing and Linkages</li> <li>• Syringe Access Programs, or needle exchange (not disaggregated)</li> </ul>	Contractors
Dental	<ul style="list-style-type: none"> <li>• Microsoft Access</li> <li>• Microsoft Excel</li> </ul>	Direct Clients
WIC Program	<ul style="list-style-type: none"> <li>• Integrated Statewide Information System (ISIS)</li> </ul>	Direct Clients
Housing and Urban Health	<ul style="list-style-type: none"> <li>• LCR</li> <li>• Patient Files</li> <li>• Oracle</li> <li>• Microsoft Access</li> </ul>	Direct Clients and Contractors
Health at Home	<ul style="list-style-type: none"> <li>• Home Care Software: from Encore, a product of Delta Health Technologies</li> <li>• Outcome Concept Systems</li> </ul>	Direct Clients
Sexually Transmitted Disease Prevention and Control Services	<ul style="list-style-type: none"> <li>• City Clinic registration system, which collects basic demographics through in-person interviews</li> <li>• Confidential Morbidity Report (CMR)</li> <li>• Reported Disease Morbidity, which collects age, race, sex, and gender of sexual partners collected on CMR</li> </ul>	Direct Clients