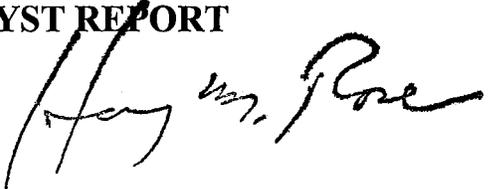


**CITY AND COUNTY OF SAN FRANCISCO
BOARD OF SUPERVISORS**

BUDGET AND LEGISLATIVE ANALYST

1390 Market Street, Suite 1150, San Francisco, CA 94102
(415) 552-9292 FAX (415) 252-0461

LEGISLATIVE ANALYST REPORT

To: Supervisor Campos
From: Budget and Legislative Analyst 
Date: January 10, 2011
Re: Analysis of City Commissions, Boards, Task Forces and other
Oversight and Advisory Bodies (Project 100152.2)

SUMMARY OF REQUESTED ACTION

Your office requested that the Budget and Legislative Analyst provide an overview of the character, structure, responsibilities, and powers of city commissions and task forces established in the City Charter. Specifically, you asked that we include the Police Commission, Planning Commission, Health Commission, Building Inspection Commission, and Rent Board in our summary. You also asked that we describe the characteristics of commissions and task forces.

EXECUTIVE SUMMARY

- The City Charter establishes the majority of the City's boards and commissions and contains provisions that: (a) allow the Board of Supervisors to create other boards and commissions by ordinance; and (b) allows voters to create boards and commissions by voting in favor of an ordinance on the ballot at a Citywide election.
- Almost all appointive boards and commissions established by the Charter are defined as part of the City's Executive Branch along with the Mayor, departments and other units of government. Although roles and responsibilities of Charter-authorized boards and commissions vary, most play a departmental oversight role for which a core set of duties are specified in the Charter. Some boards and commissions are also delegated additional duties and powers including an adjudicative, or "quasi-judicial", role in which the board or commission is responsible for hearing evidence, making findings based on the evidence, and issuing a ruling consistent with evidence, findings and applicable law. Some Charter-authorized boards and commissions play a quasi-judicial role only.
- Appointments to a board or commission may consist of (a) exclusively mayoral appointments, (b) Mayoral and Board of Supervisors appointments, or (c) mixed systems of appointments divided among multiple appointing authorities. The City Charter generally specifies that all members appointed to serve on boards or commissions established in the Charter must be electors for the duration of their term.

Board and commission term lengths specified in the Charter range from one to six years

- The City Charter identifies 51 departments, of which 32, or 63 percent, have boards or commissions in place to oversee the department. Of the remaining 19 departments, six are headed by elected officials expected to set the policy for the department and six are within the General Services Agency, headed by the City Administrator but without an oversight commission. The others do not have an oversight board or commission.
- The Administrative Code also establishes certain boards, commissions, and oversight bodies and delegates additional responsibilities to some of the boards and commissions established by the Charter. Inclusion in the Administrative Code requires adoption of legislation by the Board of Supervisors as compared to voter approval which is required to amend the City Charter. The roles of Administrative Code-authorized boards, commissions and oversight bodies vary but generally mirror the structure of such bodies in the Charter. The difference between oversight bodies authorized by the Charter and the Administrative Code is that those authorized by the Administrative Code for the most part oversee agencies created by federal and/or State law that are technically not part of the municipal corporation of San Francisco.
- In addition to the boards and commissions whose primary responsibilities are departmental oversight and/or quasi-judicial functions, the Charter and Administrative Code also establishes a number of advisory bodies including other boards and commissions, committees, councils, authorities, and task forces. These appointed bodies generally have limited authority and are charged with collecting and distilling information on a specific topic for some combination of the Board of Supervisors, the Mayor, other elected officials and/or City departments. More of these bodies are authorized by the Administrative Code than the Charter. There are also many such bodies in place that were not authorized by either the Charter or Administrative Code but have simply been appointed by an elected official or department head.
- The basic definition of task force is the temporary grouping of individuals and resources for the accomplishment of a specific objective. One factor differentiating a task force from other oversight and advisory bodies is a limited duration. Most task forces are established to address a specific issue.

BACKGROUND

In 1932 San Francisco voters adopted the first City Charter, establishing the majority of the City's boards and commissions and containing provisions that (a) allowed the Board of Supervisors to create other boards and commissions by ordinance and (b) allowed voters to create boards and commissions by approving an ordinance on the ballot at a Citywide election. In 1996, voters adopted a revised Charter that added new boards and commissions in addition to those established in the 1932 version and continued to allow for creation of boards and commissions by ordinance.¹

¹ San Francisco City Attorney's Office, "Memorandum on Appointments to Boards, Commissions, and Certain Other Entities," February 2010.

ROLES OF COMMISSIONS AND BOARDS

Almost all of the appointive boards and commissions established by the Charter are defined as part of the City's Executive Branch along with the Mayor, departments and other units of government. Though part of the executive branch, the roles and responsibilities of Charter-authorized boards and commissions vary. Most play a departmental oversight role for which a core set of duties are specified in the Charter. Some boards and commissions are also delegated additional duties and powers in the Charter or Administrative Code and some are delegated an adjudicative, or "quasi-judicial", role in which they are responsible for hearing evidence, making findings based on the evidence, and issuing a ruling consistent with evidence, findings and applicable law. Finally, some boards and commissions perform a quasi-judicial role only, as mandated by the Charter, and have no departmental oversight responsibilities. An exception to Charter-authorized boards and commissions being part of the executive branch is the Juvenile Probation Commission, which is defined in the Charter as part of the judicial branch, under the Superior Court.

As examples of the different roles played by boards and commissions, the Human Services Commission is the oversight and policy-making body for the Human Services Agency but does not have a quasi-judicial role. The Police Commission performs the oversight role for the Police Department but is also delegated a quasi-judicial role in the Charter to "prescribe and enforce any reasonable rules and regulations that it deems necessary to provide for the efficiency of the Department...". This provision gives the Police Commission authority to adjudicate employee discipline matters through a hearing process. Similarly, the Planning Commission oversees the Planning Department and issues land development permits through its quasi-judicial hearings. Finally, the Board of Appeals is an example of a Charter-authorized body that is strictly quasi-judicial: its only role is to hear appeals on any licenses and permits that have been denied by City agencies or departments (except for permits and licenses awarded under the jurisdiction of the Port Commission and Recreation and Park Commission). The Youth Commission is an exception to the general pattern of Charter-authorized boards and commissions in that it is advisory only; it does not perform either departmental oversight or quasi-judicial functions.

The core set of departmental oversight roles and responsibilities established in the City Charter for most appointive boards and commissions are as follows. Unless specified elsewhere in the Charter, all boards and commissions affiliated with a department (i.e., those that are not exclusively quasi-judicial or advisory) are to fulfill at least these functions. The Charter and the City's Administrative Code specify additional duties and responsibilities for some boards and commissions.

- 1) Formulate, evaluate and approve goals, objectives, plans and programs and set policies consistent with the overall objectives of the City and County, as established by the Mayor and the Board of Supervisors through the adoption of City legislation;

- 2) Develop and keep current an Annual Statement of Purpose outlining its areas of jurisdiction, authorities, purpose and goals, subject to review and approval by the Mayor and the Board of Supervisors;
- 3) After public hearing, approve applicable departmental budgets or any budget modifications or fund transfers requiring the approval of the Board of Supervisors, subject to the Mayor's final authority to initiate, prepare and submit the annual proposed budget on behalf of the executive branch and the Board of Supervisors' authority;
- 4) Recommend to the Mayor for submission to the Board of Supervisors rates, fees and similar charges with respect to appropriate items coming within their respective jurisdictions;
- 5) Unless otherwise specifically provided, submit to the Mayor at least three qualified applicants, and if rejected, to make additional nominations in the same manner, for the position of department head, subject to appointment by the Mayor;
- 6) Remove a department head; the Mayor may recommend removal of a department head to the commission, and it shall be the commission's duty to act on the Mayor's recommendation by removing or retaining the department head within 30 days; failure to act on the Mayor's recommendation shall constitute official misconduct;
- 7) Conduct investigations into any aspect of governmental operations within its jurisdiction through the power of inquiry, and make recommendations to the Mayor or the Board of Supervisors;
- 8) Exercise such other powers and duties as shall be prescribed by the Board of Supervisors;
- 9) Appoint an executive secretary to manage the affairs and operations of the board or commission;
- 10) Hold hearings and take testimony; and,
- 11) Retain temporary counsel for specific purposes, subject to the consent of the Mayor and the City Attorney.

Arts and culture commissions and employee retirement and health services system boards and commissions are exempt from these core requirements. Their unique powers and duties are spelled out separately in the Charter and Administrative Code.

Appointment Process, Appointee Requirements, and Term Limits of Charter Commissions and Boards

According to the *2010-11 Good Government Guide* issued by the City Attorney's Office, the City Charter describes four methods of appointment to a board or commission:

- 1) Exclusively mayoral appointments to the board or commission, governed by Charter Section 3.100(17).

This is the most common appointment process in which the Mayor appoints all members of the board or commission. The appointments are effective immediately, although the Board of Supervisors has the right to reject any appointment, by a two-thirds majority vote, within 30 days of the appointment. Examples of this appointment process include the: Airport Commission; Civil Service Commission; Health Commission; Human Rights Commission; and, the Recreation and Park Commission.

- 2) Appointments by the Mayor not governed by Charter Section 3.100(17).

For some commissions and boards, the Mayor appoints the members but different rules apply as to when the appointments take place or, in some cases, the appointments do not take effect until they are approved by the Board of Supervisors. Examples of this appointment process include the Port Commission, the Public Utilities Commission and the Municipal Transportation Agency.

- 3) Appointments shared by the Mayor and the Board of Supervisors.

Appointment to a number of Charter authorized boards and commissions are shared by the Mayor and the Board of Supervisors, or the Board President. Examples of this type of appointment process include the Building Inspection Commission, Planning Commission, Police Commission, and the Small Business Commission.

- 4) Appointment by other entities in addition to the Mayor and Board of Supervisors.

Examples of this approach include the Elections Commission, in which one member each is appointed by the Mayor, Board of Supervisors, Board of Education, City Attorney, District Attorney, Public Defender, and Treasurer. Similarly, for the Ethics Commission, the Mayor, Board of Supervisors, Assessor, City Attorney, and District Attorney appoint one member each.

Some exceptions to these four approaches are found in the Charter. Members of the Law Library Commission and the Fine Arts Board of Trustees are selected and voted in by incumbent members. Members of the Asian Art Museum Commission are appointed by the Mayor, but the Charter mandates that they Mayor solicit nominees from the Commission.

The City Charter generally specifies that all members appointed to serve on boards or commissions established in the Charter must be electors² for the duration of their term. While the term of office for most appointive boards and commissions is four years,

² Elector is defined as a person registered to vote in San Francisco.

variation exists. Board and commission term lengths specified in the Charter range from one to six years.

Figure 1 presents an overview of all boards and commissions authorized by the Charter.

Figure 1: Boards and Commissions Authorized by the Charter with Oversight and/or Quasi-Judicial Roles					
Board or Commission	Charter Section	Appointing Authority(ies)	Department Oversight Role	Quasi-Judicial Role	Advisory Role
Aging, Commission on	4.120	Mayor	Dept. of Aging & Adult Svcs.		
Airport Commission	4.115	Mayor	Airport		
Arts Commission	5.103	Mayor	Arts Commission		✓
Asian Art Commission	5.102, 5.104	Mayor	Asian Art Museum		
Board of Appeals	4.106	Mayor, Board of Supervisors (BOS)	None	✓	
Building Inspection Commission	4.121	Mayor, BOS	Dept. of Building Inspection	✓	
Civil Service Commission	10.100 10.101	Mayor	Civil Service Commission	✓	
Elections Commission	13.103-13.105	Multiple appointers	Department of Elections		
Entertainment Commission	4.117	Mayor, BOS	Entertainment Commission	✓	
Environment, Commission on	4.118	Mayor	Department of Environment		
Ethics Commission	15.100	Multiple appointers	Ethics Commission	✓	
Fine Arts Museums Board of Trustees	5.102, 5.105	Incumbent Board members	De Young Museum and Palace of Legion of Honor		
Fire Commission	4.108	Mayor	Fire Department	✓	
Health Commission	4.110	Mayor	Department of Public Health		
Health Services Board	12.200, 12.201	Mayor, BOS president, members	Health Service System	✓	

Memo to Supervisor Campos
January 10, 2011

Board or Commission	Charter Section	Appointing Authority(ies)	Department Oversight Role	Quasi-Judicial Role	Advisory Role
Historic Preservation Commission	4.135	Mayor	None	✓	✓
Human Rights Commission	4.107	Mayor	Human Rights Commission	✓	
Human Services Commission	4.111	Mayor	Human Services Agency		
Juvenile Probation Commission	7.102	Mayor	Juvenile Probation Department		
Law Library Commission	8.103	Incumbent Board members	Law Library		
Library Commission	8.102	Mayor	Library		
Municipal Transportation Agency Board of Directors	8A.102	Mayor	Municipal Transportation Agency		
Planning Commission	4.105	Mayor, BOS president	Planning Department	✓	
Police Commission	4.109	Mayor, BOS	Police Department	✓	
Port Commission	4.114	Mayor	Port		
Public Utilities Commission	4.112	Mayor	Public Utilities Commission		
Recreation and Parks Commission	4.113	Mayor	Recreation and Parks Department		
Retirement Board	12.100	Mayor, Board president, members	Employee Retirement System	✓	
Retiree Health Trust Fund Board	12.204	Multiple appointers	Retiree Health Care Trust Fund		
Small Business Commission	4.134	Mayor, BOS President	Office of Small Business		
Status of Women, Commission on	4.119	Mayor	Commission on Status of Women		
War Memorial Board of Trustees	5.106	Mayor	War Memorial and Performing Arts Center		
Youth Commission	4.122, 4.123	Mayor, BOS	None; advisory only		✓

Source: San Francisco Charter

More details on these boards and commissions are presented in the Appendix to this report.

As can be seen in Figure 1, there is variation in the oversight roles played by Charter-authorized boards and commissions. Some boards and commissions oversee very large, complex departments such as the Police Department and the Department of Public Health while others have or limited scopes of duty such as overseeing smaller departments, in some cases amounting to just a small staff serving the commission itself.

Commissions, Boards and Oversight Bodies Authorized by the Administrative Code

In addition to oversight and adjudicative bodies and responsibilities established in the Charter, the Administrative Code also establishes certain boards, commissions, and oversight bodies as well as delegating additional responsibilities to some of the boards and commissions established by the Charter. Inclusion in the Administrative Code requires adoption of legislation by the Board of Supervisors as compared to voter approval required for amendments to the City Charter.

The roles of Administrative Code-authorized boards, commissions and oversight bodies vary but generally mirror the structure and powers of such bodies created in the Charter. Some Administrative Code-authorized boards and commissions, such as the Redevelopment Commission and the Housing Authority, fulfill a department oversight role similar to most of the boards and commissions authorized by the Charter. The difference between oversight bodies authorized by the Charter and the Administrative Code is that those authorized by the Administrative Code for the most part oversee agencies that are created by federal and/or State law and are technically not part of the municipal corporation of San Francisco. For example, the Redevelopment Commission and the Housing Authority derive their authority from the California Health and Safety Code, although the Administrative Code does contain language regarding implementation. As with Charter-authorized boards and commissions, some of the bodies authorized by the Administrative Code also have quasi-judicial roles. Some Administrative Code-authorized boards and commissions play an exclusively quasi-judicial role such as the Assessment Appeals Board and the Relocation Appeals Board. A final group of commissions, boards, committees and councils authorized by the Administrative Code are advisory in nature only such as the Delinquency Prevention Commission, the Film Commission, the Shelter Monitoring Committee and others.

Figure 2 presents boards and commissions established by the Administrative Code that are most similar to the majority of the boards and commissions established by the City Charter in that they have a departmental oversight role and/or a quasi judicial role.

Figure 2: Boards and Commissions Authorized by the Administrative Code with Oversight and/or Quasi-Judicial Roles

Board or Commission	Administrative Code Section	Appointing Authority	Oversight Role	Quasi-judicial role
Assessment Appeals Board	2B	Board of Supervisors	None	✓
Children and Families First Commission	86	Board of Supervisors	First 5 San Francisco	
Health Authority	69	Board of Supervisors, Mayor, Health Commission	City Medi-Cal services	
Housing Authority	12.1-12.2	Mayor	San Francisco Housing Authority	
IHSS Public Authority	70	Board of Supervisors	In-Home Supportive Services	
Mental Health Board	15	Board of Supervisors	Mental Health Department services	
Redevelopment Agency Commission	24	Mayor	San Francisco Redevelopment Agency	
Relocation Appeals Board	24B	Mayor	None	✓
Residential Rent Stabilization and Arbitration Board	37	Mayor	Residential Rent Stabilization and Arbitration Board	✓
Local Workforce Investment Board	30.1-30.7	Mayor	Office of Economic and Workforce Development	

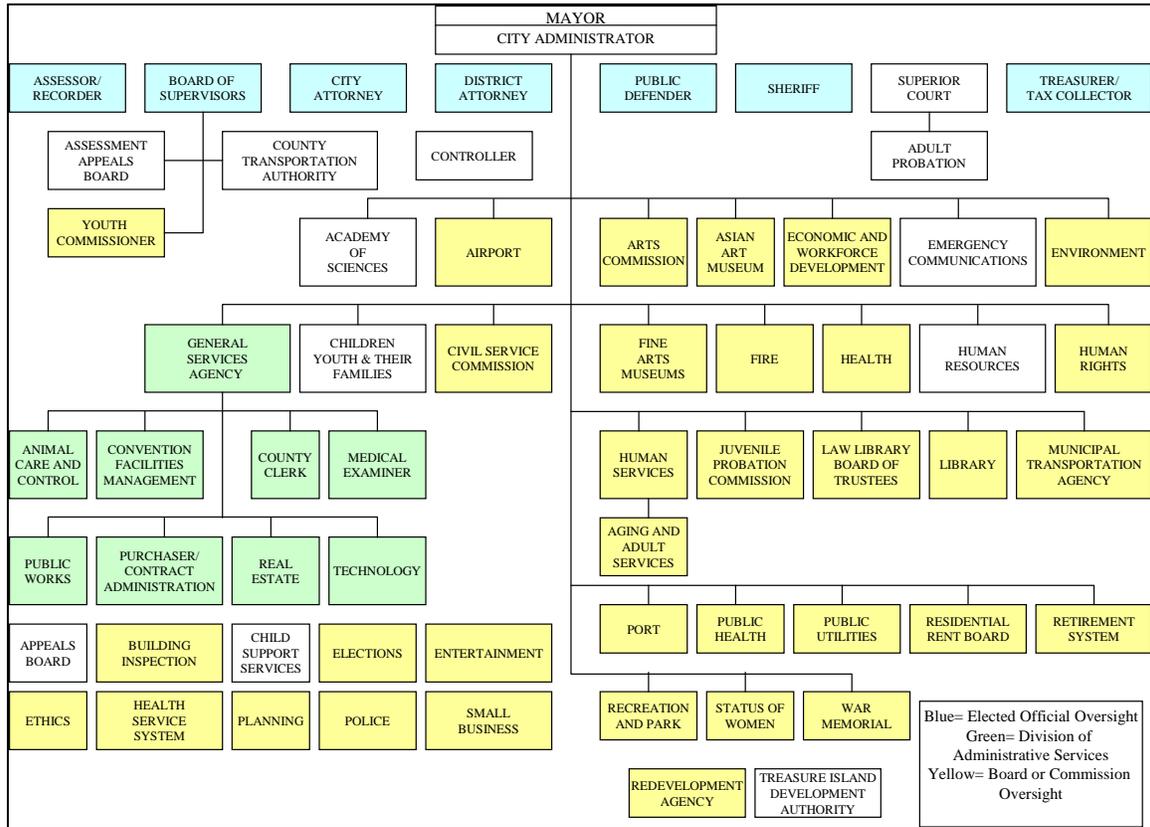
Source: Administrative Code

The majority of City agencies and departments have Charter-authorized boards or commissions that serve as oversight bodies.

City agencies and departments fall under the City’s executive branch of government. According to the City Charter, the responsibilities of each department within the executive branch are prescribed by ordinance, and the administration and management of each department are the responsibility of the department head, who is often appointed by the board or commission associated with the department. Exceptions to this are departments headed by elected officials, most of those under the jurisdiction of the City Administrator, who serves as director of the General Services Agency.

Figure 3 below is an organization chart of San Francisco’s executive branch of government prepared by the City Controller’s Office that identifies which San Francisco agencies and departments have an oversight body or are led by an elected official or the City Administrator.

Figure 3: Oversight of City Departments



Source: Chart prepared San Francisco Controller’s Office, modified by Budget & Legislative Analyst³

Of the City’s 51 Departments, 32 or 63 percent, have boards or commissions that oversee the department. Of the remaining 19 departments, six are headed by the following elected officials and do not have a board or commissions: Assessor Recorder, City Attorney, District Attorney, Public Defender, Sherriff, and Treasurer/Tax Collector. The remaining 13 departments either report to the City Administrator in lieu of a board of commission or are not overseen by a board of commission.

A smaller number of boards and commissions’ functions include a quasi-judicial role.

Not all commissions act in a quasi-judicial role. Based on the roles of City boards and commissions detailed in the City Charter and Administrative Code, twelve perform at least one of the following quasi-judicial duties: (a) overseeing licensing and permits, (b) adjudicating matters between private parties, and (c) adjudicating matters between the City and private parties or employees.

Figure 4 below offers more specific details the primary quasi-judicial responsibilities.

³ The organizational chart does not present the following departments, offices, and programs within the General Services Agency: 311 Customer Service Call Center, Capital Planning Program, Central Shops, Office of Civic Engagement and Immigrant Affairs, Mayor’s Office on Disability, Grants for the Arts, Office of Labor Standards Enforcement and Risk Management.

Figure 4: Quasi -judicial Functions of Boards and Commissions

Commission Name	Department Affiliation	Oversees Licensing and Permits	Adjudicates Matters between the City and Employees	Adjudicates Matters between the City and Private Parties
Assessment Appeals Board	None			✓
Board of Appeals	None			✓
Building Inspection Commission	Department of Building Inspection	✓		✓
Civil Service Commission	Civil Service Commission		✓	
Entertainment Commission	General Services Agency	✓		
Ethics Commission	Ethics Commission			✓
Fire Commission	Fire Department		✓	
Health Services Board	Health Services System		✓	✓
Historic Preservation Commission	Planning Department	✓		✓
Human Rights Commission	Human Rights Commission		✓	✓
Planning Commission	Planning Department	✓		✓
Police Commission	Police Department		✓	✓
Relocation Appeals Board	None			✓
Residential Rent Stabilization and Arbitration Board	Rent Board			✓

Source: San Francisco Charter and Administrative Code

Inventorying the roles of boards commissions provides a helpful guide in understanding the functions of boards and commissions. A closer look at selected boards and commissions, as described in the City Charter, Administrative Code and by the City Attorney’s Office in its “Memorandum on Appointments to Boards, Commissions, and Certain Other Entities” lends further insight into the different responsibilities described in the Charter.

Assessment Appeals Board

Independent agency mandated by State law to decide disputes between property owners and the Assessor

- *Quasi-judicial function: Conducts hearings to hear evidence from property owners and Assessor pertaining to disputes about assessed property values. Based on evidence presented, the Board decides value of property.*

Board of Appeals

- *Quasi-judicial function:* Hears and determines appeals with respect to persons who have been denied a permit or license, or whose permit or license has been suspended, revoked or withdrawn, or who believes that his or her interest or the public interest will be adversely affected by the grant, denial, suspension or revocation of a license or permit;⁴
- *Quasi-judicial function:* Hears and determines appeals related to allegations of error or abuse of discretion in any order, requirement, decision or determination made by the Zoning Administrator in the enforcement of the provisions of any ordinance creating zoning districts or regulating the use of property in the City and County.

Building Inspection Commission

- Oversees the Department of Building Inspection (DBI), which is in turn accountable for the enforcement, administration, and interpretation of the City's Building, Housing, Plumbing, Electrical, and Mechanical Codes;
- *Quasi-judicial function:* Hears appeals decisions made by DBI and Department of Public Works staff;
- *Quasi-judicial function:* Members of the Commission serve on the Abatement Appeals Board, which hears appeals from DBI's abatement orders.

Civil Service Commission

- Ensures that the affirmative action plans of each department are current and are being properly implemented;
- Institutes and oversees legal proceedings for violations of any civil service merit system or Department of Human Resources provisions of the City Charter;
- *Quasi-judicial function:* Hears appeals from an action of the Human Resources Director related to (a) allegations of discrimination as defined in Article XVII of the City Charter, (b) allegations of fraud and (c) allegations of conflict of interest.

Entertainment Commission

- *Quasi-judicial function:* Accepts entertainment-related permit applications, reviews relevant information, conducts public hearings on grants, revocations and suspensions of permits.

Ethics Commission

- Responsible for the implementation, administration and interpretation of local ethics laws relating to campaign finance, lobbying, conflict of interest, governmental ethics, open meetings and public records;
- *Quasi-judicial function:* Conducts hearings and issues decisions, including assessment of fees and penalties, pertaining to violations of ethics laws.

Fire Commission

- Oversees and manages the Fire Department;
- Prescribes and enforces any reasonable rules and regulations that it deems necessary to provide for the efficiency of the Fire Department;

⁴ With the exception of permits or licenses under the jurisdiction of the Recreation and Park Commission or Department, or the Port Commission, or building or demolition permits for projects that have received a permit or license pursuant to a conditional use authorization

- *Quasi-judicial function*: Adjudicates matters pertaining to employee discipline.

Health Services Board

- Oversees and administers health plans for members and their dependents;
- *Quasi-judicial function*: Acts upon appeals from Health Services System members and those who have contracted to render medical care to members.

Historic Preservation Commission

- Advises the City on historic preservation matters and participates in processes that involve historic or cultural resources;
- *Quasi-judicial function*: Approves Certificates of Appropriateness for landmarks or other resources located in historic districts and approves Permits to Alter for certain downtown buildings.

Human Rights Commission

- *Quasi-judicial function*: Investigates and mediates complaints of unlawful discrimination;
- *Quasi-judicial function*: Holds hearings, issues subpoenas to require witnesses to appear and require the production of evidence, administers oaths, takes testimony and issues appropriate orders and petitions for court orders.

Planning Commission

- Oversees the Planning Department;
- Periodically recommends proposed amendments to the General Plan to the Board of Supervisors for approval or rejection;
- Proposes ordinances regulating or controlling the height, area, bulk, set-back, location, use or related aspects of any building, structure or land;
- Reviews ordinances proposed by the Board of Supervisors for concerning zoning, and applications for the reclassification of property may be made by interested parties;
- *Quasi-judicial function*: Approves all permits and licenses dependent on, or affected by, the City Planning Code;
- *Quasi-judicial function*: Hears and decides on conditional use applications.

Police Commission

- Oversees and manages the Police Department;
- Prescribes and enforces any reasonable rules and regulations that it deems necessary to provide for the efficiency of the Police Department;
- *Quasi-judicial function*: Adjudicates matters pertaining to employee discipline and the Office of Citizen Complaints, which is responsible for investigating citizen complaints of police misconduct, providing investigatory findings and recommendations for discipline to the Chief of Police.
- *Quasi-judicial function*: Employees facing more than ten days of suspension have the right to a trial before the Commission, and an employee may appeal to the Commission for short-term suspensions issued by the Chief of Police.

Relocation Appeals Board

- *Quasi-judicial function:* Hears all resident complaints related to relocations services against the Redevelopment Agency or any other City agency responsible for providing relocation services, and determines whether the agency has complied with applicable provisions of the California Redevelopment Law and related federal regulations.

Residential Rent Stabilization and Arbitration Board (Rent Board)

- Implements and administers San Francisco's residential rent control ordinance by promulgating policies, rules and regulations, and holding hearings;
- Administers the City's residential hotel visitor policy;
- Sets the interest rate on residential security deposits;
- *Quasi-judicial function:* Conducts rental arbitration and residential hotel visitor policy hearings, and administers oaths and affirmations in connection with such hearings.

TASK FORCES AND OTHER OVERSIGHT OR ADVISORY BODIES

In addition to the boards and commissions identified and described above whose primary responsibilities are departmental oversight and/or quasi-judicial functions, the Charter and Administrative Code also establishes a number of advisory bodies including other boards and commissions, committees, councils, authorities, and task forces. These titles are used interchangeably, according to the City Attorney's Office, but generally describe bodies that are appointed to collect and distill information on a specific topic for some combination of the Board of Supervisors, the Mayor and/or City departments. Examples include the Youth Commission and the Recreation and Park Citizens' Advisory Committee, both authorized by the Charter, and the Citizens' Committee on Community Development and the Southeast Community Facility Commission, authorized by the Administrative Code.

There are substantially more advisory bodies created by the Administrative Code than the Charter probably due, in part, to the fact that a new committee or task force can be created in the Administrative Code by ordinance, as opposed to an amendment to the Charter that requires voter approval. The bodies created in the Administrative Code are, in some cases, required by federal or State law, such as the Child Care Planning and Advisory Council, but, more typically, they are established in the Code as part of an ordinance adopted by the Board of Supervisors.

Task forces and advisory committees can be, and are, also created without authorization in either the Charter or Administrative Code. Such bodies can be appointed by elected officials and department heads, for example, for advisory purposes.

Figure 5 below lists all active Task Forces found in the Administrative Code. The Budget and Legislative Analyst notes, however, that several Task Forces still listed in the Administrative Code may no longer exist. For example, the Asthma Task Force, which is still listed in the Administrative Code, expired in June of 2008.

Figure 5: Authorities, Boards, Committees, Councils and Task Forces

Oversight Body	Administrative Code Section
Authorities	
Golden Gate Park Concourse Authority	Appendix 41
Health Authority	69
Housing Authority	12
Industrial Development Authority	42
In-Home Supportive Services (IHSS) Public Authority	70
Parking Authority	17
Boards	
Back Streets Businesses Advisory Board	5.260-5.265
Graffiti Advisory Board	5.170-5.174
Local Homeless Coordinating Board	48.4
Mental Health Board	15.12-15.14
Committees	
Advisory Committee of Street Artists and Craftsmen Examiners	Appendix 5
Area Rent Committee	32.34
Bicycle Advisory Committee	5.130-5.132
Citizens Advisory Committee	32.30-32.31
Citizens Advisory Committee for Street Utility Construction	5.64-5.66
Citizen's Committee on Community Development	2A.290
Eastern Neighborhoods Citizens Advisory Committee	10E.9
Energy Efficiency Steering Committee	5.90-5.97
Farmers' Market Advisory Committee	9A.5
Interagency Planning and Implementation Committee	36.3
Library Citizen's Advisory Committee	5.250
Loan Committee	32.32-32.33, 40.14-40.15
Pedestrian Safety Advisory Committee	5.20-5.21
PUC Revenue Bond Oversight Committee	5.30-5.36
PUC Citizens' Advisory Committee	5.140-5.142
San Francisco Museum and Historical Society Advisory Committee	2A.166
Shelter Monitoring Committee	20.302
State Legislation Committee	5.50-5.11
Street Utilities Coordinating Committee	5.60-5.63
Surplus Property Citizens' Advisory Committee	23A.9
Treasury Oversight Committee	10.80-1-10.80-5
Unreinforced Masonry Building Committee	66A.13-66A.14
Workforce Development Advisory Committee	30.7

Oversight Body	Administrative Code Section
Councils	
Adult Day Health Care Planning Council	44
Childcare Planning and Advisory Council	5.200
Disaster Council	7.3-7.4
Family Violence Council	5.190
Justice Tracking Information System (JUSTIS) Governance Council	2A.85
Reentry Council	5.1-5.16
Veteran's Affairs Council	5.100-5.107
Task Forces	
Asthma Task Force*	19.A
Citizens' Advisory Task Force for the Central Freeway*	Appendix 42
Citizens' Housing Task Force*	Appendix 23A
Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) Task Force*	12K.5
Elections Task Force*	Appendix 28
Foster Care Improvement Task Force	5.300, 5.305
Medical Cannabis Task Force	5.2-1-5.2-6
Neighborhood Community Justice Task Force	5.70-5.75
Task Force on Residential Treatment for Youth in Foster Care*	5.500, 5.505
Single Room Occupancy Hotel Safety and Stabilization Task Force (SRO Task Force)	41.D.3
Sunshine Ordinance Task Force	67.30
Voting Systems Task Force*	5.400, 5.405, 5.410
Western SoMa Citizens Planning Task Force	36.1
*May no longer be in operation.	
Source: San Francisco Administrative Code	

CONCLUSION

This report presents an overview of the character, structure, responsibilities, and powers of city commissions and boards established in the City Charter and Administrative Code as well as other oversight and advisory bodies such as boards, authorities, committees, task forces and councils. The Budget and Legislative Analyst suggests that further analysis of the effectiveness of commissions, task forces, and other entities might be the next step in understanding more about the roles played by oversight and advisory bodies in San Francisco. A case study approach might lend improved insight into whether specific boards and commissions are indeed meeting the purposes summarized in the Municipal Code and, in the case of commissions, detailed in Annual Statements of Purpose.

Copy: Clerk of the Board

Appendix: Commission Overview

Commission	Number of Members	Appointing Authority	Term Length (years)	Purpose of Commission*
Established in City Charter				
Aging, Commission on	7	Mayor	4	<ul style="list-style-type: none"> •Develops policy goals for the City in the form of an Area Plan as specified by federal regulations; •Provides a comprehensive and coordinated service delivery system for senior citizens; •Establishes Advisory Council to advise the Commission in accordance with federal law.
Airport Commission	5	Mayor	4	<ul style="list-style-type: none"> • Oversees the construction, management, supervision, maintenance, extension, operation, use and control of all property, as well as the real, personal and financial assets which are under the Commission's jurisdiction; •Plans and issues revenue bonds.
Arts Commission	15	Mayor	4	<ul style="list-style-type: none"> •Appoints and removes a Director of the Department; •Assists independent local arts groups with the development of their own programs; •Promotes the employment of artists and craftsmen in the public and private sectors; •Provides a liaison with state and federal agencies to ensure increased funding for the arts; •Promotes availability of living and working space for artists within the City.
Asian Arts Commission	27	Mayor	3	<ul style="list-style-type: none"> •Develops and administers the Asian Art Museum; •Controls and manages the City and County's Asian art and the Avery Brundage Collection; •Maintains a charitable foundation and legal entity for the purpose of developing the Asian Art Museum; •Promotes, establishes and develops an acquisition fund for Asian art objects; •Collaborates with other groups and institutions to extend and deepen the activities necessary to establish the Asian Art Museum.

Appendix: Commission Overview

Commission	Number of Members	Appointing Authority	Term Length (years)	Purpose of Commission*
Building Inspection Commission	7	Mayor, Board of Supervisors (BOS)	2	<ul style="list-style-type: none"> •Manages the Department of Building Inspection and the bodies subordinate to the Commission by overseeing the effective, efficient, fair and safe enforcement of the City and County's Building, Housing, Plumbing, Electrical, and Mechanical Codes, along with Disability Access Regulations.
Civil Service Commission	5	Mayor	6	<ul style="list-style-type: none"> •Establishes and revises rules, policy and procedures on the merit system applicable to City departments, classified employees of the San Francisco Unified School District, and the San Francisco Community College District; •Conducts hearings on appeals on examinations, eligible lists, minimum qualifications, discrimination complaints, future employment with the City, and other merit system matters; •Reviews, monitors and audits the operation of the merit system; •Provides an Inspection Service to applicants, employees, departmental representatives, union representatives, and members of the public; •Conducts training and outreach; •Sets salaries of elected officials.
Elections Commission	7		5	<ul style="list-style-type: none"> •Sets general policies for the Department of Elections; •Approves written plans prior to each election, submitted by the Director of Elections.
Entertainment Commission	7	Mayor, BOS	4	<ul style="list-style-type: none"> •Accepts, reviews and gathers information to conduct hearings for entertainment-related permit applications; •Plans and coordinates the provision of City services for major events.
Environment, Commission on	7	Mayor	4	<ul style="list-style-type: none"> •Sets policy for the Department of Environment and advises the Mayor and Board of Supervisors on environmental matters; •Reviews and make recommendations on any policy proposed by City agencies regarding conformity with the plans for environmental sustainability, except for those regarding building and land use; •Conducts public education and outreach on environmental issues.

Appendix: Commission Overview

Commission	Number of Members	Appointing Authority	Term Length (years)	Purpose of Commission*
Ethics Commission	5	Mayor, BOS, District Attorney, City Attorney, Assessor	6	<ul style="list-style-type: none"> •Acts as filing officer for, and auditor of, financial disclosure statements filed by political candidates and committees and designated City employees; •Assesses fees and penalties for failure to adhere to deadlines and requirements, audits statements to ensure compliance with contribution limits; •Administers an education program; •Oversees registration and regulation of campaign consultants, lobbyists, investigates ethics complaints, provides advice on ethical matters.
Fire Commission	5	Mayor	4	<ul style="list-style-type: none"> •Sets policy and supports the Department administration in the delivery of fire suppression, fire prevention and emergency medical services; •Encourages and supports systems to improve fiscal responsibility; •Encourages and supports the administration to develop an effective physical fitness and wellness program to promote the health, safety and welfare of the members of the Department and the public; •Actively encourages and support recruitment and education in the communities to attract highly qualified applicants; •Conducts open meetings regularly and convenes additional meetings to inform the general public of the work of the Commission and Department.
Health Commission	7	Mayor	4	<ul style="list-style-type: none"> •Acts as the governing and policy-making body of the Department of Public Health; •Manages and controls City hospitals, regulates emergency medical services, and all matters pertaining to the preservation, promotion and protection of the lives, health and mental health of San Francisco residents.
Historic Preservation Commission	7	Mayor	4	<ul style="list-style-type: none"> •Recommends approval, disapproval, or modification of landmark designations, historic district designations; •Approves Certificates of Appropriateness for work to designated landmarks. •Recommends approval or disapproval to the Board of Supervisors of significant or contributory buildings and conservation districts in C-3 districts. •Recommends Preservation Element of General Plan to Board of Supervisors. <p>Reviews and makes recommendations on the Planning Department budget and on rates, fees, and similar charges with respect to appropriate items coming within the Commission's jurisdiction.</p>

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Commission	Number of Members	Appointing Authority	Term Length (years)	Purpose of Commission*
Human Rights Commission	11	Mayor	4	<ul style="list-style-type: none"> •Investigates complaints of unlawful discrimination; •Ensures the civil rights of all persons; •Ensures that affirmative action plans of each Department are properly implemented; •Promotes understanding among City residents to work cooperatively with governmental agencies, community groups and others to eliminate discrimination by furnishing information, guidance and technical assistance; •Studies, investigates, mediates and makes recommendations with respect to the solving of community- wide problems.
Human Services Commission	5	Mayor	4	<ul style="list-style-type: none"> •Standard Charter requirements for commissions only.
Juvenile Probation Commission	7	Mayor	4	<ul style="list-style-type: none"> • Standard Charter requirements for commissions only..
Library Commission	7	Mayor	4	<ul style="list-style-type: none"> •Sets policy and is responsible the San Francisco Public Library system, including the budget; • Standard Charter requirements for commissions.
Municipal Transportation Agency Board of Directors	7	Mayor	4	<ul style="list-style-type: none"> •Appoints a Director of Transportation and an executive secretary who shall be responsible for administering the affairs of the Board of Directors; •Deals with administrative matters through the Director of Transportation or his or her designees; •Adopts threshold amounts under which the Director of Transportation may approve contracts.
Planning Commission	7	Mayor, President of the BOS	4	<ul style="list-style-type: none"> •Periodically recommends proposed amendments to the General Plan; •Approves permits and licenses dependent on, or affected by, the City Planning Code; •Proposes ordinances regulating or controlling the height, area, bulk, set-back, location, use or related aspects of any building, structure or land; •Reviews ordinances proposed concerning zoning, and applications for the reclassification of property may be made by interested parties; •Hears and decides on conditional use applications.
Police Commission	7	Mayor, BOS	4	<ul style="list-style-type: none"> •Prescribes and enforces any reasonable rules and regulations that it deems necessary to provide for the efficiency of the Department; •Adjudicates matters pertaining to employee discipline and the Office of Citizen Complaints.
Port Commission	5	Mayor	4	<ul style="list-style-type: none"> •Has the power and duty to use, conduct, operate, maintain, manage, regulate, and control the port area of San Francisco and to do all things it deems necessary in connection with the use, conduct, operation, management, maintenance, regulation, improvement and control of the port area.

Appendix: Commission Overview

Commission	Number of Members	Appointing Authority	Term Length (years)	Purpose of Commission*
Public Utilities Commission	5	Mayor	4	<ul style="list-style-type: none"> •Oversees the construction, management, supervision, maintenance, extension, operation, use and control of all water and energy supplies and utilities of the City as well as the real, personal and financial assets, which are under the Commission's jurisdiction.
Recreation and Parks Commission	7	Mayor	4	<ul style="list-style-type: none"> •Manages and directs parks, playgrounds, recreation centers and recreation facilities, avenues and grounds under the Commission's control; •Issues permits for the use of all property under the Commission's control; •Directs the Department to administer the Park, Recreation and Open Space Fund; •Has the power to lease or rent any stadium or recreation field under its jurisdiction for athletic contests, exhibitions and other special events and may permit the lessee to charge an admission fee.
Small Business Commission	7	Mayor, President of the BOS	4	<ul style="list-style-type: none"> •Oversees the Small Business Office; •Fosters, promotes, and retains small businesses in the City and County of San Francisco; •Limited information on this Commission in the Municipal Code.
Status of Women Commission	7	Mayor	4	<ul style="list-style-type: none"> •Develops and recommends policies and practices to reduce the particular impacts on women and girls of problems such as domestic violence, sexual harassment, employment and health care inequity, and homelessness, as well as advocate on behalf of women and girls in such areas.
Youth Commission	17	Mayor, BOS	1	<ul style="list-style-type: none"> •Advises the BOS and the Mayor on the effects of legislative policies, needs, assessments, priorities, programs, and budgets concerning the children and youth of San Francisco; •Provides the BOS and Mayor with comment and recommendation on proposed laws that primarily affect the children and youth of San Francisco.
Established in Administrative Code				
Children and Families Commission	9	BOS	4	<ul style="list-style-type: none"> •Supports families and young children through advising strategies funded through Proposition 10 that integrate and coordinate child care services, supports and activities for families, providers, agencies and communities.
City Hall Preservation Advisory Commission	5	Mayor	4	<ul style="list-style-type: none"> •Conducts public hearings and advises on issues related to operation, maintenance, repair and preservation of City Hall; requests for use, modification, or alteration of City Hall facilities; maintenance and operation of City Hall; •Solicits financial, artwork, and historic artifacts to the City for the benefit of City Hall.

Appendix: Commission Overview

Commission	Number of Members	Appointing Authority	Term Length (years)	Purpose of Commission*
Delinquency Prevention Commission	11	BOS	4	<ul style="list-style-type: none"> •Reviews and makes recommendations to the BOS on legislative and budgetary actions regarding the coordination of City agencies and community-based organizations aimed at the prevention of juvenile delinquency; the allocation of City, state and federal funding for the prevention of juvenile delinquency; programmatic changes to improve the cost-effectiveness and quality of programs.
Film Commission	11	Mayor	4	<ul style="list-style-type: none"> •Stimulates community awareness of film art; •Promotes investment in scripts, film proposals, treatments, and shorter works originating in the San Francisco area; •Promotes awareness of film training and economic opportunities in the schools; •Maintains liaisons with interest groups, councils, organizations, and institutions related to the film industry, and the Art Commission.
Immigrant Rights Commission	15	Mayor, BOS	2	<ul style="list-style-type: none"> •Provides advice and recommendations on issues affecting immigrants in the City; •Holds public hearings to obtain input from the immigrant community; •Cooperates with and makes recommendations to City departments, agencies, and commissions that administer and enforce regulations relating to issues that affect immigrants; •Develops an outreach and education plan to increase awareness of contributions made by immigrants.
Southeast Community Facility Commission	5	Mayor	4	<ul style="list-style-type: none"> •Provides guidance for the establishment, retention and enhancement of activities of the greenhouse, educational and job skills centers, child care and senior activities centers, and other activities at the Southeast Community Facility to ensure that operation of the facility enhances opportunities first for the benefit of the residents of the Bayview-Hunters Point community.
Telecommunications Commission	5	Mayor	3	<ul style="list-style-type: none"> •Advises the Director of the Department of Technology in matters related to the regulation of rates for the basic cable television service tier, customer service by cable television operators, and the use and operation of the cable television public, educational or governmental access channels; •Evaluates City policies and procedures affecting the provision of telecommunications services and the installation of telecommunications facilities within the City and develops a City Telecommunications Plan.

Appendix: Commission Overview

Commission	Number of Members	Appointing Authority	Term Length (years)	Purpose of Commission*
Veterans' Affairs Commission	17	Mayor, BOS	4	•Holds hearings and submits recommendations to the BOS and the Mayor regarding the problems, interest and needs of veterans including the coordination of economic development health care and social services programs as they relate to veterans who are residents of the City and county of San Francisco.
*Purpose is adapted from the City Charter and Administrative Code.				

Source: San Francisco Municipal Code