

2022 MacArthur Safety and Justice Challenge Sustainability Application

THE APPLICATION: QUESTIONS 1-10

FINAL EDITOR DRAFT

1. SUMMARY OF PROJECT OR FUNDED ACTIVITIES (2,000-character limit – up to half a page):

- a. Please summarize your proposal for the next two years and how it successfully positions your jurisdiction for long-term sustainability after the grant period, addressing your two-year jail population reduction target and qualitative and/or quantitative targets for reducing racial and ethnic disparities. Please also include your plans for ongoing data tracking, analysis, and reporting, reflection and decision making, and strengthening local partnerships.

The City and County of San Francisco (CCSF) jail population is at a thirty-year low. In September 2020, CCSF closed County Jail #4 (CJ4). This landmark achievement demonstrates the success of the SJC investment, and the strong cross system collaboration required to end the misuse and overuse of jails. In the wake of this achievement CCSF has continued to maintain an average monthly ADP of 800 people. Despite reducing the jail population, racial disparities persist. Black people remain over-represented, comprising only 6% of the total population and 40% of the jail population. Over the next two years, CCSF will continue to implement five strategies to address persistent, staggering racial disparities while maintaining reductions in the jail population. CCSF will develop plans for local budget allocations to build on the demonstrated success of the SJC. All strategies have a racial equity lens, include targeted system change, and enhanced community engagement.

CCSF will build on the successful implementation of the SJC fellowship, an authentic community engagement model for people of color with lived experience of incarceration to inform activities across strategies; the development of targets for reducing racial and ethnic disparities, advising JUST Home and capacity building for community partners.

CCSF will sustain a shared focus on long lasting systemic reform through enhancements to the Jail Population Review and tools to improve case processing. CCSF will invest in a decision point analysis focused on Adult Probation Department discretionary points in the criminal legal system. CCSF will continue to increase healthy connections to community-based support and integrate efforts into key mental health reforms. The Departments of Public Health and Homelessness and Supportive Housing will improve referrals for people in jail. CCSF will drive with data, developing tools that enhance partners' ability to sustain jail reductions.

2. ORGANIZATION OVERVIEW (1,000-character limit – up to a quarter page):

- a. Please briefly describe the lead agency for this grant and all of the additional partner agencies or organizations essential to implementation.
 - i. If the lead agency is a different agency from your previous grant, please explain why this is the case.
- b. Who are the key system and community stakeholders that have supported your jail population and disparities reduction work specifically over the past two years? Please describe how these system and community stakeholders were engaged in developing this application.

The San Francisco District Attorney's Office (SFDA) will continue to serve as the lead agency, under the auspice of the Sentencing Commission (SC). The SC includes 13 system and community representatives responsible for developing strategies to improve public safety, reduce recidivism, and reform criminal sentencing. CCSF's SJC initiative is a partnership between the Superior Court, Sheriff's Office, Department of Public Health (DPH), Adult Probation Department (APD), Public Defender's Office (PD), SF Francisco Pretrial Diversion Project convened by the SFDA. Partners work collaboratively to leverage the power of the SJC Fellows who collectively represent justice involved people in San Francisco and beyond. System stakeholders were engaged in the application through individual department meetings and SJC work group meetings. SJC Fellows were directly engaged to ensure that the goals and planned activities reflect a genuine commitment to share 'material power' in the decision-making.

3. CONTEXT (4,000-character limit – up to one page)

(Overview of the jurisdiction's reform environment.)

- i. How has your jurisdiction's jail population changed since the baseline measurement, and why?
 - ii. Explain the lowest ADP you achieved over the last five years and explain how that was achieved and sustained.
 - iii. Include your current percentage reduction since the baseline period and explain how it compares to lowest ADP achieved to date.
 1. If there have been increases since that time, please explain why.
 - iv. Please explain and demonstrate with data what local efforts have contributed to changes in the jail population.
 - v. As helpful, please feel free to seek consultation and advice from CUNY ISLG in developing this analysis.
- b. Describe how systems change has manifested in your jurisdiction to date, whether as part of the Safety and Justice Challenge or through other, complementary efforts.
- c. Describe the efforts you have taken to reduce racial and/or ethnic disparities in your local justice system.
- i. How specifically have you incorporated SJC's guidance on reducing racial and ethnic disparities (see attachment)?
 - ii. What successes and/or challenges have you experienced?
- d. Does your jurisdiction have a criminal justice system strategic plan?
- i. If yes, describe whether and how your SJC work is integrated into the plan.
 - ii. If no, describe whether and how you plan to engage in a strategic planning process in the near future.

Reform Environment: City and County of San Francisco (CCSF) community and government partners have achieved significant results as a part of the SJC. At the beginning of 2019, the ADP had crept up to over 1400 people. Fast forward to late 2020 and CCSF closed a jail long known to be unsanitary and seismically unsafe. We achieved this 40% jail population reduction and jail closure milestone through a [broad array of targeted policies](#) to rapidly reduce our jail population without jeopardizing public safety. On April 24, 2020 the jail population dropped to 699, its lowest point in recent history. Total bookings and median length of stay have increased since the historic low. Today's average daily population is approximately 800 people, a 34% reduction from baseline of 1210. CCSF partners review jail population

trends at monthly meetings. Partners have a shared focus on bookings and average length of stay- our key population drivers.

A Systematic Approach to RED Reduction: Through the sustainability funds, CCSF seeks to expand existing efforts and move more fully into co-productive relationships with BIPOC community members with lived experiences. Despite historic jail reductions, significant disparities persist: black people represent nearly half of the jail population despite comprising less than 6% of CCSF's total population. Racial disparities have not been exacerbated by population reductions, nor have they improved. System partners and community members are profoundly dissatisfied with persistent disparities and, with strong local and national momentum for racial justice, believe that change is possible. As outlined in *Reducing Racial and Ethnic Disparities in Safety and Justice Challenge Implementation Sites*- step-by-step guidance, SJC partners commit to owning their responsibility for jail disparities reduction, while linking to broader efforts to increase racial equity and address root causes. SJC partners adopted a racial equity statement acknowledging the harm that the justice system has done in communities of color and committing to disparities elimination. The SFDA and Adult Probation continue to co-chair the Criminal Justice Racial Equity Workgroup (CJREWG). The CJREWG will continue to be the primary home for refinement of RED reduction efforts, monitoring data and goals, and adjusting strategies as needed. CCSF's SJC sustainability plan focuses on identifying system level changes that can disrupt racial disparities and take action to change policies, practices, and goals of the system to end racial and ethnic disparities.

Strategic Planning Efforts: CCSF does not have a strategic plan, however strategic planning continues to be facilitated through the Sentencing Commission Annual Report, which will include recommendations about modifying the government code to sustain this collaborative policy and planning space beyond the current sunset of June 2023. SJC partners continue to systematically engage three critical partners: the Police Department (SFPD); Department of Homelessness and Supportive Housing (HSH); and the City's largest funder of community programs, the Department of Children, Youth, and Their Families (DCYF). Each have participated in specific projects but been less integrated into the overall SJC work and are necessary partners to address bookings (SFPD), rapid connection to housing supports (HSH), and sustainable funding for community programs (DCYF). SJC has identified shared policy priorities and point people with each of these critical partners.

Community leaders: San Francisco is committed to deep engagement with community leaders, diverse stakeholders and BIPOC communities. In the past year, SJC partners have engaged new community leaders in the SJC Workgroup, including a representative with lived experience of incarceration from local advocacy organization All of Us or None, and a representative appointed by the City's Family Violence Council.

4. DESCRIPTION OF FUNDED ACTIVITIES (8,000-character limit – up to two pages):

(Descriptive narrative of what your jurisdiction seeks to achieve during the next grant period)

- a. What is your jail population reduction target for the next two years?
 - i. How does it compare to the lowest level you have achieved over the last five years?
 - ii. How will you sustain this proposed jail population reduction target?

- iii. Please include the metrics you will track to monitor the effectiveness of your jail population strategies.
 - b. What are your qualitative and quantitative ethnic and racial disparity reduction targets or goals?
 - i. Please indicate a specified process goal or an explicit numerical target that has been identified through the use of the SJC's guidance on setting qualitative and quantitative targets for ethnic and racial disparities work (see attachment).
 - c. How does your jurisdiction plan to center principles of racial equity and justice and reduce racial and ethnic disparities moving forward?
 - i. In your response, please address how your efforts will align with and uplift the commitments contained in the SJC's value statement.
 - ii. Please include the metrics or methods you will track to monitor the progress and effectiveness of your racial justice strategies.
 - d. How does the plan you are proposing position your jurisdiction to sustain and build on your criminal justice reform efforts to date?

Reduction Targets: Over the next two years, CCSF will continue to implement the five refined strategies described below to maintain reductions and reduce racial disparities. The sustainability target ADP is 800 people or below.

1) Lead with Race. CCSF has taken critical steps to center race across SJC strategies and ensure partners' focus on reducing disparities. SJC partners commit explicitly to anti-racism, repairing harm caused by systemic racism, and reducing disparities in the local jail population. CCSF will do this in partnership with community members of color, expanding the SJC Fellowship to support ongoing, authentic engagement, and training to improve system partners' effectiveness in serving these communities. Fellows will participate in the build-out of disparities reduction initiatives.

2) Sustain Shared Focus. Sustainability funding will support the continued efforts of the Jail Population Review (JPR). Over the next two years, the JPR team will meet monthly to review cases where black men are overrepresented, such as burglaries and robberies. As of August 2022, people with lead charges related to burglaries or robberies represented 20% of the jail population and 40% of these people were Black men with a median LOS of 249 days. The JPR will review an estimated 200 cases each year, expediting release and resolution for half of the cases reviewed. The JPR will continue release planning for people with unusually long stays, address the needs of high utilizers with short stays, develop service protocols with DPH and HSH, address issues related to holds and Adult Probation Department (APD) funded services and can be leveraged to support justice involved individuals.

3) Improve Case Processing. The Court will continue to work with TA partner Justice Management Institute (JMI) to adjust the case management plan and maintain efforts such as expedited case resolution options. The SJC-funded Court Analyst will finalize dashboards for judges to monitor progress. CCSF will explore changes to administrative policy that address case processing challenges. SJC partners agree that all parties can be more precise and efficient when setting the direction of a case. CCSF will continue to improve case processing.

4) Increase Healthy Connections. Addressing behavioral health needs of people in custody remains an urgent priority for CCSF, where over 75% of people in jail are estimated to have either serious mental illness and/or a history of substance use. Sustainability funds will support the development of new protocols to serve people who touch multiple systems. Partners will start by improving processes to

identify and serve the 161 individuals, 42% who are Black identified as “high priority” for housing and public health when they come into jail. Over 37% of CCSF’s homeless population is black, making this a critical step in reducing disparities. Lastly, SJC partners will play a role in the citywide effort to build out a coordinated, 24-hour, non-law-enforcement behavioral health crisis response system.

5) Drive with Data. The grant funded jail and court analysts will continue to play a central role in building a more transparent, data-driven justice system in CCSF. Data Team members will lead broader public safety data-sharing through the City’s JUSTIS initiative.

A Systematic Approach to RED Reduction In each strategy, CCSF identified racial disparities and continues to advance specific plans to address these disparities. To further advance specific targeted racial disparity reduction targets APD upon securing sufficient matching funding will partner to complete a careful and detailed Racial and Ethnic Disparities decision-point analysis of the following critical decision points in adult supervision recommendations and practices: 1. Presentence investigation (PSI) recommendations regarding sentencing and supervision, 2. Motions to revoke– petitions filed for alleged noncompliant behavior associated with technical violations and new law violations, 3. “Flash” incarcerations – short periods of detention in county jail for specific supervisees, and 4. Recommendations for early termination of supervision. This decision-point analysis is designed to address limitations of previous studies on racial and ethnic disparities in San Francisco, provide new data focused on potential disparities in community supervision, and offer policy and practice recommendations designed to address identified racial and ethnic disparities.

From Community Engagement to Community Partnership: SJC partners are committed to engaging with BIPOC community members, particularly those with justice system lived experiences – and we have more work to do. CCSF’s two primary criminal justice policy bodies both include BIPOC community leaders with lived experiences as voting members. The San Francisco Sentencing Commission (the SJC oversight body) is mandated to expand evidence-based practices and increase wellbeing for those involved in the criminal legal system. The Reentry Council advances policy in support of adults and youth reentering San Francisco from custody. Despite BIPOC community representation on these decision-making bodies, much of our work to-date has involved sharing information without seeking decision-making input from BIPOC community members.

During the sustainability application period, CCSF seeks to move from community engagement into deeper collaborative partnership with BIPOC community members with lived experiences. SJC partners have advanced more authentic partnership through the fellowship model, which is a space for decision-makers to act on the expertise of people with lived experiences, co-learn and co-design solutions, and show up as allies by ceding power and sharing resources. Ongoing partnership requires financial investment in BIPOC individuals and communities: SFDA and SJC partners are committed to equitable compensation that honors community members for their time and knowledge.

Scale and Enhance the Fellowship: The two inaugural cohorts of SJC Fellows are wrapping up, and initial feedback from Fellows and system partners has been extremely positive. CCSF has budgeted funds to engage an alumni cohort of Fellows through the sustainability grant to fully develop this co-productive model of community partnership and embed Fellows as agents of change and equity leaders across the SJC partnership and network. As part of the pilot, the SJC Fellows led a participatory action research project related to expanding access to restorative justice. If awarded funds, BRG will work with new SJC

Fellows and Alumni on action steps to address the findings from the research inquiry in partnership with SFDA staff, and partners.

SFDA, Bright Research Group, and local SJC partners designed and piloted the SJC Fellowship with the goals of providing opportunities for system partners and people impacted by the criminal legal system to learn alongside each other, and for the system to act based on what they learn from impacted communities. Fellows received a \$3000 monthly stipend, training from BRG, and access to system actors and internal meetings. During the two inaugural cohorts, Fellows provided advice to SFDA “system allies” on topics such as new prosecutor training, accountability to BIPOC victims/survivors, and community engagement in the historically Black Bayview community. They conducted participatory action research on Increasing Access to Housing for the people at the intersection of homelessness and criminal justice involvement. Fellows helped design and host a training for SJC partners on the recently passed California Racial Justice Act, working closely with the authors of the bill. Sustainability funding will enable Alumni Fellows to work with the SJC partners on action steps to address the research findings and provide advice on other racial equity, community capacity building and housing strategies and initiatives.

5. RESULTS (8,000-character limit – up to two pages)

(Concrete data that builds on the narrative from the previous section that shows what you expect to achieve and what infrastructural changes you will make during the grant period)

- a. How does your jurisdiction plan to advance data-driven decision-making between system actors, community members, and political leaders?
- b. What data infrastructure is needed to support your two-year plan?
- c. What infrastructure is already in place and how do you plan to fill gaps in data capacity locally?
- d. How do you see your proposed plan supporting your jurisdiction’s broader goals for the criminal justice system beyond the grant period and after SJC funding has concluded?

Advance Data Driven Decision-making: CCSF’s SJC partnership is built on a shared commitment to use data to drive and inform decision making. The SJC operates under the auspice of the San Francisco Sentencing Commission (SC). Data is a central pillar of the SC. The SC is a policy body codified in the local administrative code with the express responsibility to make recommendations based on best practices, research, and data analysis. The SC was created to analyze sentencing patterns, advance innovative solutions and outcomes, and provide recommendations to the Mayor and Board of Supervisors. These recommendations are aimed toward a reduction in incarceration, lower recidivism rates, safer communities, and ensure that victims are made whole. In addition, the SC is responsible for developing inter-agency data collection and reporting standards, tracking sentencing patterns, and analyzing outcomes. This work ensures that decision makers can deliver evidence-based criminal justice reforms with a shared understanding of the data and its value.

Data Infrastructure: To support the two-year sustainability plan the SJC Data Team will support collection of metrics and evaluation of strategies in consultation with ISLG and the CA Policy Lab. The Data Team includes the SJC-funded Jail Population Analyst in the Sheriff’s Office, a Criminal Case Analyst at the Superior Court, and a Director of Data Research and Analytics at SFDA. These staff, along with research and data staff from SJC partners, will track the following metrics: LOS of black people in jail for by specific crime type; Disparity for black people in jail; Use of non-monetary release for all populations;

Time between bookings and LOS for people with 3+ bookings/year; Continuances and LOS for people with violent/serious cases; LOS of stay for people with behavioral health needs.

Current Infrastructure: In 2019, building off the success of the SJC Innovation fund, SJC partners launched the public version of the Justice Dashboard, which reviews subsequent criminal justice contact at the point of arrest, arraignment and conviction and is disaggregated by race, gender, age and offense type. The dashboard compares outcomes for individuals convicted of a felony or misdemeanor in 2013-2018 and sentenced to county jail or local supervision in San Francisco. Subsequent contact is tracked three years after release. In Spring of 2022 this was integrated into an [Outcomes and Desistance Dashboard](#). The new view of the dashboard frames recidivism as subsequent contact with a focus on success—no new arrest, no arraignment, or no conviction.

Leveraging this success SJC partners will continue to play a central role in building a more transparent, data-driven criminal justice system in CCSF. The SJC Data Team, composed of analysts and research directors, will continue to meet to discuss jail trends, data-sharing needs, and collaborative analysis. The team will develop an analysis of young Black men in jail, building on Burns Institute research, to inform racial disparities reduction. Team members will develop internal and public-facing dashboards, building off the work of the Justice Dashboard and jail. Data Team members will help lead broader public safety data-sharing through the City's JUSTIS initiative. Without this critical data infrastructure, none of the other strategies that more directly impact the jail population will be sustainable.

Learn and Plan: The SJC data team meets regularly to provide jail population trend data and inform JPR case selection. SJC partners have a cross-agency data-sharing agreement for the JUSTIS hub and actively meet to advance a shared agenda for citywide criminal justice performance measures. The most recent version of this plan was approved in August 2022. In addition, as a part of the Buffin settlement agreement described in question 7, CCSF partners meet under the auspice of the Public Safety Assessment (PSA) Workgroup. The Workgroup was originally initiated in 2015 to implement the use of the PSA and has continued to meet quarterly to discuss pretrial service issues and to review performance metrics. Recently, the Court, Sheriff, and leadership from SF Pretrial Diversion Project have been meeting with staff from APPR (Advancing Pretrial Policy and Research), a project of the Center for Effective Public Policy, about the need to reset workgroup objectives in cross agency collaboration with justice partners. This group of partner agency (government and community based) designees has significant crossover with membership of the SJC workgroup creating a clear link to sustaining population reduction efforts.

CCSF values external research partnerships to help inform decision making. SJC specific analysis conducted to date include; Corporation for Supportive Housing Racial Disparities and Disproportionality Index, California Policy Lab High User Analysis, Golden School of Public Policy analysis of warrants/holds.

The CA Policy Lab continues to analyze data on “high utilizers” providing more in-depth information on the housing and mental health needs of people in jail. These individuals face multiple, serious medical and behavioral health challenges, are in frequent contact with the criminal legal system, and most have experienced homelessness. Despite years of contact with various systems in CCSF, many remain homeless. This may reflect a number of causes, including a lack of appropriate housing for individuals with complex needs, or a lack of care coordination. When evaluating cohorts over time, increasing rates of homelessness coincide with increasing use of urgent and emergent services, with most people cycling in and out of jail and emergency medical facilities. It is unlikely these individuals can improve their

health without the benefit of stable housing and appropriate services. The permanent supportive housing model shows promise as a strategy to help stabilize peoples' lives as a first step. This research actively informs citywide collaboration to better serve justice-involved people.

Resilient Goals: There are four key reasons the proposed sustainability goals for San Francisco's SJC will persist beyond the grant period and after SJC funding has concluded. (1) Demonstrated multi-year strong cross agency partnership, (2) Increased data capacity and institutionalized data tracking, (3) Data is used as a part of reflective decision-making and collaborative planning, and (4) a plan for fiscal sustainability with specific government partners identified to provide ongoing support. All of this sits on top of a local government culture that values a shared focus on reducing and eliminating racial and ethnic disparities.

CCSF will focus its continued SJC work on reducing racial disparities as a part of the Office of Racial Equity pivot toward external government service delivery. This means that partners agree to proactively frame all planning and evaluation around the impact on people of color in jail, and to build in feedback mechanisms to ensure accountability for results. Changes to pretrial release, mental health and housing access, and case processing will be designed around the needs of people of color and reviewed for their impact on disparities. SJC Fellows will participate in the development of these strategies and facilitate engagement with communities of color to solicit input and feedback. Fellows will share findings and facilitate discussion at public SJC Workgroup and CJREWG meetings.

6. LEADERSHIP (4,000-character limit – up to one page):

(Community engagement and stakeholder buy-in)

- a. How do you anticipate working with city, state, and county officials over the next two years and beyond the grant period after SJC funding has concluded?
- b. How does your jurisdiction plan to continue engaging the community, directly impacted individuals, and those with lived-experience in local system reform over the next two years and beyond the grant period after SJC funding has concluded?
 - i. In your response, please address how your efforts will align with and uplift the commitments contained in the SJC's value statement.
- c. How have you integrated community members, including formerly incarcerated people and community members of color, into key decision-making bodies?
- d. What efforts to build relationships and coalitions between agencies and/or community partners do you anticipate coordinating or participating in?

Working with CCSF Partners: CCSF's SJC initiative continues to be a broad partnership between the Superior Court, Sheriff's Office, Department of Public Health, Adult Probation Department, San Francisco Pretrial Diversion Project, Public Defender's Office, San Francisco Bar Association convened by the District Attorney's Office, and community representatives. Partners are consistently represented by senior staff in collaborative meetings. HSH as a result of the Just Home Project are partnering more closely with SJC partners to ensure that individuals with jail contact are connected to CCSF's homelessness response system. HSH has identified a point person to participate in the SJC Workgroup and is partnering with SJC and the CA Policy Lab on an analysis of high utilizers across the criminal justice, public health, and housing systems.

The Police Department (SFPD), and Department of Children, Youth, and Their Families (DCYF) are critical SJC partners for the sustainability effort. SFPD and SJC partners worked together to implement a successful local replication of Law Enforcement Assisted Diversion (LEAD), and SFPD has been an active participant in the Criminal Justice Racial Equity Workgroup (CJREWG) convened by SJC partners. SFPD is a critical partner in diverting people from jail and maintaining low booking numbers. Going forward SJC partners will work closely with SFPD on the next iteration of coordinated citywide response for people experiencing a mental health crisis. As the largest local government funder of community-based programs, DCYF is a critical partner **to sustain programming** for young adults of color. SJC partners will engage DCYF in collaborative planning conversations to inform their next round of funding.

SJC partners are committed to engaging with BIPOC community members, particularly those with lived experiences of the justice system – but we have more work to do. CCSF's two primary criminal justice policy bodies both include BIPOC community leaders with lived experiences as voting members. Despite BIPOC community representation on decision-making bodies, such as the Sentencing Commission and the Reentry Council, much of our work to-date has involved sharing information without seeking high-level input from BIPOC community members.

During the sustainability plan period, CCSF seeks to move from community engagement into deeper collaborative partnership with BIPOC community members with lived experiences. In the words of SJC Fellow Aminah Ester, 'The criminal legal system has a lot to learn from people who have experienced it directly –particularly when it comes to centering racial equity in our decision making and change-making strategies. Yet efforts by criminal legal system leaders to engage community members with lived experiences of incarceration are often brief, centered on one-way, top-down information exchange or focused on asking for general input.' That is why, thanks to funding and support from the MacArthur Foundation's Safety and Justice Challenge, San Francisco partners launched a new fellowship focused on creating authentic collaborative partnerships that lead to actionable insights between system leaders and people with lived experience. As described in response to question 4, the engagement of fellows is intentionally designed for the system to act based on what they learn from impacted communities. SJC partners have been testing out more authentic partnership through the fellowship model, including a commitment to equitable compensation that honors community members for their time and knowledge. Community based organizations and partners with lived experience are critical to achieving transformative justice vision. The budgeted Community Action Fund will support additional community engagement activities beyond the fellowship to further expand participatory processes that the voices of those most in need from the margins to the center of decision-making and service delivery.

7. LEARNING AND EVALUATION (6,000-character limit – up to one and a half pages):

(Descriptive narrative of what has been most helpful about your participation in SJC and what support—technical assistance or other resources— you need moving forward to be successful)

- a. What have you learned over your participation in the Safety and Justice Challenge about what has worked to achieve the goals of the SJC in your jurisdiction and catalyze systems change?
- b. What have you learned over your participation in the Safety and Justice Challenge about what has not worked to achieve the goals of the SJC in your jurisdiction and catalyze systems change?
- c. What additional skills and expertise do you hope to acquire through continued participation in the Safety and Justice Challenge?

i. How will this learning support your proposed plan?

d. What technical assistance would most support the success of your sustainability plan?

Best Practices: CCSF is a case study in what can be accomplished when the justice system and community members work together to support SJC goals: it is possible to rapidly reduce local jail populations, and even close a jail, without increasing crime. Once a jail is closed, it creates a structural barrier to increased jail population forcing our jurisdiction to maintain our reforms going forward. Many of the strategies that CCSF implemented to fulfill SJC goals have the potential to inform activities in other jurisdictions, including bail reform, progressive prosecution approaches, restorative justice programs, and efforts to increase data use and shared focus on in-custody populations such as the JPR.

Nationally, there is a rising awareness that money bail is inequitable and does not increase public safety. After all, someone's financial status has no connection to their likelihood of coming back to court or of committing another crime. Two landmark court cases dictate San Francisco's approach to non-monetary release; (1) *Buffin v. San Francisco* finding the Sheriff bail schedule unconditional and (2) *In re Humphrey*, where the California Supreme Court affirmed the judgment of the court of appeal holding that conditioning freedom solely on whether an arrestee can afford bail is unconstitutional. As a result, CCSF has one of the most progressive bail policies in the nation. CCSF is tracking the impact of these policy changes on the jail and public safety and will have important lessons to share about what happens when financial status is not tied to jail release.

SFDA strives to create policies that promote racial justice, end the criminalization of poverty, and combat mass incarceration by relying on incarceration as a last and not first resort. SFDA has strong research partnerships with organizations such as the CA Policy Lab and Stanford Computational Lab and uses data-backed evidence to inform decisions.

Two successful evidence-based models developed by SFDA and expanded through the SJC are the sentencing planning program and restorative justice (RJ). Sentencing Planners employ a validated tool and their expertise in local resources to provide options for prosecutors to use in the disposition of the case. A 2014 UC Berkeley study of SFDA's Sentencing Planning Program found compelling evidence that it reduces recidivism and prosecutor reliance on incarceration. SFDA's "Make It Right" program is a RJ model for youths, aged 13-17, facing prosecution for felony charges. SFDA partnered with researchers to conduct a randomized controlled trial and found that youth who completed the program had a 24-month recidivism rate of just 13% while similar young people who experienced the traditional system had a recidivism rate of 53%. SFDA seeks to institutionalize this successful work through the SJC sustainability grant funds directed toward the SJC Fellowship.

CCSF also has practical lessons to share about how to implement tools and structures that help sustain a shared focus on in-custody populations. Through persistence and informed by the excellent work of other SJC sites – CCSF has established a JPR process in which information about mental health needs can be safely and lawfully shared, and where partners discuss serious, sometimes violent, cases. CCSF's SJC partnership relies on dashboards and data tools to inform JPR activities and broader jail population reduction strategies and will create new tools to guide the next phase of implementation. Support for the Court and Jail analyst is included in the sustainability application.

Sharing/Communicating CCSF's SJC Work: CCSF has much to share about ending the misuse and overuse of jails, but we have much to learn as well. SJC partners have sought and participated in

learning exchanges-with other CA sites and national partners engaging in ongoing learning with Cook County, Philadelphia, and Pima County. CCSF also hosted the first convening of CA SJC sites in January 2020, working with Site Coordinators and the Foundation to develop two days of sessions focused on bail reform, housing, and CA-specific funding streams. CCSF has been actively involved in SJC Network meetings, participating in panels and bringing a full team to each SJC National Network convening.

Locally, CCSF highlighted its SJC work at presentations before the Board of Supervisors and at public meetings of the Reentry Council, Sentencing Commission, and other local policy bodies. CCSF's SJC partnership became known as a space for effective, collaborative work, resulting in the Board decision to codify it as a public body and entrust it via local ordinance with the CJ4 closure planning process. This process has been highly public, with members of local advocacy coalitions in attendance at meetings.

CCSF has also engaged in broader communications efforts to share innovative local policies related to jail population reduction, including the closure of CJ4. M+R has been a useful thought partner in these efforts and CCSF will continue to make use of their expertise over the next two years. Currently, SFDA is planning a series of white papers that will launch with the CJ4 closure story and SJC's role in its success. These and other materials will be used as a part of advocacy to secure city funding to continue the core positions established thanks to the SJC implementation and renewal investments.

SFDA will work with the Human Rights Commission, who is responsible for allocation of local justice reinvestment funds, the Department of Children Youth and their Families, the largest local government grant-maker, to plan the inclusion of SJC efforts in the long-term funding portfolio. Using the outcomes and stories from implementation and with a co-developed funding strategy, SJC partners will submit a formal budget request to the Board of Supervisors and the Mayor to access additional local resources to support continuation of SJC strategies and institutionalize data collection.

8. SUSTAINABILITY AND NEXT STAGES (4,000-character limit – up to one page):

(Preparing for sustainability post-SJC involvement)

- a. How do you anticipate your jurisdiction's efforts will shift following the conclusion of the two-year sustainability grant period?
 - i. Is your work funded exclusively through the SJC grant or is it a mix of funding streams? Where do you anticipate the biggest gaps in funding to be once the grant concludes? How do you plan to address these gaps?
 - ii. How do you plan to track the progress and impact of your continued work?
 - iii. What are your jurisdiction's plans for further criminal justice strategic planning? How do you propose coordinating with these efforts to support the sustainability of your reductions?
- b. What challenges do you anticipate emerging and how will you address them?
- c. Have you identified any new strategies to maintain reductions in jail population, to eliminate ethnic and racial disparities, or to engage the community more meaningfully?

In 2023, SJC partners have a unique opportunity to institutionalize plans to track progress. The SC has a sunset clause set for June 30th. The SC will submit a report to the Board of Supervisors by January 1, 2023, recommending that the SC should continue to operate, and which its enumerated responsibilities should be amended. This creates a prime opportunity to further integrate the aims of the SJC into the

official powers and duties of the SC by amending the administrative code to codify goals of reducing racial and ethnic incarceration disparities, increased utilization of data and metrics in the SC's work and expanded SC membership to represent greater authentic community engagement. As a result, SJC strategies will be embedded in the functions of the SC and institutionalizing the legacy of safe population reductions.

Funds leveraged from the following initiatives will support the SJC initiative:

- **Healing Justice Initiative:** Launched with a \$6 million investment from CrankStart, the SFDA will demonstrate that restorative practices can replace the traditional criminal legal system at every decision point. Restorative Justice (RJ) will shift from an "alternative program" to a primary intervention.
- **Restorative Rapid Restitution:** CCSF Partners are working with The Financial Justice Project on a proposal to supplement the rapid restitution fund to better serve victim/survivors as they heal.
- **Just Home:** San Francisco HSH was awarded \$775,000 from the MacArthur Foundation as a part of the Just Home Initiative. San Francisco seeks to build a system of care by addressing the crises of homelessness, unmet behavioral needs, and incarceration.
- **BJA JRI:** With the support of the Bureau of Justice Assistance Justice Reinvestment Initiative, CCSF has received \$1 million to align the goals and outcomes for justice involved young adults. The Young Adult Justice Initiative operates under the auspice of the San Francisco Sentencing Commission. Activities of the initiative include (1) the development of a Young Adult Local Action Plan that will provide a landscape analysis of the young adult justice continuum, and (2) subsequent recommendations to improve justice system performance while reducing serious and violent crime.

CCSF and SFDA have a long track record of successful fundraising for innovative, collaborative work. More importantly for the SJC initiative, local partners have used grant funds to pilot new ways of working and then embedded effective efforts in sustainable funding streams. The SJC investment serves as a demonstration project to show local leaders that positive outcomes for individuals at the center of harm can be achieved with targeted investments in structural change and community-driven solutions resulting in decreased use of local jail.

The City's housing, treatment, and community service infrastructure faces serious challenges to meet increased demand for housing and services. However, the CA state budget includes historic investments in reducing homelessness, resources for jail-based services and reentry support. CCSF has an opportunity to show that justice partners can work together to end the misuse and overuse of jails, reduce racial disparities, and connect people to community-based supports that are better for public safety and are also more cost effective. The Human Rights Commission is responsible for allocation of these local justice reinvestment funds and the Department of Children Youth and their Families is the largest local government grant-maker. The SFDA and other local SJC partners will work with these two powerful departments to develop plans to include SJC strategies and funded positions into their long-term funding portfolios. In sustainability grant year two, using the outcomes and stories from implementation and with a co-developed funding strategy, SJC partners will submit a budget request to the Board of Supervisors and the Mayor to access local resources to support continuation of SJC strategies.

9. PAST PERFORMANCE (8,000-character limit – up to two pages):

(A self-evaluation of the efficacy of previous reform efforts) a. Which of your jurisdiction's Safety and Justice Challenge strategies have most successfully reduced the jail population?

- a. Please explain and demonstrate with data what strategies have contributed to changes in the jail population, including the policies and practices implemented in response to COVID-19. How much progress has your jurisdiction made in addressing ethnic and racial disparities, and how have disparities changed due to this work? What has worked well and has not worked well?
- b. What has your jurisdiction done to authentically engage local communities and individuals with lived experience? What has worked well and what has not worked well?
- c. How has your jurisdiction's capacity to collect, analyze, and share data changed since the start of SJC involvement?

Closing a Jail in San Francisco: In September 2020, CCSF closed a 402 bed jail long known to be unsanitary and seismically unsafe. This historic jail closure was due to the MacArthur Foundation SJC investment, The SJC initiative enhanced trust and collaboration among local stakeholders, laid the foundation for rapid jail population reductions of nearly 40%, and provided a space for community advocates to engage with the CJ4 closure process. As CCSF's jail population dropped, crime rates remained well below their historical average, demonstrating that through thoughtful and collaborative approaches San Francisco's justice partners can protect the health and safety of all San Franciscans without the overuse and misuse of jail.

CCSF could have taken another path and built a new jail. Despite many years of work to eliminate mass incarceration, the jail population continued to hover around 1200 people making it infeasible to close CJ4 without a replacement. In 2015, CCSF was on track to spend approximately \$600 million to construct a new facility. Ultimately, after significant community advocacy and the support of key criminal justice officials our Board of Supervisors said no: acknowledging the reality that jails do not make us safer. Instead, CCSF chose to use its SJC grant to identify a different path forward.

SJC partners were poised to respond rapidly to the COVID pandemic. Amazingly, midway through 2020, SJC CCSF partners fulfilled their initial SJC strategy goals, closed CJ4, and surpassed the original 15% jail ADP reduction target. Throughout 2021 to present CCSF ADP sustained progress under each SJC strategy is outlined below.

1) Rooting Out Implicit Bias and Disparate Treatment. Supported by the SJC, SFDA implemented steps to mitigate and eliminate the impact of bias on prosecutor charging decisions. Charging attorneys continue to complete action steps modeled after implicit bias bench cards prior to making charging decisions.

The Criminal Justice Racial Equity Working Group (CJREWG) developed a racial equity statement and an "Agenda for Action."

Despite these historic reductions, significant disparities persist: black people represent nearly half of the jail population despite comprising less than 6% of CCSF's total population. Safety and Justice Challenge (SJC) partners are committed to bold interventions that reduce racial and ethnic disparities (RED).

Through the Sustainability Investments in the SJC Fellowship, CCSF seeks to expand existing efforts and move more fully into co-productive relationships with BIPOC community members with lived experiences.

Progress Toward Disparities Reduction: Partners tracked the impact of COVID mitigation activities on racial disparities, and disparities have not worsened – nor have they improved. Reducing racial disparities, particularly the overrepresentation of black men in jail, is a central focus of CCSF’s sustainability grant application.

2) Shared Focus. CCSF launched a JPR composed of system and community stakeholders who met 20 times in the past year, reviewed an 152 cases and expediting release/resolution for roughly half the cases reviewed. The top release reason for JPR cases included treatment programs (41), Electronic Monitoring (22), and Assertive Case Management (15). The JPR team developed data-sharing agreements and an effective process to advance release of people held in jail despite a “release recommended” score on the local PSA due to repeat bookings or a person-involved incident. SJC partners developed alerts when a high utilizer is booked to enable faster coordination. Partners will use lessons learned to enhance service models for people with repeat bookings. The success of JPR was profiles in the Urban Institute case study Using Cross-System Collaboration to Reduce the Use of Jails.

3) Exploring Expedited Case Processing. In 2019, TA provider Justice Management Institute provided a report describing local legal culture with recommendations regarding case management standards. The Superior Court established a workgroup to begin implementing JMI’s recommendations. This work was disrupted by the onset of COVID-19, however the Court proceeded to work with Measures for Justice (a national non-profit criminal justice research organization), to develop performance measures relevant to case processing. The SJC-funded Court Analyst developed draft dashboards to inform case processing improvements.

Through this work, CCSF partners have realized that outstanding warrants and holds are a driver of our jail population with little public safety benefit. Partners have implemented a number of measures to try to prevent bench warrants and failures to appear such as SF Pretrial's court reminder system and community outreach for their clients. However, more work needs to be done to reach individuals beyond the SF Pretrial client base to prevent unnecessary lengthy jail stays by expanding court reminders, continuing remote court, and creating a walk-on calendar.

4) Increasing Healthy Connections. Two positions were hired to increase access to behavioral health supports: a jail based DPH Clinician and an SFDA Sentencing Planner. CCSF launched a pilot program to facilitate transitions from jail into housing supports, supported by SJC and Tipping Point (a local funder). CCSF also conducted a two-day Sequential Intercept Mapping (SIM) with 34 system and community partners in fall 2019. One major SIM recommendation was to explore alternative behavioral health crisis response models; \$4 million is included in CCSF’s proposed general fund budget for a pilot program. To ensure the health and safety of individuals leaving jail, SJC partners connected people to new housing supports funded by DPH, Adult Probation, and the SJC pilot. SFDA developed a notification system for charging decisions that allowed DPH to plan for safe release. These positions will transition to local funding sources as a part of the two year sustainability period.

5) Enhancing Data-Driven Decision-Making. SJC partners launched the Justice Dashboard, which reviews subsequent criminal justice contact and is disaggregated by race, gender, age, and offense type.

The SJC data team met regularly to provide jail trend data and inform JPR case selection. SJC partners drafted a cross-agency data-sharing agreement for the JUSTIS hub and proposed citywide criminal justice performance measures.

Authentic Community Engagement: Community partners have been part of the SJC workgroup from the start. The CJ4 closure planning process led by SJC was an opportunity to expand and deepen engagement with people of color impacted by incarceration. CCSF's Reentry and Family Violence Councils designated new voting members to sit on the SJC and members of SF's No New Jail Coalition were encouraged to join public planning meetings, which ranged from 35-50 participants. Furthermore, the SJC fellowship has been recognized as an example of deepened community partnership and moving up the ladder of participation in real decision-making. Community representatives, many with lived experience with the criminal justice system are now an integrated part of local reform efforts.

Lessons Learned: SJC partners have learned that to reduce racial disparities we must address structural racism and work more closely with communities of color at the center of harm. To that end, partners have developed new activities and a fellowship to ensure ongoing community leadership. The SJC has taught partners the importance of analytic capacity and of bringing in fresh perspective through TA – partners now see these resources as critical to reducing disparities. Most importantly, the SJC has shown partners how much is possible when we work together in pursuit of shared goals: a 40% jail population reduction, closure of an unfit jail, and a safer San Francisco for all residents.

10. BUDGET AND FINANCIAL INFORMATION (to be uploaded through the portal):

- a. Please upload your proposed two-year grant budget. b. Please prepare and upload a budget narrative. *If applicable, please include a list of other funders and a brief explanation of the scope and objective of grants that relate to your Safety and Justice Challenge work.*
- b. If indirect costs are expressed as a percentage, please upload information on your organization's current rate and review the Foundation's indirect cost policy statement

Public Accountability: The SJC Workgroup has been identified by the Board of Supervisors as a trusted space to ensure public accountability, as evidenced by the Board's decision to entrust the planning for CJ4 closure with the group. The SJC will continue to operate as a public meeting space and will continue outreach to community partners represented by the No New Jail Coalition, among others. Additionally, updates about SJC efforts will be shared at public meetings of the Sentencing Commission, the Criminal Justice Racial Equity Workgroup (CJREWG), the Reentry Council (convened by Adult Probation), and at SFDA's Victims and Justice Involved Community Advisory Boards.

Overcoming Opposition: CCSF's SJC initiative has fostered collaboration among leaders and stakeholders by holding partners to shared goals and values, building analytic capacity to inform decisions, bringing in fresh perspective, and demonstrating results. SJC investment primed CCSF to respond rapidly to COVID-19, laying the foundation for shared work to reduce the jail population and preventing an outbreak like that in CA's state prisons. CCSF was able to navigate the sometimes contentious, highly public CJ4 closure process due to the SJC – the commitment to partnership and to SJC goals kept everyone coming to the table. Similarly, partners may not all agree on the best ways to reduce racial disparities in the jail, but with TA from the SJC network and a strong track record we are prepared to keep iterating until shared goals are accomplished.