CITY AND COUNTY OF SAN FRANCISCO
BOARD OF SUPERVISORS

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Policy Analysis Report

To: Supervisor Joel Engardio
From: Budget and Legislative Analyst's Office
Re: Comparative Practices of Prosecuting Attorneys' Data Dashboards in San Francisco and other Jurisdictions
Date: September 28, 2023

Summary of Requested Action

Your office requested that the Budget and Legislative Analyst review data dashboards currently administered by the San Francisco District Attorney's Office and compare them to dashboards operated by prosecuting attorneys' office in other cities and counties throughout California and the U.S. The goal of this review was to benchmark the various types of dashboards in place elsewhere and to identify best practices for making robust information about crime and criminal justice system outcomes available and user-friendly for the public and policy makers. You requested that the report include recommendations for specific crime and law enforcement data elements to be presented that reflect key steps of the criminal justice process.

For further information about this report, contact Fred Brousseau, Director of Policy Analysis, at the Budget and Legislative Analyst's Office.

Executive Summary

- The San Francisco District Attorney's Office has incorporated data analytics into the prosecution process for over ten years and, since 2018, has maintained a series of data dashboards on the Office's website. These dashboards provide readily accessible multi-year information to the public on cases referred to and prosecuted by the Office. The dashboards allow users to filter the case data by variables such as type of case (felony, misdemeanor), charges (e.g., assault, burglary, etc.), outcomes (conviction, acquittal, etc.), and sentencing (prison, County jail, probation, etc.).

- The information available to the public on the San Francisco District Attorney's dashboards is unusual among California prosecutors' offices; no other prosecutor office in the Bay Area or among the larger jurisdictions in southern California provide this type of information in such an accessible form on their websites.

- While the SFDA has been in the forefront among prosecutor offices throughout the country in enhancing transparency through its data dashboards, a review of exemplary prosecutor dashboards in other jurisdictions found that there are ways in which the SFDA could enhance its current dashboards and be even more transparent and accountable to the public and City decision-makers.

- The prosecutor dashboards of the following jurisdictions were reviewed in detail for this analysis based on their reputations for providing a high level of detailed information in an easily accessible and manipulable form.

    1. Cook County, Illinois
    2. New York County (Manhattan), New York
    3. Yolo County, California
    4. Philadelphia County, Pennsylvania
    5. King County, Washington
    6. Milwaukee County, Wisconsin

  Generally, we found that these jurisdictions include more information and or more details about their data than does the SFDA.

- A key difference between the SFDA dashboards and the other jurisdictions reviewed is that five of the six other jurisdictions include demographic data about individuals prosecuted for at least some if not all of the steps in the prosecution process. In these comparison jurisdictions, data points such as types of crimes prosecuted, diversion rates, conviction rates, and sentencing results can be filtered by factors including race/ethnicity, gender, and age of individuals prosecuted, and can be compared to trends over time.

- Some of the comparison jurisdictions' data dashboards also provide greater transparency about their prosecutor's office operations by presenting key performance measures such as case processing time, case closure rates, caseload per attorney, number of continuances requested, and other performance metrics. These types of measures are not included on the SFDA website. Their inclusion on prosecutor dashboards enables the public and policy makers to readily obtain snapshots on the office's performance, treatment of the individuals prosecuted and served, and trends in case processing, arrests, case charging, and outcomes.

- Exhibit A presents the key data points and variables by which case data can be filtered for the six prosecutor office dashboards reviewed for this report and for the SFDA's office.

Exhibit A: Summary Comparison of Prosecutorial Data Dashboards by Jurisdiction

Orange highlight= shows data not presented on the SFDA dashboards but found in other jurisdictions

Prosecution step and how data can be filtered	**Frequency of use in 6 Jurisdictions Reviewed**	**On San Francisco DA's Dashboard?**
Crime Incidents and Arrests Referred to DA. ***Can be filtered by:***	100%	✓
Incident Type	17%	✓
Police District	17%	✓
Offense Type (Misdemeanor, Felony, etc.)	83%	✓
Offense Severity/Group (e.g., Violent, Drug, Property, Domestic Abuse, etc.)	50%	
Offense Type (Misdemeanor, Felony, etc.)	83%	✓
Offense Severity/Group (e.g., Violent, Drug, Property, Domestic Abuse, etc.)	50%	
Offense (e.g., Burglary, Auto Theft, etc.)	83%	✓
Prosecuted Individual Demographics (e.g., race/ethnicity, gender)	67%	
Geographic Location (Residence, Neighborhood or City of Arrest)	50%	
Arresting Agency	50%	
DA Actions and/or Charging Decisions on Arrests Referred to the DA. ***Can be filtered by:***	100%	✓
Details on Charges Filed	67%	✓
Offense Type (Misdemeanor, Felony, etc.)	50%	✓
Offense (e.g., Burglary, Auto Theft, etc.)	67%	✓
Offense severity	33%	✓
Prosecuted Individual Demographics: gender, race/ethnicity, age	83%	
Geographic Location (Residence, Commission District or City of Arrest)	50%	
Prosecuted Individual's History of Prior Felonies or Misdemeanors	17%	
Diversion to Alternative Programs	50%	

Case Disposition (conviction, dismissal, acquittal, etc.) ***Can be filtered by:***	100%	✓
Offense Type (Misdemeanor, Felony, etc.)	83%	✓
Offense (e.g., Burglary, Auto Theft, etc.)	83%	✓
Offense severity	50%	
Prosecuted Individual Demographics: gender, race/ethnicity, age	50%	
Geographic Location (Residence, Commission District or City of Arrest)	50%	
Prosecuted Individual's history of prior felonies or misdemeanors	17%	
Sentencing outcome (jail, probation, state prison, etc. ***Can be filtered by:***	67%	✓
Offense Type (Misdemeanor, Felony, etc.)	67%	✓
Offense (e.g., Burglary, Auto Theft, etc.)	33%	✓
Offense severity	17%	✓
Prosecuted Individual Demographics: gender, race/ethnicity, age	17%	
Geographic Location (Residence, Commission District or City and/or Neighborhood of Arrest)	67%	
Prosecuted Individual's history of prior felonies or misdemeanors	17%	
Other Measures		
DA action rates and measures (e.g., charging rate, conviction rate, etc.)	100%	✓
Case processing efficiency	33%	
Achievement of policy goals (e. g., avoiding overcharging)	17%	

- The interest in using data to analyze criminal justice system trends and outcomes in San Francisco goes back to at least 2011 when the District Attorney's Office became involved in several City and national initiatives with the shared objectives of incorporating more data into individual case and criminal justice system decision making. On the national level, the SFDA was involved in the Data Driven Justice Initiative, launched in 2015, and the Justice Counts initiative launched in 2021.

- Locally, the SFDA convened the multi-agency Recidivism Work Group, aimed at using data analytics to reduce recidivism, and launched the DA Stat program in the SFDA's office to track cases and outcomes more rigorously, and participated with other criminal justice agencies in the Justice Reinvestment Initiative.

- Several prosecutor's offices throughout the country received grants and worked with nonprofit advocacy organizations to launch dashboards over approximately the last ten years. The SFDA established a partnership with the Governance Lab at New York University with whom they worked to create the Office's first dashboard prototype for internal use. The Office secured a grant from the John D. and Catherine T. MacArthur Foundation which provided seed money for early versions of the dashboard. Finally, in 2019, the Office launched its first public-facing dashboards that remain on the SFDA website.

- The annual cost as of June 2023 to maintain and update the SFDA dashboards was approximately $123,798 for approximately .75 full-time equivalent positions (FTEs) and $3,000 for related services and supplies. Enhancements such as those described above are estimated by the SFDA's Office to require an additional .5 1824 Principal Administrative Analyst at an annual cost of $108,038, related non-personnel costs of approximately $8,380 and a temporary Systems Engineer at a one-time cost of $18,000 for a grand total for the first year of improvements of $134,418. Ongoing annual costs after the Systems Engineer's work is completed would be $116,418.

Policy Options

1. The Board of Supervisors should suggest that the District Attorney convene a group of pertinent stakeholders to review and propose enhancements to its existing data dashboard consistent with information found in exemplary dashboards reviewed for this report including demographic information about individuals prosecuted and victims, case outcomes and dispositions, and key performance metrics such as case processing time, cases filed per attorney, number of continuances per case, staff diversity, and other measures to illustrate whether the office is achieving its policy goals, and is operating efficiently and with sufficient resources.

2. If the Board of Supervisors considers funding for additional staffing for the District Attorney's Office for data dashboard enhancements, it should request that the Office provide: a) information on any private funding available for these costs such as from private foundations, and b) details on the specific enhancements that would be implemented, such as more demographic information about individuals prosecuted and case processing and Office productivity performance metrics.

Project Staff: Fred Brousseau, Karrie Tam

Background

A number of prosecutor's offices throughout the U.S. have expanded information available on their websites to provide publicly accessible data about their caseloads, individuals prosecuted, victims, case decision making, sentences, case processing time, and case outcomes. In some jurisdictions, this type of information can be found unfiltered or unedited on public data websites in the form of datasets, but a number of prosecutorial offices across the U.S. are collecting and curating data from their case management systems and presenting them on their own websites to provide for more user-friendly graphic presentations and easy end user data filtering and manipulation.

This phenomenon is still uncommon in the larger counties of California. In our review of district attorney office websites in Bay Area counties and the larger jurisdictions of southern California we found that in only one jurisdiction, the City and County of San Francisco, the District Attorney's Office maintains dashboards with case information that can be easily manipulated and filtered by the user to get more refined and detailed versions of the data. The San Francisco District Attorney's dashboards include breakouts of caseload data, for example, by type of case, offense, the District Attorney's charging decision, case outcome, and other information. While this provides valuable information and enhances the transparency of the prosecution process in San Francisco, we found several other jurisdictions across the U.S. have more robust data dashboards than San Francisco's, allowing for deeper understandings of patterns, results, and implications of current prosecution processes.

We identified several jurisdictions, detailed below, that have created robust public-facing dashboards with extensive data and filtering tools to allow the public to view and manipulate information that previously was not readily available to the public. The motivations for creating these dashboards vary but generally share the common purpose of using data to increase transparency and assist in criminal justice system improvement. Understanding more about the individuals being prosecuted, including their race, gender, and other demographic characteristics, and reducing incarceration are also objectives of the jurisdictions with more advanced dashboards.

History of San Francisco District Attorney's Office Data Dashboard Efforts

The San Francisco District Attorney's Office (SFDA) reports that the impetus for their creation of a public dashboard came from an acknowledgement that the work of a prosecutor's office is often unseen and has a powerful impact on the life course of a criminal case. Collecting and reporting prosecutorial and criminal justice system data was seen by the Office and other criminal justice system stakeholders as an essential step to enhance public trust and procedural justice.

Early steps to incorporate data analysis into the Office's decision making began in 2011 when then District Attorney Gascón launched DA Stat. Like COMPSTAT, a performance management system adopted by some law enforcement agencies to use data to reduce crime and achieve other objectives, DA Stat's objectives included using data analysis to hone decision making and ensure fair, data driven justice.

Simultaneous with the launch of DA Stat, City and County of San Francisco justice partners launched the Justice Reinvestment Initiative[1], which further spurred interest in addressing the disparate impacts of the criminal justice system on people of color and in making data driven decisions to reduce the jail population. To do this, SFDA staff report that they and their partners concluded they needed to better understand aggregate criminal justice system outcomes.

Over the next six years, the SFDA joined two national initiatives aimed at collecting and using criminal justice system data to improve decision-making and better measure system outcomes: the Data Driven Justice Initiative, launched in 2015, and the Justice Counts initiative, launched in 2021. According to its website, the Justice Counts initiative was 'designed to help policymakers and criminal justice practitioners make better decisions using data'.

The SFDA staff subsequently joined The Governance Lab at New York University to study the impact of technology on governing and created a first prototype of a data dashboard measuring sequent criminal justice contact. The SFDA then secured a Safety and Justice Challenge Innovation Fund grant from the John D. and Catherine T. MacArthur Foundation, providing seed funds for San Francisco's criminal justice partners to support the Justice Dashboard, a series of cross system data dashboarding projects.

The District Attorney's Office created and convened the multi-agency Recidivism Work Group (RWG)[2] in 2012 to establish a definition of and metrics for recidivism and to guide the

[1] In February 2011, the Reentry Council of the City and County of San Francisco (Reentry Council) submitted a letter of interest to the U.S. Bureau of Justice Assistance (BJA) to participate in the local Justice Reinvestment Initiative (JRI). In May 2011, following BJA's selection of San Francisco as a JRI site, the Crime and Justice Institute at Community Resources for Justice began working with and providing technical assistance to the Reentry Council. The Reentry Council identified goals in three policy areas: (1) eliminate disproportionality in San Francisco's criminal justice system; (2) create a uniform early termination protocol for probation; and (3) maintain and expand pretrial alternatives to detention. Source: San Francisco Justice Reinvestment Initiative: Racial and Ethnic Disparities Analysis for the Reentry Council, The W. Haywood Burns Institute for Juvenile Justice Fairness & Equity, July 2021.

[2] The work group was composed of staff from the Sheriff's Department, Public Defender's Office, Adult Probation Department, Department of Public Health, Police Department, and community stakeholders at the Ella Baker Center and Public Policy Institute.

development of the Justice Dashboard. Because the SFDA's Office lacked a dedicated team of analysts at the time and data systems were disparate across multiple agencies, a fellow was hired to work on coordinating and developing the dashboard, which included preparing and integrating multiple datasets and developing and implementing the dashboard. An economist and professor of public policy at the University of California, Berkeley, Goldman School of Public Policy, as well as an independent consultant, provided additional technical assistance to troubleshoot data issues, and validate the data cleaning and analysis.

In creating the dashboard, the SFDA's Office and research partners chose to use Microsoft PowerBI, a software application that enables end users to customize, filter and automate data. The Office developed a single dashboard for internal use with multiple tabs that focused on a cohort of people who were convicted in 2013 and 2014. This dashboard allowed for the analysis of subsequent criminal justice contact for this cohort based on specific demographic factors, criminal history, and original offenses resulting in conviction.[3]

In 2019, to promote greater transparency, the SFDA was the first prosecutor's office in California and the second in the nation to publish prosecution data online in a public dashboard. Since then, the SFDA's Office has developed and currently maintains seven public data dashboards on the Office's website:

1) Incidents, Arrests, and Prosecutions,
2) District Attorney Actions on Arrests Presented,
3) Cases Prosecuted,
4) Case Resolutions,
5) Outcomes and Desistance,
6) Independent Investigations Bureau, and
7) Victim Services Division data.

In September 2022, the SFDA transitioned to a new case management system called eProsecutor, which enables the office to track novel data elements such as which cases are referred to a Collaborative Court or diversion program. The move to eProsecutor also means that, for the first time, the office has access to the back-end of its case management system.[4] Having back-end access will help improve data reporting both internally and publicly via the dashboards. For example, the office will have the ability to automatically update the dashboards every day.

[3] Source: Developing Data Dashboards to Drive Criminal Justice Decisions, Urban Institute, October 2018.
[4] With the previous system DAMION, the office did not have back end database access. This meant that data reports had to be manually created and extracted by a user on the front end of the case management system.

Start-Up Costs to Launch and Implement SFDA Office's Data Dashboards

The SFDA's public dashboards launched in 2019 built upon internal dashboards that the Office was using with support from the external parties identified above. For the public launch of its dashboards, the SFDA also received help from an Analytics Strategist from DataSF. Since 2018, ongoing maintenance of the SFDA dashboards has been provided by a few SFDA staff members who have dedicated part of their time to this effort in addition to their other duties. The allocation of staff time has varied from year to year, with annual costs ranging from $117,215 to $167,240 for an average of approximately .91 full-time equivalent administrative positions over the five calendar years between 2018 and 2022, as detailed in Exhibit 1. Materials and supplies costs were incurred in addition to these staff costs but have been minimal.

In 2020 and 2021, costs were related to updating the dashboards weekly and troubleshooting any technical problems that arose. In early 2022, the Office went through an exercise of revamping the dashboards and published new Cases Prosecuted, Cases Resolved, and Cases Sentenced dashboards.

Exhibit 1: SFDA's Estimated Costs for Maintaining Website Dashboards, 2018 - 2022

		1822 Administrative Analyst	1823 Senior Administrative Analyst	1824 Principal Administrative Analyst	0923 Manager II	0931 Manager III	8135 Asst. Chief Victim Witness Investigator	Total
2018	% FTE	50%		25%		15%		0.90
	Cost	$62,759.33		$45,715.44		$24,273.13		$ 132,748
2019	% FTE	50%		25%		15%		0.90
	Cost	$40,221.85		$46,962.35		$30,030.86		$ 117,215
2020	% FTE	50%				25%		0.75
	Cost	$72,409.29				$55,459.88		$ 127,869
2021	% FTE	50%				25%		0.75
	Cost	$78,294.52				$24,791.30		$ 103,086
2022	% FTE	50%	25%		25%		25%	125%
	Cost	$45,256.98	$22,309.76		$ 57,126.06		$ 42,546.93	$ 167,240

Current Staffing and Costs to Manage and Maintain Existing SFDA Office's Data Dashboards

As of June 2023, approximately .75 of a full-time equivalent position (FTE) at the SFDA Office was dedicated to maintaining and updating the dashboard. The staffing at that time consisted of a portion of one 1823 Senior Administrative Analyst and one 0923 Manager II, both of whom also have other responsibilities. The estimated annual cost for this staffing as of June 2023 was $123,798 in salaries and benefits and $3,000 for related services and supplies.

Prosecutorial Data Dashboard National Efforts and Best Practices

Nonprofit Measures for Justice Fostered Creation of Many Prosecutorial Dashboards

Measures for Justice, a nonpartisan nonprofit organization pursuing national efforts to make criminal justice data meaningful and accessible to the public, has played a pivotal role in the creation and development of prosecutorial data dashboards across the country. Founded in 2011, Measures for Justice defines one of its missions as improving data transparency in the criminal justice system.

In 2013, Measures for Justice received funding from the Bureau for Justice Assistance of the U.S. Department of Justice for its pilot large-scale study to collect criminal justice-related data in Milwaukee County, Wisconsin. The success of the pilot led to funding from several private foundations, including the MacArthur Foundation and Pershing Square Foundation, to collect data and develop criminal justice-related performance measures for more states. This then led to the launch in 2017 of the National Data Portal, which encompassed six states' worth of criminal justice-related performance measure data. By 2020, data from 20 states and 1,200 counties were included. However, data for all counties in a state are only included if available from a centralized statewide system to which the counties report their data. Unfortunately, California does not have such a system so only a small number of California's 58 counties[5] have or are currently participating in this data sharing effort. Other states have more widespread centralized inclusion of county specific data, though many of the measures that the initiative was trying to capture are not reported by all counties and are therefore not included in the dashboard.

In 2021, Measures for Justice launched a data dashboard in collaboration with the Yolo County District Attorney's Office in California using the Commons data tool, a free application developed by Measures for Justice. According to information on the Yolo County Commons data dashboard website, the dashboard is intended to enable community members, prosecutors, courts, and the police to work together to make criminal justice performance data available and shared policy goals public. To build on this work, Measures for Justice and the Association of Prosecuting Attorneys (APA) received a three-year, joint grant from the Tableau Foundation[6] to support

[5] Amador, Mono, and San Luis Obispo counties as of 2023.

[6] The Tableau Foundation provides grants and technical assistance to nonprofit organizations to pursue a number of goals including advancing racial justice, ending homelessness, and others. Technical assistance can include development of dashboards using Tableau software.

prosecutors' offices in the development of full Commons data dashboards[7] or help in data infrastructure and/or transparency-related issues.[8]

National Prosecutor Dashboard Advisory Group

In addition to the work done to provide prosecutors' offices with data visualization and technical support, APA and Measures for Justice have collaborated with the National Prosecutor Dashboard Advisory Group, which consists of prosecutors, national organizations, researchers, and foundations. This collaboration produced the "National Prosecutorial Dashboards: Lessons Learned, Themes and Categories for Consideration," a best practices guide developed to assist prosecutors' offices with developing and implementing public-facing data dashboards. The guide includes themes and categories of public-facing prosecutorial dashboards as follows:

Exhibit 2 Themes and Categories of Prosecutorial Dashboards Identified by the National Prosecutorial Dashboards Advisory Group

Themes	Dashboard Data Categories
Efficiency and Effectiveness	Case Screening Decision
	Charge Reductions
	Alternatives to Incarceration
	Timeliness
	Impact of Policies
Public Safety	Case Referrals by Offense Type
	Firearm-Related Offenses
	Dispositions
	Sentencing
	Priors
	Frequently Returning Defendants
	Recidivism
Themes	**Dashboard Data Categories**
Fairness, Equity and Social Costs	Defendant Demographics
	Victim Demographics
	Diversions and Outcomes
	Collateral Consequences
	Misdemeanors Associated with Poverty

[7] The three prosecutors' offices receiving complete support to publish public-facing Commons data platforms include (1) East Baton Rouge Parish, Louisiana, (2) Bernalillo County, New Mexico, and (3) Jackson County, Missouri.

[8] The seven prosecutors' offices receiving help in data infrastructure and/or data transparency-related issues were: (1) Norfolk County, Virginia, (2) Contra Costa County, California, (3) Fairfax County, Virginia, (4) Dallas County, Texas, (5) Miami-Dade County, Florida, (6) Ramsey County, Minnesota, and (7) Davidson County (Nashville), Tennessee.

	Misdemeanors Associated with Mental Health and Substance Use Geographic Impact by Neighborhood Sentence Lengths Pretrial Release Measures Across Race/Ethnicity
Victim Perspective	Domestic Violence Sexual Assault Firearm-Related Victimization
Contextual Information	Community Demographics Criminal Justice Resources Office Staff Demographics Legal Context

Source: National Prosecutorial Dashboards: Lessons Learned, Themes and Categories for Consideration

Comparison of SFDA Office's Data Dashboards with Other Jurisdictions

The National Prosecutor Dashboard Advisory Group's guide identifies examples of current public-facing data dashboards of prosecutors' offices across the nation. Through our review of this work, we identified five jurisdictions with prosecutors' offices that have created user-friendly and robust public-facing data dashboards and encompass many of the themes, categories, and metrics shown above and identified in the guide. We also reviewed and included a compilation of data points and filters from the Milwaukee County District Attorney's office since that office's dashboard was one of the first funded by Measures for Justice.

Jurisdictions with Prosecutor Dashboards Reviewed for Comparison with SFDA's Dashboards:

1. Cook County, Illinois[9]
2. New York County (Manhattan), New York[10]
3. Yolo County, California[11]
4. Philadelphia County, Pennsylvania[12]
5. King County, Washington[13]
6. Milwaukee County, Wisconsin[14]

[9] Felony: https://www.cookcountystatesattorney.org/about/data-reports, Sexual Assault: https://www.cookcountystatesattorney.org/resources/sexual-assault-dashboard, Domestic Violence: https://www.cookcountystatesattorney.org/resources/domestic-violence-dashboard

[10] https://data.manhattanda.org/#!/

[11] https://app.measuresforjustice.org/commons/yoloda/case-flow

[12] https://data.philadao.com/

[13] https://kingcounty.gov/en/legacy/depts/prosecutor/criminal-overview/CourtData.aspx

[14] https://data.mkedao.com/

We reviewed the data dashboards of the six prosecutor's offices listed above to map the various data elements and metrics on their data dashboards for each of the key steps of the prosecution process:

1) crime incidents and arrests referred to the DA,
2) DA actions and/or charging decisions on arrests presented,
3) case dispositions, and
4) case outcomes, or sentencings.

This mapping exercise enabled us to compare the SFDA's data dashboards with the other jurisdictions to identify gaps and variations. We also reviewed and compared performance metrics calculated and presented on the dashboards.

Exhibit 3 presents a summary of the variables included by step in the prosecution process for the dashboards reviewed. As shown, the same variables for filtering the core data points are provided for most of the steps but not all filters are provided for all data points in each jurisdiction reviewed. For example, all jurisdictions provide their number of cases by offense (e.g., burglary, assault) for the various steps but not all jurisdictions have demographic data about individuals prosecuted available for filtering their caseload data for all steps. When demographic data is included, dashboard users can see, for example, the number of individuals charged, by crime (e.g., felony assault) *and* demographic characteristics such as the number of individuals prosecuted for felony assaults under the age of 25 with prior convictions. San Francisco's dashboard does not include demographic data about the individuals prosecuted for any of the prosecution process steps presented so this type of analysis is not possible though such data is available for analysis on five of the six comparison jurisdictions' dashboards.

Exhibit 3: Variables included in Dashboards for Some or all Jurisdictions Reviewed, by Step in the Prosecution Process

Steps in Prosecution Process			
Crime Incidents and Arrests Referred to DA- ***can be filtered by:***	**DA Actions/ Charging Decisions on Arrests Referred to the DA-** ***can be filtered by:***	**Case Disposition-** ***can be filtered by:***	**Case Sentencing-** ***can be filtered by:***
Incident Type	Details on charges filed	Disposition type (conviction, dismissal, acquittal, etc.)	Sentencing outcome (jail, probation, state prison, etc.)
Arresting Agency			
Offense Type (Misdemeanor, Felony, etc.)	Offense Type	Offense Type	Offense Type
Offense Severity (e.g., Violent, Drug, Property, etc.)	Offense severity	Offense severity	Offense severity
Offense (e.g., Burglary, Auto Theft, etc.)	Offense	Offense	Offense
Prosecuted Individual Demographics (e.g., race/ethnicity, gender, age)	Prosecuted Individual Demographics	Prosecuted Individual Demographics	Prosecuted Individual Demographics
Geographic Location (Residence, Neighborhood, Police District, or City of Arrest)	Geographic Location	Geographic Location	Geographic Location
	Prosecuted individual's history of prior felonies or misdemeanors	Prosecuted individual's history	Prosecuted individual's history
	Diversion to alternative programs		

Exhibit 4 below presents a more detailed accounting of the variables included in the dashboards for each step in the prosecutorial process, by jurisdiction. The table provides details on the variations between jurisdictions on variables available on their dashboards that can be used to filter data points and gain a deeper understanding of each step in the process.

As can be seen in Exhibit 4, all the jurisdictions' dashboards present data covering the first two steps in the process: 1) crime incidents and arrests referred to the DA, and 2) DA actions and/or

charging decisions. However, two jurisdictions, Philadelphia and King County, do not provide data on both case dispositions (e.g., acquittal, conviction, etc.) and sentencing (e.g., prison, probation, etc.) whereas the other jurisdictions, including San Francisco, have data for both steps Filters such as geographic location are available for some but not all of the four steps in all jurisdictions. San Francisco is in the minority compared to the other jurisdictions in that it does not include any demographic information about individuals prosecuted for any of the four steps though it does provide this filter for its unique Outcomes and Desistance dashboard, which measures prosecuted individuals' subsequent contact with the criminal justice system.

The absence of person-level demographic data on the San Francisco dashboards, highlighted in the orange-shaded cells of Exhibit 4, is unlike five of the six comparison dashboards that present demographic information about individuals prosecuted on their dashboards for at least some if not all steps in the process that can be used to filter their data points. In most comparison jurisdictions, end users can filter data points by demographic information on individuals arrested, prosecuted, and sentenced. Yolo County and Manhattan County stand out for their robust data dashboards that track demographic information such as age, gender, and race/ethnicity of individuals prosecuted for each step in the process. Its lack of comprehensive demographic information hinders the SFDA Office's ability to measure and address potential inequities and disparities in the criminal justice system, as well as data transparency on these issues. In addition, while it is possible to filter data by police district for the SFDA Office's data dashboards, other jurisdictions include more specific geographic location data on their dashboards, such as residence, city or neighborhood of arrest, and neighborhood of crime.

Although a City regulation does not allow data that includes fewer than 10 cases or people to be publicly available due to privacy reasons[15], the SFDA Office's data dashboards would benefit from (1) including demographic information on an aggregate-level (such as focusing on major offense type categories by demographic characteristic instead of specific incident types that could potentially reveal individual data) and (2) including geographic data, such as supervisorial districts or neighborhoods where the crime occurred, as part of the data dashboards.

[15] Per the Public Data Visualization Guide for the City and County of San Francisco

Exhibit 4: Summary Comparison of Prosecutorial Data Dashboards by Jurisdiction

Orange highlight= to show where SF doesn't have data and most others do

Prosecution step and how data can be filtered	**Cook**	**Yolo**	**Manhattan**	**Milwaukee**	**King**	**Philadelphia**	**San Francisco**
Crime Incidents and Arrests Referred to DA	✓	✓	✓	✓	✓	✓	✓
Incident Type						✓	✓
Police District						✓	✓
Offense Type (Misdemeanor, Felony, etc.)	✓ [1]	✓	✓	✓	✓[1]		✓
Offense Severity/Group (e.g., Violent, Drug, Property, Domestic Abuse, etc.)		✓	✓			✓	
Offense (e.g., Burglary, Auto Theft, etc.)	✓	✓	✓		✓	✓	✓
Prosecuted Individual Demographics (e.g., race/ethnicity, gender)		✓	✓	✓	✓		
Geographic Location (Residence, Neighborhood or City of Arrest)		✓	✓			✓	
Arresting Agency		✓		✓	✓		
DA Actions and/or Charging Decisions on Arrests Referred to the DA	✓	✓	✓	✓	✓	✓	✓
Details on charges filed	✓	✓	✓		✓		✓
Offense Type (Misdemeanor, Felony, etc.)	✓	✓	✓	✓			✓
Offense (e.g., Burglary, Auto Theft, etc.)	✓	✓	✓		✓		✓
Offense severity		✓				✓	✓
Prosecuted Individual Demographics: gender, race/ethnicity, age	✓	✓	✓	✓	✓		
Geographic Location (Residence, Commission District or City of Arrest)	✓	✓	✓				
Prosecuted individual's history of prior felonies or misdemeanors			✓				
Diversion to alternative programs		✓	✓			✓	
Case Disposition (conviction, dismissal, acquittal, etc.)	✓	✓	✓	✓	✓	✓	✓
Offense Type (Misdemeanor, Felony, etc.)	✓	✓	✓	✓	✓		✓
Offense (e.g., Burglary, Auto Theft, etc.)	✓	✓	✓		✓	✓	✓
Offense severity		✓				✓	
Prosecuted Individual Demographics: gender, race/ethnicity, age		✓	✓	✓			
Geographic Location (Residence, Commission District or City of Arrest)	✓	✓	✓				
Prosecuted individual's history of prior felonies or misdemeanors			✓				

	Cook	Yolo	Manhattan	Milwaukee	King	Philadelphia	San Francisco
Sentencing outcome (jail, probation, state prison, etc.	✓	✓	✓	✓			✓
Offense Type (Misdemeanor, Felony, etc.)	✓	✓	✓	✓			✓
Offense (e.g., Burglary, Auto Theft, etc.)		✓	✓				✓
Offense severity		✓					✓
Prosecuted Individual Demographics: gender, race/ethnicity, age	✓	✓	✓	✓			
Geographic Location (Residence, Commission District or City and/or Neighborhood of Arrest)	✓	✓	✓				
Prosecuted individual's history of prior felonies or misdemeanors			✓				
DA action rates and measures (e.g., charging rate, conviction rate, etc.)	✓	✓	✓	✓	✓	✓	✓
Case processing efficiency		✓		✓			
Achievement of policy goals (e. g., avoiding overcharging)				✓			

Source: BLA Analysis of Data Dashboards

[1] This jurisdiction presents felonies only on their dashboard.

Notes: Orange-shaded cells represent data that is present on most of the comparison jurisdiction dashboards but not on the San Francisco District Attorney's dashboard.

Key Performance Metrics Included in some Other Jurisdictions' Dashboards

Data dashboards for each jurisdiction also include varying metrics for each key step of the criminal justice process such as the percentage of cases presented to and filed by the district attorney and case conviction rates. However, in comparison to other jurisdictions such as Yolo, Manhattan, and Milwaukee counties, the SFDA dashboard offers limited data on performance measures such as caseloads, case processing time, staff productivity, and details on diversion programs used. Exhibit 5 below shows some of the additional metrics tracked by Yolo, Manhattan, and Milwaukee counties, the three of which had the most extensive performance measures of the jurisdictions' dashboards reviewed.

While all of the metrics provided on their dashboards enhance case processing transparency and allow for assessments of the population of individuals prosecuted, Milwaukee County's dashboard metrics are unique among the dashboards reviewed in that they include more measures of the office's efficiency such as case processing time, cases per prosecutor, and number of continuances filed per case. Measures such as these are extremely useful for assessing a prosecutor's office's overall performance and are rarely available in a public venue. The Milwaukee County office's dashboard also includes metrics and graphics capturing information about key objectives of the office such as racial equity in case dismissals, case filings, and pretrial

detention. Measures such as these should be considered by San Francisco as a means of providing greater transparency about the SFDA's and the City's criminal justice system policy goals.

Exhibit 5: Prosecution Performance Metrics Tracked by Yolo County, Manhattan County, and Milwaukee County, Compared to the SFDA's Office

Yolo	Manhattan	Milwaukee	San Francisco
• Percentage of cases closed • Number of cases closed • Number of cases still ongoing from previous years • For each offense and demographic data type, the number of cases closed • For each offense and demographic data type, the number of cases still ongoing from previous years	• Pleas and trial convictions by alleged offense category • Offense-level changes for cases disposed • Conviction offense by major group • Five most common conviction offenses	• Number of days between referral and filing • Number of days between filing and disposition • Acquittals for violent crimes • Cases per prosecutor • Violent recidivism • Referral rejection/acceptance rates by neighborhood • Rates of cases resolved by resolution type • Number of motions for continuance • Staff turnover • Unnecessary felony filings averted	• Number of cases closed • Median days from arrest to close • Rates of cases resolved by resolution type

Sources: Yolo County, Manhattan County, SFDA Data Dashboards

San Francisco's dashboard includes a unique outcomes and desistance page

Unique to the jurisdictions reviewed, the SFDA dashboards include a page capturing information on prosecuted individuals' further contact with the criminal justice system after a first offense, as mentioned above. This dashboard does include demographic information about the individuals prosecuted and information about whether they were arrested, arraigned, or convicted subsequent to their first offense. Unlike the other pages of the dashboard, this

information can be broken down by most serious offense for previous offenses and by demographic characteristics including age, race/ethnicity, and gender. This feature of the dashboard provides an extremely useful means of determining if the SFDA's Office and criminal justice system partners is making progress in keeping prosecuted individuals out of further contact with the criminal justice system. The inclusion of demographic data is unique to this dashboard page only and is not available for all other measures in the SFDA dashboard.

Other jurisdictions' data dashboards dig deep into certain offense categories and track case processing time

Other jurisdictions have developed data dashboard pages on additional topics beyond the key steps of the criminal justice process. Of all the jurisdictions reviewed, Cook County has the most robust data dashboards on domestic violence. Their dashboard includes data on charging actions and convictions in domestic violence battery and aggravated domestic violence battery cases. In addition, Cook County has the most comprehensive dashboards on felony sexual assault data, and includes dashboards on charging and conviction data and trends, case outcomes, a breakdown of case outcomes by race/ethnicity of individuals prosecuted, victim characteristics such as age and race/ethnicity, and the arrest year of the individuals prosecuted, and sex crime statistics such as the relationship between individual prosecuted and victim, disability of the victims, and others.

Yolo County maintains a comprehensive dashboard that shows monthly data on how long it takes to move cases through the system. This measure shows the median number of days between when an offense took place and when the individual prosecuted was sentenced or when the case was disposed, if a sentence date is not available. The data can then be broken down by demographic characteristic, such as race/ethnicity, sex, age, offense type, and offense severity.

Philadelphia County also maintains case length data on its dashboard, measuring the number of days between arrest and case resolution. The dashboard shows the median days to disposition and yearly median days to disposition by police district. This data can be filtered by the following offense categories: violent, property, drugs, firearms, and other (such as disorderly conduct, illegal dumping/littering, DUI, etc.).

As mentioned above, Milwaukee County presents the most extensive set of performance indicators on their dashboards out of all the jurisdictions reviewed. These include measures of office efficiency such as caseload per attorney, equity of caseload distribution by office unit, ability to identify dismissible cases at filing, measures of prioritizing cases with greatest public safety returns, efficiency of filing decisions, time from filing to case disposition, number of continuances filed by the office, diversion program participant recidivism, rate of avoiding unnecessary felony charges at filing, and many others. None of the other jurisdictions reviewed,

including the SFDA, present such detailed and policy-driven performance measures on their dashboards.

Additional Data Filtering Features

As previously mentioned, the nonprofit, nonpartisan advocacy group Measures for Justice launched the first Commons data dashboard platform with the Yolo County District Attorney's Office in California. The goal of the dashboard platform was to engage community stakeholders, the District Attorney's office, and other public agencies on tracking progress via monthly data in pursuit of a more transparent and equitable criminal justice system. Consequently, the dashboard platform was designed to be community-facing, user-friendly and intuitive. It focuses on illustrating case flow data and the specific stages of a case, from when cases are initially referred to the prosecutor through their disposition. Yolo County's Commons data dashboard platform also includes more dynamic data filtering features than the other jurisdictions. The case flow data can be broken down by many filters such as misdemeanor versus felony, or by demographics like race or age, etc. Exhibit 6 shows screenshots of some of these features.

All of the other jurisdictions' dashboards follow a pattern in which end users can select a step in the process, then drill down for more details and filters on the core case data points for that step. Navigation on each site is different and it takes a few minutes to understand how each one works and how the filters can be applied. The Yolo County dashboard stood out to us as providing the greatest ease of navigation, using a point and click approach and with each step following a clearly laid out map of the prosecution process. Different users may have different experiences but many of the features of the Yolo County dashboard seem worth consideration by SFDA in any future efforts to upgrade their current dashboard.

Exhibit 6: Screenshots of Yolo County District Attorney's Office Commons Data Dashboard Platform

Decisions after Case Review

This section is about the decisions the prosecutor's office makes every month about whether to pursue cases in court, divert them before or after filing charges in court, or fully reject them for prosecution due to any number of reasons, including lack of evidence. These decisions are made through a process called Case Review. **Note:** You can explore all cases that were diverted, whether charges were filed in court or not, in the section "Cases that Are Diverted" below.

The data here can, in most cases, be broken down by many filters (misdemeanor vs felony, or by demographics like race or age, etc., when you click on the breakdown cards).

Total Cases
December 2022

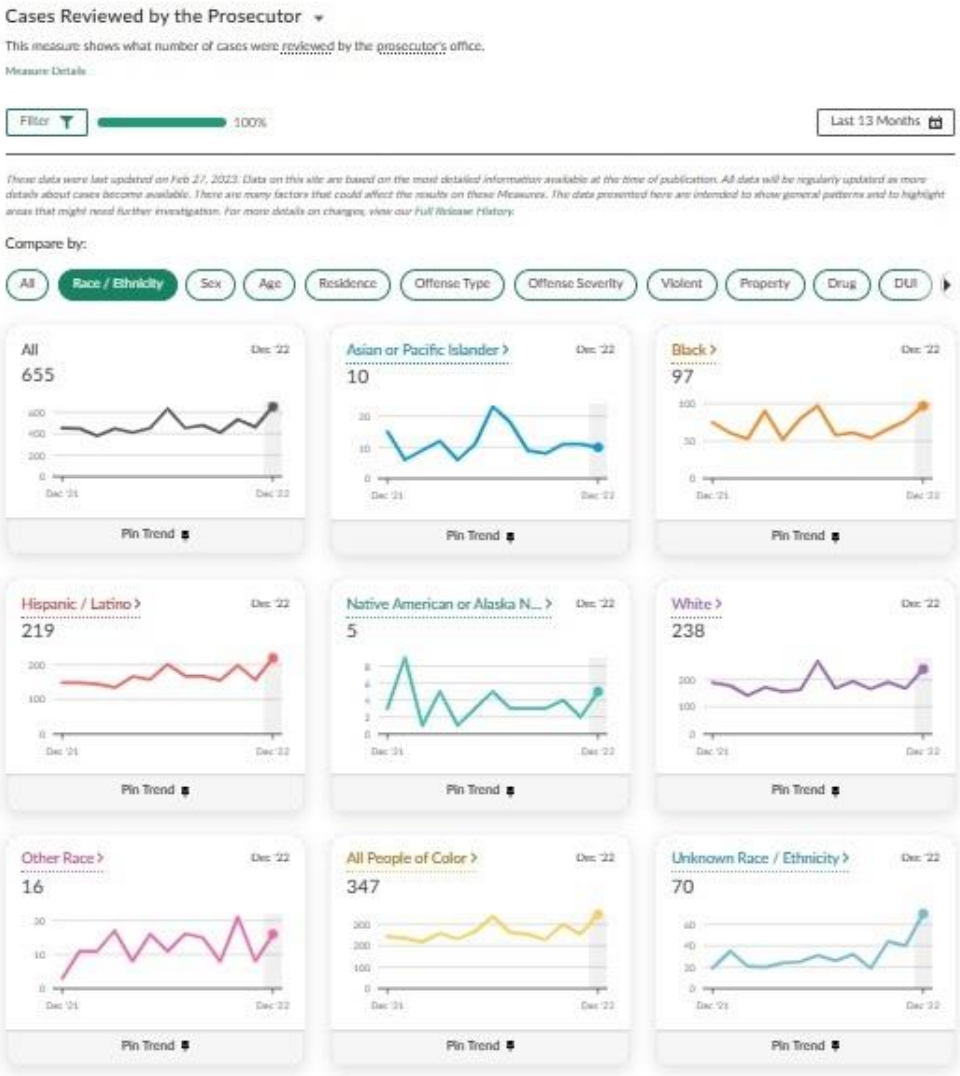
655 Cases Reviewed

× FEWER DETAILS

By Prosecutor Decision

DECEMBER 2022

	Misdemeanors	Felonies
	480	168
Prosecuted	330	108
Rejected	56	49
Diverted Before Charges	1	2
Diverted After Charges	93	9



Cases Reviewed by the Prosecutor

Race / Ethnicity	Apr '22	May '22	Jun '22	Jul '22	Aug '22	Sep '22	Oct '22
Total Cases	412	454	635	455	480	412	534
Asian or Pacific Islander	6	11	23	18	9	8	11
Black	52	80	97	58	61	54	66
Hispanic / Latino	165	157	201	167	167	155	198
Native American or Alaska Native	1	3	5	3	3	3	4
White	156	162	267	167	193	165	190
Other Race	8	16	11	16	15	8	21
All People of Color	232	267	337	262	255	228	300
Unknown Race / Ethnicity	24	25	31	26	32	19	44

Sources of Funding for Other Jurisdictions' Dashboards

We surveyed the comparison jurisdictions on their initial and ongoing maintenance costs and sources of funding for their prosecutorial dashboards. Responses are detailed in Exhibit 7 below. As can be seen, most jurisdictions did not provide specific cost amounts but, rather, provided estimates of staff time required (which can serve as a proxy for cost). In most cases, some external funding (grants) was obtained and used to help establish the dashboards. Subsequent maintenance and upgrading of the dashboards has mostly been accomplished by one or a small number of administrative staff in each prosecutor's office. This pattern was also found for the SFDA.

Exhibit 7: Sources of Funding and Costs of Dashboards for Comparison Jurisdictions[16]

Jurisdiction	Staff Response
Cook County	• Department's operating budget was the source of funds for initial and maintenance costs. • No dollars are technically dedicated to maintaining the dashboard, but it is handled by the data team.
King County	• No grant funding. Department's existing budget was the source of funds for initial and maintenance costs. • Current staffing to help maintain and manage the dashboards includes three total staff (2 paralegals and the Director of Data and Analytics).
Philadelphia County	• Approximately $75,000 in staff time to build the original dashboard. • Ongoing/maintenance costs are an estimated $100,000 annually in salary. A foundation grant helps fund ongoing costs and the majority of data lab personnel who work on the dashboard.

[16] We did not receive responses to our inquiry on this topic from the Manhattan County DA's Office.

Milwaukee County	• One staff member (Deputy Director of Analytics at the Loyola Chicago Center for Criminal Justice) developed, launched and currently manages and maintains the dashboard. • Foundation grant paid for all initial and ongoing costs.
Yolo County	• Initial dashboard built by Measures for Justice. Cost was split between Measures for Justice and the Yolo County District Attorney's Office. • County has not incurred any maintenance costs.

Source: Survey Responses from Jurisdictions

State of Colorado Data Dashboard Efforts

Other efforts throughout the country include the work of the Colorado Evaluation and Action Lab[17] and the Prosecutorial Performance Indicators,[18] with judicial districts across Colorado developing data dashboards to support district attorneys' offices with tracking progress. According to the Colorado Evaluation and Action Lab, eight prosecutors' offices throughout the state have piloted implementation of the indicators and developed data dashboards. The Lab is currently working with five additional offices to develop the tools and infrastructure to scale use of the data dashboards statewide.

Improving SFDA Office's Data Dashboards

The SFDA's Office aims to expand on and publish broader datasets and dashboards, such as on collaborative courts and diversion programs, as a continued commitment towards transparency and public accountability. To do this, the department has proposed adding an 1824 Principal Administrative Analyst and a temporary project-based Systems Engineer through the City Tech Store. One half of the 1824 Principal Administrative Analyst's time would be dedicated to data dashboard work, including supporting operations-related data work, identifying sources for new data elements, building out new datasets that capture the work of the SFDA's Office, updating and maintaining existing datasets and dashboards, gathering data from external and partner agencies, and conducting quality assurance of all produced reports. The temporary Systems

[17] The Colorado Governor's Office created the Colorado Evaluation and Action Lab in 2017 to serve as a government-research partnership housed at the University of Denver.

[18] The Prosecutorial Performance Indicators (PPI) are a menu of 55 indicators to measure performance toward three goals: capacity and efficiency, community safety and well-being and fairness and justice.

Engineer would serve as a database specialist, specifically reviewing and configuring current system configurations and managing the database replication process to ensure various servers are connected and able to replicate.

As shown in Exhibit 8 below, the estimated total ongoing cost for the half-time 1824 position would be $108,038 for salary and benefits and non-personnel costs would be $8,380 for a grand total of $116,418. When the one-time estimated cost for the Systems Engineer of $18,000 is added, total first year costs would be $134,418. Ongoing annual costs after the one-time work of the Systems Engineer is complete would be $116,418, These costs would be in addition to those for existing staff who collectively provided the equivalent of .75 of a full-time position to the Office's data dashboard work as of June 2023, covering data extraction, report building, dashboard creations, research, and fulfilling data requests.

Exhibit 8: SFDA's Estimated Additional Costs for Expanding Data Dashboards

Position	Personnel	Non-Personnel	Total Costs
1824 Principal Administrative Analyst	$108,038 or half the cost of the full- time position: $216,075 ($159,562 salary, $56,513 benefits)	$8,380 ($6,000 for training, $2,300 for one laptop, $79.59 for one PowerBI license)	$116,418
Systems Engineer (project based via City Tech Store)	$18,000 (80 hours of work from Senior Engineer)	None	$18,000
		First Years Costs Total	**$134,418**
		Ongoing Annual Costs	**$116,418**

Source: SFDA's Office

The specific improvements to the SFDA dashboards that would be implemented if the additional staffing is approved were not reviewed by our office in preparing this report. Those details should be presented to the Board of Supervisors if it considers the staffing enhancement proposed by the SFDA's Office.

Policy Options

1. The Board of Supervisors should suggest that the District Attorney convene a group of pertinent stakeholders to review and propose enhancements to its existing data dashboard consistent with information found in exemplary dashboards reviewed for this report including demographic information about individuals prosecuted and victims, case outcomes and dispositions, and key

performance metrics such as case processing time, cases filed per attorney, number of continuances per case, staff diversity, and other measures to illustrate whether the office is achieving its policy goals, and is operating efficiently and with sufficient resources.

2. If the Board of Supervisors considers funding for additional staffing for the District Attorney's Office for data dashboard enhancements, it should request that the Office provide: a) information on any private funding available for these costs such as from private foundations, and b) details on the specific enhancements that would be implemented, such as more demographic information about individuals prosecuted and case processing and Office productivity performance metrics.