



-- AN EXAMPLE OF IMPLEMENTING CHANGES TO ICMA CODE OF ETHICS --

LOCAL GOVERNMENT PUBLIC SAFETY PROGRAMS ASSESSMENT
WASHINGTON STATE BETA TEST

NW CITY - COUNTY MANAGERS SPRING CONFERENCE
MARCH 2023

HOW DOES THIS PRESENTATION FIT WITH WHAT IS HAPPENING AT ICMA?

- ICMA members are currently voting (balloting ends March 31st) on proposed changes to the ICMA Code of Ethics
- The ICMA Board finished a series of listening sessions and a member survey across ICMA regions about ICMA Diversity, Equity and Inclusion (DEI) initiatives
- If approved, four of the 12 tenants of the Code of Ethics will be modified and updated as part of the profession's commitment to DEI.
- An example is Tenant 4 -- Proposed to state:
"Serve the best interests of all community members " (emphasis added)
- Proposed Tenant 4 Guidelines change:
"Promote Equity. Members should ensure fairness and impartiality in accessing programs and services and in the enforcement of laws and regulations. Members should assess and propose solutions to strive to eliminate disparities."

LOCAL GOVERNMENT PUBLIC SAFETY PROGRAMS ASSESSMENT WASHINGTON STATE BETA TEST

What is being BETA tested?

An online assessment tool developed for use by medium and small local governments throughout the United States – 100,000 population or less. The tool assists local governments in discovering POTENTIAL disparities in program results and identify related policy questions.

Who participated in the BETA test?

Seven Washington State cities with populations ranging from 12,500 to 96,600.

Which Public Safety programs were included in the assessment?

Seven public safety system programs starting with intake at call centers; police; prosecutor, court, public defense, detention and ending with community supervision

Is the BETA test complete?

No, the BETA test is at the half way point. All data has been collected and cities are now doing analysis. We should have results in the late summer/fall . Each city will have a PowerPoint document as the end product with results for up to 15 pain or gain points in their PS system.

WHAT HAPPENS AFTER THE BETA TEST?

- Results of BETA presented at WCMA (Managers and Administrators) and WASPC (Policing Executives) summer/fall conferences
- If the BETA test is successful, the assessment tool would be made available to all cities and counties nationally.
- We hope to distribute through ICMA and related Public Safety Associations

WHY WASHINGTON STATE?

- Washington State has a decentralized public safety system – local governments are primarily responsible for public safety programs – no unified state or regional court or jail systems
- Washington State is one of 41 states that **does not collect** self reported race/ethnicity data with a driver's license/state ID card.
- Race/ethnicity information may be initially recorded by first responder or first contact observation
- At the state level, Washington State's public safety data collection agencies agreed to cooperate with the BETA test cities, providing previously unavailable multi-year standard reports of race/ethnicity data validated through self report, finger print match and the state's Criminal History Depository database
- Experiences of public safety employees (using observation) and community members (using self report) could potentially be compared or contrasted

HOW TO USE PUBLIC SAFETY SYSTEM ASSESSMENT

- In combination with elected officials as they convene community engagement and conversations
- In combination with engagement and conversation with front line and support employees
- Numbers do not tell the whole story – lived experiences of community members are an essential element that informs and underpins respect and trust between a local government and the community it serves.
- In combination with disparity assessments of other essential service systems that form and effect your community – such as social safety net programs, education, housing, health care and economic opportunity.

ASSESSMENT AND DATA COLLECTION LIMITATIONS

ASSESSMENT LIMITATIONS

- Should be used as only one part of a larger community engagement or organization's DEI effort.
- Should not be used as the only tool in assessing the performance of public safety programs
- How the assessment will be used should influence data approach and assessment objectives.
- When measuring disparity, race and ethnicity data integrity is limited by collection methods: e.g. employee observation data may align more with employee perceptions while self reported race/ethnic identity data could more closely align with community experiences

ASSESSMENT AND DATA COLLECTION LIMITATIONS

DATA LIMITATIONS

- Data should be used as a indicator to look further and ask questions -- NOT as a conclusion.
- Data can be affected by a community's legacy of historical social, housing and wealth disparities which shape neighborhoods and the community as a whole today
- Data is only one way of assessing unconscious or implicit bias at the local program level and it can be influenced by a host of factors, not only the actions of employees.
- Assessment relies on data generally available from state and federal sources, augmented by local data to reduce staff hours
- Data should be displayed in visually engaging formats and always list data limitations and sources

ASSESSMENT APPROACH

Disparity Focus

- Compares adult population racial/ethnic profile to results of enforcement and public safety program activity
- Compares population income profile to results of enforcement and public safety program activity
- Identifies potential indicators of institutional unconscious or implicit bias leading to exploration questions
- Baseline to track change over time

Cost Effectiveness Focus

- Based on community characteristics and needs
- Alignment with community priorities
- Alignment of costs with access and impact

SOME INITIAL “LESSONS LEARNED”

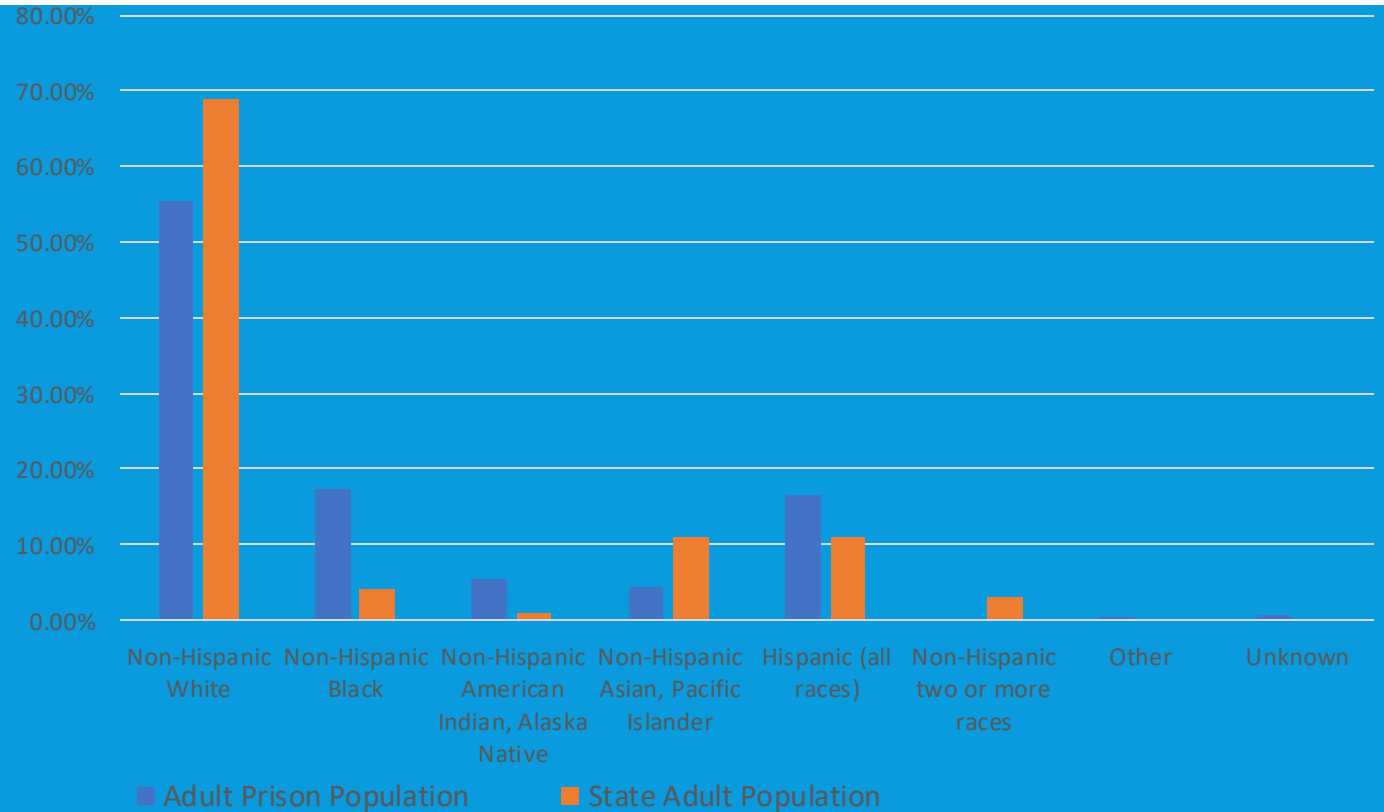
- A hot button topic that requires a measured and balanced approach to maximize effectiveness and build, rather than tear down, trust with elected officials, community and employees
- There is a tendency to assume that any data that shows disparity, automatically means all or part of the public safety system is biased.
- Most locally collected disparity data and studies to date rely on employee observation race and ethnicity data compared to self reported census data for “city limits”
- The demographics of the “draw area” for public safety may be as, or more important, to look at when considering disparity than the “city limits”
- By federal design, no self report Hispanic ethnicity data is collected in the FBI fingerprint card system, has to be collected deliberately and recorded separately
- In our current data systems, Hispanic ethnicity data has to be manually added to both census and public safety data even though people of Hispanic origin are the nation’s largest racial or ethnic group (18.9% of total US 2021 population; 13.7% Washington, 14% Oregon, 7.5% Alaska, 13.3% Idaho).
- Definition of terms and discussion of data validity are important to credibility and validity of comparisons.

WASHINGTON STATE – DISPROPORTION OF ADULT POPULATION IN PRISON IN DECEMBER 2022

Author: State of Washington
Department of Corrections,
Agency Fact Card

This Statewide benchmarking
data is published annually.

Disparity in Washington State Prison Population December 2022



WASHINGTON STATE – DISPROPORTIONAL ADULT FELONY SENTENCING REPORT

Author: State of Washington
Forecast Council, Office of
Financial Management (OFM)

The same report in 2021 with markedly fewer felony sentences statewide (Pandemic) saw Native American and Hispanic disproportions increase and African American and Asian decrease slightly.

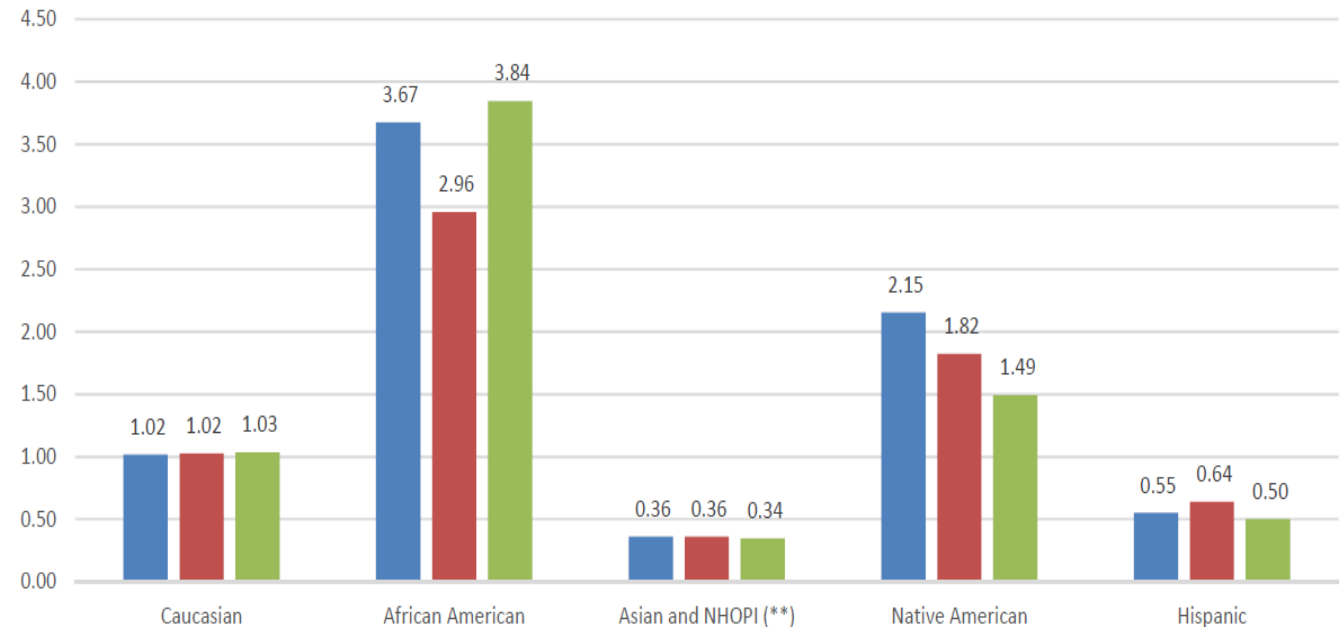
This Statewide benchmarking will be continued annually.

Note: Green ,GM = Felony sentences reduced to misdemeanors

Table 7.
Comparison of all ratios FY 2019

Ratio	Caucasian	African American	Asian and NHOPI (**)	Native American	Hispanic
Ratio Age 18+ Sentences vs. Population	1.02	3.67	0.36	2.15	0.55
Ratio Age 18-to-54 (At-risk) Sentences vs. Population	1.02	2.96	0.36	1.82	0.64
Ratio Felony-ReduceTo-GM Sentences vs. Population	1.03	3.84	0.34	1.49	0.50

(**) including Native Hawaiian and Other Pacific Islander



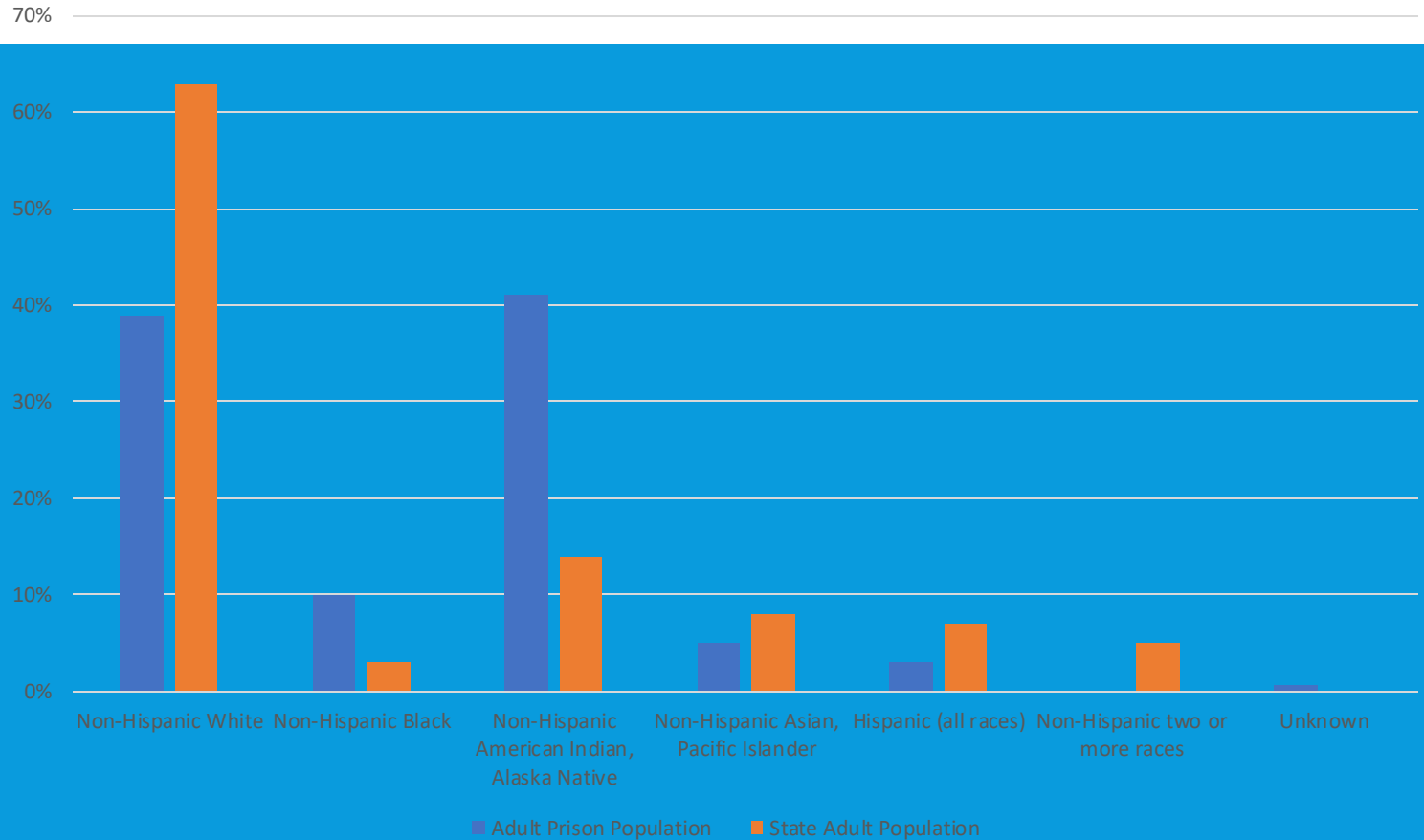
■ Ratio Age 18+ Sentences vs. Population
 ■ Ratio Age 18-to-54 (At-risk) Sentences vs. Population
 ■ Ratio Felony-ReduceTo-GM Sentences vs. Population

STATE OF ALASKA – DISPROPORTION OF ADULT POPULATION IN PRISON IN JULY 2022

Author: State of Alaska
Department of Corrections,
Offender Profile

This Statewide benchmarking
data is published annually.

State of Alaska Prison Population Disparity July 2022



HIGH LEVEL INTERACTIVE TOUR THE "GUTS" OF THE ASSESSMENT

COMMUNITY PROFILE

Population (Source: US Census Tables P-4 and B01001)

- Population by Race
- Income
- Public Safety System draw area (Source: Administrative Units of 20,000, 10,000 and 5,000 residents by code area type)

Housing Patterns (Source: Map products, see appendix)

- Housing pattern by Race (3 sets: information on a map or by named neighborhood if your city has those that)
- Neighborhoods by Income (3 sets: information on a map or by named neighborhood if your city has those that ex. "South Hill" neighborhood)

Government Characteristics by Race (Source: Local Government data)

- Elected Representatives
- Members of Boards and Commissions
- All Local Government Employees
- Public Safety Employees (Police, Fire, Medical, alternative responders, Court, Public Defense, Prosecutor, Jail, Probation and alternative programs)

INITIAL SCREENING

In this section we are looking at the high-level results of the city or county's Public Safety system activity using a three year data sample. The high level results evaluated are:

- Jail and prison detention by race/ethnicity and income
- Police use of force by race/ethnicity and income
- Community profile

PUBLIC SAFETY SYSTEM PAIN OR GAIN POINTS



What are pain or gain points?

Gain Point – the benefits (ex. feeling safe, respected and listened to) which people expect and need which may increase the likelihood of cooperation, trust and respect in return.

Pain Point – negative experiences, emotions and risks that people experience in the process of interacting with people in the organization.

INTAKE

- Describe 911 call overall volume and volume by call priority for last three years (define what each call priority category means).
- Describe self-initiated or pro-active activity volume in general. Specify case numbers, where available, for suspicious activity, traffic stops, assist public, audible alarm responses, nuisance, disturbance or self initiated case reports.



POLICING



COURT



PUBLIC SAFETY PROGRAM FEES/ASSESSMENTS

Identify points in the system and/or alternatives that require the payment of fees for access or consequence avoidance.

Examples: payment of probation fees to avoid revocation to jail, fees for participation in deferral from prosecution programs, payment of fees for participation in alternatives to jail pre-trial, payment of cash bail or bond/surety as an alternative to jail pre-trial, payment of fees or charges for required treatment or participation in treatment upstream from court or detention.

POTENTIAL POINTS OF SYSTEM STRENGTH

Supervision points in the public safety system that appear to be the most equitable by race/ethnicity or income.

Supervision the points in the public safety system that appear to be the most cost-effective.

QUESTIONS?

COMMUNITY PROFILE

Population (Source: US Census Tables P-4 and BO9010)

- Population by Race
- Income
- Public Safety System draw area (Source: Administrative Office of the Courts infraction and Misdemeanor zip code analysis)

Housing Patterns (Census Map products, see appendix)

- **Housing pattern by Race** (block information on a map or by named neighborhood if your city has done that)
- **Neighborhoods by income** (block information on a map or by named neighborhood if your city has done that ex. "south hill" neighborhood)

Government Characteristics by Race (Source: Local Government data)

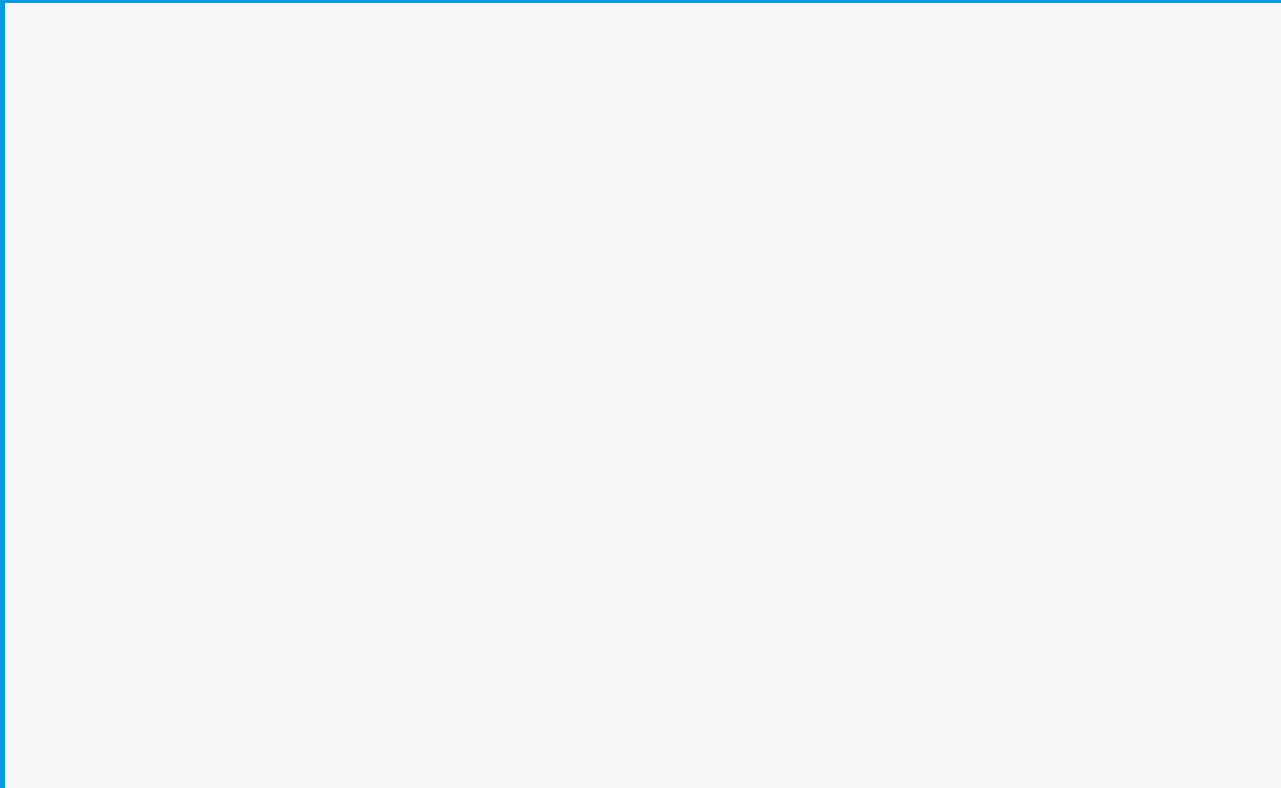
- Elected Representatives
- Members of Boards and Commissions
- All Local Government Employees
- **Public Safety Employees** (Police, Fire, Medical, alternative responders, Court, Public Defense, Prosecutor, Jail, Probation and alternative programs)

POPULATION PROFILE CHEAT SHEET

- Search "data.census.gov"
- Select "Data" under Census Bureau Data entry
- Select "Tables and Maps"
- Enter "Your City or County Name and State P-4"
- Table P-4 (showing 2020 City or County population over 18 by ethnicity and race should appear)
- Distribute 2 + race counts among racial/ethnic categories
- Add all categories, should equal total adult population

[City or County Name]	Total Population Over 18	Percentage
White (not Hispanic/Latinex)	25,011	50.0%
Hispanic/Latinex	7,553	15.1%
Black	7,679	15.4%
American Indian and Alaska Native	1,154	2.3%
Asian	6,135	12.3%
Native Hawaiian and Other Pacific Islander	1,775	3.5%
Some other race	713	1.4%
Total Adult Population	50,020	

PUBLIC SAFETY DRAW AREA POPULATION PROFILE



Method:

Identify 80% (or other %) of offenses by zip code from Administrative Office of the Courts infraction and misdemeanor frequency data for three years (see specifics in slide notes)

After identifying the “draw area” zip codes use census population data by Zip code to create a race/ethnicity and income profile for the draw area.

This is an alternative method of setting race/ethnicity and income benchmarks. Community population profile should always be show with draw area population as an additional comparator.

INCOME PROFILE CHEAT SHEET

- Search "data.census.gov"
- Select "Data" under Census Bureau Data entry
- Select "Tables and Maps"
- Enter "Your City or County Name and State BO9010"
- Table BO9010 (showing households with and without SSI, Public Assistance or Food Stamps in last 12 months)
- Calculate percentages and place in table format (see example)
- Comparison in Public Safety System: Administrative Office of the Courts standard report – three years of defendants qualified for public defense compared to all defendants -- percentage of defendants qualified for SSI, Public Assistance or Food Stamps

Source: Census
Table BO9010

Households with SSI, Public Assistance or Food Stamps in last 12 months

	Households	%
With	4917	38.7%
Without	7784	61.3%
Total Surveyed Households	12701	

Defendants qualified for Public Defender

Three years of court filings . [EXAMPLE PUBLIC DEFENDER CASES REPORT](#)

Not qualified for public defender due to income XX%
Qualified for public defender due to income YY%

(Source: Administrative Office of the Courts Using screening tool – defendants or household qualified for SSI, Public Assistance or Food Stamps)

INITIAL SCREENING

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- Jail and prison detention by race/ethnicity and income
- Police use of force by race/ethnicity and income
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JAIL AND PRISON INCARCERATION RATES

[Show graphic of local government's adult population by race/ethnicity – Source US census]

[Example. Note: you can combine data on same graphic with clear distinctions between population and incarceration data by race/ethnicity]

Finding:

[state any difference between population profile and detention profile for your local government]

[Show graphic of jail and state prison (DOC) 3-year detention statistics by race/ethnicity – Washington State Patrol standard report DOC tab and jail data collected from your contract or local jail]

[Example]

[Show graphic of jail (JABRS) 3 year detention statistics by race/ethnicity pre-, post-trial and total, if available)]

[Example]

POLICE USE OF FORCE

[Show graphic of local government's adult population by race/ethnicity – Source US census]

[Example. Note: you can combine data on same graphic with clear distinctions between population and use of force data by race/ethnicity]

Finding:

[state any difference between population profile and use of force data for your local government]

[Show graphic of law enforcement agency Use of Force annual report for three years of statistics by race/ethnicity]

[Example]

COMMUNITY CONTEXT

[Show graphic of local government's adult population by race/ethnicity – Source US census]

[Example. Note: you can combine data on same graphic with clear distinctions between population and use of force data by race/ethnicity]

Finding:

[state any difference between population profile and local government data for housing, employment and government characteristics]

[Show graphic of community profile information on housing, employment and government characteristics by race/ethnicity]

[Example]

FINDINGS FROM INITIAL SCREENING

State result for each screening items answering the following questions

1. Over the last three years what racial or ethnic groups , if any, are under or over-represented in jail or prison compared to your community profile?
2. Over the last three years what racial or ethnic groups , if any, are under or over-represented in use of force data compared to your community profile?
3. How does your organization's elected and appointed leadership compare to your community profile? How does your organization's employee profile compare to your community profile?
4. Are there housing patterns and/or wealth and employment gap differences in your community?

PUBLIC SAFETY SYSTEM PAIN OR GAIN POINTS



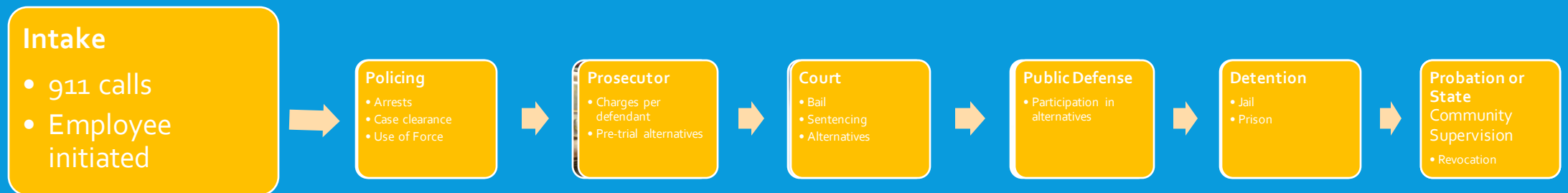
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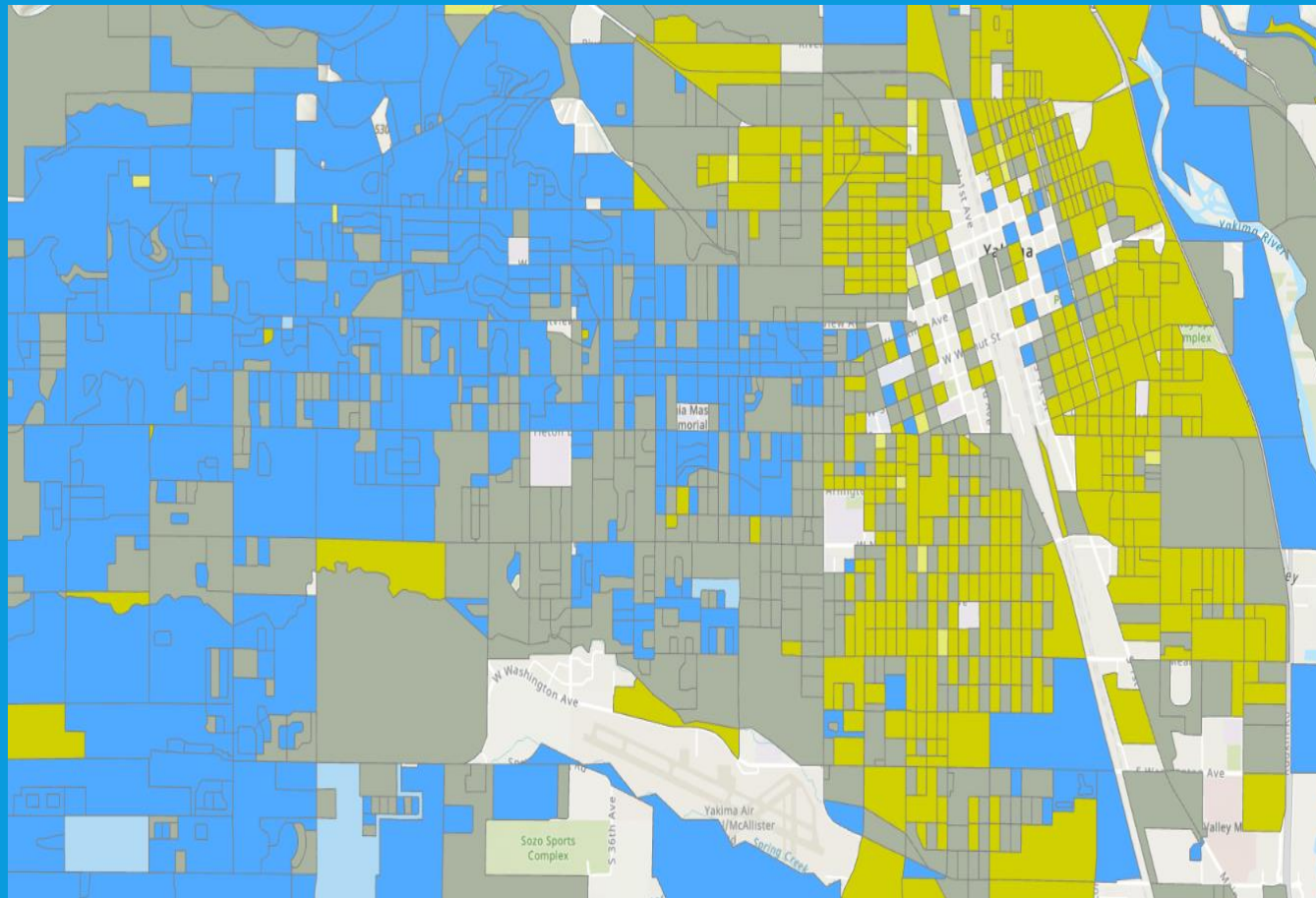


COMMUNICATION CENTER CALL NATURE EXAMPLE

COMMUNICATION CENTER DATA SORT
FOR A LOCAL GOVERNMENT WITH 80,000
ACTIVITIES FOR POLICE DEPARTMENT
2019

Frequency	Nature
20087	TRAFFIC STOP
12798	SUSPICIOUS CIRCUMSTANCES
4571	UNWANTED GUEST
4309	WELFARE CHECK
2823	DOMESTIC
2626	INFORMATION
2400	TRAFFIC OFFENSE
2137	PUBLIC SERVICE
1953	CITIZEN ASSIST
1936	THEFT
1896	ACCIDENT NO INJ
1867	TRAFFIC HAZARD
1538	ANIMAL PROBLEM
1441	AGENCY ASSIST
1311	ATMT TO LOCATE
1275	NOISE COMPLAINT
1262	CIVIL MATTER
1253	Alarm Business
1180	ASSAULT
918	MAL MISCHIEF
699	JUVENILE PROBM
690	COURT ORDER SER
680	ACCIDENT HITRUN
672	RUNAWAY JUV
651	PARKING PROBLEM
651	THEFT-VEHICLE
621	BURGLARY
606	SHOTS FIRED

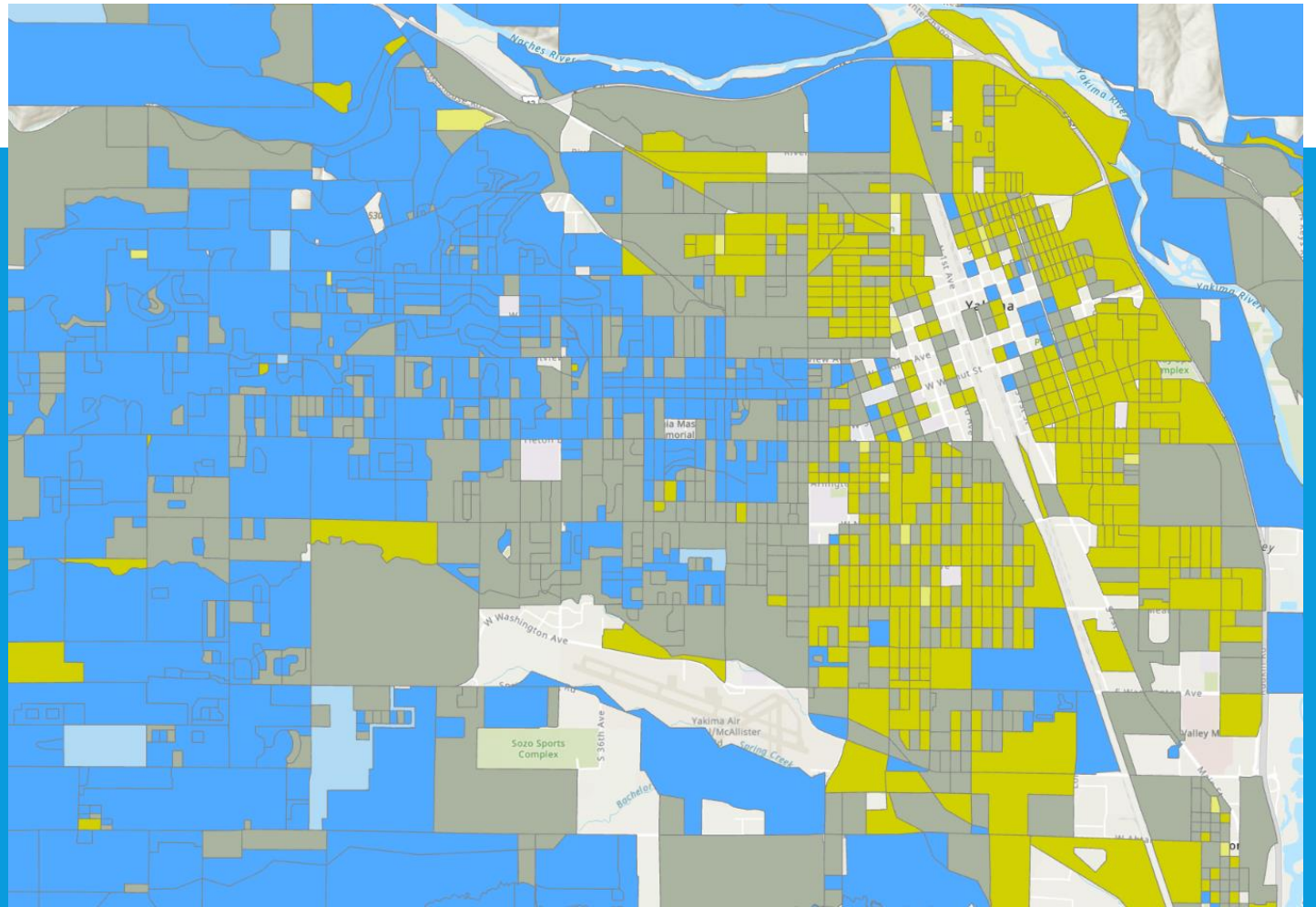
INTAKE – MAP OF CENSUS BLOCKS BY RACE OVERLAYED WITH MOST FREQUENT 911 CALL TYPES



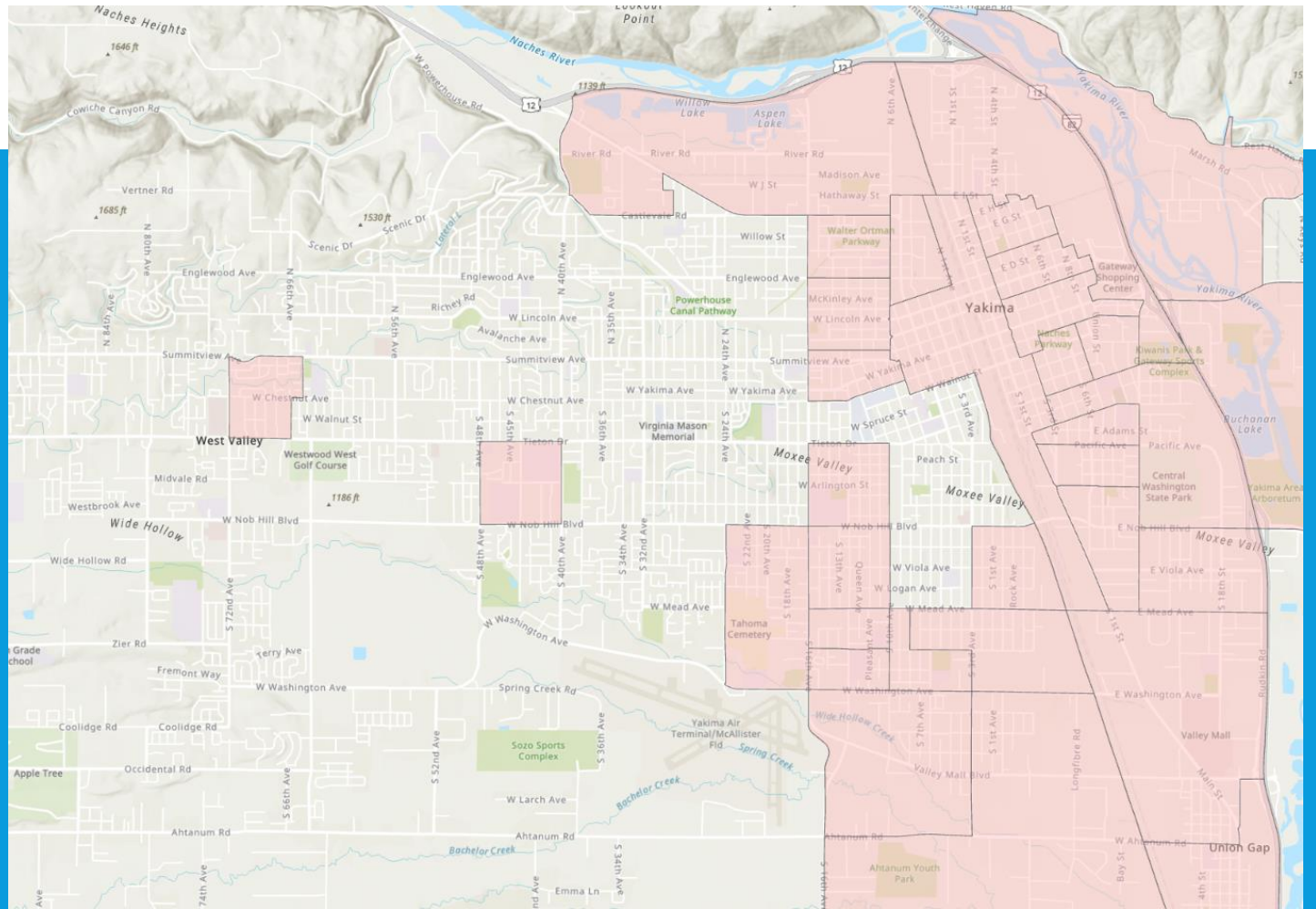
See notes section below this slide for information on how to find and display this data.

EXAMPLE
CENSUS BLOCK
MAP LAYER BY
PREDOMINATE
ETHNICITY –
HISPANIC IS
GOLD, TAN IS
WHITE

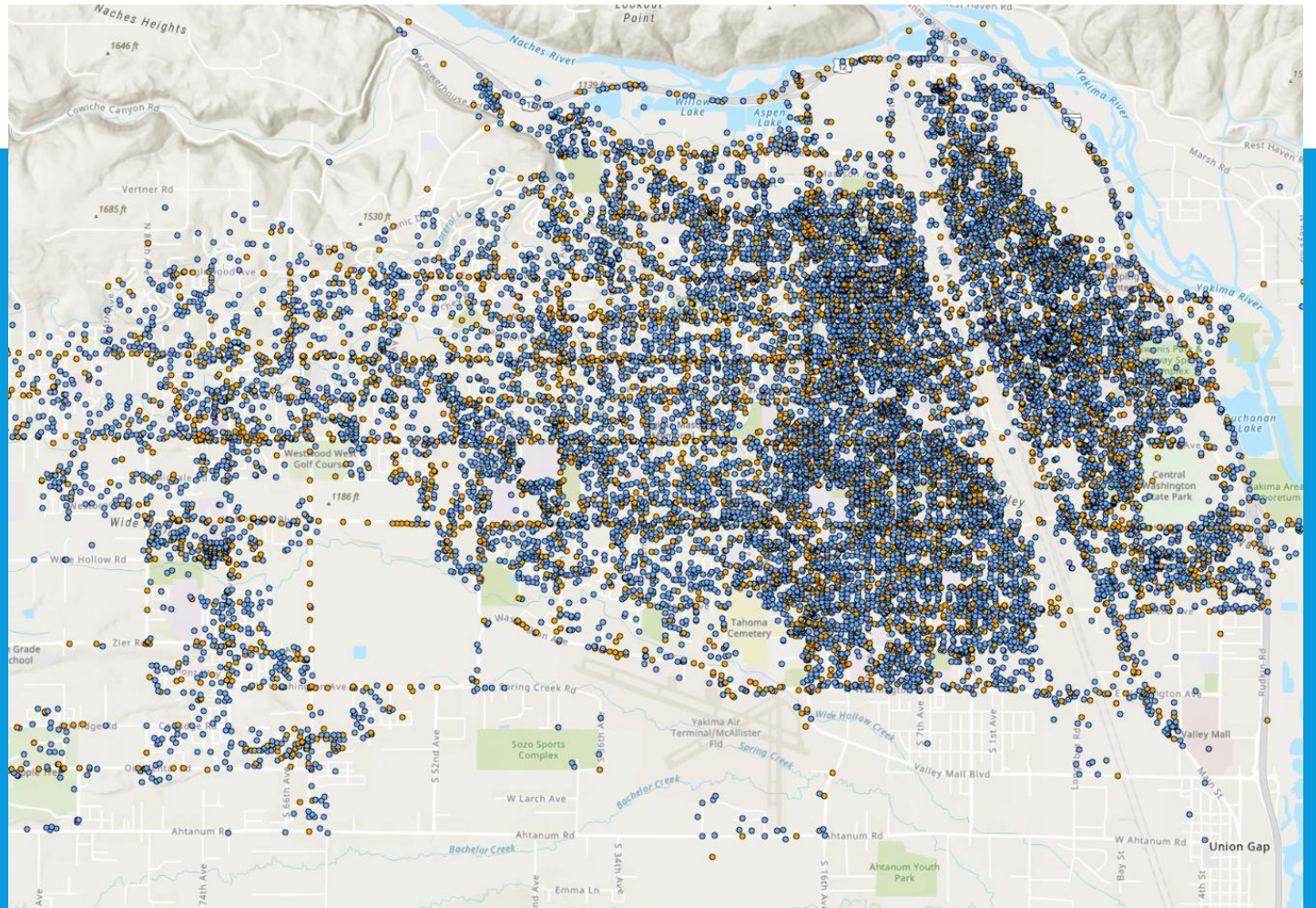
EXAMPLE
CENSUS BLOCK
MAP LAYER BY
PREDOMINATE
ETHNICITY –
HISPANIC IS
GOLD, TAN IS
WHITE



EXAMPLE
CENSUS BLOCK
MAP LAYER BY
LOW/MODERATE
INCOME – PINK IS
LOW/MODERATE
INCOME



EXAMPLE INTAKE
MAP LAYERS –
ACTIVITY/CALL
NATURE HIGH
AND LOW
PRIORITY CALLS
2019



FIT WITH DESIRED OUTCOMES

Desired Outcome: Proportional and/or consistent emphasis and response times among neighborhoods.

[describe facts about desired outcomes that can be gleaned from data and pose any potential follow-up questions]

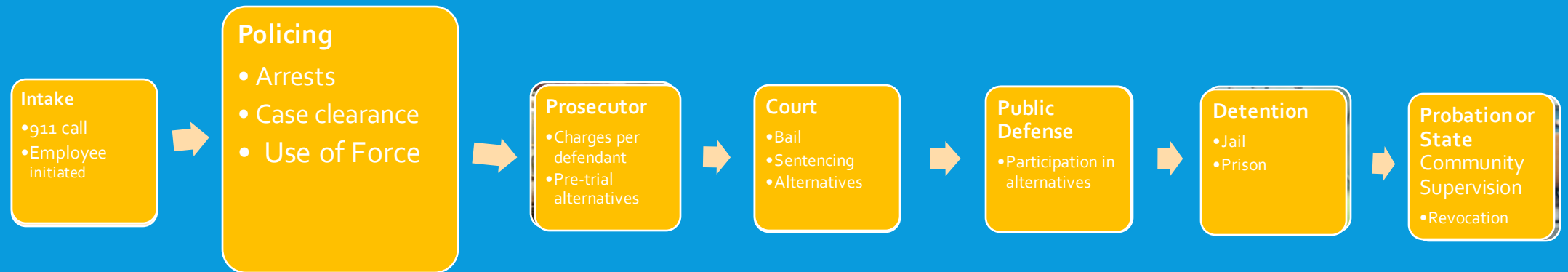
POLICY QUESTIONS TO EXPLORE

Policy Question: How are or can some types of calls be addressed with alternatives to existing patterns of first response and achieve desired outcomes?

Policy Question: How can lower priority calls, with high volumes, be addressed with less expensive resources or technology?

Policy Question: How can high call volume neighborhood's safety needs best be met? Do we know how the neighborhood defines "safety" from their point of view?

POLICING



POLICING PROFILE

Provide a graphic from three years of data that displays the top types and frequency of infractions (ex parking), misdemeanors (top 3 or 4 from WSP data; ex. Assault, trespass and Driving without a license) and felonies (top 3 or 4 from WSP data; ex. Robbery, violation of no-contact order, possession with intent to sell controlled substance)

POLICING – ARRESTS BY RACE/ETHNICITY

EXAMPLE – ARREST/INCIDENT DATA		
Three Year Arrest Data [City or County Name]	Arrests by Race/Ethnicity	Percentage
White (not Hispanic/Latinex)	3,510	49.6%
Hispanic/Latinex		
Black	2,706	38.2%
American Indian and Alaska Native	122	1.7%
Asian	592	8.4%
Native Hawaiian and Other Pacific Islander	0	0.0%
Some other race	144	2.0%
Total Arrests	7,076	

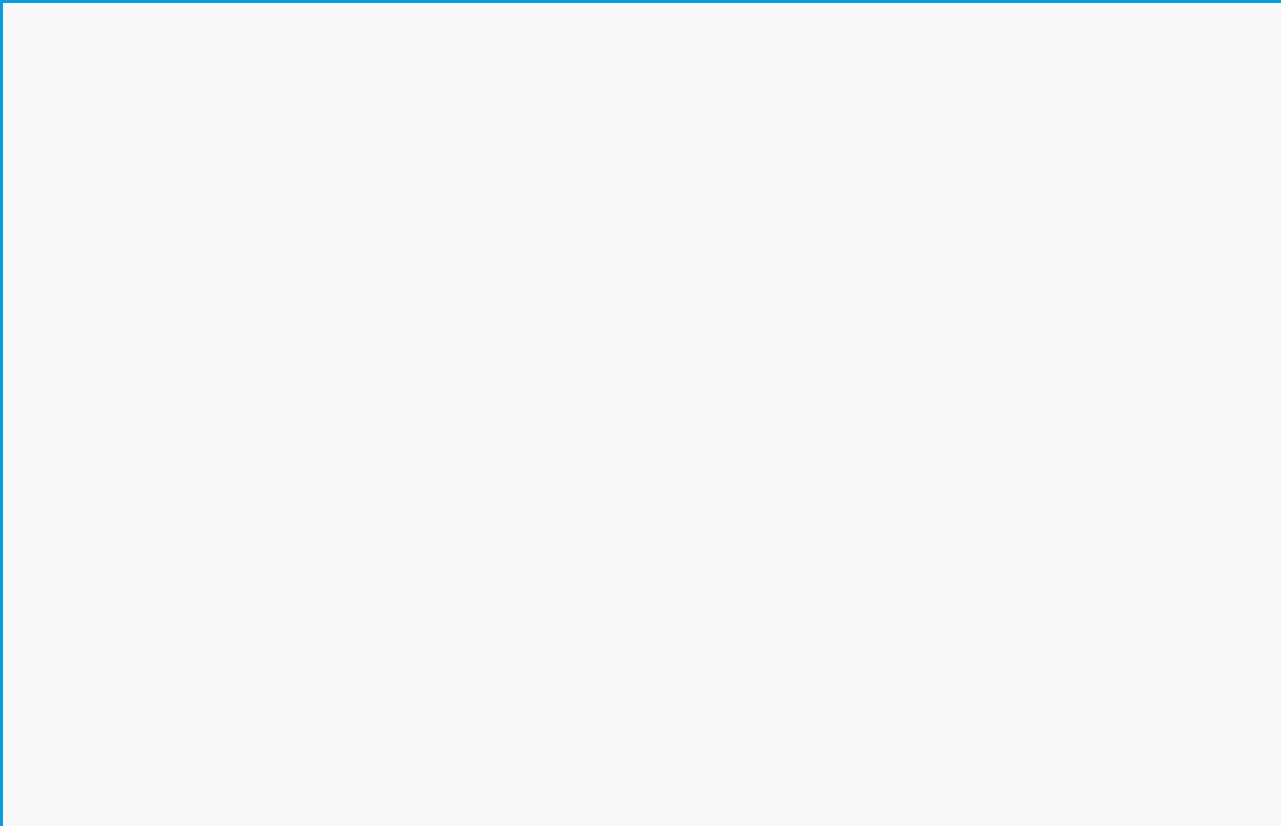
[Create a table or graphic comparing the community racial/ethnic profile to Washington State Patrol 3 year arrest data for your Police Dept by race]

FINDING:

[state the differences or lack of differences between arrest and community profiles]

[LINK TO ARREST DATA EXAMPLE](#)

POLICING – CASE CLEARANCE

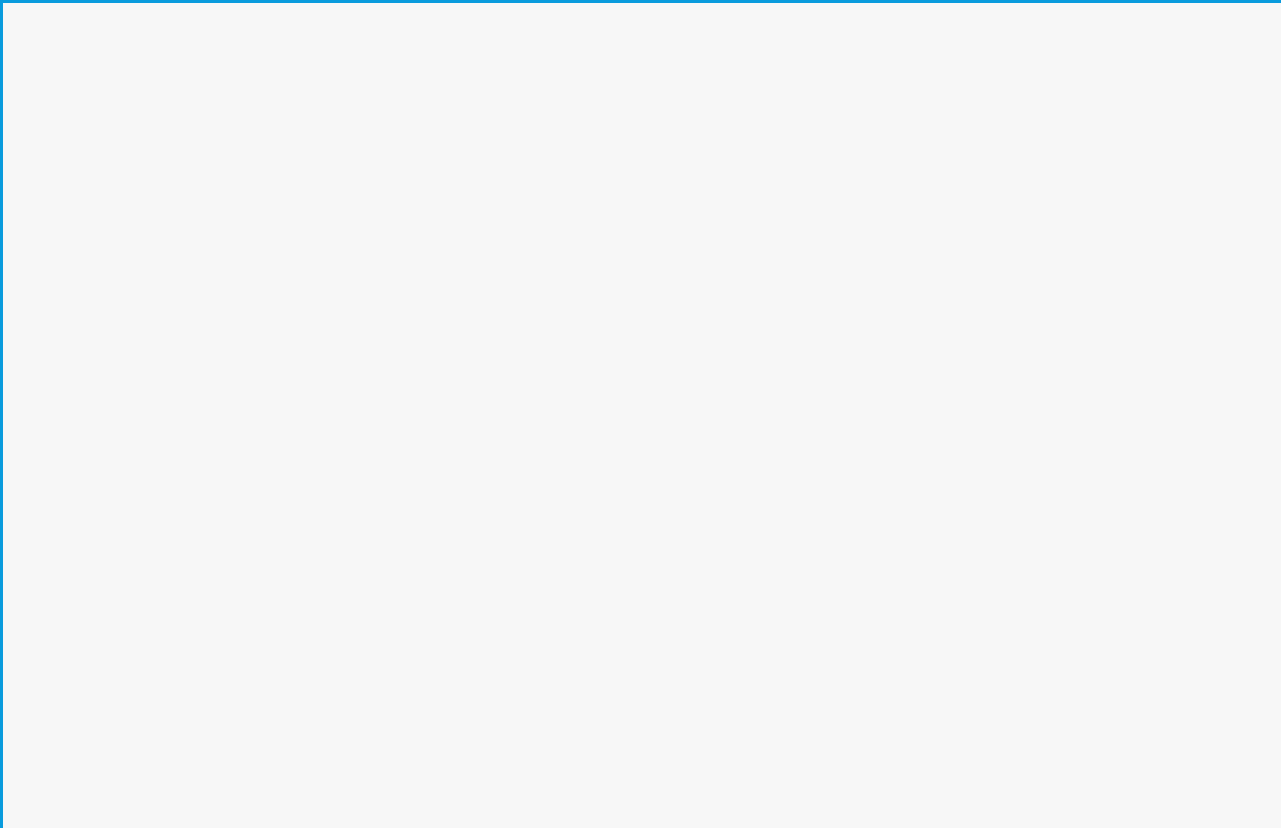


[Overlay case clearance data from NIBIRS reporting, Case or Records Management System with geo code info and neighborhood map by race/ethnicity and/or income]

FINDING:

[state the differences or lack of differences between case clearance levels in neighborhoods across the city]

POLICING – USE OF FORCE



[overlay a map of use of force incidents with geo code info by neighborhood race/ethnicity and/or income]

FINDING:

[state the differences or lack of differences between use of force levels in neighborhoods across the city]

FIT WITH DESIRED OUTCOMES

Desired Outcome: Proportional and/or consistent emphasis across race/ethnicity groups and among neighborhoods.

[describe facts about desired outcomes that can be gleaned from data and pose any potential follow-up questions]

POLICY QUESTIONS TO EXPLORE

Policy Question: Is there a difference between neighborhoods or the racial/ethnic profile of our city/draw area and arrest trends? If there is a difference, what might be the factors that contribute to these differences? If one of the potential factors is implicit bias, what steps can the city take to assure equity?

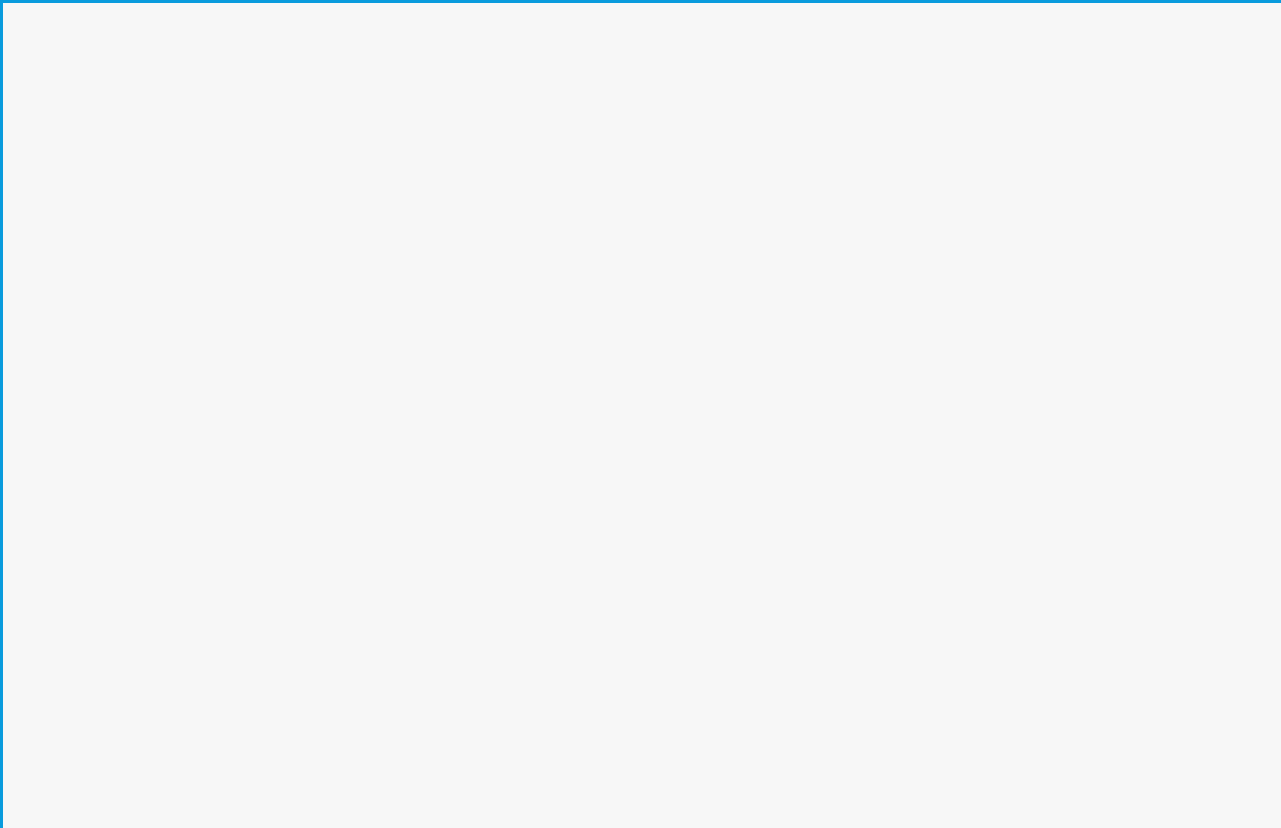
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Policy Question: Is there a difference between the racial/ethnic profile of our city/draw area and use of force data? If there is a difference, what might be the factors that contribute to these differences? If one of the potential factors is implicit bias, what steps can the city take to assure equity?

COURT



COURT -- BAIL

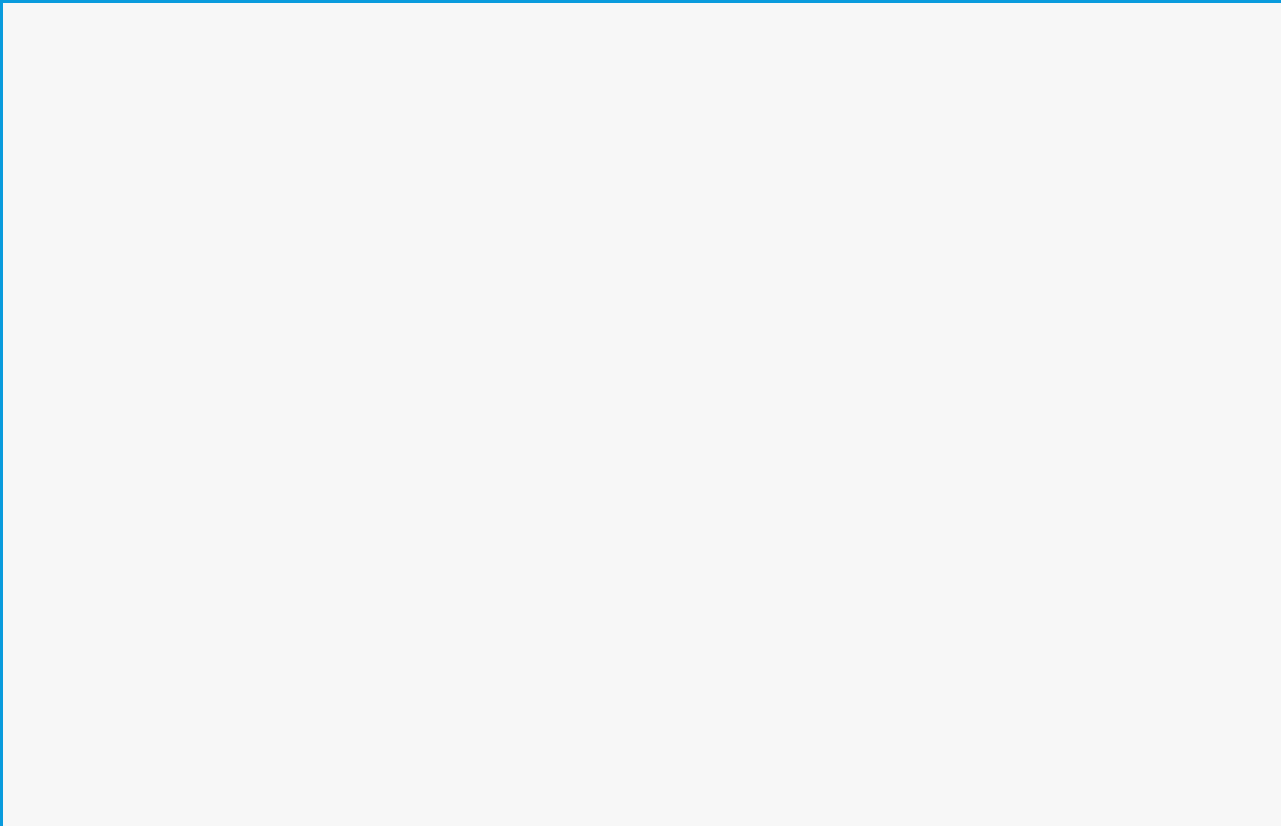


Bail and pre-sentence jail use or alternatives information can be found in court docket notes for each misdemeanor and felony case. In order to assess patterns of bail and pre-trial detention or services patterns for your local government see the notes section below this slide.

Match match personal identifier information to race and ethnicity in WSP database.

Compare to population profile and income profile of local government and bail-no bail decisions among race/ethnic groups.

COURT -- SENTENCING

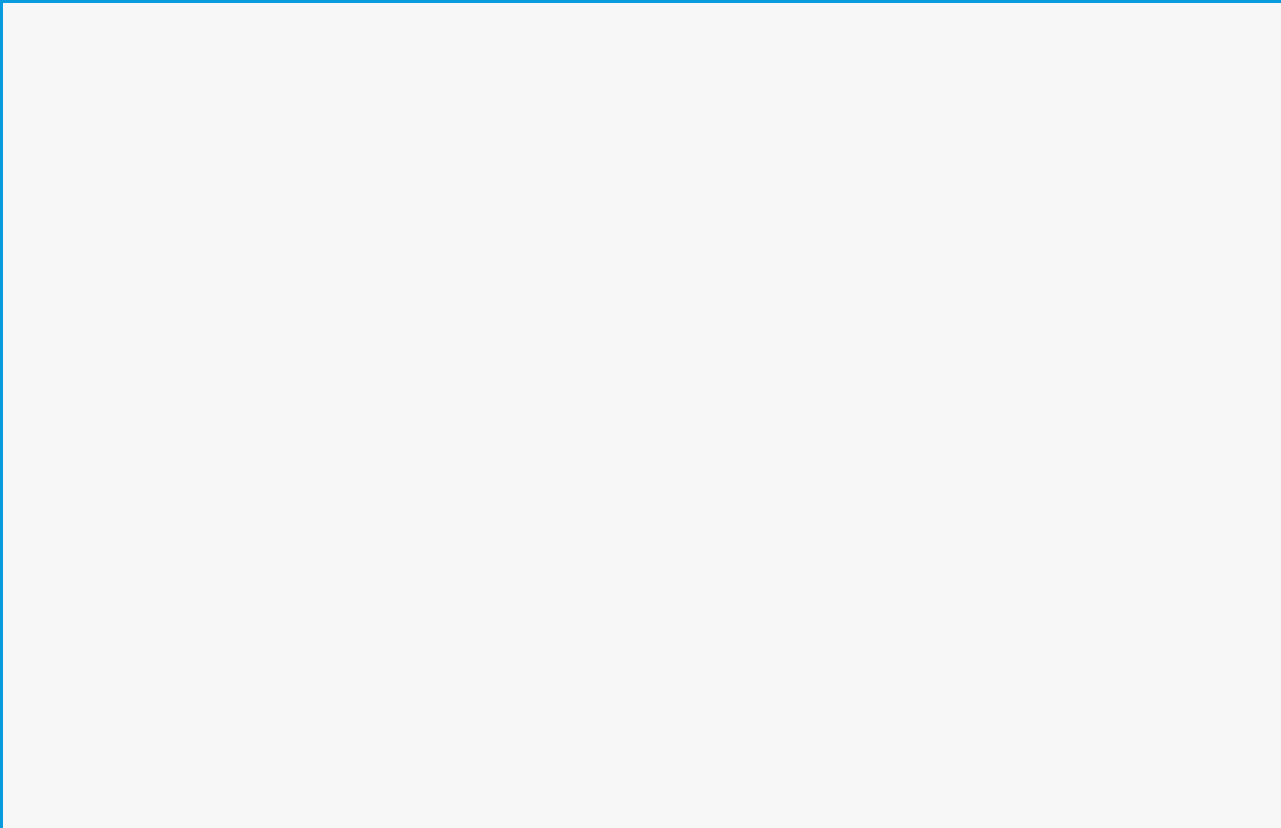


From AOC or WSP court data by race/ethnicity compare average sentence of days of jail/prison and average fines across race/ethnicity.

Look for pattern(s), if any, in the three or four top charges by race/ethnicity for misdemeanor and felony – by length of sentence and fine level.

Same comparison by income indicated by public defense qualification. You can ask your court(s) to run a report of persons represented by your contract public defender to match to the WSP court data.

COURT -- ALTERNATIVES



Local government data (from court, prosecutor or defense attorney) on available alternatives and usage over three years.

Use WSP court tab person identifier data (SID, PID or CCN) to match race/ethnicity to persons using alternatives by race and income (via qualification for public defense).

Alternatives may include deferred sentence, assignment to alternative detention program, court (Mental Health, Substance Abuse or Drug Court, community court, etc), suspended fine, probation without jail or prison, etc.

FIT WITH DESIRED OUTCOMES

Desired Outcome: Proportional and/or consistent emphasis across race/ethnicity groups and/or income groups

[Describe facts about desired outcomes that can be gleaned from data and pose any potential follow-up questions]

POLICY QUESTIONS TO EXPLORE

Policy Question: Are there types of cases/charges that could be handled in an alternative way upstream from court? Are there any barriers to handling these types of cases/charges upstream of court?

Policy Question: Is there a difference between the racial/ethnic or income profile of our city/draw area and sentencing trends? If there is a difference, what might be the factors that contribute to these differences? If one of the potential factors is implicit bias, what steps have or can the court take to understand if implicit bias is affecting sentencing practices and act on the results?

Policy Question: How do you know if all defendants are effectively informed of alternative programs?

Policy Question: Is access to and availability of alternative programs equitable? Is there a fee or other barrier to access that can be eliminated or changed?

PUBLIC SAFETY PROGRAM FEES/ASSESSMENTS

Identify points in the system and/or alternatives that require the payment of fees for access or consequence avoidance.

Examples: payment of probation fees to avoid revocation to jail; fees for participation in deferral from prosecution programs; payment of fees for participation in alternatives to jail pre-trial; payment of cash bail or bond surety as an alternative to jail pre-trial; payment of fees or charges for required treatment or participation in treatment upstream from court or detention.

COMPLIANCE AND ACCESS SUPPORTS

Identify potential points in the system where compliance and/or access supports could increase appearance and/or participation in court; treatment, probation, alternatives.

Identify existing compliance and access supports that are barriers to participation due to income or circumstances such as housing, transportation or childcare.

POTENTIAL POINTS OF SYSTEM STRENGTH

Summarize points in the public safety system that appear to be the most equitable by race/ethnicity or income.

Summarize the points in the public safety system that appear to be the most cost-effective.

POTENTIAL POINTS OF SYSTEM WEAKNESS

Summarize points in the public safety system that appear to include implicit bias by race/ethnicity or income.

Summarize points in the public safety system that could be explored for more cost-effective practices.

NEXT STEPS

- Engagement
- People – testing changes and/or ideas with people that participate in the system (using principles of human centered design)
- Employees – collaboration and training
- Informed decisions: elected and operations
- Report back to people
 - transparency and trust
 - Benchmarking moving forward (see appendix)

QUESTIONS?

CONTACT INFORMATION

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NANCY CAMPBELL

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COST EFFECTIVENESS

What it is:

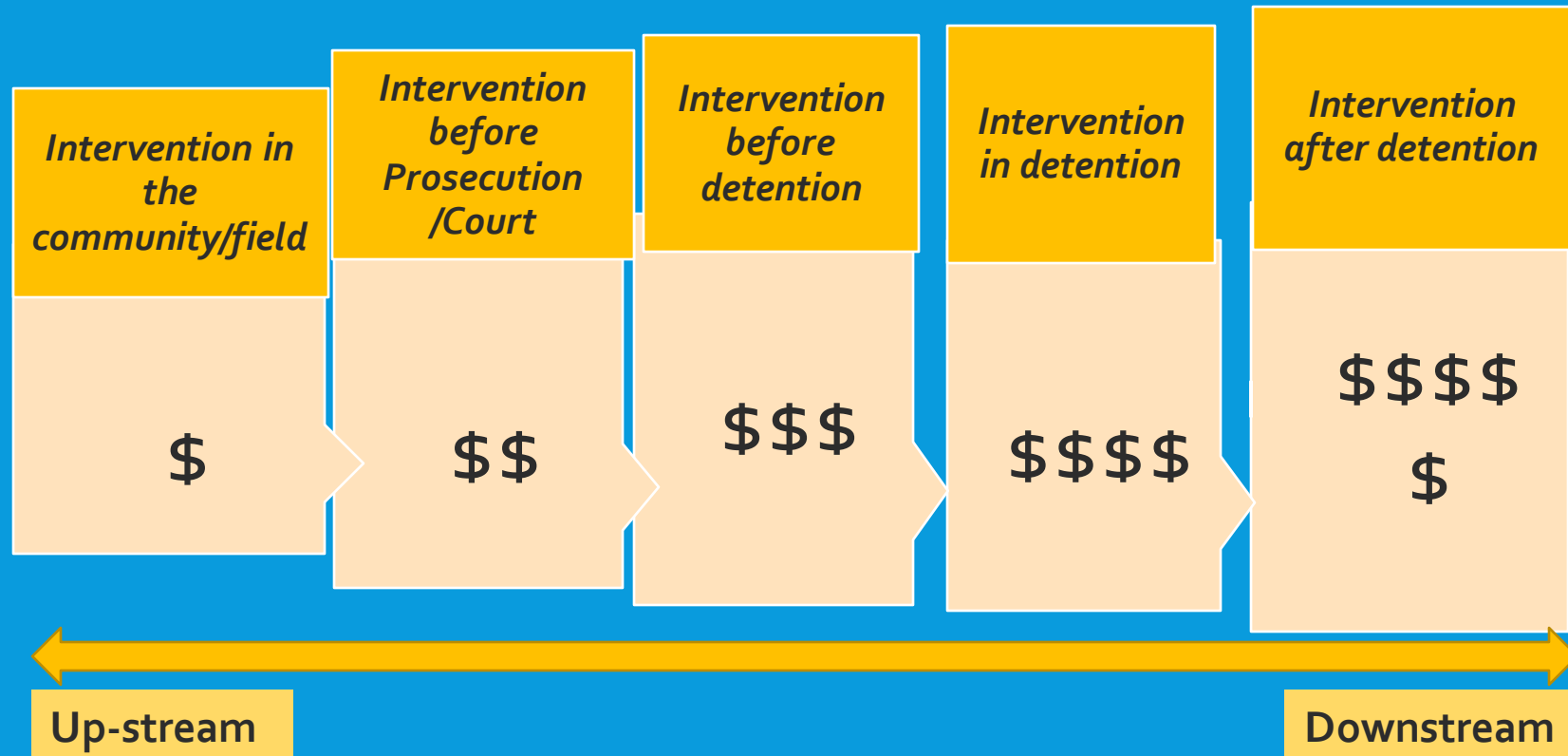
- Balancing cost with impact – highest impact per \$ or resource spent
- Managing “demand” for or “use” of most expensive interventions
- Maximizing the impact of interventions / system resources
- Balancing risk and results

What it is not:

- The cheapest way to do everything
- The fastest way to do everything
- Doing the same thing for everyone
- Doing only things that are risk-free

COST EFFECTIVENESS IN PUBLIC SAFETY

Each step in the public safety system has a cost – the further upstream an effective intervention takes place – the **cumulative fiscal and social cost** is reduced.



OREGON STATE – DISPROPORTION OF ADULT POPULATION IN PRISON IN 2020

Author: Oregon State
Department of Corrections,
Quick Facts

Oregon Adult Prison Population Disparity 2020

