



# MOVING FORWARD

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**Transforming Multnomah  
County's Pretrial System into a  
Support-Oriented Model**

EXECUTIVE SUMMARY

September 2025

**JSP**  
JUSTICE SYSTEM PARTNERS

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# Table of Contents

Introduction	<b><u>3</u></b>
Methods	<b><u>4</u></b>
Key Policy Changes	<b><u>6</u></b>
Findings	<b><u>7</u></b>
Moving Forward	<b><u>25</u></b>
Conclusion	<b><u>27</u></b>
Endnotes	<b><u>28</u></b>

# Introduction

Between 2022 and 2024, there were, on average, 16,609 jail bookings per year in Multnomah County, Oregon. Following arrest and booking, individuals must appear in arraignment court to hear the charges against them.

While some individuals are eligible for pre-arraignment release, others will be held until arraignment and receive a release decision at this point. Individuals can secure their release if the judge orders: (1) release on recognizance, (2) release by paying a security amount, (3) release to pretrial supervision, or (4) release by paying a security amount and reporting to pretrial supervision.

If the judge orders an individual to report to pretrial supervision, they will then report to one of two pretrial monitoring agencies: the Pretrial Supervision Program (PSP) operated by the Department of Community Justice (DCJ), or the Close Street (CS) program, operated by the Multnomah County Sheriff's Office.

The original intention of this two-agency system was for the agencies to specialize and focus their attention on different sub-populations: PSP supervises individuals less likely to miss court and/or experience a new arrest while on pretrial release, and CS supervises individuals more likely to

miss court and/or experience a new arrest while on pretrial release.

However, changing demographics of the booking population, subsequent state policy changes, and shifts in courtroom practices have led judges to order an increasing number of individuals to report to the Close Street program. This has resulted in an unsustainable volume of pretrial defendants on Close Street's caseload.

Multnomah County stakeholders have expressed a need for support-oriented pretrial framework that can improve court attendance rates and reduce new arrests among people on pretrial release. In response, Justice System Partners (JSP) assessed Multnomah County's current pretrial infrastructure and practices across several key stages. Then, JSP researchers compared current county practices to those offered in the *First Step Forward* report, which details guiding principles and enhanced practices for a support-oriented pretrial framework.

In this document, we provide an overview of key findings and recommendations at each of the critical stages assessed in the full report. We conclude with a summary of the most immediately impactful changes the county could make to shift toward a support-oriented pretrial framework.

# Methods

JSP leveraged the strength of a multi-method research design to conduct a comprehensive assessment of the pretrial process in Multnomah County.

This included review of policy documents and other written material, a week-long site visit and in-person interviews with key personnel responsible for booking and arraignment procedures and pretrial supervision, and analyzing administrative jail, court, and pretrial supervision data.

This assessment focuses on the period from January 1, 2022 to March 31, 2025 (39 months).

This allows the assessment to avoid sudden and temporary trends which resulted from the COVID-19 pandemic while accounting for the impact of several major policy changes, including the implementation of the Public Safety Assessment (PSA) and other influential Presiding Judge Orders (PJOs) related to pretrial release.

In our analysis of administrative data, we separated individuals into two categories representing individuals appearing just once in the observation period (Single Bookings) and individuals who appear multiple times (Repeat Bookings). Our full sample includes:

Our full sample includes:

- Single Bookings (n=14,473 bookings, n=14,473 unique individuals).
- Repeat Bookings (n=40,024 bookings, n=10,814 unique individuals).

It is important to note that individuals in the "single bookings" category may have had prior experience in the pretrial system, but this experience must have occurred before January 2022. Since recidivism is typically measured within 36 months, or 3 years, the categorization of "single bookings" within the 39 month assessment period provides a strong indicator that individuals in this group, even if they had prior contact, likely do not have significant challenges resulting in consistent and persistent contact with Multnomah County's court system.

The separate analysis of single and repeat bookings allows us to provide more targeted guidance for Multnomah County, especially for individuals with repeat bookings.

**Table 1**

Demographic Profile of Individuals & Bookings  
(January 1, 2022 - March 31, 2025)

<i>Demographic Characteristics</i>	<i>All Bookings % (n)</i>	<i>Single Bookings % (n)</i>	<i>Repeat Bookings % (n)</i>
<b>INDIVIDUAL LEVEL</b>			
<b>Individuals</b>	100% (25,287)	57.2% (14,473)	42.8% (10,814)
<b>Race<sup>1</sup></b>			
Asian Individuals	2.7% (675)	2.9% (422)	2.3% (253)
Black Individuals	19.9% (5,037)	18.8% (2,727)	21.4% (2,310)
Hispanic Individuals	14.7% (3,728)	16.6% (2,408)	12.2% (1,320)
Indigenous Individuals <sup>2</sup>	2.8% (712)	2.6% (379)	3.1% (333)
White Individuals	59.9% (15,132)	59.0% (8,534)	61.05% (6,598)
<b>Sex<sup>3</sup></b>			
Men	77.9% (19,771)	77.0% (11,138)	79.8% (8,633)
Women	21.8% (5,515)	23.0% (3,334)	20.2% (2,181)
<b>BOOKING LEVEL</b>			
<b>Bookings</b>	100% (54,497)	26.6% (14,473)	73.4% (40,024)
<b>Offense Severity for Most Serious Charge</b>			
Felony Booking	50.6% (27,577)	44.6% (6,452)	52.8% (21,125)
Misdemeanor Booking	49.4% (26,920)	55.4% (8,021)	47.2% (18,899)
<b>Average Number of</b>			
Charges per Booking	4	3	4
Bookings	2.35	1	3.7

Among the 25,287 unique individuals who experienced a booking between January 1, 2022 and March 31, 2022, 57.2% experienced only a single booking while 42.8% of the population experienced at least two bookings during the same period, as shown in **Table 1**. The 10,814 individuals with repeat bookings accounted for 73.4% of all the bookings during the assessment period,

averaging 3.7 bookings each. These individuals were mostly white (61%) and men (79.8%). There were slightly more Black individuals represented in the repeat bookings (21.4%) than single bookings (18.8%), and there were slightly less Hispanic individuals in the repeat bookings (12.2%) than single bookings (16.6%).

# Key Policy Changes

Between January 2022 and March 2025, key policy changes to Multnomah County's pretrial system were made via Presiding Judge Orders (PJOs), mainly operationalizing changes mandated by Senate Bill 48.

During the study period, there were four related PJOs which changed processes across the system. These orders detailed procedures for pretrial release, including release guidelines for specific charges, the use of risk assessment instruments, and required release conditions for specific charge types or other case characteristics.

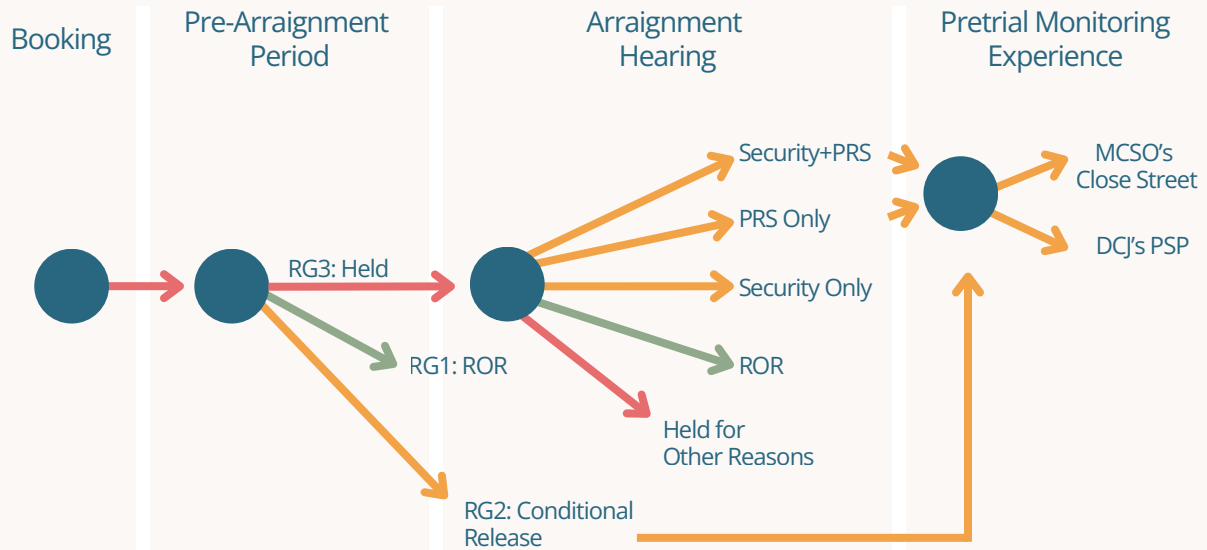
The last of the four PJOs, Pretrial Release Order for Multnomah County, was initially implemented on August 1, 2024. However, parts of this order related to pre-arraignment release overrides were not implemented until January 2025.

As a result, we plot the fourth PJO in two parts: PJO4a and PJO4b, with PJO4b specifically related to the pre-arraignment override implementation.

The key policy changes we plot in descriptive charts include:

- **PJO1:** Order Regarding Pretrial Release Prior to Arraignment, PJO 2201-00002.
- **PJO2:** Order Re: Preventive Detention Hearing Procedures in Violent Felonies, PJO 2202-00003.
- **PJO3:** Order Regarding Pretrial Release Prior to Arraignment, 23PJO00003.
- **PJO4a:** Pretrial Release Order for Multnomah County, 24PJO00002.
- **PJO4b:** Pretrial Release Order for Multnomah County, Pre-arraignment Release Overrides, 24PJO00002.

**Figure 1**  
*Multnomah County's Pretrial Process*



## Findings

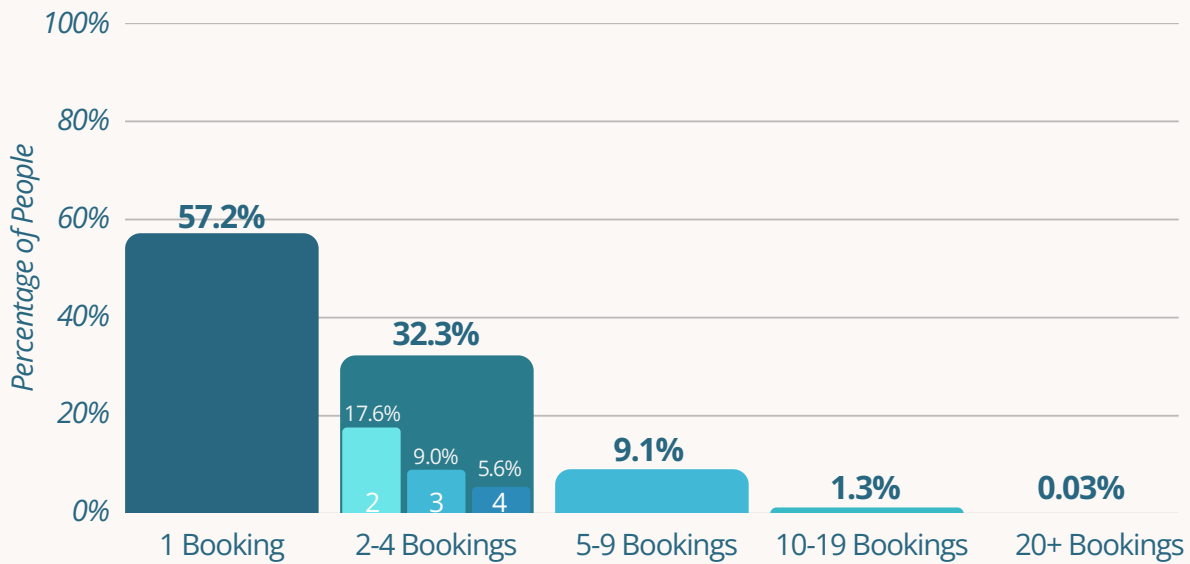
**Figure 1** above provides an overview of the pretrial process flow. This begins with an individual arriving at the Multnomah County Detention Center (MCDC) and staff leading the individual through the intake booking procedures: fingerprints, photo, health assessments. Subsequently, DCJ's recognizance officers conduct the actuarial assessment and determine if the individual is eligible for pre-arraignment release or must remain in custody until arraignment.

All individuals, regardless of their pre-arraignment release guideline category, appear in court for their arraignment typically within eight to 72 hours of their booking. At this arraignment hearing, the

judge also makes a pretrial release decision, which could include maintaining their pre-arraignment release status for individuals in release guideline 1 (ROR) and 2 (report to PRS). For individuals in custody, the judge will determine if it is appropriate to release the individual: (1) ROR, (2) report to pretrial monitoring or other conditions, (3) pay a security amount, or (4) pay a security amount and report to pretrial monitoring.

If the judge assigns pretrial monitoring, they are to report within 24 hours for their intake assessment and learn more about the expectations and requirements of pretrial monitoring and court attendance.

**Figure 2**  
*Frequency of Bookings by Individuals*



# Booking

## *The Booking Process*

Upon arrival at the Multnomah County Detention Center, the arresting officer must complete a jail intake questionnaire that, once completed, is distributed to the records technician, medical unit, and used by jail staff for classification purposes. While this process currently relies on paper forms and handwritten responses, the jail is transitioning to collecting the information on tablets, allowing for easier digital dissemination.

After booking is complete, individuals in custody will move from the booking area through a large set of doors into the main intake area, where there are separate areas for identification (photographs and digital fingerprinting), medical processing, and classification.

Under typical conditions the booking process is estimated to take 10-20 minutes per person. However, processing times may increase if there is disruption or on days when the detention center receives transfers from other facilities.

## Key Findings

- Data shows a highly concentrated pattern where 89.5% of all individuals fall between one to four bookings within the 39-month assessment period.
- Among individuals with repeat bookings, individuals typically had two bookings (17.6%).
- Only 10.4% of individuals had more than four bookings during the study period.
- The booking stage provides limited and unstructured accommodation for individuals with translation needs.

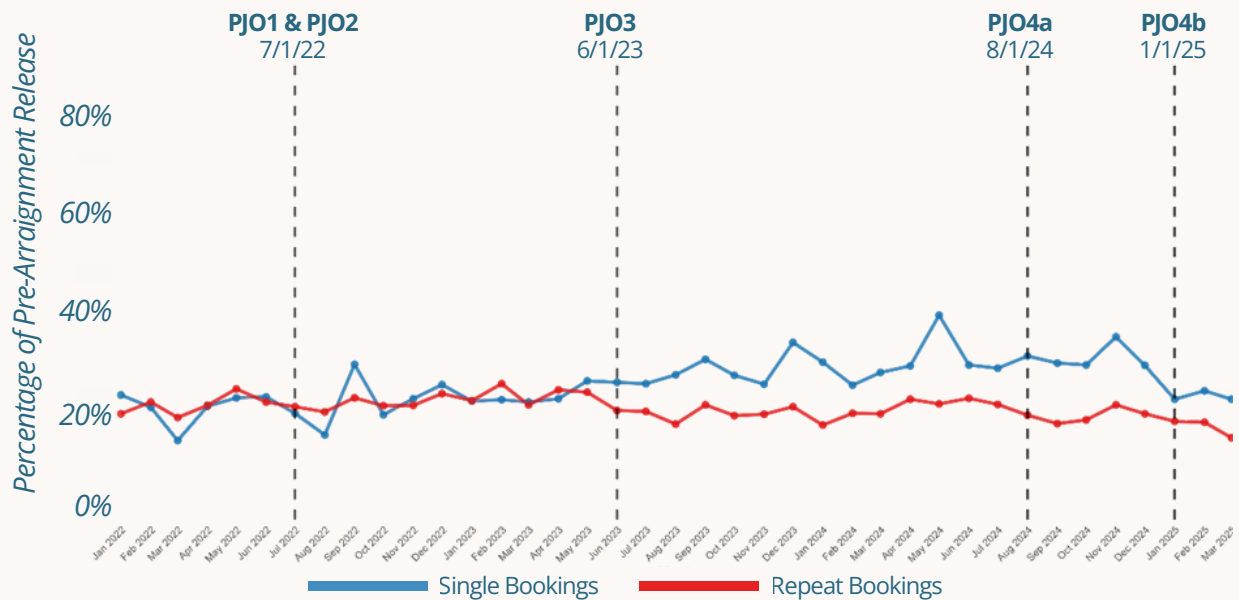
**Table 2**

Booking Stage Alignment with Support-Oriented Framework Identified in the *First Step Forward* Report

<i>Guiding Principle or Practice</i>	<i>Defined</i>	<i>Alignment</i>	<i>Opportunity for Growth</i>
Enhanced Practice per <i>First Step Forward</i> report	Establish translation and accommodations at booking.	Partially Aligned.	Expand translation services prior to formal custody status.
Enhanced Practice per <i>First Step Forward</i> report	Create opportunity to identify individuals at risk for repeat bookings.	Not Aligned.	Identify individuals with at least four jail bookings within a 12 month period.

**Figure 3**

*Pre-Arrest Release: Single Bookings v Repeat Bookings*



# Pre-Arrest Release

## The Pre-Arrest Process

DCJ's Recognizance Unit completes the Public Safety Assessment (PSA), an actuarial tool assessing an individual's likelihood to miss court and to experience a re-arrest while on pretrial release, on every booked individual. Once the PSA is complete, the Recognizance officer uses the PJO to determine if the individual is eligible for pre-arrest release and relies on the result of the PSA to guide the conditions of release, if any.

If the individual clears all remaining warrant checks, the release officer will review the release conditions, ask the individual to sign the release order, provide information about their next court date, and return any property seized at booking.

While individuals who experience a release at this stage may have a court order to report to pretrial monitoring, there is no warm handoff to either agency or any other discussion about how to report to pretrial at this stage.

## Key Findings

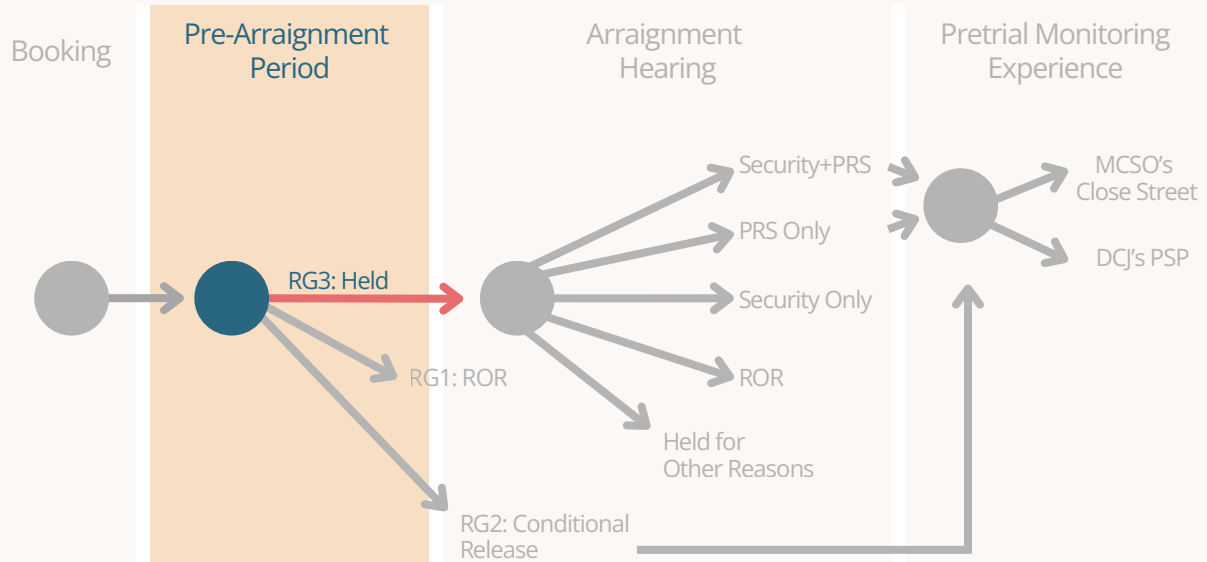
- Individuals with a single booking experienced a 27.4% pre-arraignment release rate compared to the 21.5% pre-arraignment release rate for individuals with repeat bookings.
- Pre-arraignment release rates begin to diverge following the implementation of PJO2 and the PSA.
- In January 2025, single-booking and repeat-booking pre-arraignment release rates begin to decrease and return to pre-PSA levels. These trends are the result of PJO4b which specified pre-arraignment release override criteria including holding more individuals in-custody until arraignment based upon their court absence history.

**Table 3**

Pre-Arraignment Release Stage Alignment with Support-Oriented Framework Identified in the *First Step Forward* Report

Guiding Principle or Practice	Defined	Alignment	Opportunity for Growth
Guiding Principle per <i>First Step Forward</i> report	Release individuals exclusively on recognizance pre-arraignment as often and as soon as possible.	Mostly Aligned.	Consider expanding pre-arraignment release criteria to individuals scoring Level 1 on the PSA.
Enhanced Practice per <i>First Step Forward</i> report	Evaluate pre-arraignment eligibility requirements to prevent disparities among individuals detained.	Partially Aligned.	Establish quarterly reporting on release trends, or at least after the implementation of key policy changes.
Enhanced Practice per <i>First Step Forward</i> report	At pre-arraignment release, enroll individuals in ACRS.	Partially Aligned.	Implement an opt-out service and enroll individuals at jail release.
Enhanced Practice per <i>First Step Forward</i> report	Implement peer navigators between pre-arraignment release and initial appearance.	Not Aligned.	Implement a peer navigator program for individuals release pre-arraignment.

**Figure 4**  
*Remain In-Custody until Arraignment*



## Remain In-Custody Until Arraignment

### *The Remain In-Custody Process*

After completing the booking process, MCSO jail staff move individuals ineligible for pre-arraignment release to the classification waiting area and then to an appropriate housing floor in MCDC. While awaiting arraignment, two additional interview processes occur: RAO interview and, for those awaiting felony arraignments, a meeting with a defense attorney from the Metropolitan Public Defenders, if MSCO staffing allows.

The RAO interview is voluntary, takes approximately 15 minutes to complete,

and individuals are incentivized to participate in the interview because the RAO can assist with filling out the paperwork for a court-appointed defense attorney.

Whether an individual chooses to participate in the interview or not, the RAO will contact any victims to include their perspectives in the report and collect conviction history. RAOs compile all information into a final written report and enter it into the local case management system, Odyssey, for access by the judge and prosecuting and defense attorneys.

## Key Findings

- RAO staff estimate that nearly 40% of individuals decline to participate.
- Judges report struggling to make sense of the RAO report because of the format and timeliness.
- MCDA attorneys found the report very useful, but only for case preparation—they report not having access to the report prior to the arraignment hearing.
- Defense attorneys felt RAO interviews collect sensitive and, more importantly, potentially incriminating information about defendants without counsel present.
- Defense attorneys felt the incentive of receiving help to complete the indigent defense paperwork may lead individuals to believe that if they do not participate, they will be less likely to receive an attorney.

**Table 4**

Remain In-Custody until Arraignment Stage Alignment with Support-Oriented Framework Identified in the *First Step Forward* Report

Guiding Principle or Practice	Defined	Alignment	Opportunity for Growth
Guiding Principle per <i>First Step Forward</i> report	Create intentional access to defense attorneys pre-arraignment.	Partially Aligned.	MPD/MDI should collaborate to staff in-custody meetings.  Reconsider the content and approach of RAO interview.
Enhanced Practice per <i>First Step Forward</i> report	Create structures between prosecutors and defense attorneys to share information about cases not proceeding with charges, when possible.	Minimally Aligned; however, insufficient information to assess.	Following implementation of the digital direct file system, discuss work flow and access challenges.

# Arraignment & Pretrial Release

## *Arraignment & Pretrial Release Process*

Individuals arrive at their arraignment hearing either in-custody or out-of-custody. The Multnomah County Circuit Court has exclusively appointed Metropolitan Public Defenders (MPD) to represent all individuals at their felony arraignment hearing (JC3), and has appointed both MPD and Multnomah Defenders, Inc (MDI) to represent individuals at misdemeanor hearings (JC4). Each day, either the MPD Docket Team or the presiding judge will triage attorney assignments to suitable cases, leaving many individuals without an assigned attorney to represent them throughout case processing. Typically, the judge will release individuals without an assigned attorney on recognizance.

For individuals with an attorney assignment, the judge makes a more nuanced release decision, weighing the individual's conviction history, history of missed court appearances, where defendants will live and if they have transportation, victim impact statements, probable cause affidavit, and other relevant documents.

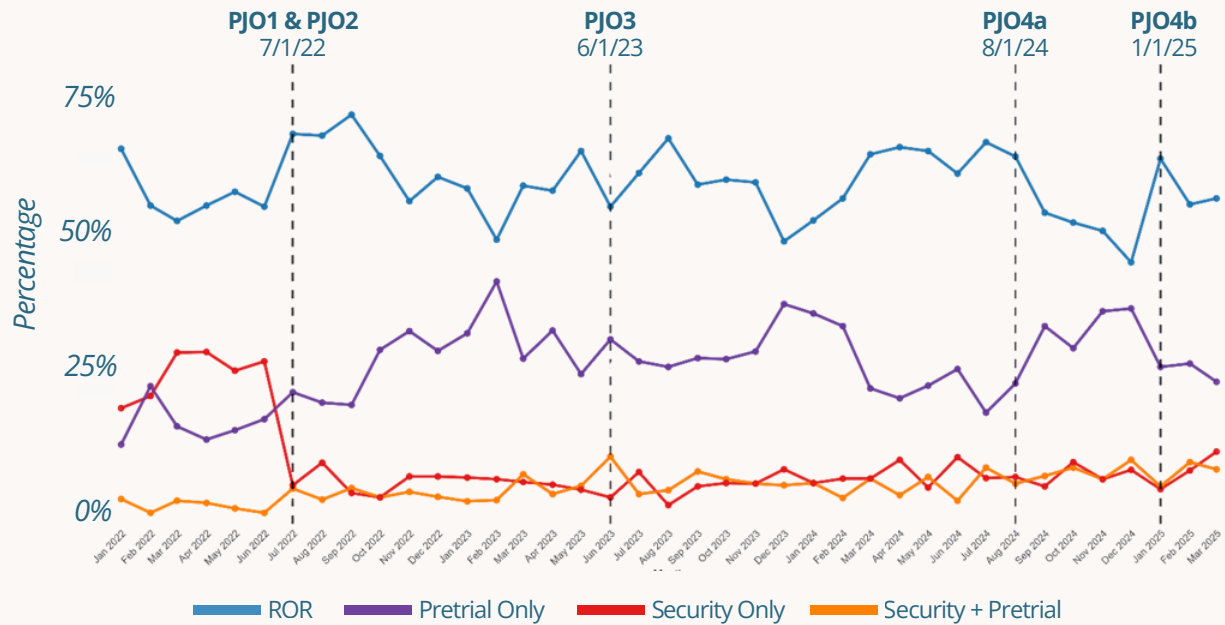
The judge may: (1) release the individual on recognizance, (2) order the individual to report to PRS, (3) order the individual

to pay a security amount for their release, or (4) order the individual to report to PRS and pay security. At times, judges may also order additional conditions such as no-contact orders when there is a victim or co-defendant, or assign GPS or alcohol monitoring devices.

If a defendant is ordered to pretrial monitoring, they may be sent to one of two agencies: DCJ's Pretrial Supervision Program (PSP) or MSCO's Close Street (CS) program. The placement decision results from the combination of the individual's PSA score and the current PJO.

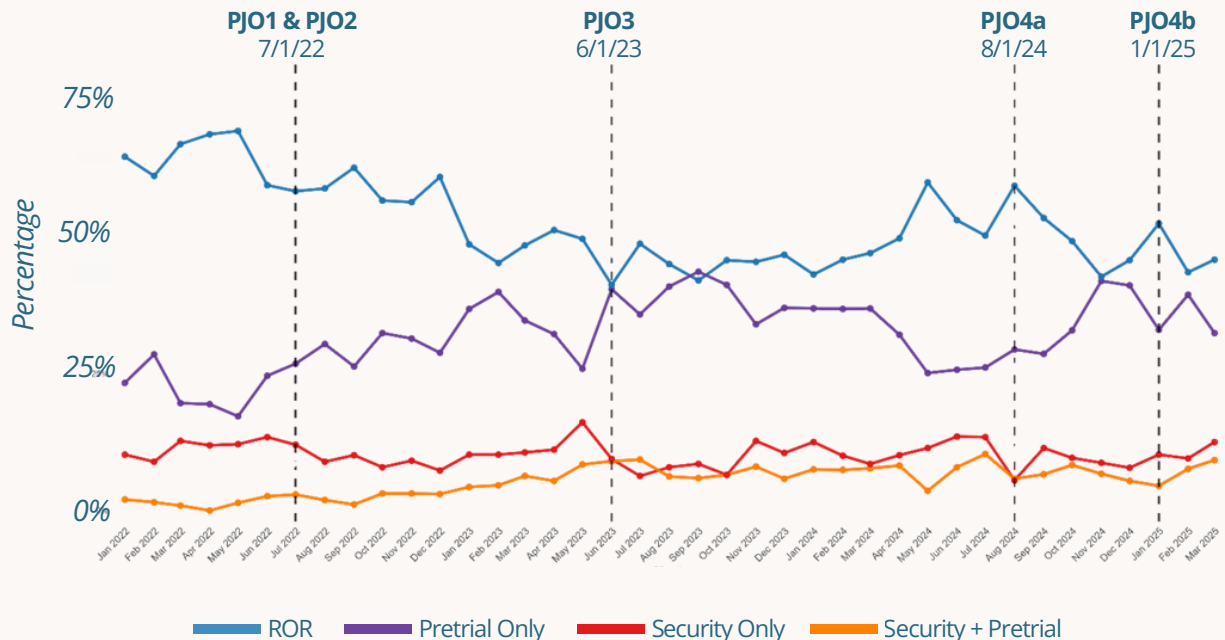
**Figure 4**

*Arraignment Release Types: Single Bookings (n=5,632)*



**Figure 5**

*Arraignment Release Types: Repeat Bookings (n=12,804)*



**Table 5**

*PSA Monitoring Recommendation v Actual Monitoring Placement for Individuals with Bookings between June 1, 2023 - March 31, 2025*

Booking Event Release Guideline	PSA Recommendation	Actual Monitoring Placement		% Deviation
		DCJ's PSP % (n)	MCSO's CS % (n)	
Alignment on Individuals' First/Only Booking between 6/1/23 - 3/31/2025 (n=4,098 bookings)				
ROR	1,215	39.3% (477)	60.7% (738)	100% ↑
Level 1 (PSP)	940	74.3% (698)	25.7% (242)	25.7% ↑
Level 2 (CS)	600	26.2% (157)	73.8% (443)	26.2% ↓
Level 3 (CS)	774	26.2% (203)	73.8% (571)	26.2% ↓
Level 3+ (CS)	569	25.7% (145)	74.3% (423)	25.7% ↓
Alignment on Individuals' Second Booking between 6/1/23 - 3/31/2025 (n=721 bookings)				
ROR	38	23.7% (9)	76.3% (29)	100% ↑
Level 1 (PSP)	87	40.2% (35)	59.8% (52)	59.8% ↑
Level 2 (CS)	147	20.4% (30)	79.6% (117)	20.4% ↓
Level 3 (CS)	238	17.2% (41)	82.8% (197)	17.2% ↓
Level 3+ (CS)	211	15.6% (33)	84.4% (178)	15.6% ↓
Alignment on Individuals' Third+Booking between 6/1/23 - 3/31/2025 (n=231 bookings)				
ROR	2	0.0% (0)	100% (2)	100% ↑
Level 1 (PSP)	12	33.3% (4)	66.7% (8)	66.7% ↑
Level 2 (CS)	54	13.0% (7)	87.0% (47)	13.0% ↓
Level 3 (CS)	73	19.2% (14)	80.8% (59)	19.2% ↓
Level 3+ (CS)	90	15.6% (14)	84.4% (76)	15.6% ↓

## ***Key Findings***

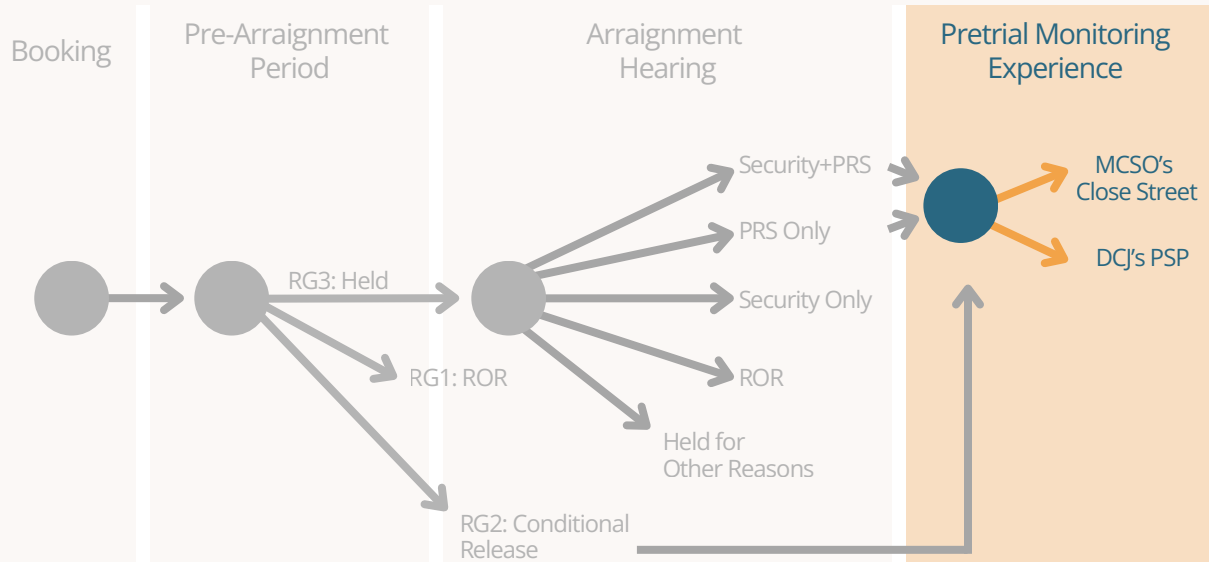
- On average, 59.6% of single bookings experience release on recognizance, although this ranges from 45% to 65% throughout the study period. This is likely a result of judges ordering ROR for individuals without attorney assignments.
- For both single bookings and repeat bookings, judges increasingly order individuals to pretrial monitoring, especially after the implementation of the PSA.
- For individuals who have repeat bookings, judges are less likely to agree with PSA recommendations overall but are likely to agree with the tool when it recommends Close Street placement.
- After the implementation of the PSA, regardless of the number of bookings an individual has, judges almost always assign the individual to Close Street.
- Judges and prosecutors report severely mistrusting the PSA. Specifically, judges report wanting to know the exact number and timing of all court absences, rather than simply having a composite score.

**Table 6**

Pretrial Release Stage Alignment with Support-Oriented Framework  
Identified in the *First Step Forward* Report

<b>Guiding Principle or Practice</b>	<b>Defined</b>	<b>Alignment</b>	<b>Opportunity for Growth</b>
Guiding Principle per <i>First Step Forward</i> report	Create intentional access to defense attorneys at initial appearance.	Completely Aligned.	Consider ways to improve privacy for client-attorney interactions.
Guiding Principle per <i>First Step Forward</i> report	Rely on the least expensive and least restrictive pretrial release conditions possible.	Mostly Aligned.	Eliminate security altogether. Consider expanding lower levels of monitoring placement and make placement decisions aligned with PSA recommendations.
Enhanced Practice per <i>First Step Forward</i> report	Eliminate court order urinalysis testing conditions and severely restrict monitoring devices.	Mostly Aligned.	Remove the ability for PRS staff to assign additional device monitoring conditions.  Implement more structured “step down,” eventually removing device monitoring conditions for individuals who show long periods of compliance.
Enhanced Practice per <i>First Step Forward</i> report	Create a global waiver of appearance process and encourage individuals at initial appearance to complete and submit the form to the court.	Not Aligned.	Advertise the global waiver of appearance and actively create processes assisting defendants with completing and submitting the form at initial appearance.
Enhanced Practice per <i>First Step Forward</i> report	At post-arraignment release, enroll individuals in the local court ACRS, if not using automatic enrollment.	Partially Aligned.	Implement opt-out ACRS or create more robust enrollment process at every stage and hearing.
Enhanced Practice per <i>First Step Forward</i> report	Create clear and transparent process for how individuals can secure accessibility and translation services.	Partially Aligned.	Leverage role of RAOs to identify individuals in need of translation services.

**Figure 6**  
*Pretrial Monitoring Experience*



# Pretrial Monitoring Experience

## Pretrial Monitoring Experience Process

If judges order defendants to one of the two pretrial monitoring agencies (PSP or CS), they must report to their pretrial monitoring agency within 24 hours.

Once individuals arrive at PSP, they must use one of several red phones on the wall to reach a PSP employee to begin the intake process. This means individuals must provide intake responses in a public area where other defendants and staff can hear their responses. Typically, the intake appointment for Close Street is

scheduled for a later date; however, more recently they complete same day intakes to reduce missed intake appointments.

While PSP may collect some information about individuals and their unmet needs during the intake assessment, staff do not systematically rely on this information to inform how they approach monitoring the individual. Instead, PSP's monitoring approach varies by its caseload type but typically requires

individuals to check-in once per month by phone.

Close Street supervises Level 2, Level 3, and Level 3+ cases, or cases requiring the most intense level of pretrial monitoring, and does not rely on a needs assessment to guide how they work with defendants. They distinguish levels by increasing frequency of call-ins: every other week (L2), weekly (L3), weekly and one monthly in-person appointment (L3+). There are two major differences between Close Street's monitoring and PSP. First, CS deputies can order electronic monitoring, and second, CS's classification of their deputies allows them to "go into the field" to find people or conduct home visits.

PSP staff emphasized that they monitor compliance with check-in and other court ordered conditions through careful record keeping. When individuals are non-compliant with check-ins they respond via a structured matrix. In contrast, Close Street deputies describe the sheer volume of individuals on their caseload making structured record keeping challenging; however, they prioritize record keeping for EM/GPS compliance. Compliant individuals supervised by CS rarely experience transfer to PSP.

## ***Key Findings***

- PSP supervises an average of 430 individuals while Close Street supervises an average of 700 individuals. This increased caseload for Close Street likely results from a combination of 1) judges not trusting PSA recommendations and over-assigning placement and 2) PJO override criteria.
- Both PSP and CS staff report that individuals missing the intake appointment is the predominant reason they request failure-to-comply warrants. PSP estimate 85% and Close Street estimates 50% of all failure-to-comply warrant requests are for missing this appointment.
- Close Street staff report the unsustainable volume of individuals on their caseload means that, in practice, individuals assigned to CS receive no more intensive supervision than defendants who report to PSP.
- Importantly, for individuals who have extended periods of compliance with CS and who may be suitable candidates for "stepping down" to a lower level of monitoring with PSP, the lack of record keeping complicates how often this can occur.

**Table 7**

Pretrial Monitoring Alignment with Support-Oriented Framework Identified in the *First Step Forward* Report

<b>Guiding Principle or Practice</b>	<b>Defined</b>	<b>Alignment</b>	<b>Opportunity for Growth</b>
Guiding Principle per <i>First Step Forward</i> report	Reimagine pretrial monitoring agencies as a pretrial support agency.	Not Aligned.	Remove compliance monitoring and transform role of agency to offer individuals support to attend court.
Enhanced Practice per <i>First Step Forward</i> report	Reserve referrals to pretrial agency for individuals least likely to miss court and most likely to experience a new arrest without support.	Partially Aligned.	Closer adherence to PSA recommendations would allow pretrial agency to focus on individuals most in need of support.
Enhanced Practice per <i>First Step Forward</i> report	Allow pretrial support agency to operate as structurally or independent agency, treat engagement with the agency as voluntary, and report compliance in rare and select situations.	Partially Aligned.	Consolidate into a singular pretrial agency but maintain existing independence.  Remove reporting requirements entirely.
Enhanced Practice per <i>First Step Forward</i> report	Implement effective warm handoffs following jail release, allowing for immediate engagement.	Not Aligned.	Improve signage and instructions for reporting to new PSS.  Embed staff member at jail release.

**Table 7, continued**

Pretrial Monitoring Alignment with Support-Oriented Framework Identified in the *First Step Forward* Report

<b>Guiding Principle or Practice</b>	<b>Defined</b>	<b>Alignment</b>	<b>Opportunity for Growth</b>
Enhanced Practice per First Step Forward report	Rely on needs assessment to provide targeted services to individuals focused on court attendance.	Not Aligned.	Adopt a robust behavioral health and needs assessment. Rely on the needs assessment to inform engagement with the individual.
Enhanced Practice per <i>First Step Forward</i> report	Establish targeted services helping individuals struggling with basic needs, transportation challenges, houselessness, and substance use disorder.	Not Aligned.	Adopt robust service offering, make targeted referrals, contract with community-providers for designated bed space in various services. Adopt Shelter Court model.
Enhanced Practice per <i>First Step Forward</i> report	Train pretrial agency staff to engage with individuals with a coach-orientation rather than from compliance-monitoring approach.	Partially Aligned.	Create intentional approaches for coaching individuals through planning for resources and logistics to attend their scheduled hearings.
Enhanced Practice per <i>First Step Forward</i> report	Evaluate PSS effectiveness through court appearance rates and other nuanced metrics rather than blunt measures of court absence or non-compliance.	Not Aligned.	Adopt measures assessing number of people served, referrals provided, completion of programming, improved stability, and court attendance rates.

# Court Ecosystem

Individuals who experience chronic instability must navigate challenges in getting to court not once, but for each scheduled court hearing. This makes persistent absence more likely for individuals who experience co-occurring concerns and limited resources.

Court procedures and policies can inadvertently create barriers to court attendance and undermine the court's goal of helping these individuals attend court as scheduled.

**Table 8**

Court Ecosystem Alignment with Support-Oriented Framework Identified in the *First Step Forward* Report

<i>Guiding Principle or Practice</i>	<i>Defined</i>	<i>Alignment</i>	<i>Opportunity for Growth</i>
Enhanced Practice per <i>First Step Forward</i> report	Reduced required hearings.	Not Aligned.	Review hearings necessitating appearance and adopt global waiver of appearance for non-essential hearings.
Enhanced Practice per <i>First Step Forward</i> report	For court hearings which require attendance, allow virtual attendance as much as possible.	Mostly Aligned.	Advertise virtual options and offer detailed instructions to access the system.  Create training for judges which treats virtual attendance equal to in-person attendance.
Enhanced Practice per <i>First Step Forward</i> report	Consider individual availability.	Partially Aligned.	Adopt more pervasive culture of scheduling with defendant availability in mind.
Enhanced Practice per <i>First Step Forward</i> report	Rely on Automated Court Reminder System for missed court appearances.	Not Aligned.	Include post-hearing notifications when defendants are absent, detailing both the consequences and instructions for rescheduling their hearing.

**Table 8, continued.**

**Court Ecosystem Alignment with Support-Oriented Framework Identified in the *First Step Forward* Report**

<b>Guiding Principle or Practice</b>	<b>Defined</b>	<b>Alignment</b>	<b>Opportunity for Growth</b>
Enhanced Practice per <i>First Step Forward</i> report	Reduced required hearings.	Not Aligned.	Review hearings necessitating appearance and adopt global waiver of appearance for non-essential hearings.
Enhanced Practice per <i>First Step Forward</i> report	For court hearings which require attendance, allow virtual attendance as much as possible.	Mostly Aligned.	Advertise virtual options and offer detailed instructions to access the system.  Create training for judges which treats virtual attendance equal to in-person attendance.
Enhanced Practice per <i>First Step Forward</i> report	Consider individual availability.	Partially Aligned.	Adopt more pervasive culture of scheduling with defendant availability in mind.
Enhanced Practice per <i>First Step Forward</i> report	Rely on Automated Court Reminder System for missed court appearances.	Not Aligned.	Include post-hearing notifications when defendants are absent, detailing both the consequences and instructions for rescheduling their hearing.
Enhanced Practice per <i>First Step Forward</i> report	Implement graduated response procedures for missed court appearances.	Not Aligned.	Return to citation-in-lieu of arrests summons, particularly for individuals without attorney assignments.  Preference leveraging relationship with defense attorneys and new PSS staff to reschedule hearings.

# Moving Forward

## Transforming Multnomah County's Pretrial System into a Support-Oriented Model

While Multnomah County has made considerable efforts to improve their pretrial practices to enhance fairness and support individuals, recently court partners have identified a significant challenge: a rising pretrial population with considerable and unmet needs resulting in high numbers of missed court appearances and significant delays in case processing.

In response, judges have leveraged the role of their Pretrial Release Services—DCJ's Pretrial Services Program and MCSO's Close Street—assigning more cases to these agencies hoping monitoring will improve court appearance rates. However, the sheer volume of cases has undermined these efforts. Instead, both agencies describe an unsustainable environment where they provide neither meaningful monitoring nor support to individuals.

Multnomah County stakeholders have expressed an urgent need to approach their changing pretrial population in a new, more effective way.

The goal of this assessment was to map Multnomah County's current system, understand how various policies and procedural changes have impacted pretrial monitoring placements, and identify more thoughtful approaches to supporting individuals to improve court appearance rates and reduce new arrests while on pretrial release.

This assessment identified several practices aligned with emerging research and innovative practices. It also identified several opportunities where the county can transform how they currently provide support to defendants.

**Table 9****Areas of Misalignment: Opportunities to Enhance the Support-Oriented Framework**

<i>Opportunity</i>	<i>Resource Requirement</i>	<i>Potential Impact</i>
Update Automated Court Reminder System by creating opt-out approach and inclusion of post-hearing notifications for missed hearings.	Significant direct costs and time intensive.	Substantial.  Opt-out ACRS with behavior-management messaging coupled with post-notification messages are the most well researched and effective tools improving court appearance.
Identify court hearings necessitating in-person appearance and implement a global waiver of appearance for all other hearings.	Limited direct costs and minimally time intensive.	Substantial.  Significantly limiting the number of appearances necessitating attendance will allow defendants a greater ability to prioritize those hearings while avoiding depleting their resources.
Establish a singular but structurally or operationally independent pretrial support services agency, with a nearly exclusive focus on providing individuals with resources and community referrals.	Significant direct costs and time intensive.	Substantial.  A unified system can maximize personnel resources and allow staff to exclusively focuses on providing targeted resources, community referrals, and court attendance coaching will directly impact defendants' ability to attend court. This is especially true for individuals who have extensive unmet needs who have consistent and persistent court absences.
Substantially reconsider assignment to the pretrial support agency and include a behavioral-health and needs assessment at intake. Make engagement with suervices voluntary with extremely compliance reporting for select cases.	Limited direct costs but time intensive.	Substantial.  There is currently no systematic assessment of individuals' needs or identification of specific challenges to court attendance. Narrowing focus on a smaller population of individuals and creating a robust assessment system will allow the newly formed pretrial support services agency to provide targeted and intentional supports, directly improving court appearance.

## Conclusion

The original intention of the two-agency pretrial monitoring model allowed each of the agencies to specialize and focus their attention on different sub-populations.

However, over time, agency practices have morphed to be substantially more similar than different. Importantly, in their current form, neither agency believes they are providing any meaningful monitoring or creating any measurable impact on court attendance.

In this report, we assessed Multnomah County's initial pretrial period in context of the country's most innovative and support-oriented practices. We have identified several areas of alignment with these practices and offered opportunities for improvement.

Multnomah County stakeholders have expressed a need for a fairer and support-oriented pretrial framework, improving court attendance rates and reducing new arrests among people on pretrial release.

We have identified several key enhancements and acknowledge adopting most of these practices requires substantial costs. We believe these approaches will transform the county's pretrial system, and considering any one of them is a powerful first step towards moving forward.

***Considering any of these approaches is a powerful first step towards moving forward.***



# Endnotes

- 1 We report race as the mutually exclusive categories captured by Multnomah County Sheriff's Office data. We cannot determine individuals in the sample who identify as bi- or multiracial, or who identify in other ways than what is captured by the agency. We recognize self-reported racial identity is critical for accurately reporting the true demographic profile of the sample, the individual's experience, and disparities, if any. In this document, we refer to "Black" as anyone belonging to the African diaspora and "Brown" as persons racialized as Latine, Middle Eastern, Asian, Indigenous, Pacific Islander, and/or multiracial. Additionally, in line with Crenshaw (1988:1332), we capitalize "Black" as Black individuals constitute a specific cultural group and, as such, require denotation as a proper noun. Those of the African diaspora have a set of shared cultures and experiences. We do not capitalize white, as white people are not a single cultural group. Crenshaw, Kimberlé (1988). Race, Reform and Retrenchment: Transformation and Legitimation in Anti-Discrimination Law. Harvard Law Review.
- 2 This is a composite of two categories provided in Multnomah County Sheriff's Office data, and includes: Native American or Alaskan and Native Hawaiian or Pacific Island.
- 3 We use the term 'sex' to present the sex binary categorization as captured by Multnomah County Sheriff's Office data and not self-reported gender identity. The Multnomah County data used for this analysis currently does not include gender identity. We recognize the demographic representation of our sample may be different when considering gender identity and could include representation from individuals who identify as non-binary, gender non-conforming, and/or transgender. We believe it is important for administrative data to consider the full spectrum of identity to understand the individual experience and disparate outcomes more adequately. Given Multnomah County's inclusive approach to housing transgender individual at MCDC and other inclusive policies, we encourage the Multnomah County's Sheriff's office to consider collecting demographic information to include: 'transgender men' and 'transgender women.'



# MOVING FORWARD

Transforming Multnomah County's Pretrial System

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