
Options for Pretrial Monitoring in Multnomah County



Prepared by the LPSCC Pretrial Subcommittee

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Introduction

Pretrial monitoring programs are essential for managing jail capacity by offering judges viable alternatives to detention. These programs allow for the release of individuals accused of and not yet convicted of a crime into the community, without relying on their financial ability to pay security (cash bail). The fundamental goal is to ensure a defendant's return to court and ability to remain in the community without new arrests or jeopardizing community safety. This is accomplished by monitoring their compliance with court-ordered release conditions. Historically, the County's programs have relied heavily on monitoring involving frequent check-ins, compliance reviews, and warrants for technical violations. However, recent case studies indicate that programs which incorporate supportive services to address barriers to court appearance show increased success¹.

To enhance effectiveness and better achieve the goals of court appearance and community safety, a critical shift is needed to establish a supportive pretrial structure with limited, targeted monitoring. Beyond increasing court appearances, pretrial services represent a vital opportunity to engage, or re-engage, individuals with necessary existing county services. During the pretrial phase, individuals are a uniquely accessible audience, offering a critical window to offer support and services that address the underlying barriers to case resolution and future legal system involvement. Although pretrial monitoring is not a statutory requirement for the County, providing monitoring focused on those at highest risk supports may help with management of jail capacity, which is a core County responsibility.

Achieving the promising outcomes outlined in this report requires more than just funding; it requires a strong commitment from all system partners. Success hinges on ensuring partners are fully informed, facilitate timely data analysis and sharing, participate in regular coordination and education, and adopt policies that guarantee the effective use of limited resources.

Without an effective and adequately funded pretrial program, individuals may be held more frequently on security (cash bail). Those who cannot afford the security amount set by judges are disproportionately subjected to pretrial detention, creating a system of profound inequity. The evidence is clear: pretrial detention is harmful and often counteracts the goals of public safety². Further, as described in detail in the recent 2025 Grand Jury report, the jail is ill-suited to address all the needs of individuals within our community³.

¹ Multnomah County & Justice System Partners. (2025, September). *First step forward: Transforming the pretrial period*. https://multco.us/file/first_step_forward_transforming_the_pretrial_period_sept_2025.pdf/download

² Digard, L., & Swavola, E. (2019, April). *Justice denied: The harmful and lasting effects of pretrial detention*. Vera Institute of Justice. <https://www.vera.org/downloads/publications/Justice-Denied-Evidence-Brief.pdf>

³ Multnomah County Corrections Grand Jury. (2026). *2025 Corrections Grand Jury report*. Multnomah County District Attorney's Office. <https://www.mcda.us/wp-content/uploads/2026/01/2025-CGJ-Report-FINAL-Copy.pdf>

This report outlines options for future pretrial programs, making more effective use of limited public resources to improve outcomes for individuals and enhance overall system efficiency.

Statutory Requirements

Designing a new pretrial program requires compliance with Oregon statute. By grounding development in statutory requirements, the proposed redesign will protect the due process rights of defendants while providing a clear framework for practitioners. In Oregon specifically, the architecture of pretrial release is dictated by constitutional provisions and statutory requirements.

These include statutes regarding release decisions and the primary and secondary criteria which judges must consider in determining the form of release most likely to ensure the safety of the public and the victim. In addition, there are Oregon statutory requirements for a consistent release decision-making structure across the state, to reduce the reliance on the use of security, and to balance the rights of the defendant and the presumption of pretrial release against community safety and the risk of failure to appear in court. Relevant provisions of Oregon law are linked on page 74.

A Brief History of Multnomah County's Pretrial System

In the mid-1980s, Multnomah County operated under a federal court order capping its jail population due to chronic overcrowding. At the same time, the County's jail infrastructure was undergoing a significant transition. The Multnomah County Detention Center (MCDC) opened in 1983, several outdated facilities were closed, and Inverness Jail opened in 1988. These facility changes coincided with the County's development of policies and programs designed to manage jail population levels in compliance with the federally imposed cap.

To manage jail capacity, the federal court order authorized the Sheriff to release certain pretrial and sentenced individuals through a structured matrix-based release process. The first matrix release system was implemented in 1986. By 1989, more than 10,000 individuals had been released as a result of overcrowding pressures.⁴ The matrix system was revised multiple times over subsequent decades, reflecting its continued use as a core population-management tool, most recently in 2025.

In addition to the matrix system, Multnomah County launched formal pretrial release programs in the mid-1980s to further reduce reliance on detention. In 1986, the Department of Community Justice (DCJ) established the Pretrial Services Program (PSP) to provide third-party, non-custodial supervision for eligible adults detained pending case disposition. The program's goals included supporting court appearance and compliance with release conditions, and services included substance use evaluations and employment counseling. PSP initially operated with a budget of \$58,000 and was staffed by contracted employees.⁵

In 1987, the Multnomah County Sheriff's Office (MCSO) expanded its existing Intensive Supervision program by launching Close Street Supervision (CSS). Intensive Supervision had been in place since at least 1984 and focused on screening individuals for early release while providing heightened supervision and services to reduce the likelihood of repeat criminal activity. CSS was staffed by two employees and operated with a budget of \$99,308.⁶

In 2001, the County commissioned a comprehensive assessment of its pretrial system conducted by David Bennett. The resulting report issued 29 recommendations across five goal areas: making appropriate release decisions, expediting release from jail, reducing failures to appear, deterring criminal activity, and maintaining stable and professional operations.⁷ In response to coordination challenges identified over time, Pretrial Release Services (PRS) was

⁴ Wood, W. T., Multnomah County Population Release Matrix System NCJ #141436, National Institute of Justice, 1989.

⁵ March, Steve, Pretrial Release Services (PRS): An important part of Multnomah County's criminal justice system--Report to Management, Multnomah County Auditor, October 2011.

⁶ Ibid.

⁷ Bennett, David and Lattin, Donna, Multnomah County Oregon Pre-Trial Services Overview, March 2001.

created in 2005 to provide an umbrella structure under which PSP and CSS would align their policies and operations.

A 2011 Multnomah County Auditor's report found that PRS had made improvements across all five goal areas identified in the 2001 assessment, with 14 of the 29 recommendations fully implemented. The report noted that PRS was demonstrating successful outcomes, that both PSP and CSS had adopted a modified Virginia risk assessment tool, and that a standing pretrial committee had been established and was meeting regularly. The Auditor also found that assessments were being completed more quickly, electronic monitoring capacity had expanded to include a subsidized option, caseloads were operating at acceptable levels, and staff roles had become more professionalized.

At the same time, the Auditor identified ongoing limitations, including the system's inability to effectively access, analyze, and report program data, the absence of formal performance benchmarks, and the lack of an automated court reminder system. These themes re-emerged in a subsequent assessment conducted in 2019 as part of Multnomah County's participation in the MacArthur Foundation's Safety and Justice Challenge. The final report, released in 2020, offered nine recommendations aimed at aligning the County's pretrial practices with national standards and echoed many of the issues identified in earlier reviews.

In response to this most recent report, the County implemented a new, largely automated, risk assessment tool, the Pretrial Safety Assessment, in 2023. Launching this tool allowed the county to shift from the older, interview-based tool (which because of the significant staffing requirements only resulted in assessments of about 30% of people booked in 2018⁸) to a more modern and less resource intensive tool that allows for universal assessment of all people booked in the jail.

Together, these reports document how Multnomah County's pretrial system evolved over several decades—shaped by federal court oversight, jail capacity constraints, and periodic efforts to refine release decision-making, supervision practices, and system coordination.

⁸ Joplin, L. (2020, February 17). *Multnomah County Pretrial System Report 2020*. Multnomah County. https://multco.us/file/multnomah_county_pretrial_assessment_report_2020/download

LPSCC Pretrial Subcommittee

In 2024, the Sheriff's Office proposed consolidating the Department of Community Justice's (DCJ) Pretrial Services Program (PSP) and Close Street (CS) into a single pretrial agency managed by the Sheriff's Office (MCSO). While both agencies agreed on the need for consolidation, they disagreed on housing the new agency under MCSO. Consequently, the Sheriff and then-DCJ Director, Erika Preuitt, agreed to:

1. Propose the formation of a subcommittee under the Local Public Safety Coordinating Council (LPSCC) to explore pretrial monitoring options.
2. Partner with LPSCC to commission a report to inform the development of a unified pretrial program.

The LPSCC Executive Committee subsequently approved the launch of the LPSCC Pretrial Subcommittee in June 2024. The subcommittee's mandate is to facilitate dialogue among pretrial system leaders to:

- Make policy decisions.
- Troubleshoot operational challenges.
- Monitor pretrial outcomes.
- Explore opportunities for system improvement.

The subcommittee's initial efforts have concentrated on several key areas: identifying and addressing challenges in pretrial monitoring capacity, proposing potential policy solutions, making crucial decisions, and formulating future plans for pretrial release services (PSP and CS), which involved realigning the existing PSP and CS budgets. This work was accelerated when the Sheriff proposed closing Close Street as a result of the state and federal rebalance, and the Board of Commissioners, via the associated Pretrial Services [budget note](#), requested a report offering options for pretrial services.

The subcommittee has spent the last year exploring various pretrial services models, including:

- Reviewing materials from other jurisdictions such as San Francisco, CA
- Conducting site visits to Clackamas County and Pima County, AZ.
- Attending presentations from diverse programs, such as those in Queens, NY and Denver, CO
- Subcommittee members also attended the National Association of Pretrial Service Agencies (NAPSA)

In December 2025, the subcommittee participated in a facilitated retreat to begin developing options for a future pretrial monitoring program. This included:

- Developing and agreeing to aspirational principles to guide our work (below)
- Identifying core components of a pretrial monitoring program - based on both evidence and experience
- Discussing delivery mechanisms for the identified monitoring components, including: county-run, court-run, CBO-run, and hybrid options with different combinations

These efforts have culminated in the following report with viable pretrial monitoring options to be presented to the Board of County Commissioners.

This report, developed by the subcommittee, outlines two pretrial services delivery options and cost considerations. Although the group, composed of members with differing perspectives and roles within the pretrial system (some defined by statute), did not reach a consensus on these options, they collectively recognize several key principles that may impact that decision. These include the fundamental goal of timely court case resolution, the positive impact of supportive services, and the critical need to adequately fund a pretrial program to reduce detention, manage limited jail capacity, and address victim and community safety.

Aspirational Principles that Guide our Work

Due Process **including presumption of innocence, least restrictive means, considering alternatives, and following rule of law*

Procedural justice which delivers equality and fairness

Prioritize victim and public safety

Transparent decision-making

Defendant support and success
**including using individualized consideration*

Subcommittee Participants:

Chief Criminal Judge Michael Greenlick
Multnomah County Circuit Court Judge Celia Howes
Neal Japport, Deputy Trial Court Administrator
Barb Marcille, Trial Court Administrator
Jeff Lowe, Senior Deputy District Attorney, MCDA
Adam Gibbs, General Counsel, MCDA
Chief Deputy Steve Reardon, MCSO
Matt Tiffany, MCSO
Tira Hubbard, Adult Services Division Director, DCJ
Nichelle Moore, DCJ
Grant Hartley, Multnomah County Director, MPD
Stacy Reding, Executive Director, MDI
Nathan Sheppard, Commander, Portland Police Bureau Central Precinct
Haley Pursell, Policy & Engagement Specialist, Domestic & Sexual Violence Coordination Office
Rhea DuMont, Manager, Domestic & Sexual Violence Coordination Office
Hollie Spriggs, Justice Fellow
Lily Yamamoto, LPSCC
Sarah Mullen, LPSCC
Salome Chimuku, District 2
Natalie Minas, Chair's Office
Michelle Rogelstad, District 3
Lore Joplin, Justice System Partners (*technical assistance via the MacArthur Foundation Safety and Justice Challenge grant*)

In addition to pretrial subcommittee members/attendees, the following departments/divisions have been involved in providing information and review for this report:

Multnomah County Central Budget Office, DCJ and MCSO Finance Departments, DCJ Research and Planning, MCSO Planning and Research, DCJ Pretrial Services Program, MCSO Close Street, MCDA Equity Manager, MCDA Victim Assistance Program, the County Attorney's Office, the office of the Chief Operating Officer, the Homeless Services Department, the Housing Response System office, the Office of Diversity and Equity, the Department of County Human Services (DCHS), Central Human Resources, the Social Work teams at Metropolitan Public Defenders (MPD), Multnomah Defenders Inc. (MDI), the Family Violence Coordinating Council and Justice System Partner (JSP).

Snapshot of Current Monitored Population (as of 12/31/25)

Note: DCJ PSP counts clients who have been referred to the program, even if they have not yet been released from custody. Close Street begins counting clients when they are released. Case counts by race are presented separately by program because race categories are not fully consistent across the two datasets (e.g., PSP's data includes an "Indigenous" category that is not collected in CS). Because these categories do not match, combining race distributions across programs could be misleading without additional recording. Additionally, demographic information for one participant in the CS program was not recorded and was therefore excluded from the demographic analysis.

Table 1. The Distribution of Monitored Individuals Across PSP and CS Programs

	DCJ Pretrial Services Program (PSP)	MCSO Close Street (CS)
Active Clients	379	511
In Custody	114	6
Out of Custody	265	505
Length of Time on Monitoring (in days):		
Average	139.05	136
Median	72	91
Clients on Electronic Monitoring*		
GPS		95
SCRAM		27
GPS and SCRAM		15
Handheld Breathalyzer		1
Total	26	138

*EM type breakdown was not available from PSP (via Vigilnet) prior to report submission.

Figure 1. The Gender Distribution of Monitored Individuals Across PSP and CS programs

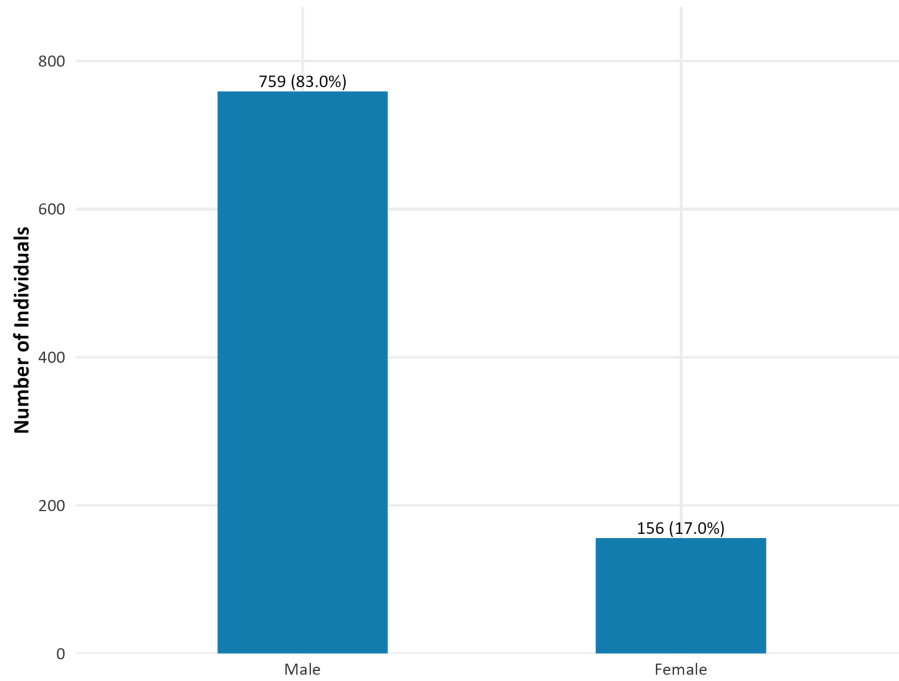


Figure 2. The Age Distribution of Monitored Individuals Across PSP and CS programs

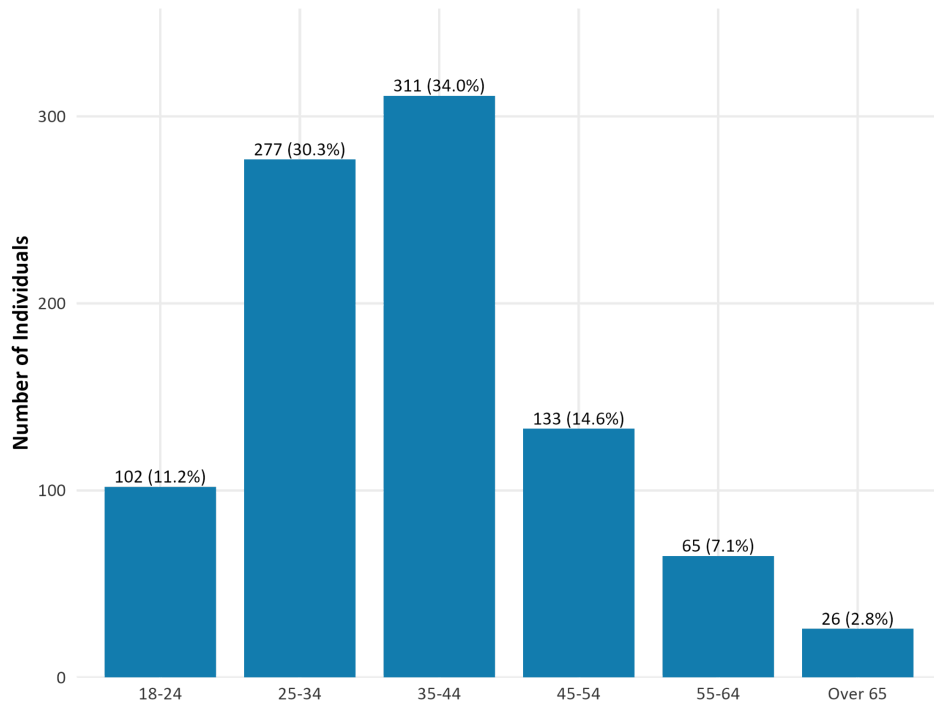


Figure 3. The Race Distribution of Monitored Individuals In PSP program

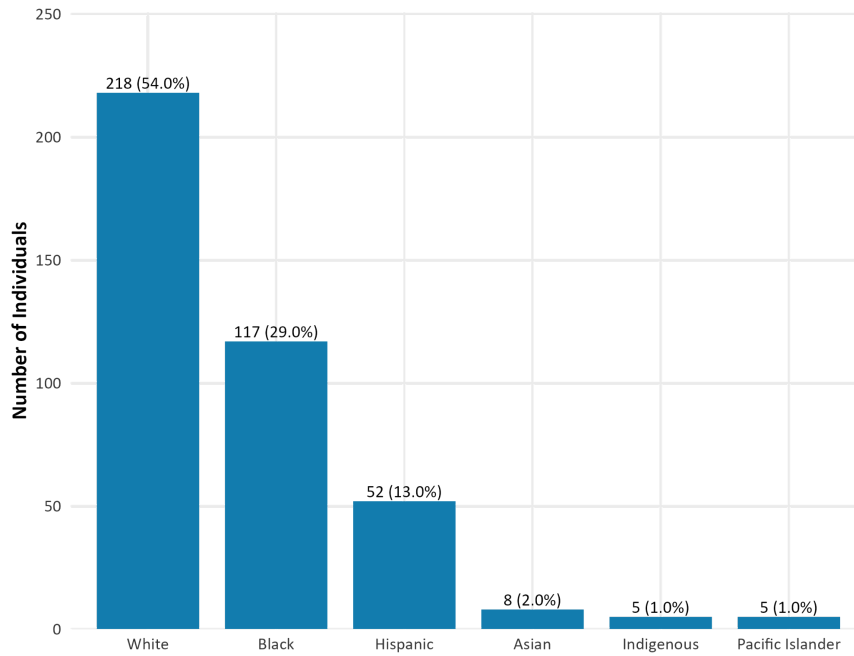
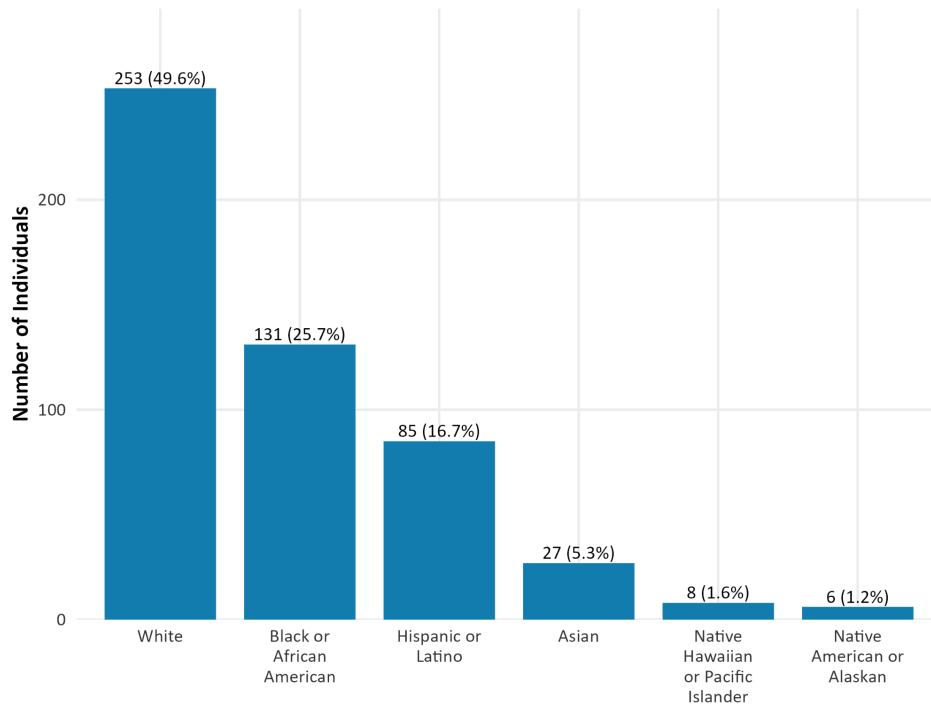


Figure 4. The Race Distribution of Monitored Individuals in CS program



Data Considerations

The data for this snapshot was compiled collaboratively by the Research and Planning teams of both the Department of Community Justice (DCJ) and the Multnomah County Sheriff's Office (MCSO), utilizing the CE Pretrial case management system. However, CE Pretrial presents significant challenges, particularly in data extraction. If a funded program is implemented, it is essential to give serious consideration to the methods used for data tracking and reporting. This may require investing in a dedicated case management system and, critically, in a dedicated data analyst. Furthermore, this effort will require consistent, collaborative data analysis involving the pretrial analyst and analysts from the District Attorney's Office and the Multnomah County Circuit Court.

Key metrics for tracking the effectiveness of pretrial services should include, at minimum:

- Court appearance rates
- New arrest rates for individuals on pretrial release
- The concurrence rate with the Public Safety Assessment (PSA) or other actuarial pretrial assessment tool
- The frequency and amount of security (cash bail) required, and how often security is posted
- Length of stay in custody
- Duration of pretrial monitoring
- Duration of any form of electronic monitoring

All collected data must be disaggregated by race and gender.

Current State of Pretrial

Agency	Staffing	Current Caseload	FY 2026 Budget
Department of Community Justice (DCJ) Pretrial Services Program	11.0 FTE (6 corrections technicians, 1 senior criminal justice manager, 2 office assistants, 1 office assistant senior)	379 (265 out of custody)	\$1,419,622
Multnomah County Sheriff's Office (MCSO) Close Street	8.0 FTE (6 deputies, 2 corrections counselors)	511 (505 out of custody)	\$2,235,205 (\$300,000 is for EM contract)
Electronic Monitoring (SCRAM, Handheld Breathalyzer, GPS)	-	26 (DCJ PSP) 138 (Close Street)	\$300,000 (MCSO, included in above budget) \$48,000 (DCJ, not included in above budget)
DCJ Recognizance Unit	14.0 FTE (13 corrections technician, 1 criminal justice manager)	-	\$2,272,589
Total	33.0 FTE	-	\$5,975,416
TOTAL (monitoring only)	19.0 FTE	770 (out of custody) 890 (total)	\$3,702,827

Current Monitoring Program Structure:

- Multnomah County uses a locally-developed release conditions matrix to determine pretrial monitoring level, based upon assessed risk from the PSA
- Monitoring levels go from 1-3+ and differ based on the frequency of phone check-ins
- CS monitors individuals assigned by a Judge to monitoring levels 2-3+
- PSP monitors individuals assigned to level 1
- PSP conducts monitoring, including intake, exclusively via the phone
- CS conducts in-person intakes, but monitoring largely over the phone (home visits are conducted rarely when specifically ordered by a Judge)
- Both agencies require regular phone check-ins based on assigned monitoring level

- Both agencies regularly review data to monitor client compliance with court-ordered release conditions
- CS employs 2.0 Corrections Counselors to provide referrals/connections to supportive services; PSP will provide referrals upon request
- Both agencies monitor clients with Electronic Monitoring (GPS, SCRAM, handheld breathalyzer)

Current Pre-Adjudication Functions:

*These pre-adjudication functions, which occur from the time of booking up to the arraignment, are distinct from and **do not currently include pretrial monitoring roles.***

Multnomah County Circuit Court Release Assistance Officer Role (OJD)

The court's Release Assistance Unit is a program housed at the Multnomah County Justice Center. Their work is mainly done within the Multnomah County Detention Center and their primary functions include:

- Interview individuals who were assessed as falling within Release Guideline 3 per the Presiding Judges Pretrial Release Order (PRO) and are held until arraignment
- Complete applications for Court Appointed Attorneys for those held in custody until arraignment
- Compile comprehensive criminal history for Judges
- Contact named victim

Multnomah County Circuit Court - Indigent Verification

The court's Verification Unit is a 24/7 program housed at the Multnomah County Justice Center. Primary functions include:

- Complete applications for Court Appointed Attorneys for out-of-custody defendants and follow up with in-custody defendants who have not completed applications
- Assist with managing attorney assignments and tracking unrepresented data during public defense crisis
- Generate recommendation regarding court appointed attorneys for judicial review and signature
- Manage call-in docket for defendants waiting for court appointed attorneys

DCJ Recognizance Unit Role:

The Recog unit is a 24/7 program housed at the Multnomah County Detention Center. Its primary function includes:

- Complete the PSA (using a mostly automated system) for defendants who have a pending Multnomah County charge
- Decide preliminary releases based upon guidelines in the current Presiding Judge Order for pretrial release
- Serve as a 24-hour liaison between law enforcement agencies
- Coordinate the process of holding individuals for certain probation and post-prison violations.

Actuarial Risk Assessment Tools

Pretrial risk assessment tools were developed to help judicial officers make more consistent, data-driven decisions by systematically predicting a defendant's likelihood of court appearances or future criminal activity. By providing objective insights into potential risks, these actuarial tools aim to balance community safety with the legal presumption of innocence for similarly situated individuals⁹.

The Public Safety Assessment (PSA)

The Public Safety Assessment (PSA) is an actuarial (an analysis of statistics to determine risk) tool created by Arnold Ventures¹⁰. The tool uses nine factors, including age and criminal history, to predict the risk of an individual failing to appear at court dates and committing new criminal activity during the pretrial period. Assessing a person's likelihood to succeed while on pretrial release is common practice across the country. The PSA is currently used in a significant number of jurisdictions across the country.

The PSA was created using approximately 750,000 diverse pretrial case samples from roughly 300 jurisdictions nationwide, including Colorado, Connecticut, Florida, Kentucky, Maine, Ohio, Virginia, and all 94 federal judicial districts. It was nationally validated using 500,000 pretrial case samples from multiple jurisdictions. The PSA score is used alongside other information to help inform judges and determine appropriate monitoring conditions — based on risk — for individuals released to the community on pretrial monitoring. **The PSA is not used to determine if someone is held or released.**

The PSA was adopted by Multnomah County in 2023 to replace the Modified Virginia Risk Assessment Instrument (MVPRAI). The MVPRAI included an interview component for assessment, which limited the number of individuals who could be evaluated. As a result, a substantial number of people who were booked had no risk information available. The adoption of the Public Safety Assessment (PSA) enables a universal assessment of all individuals booked into custody on new Multnomah County charges. A significant portion of this assessment can be efficiently completed using a locally-developed automated system.

A local validation completed in January 2026 by Justice System Partners confirmed that the Public Safety Assessment (PSA) is a valid tool in Multnomah County, finding it to be more reliable for misdemeanor cases, but with less so for felonies potentially due to the lengthy time

⁹ Lovins, B., & Magnuson, S. (2026, January). *Validating the public safety assessment (PSA) in Multnomah County to inform next steps*. Justice System Partners.
https://multco.us/file/multnomah_county_psa_validation_report_january_2026.pdf/download

¹⁰ Developed by Arnold Ventures and managed by Advancing Pretrial Policy & Research (APPR), the Public Safety Assessment (PSA) is a data-driven tool used by judicial officers to assess the risk of pretrial misconduct. It evaluates nine objective factors—excluding socio-economic data like employment or residence—to predict the risk of new criminal activity or failure to appear. See <https://www.advancingpretrial.org/about-the-psa/>.

to disposition¹¹. The results indicate that there could be a potential modification for local use for felony cases, as the tool more accurately distinguishes between two distinct groups (levels 1-3 and 4-6). This finding could be used to tailor both the PSA and the locally developed matrix which helps determine monitoring level.

The validation confirmed that the New Violent Criminal Activity (NCVA) flag in the PSA is not predictive. Multnomah County does not actively use the NCVA flag due to concerns with predictive value and equity impact.

Challenges and Operational Concerns

The Public Safety Assessment (PSA) has faced considerable local opposition, with the District Attorney's office and some Multnomah County Circuit Court judges expressing skepticism and distrust regarding its usefulness. This often results in deviation from PSA recommendations, at times escalating individuals assessed for Release on Recognizance (ROR) to the most intensive monitoring levels (Close Street)¹². Deviation risks oversupervision of low-risk individuals and under supervision of those assessed at a higher risk, rapidly depletes available resources, and overwhelms caseloads.

To address this, quality assurance tracking and ongoing and regular education on the PSA's functionality is vital, alongside a concerted effort to closely adhere to its monitoring recommendations, while respecting a judge's ultimate discretion, to ensure better management of the pretrial monitoring population and resource allocation.

The District Attorney's office has specifically expressed concern that the PSA does not differentiate between different types of risk. To alleviate some of this concern, a charge-based overlay has been included in the proposed model (p.18) to ensure adequate monitoring of individuals with significant charges who may assess at a low-risk on the PSA.

Because of the distrust of the PSA by key partners, specifically the Multnomah County Circuit Court and the District Attorney's office, a different and more trusted risk assessment tool could be considered. Utilizing an assessment tool that partners have confidence in would lead to more consistent decision-making aligned with the assessed risk recommendations.

¹¹ Lovins, B., & Magnuson, S. (2026, January). *Validating the public safety assessment (PSA) in Multnomah County to inform next steps*. Justice System Partners.

https://multco.us/file/multnomah_county_psa_validation_report_january_2026.pdf/download

¹² Justice System Partners. (2025, September). *Moving forward: Transforming Multnomah County*. Multnomah County Local Public Safety Coordinating Council.

https://multco.us/file/moving_forward_transforming_multnomah_county_sept_2025.pdf/download

The Oregon Public Safety Assessment Tool (OPAT)

A new actuarial risk assessment tool for pretrial use has been developed by researchers from the Criminal Justice Policy Research Institute at Portland State University (PSU) in partnership with the Criminal Justice Commission (CJC), the statewide Criminal Justice Advisory Council (CJAC), and the Oregon Judicial Department. Developed and validated with Oregon statewide data, this tool is designed to predict three outcomes: 1) Failure to Appear, 2) New Arrest, and 3) New Arrest for a Person Crime.

The Oregon Judicial Department will make the determination on when the tool is available for use, but it is anticipated that it will be available in Spring 2026. The tool does not require staff time to administer, as it has been designed to be fully automated, drawing directly from administrative data sources. There may be development work required to integrate the tool with other case management software applications, however the OPAT tool itself will be available for use with some potential cost to the Court or the County. The tool is already integrated with SWIS and Odyssey but some software development may be required for additional needed integrations.

Adopting any new tool will require ongoing communication, education, and training for all stakeholders to guarantee consistent, appropriate use and understanding.

Key Considerations for Pretrial Programs

Victim/Survivor Support

To improve victim/survivor safety at the pretrial stage, any new pretrial monitoring program must be intentionally constructed to prioritize victim and survivor safety. This is more likely if interagency coordination exists between victim advocates both at the District Attorney's office and with those who are not based in the system. Further, this requires ongoing and specialized training for pretrial staff focused on addressing cases involving domestic violence, sexual assault, trafficking, and gang-related incidents.

To better serve these populations, specialized pretrial caseloads should be implemented, prioritizing cases identified as high-lethality domestic violence (including sex trafficking and sexual assault) and gang violence. These cases involve distinct dynamics such as coercion, retaliation, intimidation, and ongoing risk that are not adequately addressed through generalist caseloads.

Further, victim/survivor services face systemic underfunding and are often at capacity, a situation made worse by current federal funding limitations. Therefore, any allocation of resources toward pretrial services should also include investment in support for victims and survivors. This support should also ensure that victim/survivor services are available to those who are on pretrial release and have experienced harm.

Equity

Where in our pretrial process might people experience trauma or inequity—even unintentionally?

The criminal legal system is marked by a deep, well-documented history of racial disparities. Persistent disparities in Multnomah County's justice system have been documented locally in a Burns Institute report, originally completed in 2014 and updated in 2019¹³. These disparities have been worsened by over-policing in communities of color and the use of security release (cash bail), which mistakenly links an individual's ability to pay with public safety. Therefore, any County-funded program, regardless of whether it is administered internally or externally, should focus implementation on improving equitable outcomes.

¹³ Burns Institute (2019). *Racial and ethnic disparities in Multnomah County*. Multnomah County. https://multco.us/file/racial_and_ethnic_disparities_in_multnomah_county/download

To ensure equitable program development for a pretrial program, the County's Equity and Empowerment Lens should be applied, including the creation of tailored questions that address the Five P's¹⁴. This commitment also requires the collection and analysis of data disaggregated by race and gender. These results must be reviewed to identify and implement targeted policies aimed at reducing observed disparities.

Enhanced Practices

The First Step Forward report by Justice System Partners (JSP) details successful, enhanced practices for pretrial monitoring and support services implemented in various jurisdictions¹⁵. Described in the report, these practices have shown success in both increasing court appearance rates and reducing new arrests while on pretrial release.

Practices include:

- Improved court reminders using behavioral messaging
- Peer navigators/support
- Warm handoffs from jail release and after court
- Transition Centers to connect to support immediately upon release
- Implementing a needs assessment
- Help individuals navigating homelessness
- Focusing on supportive services to increase successful court appearance

While no single jurisdiction may offer a complete, replicable model that meets Multnomah County's specific needs, we can adapt and integrate select practices from the report. Subcommittee members' professional expertise is crucial for tailoring these methods to our unique context.

It's important to recognize that no pretrial program is perfect, risk-free, or can entirely predict human behavior and prevent all crime. It is unfortunately likely that some individuals on pretrial release may cause harm, and such cases are undeniably tragic. However, we must also maintain perspective: violent crime remains rare, and the design of our programs and services should not be driven by singular, outlier incidents. As evidenced by data regularly connected and analyzed as part of the County's participation in the Safety and Justice Challenge (SJC),

¹⁴ The **5 Ps** (People, Place, Process, Power, and Purpose) are the core components of the *Multnomah County Equity and Empowerment Lens*. This quality improvement tool is used to identify and address systemic inequities by ensuring that racial justice and community impact are considered at every stage of policy development and resource allocation.

¹⁵ Kotlaja, M., Stone, R., Magnuson, S., Joplin, L., Dal Pra, Z., & Richards, K. (2025, September). *First step forward: Transforming the pretrial period from compliance to support*. Justice System Partners. https://multco.us/file/first_step_forward_transforming_the_pretrial_period_sept_2025.pdf/download

rebookings for violent crime for those released pretrial has remained below 2.5% each year since 2022.¹⁶

Transparency and System Accountability

Tracking agreed-upon system performance metrics is critical to measuring programmatic performance and pretrial outcomes. This will require a functioning case management system, commitment from partner agency leadership to participate in cross-system data collection and analysis, and clear expectations around data tracking and reporting. Data analysis and tracking program performance is especially critical when resources are limited. All data should be disaggregated by race and gender to track impact on disparities.

Current gaps in data transparency and system accountability are preventing ongoing analysis of the current pretrial population. These gaps include lack of data reporting on PSA scoring and overrides; lack of information shared between agencies on parties that could potentially be stepped down to lower levels of monitoring; lack of caseload and outcome information for parties currently assigned to PSP or CSS including detailed information on those ordered to electronic monitoring; tracking of revocation requests and reasons for those (failure to report vs. failure to comply or new offenses); sharing of social service needs; and, challenges with the sharing of information across system partner data systems.

The Court has proposed utilizing the OJD statewide “eSup” case management system to address the existing data concerns. Court Administration has indicated that this system could be used in either option (as the system can be used by County employees), however the functionality of the application will need to be reviewed by partners to ensure that the system will meet the data tracking and case management needs of the pretrial system. Additionally, in order to better track and share data between systems, integrations may need to be explored with existing County IT systems, this may require dedicated County IT staff. If the “eSup” program does not meet system needs, a different Case Management System should be procured and implemented, which will add cost.

Further consideration should be given to developing and publishing system-wide public-facing dashboards to monitor all Multnomah County criminal legal system agency performance, including pretrial. Currently, the Oregon Judicial Department (OJD) produces dashboards for analyzing pretrial court data statewide. Centralized legal system dashboards exist in many jurisdictions around the country providing accurate and timely data to system partners and the public, examples include: [Mecklenburg County, NC](#), [Cook County, IL](#) and [New York City](#).

¹⁶ Safety and Justice Challenge. (n.d.). *Measuring progress: Jail trends in SJC sites: Returns to the community*. Retrieved [February 13, 2025], from <https://safetyandjusticechallenge.org/measuring-progress-jail-trends-in-sjc-sites/#returns-to-the-community>

Jail Capacity Management

Pretrial release programs are a key tool for the County to manage limited jail capacity, ensuring that jail space is reserved for individuals who pose a risk to public safety. Without sufficient funding and effective operation of such programs, **an increased number of people will likely be held in pretrial custody.**

An increase in pretrial detention could necessitate the activation of the Jail Capacity Management Plan, which involves matrix releases¹⁷. While the Sheriff's Office facilitates these releases, the County operates under a shared services model, meaning system partners are jointly responsible for the activation of the capacity management plan. Increased detention may also result in pressure to re-open previously closed jail dorms, resulting in significant financial implications. (described below).

If matrix releases become routine, the County should consider two key improvements: scheduling releases to avoid the middle of the night, when possible, and making support services immediately available upon release for those individuals, ideally via a transition center on site.

Estimated Costs of Increasing Jail Capacity

The estimated costs below were provided by MCSO.

Failure to adequately fund and implement an effective pretrial release program will inevitably increase the number of individuals held in custody while awaiting case adjudication. If this necessitates opening additional jail dorms, the county faces substantial costs that will be difficult to reverse.

Moreover, the Multnomah County Sheriff's Office (MCSO) is experiencing persistent staffing shortages. Consequently, MCSO's ability to staff additional dorms without potentially negatively impacting other critical operations, such as court services, jail side programmatic activity, and the ability to keep booking open, must be carefully evaluated.

¹⁷ **Multnomah County Jail Capacity Management Plan (JCMP):** A legally mandated operational framework adopted under ORS 169.044 that dictates the Sheriff's response to jail overcrowding. The plan establishes a tiered "alert" system based on bed occupancy: a Yellow Alert (90% capacity) triggers operational adjustments and early warnings to justice partners, while a Red Alert (95% capacity) declares a "jail population emergency." During a Red Alert, the Sheriff is authorized to implement Emergency Population Releases (EPR) and limit new bookings

Scenario 1: Activating 100 Jail Beds

This scenario utilizes Dorns 4 & 5, East Control, and East Sergeant resources, including Maintenance & Supply (M&S), In-Service-Recruitment (ISR), and Capital costs.

Personnel Type	Full-Time Equivalent (FTE)	Cost
Corrections Deputy	18.2	\$3,456,344
Corrections Sergeant	5.46	\$1,313,337
Extra Patrol Team (EPT)	2	\$260,010
Corrections Counselor	2	\$337,714
Overtime	-	\$322,433
M&S/ISR/Capital	-	\$1,515,285
Scenario 1 Total	27.66	\$7,205,123

Scenario 2: Activating 155 Jail Beds

This scenario adds Dorm 3 to the resources in Scenario 1.

Personnel Type	Full-Time Equivalent (FTE) Added	Cost Added
Corrections Deputy	5.46	\$1,036,903 ▾
Corrections Sergeant	-	-
EPT	-	-
Corrections Counselor	-	-
Overtime	-	\$161,217 ▾
M&S/ISR/Capital	-	\$757,642 ▾
Scenario 1 Base Total	27.66	\$7,205,123 ▾
Scenario 2 Total	33.12	\$9,160,885 ▾

Scenario 3: Activating 255 Jail Beds

This scenario adds Dorms 1 & 2 to the resources in Scenarios 1 and 2.

Personnel Type	Full-Time Equivalent (FTE) Added	Cost Added
Corrections Deputy	12.74	\$2,419,441
Corrections Sergeant	-	-
EPT	1	\$130,005
Corrections Counselor	1	\$168,857
Overtime	-	\$322,433
M&S/ISR/Capital	-	\$1,515,285
Scenario 2 Base Total	33.12	\$9,160,885
Scenario 3 Total	47.86	\$13,716,906

Pretrial Services Options & Cost Estimates

The following document summarizes potential options for Multnomah County's Pretrial Services. The options outline delivery models, service capacity, and estimated annual cost to the County. Additional costs are provided for enhancements to the core options, including: material supports, housing, and additional electronic monitoring.

The models diverge primarily in their organizational structure:

1. **County Department Model:** This model places monitoring and services entirely within a County department (non-law enforcement, to be identified). It would necessitate the continuation of the Department of Community Justice's (DCJ) recognizance unit for essential pre-adjudication tasks, such as administering the Public Safety Assessment (PSA).
2. **Full Reorganization Model:** This alternative proposes a complete overhaul of the pre-adjudication pretrial system, encompassing all functions from recognizance to monitoring. This model would leverage existing budgeted Release Assistance Officer (RAO) positions within the Multnomah County Circuit Court and eliminate the County's Department of Community Justice recognizance unit.

Each model includes estimates for material supports such as cell phones, transportation, and basic needs. The cost estimates both include \$200,000 for electronic monitoring (GPS and SCRAM), this is also included as an "enhancement" that could scale up the EM offered, costs are provided per client/per day. **Current costs for EM (including GPS and SCRAM) are approximately \$320,000/year.**

The proposed pretrial services options will prioritize clients based on risk, utilizing the Public Safety Assessment (PSA) or another validated actuarial risk assessment tool, with an agreed-upon, limited charge overlay for those who may pose a victim safety risk and would otherwise be detained.

Regardless of the chosen pretrial monitoring option, all individuals with a pending court case will continue to be enrolled in the Oregon Judicial Department's (OJD) existing automated court reminder system (ACRS). Pretrial staff will assist court personnel in ensuring that accurate phone numbers are available for ACRS enrollment.

Both models also intend to utilize the Oregon Judicial Department (OJD) "eSup" case management system. This allows for better data sharing among partners, better data tracking, and ability to compare with other Oregon counties who also use the "eSup" program. Using a

shared database across the pretrial system will address some of the current data concerns outlined earlier in the report.

Guide to the Options:

The following pages detail two options for pretrial release programs:

- **Option 1:** Fully managed within the County (with potential for contracted services)
- **Option 2:** Pretrial Structural Reorganization with Court/County Hybrid Monitoring (with potential for contracted services)

Program enhancements are offered as optional additions. These enhancements can be applied to any selected model but will increase the overall cost estimate.

Any option presented below can be scaled up or down for service level and capacity.

Summary of Total Estimated Costs and Capacity

The table below summarizes the total capacity and annual cost for the four pretrial services options and additional services.

Option	Delivery Model	Total Anticipated Capacity	Total Estimated Annual Cost
Option 1	County Department	750 Total 300 for enhanced monitoring 200 for level 3 250 for levels 1 & 2	\$3,679,793
Option 2	Pretrial Structural Reorganization with Court/County Hybrid Monitoring	450 for enhanced monitoring (level 3) TBD for levels 1 & 2 Pretrial Services (risk assessment/interview)	\$5,850,486 (Total Cost) \$3,423,597 (Cost to County)
Enhancement	Housing Supports	Includes: hotel vouchers, transitional housing, detox beds, and short term rental assistance	\$595,500 (Existing housing resources should be explored first.)
Enhancement	Electronic Monitoring (GPS) and SCRAM (Secure Continuous Remote Alcohol Monitor)	\$9.40/day: SCRAM \$9.20/day: GPS Monitor	TBD depending on the amount added (per person/per day cost).
Enhancement	NEW Automated Court Reminder System	No capacity limit; estimate includes technology and IT costs to launch. Cost will decrease after initial implementation.	\$250,000 (low estimate given the cost associated with IT infrastructure)
Enhancement	NEW Pretrial Case Management System (if eSup is determined not to meet the needs of Multnomah County)	No capacity limit. Costs will decrease after implementation.	TBD (cost is dependent on system selected, IT costs)

Detailed budget breakdowns are available here: [Pretrial Options - Budget Spreadsheet](#)

Detailed Description of Options:

Option 1: County Department Option:

*This model is designed to be led by the County with core monitoring functions and services being administered by a County department. **Certain supportive services and functions could be contracted to community-based providers, as appropriate.***

Given budget constraints and to ensure the Pretrial Support Services (PSS) can operate effectively and meet pretrial goals (addressing barriers and providing support to increase successful court appearance and decrease new criminal activity on pretrial release), monitoring slots will be limited to **750 individuals**. PSS is responsible for tracking program capacity and keeping the Court informed. The Pretrial Subcommittee has previously developed a process to move individuals to ROR that could be implemented or adjusted in any new system to support capacity management.

Referral

Referral to Pretrial Support Services (PSS) is initiated by the Court. All referrals from the Court will be sent to PSS without a designated monitoring level, with the exception of the “enhanced monitoring” cases described below. PSS will determine the level of monitoring and support at intake, using the Public Safety Assessment (PSA) score (or another adopted tool) and a needs assessment. **Compliance with court-ordered conditions will be monitored across all levels, and non-compliance reports will be forwarded to the Court.**

Pretrial Specialists, who will be present in the courtroom, can provide information on enhanced monitoring to the District Attorney, Defense and Judges to help with referral decisions for individuals who meet the necessary charge-based criteria, keeping in mind the limited capacity of the program. Judges will make the final determination on referrals to enhanced monitoring.

Warm Handoff Process

In the **courtroom**, a warm handoff means that clients are introduced to Pretrial Specialists Peer Navigators who are physically present to meet individuals appearing out-of-custody immediately following their referral or available via phone for those appearing remotely. This direct introduction is essential for:

1. **Rapport Building:** Meeting the individual immediately upon referral begins to establish trust and rapport. Specialists or Peers can offer immediate, non-judgmental support, which is vital to clients experiencing stress and uncertainty following their court

appearance.

2. **Ensuring Client Understanding:** The PSS staff can immediately explain, in plain language, what pretrial monitoring entails, what their conditions of release are, and the specific steps they need to take next. This ensures the client leaves the hearing with a clear understanding of the process, their responsibilities, and the immediate benefits of engaging with PSS.
3. **Information and Education:** PSS staff in courtrooms can provide information to Judges and other legal system stakeholders about services offered through pretrial, levels of support and the assessment process, and monitoring of compliance. Providing this information will be especially crucial for cases considered for "enhanced monitoring."

For individuals **released from the jail**, the warm handoff is facilitated by MCSO Corrections Counselors, who would be available to introduce the client directly to a Pretrial Specialist or Peer Navigator during business hours. Ideally, PSS or Peer Navigators will meet the individual at the point of release when practical. This moment is key for:

1. **Immediate Enrollment:** Meeting the client upon release provides a safety net, reducing the chance of them becoming lost to the system. It allows staff to immediately obtain a working phone number for enrollment in the Automated Court Reminder System (ACRS).
2. **Rapport Building and Coordination:** The post-release period can be disorienting. A warm handoff provides a calming presence and a clear path forward, reinforcing the support structure and building trust from the point of release. The specialist can reiterate the process, answer any new questions, and help coordinate initial steps, such as transportation or securing appointments.

In both settings, the goal of the warm handoff is to make the client feel supported, respected, and fully informed, thereby maximizing the likelihood of successful engagement with PSS and adherence to pretrial conditions, and increasing the chance of service connection.

It is important to note that releases from custody occur 24/7 and staffing PSS intake staff/peers 24/7 is likely cost prohibitive and therefore not detailed in this document. Consideration could be given to timed releases or other opportunities for 24/7 services (via a transition center) to connect individuals who release when PSS staff is unavailable. **Priority coverage will be provided in the Justice Center Courtroom (JC3) in the afternoons, where individuals are most likely to be ordered to enhanced monitoring.**

Intake Process (2.0 FTE)

Individuals ordered to PSS will be **required** to participate in a comprehensive intake and assessment process. This process begins with an in-depth intake assessment (either locally developed or an adopted needs assessment) designed to identify potential barriers to court appearance and successful pretrial compliance. Targeted questions will cover critical areas such as: housing status, employment, caregiving responsibilities, and basic needs (including transportation, food, and shelter). Intake staff will specifically ask if individuals need mobility assistance, translation services, or other accessibility services. **While the PSS will report compliance to the court, all personal information gathered as part of the comprehensive needs assessment will not be shared with system partners (this report will be subject to public records law).**

Following the assessment, individuals will be placed on various caseloads as determined by the identified needs and assessed risk level, to identify specific clients that may require a higher level of support. At arraignment, judges may also order individuals to Enhanced Monitoring due to the primary and secondary release criteria they must consider.

A critical part of the intake process is ensuring that clients fully understand the conditions of their release as set by the court and the importance of complying with them. Intake staff will clearly explain these conditions, answer any questions, and collaboratively identify potential barriers and available resources to help the individual comply. Staff will then work with the client to develop an individualized success plan with the primary goals of ensuring that clients 1) appear for all scheduled court dates; 2) avoid getting charged with a new crime; and 3) fully comply with all release conditions set by the court.

Pretrial Support Services (12.0 FTE):

For all levels, PSS will report non-compliance with court-ordered conditions to the Court.

The levels described below are based on **intensity of support** required to get to court but **do not require or indicate contact standards**, which only occur for enhanced monitoring cases or as required by a court order. The specifics of contact requirements, including the frequency of phone check-ins will be determined during the implementation phase. In-person services and meetings will be available for specific needs and/or material support provision, but not required for check-ins.

Compliance will be assessed based on court-ordered conditions and non-compliance will be reported to the court. Movement between levels will be managed internally by the PSS to

address need and manage capacity at the highest level of service, with the exception of “enhanced monitoring” that may require a distinct process involving the Court. Movement to ROR will require Court involvement and can be a valuable tool in managing limited capacity.

Level 1 caseload will involve low-level service referrals and support as requested by the individual. **(Ratio 1: 150, 1.0 FTE)**

Level 2 caseload will involve some referrals to community-based providers per the assessment. Individuals on this caseload may need some support to get to court as assigned, but do not need extensive oversight. **(Ratio 1:100, 1.0 FTE)**

Level 3 caseload will involve extensive coaching and support to help individuals get to court. This caseload will also include referrals and/or reconnection to both County and community-based services, and active follow-up to ensure the referrals are successful. When appropriate, PSS will participate in case staffings with other County department Case Managers/providers to connect clients to services and limit duplication. *This level is intended for individuals assessed at highest risk for not appearing in court.*
(Ratio 1:50, 4.0 FTE)

Enhanced Monitoring (Ratio 1:50, 9.0 FTE) The enhanced monitoring caseload is designed to support the release of individuals with more serious charges who would otherwise be held in pretrial detention. Charges eligible for enhanced monitoring include:

- DV Assault Misdemeanors
- Person Felonies
- Restraining order violations
- DUII (second, third, etc)
- Misdemeanor Sex Offense Cases

To prevent overwhelming the limited capacity of the enhanced monitoring caseload, courtroom referrals must be carefully managed to ensure that individuals are ordered to the least restrictive release conditions to ensure the safety of the public and the appearance of the defendant in court. This process will require continued education for judges and partners.

Enhanced monitoring caseloads will involve regular phone check-ins, and the supportive services and coaching described in level 3, as needed. Enhanced monitoring pretrial specialists will be required to have specialized training in the complex dynamics of domestic violence, sexual assault, sex trafficking and gang related harm.

Coordination with Law Enforcement:

To ensure prompt resolution of violations, particularly when significant victim safety concerns exist, Pretrial Services will coordinate directly with law enforcement. This coordination requires Pretrial Specialists to establish and maintain strong collaborative relationships with the Portland Police Bureau (PPB), the Multnomah County Sheriff's Office (MCSO) Law Enforcement, and the Gresham Police Department.

Victim navigation services should also act as subject matter experts for law enforcement. This involves building collaborative relationships, offering training on pretrial monitoring expectations, and attending roll-call on a semi-regular basis to share current information.

Peer Navigators (4.0 FTE, Peer Support Specialist)

In addition to Pretrial Specialists, Pretrial Support Services will employ (or contract) with Peer Navigators who can guide individuals through accessing resources by ensuring successful referrals, navigating the complex legal system, and offering support based on their own lived experience. Peer Navigators can support warm hand-offs, ensure complete and successful referrals, and provide court accompaniment.

Victim/Survivor Services & Navigation (2.0 FTE Victim Advocate classification)

Increasing victim safety during the pretrial phase is a critical, multi-faceted element of a successful and equitable pretrial services program. To achieve this, the Pretrial Support Services (PSS) will integrate dedicated Victim Navigation directly into its structure to provide support and connection at the earliest stage of a case, with a central focus on victims and survivors referred to the PSS- referred individual.

The design of the new pretrial system must be intentionally constructed to prioritize victim and survivor safety, recognizing systemic shortcomings of past models. Given the complex intersection between experiencing harm and system involvement, the integration of dedicated Victim Navigation is a strategic requirement. This commitment to victims and survivors is a direct investment in broader community health and public safety, ensuring all components of the pretrial structure are trauma-informed and geared toward preventing further systemic harm.

Concerns have been raised from the District Attorney's Office along with the Court about including additional victim/survivor services positions in a new pretrial model when the District Attorney's Office has a dedicated Victim Assistance Unit. However, the victim/survivor service representatives on the LPSCC Pretrial Subcommittee have confirmed that despite the dedicated unit, the need persists. Further, not including any FTE dedicated to victim and

survivor focus within a County-funded pretrial system may signal that, despite decades of learning and repeated system failures, we are once again designing a pretrial structure that centers only the person alleged to have caused harm and the mechanics of monitoring - while survivor safety, education, and consultation are not clearly established as core system functions.

Role of PSS Victim Navigation:

- **System Navigation and Expectation Setting:** Victim navigation services within PSS will coordinate with system-based victim advocates, including those in the District Attorney's Office, to offer support to victims in navigating expectations of pretrial monitoring. They will provide clear, comprehensive explanations of the pretrial monitoring process, outlining what the victim can expect from PSS, including release conditions imposed on the defendant and protocols for reporting violations, along with court dates and opportunities to share personal experience with the court (as desired). This also includes an explanation of electronic monitoring expectations, limitations, and EM removal date (if applicable). This ensures victims are informed partners in the process, not merely passive observers.

While the role is primarily focused on serving victims and survivors, on minor occasions, Victim Navigators may provide limited service navigation and support to individuals who have been referred to Pretrial Support Services (PSS) as a defendant and have experienced complex forms of violence.

- **Serve as Subject Matter Experts (SMEs):** In addition to direct-service, PSS victim navigators will act as essential SMEs for the entire PSS team, particularly for case-carrying staff (e.g., Pretrial Support Specialists). Navigators must have victim advocacy experience and possess demonstrable knowledge, skills and abilities (KSAs) in working with survivors of domestic violence and intersecting forms of violence (sex trafficking, gang violence, sexual violence) as they will conduct regular, mandatory training with Pretrial Specialists, other PSS staff, and legal system partners to ensure that survivor safety is embedded in the PSS agency. They will conduct ongoing training and provide real-time consultation to support staff in understanding the complex dynamics of domestic violence, sexual violence, and trafficking, to inform intake decisions, response to non-compliance and safety planning. This expertise ensures that assessments are accurately interpreted through a trauma-informed lens, that monitoring conditions are relevant to victim safety (e.g., no-contact orders, exclusion zones), and that interventions are applied appropriately to mitigate harm. This internal consultation is vital for creating a system-wide culture that prioritizes victim safety.

Total Staffing: 12.0 FTE (Case Manager or Similar Classification), 2.0 FTE Intake Staff (Case Management Assistant or Similar) 4.0 FTE Peer Navigator (Peer Support Specialist Classification), 2.0 FTE Victim/Survivor Advocate, 1.0 Program Manager, 1.0 Program Supervisor for case-carrying staff, 1.0 Data Analyst

Material Supports to Attend Court & Address Basic Needs

Individuals who consistently and persistently miss court struggle with several immediate challenges to get to court. The core feature of PSS provides individuals with material support to get to court and address other basic needs. Including:

- Phones with minutes to receive court reminders
- Rideshare vouchers or bus passes
- Hotel vouchers for shelter prior to court
- Emergency rental assistance for individuals at risk of losing housing (in line with the goals of the HRAP)
- Financial support to secure vital documents (e.g., birth certificate, certificate of naturalization/citizenship, social security card, driver's license or state ID)
- Hygiene supplies, food, etc.

Electronic Monitoring and SCRAM

GPS Electronic Monitoring (EM) may be ordered by the Court, but it should be limited to cases involving a victim safety concern and/or a specific geographic restriction. EM which provides Pretrial Specialists with real-time reporting, should be prioritized in the new system for high-lethality domestic violence and sex trafficking cases. A structured decision-making tool should be considered for use during implementation when the Court orders GPS Electronic Monitoring to ensure that it is used appropriately and consistently.

Limited GPS monitoring will only be effective when specific exclusion zones are clearly defined. Providing accurate addresses is essential for the effective and appropriate use of GPS technology.

Electronic Monitoring or SCRAM is intended to be a discreet process and is not connected with any specific pretrial monitoring level. PSS staff can request device removal, via an agreed upon process between the court, District Attorney's office and Defense.

The costs of Electronic Monitoring/SCRAM are included in the budget with the understanding that they will be fully paid by the pretrial program, without passing along fees to clients.

Option 2: Pretrial Structural Reorganization with Court/County Hybrid Monitoring

This model is designed to be led by the Multnomah County Circuit Court, with enhanced monitoring and supportive services provided by the County. Certain supportive services and functions could be contracted to community-based providers, as appropriate.

The Multnomah Circuit Court has proposed a structural reorganization they indicate is designed to streamline pretrial services, reduce systemic redundancies, and improve outcomes through enhanced data sharing and consolidated staffing. **The Court representatives have noted they do not support Option 1** due to the lack of a plan for 24/7 staffing of PSS positions, which limits “warm-handoffs” to business hours, the continuation of barriers to access to defendants for the court’s Release Assistance Officers, and the continuation of gaps in data sharing.

Although the pretrial submittee has not reviewed this option as a group, it incorporates many of the core elements of a pretrial program that have been discussed in the pretrial subcommittee and highlighted in enhanced practices outlined in the Justice System Partners (JSP) report and through site visits and information sharing with other jurisdictions.

The proposal eliminates the DCJ Recognizance Unit and consolidates all of the pre-arraignment tasks under the court, including completing a validated risk assessment. The risk assessment tool currently in use is the PSA, however the court recommends adopting the new OPAT tool (described on page 17). It is anticipated that the OPAT will be available for use in Spring 2026. The court does not currently have access to the PSA system (a locally developed system to automate the PSA, managed by DCJ). While ORS 135.233 requires the entity supervising the local correctional facility responsible for pretrial incarceration to administer the Presiding Judges Pretrial Release Order (PRO), the RAOs may apply the PRO if release decision-making authority is delegated to them by Presiding Judge Order. They will also complete applications for Court Appointed Attorneys.

Operational Changes

The core of the proposal involves shifting the responsibility for completing the risk assessment, providing earlier access to defendants for RAOs so that they can complete a higher percentage of interviews with defendants held in custody prior to arraignment as well as ensure completion of applications for Court Appointed Attorneys. Because RAOs will work 24/7, this model would allow for the collection of basic needs information for defendants who are released prior to arraignment as well as provide the opportunity for warm handoffs to monitoring and to any needed services or resources (as available outside of business hours).

This model leverages existing Court staff, and offers supportive services or resources such as cell phones or transportation vouchers to reduce barriers to successful court appearance, which is a gap in our current pretrial system. The court will provide monitoring for those individuals released per the Presiding Release Order at the lower assessed risk levels, presumably those released under “Release Group 2” (Release with Conditions). More discussion will be needed to determine the expectations for individuals released under “Release Group 1” (Release on Recognizance) and Release Group 2; under the current model individuals released at those levels are expected to call in to report with varied frequency. The court is prepared to receive and track phone calls as necessary, to offer and provide resources as available, and to provide limited outbound contacts as determined are needed.

The court would utilize the OJD eSupervision program (eSup) to collect the criminal history data and the risk assessment data and to track the level of monitoring ordered for all defendants released as well as compliance with call-in requirements, and would report any new criminal activity. The court would have no firm capacity limit for monitoring those released at the lower levels but would have the ability to step down monitoring expectations as needed and if individuals are in compliance. The Court’s Release Assistance Officer (RAO) role is not equipped to provide monitoring to those assessed at a higher risk/higher charge level, therefore in this proposal limited enhanced monitoring will be provided by the County (department TBD) with an estimated capacity limit of 450 individuals. The County entity providing this enhanced monitoring would also use the OJD eSup program in this model to allow for seamless data sharing and far greater ability to analyze the enhanced monitoring population if it nears capacity limits.

All Oregon jurisdictions are currently using RAOs for pre-adjudication tasks (risk assessment and interviews) and pretrial monitoring (typically limited to phone check-ins). Increasing some consistency (higher risk individuals will still be monitored by the County in this option) with the pretrial release processes in other Oregon jurisdictions could improve Multnomah County’s ability to advocate for resources in the future to sustain any pretrial release program developed.

Risk & Needs Assessment:

Release Assistance Officers (RAOs) will be stationed on the jail booking floor to complete risk assessments (likely the OPAT but potentially another identified actuarial risk assessment tool) for all individuals immediately upon booking.

In addition to administering the risk assessment tool, RAOs will have the ability to collect basic needs information for defendants regardless of the level of monitoring they are released with. Collecting basic information about needs will allow RAOs to provide immediate material support that can assist defendants with barriers to getting to court (cell phones, transportation

vouchers, etc) and a connection to services at that initial intercept point without reliance on the defendant following through with the requirement to complete a subsequent intake.

Critically, any questions to be asked about basic needs will need to be developed and vetted by system partners during the implementation phase. Additional consideration should be given to the content of the assessment if it covers areas like mental health, substance use disorders and relationships, then it could be incriminating for the individual to engage in the assessment, unless it is protected from discovery by the state. Importantly, the current RAO interview contains questions that cover these areas.

Further, the booking touchpoint can prove to be a difficult time to administer a needs assessment due to individuals experiencing trauma, being under the influence, and asked sensitive questions in the open booking part of the jail. These are issues that were identified in prior pretrial conversations around the use of the MVPRAI tool (which required a face-to-face interview). However due to the very short timeline for the release of individuals who are released after booking and prior to arraignment, not collecting basic needs information at that stage results in not collecting it at all for the many individuals who fail to report for their intake for pretrial monitoring. Collecting basic information and providing resources to address basic needs, such as transportation vouchers or cell phones, may improve defendants' ability to stay in compliance with their monitoring requirements and to appear in court as ordered.

Warm Handoffs

To ensure continuity of care, RAOs will determine which individuals will be released prior to arraignment according to the Pretrial Release Order (those defendants who fall under RG1 and RG2) and will be available to provide a warm hand-off for those being released outside of business hours (if 24/7 services are available; peers will not be staffed 24/7), while County Peer Support Specialists will be available at arraignment to facilitate transitions to monitoring and services.

Pretrial Monitoring for Levels 1 & 2

In this model, the Court RAOs will consolidate functions for efficiency. They will complete the criminal history, the risk assessment, the application for Court Appointed Attorney, the RAO interview to provide for the judge at arraignment, and a basic needs assessment; make contact with victims as appropriate; and, provide monitoring for individuals assessed at a lower risk levels (Levels 1 and 2 based on the current decision matrix).

Specific monitoring caseloads and ratios of RAOs to clients will be determined during implementation. The Court anticipates that RAOs would be trained for all functions, therefore specific staffing for each element is not provided for this option. Specific caseload information

will need to be determined during planning and implementation, which may impact estimated cost.

Level 1 caseload may involve receiving calls from individuals with reporting requirements if that is determined to be appropriate for those assessed at Level 1, and will involve low-level service referrals and support as requested by the individual.

Level 2 caseload may involve receiving calls from individuals with reporting requirements if that is determined to be appropriate for those assessed at Level 2, may involve some outbound contact with defendants, and will include providing support resources and/or referrals to community-based providers per the assessment. Individuals on this caseload may need some support to get to court as assigned, but do not need extensive oversight.

Enhanced Monitoring - Level 3 (Ratio 1:50, 6.0 FTE)

The enhanced monitoring caseload is designed to support the release of individuals with more serious charges who would otherwise be held in pretrial detention. Charges eligible for enhanced monitoring include:

- DV Assault Misdemeanors
- Person Felonies
- Restraining order violations
- DUII (second, third, etc)
- Misdemeanor Sex Offense Cases

To prevent overwhelming the limited capacity of the enhanced monitoring caseload, courtroom referrals must be carefully managed to ensure that individuals are ordered to the least restrictive release conditions to ensure the safety of the public and the appearance of the defendant in court. This process will require continued education for Judges and partners.

Enhanced monitoring caseloads will involve regular phone check-ins, and the supportive services and coaching, as needed. Enhanced monitoring pretrial specialists will be required to have specialized training in the complex dynamics of domestic violence, sexual assault, sex trafficking and gang related harm. The pretrial specialists will also manage court-ordered electronic monitoring and, when necessary, coordinate with law enforcement to coordinate response to law violations.

Individuals who maintain a period of compliance with court-ordered conditions and court appearance will be able to move down in monitoring level based on an agreed upon process.

The Pretrial Subcommittee has previously developed a process to move individuals between monitoring levels based on compliance and ultimately to ROR that could be implemented or adjusted in any new system to support capacity management.

Additionally, this model will include the following critical elements described above in Option 1:

Peer Navigators (2.0 FTE)
Material Supports to Attend Court & Address Basic Needs
Electronic Monitoring (GPS and SCRAM)

Location

The Court proposes to use existing Close Street and PSP space at the Justice Center for an expanded RAO unit.

However, per DCJ, the space currently occupied by PSP is an intermixed work space with a group of cubicles that include space for office assistants, the DCJ hearings unit, recognizance unit staff and PSP. And, per MCSO, the space currently occupied by Close Street will not be available, as MCSO plans to continue using it.

Case Management System

The County pretrial staff and Court RAOs would utilize the "eSup" application as the primary Case Management System (CMS). This shared system - currently used across the state - would allow for better coordination across systems, data sharing between partners, and movement of individuals between monitoring levels based on compliance.

The use of eSup may require County IT resources (Business Systems Analyst and Developer) to facilitate integrations with existing County data systems. Access to Sheriff's Office data systems (such as JCS) will also be critical for RAOs.

Staffing and Fiscal Impact

This proposal was built by identifying all existing pretrial positions across DCJ, MCSO, and the Court (beyond monitoring positions) and identifying opportunities to leverage existing positions, eliminate duplication of functions, utilize existing touchpoints to improve data collection, allow for warm-handoffs for those released outside of business hours, and create overall cost savings for the County.

To accomplish this, the proposal seeks to reduce the total number of pretrial positions across all system partners from 55 to approximately 45.

- **Court Staffing:** The Court's RAO unit would expand from 15 to 26 positions, including 23 RAOs to allow for 24/7 coverage as well as a Supervisor and 2 Data Analysts. This would be achieved by merging existing roles (such as Indigent Verification), restructuring other court units, and **requesting funding from the County for 7 additional RAO positions.**
- **County Staffing:** County positions would include 9 dedicated to enhanced monitoring, and 2 dedicated to peer support, a supervisor, a project manager for services and resources, and an analyst.

Total Staffing: 26.0 FTE (Release Assistance Officers - Court [county funds 7 of the 26 FTE]), 9.0 FTE for County Enhanced Monitoring (Case Manager or Similar) 2.0 FTE Peer Navigator (Peer Support Specialist Classification - County), 1.0 Program Supervisor (County), 1.0 Program Supervisor (Court), 1.0 Program Manager (County), 3.0 Data Analyst (Court (2) and County (1))

The Court's proposal (Option 2) was shared with the Pretrial Subcommittee on 2/25, without partner input. Consequently, the Pretrial Subcommittee did not have time to discuss or thoroughly review this proposal. On brief review, partners provided the following feedback for consideration:

Following review of Option 2, DCJ expressed significant concern regarding the potential dissolution of the entire Recognizance (Recog) team (*this option was not reviewed with DCJ prior to the Court submitting it*). While the FY27 budget submission already incorporates strategic reductions in DCJ programs and consolidations to improve efficiency, the Recog team provides a vital 24/7 nexus between law enforcement and the Department of Community Justice (DCJ). Maintaining this specialized capacity is essential for ensuring seamless connectivity to support both Multnomah County Sheriff's Office (MCSO) and the Courts. As such, further staff eliminations will compromise critical public safety infrastructure

In Oregon, law enforcement does not have authority to enforce conditions of supervision without a probation officer (PO) directing the detention. For example, if there is an individual on Post Prison Supervision for assault, and they violate a no contact order with victim conditions, law enforcement contacts the PO through Recog, because only the PO has sole authority to detain on the violation at that decision-point. Neither PPB or MCSO can enforce conditions of supervision without contacting a PO. Not having 24/7 coordinated access for law enforcement to contact PO's could put victims at great risk.

Further concerns have been raised about assigning RAOs significant amounts of additional work, given observations that they have struggled to perform their basic statutory duties to date. As noted in the Justice System Partners (JSP) report, per the RAO Supervisor, approximately 40% of individuals currently decline to participate in the RAO interview and approximately 50% of victims are contacted¹⁸. If the County selects Option 2, this will need to be reviewed and analyzed in detail to ensure the capacity proposed by the Court is adequate for the work proposed.

Additional consideration should also be given to the content of the current interview based on concerns raised by partners since implementation. Relevant Oregon law (ORS 135.235) does not dictate interview content. However, the JSP report suggests limiting the interview to reduce opportunities for self-incrimination and allowing RAOs to focus on other duties, such as contacting victims or completing court appointed attorney paperwork.

Consideration of County/Community-based Organization Model

Another model of delivering pretrial services that was discussed by the pretrial subcommittee, was via a community-based organization. Jurisdictions such as San Francisco, CA and New York City use community-based organizations (CBOs) to operate pretrial services. The subcommittee reviewed those models and - while they offered certain promising practices - the subcommittee concluded that contracting pretrial services entirely to a CBO was not a viable option.

Subcommittee members' concerns about this model type include: the potential instability of CBOs in the current budget climate, particularly given funding cuts impacting organizational capacity from both the local and federal level; data sharing restrictions between legal system entities and CBOs; concern from judges around issues of due process; and difficulties building trust between a CBO and legal system partners to ensure program success (when the program would rely upon referrals from the Court and be required to report non-compliance).

The subcommittee agreed that certain functions - including peer support and provision of material supports - could be administered by a CBO, however any monitoring function should reside with either the Court or the County.

¹⁸ Justice System Partners. (2025, September). *Moving forward: Transforming Multnomah County*. Multnomah County Local Public Safety Coordinating Council.
https://multco.us/file/moving_forward_transforming_multnomah_county_sept_2025.pdf/download

Estimated Costs for Each Option

Option 1: County Department Option

This model places the Pretrial Support Services (PSS) entirely within a Multnomah County department (TBD). The cost described below represents the full range of services and key elements. *Estimated costs could shift slightly if supportive services (Peer Support Specialists, Victim Advocates, Material Support provision) are contracted.*

Program Component	Description	Total Annual Cost
Delivery Model	Fully within a County Department	\$3,679,793
Total Capacity	750 Total 300 for enhanced monitoring 200 for level 3 250 for levels 1 & 2	
Staffing Included	23.00 FTE (Case Managers, Intake Specialists, Peer Specialists, Victim Advocates, Management, Data Analyst)	
Key Assumptions	Uses existing OJD Automated Court Reminder System (ACRS) and OJD's eSup for case management (if reviewed and meets local needs). Reduction in Electronic Monitoring (EM)/SCRAM. DCJ Recog (in DCJ's budget) continues to administer the PSA until the OPAT is available.	

Option 2: Pretrial Structural Reorganization with Court/County Hybrid Monitoring

***This model includes costs for all restructured pre-adjudication activities** (currently the role of the DCJ recognizance unit and the Court RAOs) as well as monitoring. Monitoring at the lower levels will be provided by the Court and monitoring at the higher level (based on risk and charge) will be provided by the County. Estimated costs could shift slightly if supportive services (Peer Support Specialists, Victim Advocates, Material Support provision) are contracted*

Program Component	Description	Total Annual Cost
Delivery Model	Court utilizes existing positions, takes on all pre-adjudication activities, administers pretrial monitoring for levels 1 & 2. The court reorganizes and leverages existing budgeted positions. County administers monitoring for level 3 (higher risk/charge), provides peer support, victim advocates and material support.	\$5,805,439
Total Cost to County	Cost of additional staff (additional RAOs, Case Managers for enhanced monitoring, County data analyst, peers), material supports, physical space	\$3,423,597
Capacity	Enhanced monitoring (level 3): 450 Levels 1 & 2: Capacity TBD	
Staffing Included	43.0 FTE (RAOs, RAO Supervisor, Data Analysts, Case Managers, Peer Specialists, Victim Advocates, Management, Data Analyst)	

Program Component	Description	Total Annual Cost
Key Assumptions	Court is responsible for requesting future state funding for monitoring*. Uses existing Automated Court Reminder System (ACRS) and OJD's e-Supervision for case management. Reduction in Electronic Monitoring (EM)/SCRAM.	

**Requests for funding of additional FTE for the Multnomah County Circuit Court are made to the Oregon Judicial Department the years prior to the long (odd year) sessions of the Oregon State Legislature. Requests are made from all 27 circuit court jurisdictions as well as the State Court Administrator's Office and the appellate courts, and are prioritized by the Oregon Chief Justice. The Multnomah Circuit Court cannot make funding requests directly to the legislature. Per the Multnomah County Circuit Court and the OJD State Court Administrator's Office, this is unlikely to be a successful path to funding given the large amount of new funding that would be required and the State of Oregon revenue forecasts for the current, '27-'29, and '29-'31 biennia.*

Enhancement: Housing Supports

Housing instability presents a challenge for individuals navigating the pretrial system. For those who experience any period of jail incarceration, even short stays can have significantly destabilizing effects, often culminating in the loss of housing.

A 2021 Resource Development Associates report indicated that in San Francisco - a jurisdiction arguably comparable in size, jail capacity, and community dynamics, to Multnomah County - people experiencing homelessness were 1.5 times more likely to miss scheduled court appearances¹⁹. In response, and after reviewing data that 35-40 percent of clients were unhoused, the non-profit organization, San Francisco Pretrial Diversion Project, was

¹⁹ Mayer, D., Davaran, A., & López-Martínez, C. (2021, September). *Understanding & improving court appearance rates* [Policy brief]. RDA Consulting; San Francisco Pretrial Diversion Project. https://rdaconsulting.com/wp-content/uploads/2022/03/RDA-Court-Appearances_Policy-Brief_20210930_STC-RE_V.pdf

designated a housing access point²⁰ by the City and County of San Francisco's Department of Homelessness and Supportive Housing, creating a direct pathway to housing resources at the pretrial touchpoint²¹.

Locally, the 2025 Corrections Grand Jury Report highlighted that a significant number of individuals booked into jail lacked stable housing, and many were released into homelessness, underscoring the significant connection between homelessness and the repeated cycle of jail custody (Multnomah County Corrections Grand Jury, 2026).

Further, the 2021 Multnomah County FUSE report makes clear, supportive housing has a measurable impact on interaction with the criminal legal system²². This impact is seen most clearly with jail bookings: "The people experiencing chronic homelessness (and not housed) had jail bookings at 7.0 times the rate of the general Medicaid population. For those who had been chronically homeless but were housed in supportive housing for at least a year, the rate of bookings was neutralized – they were booked at the same rate as general Medicaid members who did not experience chronic homelessness".

A recent review of data with the Homeless Services Department (HSD) found that, of the 37 individuals currently assigned to the highest level of monitoring (3+):

- **24 were located within the HSD database**
- **12 had an interaction with HSD in 2025**
- **7 had an interaction with HSD within the past 3 months.**

While this analysis does not represent a comprehensive study, it does indicate that there is likely cross-over between those seeking housing resources from the County and those who are on pretrial monitoring.

Strategic Housing Interventions:

To effectively address this systemic intersection and align with broader policy goals, such as those outlined in the Homelessness Response Action Plan (HRAP), dedicated funding for comprehensive housing resources should be considered and leveraged as a core part of a

²⁰ SF Pretrial Housing Access Point, <https://www.sf.gov/location--san-francisco-pretrial-diversion-project-access-point> (providing Coordinated Entry services, including housing assessments and problem-solving, for justice-involved individuals in San Francisco).

²¹ San Francisco Pretrial Diversion Project. (2024). *2024 impact report*. <https://sfpretrial.org/wp-content/uploads/2025/07/2024-Impact-Report.pdf>

²² Multnomah County. (2021, April 9). *FUSE: Frequent Users Systems Engagement report*. https://multco.us/file/multco_fuse_report_4.9.21.pdf/download

comprehensive pretrial program²³. One action item specifically named in the HRAP is to "Explore short-term rent assistance options for those who are in jail pretrial, and are at risk of losing their current housing due to a missed paycheck."

Investing strategically in housing resources during the pretrial phase offers a dual benefit: it addresses housing instability—a critical barrier to court appearance—and leverages a period when individuals are more accessible to effectively connect them with necessary housing support services.

While costs for offering dedicated housing supports are provided below, with limited dollars, access to **existing housing resources should be explored first to reduce duplication and leverage available resources.**

Estimated Costs:

Estimated costs below were provided by DCJ and the Central Budget Office based on existing contracted services. Costs may vary depending on available resources.

Housing Type	Quantity	Per Unit Cost	Total Estimated Annual Cost
Shelter Beds	500	\$222.47/night (low) - \$408 (high)	\$204,000.00 (calculated at higher cost)
Detox Beds	500	\$21.40/night	\$10,700.00
Hotel Vouchers	1,000	\$230/night	\$230,000.00
Rent Assistance	100	\$950/month - \$1508/month (supportive housing vouchers)	\$150,800.00 (Calculated at higher cost)
TOTAL	-	-	\$595,500

²³ The **Homelessness Response Action Plan (HRAP)** is a 2024–2026 strategic framework established by Multnomah County and the City of Portland to coordinate regional homelessness services. <https://multco.us/info/about-homelessness-response-action-plan>

Enhancement: Additional Electronic Monitoring/SCRAM

The evidence is mixed (at best) on whether electronic monitoring (EM) promotes court attendance or prevents new arrests during pretrial release. That said, EM can create a clear record of violations when geographic restrictions are imposed in cases where there is a named victim and safety concern. In addition, partners reported that there have been instances when Close Street deputies received notifications of violations and coordinated immediately with Law Enforcement to intervene, but it's unclear how often this occurs.

Given the limited evidence of effectiveness and need to reduce costs in a new pretrial system, the County may choose to limit EM use to specific case types, with a focus on those cases designated as high-lethality or high-risk to victims, including: domestic violence, sex trafficking and gang violence. EM should not be used as a tool for improved court appearance.

Electronic monitoring (GPS ankle bracelets) and SCRAM (alcohol monitoring) represent some of the most expensive and restrictive pretrial release options included in this proposal. Currently, clients participating in DCJ's PSP program are not responsible for the costs associated with electronic monitoring. However, clients enrolled in MCSO's close street program are expected to pay what they are able to cover the EM costs. Ability to pay is determined by Vigilnet (the contractor) at intake. Clients are not required to pay and there is no penalty for non-payment of monitoring fees.

Electronic Monitoring (GPS and SCRAM) are considered essential elements of a new system however, the costs should not be passed on to clients to reduce the risk of creating further inequity and financial burden on individuals who have not yet been convicted of a crime.

EM Type	Quantity	Per Day Cost	Total Estimated Annual Cost
GPS Ankle Monitoring	-	\$9.20/day	TBD
Secure Continuous Alcohol Monitoring (SCRAM)	-	\$9.40/day	TBD
Handheld Breathalyzer Devices	-	\$6.50	TBD

Enhancement: Automated Court Reminders

The current infrastructure for court appearance reminders relies on the Oregon Judicial Department's Odyssey Case Management System, which automatically issues basic notifications to individuals with scheduled court events. These reminders are sent via phone at two specific intervals: seven days and one day prior to the scheduled court event. OJD launched this statewide notification system in 2021, although Multnomah County has had other notification systems in place for 20 years.

Limitations of Automated Court Reminder Systems:

A primary limitation of this system is its dependence on two factors:

1. **Individual Phone Ownership:** The effectiveness of the system is contingent upon the individual having access to a functional phone.
2. **Accurate Contact Information:** Individuals must provide an accurate phone number and agree to receive these reminders to opt-in to the system.

Specific limitations of the current OJD system:

The existing system offers no capability to refine the content of the messages. The messages are purely informational, serving only as a notice of the date and time (text shown below). Additionally, the local Circuit Court and partners do not have access or authority to refine the frequency of the messages.

1. *Scheduled Hearing:*

A hearing for case {{CaseNumber}} in the Multnomah County Circuit Court has been scheduled for {{HearingDate}} at {{HearingTime}}. Please refer to your hearing notice or contact your attorney if you have questions about the location of your hearing. {{NewLine}}

2. *Rescheduled Hearing:*

A hearing for case {{CaseNumber}} in the Multnomah County Circuit Court scheduled for {{OriginalHearingDate}} at {{OriginalHearingTime}} has been rescheduled to {{HearingDate}} at {{HearingTime}}. Please refer to your hearing notice or contact your attorney if you have questions about the location of your hearing. {{NewLine}}

3. *Canceled Hearing:*

A hearing for case {{CaseNumber}} in the Multnomah County Circuit Court scheduled for {{OriginalHearingDate}} at {{OriginalHearingTime}} has been canceled. For any questions, contact the court at {{CourtPhoneNumber}}. {{NewLine}}

4. Hearing Reminder

COURTESY TEXT: Case {{CaseNumber}} in the {{Node}} is scheduled to be heard on {{HearingDate}} at {{HearingTime}}. Questions, call {{CourtPhoneNumber}}. Reply “No” to stop texts. {{NewLine}}

Evidence Supporting Enhanced Reminder Systems:

Extensive research, particularly in the realm of behavioral science and criminal justice reform, consistently demonstrates that court reminders are among the most effective, low-cost interventions for increasing court appearance rates.

Specifically, behavioral messaging has shown a remarkably positive impact. This approach moves beyond simple notification and incorporates elements designed to address common barriers to attendance. Effective behavioral messages often include inquiries or prompts that encourage the recipient to consider logistical obstacles, such as:

- Confirming they have **transportation** to get to the courthouse.
- Verifying they **know the exact location** and necessary directions for the court.
- Asking if they have **childcare** or other essential arrangements secured.

ideas42 has developed a guide to implementing text message court reminders that are based in evidence and behavioral science²⁴. This guide offers recommendations for designing a new reminder system, including: setup, enrollment, timing, and message content.

In other states that utilize the Odyssey case management system, jurisdictions have been able to adjust the message content to better align with evidence-based automated court system reminder design. **This should be explored with the Oregon Judicial Department (OJD).**

Additional Cost:

While implementing a more behaviorally-informed messaging system represents an added operational cost, the evidence strongly suggests this investment could yield a high rate of return in success²⁵. The metrics of success would include a measurable reduction in FTAs, a decrease in warrant issuance, and a resultant saving of time and resources across law enforcement, the courts, and the pretrial services system.

²⁴ Fishbane, A., McAuliffe, S., & Li, Y. (2025). *(Un)warranted: Improving court attendance: The essential guide to court reminder programs*. **ideas42**.

https://www.ideas42.org/wp-content/uploads/2025/05/i42-1530_RemindersRpt_Final.pdf

²⁵ Shapiro, I. (2026, January 15). *Investments in text reminders bring state courts big gains*. The Pew Charitable Trusts.

<https://www.pew.org/en/research-and-analysis/articles/2026/01/15/investments-in-text-reminders-bring-state-court-s-big-gains>

Modifying the statewide court reminder functionality would require modifying statewide contracts with OJD's vendor and agreement across the state. If OJD were willing and able to alter the frequency and content of the existing messages, there could be significant positive impact on court appearance with no associated cost to the County although there would be a cost for OJD.

Considerations for Implementation and Cost Impact:

New technology systems for automated court reminders will need to be formally procured in partnership with IT Purchasing. Additional cost consideration should be given to the IT costs associated with implementing a new system at the County, including but not limited to: IT Business Systems Analyst (BSA), IT Developer time to complete any necessary integrations with existing County/State systems.

Benefits and Limitations of Pretrial Services Options

The following table summarizes the key benefits and limitations for the two potential Pretrial Services delivery models.

Option	Delivery Model	Benefits	Limitations
Option 1	County Department Option	• Ability to implement a comprehensive and streamlined continuum of services model in-house • Program can be developed in line with County priorities and equity goals • Clients could have streamlined access to existing County services; case conferencing possible • Increases the ability to seamlessly integrate peer navigation and material services with PSS monitoring operations.	• Risk of liability borne exclusively by the County for providing monitoring • Continuation of data-sharing challenges between multiple agency systems (County, Courts), unless “eSup” is implemented and meets the needs of the County • High estimated annual cost to the County
Option 2	Pretrial Structural Reorganization with Court/County Hybrid Monitoring	• RAO classification provides monitoring in other Oregon jurisdictions • Existing access to court data systems • Use of court case management system (eSup) may address current data and collaboration challenges • The court can initiate future state funding requests to reduce County financial commitment.	• Risk of liability borne exclusively by the County for providing monitoring to the high risk/high charge population • Bifurcated model could face communication/collaboration challenges • Requires the reorganization and recruitment of court positions and the management of labor contracts, which could require a lengthy transition period • High estimated annual cost to the County

Option	Delivery Model	Benefits	Limitations
		• Leverages existing RAO positions that are in the court budget, potentially reducing the cost to the County (in comparison to FY 26 PSP/CS and Recog costs) • Ability to operate 24/7 and facilitate warm-handoffs outside of business hours (if available)	• Proposes elimination of the DCJ recog unit, which includes critical public safety functions beyond running the PSA • Lack of readily available 24/7 services and supports mean 24/7 warm-handoffs will be challenging • Reduces peer navigators to 2.0 FTE • Eliminates victim/survivor advocates • This option has not been vetted or discussed with the pretrial subcommittee

Labor Implications of Program Changes

Changes to the structure and delivery of Pretrial Services will have foreseeable impacts on labor relations and county employees, including those currently working in the Multnomah County Sheriff's Office (MCSO) and the Department of Community Justice (DCJ) Pretrial Services Program.

*Labor implications of Option 2, specifically eliminating the DCJ Recognizance Unit, has not been reviewed due to the subcommittee not having adequate time to discuss and review this Option from the Court. If the County selects this option, DCJ and Central HR will need to review the impact.

Core Services and Bargaining Unit Jurisdictions

If new or restructured Pretrial Services deliver the same core functions as the existing program—particularly those involving pretrial monitoring— but the work is to be conducted by a different job profile, this will likely trigger a labor dispute regarding the potential transfer of bargaining unit work. Additionally, if any services are eliminated, the union will have an interest in bargaining the impacts of any related layoffs. Maintaining the functional identity of the roles, even under a different branch of government, could lead to grievances or demands for impact bargaining from the incumbent unions.

Multnomah County Sheriff's Office (MCSO) Employees

- **Union Affiliation:** MCSO employees currently assigned to the Close Street unit (Corrections Deputies) are represented by the Multnomah County Corrections Deputies Association (MCDDA).
- **Impact:** Due to the nature of their classification and existing vacancies, MCDDA-represented Corrections Deputies may be more easily absorbed into existing vacancies within the MCSO's broader corrections operations. This is subject to the terms of the MCDDA collective bargaining agreement (CBA) and the availability of vacant positions.

Department of Community Justice (DCJ) Employees

- **Union Affiliation:** DCJ Pretrial Services Program employees (Corrections Technicians) are members of the Local 88 Union.
- **Impact:** Significant restructuring or elimination of the DCJ Pretrial Services Program could lead to layoffs for Local 88 represented Corrections Technicians. This will necessitate

compliance with the Local 88 CBA concerning notice, severance, and bumping rights, and will require extensive impact bargaining with the union.

Required Labor Relations Steps

The County is required to engage in mandatory impact bargaining with both the MCDDA and Local 88 regarding the foreseeable labor impacts of any decision to change, consolidate, or eliminate Pretrial Services, including:

- Employee transition plans and timelines.
- Severance, layoff, and recall procedures.
- Retraining and reassignment opportunities.
- The jurisdictional claims over the performance of any continuing or new pretrial supervision duties.

Options to Reduce Costs:

To manage the costs associated with the proposed pretrial services program, given current County and State budget constraints and anticipated future budget reductions, two primary strategies can be employed, each impacting either the scope of services delivered or the size of the population served.

Strategy 1: Reducing the Scope of Pretrial Services

The first approach involves reducing the level of intervention and support services offered to the pretrial population. This would shift the program from a high-touch, comprehensive model to one offering a minimal, essential service level. This approach would largely mirror the functions of our current pretrial options, which operate on a minimal touch model due to large caseloads.

- **Minimal Touch Service Model:** Under this reduced model, the focus would be on core monitoring and compliance reporting rather than supportive services and individualized barrier reduction. Pretrial Specialist (or Release Assistance Officers) to client ratios would increase to reduce staffing costs.

The services available would be limited to:

- **Limited Court Reporting on Non-Compliance:** Staff involvement would be restricted to documenting and reporting instances of non-compliance with release conditions directly to the court. Proactive check-ins would be eliminated, as

would additional peer navigation staff and dedicated intake staff.

- **Referrals to Services as Requested (Reactive Support):** Pretrial staff would maintain a resource list and provide referrals to community-based services (e.g., housing, mental health, substance use treatment) *only upon the individual's direct request*. There would be no proactive assessment of needs, motivational interviewing, or follow-up to ensure enrollment or participation in these community services. This moves the responsibility for accessing support entirely to the client.

Strategy 2: Reducing the Population Eligible for Pretrial Support

The second, and potentially more impactful, cost-reduction strategy is to narrow the eligibility criteria for receiving comprehensive pretrial support services, focusing resources on the subset of the population most in need of intensive intervention and support.

- **Focus on High-Risk Individuals:** This option would require the program to prioritize individuals who are identified as being at the **highest risk** of non-appearance in court while on pretrial release or who would otherwise be detained due to the nature of their charge (level 2/enhanced monitoring). This could be further refined to focus on high-lethality domestic violence and sex trafficking cases with serious victim safety concerns.
 - **Rationale for Prioritization:** The underlying principle is to direct intensive resources, such as regular check-ins, needs assessments, and mandated program enrollment, to those individuals for whom these services are most likely to make a difference in supporting successful outcomes or who would otherwise be detained.
 - **Maximizing System Impact:** By concentrating resources on this high-risk cohort, the program aims to mitigate the greatest potential public safety and flight risks. This population is also the one most likely to face pretrial detention on security in the absence of a structured, supportive pretrial program. Therefore, providing effective support to this group maximizes the system's ability to achieve safe, non-financial pretrial release, while addressing victim safety concerns in specific high-risk cases.
 - **Low- and Moderate-Risk Individuals:** Individuals assessed at low or moderate risk would likely be moved into the "Minimal Touch Service Model" (outlined in Strategy 1), or released on their own recognizance with only the automated court reminder system and no further pretrial services.

Strategy 3: Create Time-Limited Pretrial Monitoring

The proposed strategy focuses on time-limiting pretrial monitoring. Individuals who consistently adhere to court appearances and release conditions would be removed from monitoring after a specified duration. Implementing this automatic removal process, which has been implemented in Denver, Colorado²⁶, could serve as an effective tool for managing monitoring capacity.

Other strategies to reduce services and costs:

The use of electronic monitoring/SCRAM can be adjusted by either limiting the scope (which reduces the contract amount) or expanding it and integrating it into any service model. The County can determine the amount of the contract with Vigilnet (existing provider) and the Court would be required to stay under that contract limit by either limiting the eligibility for ordering electronic monitoring/SCRAM and/or limiting the amount of time an individual is subject to device monitoring.

Similarly, material supports are flexible and can be incorporated into or removed from any service model, however limiting capacity for these resources would not follow national best practices and provide the improvement the subcommittee has agreed is necessary.

In addition to the strategies listed above, joint advocacy to the Oregon Legislature to adequately fund pretrial services in Multnomah County should be a priority in the upcoming biennium.

Transition Period:

The transition phase requires careful consideration minimize disruption to staff, clients, and legal system partners:

1. Staff Impact and Workforce Transition:

- **MCSO and DCJ Personnel:** A core element of the transition will be the impact on staff currently employed by both MCSO and DCJ within the closing programs. Careful planning must address labor considerations (detailed on page 49).
 - i. MCSO: Deputies and Corrections Counselors within MCSO can be

²⁶ NAPSA. (2025, December 10). *Implementing time limited supervision in Denver, CO* [Video]. YouTube. https://www.youtube.com/watch?v=PzX3_ZOdakM

transitioned into existing vacancies within the department

- ii. DCJ: DCJ only has three vacancies for Corrections Technicians (CTs) to transition staff into, which means that layoffs will occur. For those in senior positions, a bumping process will be activated which will impact other units within DCJ.
- iii. Further consideration must be given to the Court's proposal that involves closing the DCJ Recognizance Unit, which has not been fully reviewed or vetted by the subcommittee or DCJ leadership.
- **Hiring and Training for the New Program:** Depending on the model selected, a significant effort will be required to hire new personnel and/or train existing staff to align with the protocols, technological requirements, and philosophy of the new pretrial services option.

2. **Client Care and Continuity of Monitoring:**

- **Current Clients:** The transition must be clear and easy to navigate for clients who are currently monitored by DCJ and MCSO.
- **Legal and Judicial Requirements:** Special attention must be paid to the **legal requirements** related to changing an individual's existing **conditions of release**. Any changes must be handled in coordination with the Presiding Judge, court administration, and defense/prosecution counsel to ensure due process and legal adherence.

3. **Procurement and Program Infrastructure:**

- If the chosen option involves contracting with external providers or implementing new technology solutions, a formal procurement process will be necessary. This effort is often lengthy and will require the development of clear scopes of work, time for posting the request for proposals, and contract negotiation. This process must be integrated into the overall timeline to ensure services are ready upon launch. Consideration should be given to expansion of existing contracts to provide requested services, where appropriate.

4. **Partner education and Communication**

- Successful implementation of any new pretrial option hinges on clear understanding among legal system partners regarding the services, eligibility criteria, and operational procedures.
- **Partner Education:** A key component of this effort is educating partners, particularly Judges, District Attorneys, and Defense attorneys, as they are responsible for setting or recommending release conditions.
- **Communication Materials:** Communication materials will need to be designed and disseminated to build and maintain awareness of the program among partners, clients, and other interested external parties. Including: website, brochures, bench cards.

Projected Timeline and Phased Program Closure

The anticipated launch of the fully operational new program is projected to be **at least six months into Fiscal Year 2027 (FY27)**. The Court anticipates if Option 2 is selected, a full fiscal year is a more realistic timeline, given the need to develop and execute an intergovernmental agreement (IGA) and negotiate relevant labor contracts, hire and train staff, and transition clients and services.

This timeline allows for:

- Comprehensive planning, service design, and policy development for the new program
- Finalizing necessary procurement actions.
- Recruitment, hiring, and intensive training of all new staff
- Training for legal system partners and development of communication materials

Due to the anticipated change in capacity and design of the new program, a phased closure of existing programs could provide a bridge until the new pretrial services are launched:

- **DCJ's Pretrial Services Program:** This program, which primarily handles individuals assigned to a lower level of monitoring, could potentially finalize its closure at the end of **Fiscal Year 2026 (FY26)**.
- **Close Street:** Given its role in higher-intensity monitoring, Close Street may be maintained with a **limited, reduced capacity** for 6 months (or longer).

Resources Needed for Implementation

Successful implementation of new pretrial services, especially one with broad County impact and significant engagement with legal system partners, demands dedicated project management resources and time commitment from County partners. This is particularly crucial because the project involves the complexities of closing two existing programs while simultaneously launching a new one. Sufficient resources for implementation are essential for success.

Project Management and Leadership:

- **Dedicated Project Manager (PM):** A dedicated Project Manager is essential to manage the implementation, coordinate across multiple stakeholders, track progress against timelines, and ensure project milestones are met. This individual will be the primary point of contact for the project. Implementation is critical to the success of any new program, especially one with many different partners and various legal considerations.

Cost: \$170,535 (1.0 FTE Project Manager or similar)

Existing Resources to Leverage:

- **LPSCC's Research and Policy Manager:** The expertise of LPSCC's Research and Policy Manager can be leveraged to support developing KPIs and other performance metrics and system impact. This role is critical for providing data-driven insights, assisting with performance metric development, conducting relevant policy reviews, and ensuring the program design is grounded in evidence-based practices. Additionally, they can design and conduct research to evaluate the impact of a new program in an effort to better inform the field of pretrial justice.
- **Strategic Initiatives Manager (or similar staff) from the COO's Office:** Given the county-wide scope and the need for high-level organizational alignment, dedicated time from a Strategic Initiatives Manager or equivalent high-level staff member within the Chief Operating Officer's (COO) office is required. This engagement will ensure the new program is aligned with broader County strategic goals, facilitate necessary policy changes, and help remove high-level organizational or political roadblocks. *(this role is critical if any parts of the program is within the County)*

County Service Crossover and Case Coordination Opportunities

Given the likelihood that many individuals in Multnomah County's pretrial legal system have previously or are currently engaged with other County services, a small, limited case review was conducted. To assess this cross-over, the Multnomah County Sheriff's Office (MCSO) and the Department of Community Justice (DCJ) compiled a list of **37 clients** who required the highest level of monitoring (3+).

This list was shared with the Homeless Services Department (HSD) and the Department of County Human Services (DCHS) to determine which clients had engaged with their respective agencies. Both agencies returned aggregate data, detailed below. Given the short timeline, other departments were not engaged in this analysis but could be in a future iteration.

Homeless Services Department (HSD):

Of the 37 clients provided, 24 were located in the HSD database. Of those 24, 7 had an interaction with our system within the last 3 months and 12 had an interaction in 2025.

Department of County Human Services (DCHS) Client Crossover

Of the 37 clients provided to DCHS, **none** were present in the Intellectual and Developmental Disabilities (IDD) system.

The findings from this very small sample size, which align with insights from previous reports like FUSE, suggest an overlap in HSD service utilization and opportunity for improved coordination to engage, or better reengage, this population in existing County services.

The County previously developed the [SCOPE program](#) specifically to enable staff to identify when an individual was involved in multiple County systems and complete releases of information. The program's goal is to improve tracking of an individual's various County touchpoints, ultimately helping to proactively prevent redundant services, such as an individual being assigned to multiple different case managers across the County. Continuing the implementation/ongoing management of SCOPE will be incredibly beneficial to any pretrial services that are implemented, as well as other County agencies in order to avoid duplication and promote collaborative case planning.

However, SCOPE only provides information to identify client cross-over, but does not create an intentional process to ensure case coordination or address duplication of services. **This should be explored to better leverage existing services to support the pretrial population.**

Current System Opportunities

In addition to a robust, funded pretrial release program, several opportunities exist within the criminal legal system to mitigate system strain and increase pretrial justice. These should be considered alongside the implementation of a new pretrial model:

Expanding the Meaningful First Appearance (MFA) Project:

MFA enables defense providers to meet with clients in custody *before* their first court appearance, rather than being forced to meet them for the first time in the courtroom with limited opportunity for private communication. This allows defense attorneys to address client questions, gather information that supports release, verify details (as time permits), and present a more complete argument in court. Furthermore, MFA reduces stress for clients navigating a difficult period and ensures they have an opportunity to speak with an attorney, which is particularly vital given the current defense crisis and potential lack of subsequent attorney contact.

Allowing attorneys to consult with clients before arraignment gives Judges more information, leading to better-informed release decisions at arraignment. This is corroborated in a larger study of Oregon pretrial detention. Researchers found when court-appointed attorneys have mere minutes to meet with their clients, it has been associated with an increased probability of a defendant being detained throughout the pretrial period.²⁷

If Option 2 is selected, the Court highlighted a potential opportunity to increase engagement with defense attorneys. This would be due to the Release Assistance Officers (RAOs) who are currently attempting to interview individuals on the MCSO classification unit at the same time as defense attorneys, moving to the booking floor which opens up time and space for additional defense attorney engagement. Typically, this is currently only an issue when the jail is short staffed and defense attorneys are forced to do the interviews in non-contact rooms or over the phone. If defense attorneys are able to get into the classification unit (as is intended), then the RAO interviews rarely interfere.

Further consideration should be given to how to thoughtfully expand this critical program.

²⁷ Campbell, C. M., Henderson, K. S., & Renauer, B. (2021). *Examining pretrial detention in Oregon: A qualitative analysis of decision-making*. Criminal Justice Policy Research Institute, Portland State University. <https://www.pdx.edu/criminology-criminal-justice/examining-pretrial-detention-oregon-qualitative-analysis-decision-making>

PSU Criminal Justice Research & Policy Institute (CJPRI) SJC Project

This project, funded through the MacArthur Foundation's Safety and Justice Challenge, provides an important opportunity to identify the structural challenges that contribute to prolonged length of stay (LOS) and to work collaboratively to design and test solutions. Reducing unnecessary time spent in custody, without compromising public safety, will help improve our ability to manage our limited jail resources, and the completion of this research will provide a clear path for implementing effective recommendations.

Questions asked include:

1. What eligible case types (profiles) contribute most to sustained jail stays?
2. What organizational or procedural barriers prolong LOS for these profiles?
3. What feasible interventions can reduce LOS without compromising public safety?

Expanded Pretrial Diversion:

Beyond initial deflection (where expansion is being explored), opportunities exist to explore pretrial diversion *after* an arrest has occurred. For example, the San Francisco District Attorney's office launched a pretrial diversion program that permits judges to divert individuals charged with non-person misdemeanors into supportive case management and treatment resources, this is offered through the same non-profit organization that provides pretrial monitoring. Successful engagement in these services/treatment allows individuals to have their cases dismissed. This constitutes an important court-offered "off-ramp" for those charged with lower-level offenses.

Testimonials

Testimonial from Multnomah Defenders Inc (MDI) Social Work Team

Dear Commissioners,

I am writing to share my lived experience in the criminal justice system and to advocate for a compassionate and resource-centered approach to pretrial services in Multnomah County. My story is not unique, but it demonstrates what becomes possible when the system chooses support over punishment.

In July 2013, I was arrested for my first felony. Although I had been in the Multnomah County Detention Center before for misdemeanors, this experience was different. As I sat in holding, terrified, I feared what my arrest would mean for my 12-year-old son, my parents, and my entire family. When a staff member called me to a window I had never seen before, she explained that someone in the community could vouch for my release until arraignment. I gave her my mother's number, and I was released because of the unconditional love she has always shown me.

At that time, I was struggling with substance abuse and the behaviors that come with it. I was required to report to Pretrial Services, operated by the Department of Community Justice. There, I met my pretrial caseworker, Natalie Reyes, whose compassion and guidance changed the trajectory of my life. She provided structure, information, and resources—bus tickets, a planner for court dates, attorney contacts, and most importantly, patience and dignity. She taught me the expectations of probation and helped me feel capable of meeting them.

During this period, I began little stints of sobriety, present for my son, and stabilizing with my parents. For the first time in years, I felt hope. I realized the system—something that had once felt adversarial—could operate in a way that uplifted rather than punished. Pretrial Services gave me the opportunity to begin thinking about sobriety before my case ever went to court.

I have now been sober since April 6, 2015. I am a proud graduate of the START Court program, which I entered following that pretrial referral. I have not been arrested since 2013. I returned to school, earned my AAS degree and an addiction counseling degree, and eventually fulfilled my dream of working alongside the very program that helped me uncover my lost potential.

My life changed because one caseworker treated me with compassion instead of judgment.

For people who have not lived within addiction or the criminal justice system, it may be hard to understand the mindset: after years of struggle, your life begins to feel like a series of failures.

It takes only one person looking at you with empathy to change your direction. This is why a pretrial system rooted in support—not shame—is essential for genuine public safety.

I have worked with justice-involved individuals for seven years, and I have seen again and again that people are not proud of the harm caused by substance abuse. Punitive pretrial models that rely on fear or shaming do not serve clients or communities. The path to community safety lies in providing treatment, resources, social workers, stable housing, and mentors—tools that help people believe change is possible and worth pursuing.

Multnomah County has the opportunity to create a pretrial services model that could become a national standard. As someone who has walked into the justice system in handcuffs and walked out years later as a stable, sober member of the community, I would welcome the opportunity to serve on any committee or working group committed to improving pretrial services.

My son is now a thriving young man, and my parents were able to witness their daughter rebuild a life none of us knew would be the outcome. This transformation was made possible not through punishment, but through compassion, guidance, and treatment.

I hope the County continues to invest in and expand approaches that empower individuals to change their lives, break cycles of recidivism, and strengthen our community. I am grateful for the chance to share my experience and would be honored to contribute to this work in any capacity.

Thank you for your time, your leadership, and your dedication to our community.

Sincerely,

Annie Britton

Testimonials from the Metropolitan Public Defenders (MPD) Social Work Teams

Anna Brodsky, CM:

My client experienced the onset of schizophrenia and was sent to the state hospital. Once he was restored to competency, he returned to custody, and, in part due to the risk of him decompensating in the jail, a judge approved his release to his extremely supportive family shortly after. Once released, this client faced significant language and cultural barriers that required hands-on pretrial support. As a case manager, I was able to involve both the client and his family in the decision-making process about where to seek care — dialogue that was

crucial given his family's limited experience with the American healthcare system. Based on their input, I reached out to multiple providers before I found one that was able to accommodate him for mental health care given his specific language barrier, and I accompanied him to his intake appointment to ensure a warm handoff. Throughout his pre-trial release, I remained in close contact with his family and his providers, and we were able to establish a network of support that enabled him to address his legal and medical needs. Though his case has now resolved, to my knowledge he continues to be successful and supported in the community using the resources that we established during the pre-trial period.

Julia Truherz, SW:

My name is Julia Trueherz and I have been working in the field of social work for nearly 14 years. A large majority of my career has been working with clients who are court mandated to participate in services. Prior to working for MPD I worked for Oregon Department of Human Services Child Welfare for five years. I have also worked in a residential treatment center serving young men involved with the Oregon youth authority.

I think it is essential to offer a myriad of services to people during the pretrial phase of a criminal case. Often times people are the most motivated to change right after they are arrested or charged; capitalizing on that initial motivation can dramatically change the trajectory of someone's path to recovery. Often times the biggest hurdle to someone achieving and maintaining sobriety, or recovery in any form, is access to services. By offering services that are contracted with the court system and are "on demand" addresses the large lack of available services, particularly treatment beds, that we face here in Multnomah County. A variety of service levels should also be offered, ranging from drop-in services or housing that does not require sobriety to inpatient treatment. Additionally providing mental health treatment and medication management that is "on demand" is crucial. Often times experienced therapists either have very long waitlists, are not accepting new patients at all, or do not work with OHP/ Medicaid. I believe offering services during the pretrial phase of a case will not only significantly reduce the time to disposition, people will be much easier to find and keep in touch with but will also decrease the number of people receiving sentences that involve prison or jail time. This would also reduce the likelihood of people picking up additional cases.

We know that prisons and jails do not make people better, and the longer someone is incarcerated the more collateral consequences they face. People often lose their jobs or housing due to incarceration. For participants who are parents the consequences are even graver; the likelihood of CPS becoming involved with a family dramatically increases.

Additionally, the children of these parents are profoundly affected, inevitably enduring a large amount of trauma which only adds to the likelihood of future system involvement, mental health struggles, and addiction.

However it is important that the services provided are voluntary and are non-punitive, meaning if someone disengages or has a relapse they will not be penalized. People cannot safely engage in the services offered if they cannot trust that if they relapse or are simply not ready at any time during the process that their release will not be revoked or some sort of sanction imposed. It is essential to provide services from a harm reduction model; focusing on building relationships with clients even when they are not doing well or ready to engage in treatment services. For some just meeting with a case manager is a huge step, and that is a service within itself. People need to be given the opportunity to build a therapeutic relationship with someone where they can be open and honest and not be penalized for doing so.

Tara Prince, CM:

The Pre-Trial Release Case Manager program for Multnomah County is a very necessary and valuable service. Upon my release from jail, they had someone show up to meet me right at the time of my release and take me directly to my treatment. During my incarceration, my case manager stayed in contact with me, provided me with a cell phone, and helped me create a plan so I could be successful once I was released.

That kind of support makes a huge difference. For a lot of people, the first thing they do when they get released is run or fall back into old habits. Having someone there immediately to guide you to the next step gives you structure, accountability, and hope. I am more than thankful for the help I received, and I truly believe that anyone who is incarcerated and preparing for release should have a case manager. If someone has the opportunity to work with a pre-trial release case manager, I would strongly recommend taking it—it can make all the difference.

Terrance Rawls, CM:

From a culturally specific lens, (as well as in general) case management during pretrial can be life-changing, particularly for Black & Brown individuals who are navigating systems that have not always treated them with fairness or humanity. In Multnomah County, many of the people we serve are carrying generations of trauma, distrust, and lived experience with over-policing and inequitable outcomes.

Having a case manager who looks like them — *someone who understands the cultural context*, the unspoken fears, and the emotional weight of being in pretrial — brings a level of comfort that cannot be overstated. I've seen clients visibly relax when they realize they are not alone, that someone truly understands where they come from and is willing to walk alongside them.

Being that consistent presence — someone who listens, checks in, explains things without judgment, and advocates when needed — helps restore dignity and hope during an incredibly vulnerable time.

That warmth and genuine support is what allows people to engage, stabilize, and move forward. This is why case management matters— because people don't just need oversight, they need connection, understanding, and someone who believes in them.

Kaitlyn Hoofnagle, CM:

My name is Kaitlyn Hoofnagle, I've been an MPD Case Manager for over 3 years and have worked closely with pre-trial/CSS here in Multnomah County- to the point where us Case Managers are better able to explain the intricacies of CSS than most folks in our office. We are familiar enough with every deputy that when they see our name on a client file, they already have our contact information from previous clients. Most folks working in pre-trial have the same goals as we do: they want clients coming to court so they don't get failures to appear, and they want to ensure client safety in the community. Unfortunately, speaking from my experience, the systems that pre-trial institutions have in place hinder their ability to meet these goals for clients in the way they desire.

For example, the system that notifies clients of their next court date is automated and based off of the first hearing set and generally not accurate. What I see this look like in my work is clients who are out of custody doing great, getting a text saying they have court tomorrow (when that isn't the case). Best case scenario, this is a simple clarification call to their legal team. Worst case scenario, this sends someone spiraling when they thought they were on a path of stability. Additionally, many of these check-in requirements are one-size-fits-all, and so if someone doesn't have a working phone, or they can't get downtown to check in, they're issued a warrant. Many of the folks working in pre-trial are understanding of client circumstances, but the limitations of the justice system give them little room for leeway when it comes to issuing a warrant.

Us Case Managers have been able to fill in many of these gaps in the pre-trial system. We maintain constant contact with our clients, so we are able to keep tabs on them and make sure

they have the tools they need. Oftentimes, with pre-trial institutions, interventions are too little, too late. The resources that these systems have are fairly uniform: clients come in to do their CSS/pre-trial intake and their needs are identified and offered only in this initial meeting. As case managers, we can continue to offer resources throughout the pendency of the case, whether it be a treatment program move, stable housing, or mental health treatment.

In our work, we take the time to understand our clients' needs holistically and long-term. We are able to help them build lives outside of the justice system, and without the coercive pressure of needing to do it or go to jail. We take the time to understand why a treatment program isn't working, and why an alternative program would be better. We can talk our clients off of ledges, and encourage them to remember their goals. We can strengthen their relationships with these agencies by empowering our clients to check-in and share the progress they've made. The system, as it currently exists, is not equipped to provide this extensive level of care and trust.

I will share one anecdote of a client I had who was out on pre-trial in a residential treatment program. Their CSS deputy at the time knew the plan and expected that client would complete and graduate from *this* treatment program. A few days before graduation, I got a call from this client, letting me know that they were being exited from the program, with nowhere to go. I was able to drop everything and assist in finding a same-day placement. By the time their CSS deputy had gotten back to me, I had already lined up this client with another treatment program and housing, which they completed with flying colors.

In any other instance, pre-trial would have been notified by the treatment center that the client was being exited, and a warrant would have been issued almost immediately. However, because of my knowledge of these institutional systems, I knew how best to proceed to 1) keep client out of custody and 2) keep them stable in their sobriety. I was able to talk to the program director, who allowed my client to stay at the treatment center for a few hours while I found another placement. Once I found that placement, I gave client the exact directions of where to go and who to talk to, and they were able to move into housing that same day in another program. Without a case manager, it's likely this client would have not only had a warrant issued, but they likely would have gone back to using in the streets.

This is just one instance that highlights the wrap-around care that case managers can provide. Our work is client-led, with care and understanding, and with a genuine desire to help our clients meet the goals they have for themselves outside of the criminal justice system.

Cierra Carlson, CM:

My name is Cierra Carlson, and I have been a case manager at Metropolitan Public Defender since December of 2022. I have worked with hundreds of clients in the pre-trial phase of their cases, helping them gain access to resources including housing, health benefits, mental health and substance use treatment, transportation needs, obtaining official identification documents and anything else required for a smooth transition out of custody. One major asset of a case manager is our ability to create release plans for our clients with serious charges or a history of failing to appear who are held in custody. Release plans are essential for a structured and efficient transition from being in custody to getting released back into the community. Many clients experience anxiety when being released from custody and not working directly with a case manager, as they are released back onto the streets with no support or substantial plan for where they will go. Having a case manager assigned allows peace of mind for our clients, knowing they have a place to go where they can receive the help they need, while also having the support and assistance from their case manager.

One client that I worked with in the pre-trial phase of their case had been unhoused and living on the street for years prior to getting arrested. Due to their unhoused status, they lost their job and developed a significant substance use addiction. When I first met them in jail, they expressed their desire to remain sober and engage in substance use treatment, while also worrying about their future housing situation after treatment. I referred them to an inpatient residential treatment facility. Once my client was accepted into the treatment facility, I created a release plan that outlined each step for my client upon release from custody. This included the activation of their health insurance and food stamps, getting an Honored Citizen bus pass, obtaining an Oregon state ID, hygiene items and clothing, and transportation to treatment. The release plan was approved, and my client was released the following morning, where I met them at Multnomah County Detention Center. This release plan was not only important for the court in making its release decision, but also for my client, as it served as a roadmap to their success and alleviated their anxiety about the unknowns of release. Together we checked in with Close Street Supervision and afterwards walked to Vigil Net to get their GPS monitor put on. I then accompanied my client to treatment and walked them inside to ensure a smooth transition. Throughout their time in treatment, we maintained consistent communication regarding upcoming court dates, updates on their case and general check-ins about their success in treatment. Upon their graduation from treatment, I was able to get my client into continued outpatient substance use treatment with supportive housing. While in outpatient treatment, I assisted them with finding employment that worked with their treatment schedule, along with their ongoing, open case. And they were successful in finding work. I was also able to assist with finding clothing for my client for their new job as they had lost all of their personal belongings when arrested. While in outpatient treatment, my client started applying

for apartments, where I also assisted with providing letters of support and advocating to the property management companies on their behalf.

Today, my client has remained sober, has a job, and lives in their own apartment, all while maintaining steady employment. They have expressed their immense gratitude for Metropolitan Public Defender and being assigned a case manager throughout the pre-trial phase of their case. They had mentioned that they didn't know that these types of services were available to people like them prior to working with me. Upon the closing of their case, they said they wouldn't be sober, employed or have a place to live if it were not for the assistance of having a case manager.

MPD Case Manager

In my time working with Metropolitan Public Defender I have seen the impact access to a case manager can have for people on pretrial supervision. The clients we work with often have high social service needs that have gone unaddressed for years. Case managers are experts in navigating and overcoming barriers for their clients. Over my time in this role, I have developed a deep knowledge of the different programs in place in our community, from eligibility standards and referral processes down to the names and phone numbers for members of their teams. This knowledge allows me to quickly and seamlessly connect my clients with these programs. This is just not possible for someone starting from square one, which our clients often are. Connection to these programs can make a big difference for people on pretrial supervision. Many of my clients struggle with addiction and homelessness. The instability that these people experience makes it extremely difficult for them to keep up with appointments and court dates. But once someone has access to stable housing, food, and substance use treatment, it becomes much easier for them to manage. Case management can help stop the cycle of recidivism and repeated issuing of warrants because it offers individuals help at a key moment of intervention.

One example of case management's impact is from my time working with a client I'll call Bob. Bob had struggled with substance use disorder since he was 16. From the first time we met, Bob was serious about pursuing substance use treatment. We took time going over the different programs in the community, and I eventually referred him to CODA. After his treatment bed opened up Bob was released from jail, and I was able to meet him there. I made sure that his OHP was reactivated, and that his medications were transferred to the pharmacy. I made sure that he made it to CODA (which is in Gresham) on time, and that he was able to get his medications. I gathered basic necessities like clothing and hygiene products for when he got to treatment. While he was in CODA, I worked with his housing manager to make sure he would be able to keep his voucher for when he graduated and checked in to see how he

was doing regularly. He was eventually able to graduate treatment, and so we worked to get him back into his housing and into ongoing outpatient treatment. Bob has since been active in his recovery and found success in the community.

Links and Attachments

Local Pretrial Policies and Relevant System Documents:

- [Jail Capacity Management Plan](#)
- [Oregon Senate Bill 48](#)
- [ORS relating to pretrial release](#)
- [Multnomah County Presiding Judges Pretrial Release Order \(PRO\)](#)

Relevant Reports:

- Justice System Partners Reports:
 - [Moving Forward \(2025\)](#)
 - [First Step Forward \(2025\)](#)
 - [Pretrial Assessment \(2020\)](#)
- [Public Safety Assessment Multnomah County Validation Report \(2026\)](#)
- [Pretrial Resource Guide](#)
- [FUSE Report](#)
- [2025 Corrections Grand Jury Report](#)
- Criminal Justice Policy Research Institute (CJPRI - Portland State University) Reports
 - [OPAT Statewide Validation](#) (Oregon Pretrial Assessment Tool)
 - [Examining Pretrial Detention in Oregon: A Qualitative Analysis of Decision-Making](#)
 - [Pretrial Processes & Sentencing Outcomes in Oregon: Integrating Qualitative and Quantitative Analyses](#)

Additional Information from Other Jurisdictions:

[SF Pretrial Diversion Project - Annual Impact Report, 2024](#)

[Pima County Transition Center Information](#)

[New York City's Supervised Release Program: An Alternative to Bail](#)