



OREGON

MARION COUNTY BOARD OF COMMISSIONERS

Work Session Summary Minutes

Marion County Community Correction Discussion

November 5, 2025. 3:04 PM

Courthouse Square, 555 Court St. NE, Salem
5th Floor, Suite 5232, Commissioners Board Room

ATTENDANCE:

Commissioners: Danielle Bethell, Colm Willis, and Kevin Cameron.

Board's Office: Alvin Klausen, Jan Fritz, Heather Inyama, and Matt Laywer.

Sheriff's Office: Andrew Lynch, Anna Jefferson, Sherrie Hickam, Jay Bergmann, Mike Hartford, and Nick Hunter.

Salem Reporter: Madeline Moore.

Commissioner Danielle Bethell called the meeting to order at 3:04 p.m.

Grant in Aid Intergovernmental Agreement (IGA) Review

- IGA with Oregon Department of Corrections:
 - Governs rules, statutes, and funding for managing local supervision of offenders on parole, probation, and post-prison supervision.
- Renewed every two years since mid-to-late 1990s:
 - The state transferred supervisory authority to counties.
- Funds (about \$29.2 million for 2025-2027 biennium) support three key areas:
 - Supervision:
 - Monitor and hold accountable those in supervision in the community.
 - Follow detailed administrative rules and reporting practices.
 - Sanctions:
 - Authority and means to hold offenders accountable for violations.
 - Including using jail for sentences under one year.
 - Services:
 - Programs designed to reduce recidivism through interventions.
 - Substance use treatment, sex offender treatment, cognitive behavioral programs, etc.
- IGA requires counties to comply with:
 - Data collection and reporting.
- "No supplanting" policies to so funds supplement, not replace, local expenditures.
- Cost of providing services has risen faster than available funding:
 - Shifting some treatment programs to other grant sources.

Biennial State Plan: 2025 - 2027

- State plan serves as county's blueprint for Community Corrections fund spending, which programs will operate, and which populations will be served.
- It encompasses:

- Staffing, vehicles, uniforms, training, specialty courts, and specialty units:
 - Domestic violence, sex offenders, etc.
- Detailed case assignment based on crime typology and risk level to maximize effectiveness of supervision.
- Administrative services, support staff, contract management, and other essential non-custodial operations.
- 33% is for county's jail operations for custody beds to those sanctioned to sentences under one year.
- Non-custodial sanction alternatives are included as requirements:
 - Electronic/GPS monitoring.
 - Day reporting.
- Plan must be updated and approved by local and state public safety councils every two years:
 - The next approval is pending.
 - Budget alignment and funding shortfalls noted as major concerns.
- Challenge of rising costs of supervision and state funds (including service portion) have not kept pace with need:
 - Requires creative use of grants and local funds.

Supervision Framework and Risk Level Definitions

- Clients placed under supervision are classified after risk assessment:
 - Intensive Supervision:
 - For highest-risk offenders:
 - Includes high-profile or gang-involved individuals.
 - Containment/high accountability and intensive rehabilitation.
 - Later often, daily contact and integrated programming:
 - Student Opportunities for Achieving Results (SOAR) program with 250 hours cognitive intervention.
 - High/Medium Risk:
 - Assigned by crime type for specialized, focused supervision.
 - Caseloads are typically around 50 per specialist for categories:
 - Domestic violence.
 - Sex offenses.
 - Gang involvement.
 - Drug/property crime.
 - Low Risk:
 - Receive preliminary assessment.
 - Referral to services.
 - Only minimal ongoing contact:
 - Small as a quarterly check-in.
- Supervision contact standards set by Oregon Administrative Rule (OAR):
 - Minimum contacts/month, based on risk.
 - Recently revised because of internal review and advocacy/police reform.
- Standards may better reflect cost control and uniformity than program effectiveness:
 - Ongoing data review and a two-year pilot are underway.
- Plan for monitoring and continuous reassessment is in place:
 - Cases are reviewed at least every 90 days.
 - Risk levels can be updated as circumstances change.
- Workgroup "1145 group" recently reviewed and changed contact standards:

- Concern that changes may not be data-driven or reflect community needs.

Unfunded Misdemeanor Caseload Analysis

- Marion County supervises a significant unfunded caseload:
 - As of late September 2025, there were 347 unfunded misdemeanors:
 - Cases not eligible for state grant aid.
- Case types include Driving Under the Influence (DUI), reckless driving, person crimes, property, sex, and drug misdemeanors:
 - Half are out-of-county convictions handled under reciprocal agreements.
- State directives strictly prohibit use of grant aid funds for populations outside designated eligibility:
 - Threaten to withhold funds if county continues to supervise unfunded misdemeanors without direct local support.
- Certain misdemeanor categories qualify for state support:
 - Some domestic violence and new drug enforcement misdemeanors.
 - Others do not.
- Annual cost to supervise unfunded misdemeanors is estimated to be nearly \$3 million:
 - Using state's calculation of \$15.09 per day per offender.
- Options for policy:
 - Choose to only supervise high-priority unfunded categories (like sex crimes).
 - Debate on local resource allocation.
- Shifting or reducing supervision could help with mandated contact standards by lightening caseloads.

Program Funding Overview and Performance Data

- Funding streams:
 - Grant in Aid:
 - Core support for supervision.
 - Personnel.
 - Basic services:
 - \$29.2M biennium.
 - Justice Reinvestment:
 - Funds specialized programming:
 - Diversion.
 - Transition.
 - Reentry.
 - Peer mentors.
 - Victim services:
 - Allocation for this biennium was \$4.9M.
 - Mandatory portions set aside for evaluation and victims.
 - Measure 57:
 - Finances evidence-based high-supervision SOAR program.
 - Focused on drug/property offenders and reoffending reduction:
 - Current biennium \$1.51M.
 - Future holdbacks and cuts anticipated.
 - Family Sentencing Alternative Program (FSAP):
 - Serves primary caregivers diverted from prison.
 - Intensive support with measurable reduction in foster care days and recidivism.

- Serving 36 families/85 children over five years.
- Treatment Transition Fund:
 - Provides re-entry resources:
 - Individual housing subsidies within six months of release.
 - Recent biennium gave 195 clients 453 months of housing.
- Performance Metrics:
 - Outperforms state benchmarks on employment rates for the supervised:
 - 61% vs. state's 50%.
 - Maintains comparable or better recidivism rates.
 - SOAR type programs show much lower recidivism for graduates:
 - Compared to non-graduates.
 - Costly and subject to funding uncertainty.
 - Keeps five-year records:
 - Supervision numbers.
 - Positive case closures.
 - Benchmarks set by the state.
- Formula changes and federal/state grant integration create budget uncertainty:
 - Justice Reinvestment Initiative (JRI), Measure 57 and performance holdbacks.
 - Further cuts are imminent.
- Challenge in tracking certain data as state reporting system limited and outside Marion County data unavailable.

Status of the Stabilization Center

- Stabilization Center closed August 2024 due to budget shortfalls and fund shifts:
 - Associated work crews and pretrial monitoring are now managed at main jail.
- Transition Center facility operates a few programs:
 - Pretrial monitoring.
 - Work crews.
 - Overnight "boarding" for about 7–10 hard-to-house supervised individuals.
- Funding reductions of \$1.6M across jail and Transition Center:
 - Requiring staff resizing and program consolidation.
- Capital remodel of Transition Center to repurpose facility for housing/resource use:
 - Project start date in November 2025.
- Pathfinder network and Law Enforcement Assisted Diversion (LEAD) continue to use space at facility:
 - Resource navigation.
 - Cognitive interventions.
 - Peer support for recently released individuals.

The Future of Community Corrections

- Strengthen integration between community corrections and health/social services:
 - Build partnerships to address homelessness, addiction, and mental health issues alongside supervision:
 - Especially with the Health and Human Services Department.
- Collaborative, regional approaches with neighboring counties and cities:
 - Overlapping populations and shared public safety/housing challenges.
- Local solutions and resource blending for high risk/need populations and crisis response gaps because of constraints:

- Regulatory, budgetary, and policy constraints.
- Develop data-driven, outcome-focused strategies to avoid “throwing money at the wall” and target intervention resources for maximum measurable impact.

Other

- Numerous regulatory, legal, and structural hurdles impede rapid progress:
 - Building codes prevent redevelopment for shelter.
 - Lack of behavioral health beds limits alternatives to incarceration.
- Dissatisfaction with certain partner entities:
 - Salem’s navigation center is not delivering as promised).
 - Clearer contracts and enforceable commitments in future collaborations.
- Managing administrative costs and clarifying service delivery breakdowns identified as ongoing budget and planning needs.
- Better tracking long-term impacts of programs and closing reporting/data gaps:
 - Particularly on children and families
 - Possibly via requests to state-level research arms.

Next Steps

- Detailed analysis on misdemeanor population supervision:
 - Will inform future board policy and potential reductions/realignment.
- Additional data on recidivism:
 - Children in Family Sentencing Alternative Program (FSAP) when parents reoffend:
 - Possibly through state-level requests.
- Strengthening regional partnerships, top priority, for resource and strategy alignment:
 - Especially with Polk County, City of Salem, and service nonprofits,
- Prepare detailed program budgets and outcome tracking for upcoming meeting.
- Develop action plan through series of future meetings focused on moving from information-gathering to practical, resource-backed solutions:
 - Preparation for policy and funding advocacy in the upcoming legislative session.

Adjourned – time: 2:19 p.m.

Minutes by: Mary Vityukova

Reviewed by: Gary L. White