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Clackamas County
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CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

Policy Session Worksheet

Presentation Date: 4/28/26 **Approx. Start Time:** 1:30 pm **Approx. Length:** 30 minutes

Presentation Title: Strategic Goal Update: Jail

Department: County Administration

WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

What is the BCC's desired pace for the Jail Strategic Goal completion?

EXECUTIVE SUMMARY:

The current strategic goal for a replacement jail states: *By 2028, based upon best practices, the County will complete preliminary design concepts and estimates for a new Clackamas County Jail.*

As presented in the update to the Board of County Commissioners (BCC) on February 3, 2026, the project team reviewed historical documents related to a replacement jail dating back to 2007. These materials included proposed building and site configurations developed as part of a detention facility site master plan, addressing construction phasing, capacity, and operational considerations.

Through this review, it was determined that correctional best practices and standards have evolved significantly since 2007, and current housing needs have changed accordingly. The team has also examined resources from the National Institute of Corrections (NIC), which provides technical assistance to counties nationwide on efficient and effective jail design and development processes.

NIC may offer limited funding to support site visits to newly constructed facilities, as well as other forms of assistance. However, before providing additional support, the County must commit to the New Jail Planning Initiative, which eventually requires funding for preliminary design concepts and estimates for a replacement jail, which is estimated at \$500,000 for a one year contract. This initiative includes stakeholder training in assessing space needs, planning the transition to a new facility, and determining appropriate staffing levels.

A key component of this initiative is the Planning of New Institutions (PONI) program. The program is a three-day training course designed for county decision-makers, including the Sheriff, Commissioners, County Administrator, and other staff involved in the design, operation, or implementation of a new facility. All participants must commit to attend the training.

Moving forward with planning requires clear commitments and appropriate timing. During the February 3, 2026, BCC meeting, there was consensus to slow the pace of the project. The implementation team is now seeking clarification on what that direction entails and how to proceed.

FINANCIAL IMPLICATIONS (current year and ongoing):

Is this item in your current budget? YES NO

What is the cost? \$ Unknown

What is the funding source?

STRATEGIC PLAN ALIGNMENT:

- Safe, Secure and Livable Communities

LEGAL/POLICY REQUIREMENTS: None currently

PUBLIC/GOVERNMENTAL PARTICIPATION: N/A

OPTIONS:

Option 1: Instruct the implementation team to move forward and provide a proposal of funding needs for next steps of building a new jail facility.

Option 2: Instruct the team to slow the process for six to eight months to work on other strategic priorities.

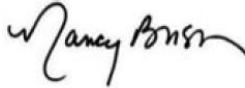
RECOMMENDATION: No recommendation.

ATTACHMENTS:

Attachment A - National Institute of Corrections: Planning of New Institutions (PONI) Program Description

SUBMITTED BY:

Division Director/Head Approval



Department Director/Head Approval _____

County Administrator Approval _____

For information on this issue or copies of attachments, please contact _____ @ 503- _____



PLANNING OF NEW INSTITUTIONS (PONI)

Training Program Description

PROGRAM GOALS

- To provide participants with an understanding of the Facility Development Process
- To create an opportunity for participants to define their individual role in the process and develop as a planning team
- To introduce team members to concepts which may be used in the facility planning and design process
- To provide team members with the opportunity to apply these concepts under the guidance of program facilitators
- To provide materials and information about jail planning and design to assist the jurisdiction in making well- informed planning decisions

PROGRAM AUDIENCE

This 3-day training session is designed for decision makers in the county such as the sheriff or jail agency CEO, council members or commissioners, County Executive or Manager, other county staff that may have a part in the design or function of the new facility.

PROGRAM MODULE CONTENT

FACILITY DEVELOPMENT PROCESS

This session will give users an overview of the entire facility development process from project recognition through post occupancy. The process is shown as a step-by-step sequence that is divided into its major phases. This module focuses on creating a road map for local governments that provides a sequence of tasks, activities and decisions and “de-mystifies” the process. By becoming more familiar with the process, local officials should begin to realize when they can have the greatest impact on their projects.

ROLE CLARIFICATION AND DECISION MAKING

This module will provide an overview of the roles' different members of the planning committee and public officials have during the facility development process.

The roles for each member of the team will change throughout the planning process and it is important that each member know what is expected and desired.

MISSION, VALUES, AND RESPONSIBILITIES

This module will provide an overview of the purpose for and basic structure of a mission statement as it relates to the jail planning process, the construction project, and the operation of the new facility. In this session, emphasis will be placed on the development of a mission statement for the new jail.

The role of the mission statement in the facility development process will be identified. It should be mentioned that developing a clear, concise mission statement is an important role of the planning team. Describe how it can serve to guide the project, and the decisions for which the team will be responsible.

NEEDS ASSESSMENT - USING DATA FOR FACILITY PLANNING

This module provides information about the data which is typically used in criminal justice planning and offers opportunities for participants to make decisions based upon data in a case study format.

This module is based on the premise that most participants in the PON1 process will not be traditional statisticians and researchers; in most cases, they will be users of information that is provided to them. If they are to use this information wisely in their decision making process, they must be more informed consumers. This means that they should:

- a. Know the information that is likely to be useful to them, and
- b. Know how to use the information so that they get the most out of it.

Data collection relates most strongly to the master planning and/or needs assessment steps in the facility development process. The data collection tasks completed as a part of these steps tends to fall into three general categories:

- c. Historical trend analysis, which is the foundation for the next task,
- d. Population forecasting, and

- e. Offender/resident profiling.

Each of these tasks provides a different type of information and is useful for different purposes.

The module shows ways in which people enrich this task by analyzing and interpreting the information and giving the "data" or "raw numbers" meaning by linking statistical information with policy decisions.

FUNCTIONAL PROGRAMMING

This module provides information about the architectural portions of the planning process. General project issues regarding image and appearance, characteristics of the building type, and specialized characteristics of each project are discussed. The trainer provides a methodology for determining how much space is appropriate for each function. The presentation introduces important space planning concepts, such as net and gross square footage, and provides examples of what a space program looks like.

This module provides important information about cost control methods by illustrating the relationship between the quantity of square feet constructed, the quality at which they are built and the resulting costs. Factors that determine quality, quantity and cost are discussed in detail.

This module next provides an opportunity to practice space programming. Building on the decisions made during functional programming, teams will develop a resulting space program and determine if their project continues to be within budget. If not, teams are asked to develop strategies to bring their project within budget.

SCENARIO DEVELOPMENT

This module provides information on the scenario development process. It is important during the space programming for agencies and jurisdictions to fully discuss how the facility will work, how tasks will be accomplished, and the types of services and programs they intend to provide and/or implement.

SPACE PROGRAMMING

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STAFFING AND OPERATING COSTS/ISSUES IN NEW JAIL STAFFING

This module provides information about a method to determine and justify staffing needs during the new facility planning process. Staffing levels are influenced by many factors that are outside the jurisdiction's control - the population served, case law, and standards. However, other areas are - to greater or lesser degrees- actionable. Most jurisdictions can influence scheduled activities and operating practices. During facility planning and design, jurisdictions are in a unique position to influence a staffing factor (the physical plant) which is otherwise much more difficult to influence. The underlying premise of this module is that jurisdictions must seize this opportunity to influence future staffing requirements.

The module next focuses on how participants can do this. The module provides information about a staffing analysis process that can be used to identify an appropriate staffing pattern for the new institution. Participants work as teams to develop a staffing plan for the facility that they have programmed in their case study, allowing them to see the implications of their planning and programming decisions.

SITE EVALUATION AND SELECTION

A common perception regarding site selection is that jail location is driven by two factors; political issues and dollars. While these are important considerations, jail sites must be carefully evaluated and selected if they are to serve in the public's best interest. This module will present a basic approach to site evaluation.

The presentation will outline basic criteria that the jurisdiction may want to consider in reviewing various sites. Examples of some specific criteria will also be given.

The module will include a discussion of those who should be a part of the site evaluation process, and the steps involved. The role of the planning team will also be reviewed.

TAKING CONTROL OF THE PROJECT

This module will facilitate the participants working together as a planning/decision making team during the facility development process.

A short lecture will be delivered followed by small group work and team reports. The presenter should emphasize the importance of the team identifying and understanding how it will function as a project planning team. Each member should also understand his or her individual role on the team.

The idea will be presented that the team members' roles may shift during the process depending on what type of decision the team is making. For instance, on decisions involving design options which will facilitate jail operations, the jail administrator may serve as the "expert," while the sheriff and commissioners fill the "approving authority" role.

It is critical that the team begin to identify the types of decisions they will face, and the decision-making process to be followed.

Life cycle costing is a task with which the planning team will become familiar. It is a tool that will allow the jurisdiction to ultimately determine the affordability of operating the jail they are planning. The presentation should contain a list of the benefits of life cycle costing.

The instructor will define life cycle costing and its purpose. The presentation should demonstrate a linkage between the decisions made by the team early in the planning process and future operating costs. This discussion should make the distinction between first costs and ongoing operational costs.

The module will contain a discussion of the basics of developing a life cycle cost analysis. Who should be involved in the process, and the qualifications of those developing the analysis should also be discussed.

When life cycle costing should be undertaken will be identified. The module will also include examples of two or three life cycle cost analysis documents.

The individual handling project management will serve as a key link between the jurisdictions planning team and those under contract to complete the project (planners, architects, contractors, engineers, etc.). It is critical that the planning team be introduced to the concept of project management and the role of the project manager.

The tasks involved in the project management process should be described in general. Some

detail about the tasks should be included to enhance the participants understanding. In describing each of the general tasks, the technical resource provider/instructor should address the role and level of involvement of the planning team members.

Samples of various project organizational structures might be described. The specific tasks and responsibilities of the project manager should be included in the discussion. The presentation should contain a discussion of the level and type of authority the jurisdiction should invest in the project manager.

The type of person to be selected for the project manager should be addressed. Appropriate qualifications and background should be described, including the necessary skills and qualities of a project manager.

ACTION PLANNING

Action planning is the exercise that ties the program's content to the functioning of the participants as a planning team. It will forge a link between the team experience at the PONI program and their experience upon returning to their jurisdiction.

In conveying the basic process of action planning, simplicity is the key. In completing the exercise, the team should focus on the process of action planning itself, and not the mechanics of the process.

At a minimum the team should identify the major task to be undertaken, in chronological order the sub-tasks to accomplish it, the party(s) assigned to each task, any resources required, and a completion date. Teams should action plan for no more than three months into the future.

Participants should understand that everyone involved in the project should be a part of action planning. It is a tool that can be used to organize and track workloads for tasks of all sizes related to planning the new jail.