



Master Plan for the Potential Relocation of the Draper Prison *Preliminary Draft Report*

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I. EXECUTIVE SUMMARY

In October 2013, the State of Utah's Prison Relocation and Development Authority (PRADA) selected MGT of America to develop a master plan and programming for the potential relocation of the Utah State Prison. The prison is located in the city of Draper at the southern end of Salt Lake County, which is the heart of the Wasatch Front – the most urbanized area of the state. Over the past several decades, growth in the Draper area, and all of southern Salt Lake County has resulted in urban encroachment around the 680-acre Draper Prison property. The goal of the project was to develop a long-term plan for potential relocation of the facility that identified the associated costs and benefits.

MGT was charged with developing a preliminary report by January 31, 2014 and a final report by June 1, 2014. MGT's objective was to develop a 20 year master plan that would guide the capacity and operational needs of the Department of Corrections should the Draper prison be relocated.

MGT's analysis had a multitude of components that needed to be preliminarily completed by January 2014. These included:

- ◆ Validation of the Utah Department of Corrections (UDC) existing inmate population projections.
- ◆ Validation of UDC's classification system to ensure an accurate and objective accounting of the number of offenders who are maximum, medium and minimum custody.
- ◆ Review and evaluation of the state's placement of state inmates in county jails including:
 - UDC's criteria for placement in a county jail,
 - The security practices, operations and programming in county jails compared to state prison facilities,
 - UDC's monitoring and compliance program for county jails,
 - An identification of the number of inmates in state prisons that routinely would qualify for county jail placement.
- ◆ Development and implementation of a site selection process should Draper be relocated.
- ◆ Identification of the immediate and long-term capacity needs of UDC.
- ◆ Development of master plan options for the relocation of the Draper prison, and establishment of costs associated with these options.
- ◆ Development of options to address future population growth.
- ◆ Identification of potential expansion capabilities of the Central Utah Correctional Facility in Gunnison, Utah.
- ◆ Cost and benefit analysis concerning the relocation of Draper. This included:
 - The estimated cost of new facility construction.
 - The estimated cost of demolition of Draper.
 - The estimated cost of site purchase and development.

- The projected market value of the Draper property (developed separately by Valbridge | Free and Associates.)
- The economic impact of the development of the Draper property during and after construction and after)
- The cost avoidance associated with estimated repair and maintenance needs at Draper over the next 20 years should it remain. (Developed independently by ProCost)

MGT's assembled an outstanding team for this project composed of the following firms:

- ◆ The Criminal Justice Institute
- ◆ The Louis Berger Group
- ◆ Rosser International, Inc.
- ◆ Epic Engineering
- ◆ Jones, Lang, LaSalle

The following bullets represent a summary of the major findings and recommendations from this report. It is noted that this report is preliminary in nature and that prior to the completion of our work, some of these recommendations may be further refined.

- ◆ **Validation of population projections:** MGT found the current inmate population projections developed by UDC to be valid, however, these projections were only developed for a six year time frame. Therefore, MGT's team developed its own 20 year inmate population projections.
- ◆ **20 Year population projections:** MGT projected the state prison population would rise to an average daily population (ADP) of 9,913 by 2033. This represents an increase of 2,896 inmates above the September 2013 year-to-date average daily population of 7,044. MGT also identified the need to have 10,556 beds in the system by 2033 to accommodate the peaks in population above the ADP. This represents the need to add 3,184 more beds than the department's current maximum capacity (7,372 beds).
- ◆ **Female population:** Over the next 20 years, the female population is projected to grow by 296 inmates. MGT recommends a new all-female facility be built that is dedicated to managing and programming for the unique needs of female inmates.
- ◆ **Emergency capacity:** The inmate population is projected to surpass UDC's emergency capacity levels in the near future.
- ◆ **Central Utah Correctional Facility (CUCF):** MGT identified that CUCF could be expanded by 960 beds without any impact to its utility infrastructure. Expanding beyond that amount would be problematic due to the facility's location in a less populated area of the state which limits its ability to recruit specialty staff in the medical, mental health and programs areas and reduces its access to volunteers. Additionally, the local hospital has a limited scope of services and in many cases is unable to treat inmates with acute medical needs.
- ◆ **County Jails:** County jail capacity could be expanded, and over 400 inmates in the state prisons qualify for placement in the county jails. However, idleness for state inmates housed in the county jails is nearly double that of those housed in the state prisons. Additionally, the intensity and level of programs offered in the county jails is significantly lower than what is offered in the

state prison system. MGT recommends that the state and counties, in partnership, pursue expansion of programs and activities for state inmates housed in the county jails.

- ◆ **If Draper prison remains:** Even if the Utah State Prison in Draper remains in its current location, UDC will need over 3,000 new beds in the system by 2033 at an additional cost of \$783¹ million. This cost includes:
 - \$349.0² million in new capital construction in the next 20 years to build new beds to keep up with the projected population growth. As part of this expansion, CUCF's capacity would increase by 960 beds to total of 2,556.
 - \$195.1 million in operating costs to expand the number of inmates placed in county jails to 2,406 (from the current 1,696 level).
 - \$238.0 million to maintain, repair and replace the aging Draper prison physical plant.
- ◆ **Draper prison relocated:** If the Draper prison is relocated the state will need to spend an additional \$1 billion³ in the next 20 years (in capital and operating funds) to relocate the facility and to add more beds to the system to keep up with projected inmate population growth.
- ◆ **Economic impact from the development of the Draper prison site:** MGT's team estimated the state would receive an annual economic benefit) of over \$1.8 billion in total output once the site was fully developed. Annual state and local tax revenues associated with this full development would be \$94.6 million annually.

¹ Cost does not include interest on any financing of the construction.

² This amount does not include any interest related to project financing.

³ This amount does not include any interest related to project financing.