Utah Correctional Facility

Site Identification and Selection Process

September 18, 2014

Prison Relocation Commission

The Utah Legislature, via the Prison Relocation Commission (PRC), is actively engaged in planning for development of new state correctional facilities. The PRC was created by the Utah Legislature to carefully and deliberately consider, study, and evaluate how and where to move the Utah State Prison from its current location in Draper, Utah. The PRC is being supported by the Utah Department of Corrections (DOC), the Utah Department of Facilities, Construction and Management, the State Commission on Criminal and Juvenile Justice, and a consultant team led by MGT of America, Inc.

What is PRC seeking?

The PRC focusing its efforts on acquiring information concerning sites capable of being master planned for development and operation of new, state-of-the-art correctional institutions. This **Utah Correctional Facility Information Booklet** is intended to provide background on the Utah DOC and the need for new correctional facilities to replace those in Draper. It also describes the process PRC is using to identify and evaluate prospective sites and is a "how to" guide for property owners and their representatives, the real estate industry, community planners, economic development officials, elected representatives, and the public to identify and offer sites for PRC consideration. The booklet contains information that can facilitate the identification of suitable sites thereby expediting the evaluation and selection process. By presenting and explaining the criteria being used by PRC to identify prospective sites and the process by which sites will be evaluated and considered, sites well-suited for correctional facility development can be identified more easily and sites ill-suited can be avoided or eliminated early in the process to the benefit of all involved.

Utah Department of Corrections

The Utah DOC currently provides housing for state inmates in four locations: the Utah State Prison in Draper; the Central Utah Correctional Facility (CUCF) in Gunnison; via contracts with county jails and through out-of-state contract facilities. The maximum capacity of the two state-run institutions is 5,576 inmates with an additional 1,696 inmates capable of being housed in county jails, and 100 inmates in out-of-state contract facilities (total: 7,372 inmates). In 2013, approximately 7,068 inmates were housed in the four locations.

The Utah State Prison (USP) is the larger of the two correctional facilities operated by the Utah DOC. The USP is located in the City of Draper in the southern end of Salt Lake County, which is the heart of the Wasatch Front and the most urbanized area of the state. Since the Utah DOC first began housing state inmates at the USP in 1951, growth in southern Salt Lake County in general and the City of Draper in particular has resulted in urban encroachment around the 680-acre property. Today, the USP has the capacity to house a maximum of 3,980 offenders within eight housing facilities including male and female offenders, separating the genders into different areas of the correctional complex. The Utah DOC offers inmates a variety of programming opportunities including education, vocational training, sex-offender treatment and intensive residential substance abuse treatment.

Utah State Prison, Draper

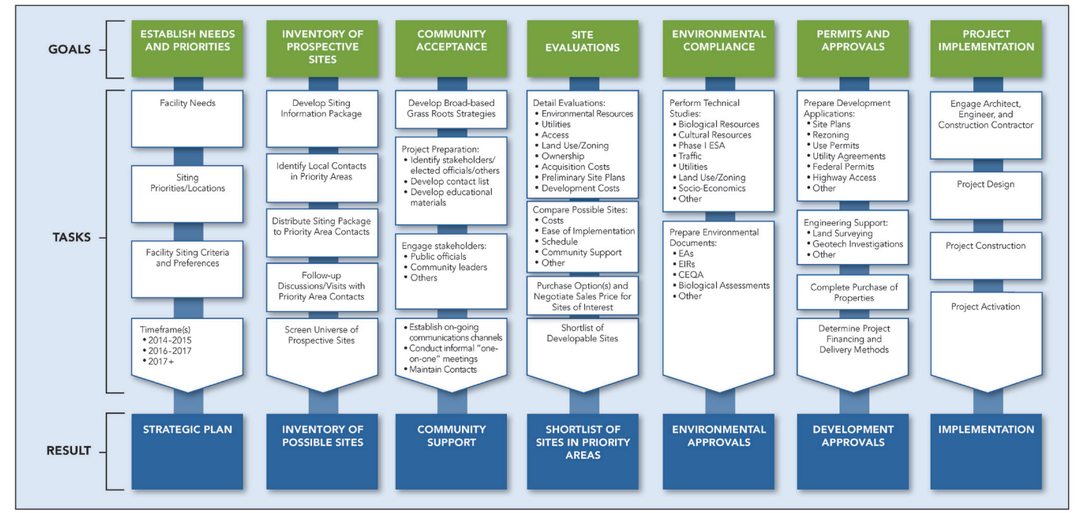
The Central Utah Correctional Facility (CUCF), located in Gunnison, Utah, was opened in 1990 and today can house a maximum of 1,596 male inmates. Comprised of approximately 287 acres, CUCF is situated within a rural area of southwestern Sanpete County approximately 110 miles south of Salt Lake City. Development at the CUCF property includes several buildings which together constitute the larger correctional complex which is generally concentrated within the eastern portion of the property, while the western and northern portions of the property are currently undeveloped. Like its counterpart in Draper, CUCF offers a variety of educational, programming, treatment, life skills, and jobs.

Site Identification, Evaluation and Selection Process

At its most basic level, the process of siting a new correctional facility is similar to siting a large school campus, medical complex, business park, or industrial park. However, the unique issues and challenges surrounding correctional facility development often make the process more complex, time-consuming and costly than other public projects of a similar scale. A successful site identification, evaluation and selection process involves a well-defined plan forward; a transparent and inclusive approach; defensible decision-making; and a public information and education effort that builds towards consensus on the outcome.

PRC is advancing the siting and development of new correctional facilities using a process summarized in the exhibit below. PRC has already established its needs and priorities and is currently engaged in identifying and evaluating prospective sites using a well-defined set of evaluation criteria.

Siting and Development Process



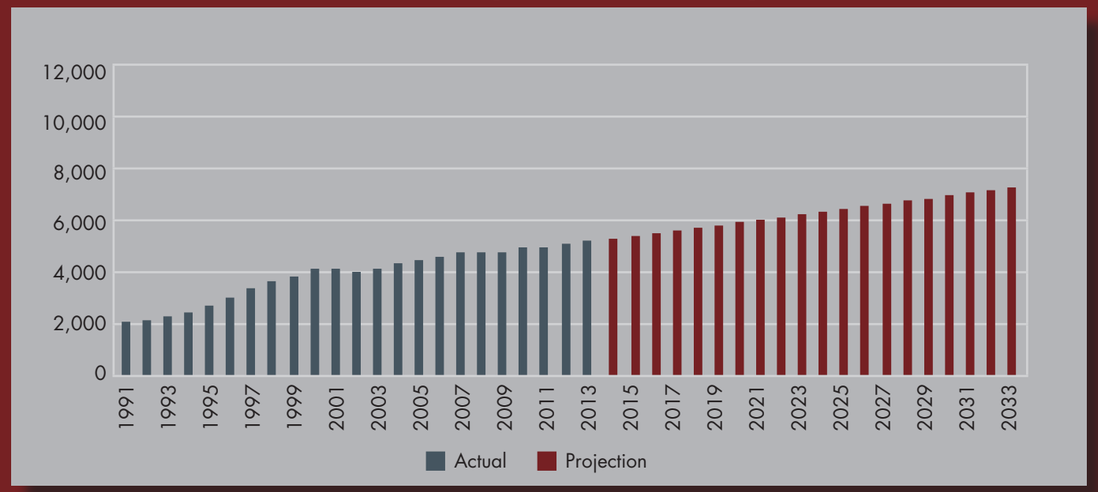
Utah's Inmate Population

According to the "Master Plan for the Potential Relocation of the Draper Prison" (January 2014), Utah's offender population is expected to continue to increase over the next 20 years. The inmate population experienced significant growth between 1991 and 2000 (95%) which slowed to 19% between 2001 and 2010, and only increased slightly (3.4%) between 2011 and 2013. Forecast of the inmate population shows growth continuing but at a slower pace with 2.0% growth between 2014 and 2015 eventually slowing to 1.5% growth between 2032 and 2033.

The male inmate population increased by 8.0% between 2007 and 2013 rising to 6,397 inmates and is expected to increase to 9,606 inmates in 2033 (50.2%). The percentage of females under Utah DOC jurisdiction almost doubled between 1991 and 2013. The actual number of females incarcerated increased from an average of 152 in 1991 to 671 in 2013, rising by 15.2% between 2007 and 2013. Projections show the female inmate population increasing to 950 by 2033 (41.6%).

Utah DOC's primary focus is on operation of safe and secure facilities which utilize the latest design innovations and security technologies. In addition to providing the fundamental residential services-related inmate management, Utah DOC provides rehabilitation and educational programs, including basic education, religious services, life skills development, employment training and substance abuse treatment and counseling. Utah DOC's programs are designed to reduce recidivism and prepare inmates for successful re-entry into society while providing for the highest degree of accountability throughout the day.

Historic and Projected Inmate Population



PRC's Siting Criteria

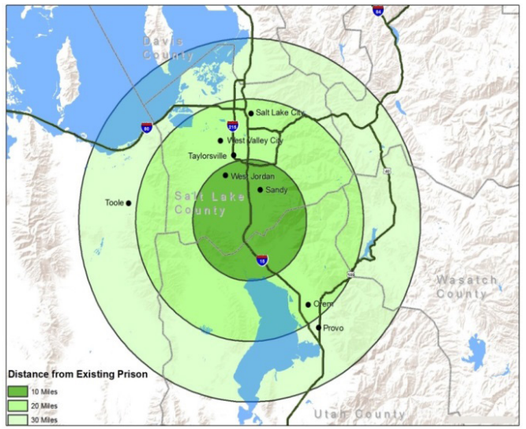
Identifying prospective sites with criteria in mind is the first step in determining whether development is feasible at a particular site and if the site and its surroundings are well-suited to host the facility. At the same time, it is recognized that identifying sites that strictly adhere to all siting requirements is unlikely to be successful and will result in elimination of viable sites from consideration. Therefore, flexibility is necessary to achieve the desired result; sites that can be developed for correctional use within a preferred area, at reasonable cost, and with minimal adverse environmental impacts. At its September 3, 2014 meeting, PRC adopted the criteria it will use to evaluate sites: Proximity, Land and Environment, Infrastructure, Community Services/Other, Development Costs, and Community Acceptance. Each is described below along with their relative importance (weighting) as determined by the PRC.

CRITERIA: PROXIMITY
(Points: 35 of 100)

Proximity to Staff, Visitors and Volunteers. Successful facility operation is dependent upon ready access by Utah DOC staff, visitors and volunteers. Therefore, sites should be located in areas readily accessible to a majority of current Utah DOC employees, visitors, and volunteers. Sites requiring long drive times from major population centers will reduce the likelihood that Utah DOC staff, visitors and volunteers will continue to support the facility and should be avoided.

Proximity to Medical and Treatment Providers. Efficient and effective prison operation is dependent upon ready access to medical facilities and specialists. Therefore, sites should be located in areas readily accessible to medical facilities and services. Sites requiring long drive times to reach such facilities and specialists should be avoided.

Proximity to Legal Services. Efficient prison operation is also dependent upon ready access to courthouses and various legal services and infrastructure. Therefore, sites should be readily accessible to courthouses and other legal system facilities. Sites requiring long drive times to reach such infrastructure should be avoided.



CRITERIA: LAND AND ENVIRONMENT
(Points: 15 of 100)

Land Area and Topography. Correctional facility development requires sufficient land area for placement of structures, parking areas, and access roads as well as a buffer zone between the facility and neighboring developments. With few exceptions, 350–400 acres represent the minimum gross land area necessary for development. (Additional acreage may be required in situations involving on-site water supply and/or wastewater treatment.) Site topography influences facility placement, layout and design, as well as construction costs associated with site preparation. Sites as near to level (0–2 percent slope) as possible with average slope across the site limited to 5 percent are preferable to sites with pronounced changes in topography.

Soil Characteristics. Construction costs increase significantly where soils having liquefaction potential are found. Sites with a preponderance of soils with liquefaction potential should be avoided.

Wetlands. Land inundated by surface or ground waters with "a frequency to support under normal circumstances a prevalence of vegetative or aquatic life that requires saturated or seasonally saturated soil conditions for growth and reproduction" are considered wetlands. The alteration or loss of wetlands can result in habitat loss, increased flooding, and decreased groundwater recharge. In addition, development of wetlands can involve significant additional time and resources to satisfy the regulatory review and permit processes and for these reasons development in wetlands should be avoided.

Hazard Avoidance (Flooding). The volume and momentum of rushing river water at flood stage has the potential for creating a wide path of destruction. Such flooding could significantly disrupt correctional facility operations, adversely affect facility security, and cause severe structural damage. Therefore, correctional facility sites should avoid areas affected by flooding.

Hazard Avoidance (Geologic Faults). The nature of geological fault zones and active seismic areas presents a potential threat to the integrity of structures, institution security and the welfare and safety of inmates and staff. As a result, correctional facility sites should avoid such areas.

Hazard Avoidance (Landfills). Landfills have the potential for methane gas releases, leachate formation, and settlement damaging structures, roadways and utilities. Sites previously used for landfilling of solid and other wastes should be avoided.

CRITERIA: INFRASTRUCTURE
(Points: 15 of 100)

Access to Roadways. Facility operation is dependent upon a workforce, volunteers, visitors and service vehicles having access to the network of regional highways and public transit connections. Therefore, correctional facility sites should be located within areas readily accessible to the regional highway network. Access should be via well-constructed and well-maintained roadways with no obstructions, height limitations or weight restrictions. Access to public transit service is considered a plus.

Water Supply. Potable water supply service is a basic requirement to the functioning of a correctional facility. New correctional facility sites, therefore, should be within areas serviced by a public/private potable water utility capable of providing an uninterruptible supply of 500,000 - 600,000 gallons of water daily. Locations which minimize the cost for extending, upgrading or otherwise improving water supply service are preferred over sites requiring costly improvements. In areas where public/private water supply systems are unavailable or incapable of meeting facility requirements, an on-site water supply system would need to be considered.

Wastewater Treatment. Wastewater treatment is a basic requirement to the functioning of a correctional facility. Therefore, correctional facility sites should be located within areas serviced by public wastewater collection and treatment systems with the capability to collect and treat 450,000 - 550,000 gallons daily. Locations which minimize the costs associated with extending, upgrading or otherwise improving wastewater systems are preferred over sites requiring costly improvements. In areas where public wastewater systems are unavailable or incapable of meeting facility needs, an on-site wastewater treatment and disposal system would need to be considered.

Electric Power. Electric power is a basic requirement to the functioning of a correctional facility. Sites should have access to primary electric power transmission systems operating at 69kV or higher. Sites which minimize any costs associated with extending, upgrading or otherwise improving power supply equipment necessary to service the facility are preferred over sites requiring costly improvements.

Natural Gas. Natural gas supply is a basic requirement to the functioning of a correctional facility. Sites should be located within areas serviced by natural gas suppliers providing uninterruptible service. Locations which minimize the cost for extending, upgrading or otherwise improving natural gas supply are preferred over sites requiring costly improvements.

Telecommunications. Telecommunications service is a basic requirement to the functioning of a correctional facility. Sites should be located within areas served by telecommunications operators providing local, long distance, and mobile services. Locations which minimize the cost for extending, upgrading or otherwise improving telecommunications service are preferred over sites requiring costly improvements.

CRITERIA: COMMUNITY SERVICES/OTHER
(Points: 10 of 100)

Emergency Response Services (Police and Fire Protection and Emergency Medical Care). Sites should be located in or near areas served by municipal/county police and fire departments employing full-time police officers, trained firefighters, dispatchers and support personnel and equipment. Although Utah DOC relies upon its staff and resources to ensure overall security, support from nearby law enforcement resources is desirable in the event of an emergency. While new correctional facilities are fire resistive and have fire and smoke detectors, sensors, and sprinkler systems, it is advantageous to have back-up support from nearby fire protection resources in the event of an emergency. Sites should also be located in proximity to public/private hospitals providing fully-staffed, 24-hour emergency services. Although new facilities include fully-equipped and staffed medical units, it is advantageous to have emergency medical services available nearby if a serious accident, illness or similar emergency occurs.

Adjoining and Nearby Land Uses. Sites containing homes or commercial uses should be avoided to eliminate the need to relocate residents or businesses. Sites bordering upon residential neighborhoods, parks and playgrounds, schools, religious and cultural sites, and similar land uses should also be avoided. Provision of a buffer from such developments reduces land use compatibility conflicts.

Ownership. Property acquisition should be able to be accomplished with relative ease. Sites should be free of deed restrictions and covenants and include surface and subsurface water and mineral rights. Use of public lands shall be considered when available, practical and better suited than private lands.

CRITERIA: DEVELOPMENT COSTS
(Points: 10 of 100)

Development Costs. Each site has unique features that result in higher or lower construction costs. Sites that result in high costs to develop (i.e., land acquisition, site preparation, infrastructure improvements, environmental mitigation, etc.) relative to other sites should be avoided. The total cost to develop shall be the basis for comparison between prospective sites.

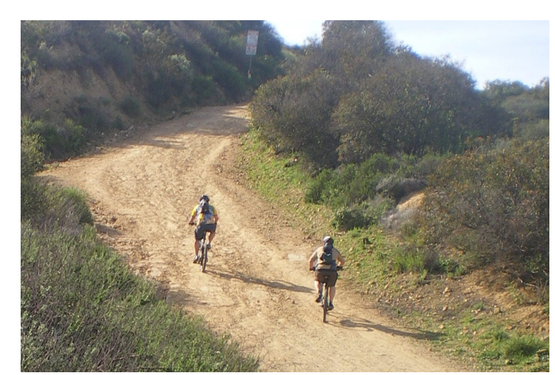
CRITERIA: COMMUNITY ACCEPTANCE
(Points: 15 of 100)

Community Acceptance. Sites shall be located in or near communities that have expressed the willingness to accept/support correctional facility development. Supportive communities are more likely to assist with provision of utilities and other local services while avoiding costly and time-consuming legal and other challenges.

Have a Site to Offer?

The PRC is actively seeking information from the real estate industry, planning and economic development officials, property owners and the public concerning potential correctional facility sites. For those with knowledge of possible sites, the PRC has prepared a SITE OFFER FORM to allow you to submit information concerning properties for consideration.

Please visit www.le.utah.gov/prc for the form.



Site Identification and Evaluation – Progress to Date

At the onset of the siting process, the PRC and its consultants engaged in meetings with economic development officials representing Box Elder County, Davis County, Salt Lake County, Tooele County, Utah County, and Weber County to explain the siting process and solicit interest and potential sites that could accommodate prison development. In addition, relying upon the real estate industry and via direct contacts with property owners, approximately 25 sites located in Box Elder County, Salt Lake County, Utah County, and Tooele County have been identified for PRC consideration. Each site is currently undergoing initial evaluation to determine suitability relying upon information provided by property owners and various published data sources. Sites that most closely address PRC's siting criteria will be subjected to in-depth study that will eliminate less suitable sites until only the most suitable sites remain for PRC consideration.

Schedule

The PRC is moving ahead with the siting process according to the following schedule:

September 2014	Site identification, initial evaluations, engage property owners, economic development officials, and others.
October 2014	Complete initial site evaluations, recommend sites for detailed investigation, continue engaging property owners and local officials in potential host communities.
November 2014	Undertake detailed investigations of high-ranking sites to identify most preferred sites, continue engaging property owners in potential host communities.
December 2014	Final site(s) selection by the PRC.

Interested in Learning More?

For additional information about the PRC visit www.le.utah.gov/prc or contact:

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