



Utah Correctional Facility

Volume 2 - PRC Information Brochure

November 21, 2014

Schedule

The PRC is moving ahead with the following activities planned for the next three months:

November 2014	Undertake detailed investigations of highly ranked sites to identify advantages and disadvantages of each. Continue engaging potential host communities to provide information and respond to questions and concerns.
December 2014	PRC holds monthly meeting. Continue detailed investigations of highly ranked sites.
January 2015	Operational Program and Architectural Program completed.

Prison Relocation Commission

The Utah State Legislature established the Prison Relocation Commission (PRC) in early 2014 to lead the effort to develop a new correctional facility to replace the Utah State Prison located in Draper, Utah. PRC’s responsibilities include carefully and deliberately considering, studying, and evaluating how and where to move the Utah State Prison from its current location in Draper. PRC’s efforts and resources are focused on ultimately providing recommendations to the Governor and Legislature. To assist with the planning for the new correctional facility, the PRC assembled a team with representatives of the Utah Department of Corrections (DOC), the Utah Division of Facilities Construction and Management (DFCM), the Commission on Criminal and Juvenile Justice (CCJJ) and a group of consultants led by MGT of America, Inc. (the “PRC Team”).

What is PRC seeking?

PRC is advancing the development of a new correctional facility by identifying and evaluating prospective sites using a defined set of criteria. PRC is seeking sites capable of being master planned for development and operation of a new, state-of-the-art correctional institution. 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 siting and development make the process more complex, time-consuming and challenging than for other public projects of a similar scale. This booklet is intended to provide information on the process that led to the decision to seek sites for possible prison development, the importance and urgency of replacing the existing Draper Prison, and the efforts of the PRC Team since September 2014 in evaluating prospective sites.

Interested in Learning More?

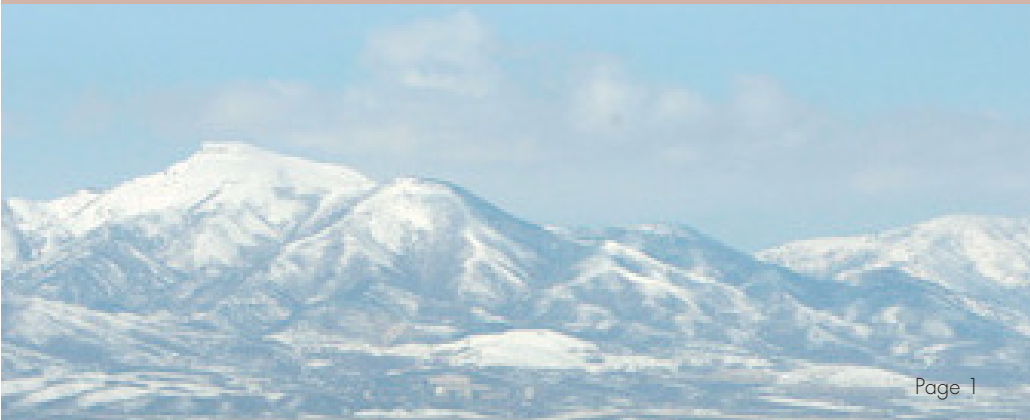
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Planning for New Prison Development

Until early 2014, the Prison Relocation and Development Authority (PRADA) was responsible for studying whether to move the Utah State Prison. In carrying out its mission, PRADA undertook a comprehensive examination of the Utah prison system in 2013 that included an assessment of the feasibility of developing a new State Prison to replace the facility currently located in Draper, Utah.

With portions of the Utah State Prison originally constructed in the 1950’s that require constant repair and maintenance, the need for a modern correctional facility has grown increasingly urgent. Developing a new state correctional facility will ensure that Utah’s criminal justice system functions in a high-quality manner while addressing the need for a state-of-the-art, efficient and cost-effective institution to house the almost 4,000 inmates currently at the Draper Prison. Development of a new replacement facility will also allow Utah DOC to more effectively accomplish its mission, meet the needs of the inmate population, and provide for the continued safety and security of inmates, corrections staff and the citizens of Utah.

PRADA’s efforts resulted in development of a 20-year Master Plan to guide the capacity and operational needs of the Utah DOC, while identifying the associated costs and benefits of developing a new state prison. The following are among the key findings from the Master Plan.

- **Inmate Population Projections:** Utah’s overall prison population is projected to rise in the future. In addition to expanding capacity above current levels, there is also a need to have sufficient prison beds available to accommodate periodic peaks in the inmate population.
- **Female Inmates:** Between 2000 and 2013, Utah’s female inmate population grew at a rate almost twice that of male inmates and is projected to continue growing in the future. Construction of a new all-female facility, dedicated to managing and programming for the special needs of female inmates, is needed.



Source: Utah Department of Corrections.

- **Draper Prison Costs:** If the Draper Prison continues to operate at its current location, the State of Utah can expect to spend approximately \$238 million over the next 20 years to maintain, repair and replace the facility’s aging physical plant.
- **County Jails:** County jails throughout Utah have been of great benefit to the state by housing approximately 23% of the state inmate population. County jails are not able to house the full range of security levels of inmates in Department of Corrections’ custody.
- **Central Utah Correctional Facility:** The Central Utah Correctional Facility, located in Gunnison, could be expanded by an additional 960 beds without adversely impacting community services or infrastructure. Plans are currently underway to construct an additional 192 inmate beds at the facility.

The comprehensive, system-wide examination provided a sound basis for the decision to move forward with planning for development of a new prison to replace the Draper prison.

Central Utah Correctional Facility



Utah DOC Inmate Population and Custody System

At the present time the Utah DOC is responsible for approximately 6,973 inmates comprising 6,338 males (or 91% of the total) and 635 females (or 9% of the total). Whites comprise the largest portion of the total inmate population at over 66%, Hispanics represent approximately 18% and African Americans less than 5%. All other races together comprise less than 11% of the inmate population.

Offender Race/ Ethnicity	Female	Male	Total	% of Total
Asian/Pacific	18	195	213	3.0%
Black	18	430	448	6.4%
Hispanic	74	1,208	1,282	18.4%
Native Amer/Alask	43	290	333	4.8%
Unknown	2	61	63	0.9%
White	480	4,154	4,634	66.5%
Total	635	6,338	6,973	100%

Source: Utah Department of Corrections

Male and female inmates in Utah are classified according to one of five custody levels: Level 1 (Death Row), Level 2 (Maximum), Level 3 (Medium), Level 4 (Minimum) and Level 5 (Community). These custody levels are based on factors such as severity of an inmate’s offense, expected length of incarceration, and types of prior offenses. Community custody represents the least restrictive environment. Minimum custody provides a more restrictive prison environment while the maximum and death row custody levels provide the most restrictive environments. Classifying inmates according to these custody levels has enabled the Utah DOC to separate violent inmates from the rest of the inmate population, house inmates according to the risk they pose to the safety and security of the institution, staff and other inmates, minimize the number of inmate transfers between facilities and housing units, and make better use of available resources, while confining inmates in the appropriate security and custody environment. The percentage of state inmates classified among five custody levels has remained relatively constant over time. The proposed prison will house both male and female inmates and all custody levels.

UTAH DOC INMATES BY CUSTODY LEVEL		
Custody Levels	Male	Female
Death Row (1)	0.2%	0.0%
Maximum (2)	13.3%	4.6%
Medium (3)	61.8%	59.7%
Minimum (4)	10.1%	16.4%
Community (5)	14.6%	19.3%
Total	100%	100%

Source: “20-Year Master Plan”, MGT of America, Inc., January 2014.

Prison Relocation Commission Activities

Site Identification and Evaluation

The site identification and evaluation phase has been the focus of much of the PRC’s initial efforts. Beginning in July 2014, the PRC called for potential sites for development of a new correctional facility and asked potential offerors to submit information about prospective sites via the PRC website. PRC adopted a set of siting criteria that established siting priorities and since September has conducted initial evaluations of prospective sites using the criteria. Some 26 sites were presented for consideration and, by applying the siting criteria, the PRC Team was able to reduce the number of sites to undergo detailed study. At present, the PRC Team is focusing on acquiring and evaluating detailed information for the sites it considers best able of being developed with a new, state-of-the-art correctional institution. At the same time, PRC is developing operational and architectural programs that will define the needs and requirements for the facilities’ design and operation.

Operational Program

Central to the selection of a prison site, as well as the design and operation of a new correctional facility, is the preparation of an Operational Program and an Architectural Program. The Operational Program document serves as a blueprint for specifying how the proposed prison will be operated among each of its major components. Preparation of the Operational Program ensures that the eventual designer will include the proper amount of floor space for each of those functions and arranges/clusters them to maximize operational efficiencies and minimize construction and operational costs. Equally important, the site can be properly specified to meet the needs and requirements of the prison.



Source: Utah Department of Corrections.

At present, the PRC Team is determining the activities that will occur within each functional prison component. The number of inmates and staff engaged in that function/ activity, the hours and days that function will be operating, the furnishing/equipment required, and the relationship of that function to other functions will be specified. Based on that information, the amount and type of space required for each function can be estimated and, from those space estimates, the required size of the prison site can be determined. Among the functional components being analyzed are:

- Central Administration, Human Resources and Business Office
- Facility/Unit Administration and Management
- Staff Training, Development, Services
- Security Operations, Central Control , Armory/ Locksmith, Perimeter Security/Sallyports
- Family and Attorney Visiting
- Intake / Reception / Classification/Discharge
- Inmate Records Management and Property Storage
- Inmate Housing



- Counseling, Educational Programming, and Vocational Training
- Health Services
- Religious Services
- Food Services
- Commissary
- Recreation
- Laundry/Clothing Exchange
- Prison Industries
- Facility/Vehicle Maintenance and Warehousing/ Storage
- Department adjacencies to understand the interrelationship of each department, the circulation between departments and the adjacency requirements of the departments.
- Applicable state and industry standards for the sizes and configurations of all spaces to reflect the requirements of the Utah DOC.
- Mechanical systems to determine the requirements for the interior building environment such as what areas are air-conditioned vs. ventilated and negative air systems for medical rooms.
- Electrical systems to determine the overall electrical system characteristics and which systems are on emergency generators, areas to receive secure lighting fixtures, etc.
- Budget analysis to estimate the probable construction cost.

The PRC Team is currently working with the Utah DOC to address its policies and procedures as well as national, state and department operational mandates, laws, standards and rules to ensure that the Operational Program currently being developed will be fully compliant.

Architectural Program

The PRC Team is currently engaged in a thorough and systematic evaluation of the architectural needs for any future prison design. The goal of the Architectural Program is to ensure that eventual prison design and construction will meet the basic requirements and needs of the Utah DOC as well as industry standards and ensure an efficient productive prison operation. A well-conceived Architectural Program will also lead to a high-quality design. Among the topics being considered during development of the Architectural Program are the following:

- Type and number of spaces for each department.
- Net floor space requirements on a room-by-room basis.
- Security zones and parameters for various custody level inmate functions, including types of security barriers (walls, doors, ceilings etc.).

Next Steps

During November and December 2014, the highly ranked sites are undergoing detailed evaluations to identify conditions that would pose serious development limitations, including topographic and geophysical constraints, waste contamination concerns, unacceptable impacts to biological or cultural resources, among others. Findings will be presented to the PRC in December 2014 or January 2015. During this same period the Operational and Architectural programs will continue to be developed with findings and recommendations submitted to PRC in January 2015.



Frequently Asked Questions

Q: Why is the State of Utah planning a new correctional facility to replace the prison in Draper?

A: Development of new a facility to replace the Draper Prison will allow Utah DOC to better perform its mission, meet the needs of the inmate population, enhance the safety and security of inmates, staff and the public while avoiding the enormous expense of maintaining the current, aging facility.

Q: How is public safety affected by having a prison in a community?

A: Public safety and institution security is Utah DOC’s highest priority as evidenced by the fact that no inmate has escaped from the Draper Prison in over 20 years.

Q: How will visitors and inmate visitation be affected at the proposed facility?

A: Visitation at the proposed facility will remain a high priority consistent with current policies and procedures. The quality of visitation should increase by improving visitation rooms, adding greater use of technology, etc.

Q: How will the many volunteers and the work they perform at the Draper Prison be affected at the new facility?

A: The siting process has emphasized maintaining the important relationships with volunteers and volunteer organizations. The proposed facility will also incorporate more counseling, training and educational spaces than currently available at the Draper Prison, allowing for increased participation by volunteers and volunteer organizations.

Q. How large a correctional facility is being proposed?

A. The Draper Prison currently houses approximately 4,000 inmates and the proposed facility will be designed to house a similar number of inmates.



*Volunteer programs are an integral part of the corrections process.
Source: Utah Department of Corrections.*

Q. Are inmates counted as part of a community’s population and what are the benefits, if any?

A. Inmates are counted toward the population of the community within which the prison is located. Among several benefits will be an increase in distributed sales tax revenues, since 50% of a community’s local-option sales tax revenue is based on its population.

Q. How does a prison’s operation affect local traffic?

A. Prison operation would result in a redistribution of traffic off roads leading to the Draper Prison onto roads leading to the new prison site. Commuting trips by Utah DOC staff would be distributed across three shifts over each 24-hour period.

Q. What can be said about how the proposed prison will appear when constructed?

A. Although the design phase is still months away, the facility will be similar in scale and appearance to a secondary school complex with structures for administration, inmate housing, education, training and recreation areas, dining/food services, health care, prison industries and a central utility plant among others. A single entrance road for controlled access is also common along with a parking lot near the facility entrance.



Q: How does development of a prison effect property values?

A: Variables of equal or greater importance largely determine property values. Property values are not limited solely to proximity to a prison:

- Values and marketability of properties in the area prior to prison construction;
- Interest rates, income growth and unemployment rates (the ability of households to purchase housing);
- Community and economic growth relative to and independent of the prison;

- Prison location relative to surrounding land uses; and
- Access to public transportation, quality of local schools, proximity to shopping centers, recreational areas and cultural amenities, among others.

Examination of home value data for the two zip codes surrounding the Draper Prison has revealed that median total home prices and median square foot prices for currently listed homes are comparable to, or higher than, those in Utah County or Salt Lake County as a whole:

	Median Listing Price	Median Per Square Foot Prices
Draper (zip code 84020)	\$439,900	\$153
Bluffdale (zip code 84065)	\$369,990	\$141
Greater Utah County	\$269,000	\$133
Greater Salt Lake County	\$275,000	\$150
Sandy	\$329,900	\$159
Saratoga Springs	\$405,000	\$196